

Parks and Recreation Technical Memorandum

US 24 West

CDOT Project No. NH 0242-040 Project Control No. 187824

Colorado Department of Transportation

February 2010

US 24 West Environmental Assessment: Park and Recreation Resources

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1.0 Introduction

The Colorado Department of Transportation (CDOT) is conducting an Environmental Assessment (EA) for changes to a 4-mile portion of US 24 between Interstate (I)-25 and Manitou Springs. This technical memorandum describes the park and recreation resources adjacent to the US 24 study area and evaluates the potential for direct and indirect impacts as a result of the No Action Alternative and the Proposed Action described below.

2.0 No Action Alternative

The No Action Alternative consists of existing transportation facilities and committed transportation projects that would occur regardless of whether the Proposed Action is constructed. The No Action Alternative would not make any improvements to the existing condition beyond those which are already planned and funded. The projects listed below are shown in existing adopted transportation plans and are locally funded projects.

- **8th Street Intersection Improvements.** Lengthens turn lanes and acceleration and deceleration lanes on US 24, and widens 8th Street north and south of US 24.
- **8th Street Bridge Replacement.** Replaces the existing four-lane bridge structure over Fountain Creek at 8th Street.
- **21st Street Roadway Improvements.** Includes the widening of 21st Street south of US 24 to four 12-foot travel lanes with dedicated turn lanes, extended acceleration lane, and curb and gutter. Geometric improvements to the US 24/21st Street intersection will also be constructed.
- **21st Street Bridge Replacement.** Replaces the existing four-lane bridge structure over Fountain Creek.
- **25th Street Bridge Replacement.** Replaces the existing two-lane bridge structure over Fountain Creek at 25th Street.
- **Midland Trail Extension.** Extends Midland Trail between 21st Street and Manitou Avenue to connect with Manitou Springs' Creekside Trail.

Under the No Action Alternative, improvements to intelligent transportation systems (for example, variable message signs) would be implemented as part of the congestion management program. Existing bus routes and service would continue as they are today, and bike and pedestrian facilities would only be extended or improved as local funds and grants allow.

3.0 Proposed Action

The Proposed Action would provide additional capacity on US 24 by building additional travel lanes, two new interchanges, and one new overpass. The Proposed Action includes rebuilding several cross-streets, replaces bridges over Fountain Creek, and includes modifications to Fountain Creek's channel at each bridge crossing. Sidewalks would be built at all intersections and interchanges. The Proposed Action would also accommodate a park and ride facility and two future local access points along the route, which would be built by others. The Proposed Action is illustrated in Exhibit 1.

A single point diamond interchange is proposed at the Cimarron Interchange. This interchange design differs from what was originally presented in the *I-25 Improvements through the Colorado Springs Urbanized Area EA* (CDOT, 2004). Since the I-25 EA was approved, new opportunities have been identified to improve existing and future traffic operations, making this improved design now feasible.

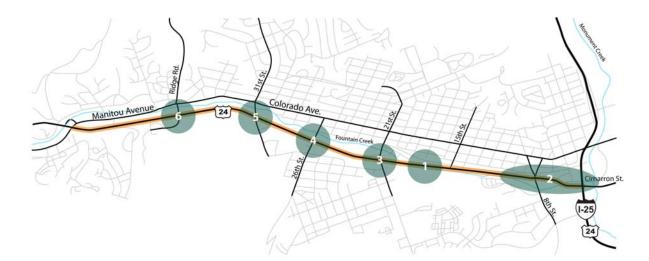
US 24 in the project area would be built to have eight through-lanes, four in each direction, east of 8th Street, and six through-lanes, three in each direction, from 8th Street to a point west of 31st Street. New interchanges are proposed at 8th and 21st Streets.

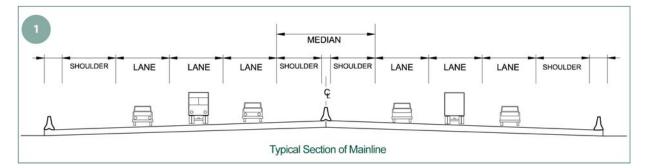
Intersection upgrades are proposed at 26th Street. The intersection of US 24 and 31st Street would be widened, as would the intersection with Colorado Avenue to the north. South of US 24, 31st Street would be rebuilt to align with the highway intersection.

