

New Canada Road

Context Sensitive Solutions

CANADA ROAD ADVISORY TEAM

MEETING No. 4

May 19, 2009

International Harvester Managerial Park – Lakeland, TN

Nisha Powers, Facilitator

ATTENDEES

Advisory Team - Present

Dianne Baldi
Tom Benke
Shirlee Clark
Bob Elliott
Alison Ely
James Farris
Mark Hartz
Paul Houghland
Tony Neri
Clayton Rogers
Jim Schultz
Pat Smith

Stakeholder Group

Planning Commission
Windward Slopes HOA
At-Large Member
At-Large Member
Lakeland Estates HOA
South Property Owner
Board of Commissioners
Davies Plantation HOA
Naturals Resources Board
Parks & Recreation Board
Plantation Hills HOA
South Property Owner

Project Management Team - Present

Robert Wherry
Philip Stuckert
Emily Boswell
J. Higbee
Eric Bridges
Nick Bridgeman
Brenda Lockhart
Michael Morrissett
Joe Matlock
Cindy Patton
Tim Flinn
Nisha Powers
Steve Hill
John Pankey
Matthew Waddell

Stakeholder Group

City Manager
City Engineer
Staff Engineer
Growth Management Director
Natural Resources Board Director
Natural Resources Board Technician
Parks and Recreation Director
Code Enforcement Inspector
Technical Advisor - TDOT
Technical Advisor - TDEC
Technical Advisor - COE
Consultant – Powers Hill Design
Consultant – Powers Hill Design
Consultant – Fisher and Arnold
Consultant – Fisher and Arnold

Others present:

Gene Bailey, Fisher and Arnold
Keith Yarrow, Fisher and Arnold
Rick Gafford, Fisher and Arnold
Jesse Coley, Powers Hill Design

Opening Comments - Philip Stuckert and Nisha Powers

Philip Stuckert of the City of Lakeland welcomed everyone to the meeting at 3:05 PM. He then turned over the meeting to Nisha Powers of Powers Hill Design.

Ms. Powers began by making clarifications on some issues from the previous meeting. She then explained how the Context Sensitive Solutions (CSS) Process would be integrated with the National Environmental Policy Act (NEPA) Process. She wanted to make sure that there is clarity in information being presented to the Team about what is part of the CSS process and what is part of the NEPA process. To provide some of that clarity, Keith Yarrow will present an overview of the NEPA process. Ms. Powers introduced Mr. Yarrow of Fisher and Arnold to present an overview of the NEPA Process.

Overview of NEPA Process - Keith Yarrow

Mr. Yarrow began by explaining how the NEPA process is a sidetrack of the New Canada Road project. To meet federal guidelines, the project has to be in compliance with NEPA regulations. The process serves to identify and mitigate any potential environmental concerns.

Under the NEPA process, there are three different classes of action as follows:

1. Environmental Impact Statements - large projects that may significantly impact the environment
2. Categorical Exclusion - smaller projects that will have minimal impact on the environment
3. Environmental Assessment - when the environmental impact is unknown

The Federal Highway Administration (FHWA) determines the final class of action for a project. The New Canada Road project has been determined by the FHWA to need an Environmental Assessment. It does not meet the requirements of a Categorical Exclusion.

Public Involvement is an important step in the NEPA Process. The Purpose and Need Statement has been developed with the establishment that the existing road is not sufficient for future needs. The Team is currently assisting in the development of an alternative by selecting the alternatives for further study. Impact identification is being coordinated with agencies such as the U.S. Fish and Wildlife and the U.S. Army Corps of Engineers who have information helpful in identifying concerns such as environmental impact or endangered species that might be affected. Technical studies will be conducted such as for noise impacts and mitigation of impacts. Finally, permits will be filed for the project.

1. Public Involvement consists of a Context-Sensitive Solutions (CSS) Process, public meetings, public hearings, website documentation, and newsletters. The final CSS Public Workshop may be combined with the NEPA public meeting.

