

# FHWA PEL QUESTIONNAIRE

## I-64 Interchange + Connector Study

Item 5-80000

Prepared for:



Prepared by:



December 2024

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## 1. Background

To ensure this Planning and Environmental Linkages (PEL) Study meets the requirements of 23 CFR 450.212<sup>1</sup> and 23 CFR 450.318,<sup>2</sup> the Federal Highway Administration (FHWA) April 5, 2011, *PEL Questionnaire*<sup>3</sup> has been completed to summarize the planning process and facilitate the transition from the planning study to a National Environmental Policy Act (NEPA) analysis, should a future project advance from this study. KYTC has federal funding for future project phases programmed in the biennium of the enacted *FY 2024 – FY 2030 Highway Plan*.<sup>4</sup>

This documentation summarizes relevant planning information to reduce potential re-work. PEL studies typically serve as a valuable tool for creating efficiencies in the transportation project development process that supports agencies' efforts to accelerate project delivery.

The PEL process represents a collaborative and integrated approach to transportation decision-making that considers benefits and impacts of proposed transportation system improvements to the environment, community, and economy during the transportation planning process to inform the environmental review process.

PEL studies provide the public with an early opportunity to assess project components and provide meaningful input on potential future projects. This informs agency decision-makers' recommendations for programs and projects to serve the community's transportation needs more efficiently.

### 1.1. PEL Sponsor

**Who is the sponsor of the PEL study? (state DOT, Local Agency, Other)**

Kentucky Transportation Cabinet (KYTC)

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<sup>1</sup> <https://www.ecfr.gov/current/title-23/chapter-I/subchapter-E/part-450/subpart-B/section-450.212>

<sup>2</sup> <https://www.ecfr.gov/current/title-23/chapter-I/subchapter-E/part-450/subpart-C/section-450.318>

<sup>3</sup> [https://www.environment.fhwa.dot.gov/env\\_initiatives/pel/pel\\_quest.aspx](https://www.environment.fhwa.dot.gov/env_initiatives/pel/pel_quest.aspx)

<sup>4</sup> <https://transportation.ky.gov/Program-Management/>

## 1.2. PEL Identifiers

**What is the name of the PEL study document and other identifying project information (e.g. sub-account or STIP numbers, long-range plan, or transportation improvement program years)?**

PEL identifiers are included in **Table 1**.

**Table 1. PEL Identifiers**

<b>PEL Study Title</b>	<b>I-64 Interchange + Connector Study</b>
<b>KYTC Six-Year Plan Item No.</b>	5-80000
<b>KYTC Six-Year Plan Description</b>	Eastwood Fisherville Connector to I-64
<b>KIPDA ID</b>	390
<b>Procurement Buletting No.</b>	2023-05-1
<b>EMARS Program Code</b>	1578301P
<b>Federal Project Number</b>	3001559
<b>Project ID Number</b>	056 153 1 008-009
<b>Funding Code.</b>	1100 C35 D625 05 FD04 1550 C056 E143

Related project in *FY 2024-2023 Highway Plan*, 5-80002 “New Interchange on I-64E East of the Gene Snyder Freeway.”

## 1.3. PEL Study Team

**Who was included on the study team (Name and title of agency representatives, consultants, etc.)?**

Primary study team members are listed in **Table 2**.

**Table 2. PEL Study Team**

	<b>Agency</b>	<b>Name</b>	<b>Role</b>
<b>Agency Representatives</b>	FHWA-KY Division	David Whitworth	Engineering & Operations Team Leader
	FHWA-KY Division	Brad Eldridge	Area Engineer
	FHWA-KY Division	Keith Damron	Major Projects Engineer
	FHWA-KY Division	Tonya Higdon	Transportation Specialist
	FHWA-KY Division	John Ballantyne	Planning, Environment, & System Performance Team Leader
	FHWA-KY Division	Mour Diop	Environmental Protection Specialist
	KYTC CO Planning	Steve De Witte	Strategic Planning Branch Manager
	KYTC CO Planning	Jay Balaji	Modal Programs Branch Manager
	KYTC CO Design	Patrick Perry	Roadway Design Branch Manager
	KYTC CO Design	Karl Sawyer	Design Location Engineer
	KYTC D5	Tom Hall	Planning Section Supervisor/Project Manager
	KYTC D5	Larry Chaney	Planning



## 1.5. PEL Activities

**Provide a brief chronology of the planning activities (PEL study) including the year(s) the studies were completed.**

PEL studies timelines by month are shown in **Table 3**.