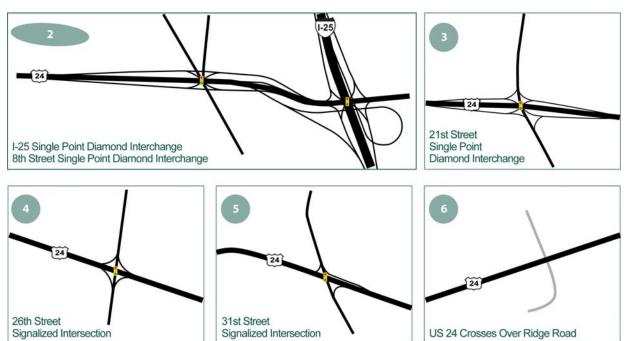
At the west end of the corridor, an overpass would be built to carry US 24 over Ridge Road. Ridge Road would be widened between High Street and Colorado Avenue. The west end of the Proposed Action is approximately 1,800 feet west of the Ridge Road overpass where the overpass connects to the existing highway. Because there is not an existing or future congestion problem between Ridge Road and Manitou Avenue, no changes are proposed west of Ridge Road.

• At 31st Street a park and ride facility would be constructed in the northeast quadrant of the intersection, with access from Colorado Avenue.

EXHIBIT 1 Proposed Action







Accommodations would be made for the following features that will be built by others in the future:

- At 15th Street an overpass would be constructed to carry 15th Street over US 24 and Fountain Creek, and connect to the street network of Old Colorado City and Gold Hill Mesa. This overpass would include ramps on the east side to connect to the 8th Street intersection. Between the ramps and Colorado Avenue, 15th Street would be reconstructed to provide pedestrian features such as sidewalks.
- At Ridge Road ramps providing direct access to US 24 would be constructed to convert the overpass to a tight diamond interchange.

As described in Chapter 4 of the EA, the Proposed Action also includes various mitigation measures such as the construction of a greenway and the extension of some trails. The Proposed Action is illustrated in Exhibit 1.

4.0 Methodology

The study area for this analysis has been defined to incorporate the areas surrounding the US 24 study area that would be directly or indirectly affected by the proposed project. In general, this area extends 1,000 feet north and south of US 24.

Existing park and recreation resources were identified and mapped using GIS and supplemented through field visits and meetings with City of Colorado Springs (the City) staff. The design was then placed as an overlay to identify areas of direct impact. The project team considered the potential effects for access revisions, noise, visual, and temporary construction-related impacts.

Presentations about the US 24 project were made by the project team:

- Five times in 2006to the Trails and Open Space Working Committee (TOPS). This is a committee that guides acquisition, growth, and conservation for trails and open space in the Pikes Peak region.
- Two times between 2004 and 2006 to the City of Colorado Springs Parks Advisory Board
- Once in 2006 to the City of Manitou Springs Open Space Advisory.

The project team also met:

- Twice between 2006 and 2007 with the Trails and Open Space Coalition.
- Twice in 2006 with the Friends of Red Rock Canyon.
- Once in 2007 with the Pikes Peak Area Bikeways Coalition.

The analysis that follows was prepared in accordance with all applicable guidance for addressing parks and recreation as described in CDOT's National Environmental Policy Act (NEPA) Manual (CDOT, 2007), available on the web at

http://www.dot.state.co.us/environmental/Manual/NepaManual.asp.

5.0 Existing Conditions

Existing Park and Recreation Resources

The City provides opportunities for leisure activities for its citizens by maintaining existing parks, developing new parks, and offering recreational services. The City manages over 14,000 acres that include 15 community and regional parks, over 100 neighborhood parks, 5 sports complexes, 47 open space areas, and over 250 miles of urban and park trails. Ten of these features are located along the US 24 West Corridor. Additionally, three parks located in Manitou Springs are situated along the western portion of the study area (Exhibit 2).