2. The Purpose and Need Statement validates the reasons for going forward with the project and provides the foundation for determining alternatives.
3. In development of the alternative, the Team is looking at the feasibility of build alternatives, new alignments, improving the existing alignment, and a no-build alternative.
4. For impact identification, there are both human and natural environmental impacts as well as archaeological and historical sites. The project has been identified to have some preliminary impact on some potential wetlands, park areas, and cemeteries.
5. Agency coordination will be done with the Tennessee State Historical Preservation Office (TSHPO), the Tennessee Department of Environment and Conservation (TDEC), the U.S. Army Corps of Engineers (USACE), and the local government.
6. Technical studies will be done by experts on any potential impacts of the project such as noise impacts, environmental resources, or cultural resources. Concerning noise impacts, the Tennessee Noise Policy 520-01 sets guidelines for noise levels. Analysis will be done using traffic-noise modeling software to determine the noise impacts and the feasibility of mitigating those impacts.

The Lakeland Tree Ordinance is not necessarily part of the NEPA Process, but is still important to this project. The project will need to be in accordance to the ordinance.

The NEPA process seeks to avoid impacts, and minimize/mitigate when necessary.

Permits being applied for include:

1. National Pollutant Discharge Elimination System (NPDES)
2. Aquatic Resources Alteration Permit (ARAP)
3. USACE Section 404
4. Section 401 Water Quality Certification.

The Tennessee Environmental Procedures Manual, available online at <http://www.tdot.state.tn.us/environment/tepm.htm>, is a recommended resource for interested parties. The Federal Highway Administration Environmental Guidebook, available online at <http://www.environment.fhwa.dot.gov/guidebook/index.asp>, is also recommended.

Currently, the project is in the preliminary stages of the NEPA Process. A preferred alternative will be taken forward in the project and studies done. It will be an 18-24 month process with coordination with participating agencies. There was an inquiry about whether the Natural Resource Inventory would be of value. Mr. Yarrow indicated that it would be. There was also a request to provide Joe Matlock of TDOT with a copy of the Inventory. Mr. Yarrow concluded his presentation and turned the meeting back over to Ms. Powers.

Review of consensus for Alternatives A, B & C for further evaluation - Nisha Powers

Ms. Powers asked the Team by show of hands if anyone felt rushed about decisions via consensus that were made regarding the selection of Alternatives A,B & C during the last meeting for further evaluation. No hands were raised.

Ms. Powers noted that there was a considerable amount of discussion regarding the southern (commercial) and middle (residential) section of the alternatives, but little about the northern section. She showed that section where all three alternatives merged to one line. She pointed out that in reviewing some of the public input that was received, some lines were actually drawn east of the existing Canada Road (east of how the alternatives were shown). Ms. Powers wanted to see if any of the Team members wanted to consider looking at that as an option for the northern section.

Team members indicated that their alternative is fine as it is and felt it was safer based on the topography. They were also concerned about the work and expense (related to earthwork, etc.) of moving the alternative further east. Some members asked about how the land use may affect adjustments. Ms. Powers indicated that the current land use is provided on the map and additional information can be provided by Jay Higbee if needed. Mr. Higbee stated that adjustments can also be made to the Land Use Plan based on the road.

Some members indicated that safety (as indicated in their Project Goals) was one of their highest priorities and felt that adjustments to the east may jeopardize that. Specific concerns were related to sight distance.

The final consensus of the Team was to leave the northern section as is and Alternatives A, B & C will remain as they were at the previous meeting.

Presentation of Alternatives with land use, horizontal geometry, utilities and impacted properties – John Pankey

John Pankey of Fisher and Arnold distributed a booklet consisting of alternatives and typical sections. He then gave an overview of the information presented in the booklets.

Alternative A as selected by the Advisory Team with a 108' (right-of-way) ROW, same as currently dedicated in Plantation Hills and Woodbridge. It is designed to minimize impact to properties. Portions of Old Canada Road are removed in places between new tie-ins for the new road to maintain safe angles of intersection and safe tangent distances. The total ROW acquisition required is 22.65 acres. This alternative impacts 2 homes.

Alternative B is the existing alignment with improvements with a 108' right-of-way. The total ROW acquisition required is 15.24 acres. It impacts 37 lots with setback violations and 3 homes are eliminated. With a 92' ROW option, 28 lots are impacted and 3 homes are eliminated.

Alternative C is a hybrid of Alternatives A and B that follows Alternative B in the south but changes to Alternative A in the middle and follows through to the north. The total ROW acquisition required is 22.5 acres. This alternative impacts 18 lots due to setback violations and 3 homes are eliminated. There is a possible grave site that is affected.

Alternatives Discussion – Team

Ms. Powers led the Advisory Team in discussing the three alternatives that had been presented to them.

Consensus was reached on dropping Alternative B due to its similarity to C from further study, and to continue work on Alternatives A and C.