**Table 3. Chronology of PEL Activities**

Task	2023											2024							
	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S
1	Project Management																		
2	Evaluate Existing Conditions																		
3	Traffic Forecasts																		
4	Traffic Modeling	<i>No microsimulation included in current planning effort</i>																	
5	Signal Timing Analysis	<i>No signal timing included in current planning effort</i>																	
6	Geotechnical Overview																		
7	Environmental Overview																		
8	Development of Improvement Concepts																		
8	Meetings & Coordination <sup>1</sup>																		
9	Report Preparation																		

<sup>1</sup>The study team held several meetings. See **Section 3** for a summary of agency and public coordination activities.

## 1.6. Studies & Projects in PEL Study Area

**Are there recent, current, or near future planning studies or projects in the vicinity? What is the relationship of this project to those studies/projects?**

The study area exists within a rich planning environment, overseen by multiple jurisdictions and with multiple transportation projects advancing through the project development process that could influence long-term mobility for the study area. See the [I-64 Interchange + Connector Study Report, Section 2](#) for details of nearby projects and studies.

## 2. Methodology

The consultant team was selected to provide engineering services to complete a PEL Study in accordance with FHWA regulations and guidelines.

The internal Scope Verification Meeting was held January 5, 2023. Later that month (12<sup>th</sup>), the initial study team scoping meeting was held between the consultant team and the KYTC multi-disciplinary project team. A follow-up travel demand modeling meeting was held with KYTC modal branch April 19, 2023.

## 2.1. PEL Scope

### **What was the scope of the PEL study and the reason for completing it?**

Given the known environmental resources and robust public engagement needs, the study was completed as a PEL to take a collaborative and integrated approach to the transportation decision-making process by considering the potential environmental benefits and impacts during the planning phase. The PEL was intended to provide the framework for developing transportation concepts and assist in the identification of issues that require additional evaluation in the NEPA process. Since this type of project would require approval by FHWA for both NEPA and an Interstate Justification Study (IJS) for a new interstate access, completing additional coordination and evaluation at the planning-level was justified.

This PEL study process followed FHWA PEL guidance regarding the integration of transportation planning documentation to be incorporated into the future NEPA process. Specifically, the study process included the following,

- Pursuant to 23 United States Code (USC) Section 168, this planning study was developed through a process conducted pursuant to applicable Federal law.
- This planning study was developed in consultation with the appropriate Resource Agencies.
- The planning process included broad multidisciplinary consideration of regional transportation needs and potential effects, including effects on the human and natural environment.
- The planning process included public notice that the resulting planning study recommendations may be adopted during a subsequent environmental review process in accordance with Section 168.
- The planning documents will be made available for public review and comment.

Specifically, the PEL study scope included,

- Examining the feasibility, costs, and impacts of the potential corridor and possible connection to the Interstate system.
- Collecting, summarizing, and verifying existing data to create an inventory of roadway items and possible constraints.
- Identifying project study goals and developing draft purpose and need statement.
- Identifying, developing, screening, and refining multiple potential north-south connector and I-64 interchange locations.
- Conducting traffic forecasting.

- Conducting public, stakeholder, and resource agency coordination activities.
- Reviewing the human and environmental resources and identifying potential issues, impacts, and mitigation requirements.
- Clearly documenting all analyses, findings, and decisions in a technical report.

## 2.2. PEL Language

### **Did you use NEPA-like language? Why or why not?**

NEPA-like language is used in this planning-level document to enhance its usefulness as a resource during the NEPA process.

## 2.3. PEL Terminology

### **What were the actual terms used and how did you define them? (Provide examples or list)**

**Purpose and Need:** The purpose and need statement identifies the merits of the project. By defining why the expenditure of public funds is necessary and worthwhile, the statement allows decision makers to weigh the proposed action against the potential impacts.

**Alternative Concepts:** Potential Build and No-Build options within the study area.

**Logical Termini:** A project's logical termini are rational end points for a transportation improvement (typically points of major traffic generation at intersecting roadways).

## 2.4. PEL Language & Terminology in NEPA

### **How do you see these terms being used in NEPA documents?**

**Purpose and Need:** The study goals and objectives would inform a future project's purpose and need statement, which may evolve from the study's goals and objectives identified in **Section 5.2**.

**Alternative Concepts:** The planning phase screening process of the alternative concepts could be referenced in a future NEPA document.

**Logical Termini:** The justification for the logical termini could be used in a future NEPA document.

## 2.5. PEL Decision-making Process

### **What were the key steps and coordination points in the PEL decision-making process?**

**Who were the decision-makers and who else participated in those key steps? For example, for the corridor vision, the decision was made by state DOT and the local agency, with buy-in from FHWA, the USACE, and USFWS and other resource/regulatory agencies.**

KYTC and its partners engaged key stakeholders, including elected officials, regional leaders, resource agencies, community advisory groups, and the public to inform study decisions. See **Section 3** for a summary of coordination activities.