Future Park and Recreation Resources

The Colorado Springs Parks and Recreation department developed the *Parks, Recreation and Trails 2000-2010 Master Plan* in 2000, which defines policies and projects that will provide a balanced system of conveniently located parks, interconnected urban trails, and multipurpose recreational facilities. The *Parks, Recreation and Trails 2000-2010 Master Plan* is based on an inventory of existing conditions as well as an analysis of community needs, including direction provided by Colorado Springs residents through survey responses and comments made in a series of public workshops and other forums. No additional parks are proposed in the study area. The proposed expansion of the Midland Trail west to the City of Manitou Springs' Creekside Trail would increase the length of the trail to a total of 5.46 miles. City-owned undeveloped land at Naegle and 25th Street has also been considered for addditional access to the Midland Trail (e.g., a trail head and parking area).

Representatives from CDOT, the City's Stormwater Enterprise, and Gold Hill Mesa have developed a plan to restore of a portion of Fountain Creek east of 21st Street. The restoration will enhance water quality, reduce erosion, and reestablish riparian vegetation. The developer of Gold Hill Mesa also plans to build a trail along the creek that would serve residents of the area. This trail segment will connect to the Midland Greenway, described below. Restoration efforts are anticipated to begin near Gold Hill Mesa in early 2009.

During planning for the US 24 corridor, CDOT sponsored a master plan for the Midland Greenway (FHWA and CDOT, 2007). The Midland Greenway is a linear recreation feature along Fountain Creek from its confluence with Monument Creek west to Manitou Springs. The goals of the project are to beneficially use excess right-of-way, improve water quality and riparian vegetation, and provide a recreational and non-motorized-transportation trail. Most of the Greenway could be built on right-of-way acquired for the Proposed Action, but not required for roadway and creek channel construction. In addition to sponsoring the Midland Greenway master plan, CDOT will construct some elements as mitigation measures. Other elements – such as trail segments outside areas directly impacted by the project or enhancements such as benches or fountains – will require other partners and sponsors. During project development, the project team met with numerous potential partners – foundations; local, state, and federal agencies; trails advocates; neighborhood groups – that all expressed varying levels of interest in participating in future Greenway

EXHIBIT 2 Park and Recreation Resources



мар ID	Name	Size	Amenities
1	Pikes Peak Greenway Trail	14 miles	Concrete, asphalt, and gravel surface; connects several regional trails
2	Bear Creek Trail	0.4 mile	Concrete and asphalt trail; links Bear Creek Regional County Park to Pikes Peak Greenway
3	America the Beautiful Park	16.8 acres	Picnic pavilions, playground, pathways, fountain, Midland and Pikes Peak Greenway trail access, venue for outdoor concerts and movies
4	Cucharras Park	0.7 acre	Basketball court, multi-play court, picnic area, and playground
5	Midland Trail	1.6 miles	Tier 1 concrete surface; provides access to America the Beautiful Park
6	21st Street pocket park	1.5 acres	Parking, pathway, picnic table, shelter, and sculpture
7	Blunt Park	3.3 acres	Athletic fields, picnic areas, playground, and pathways
8	Vermijo Park	4.6 acres	Baseball field, basketball court, playground, and walking paths
9	Foothills Trail	6.5 miles	Concrete, asphalt, and gravel surface trail
10	Red Rock Canyon Open Space	789 acres	Open space, trails, picnic areas, and educational programs
11	Mustang Field	7.1 acres	Baseball field, bleachers, and restrooms
12	The Fields Community Park	4.7 acres	Skateboard park, pavilion, restrooms, and tennis court
13	Schryver Park	9.7 acres	Pool, fitness center, trail, picnic area, restrooms, pond, two playgrounds, and basketball court

Source: City of Colorado Springs, 2008a; City of Colorado Springs, 2008b; City of Manitou Springs, 2008.

projects. One key to constructing a continuous greenway is identifying an entity to acquire properties between those identified as future right-of-way for the Proposed Action. The best prospect may be a combination of local, state, and federal agencies — such as the state's Department of Emergency Management — whose mandate is to reduce risk of future flooding. This is discussed further in the EA.