There was some discussion regarding the southern section of existing Canada Road. Some members want to see it remain in use. Mr. Stuckert asked that Fisher & Arnold provide an option for the Team's consideration where this might be possible.

Presentation of Typical Sections – Matthew Waddell

Matthew Waddell of Fisher and Arnold presented the various typical sections in the booklets. A typical section is an image of a slice of roadway. It defines the amount of required ROW and appearance of the road. It also controls how pedestrians and cyclists are routed.

The components of a typical section include sidewalks, curb and gutters, lanes, and medians. Components can change from section to section of roadway. The most appropriate typical section should be selected for each section of the road. Residential and commercial areas may or may not have the same typical section.

The City has regulations for an 86' ROW Urban Boulevard. It includes standards for 4-11' lanes, a 14' median, and 2-5' walk paths. It has two 9' landscape zones. Mr. Higbee indicated that bike facility is recommended. The Team was then shown an 80' ROW typical section. It has 2-11' lanes, 2-14' lanes shared with bike, a 12' median, and 2-5' walk paths. It includes landscape easements outside of the ROW. The shared 14' lane is recommended by TDOT, but a 15' or wider lane can be chosen with a dedicated striped bike lane.

There is a 100' ROW typical section option with two 11' lanes, two 14' shared lanes, a 14' raised median, two 5' walk paths, and two 9' landscape zones. The Team asked if the lane width

could be increased rather than the median. The American Association of State Highway and Transportation Officials (AASHTO) recommends 12' lanes, but 11' lanes are acceptable. Mr. Waddell reminded the Advisory Team that they can make changes as they see fit, within the given guidelines. Some Team members expressed interest in the safety of cyclists on a shared lane. Tennessee State Law (Jeff Roth and Brian Brown Bicycle Protection Act of 2007) defines 3 feet as the minimum clearance distance between a passing motor vehicle and a bicycle.

Mr. Waddell then presented two different 108' ROW options. The first option includes 2-11' lanes, 2-14' shared lanes, a 22' median, 2-9' landscape zones, and two 5' walk paths. Curb and gutter is optional and the median can be depressed. The second option decreases the median to 20' and increases two of the lanes to 12' each.

Some members indicated that they needed to be able to visualize better what was happening in these typical sections and how that translates to the roadway. Ms. Powers indicated that part of the process of narrowing/selecting alternatives and typical sections is so that we can come back to the next meeting with visualizations and simulations of these alternatives. That will be provided at the June meeting. Photos of similar real-world roads were also requested by the Team. Additionally, a Team member inquired about cost of the alternatives. Ms. Powers indicated that would be presented as part of a Decision Matrix which is simply a breakdown of cost, property impacts, environmental impacts, etc. to help make decisions about an alternative.

Ms. Powers interjected to discuss alternatives as they related to the typical sections. She instructed the Advisory Team to think of Alternatives A and C in terms of four "zones". A commercial zone in the south, a residential zone, a park zone, and then another commercial zone in the north. The typical section may vary as the road runs through different zones. After the different typical sections have been chosen, the next project map will be able to show the road in more detail, including median lines.

There was inquiry regarding trees in the median, and Ms. Powers asked Mr. Pankey to address this issue as it related to FHWA and what they allow in the median. Mr. Pankey indicated that FHWA requires 14' free of any obstacles (clear zone concept). Mr. Matlock added that this is related to liability and lawsuits.

Mr. Waddell then presented a typical section utilizing the 108' ROW as it exists at Woodbridge. It has 4-12' lanes, a 36' median, a 10' landscape zone on one side, and a 6' landscape zone on the other side with a 4' sidewalk.