KYTC served as the decision-maker, providing guidance via calls, emails, and at the study team coordination meetings. The consultant team provided technical details and professional expertise to facilitate KYTC decision-making. Meetings with FHWA were held at two milestones to keep them informed of study findings and seek input on study recommendations.

## 2.6. PEL Applicability in NEPA

**How should the PEL information be presented in NEPA?**

In accordance with 23 USC 168,<sup>5</sup> environmental studies completed during a PEL study may be adopted during a subsequent environmental review process. These studies are intended to inform future analyses and document the project history and decision-making process, particularly regarding the corridor screening process, resource agency coordination, public involvement, and development of the project's purpose and need.

Considering the large study area and high-level planning reviews, future project-specific analyses would be required should a project advance from this study. Environmental documentation developed through this PEL process may be applied to future NEPA documentation within a 5-year period from the approval of this document.

## 3. Agency Coordination

Federal and state resource agencies were contacted during the planning phase to support efficient environmental reviews for project decision-making and comply with the One Federal Decision Act of 2021. They were specifically requested to provide input on the following:

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<sup>5</sup> <https://www.fhwa.dot.gov/map21/docs/title23usc.pdf>

- Comments on the study Main Purpose and Secondary goals.
- Significant issues or concerns in the study area that may need to be addressed so that a project can be adequately scoped.
- Any conservation or development plans your organization has or is aware of in the study area.
- Locations of any known areas, issues, or resources within the study area that should be considered when analyzing improvement concepts so that the impacts may be minimized or avoided early in the process (if an option is determined feasible).
- Any mitigation strategies that should be considered if there is future project development.

### 3.1. Agency Coordination Efforts

**Provide a synopsis of coordination with Federal, tribal, state and local environmental, regulatory and resource agencies. Describe their level of participation and how you coordinated with them.**

The agencies invited to engage in the study are listed in **Table 4**.

The KYTC District 5 Chief District Engineer sent letters to representatives from all agencies listed in Table 4 requesting their input to help the study produce informed environmental decisions. See the *I-64 Interchange + Connector Study Report, Section 9.3* for a summary of Resource Agency responses.

The draft study report was also distributed to the agencies for review and comment via the Kentucky State Clearinghouse.

**Table 4. Resource Agencies**

Agency	
Lead	Kentucky Transportation Cabinet
Participating Agencies	American Trucking Associations
	CSX Transportation
	Department of Military Affairs
	Federal Aviation, Memphis Airports District Office
	Federal Emergency Management Agency
	Federal Highway Administration
	Federal Motor Carrier Safety Administration
	Federal Transit Administration

Agency
Kentuckians for Better Transportation
Kentuckians for the Commonwealth
Kentucky Airport Zoning Commission
Kentucky Archaeological Survey
Kentucky Association for Economic Development
Kentucky Association of Counties
Kentucky Cabinet for Economic Development
Kentucky Cabinet for Health and Family Services
Kentucky Chamber of Commerce Executives
Kentucky Chapter of the Nature Conservancy
Kentucky Commission on Human Rights
Kentucky Department for Environmental Protection
Kentucky Department for Environmental Protection, Division of Waste Management
Kentucky Department for Environmental Protection, Division of Water
Kentucky Department for Natural Resources
Kentucky Department for Natural Resources, Division of Conservation
Kentucky Department of Agriculture
Kentucky Department of Fish and Wildlife Resources
Kentucky Department of Parks
Kentucky Division for Air Quality
Kentucky Division of Forestry
Kentucky Division of Mine Reclamation and Reinforcement
Kentucky Education and Workforce Development
Kentucky Energy and Environment Cabinet
Kentucky Geological Survey
Kentucky Heritage Council
Kentucky Historical Society
Kentucky Justice and Public Safety Cabinet
Kentucky League of Cities
Kentucky Motor Transport Association
Kentucky Office of Transportation Delivery
Kentucky Public Transit Association
Kentucky State Nature Preserves Commission
Kentucky State Police
Kentucky State Police, Commercial Vehicle Enforcement Division