6.0 Impacts

Impacts of No Action Alternative

The No Action Alternative includes the following actions that would impact park or recreation resources in the study area:

- Improvements to the 8th Street intersection could affect the Midland Trail or its on-street crossing. This project was not designed at the time of this memorandum.
- The City proposes to replace the bridge over Fountain Creek at 25th Street. This project was not designed at the time of this memorandum, but it could affect the Midland Trail or have indirect impacts on Blunt Park.
- Extension of Midland Trail west to Manitou Springs is planned and being implemented in stages by the City of Colorado Springs. Elements of the trail are to be constructed on properties under lease and license agreements, and on-street. At the time of this memorandum, the City plans to construct a segment of trail west of 31st Street in 2009.

Impacts of Proposed Action Alternative

The Proposed Action would result in both direct and indirect impacts to park and recreational resources in the study area. Property would be required from two parks and two trails. Other impacts would primarily be indirect and would result from noise impacts, visual impacts, and temporary detours during construction. Impacts are described below and summarized in Exhibit 3.

EXHIBIT 3

Summary of Direct and Indirect Impacts to Public Park and Recreation Areas

	Dire	Indirect Impacts		
Resource	Land Acquisition	Temporary Construction	Noise	Visual
Pikes Peak Greenway Trail		♦		•
Bear Creek Trail		♦		•
America the Beautiful Park		♦		
Cucharras Park		♦	•	
Midland Trail	♦ (0.3 miles)	♦		
21st Street pocket park ¹	♦ (1.5 acres)			
Blunt Park		♦	•	•
Vermijo Park	♦ (2.2 acres)	♦	•	•
Foothills Trail	♦ (0.15 mile)	♦	•	•
Red Rock Canyon Open Space		♦	•	•

¹ Full acquisition

It is important to consider impacts within the context of these opportunities. The Proposed Action is not anticipated to result in direct or indirect impacts to the parks located in the City of Manitou Springs (Mustang Field, Fields Community Park, and Schryver Park).

Development of the Proposed Action occurred over several years and was guided by a Technical Leadership Team that included representation from the City's Parks, TOPS, and Parks, Recreation and Cultural Resources Department.

The Proposed Action presents opportunities to enhance the City's network of parks and recreation resources, and in this way mitigate many of the potential impacts from the project. Particular areas of concern for the community are listed below.

- In its current configuration, Midland Trail lacks connectivity to key parks along the US 24 study area. Most of the trail's street crossings are at-grade and segments west of 31st Street are proposed to be on-street.
- Fountain Creek has a history of flooding and the existing channel lacks the capacity to adequately convey 100-year flows. Much of the 21st Street pocket park, Vermijo and Blunt parks, and segments of the Midland Trail are in the 100-year floodplain.
- The 21st Street pocket park is located in a high traffic area, immediately adjacent to the 21st Street/US 24 intersection. This park does not connect to the Midland Trail in its current configuration.

① Pikes Peak Greenway Trail

The Proposed Action would not result in direct, permanent impacts to Pikes Peak Greenway Trail. The wider roadway cross-section and flyover would constitute a change to the visual environment, but would be consistent with the existing highway and interchange structures. Temporary detours, trail closures, and an increase in construction traffic, noise, and dust would be expected throughout construction.



② Bear Creek Trail

Proposed Action would not result in direct, permanent impacts to Bear Creek Trail. The visual environment could change as a result of the bridge replacement and wider roadway cross-section. The bridge would be constructed to the same height as existing (27 feet), but would be approximately 75 feet wider. This would constitute a minor change to the visual environment, but would be consistent with the existing context. Temporary detours, trail closures, and an increase in construction-related traffic, noise, and dust would be expected throughout construction. Impacts in this area were originally evaluated as part of the I-25 *Improvements Through the Colorado Springs Urbanized Area EA* (FHWA and CDOT, 2004) and will be re-evaluated in the US 24 West EA



3 America the Beautiful Park

The Proposed Action would not result in direct, permanent impacts to America the Beautiful Park. Temporary detours and an increase in construction-related traffic, noise, and dust would be expected throughout construction. Proposed right-of-way east of I-25 reflects existing right-of-way and does not actually impact the park as it appears to in the graphic below (which is based on Assessor's parcel data).