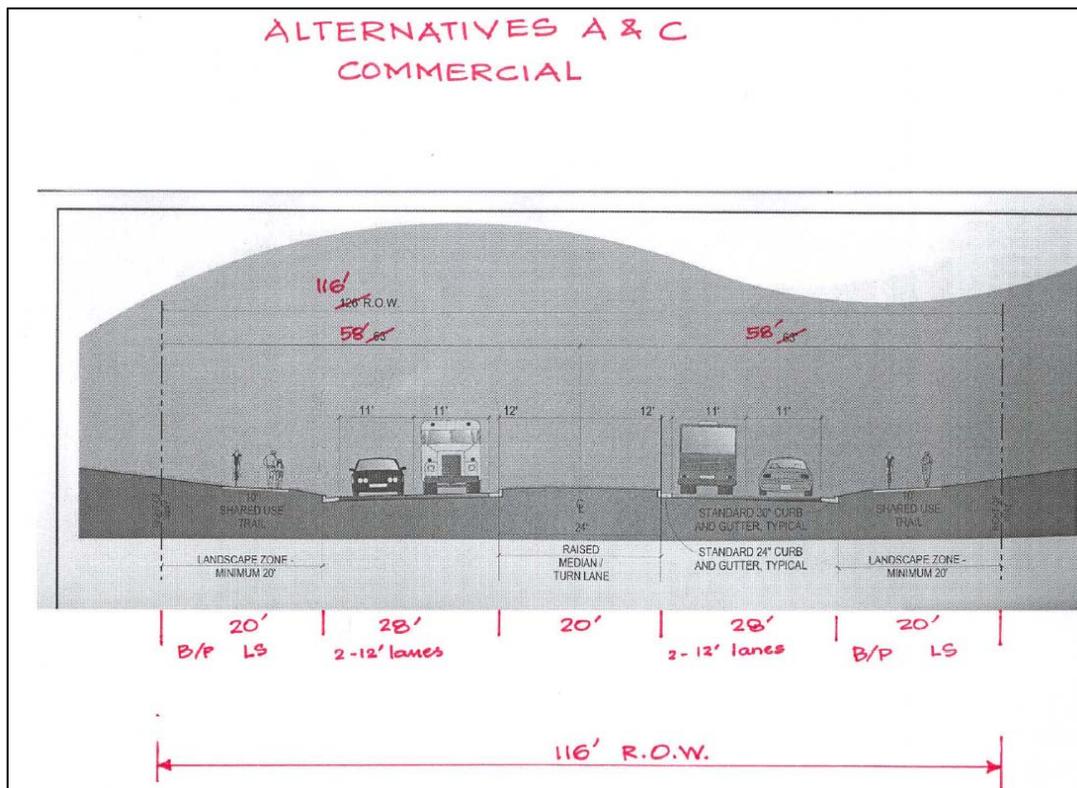
The widest typical section was then presented to the Team. It consists of a 126' ROW, with 4-11' lanes, a 24' raised median, a minimum of 20' in landscape zoning on both sides, and 2-10' shared use (bicycle/pedestrian) paths. There is an option to stripe the shared use trail to separate pedestrians and cyclists. The path may be serpentine or straight.