Agency	
	Kentucky Tourism, Arts, and Heritage Cabinet
	Kentucky Travel Industry Association
	KYTC Permits Branch
	Louisville and Jefferson County Environmental Trust
	Louisville Metro Air Pollution Control District
	Louisville Metro Planning and Design Services
	Norfolk Southern Corporation
	Scenic Kentucky
	Sierra Club
	Simpsonville Fire Department
	The Parklands of Floyds Fork
	Transit Authority of River City
	U.S. Army Corps of Engineers
	U.S. Coast Guard
	U.S. Department of Agriculture, Natural Resources Conservation Service
	U.S. Department of Health and Human Services, Region IV
	U.S. Department of Housing and Urban Development
	U.S. Environmental Protection Agency, Office of Environmental Accountability
	U.S. Fish and Wildlife Resources
	U.S. Representative
	U.S. Senator

### 3.2. Transportation Agencies

**What transportation agencies (e.g. for adjacent jurisdictions) did you coordinate with or were involved during the PEL study?**

The following agencies were included in study correspondence:

- Kentuckiana Regional Planning & Development Agency (the Louisville MPO)
- Louisville Metro Planning & Zoning and Public Works departments
- Transit Authority of River City
- RJ Corman
- Norfolk Southern Railroad

### 3.3. Agency Coordination in NEPA

#### What steps will need to be taken with each agency during NEPA scoping?

A Scope Verification Meeting with the Kentucky FHWA Division would be expected. The appropriate agencies should be engaged during the environmental review process.

## 4. Public Coordination

A *Public Involvement Plan (PIP)* was developed for this study to establish the goals and strategies for engaging with the public, local official, and key stakeholders within and near the study area. Comments and concerns were collected and documented to create an Administrative Record to satisfy PEL guidance. Given the relatively large study area, a multi-pronged communication and outreach approach was created to offer opportunities for both in-person and virtual engagement.

The goals for study's *PIP* included,

Identify Participants	<ul style="list-style-type: none"> <li>Identify and build master list of project stakeholders and their contact information (e.g., elected officials, local organizations),</li> <li>Identify and engage Environmental Justice (EJ) populations within the study area</li> </ul>
Build Relationships	<ul style="list-style-type: none"> <li>Foster trust and credibility between the project team, stakeholders, and public</li> <li>Establish an inclusive and collaborative relationship with the community and key stakeholders throughout the public involvement process</li> </ul>
Distribute Information	<ul style="list-style-type: none"> <li>Communicate the study's goals, benefits, and schedule to stakeholders and the public</li> <li>Proactively share study/project information</li> <li>Respond quickly and clearly to community and stakeholder inquiries and concerns</li> </ul>
Collect Feedback	<ul style="list-style-type: none"> <li>Provide opportunities for members of the public and local community organizations to provide comments and ask questions</li> <li>Develop partnering activities to help with gathering information from stakeholders</li> <li>Evaluate potential issues to address specific study concerns and develop solutions</li> <li>Proactively promote opportunities for educating and gathering input from stakeholders and public</li> </ul>

## 4.1. Public & Stakeholder Coordination

### Provide a synopsis of your coordination efforts with the public and stakeholders.

Public involvement was an integral part of the PEL study, including Local Official/ Stakeholder (LO/S) Coordination meetings, Community Advisory Group (CAG) meetings, public meetings, and study website updates.<sup>6</sup> All LO/S and CAG meetings were offered as hybrid (in-person and virtual) formats. All public meetings were in-person, with similar information shared on the study website.

With the scope and scale of the proposed project to transform transportation patterns in eastern Jefferson County, community engagement was a critical component of the planning process. A CAG was formed to liaise with the community and to provide local insights to decision makers. The CAG is comprised of invited members, selected to act as a link between KYTC and the community at-large to provide meaningful discussions, viewpoints, or feedback on this potential major transportation project. Their mission was to assist the project team in making recommendations on project decisions in the planning study. The CAG met at four key milestones throughout the study process to advance these goals. A timeline of coordination efforts with the LO/S, CAG, and public are summarized in **Table 5**.

The LO/S and CAG members identified and invited to engage throughout the study are listed in **Table 6**.

**Table 5. Engagement Milestones**

Date	Meeting	Purpose
<b>June 26, 2023</b>	CAG #1	Provide overview of study purpose and history, and review CAG purpose and expectations.
Thirteen CAG members attended. Feedback included general study area concerns and existing conditions, review of past study efforts, study process, and future project implementation.		
<b>August 28 and 31, 2023</b>	LO/S and Public #1	Introduce the study and collect area needs.
Two public meetings were held on separate nights and at separate locations (one near the northern and southern portion of the study area); combined, 256 people attended. LO/S met prior to the first public meeting to preview the materials, ask questions, and provide feedback. Nine representatives attended. Over the 5-week public comment		

<sup>6</sup> [connect64.com](http://connect64.com)