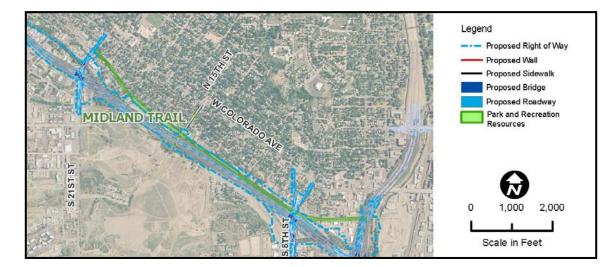
④ Cucharras Park

Under the Proposed Action, access to US 24 would be relocated from 14th Street to 15th Street. To avoid impacts to the Midland Terminal Railroad Roundhouse ("Midland Roundhouse," best known locally as the Van Briggle Art Pottery Building), US 24 would be widened to the north, approximately 75 feet closer to Cucharras Park. As a result, noise levels could increase. Temporary detours and an increase in construction-related traffic, noise, and dust would be expected throughout construction.



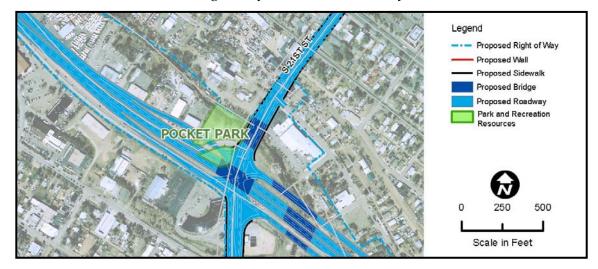
⑤ Midland Trail

To avoid impacts to the Midland Roundhouse, US 24 would be widened approximately 30 to 120 feet to the north depending upon the location along the corridor. This would require realignment of Midland Trail between 11th and 8th Streets (a distance of approximately 0.3 mile). Temporary detours, trail closures, and an increase in construction-related traffic, noise, and dust would be expected throughout construction. The undercrossing of the Midland Trail at Cimarron Interchange will remain open. This is the alignment preferred by TOPS and trails advocates, and avoids impacts to improvements funded with Land and Water Conservation Fund monies.



21st Street Pocket Park

The Proposed Action would require the full acquisition of 21st Street pocket park. This park is a small park (1.5 acres) located in a high traffic area adjacent to the US 24/21st Street Intersection. The park is not programmed by the City. The public has expressed concern about the prospector sculpture that is located within this park. The sculpture would be relocated and could serve as a gateway to Old Colorado City.



Ø Blunt Park

The Proposed Action would not result in direct, permanent impacts to Blunt Park. In this area, US 24 would be widened approximately 85 feet to the north to avoid impacts to Midland Roundhouse. The commercial structures between the park and the highway would be removed. As a result, noise levels could increase and the view from the park could change. Temporary detours and an increase in construction-related traffic, noise, and dust would be expected throughout construction.



⑧ Vermijo Park

Vermijo Park is an isolated and underutilized park, hidden from the roadway by the riparian forest. As a result, the public has expressed some concern over the safety of the park. The park has an informal baseball field, but is not programmed by the city. Approximately 2.2 acres of the park, including the baseball field would need to be acquired to accommodate channel improvements recommended for Fountain Creek and alignment of the highway to the north to avoid impacts to Midland Roundhouse, a historic property. Approximately 2.4 acres of the park would remain. While the basketball courts and playground would remain in their current locations, the reduction in parkland and loss of the baseball field would reduce the park's functionality. Mitigation for these impacts includes an improvements grant with which the City could choose to re-design the park (see Exhibit 4).