Typical Sections Discussion – Team

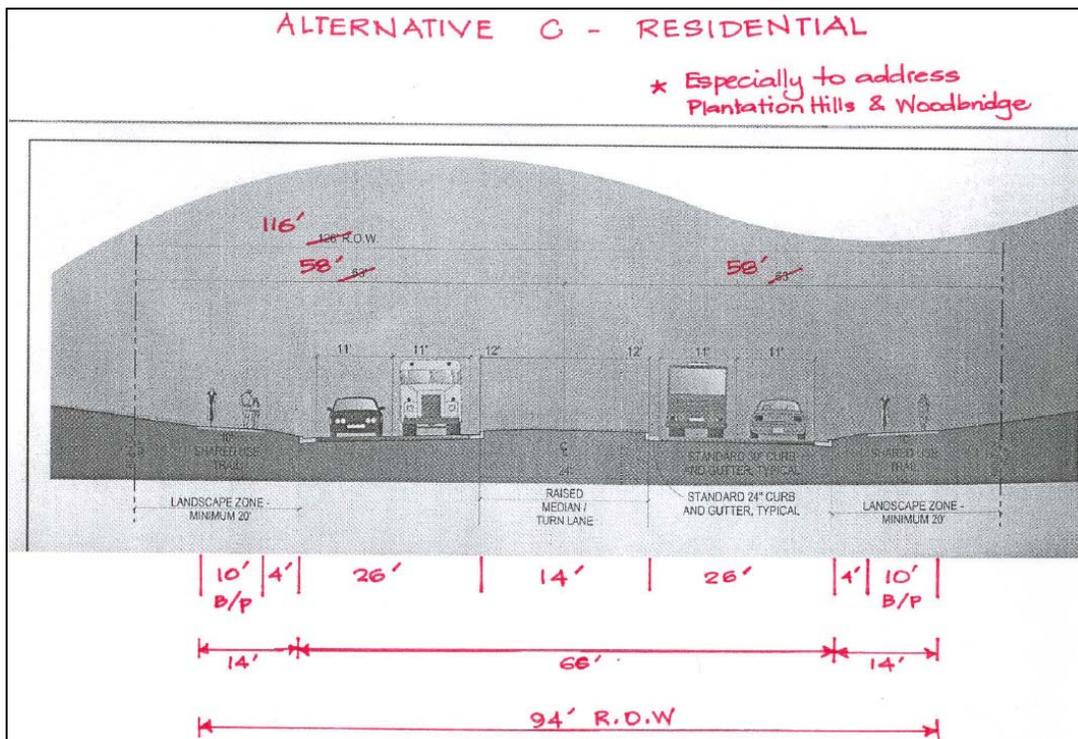
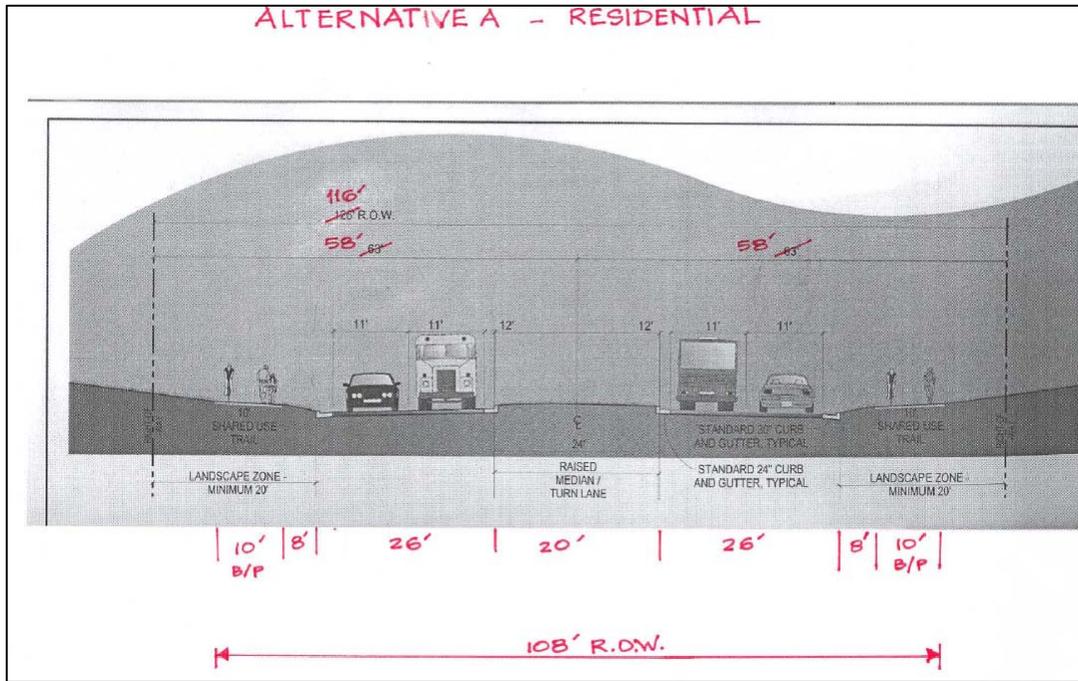
Ms. Powers led a discussion with the Team regarding varying typical sections along the four zones discussed previously.

For the commercial and park zones, it was agreed that the following would be used: 116' ROW* with 12' lanes, 10' straight bicycle/pedestrian paths separated from the street, a 20' raised median with curb and gutter, and to determine landscaping at a later time.

**Please note that we discussed 126' ROW during the meeting, but based on calculations following the meeting, it was determined that the actual ROW was 116' as noted below.*



For the residential zones, Ms. Powers separated the selection of typical section by Alternatives A & C. Alternate A would have a 108' ROW with 11' lanes, 10' straight bicycle/pedestrian lanes, and a 20' median. Alternate C would have a ROW less than 108' with 11' lanes and 14' striped shared bicycle/pedestrian lanes.



Next Steps / Closing Comments – Philip Stuckert and Nisha Powers

Mr. Stuckert announced that the City of Lakeland has received grant money as part of the federal stimulus program in the amount of \$1.4 million that will be used for a 10' bicycle/pedestrian path along Canada Road between Highway 64 and Interstate 40.

Ms. Powers announced that the next Advisory Team meeting will be on **Tuesday, June 30th, 2009**. She thanked everyone for attending and adjourned the meeting.