Date	Meeting	Purpose
<p>period, 276 surveys were collected, informing the study team of top priorities in the study area, concerns, and how a roadway through this area should feel. About 60% were in support of a new north-south connector with interchange. About 130 participants drew suggested corridors, with the highest concentrations between 1) Gilliland Road/Echo Trail and KY 1531 (Eastwood-Fisherville Road or 2) Near Clarks Station Road and the Jefferson/Shelby County line.</p>		
<b>September 25, 2023</b>	CAG #2	Review existing needs and conditions and community feedback.
<p>Ten CAG members attended. Participants completed a similar mapping exercise as the public, which yielded similar results. Other area improvement suggestions and challenges were noted.</p>		
<b>February 2, 2024</b>	CAG Interim Update	Review Tier 1 concept screening process.
<p>Seven CAG members attended. The group informed the study team of recent land development changes in the study area and had questions regarding other area projects that may be warranted based on future traffic projections.</p>		
<b>April 15 &amp; 16, 2024</b>	LO/S and Public #2	Review Tier 2 concepts and solicit feedback.
<p>A second round of two public meetings held on separate nights and locations were held to present the Tier 2 concepts and solicit feedback. LO/S again met before to review similar information. Ten representatives attended. Over the 4-week public comment period, 307 surveys were received. Concept A received the most support and Concept C the least. Nearly 50% indicated the north section was the highest priority.</p>		
<b>May 31, 2024</b>	CAG#3	Review public input and discuss the pros and cons of each Tier 2 concept
<p>Eleven CAG members attended. Following meeting discussions, CAG members were encouraged to complete a brief survey to register their preferences on Build concepts. Ten individuals participated. Nine of ten participants agreed or strongly agreed the study goals are appropriate. A general consensus was to dismiss No-Build and Concept B from further consideration while A was most favored to advance for preliminary design/NEPA.</p>		
<b>December 13, 2024</b>	CAG#4	Review study recommendations.
<p>Seven CAG members attended a briefing to preview study recommendations before publication of the final report. Meeting discussions focused on future funding and next steps.</p>		

**Table 6. CAG Member Participation**

Name	Organization	Meeting				
		#1	#2	Int	#3	#4
Andy Rush	KIPDA MPO	P		V	P	
Bert Stocker	Fisherville	P		V	P	P
Bob Federico	Eastwood Village Council	P	P		P	P
Chris Limpp	Spencer County EMA	P				
Chris Spaulding	Shelby County EMA					
Eron Esekhaigbe	KIPDA MPO				P	
Jason Canuel	Louisville Metro Parks	V	V			
Jeff Brown	Louisville Metro Public Works	V	V	V		
Amanda Deatherage	Louisville Transportation Planning		V			
Jeff Frank	Friends of Floyds Fork				P	
Jim Bottom	Jefferson County EMA – Metro Safe	V				V
Julie Sweazey	Spencer County Zoning Administrator					
Juva Barber	Building Industry Association					
Kevin Beck/David Morgan	Parklands of Floyds Fork	P	P		V	
Kurt Mason	Louisville/Jefferson County Environmental Trust				P	
Lucas Frazier	Louisville Keep Your Fork (LKYP)	P	P		V	P
Mike King	Louisville Metro Planning and Zoning	V	V	V	V	V
Mick Logsdon	KIPDA ADD	P	P	V	P	V
Ryan Libke	Triple S Planning Commission	P	V	V	V	
Susan Biasioli	Jefferson County Public Schools	V	V	V		V
Representative	Future Fund					

P = Present, V = Virtual

**Table 7. Local Official/Stakeholder Participation**

Name	Representing	Meeting	
		#1	#2
Adrienne Southworth	Kentucky State Senate District 7 (Jefferson & Shelby)		
Jimmy Higdon	Kentucky State Senate District 14 (Spencer)	V	
Julie Raque Adams	Kentucky State Senate District 36 (Jefferson)		
Kevin Bratcher	Kentucky State Representative District 29 (Jefferson)		
Susan Witten	Kentucky State Representative District 31 (Jefferson)		
John Hodgson	Kentucky State Representative District 36 (Jefferson)	V	P
James Tipton	Kentucky State Representative District 53 (Spencer)		
Jennifer Decker	Kentucky State Representative District 58 (Shelby)		
Mark Lord	District Director for Congressman Guthrie		P
Craig Greenberg	Louisville Metro Mayor		
Kevin Kramer	Louisville Metro Council District 11		V
Lucas Threlfall / Chanell Smith	On Behalf of Louisville Metro Council District 19	V	P
Angela Webster / Stuart Benson	On Behalf of Louisville Metro Council District 20	V	P
Matt Meunier	On Behalf of City of Jeffersontown Mayor	V	
Byron Chapman	City of Middletown Mayor	V	
Dan Ison	Shelby County Judge/Executive	V	P
Karen Waller	Shelby County Magistrate District 2	V	P
Ronnie Sowder	City of Simpsonville Mayor		
Scott Travis	Spencer County Judge/Executive	P	
Jim Travis	Spencer County Magistrate District 3		
Andy Rush	KIPDA Director of Transportation		P
Matt Meunier	Jeffersontown Mayor's Office		V