A retaining wall would be constructed between the park and the river channel, which could alter views toward the highway. Because US 24 would be approximately 5 feet higher near Vermijo Park, noise levels could increase. Locations where predicted noise levels equal or exceed CDOT's Noise Abatement Criteria (in this case, 66 decibels [dBA]) are considered "impacted" by noise. Impact is predicted to occur at Vermijo Park but mitigation measures (noise barriers) would reduce noise levels below 66 dBA. Refer to the *Noise Technical Memorandum* for details. Temporary detours and an increase in traffic, noise, and dust would be expected throughout construction.



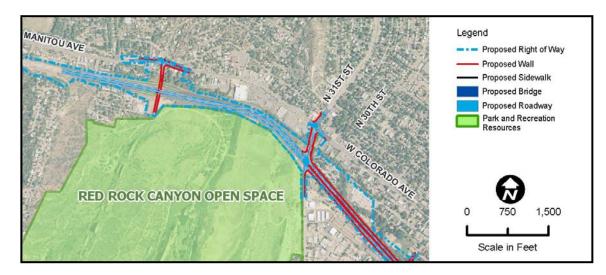
Foothills Trail

The Foothills Trail is an on-street trail that begins just south of the Colorado Avenue and 31st Street intersection and continues north connecting to the Sinton Trail at 30th Street near Garden of the Gods Park. To accommodate streetscape improvements included in the Proposed Action, approximately 780 linear feet (0.15 mile) of Foothills trail would be reconstructed. The trail would be maintained with detours throughout construction and would be reconstructed in its current location. Therefore, no long-term impacts are anticipated. As noted in Exhibit 4, the public would have the opportunity to provide input on the design and aesthetics of the reconstructed trail.



1 Red Rock Canyon Open Space

Impacts to Red Rock Canyon Open Space would primarily result from the Ridge Road overpass of US 24. Access to Red Rock Canyon would be relocated from Ridge Road to 31st Street or Manitou Avenue via Colorado Avenue. Due to the very high visitation level of this open space, the Colorado Springs Parks, Recreation and Cultural Resources Department is supportive of this access revision as it limits direct highway access to the park.



The grade separation of Ridge Road would improve safety for non-motorized travelers. The overpass structure would be approximately 27 feet high and 136 feet wide and would be visible from portions of the park. This would constitute a change in the visual environment, but would be consistent with the existing highway corridor. Noise levels could increase as a result of the wider roadway footprint and elevated structure.

The Proposed Action would not require right-of-way from Red Rock Canyon Open Space. Roadway widening would require cutting into the bluff – which is not visible from Red Rock Canyon Open Space – along the northern edge of the property that is within CDOT right-of-way. Throughout public workshops to address the aesthetics of the corridor, the community has not identified this impact as an area of concern. Temporary detours and an increase in construction-related traffic, noise, and dust would be expected throughout construction.

7.0 Mitigation Measures

Actions to Avoid and Minimize Impacts

Throughout the design of the Proposed Action, CDOT's project team took actions to avoid and minimize impacts to parks and recreation resources. The EA process developed and evaluated two build alternatives and more than 20 design options at cross-streets. The Freeway Alternative, which was not selected as the Proposed Action, emphasized regional mobility between Colorado Springs and the mountains, rather than access to local neighborhoods and destinations between I-25 and Manitou Avenue. Because the Freeway Alternative was designed to serve local traffic from grade-separated interchanges, it would have given preference to regional travel with higher speeds on the mainline. This would have restricted access to local destinations and created a barrier for the neighborhoods and some public amenities, such as Vermijo Park. The design options at 21st Street evaluated routing the highway to the north and to the south in order to avoid the 21st Street pocket park, but these options were eliminated to avoid impacts to the Midland Roundhouse, which is listed on the National Register of Historic Places.

In re-evaluating the design of the Cimarron Interchange, CDOT has decided to keep open the undercrossing of the Midland Trail. This is the alignment preferred by TOPS and trails advocates, and avoids impacts to improvements funded with Land and Water Conservation Fund monies.

Mitigation Measures of Proposed Action

Potential mitigation measures for impacts to parks and recreation resources are listed in Exhibit 4. Mitigation measures for potential visual impacts are described in the EA.