P = Present, V = Virtual

## 5. Purpose and Need for the PEL Study

Given the known environmental resources and robust public engagement needs, the study was completed as a PEL to take a collaborative and integrated approach to the transportation decision-making process by considering the potential environmental benefits and impacts to better inform future environmental analyses and IJS.

### 5.1. Reason for Completing PEL

#### **What was the scope of the PEL study and the reason for completing it?**

The project area has experienced considerable growth recently and is likely to continue at a similar pace. This project is needed because local and regional access via the interstate system and local roadway network is restricted primarily due to the gap of nine (9) miles between interchanges on I-64 (I-265 in Jefferson County and KY-1848 in Shelby County). Limited access to I-64 has contributed to ever-increasing traffic volumes, increased travel times, and delayed responses by emergency services on I-64 as well as US 60, KY 155/KY 148, and other area roads unable to handle heavy traffic. Since the project is expected to be a federal-aid project, ties to the interstate system, would require a NEPA document and IJS, the study was conducted as a PEL better understand the environmental and community impacts, provide enhanced public engagement, and recommend a concept to facilitate the transition into phase I design.

### 5.2. Draft Purpose & Need Statement, Study Goals & Objectives

#### **Provide the purpose and need statement, or the corridor vision and transportation goals and objectives to realize that vision.**

Two primary goals of the study are: 1) to reduce congestion on the existing roadway network and 2) to improve connectivity to I-64 within the nine-mile stretch between I-265 and KY 1848.

Beyond the primary study goals, CAG feedback and public survey responses identified several other screening metrics important to consider when evaluating Build options. Combined with the primary goals above, these cover all six of the project goals from the 2008 *I-64 Interchange and New Connector Alternative Planning Study*<sup>7</sup> which evaluated the same basic study premise and area:

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<sup>7</sup> <https://transportation.ky.gov/Planning/Pages/Planning-Studies-and-Reports.aspx>



### 5.3. Future Steps for Project-level Purpose & Need Statement

#### **What steps will need to be taken during the NEPA process to make this a project-level purpose and need statement?**

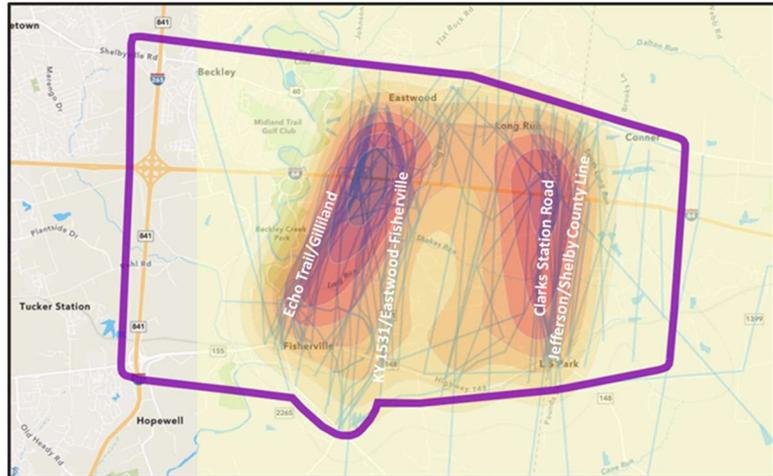
The study goal and objectives can be rephrased and further developed to be used as a project-level purpose and need statement. As it is a living statement until a NEPA document is signed, additional information from engineering studies, local officials, and/or the public should further inform the development of this statement at the project level.

## 6. Range of Alternatives

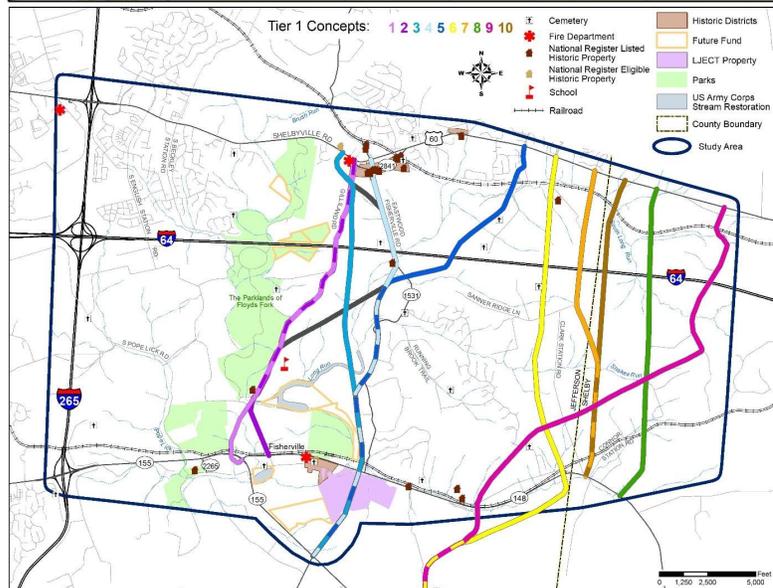
Planning teams need to be cautious during the alternative screen process; alternative screening should focus on purpose and need/corridor vision, fatal flaw analysis, and possibly mode selection. This may help minimize problems during discussions with resource agencies. Alternatives that have fatal flaws or do not meet the purpose and need/corridor vision will not be considered reasonable alternatives, even if they reduce impacts to a particular resource. Detail the range of alternatives considered, screening criteria, and screening process, including:

See the [I-64 Interchange + Connector Study Report, Sections 7 and 8](#) for additional information on the alternative concepts considered.

PUBLIC SUGGESTIONS



TIER 1 CONCEPTS



TIER 2 CONCEPTS

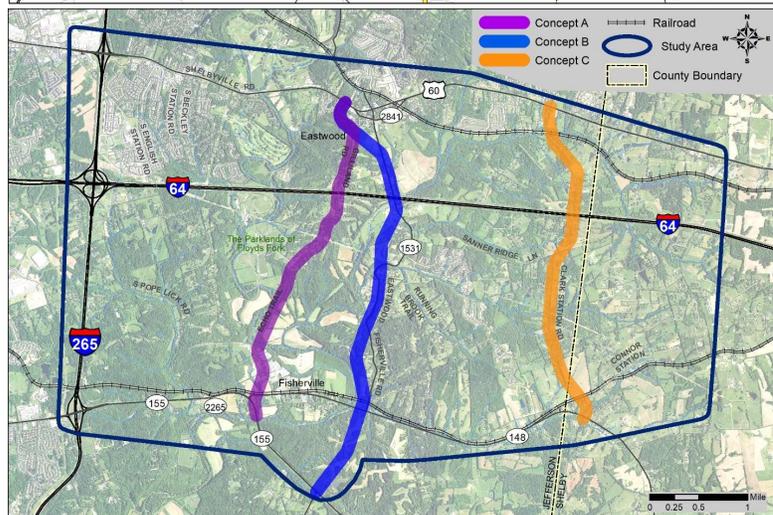


Figure 2. Alternative Concept Development

## 6.1. Alternative Types

**What types of alternatives were looked at? (Provide a one or two sentence summary and reference document.)**

Build concepts were considered to provide a north-south connection between US 60 to the north and KY 155/KY 148 to the south, with a new potential I-64 interchange. Each build concept included a multi-use path and sidewalk. The proposed number of lanes vary throughout the corridor depending on the traffic volumes. The No-Build option was also considered. Neither increased transit access, active transportation demand strategies (ATDM), nor improving existing north-south routes satisfy the primary project purpose to increase connectivity to I-64. See [I-64 Interchange + Connector Study Report, Sections 7 and 8](#) for additional details on concept development.

## 6.2. Screening Process

**How did you select the screening criteria and screening process?**

The 5-80000 concept development process occurred in two tiers, starting with broad planning-level corridors that aligned with two core areas identified through public feedback, then advancing a subset of the most competitive options for more detailed analysis. Study goals and objectives, identified through coordination with the public and CAG, informed screening criteria—which included project impacts to environmental and community resources, traffic benefits, and estimated costs at Tier 1. Technical study analyses and community input further informed Tier 2 screening. **Figure 2**, shows the evolution of concept development. See [I-64 Interchange + Connector Study Report, Sections 7 and 8](#) for more information on the screening process.

## 6.3. Alternatives Not Advanced

**For alternative(s) that were screened out, briefly summarize the reasons for eliminating the alternative(s) (During the initial screenings, this generally will focus on fatal flaws).**

The project team dismissed **Concept B** from further consideration in light of impacts to the Louisville/Jefferson County Environmental Trust (LJCET) easement, costs, stakeholder feedback, and interchange operations.