EXHIBIT 4 Proposed Mitigation Measures for Impacts to Park and Recreation Resources

Impact	Mitigation Measures for the Proposed Action
Land Acquisition	 All acquisitions and relocations will comply fully with federal and state requirements, including the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended.
	 In addition to sponsoring the Midland Greenway master plan, CDOT will construct some elements as mitigation measures (e.g., Tier 1 trail described below). Other elements— such as trail segments outside areas directly impacted by the project or enhancements such as benches or fountains—will require other partners and sponsors.
	 CDOT will provide an improvements grant to the City of Colorado Springs. The City could use this grant for the re-design and re-construction of Vermijo Park.
	 If funding becomes available for the proposed park and ride at 31st Street, CDOT will provide a connection to Vermijo Park.
	 CDOT will provide advanced notice to the community prior to the acquisition of the prospector sculpture at the 21st Street pocket park. CDOT will coordinate with the community and the Colorado Springs Department of Parks, Recreation, and Cultural Service to identify a gateway location where the sculpture could be relocated. One potential site for relocation is at 26th Street.
	 CDOT will evaluate opportunities to expand parkland into excess right-of-way between 21st Street and Blunt Park.
	 CDOT will evaluate opportunities to provide a connection between the Greenway and Old Colorado City through pedestrian improvements between 23rd and 25th Streets.
Access Revisions	 Public access will be maintained to existing park and recreation resources.
	 Access to Red Rock Canyon Open Space will be relocated to 31st Street/Manitou Avenue and Colorado Avenue. Appropriate signage will be incorporated.
	 Access to Cucharras Park will be relocated to 15th Street.
Noise	 Construct a 12-foot-high noise wall south of Vermijo Park and north of US 24. The noise wall will begin at South 26th Street and continue west for 1,230 feet.
Midland Trail	 Midland Trail will be realigned to the north between 8th Street and 11th Street. Trail surface will be paved to be consistent with the City's requirements for a Tier 1 Trail.
	 New connections to Midland Trail will be provided at Vermijo, Blunt, and Cucharras Parks.
	 CDOT will provide advanced notice to users regarding trail relocation and construction activities and will seek community input during final design with regards to the design and aesthetics of the trail.

Impact	Mitigation Measures for the Proposed Action
Foothills Trail	• The Foothills Trail will be maintained in place with new streetscape beginning just south of Pikes Peak Avenue along 31st Street.
	 CDOT will provide advanced notice to users regarding trail relocation and construction activities and will seek community input with regards to the design and aesthetics of the trail.
Construction	 Impacts are generally are expected to be short-term and will be mitigated through implementation of best management practices during construction.
	 CDOT will do all earthwork, grading, and bank stabilization at channel crossings for the 100-year flood.
	• Appropriate dust suppression measures such as watering or dust palliative, will be used to minimize dust impact associated with construction activities. A water truck will be on site when dust-generating activities are scheduled to apply water to control dust as needed to prevent dust impacts offsite. Additionally, the contractor will be required to maintain equipment and exhaust systems in proper working condition to minimize particulate exhaust emissions from construction equipment.
	 Construction noise impacts, while temporary, will be minimized by requiring the contractor to use well maintained equipment, and may include limited hours of construction activity.
	 CDOT will coordinate with the City to finalize the details of any temporary park or trail detours and/or closures and will provide advance notice to the community regarding these events.

EXHIBIT 4 Proposed Mitigation Measures for Impacts to Park and Recreation Resources (cont.)

8.0 Section 6(f) Resources

Additional protection is provided for outdoor recreational lands under the Section 6(f) legislation (16 USC 4601-8(f) (3)) where Land and Water Conservation Funds were used for the planning, acquisition, or development of the property. Section 6(f) provides, in part, that:

"...no property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location."

One Section 6(f) property was identified within the study area. The east end of the Midland Trail and the pedestrian bridge over Monument Creek were developed in 2004 with a grant from the Land and Water Conservation Funds. These features are not affected by the Proposed Action, except for temporary impacts during construction. This issue is discussed in the EA.

9.0 References

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