Advancing only the northern section of a Build corridor was considered but dismissed as it does not support network connectivity as well as the full-length options considered. However, future potential construction phasing to build the northern section first could

be a viable option considered during the design and NEPA process.

#### 6.4. Alternatives Advanced to NEPA

##### **Which alternatives should be brought forward into NEPA and why?**

Should a project advance from this study, **Concepts A and C are both viable options** that satisfy the purpose, providing regional traffic benefits that outweigh anticipated costs.

The project team expressed a slight preference towards **Concept A** as it better aligns with the project's purpose and need, serves higher traffic volumes, and better aligns with public preferences.

However, if subsequent traffic analyses or detailed environmental investigations should identify additional considerations, **Concept C** remains a viable solution.

Both concepts align with original public suggestions from the first round of feedback. See *I-64 Interchange + Connector Study Report, Section 10* for more information on study recommendations.

#### 6.5. Alternatives Engagement Opportunities

##### **Did the public, stakeholders, and agencies have an opportunity to comment during this process?**

Yes, see **Section 3** and **Section 4** for details on the public, stakeholder, and agency coordination process.

#### 6.6. Alternatives Unresolved Issues

##### **Were there unresolved issues with the public, stakeholders, and/or agencies?**

The public and CAG suggested additional improvements and suggestions be explored. Future design efforts should examine different alignments within the preferred corridor(s), specifically considering intersection-level operations and connections at US 60 and KY 148. With **Concept A**, this should include a possible US 60 link east of Eastwood or extension north to KY 1531 (Johnson Road), both of which were suggested during Tier 2 public comment periods. An east-west connection to KY 1531 (Eastwood-Fisherville Road) could also be incorporated alongside Concept A plans. Design elements suggested by the CAG and public that will be considered in future phases include low level lighting, green infrastructure, and other context-sensitive solutions.

## 7. Planning Assumptions and Analytical Methods

Traffic forecasts were developed based on population trends, historical traffic data, a sub-area traffic assignment model, and economic analysis. Planning assumptions and analytical methods are further explained in the *Traffic Forecasting Technical Report Appendix A of the I-64 Interchange + Connector Study Report*.

### 7.1. Forecast Year

**What is the forecast year used in the PEL study?**

2045

### 7.2. Forecasting Methodology

**What method was used for forecasting traffic volumes?**

Elements from both KYTC's statewide and KIPDA's regional travel demand models were combined to create a project-specific hybrid travel demand model to develop future forecasts. Analysts also engaged with local community leaders to ensure model growth patterns (i.e., households and employment) reflect current expectations. Using guidance from *NCHRP Report 765: Analytical Travel Forecasting Approaches for Project-Level Planning and Design*, travel model outputs were refined using factoring procedures to help address model error, to analyze corridor volumes more granularly, and to better reflect localized changes.

All operational calculations were completed using Highway Capacity Software version 8.2.

### 7.3. Consistency with Long-range Transportation Plan

**Are the planning assumptions and the corridor vision/purpose and need statement consistent with each other and with the long-range transportation plan? Are the assumptions still valid?**

The planning assumptions and corridor vision/purpose and need statement are consistent with each other and the long-range transportation plan and remain valid. There are numerous adopted past land use and transportation planning documents that recognize the need for the proposed project.

The 2005 *Eastwood Neighborhood Plan* recommended a connection east of Eastwood, which a representative from Eastwood still favors. However, additional developments in

the area increase impacts for an eastern connection and there an agricultural district southeast of Eastwood; the 2005 *Plan* did not include traffic analyses.

#### 7.4. Future Year Assumptions

**What were the future year policy and/or data assumptions used in the transportation planning process related to land use, economic development, transportation costs, and network expansion?**

A range of year 2045 scenarios were coded into a project-specific travel demand model to test model sensitivity and forecast future traffic patterns which included planned and committed projects.

To ensure model assumptions reflect reasonable, up-to-date development expectations, the project team compiled information from numerous sources to define socioeconomic growth assumptions:

- Population and employment forecasts from both KYTC’s statewide travel demand model and KIPDA’s regional model were compared, applying more detailed growth patterns from KIPDA’s model where coverage overlapped.
- County-wide population projections from the Kentucky State Data Center informed high-level future trends from an independent source.
- Conversations with Planning & Zoning officials in Jefferson, Shelby, and Spencer counties identified major investments and development plans.
- Discussions about growth patterns and plans occurred at the first two CAG meetings, incorporating local knowledge from key stakeholders most familiar with the area.

With 6,000 new homes and 4,500 new jobs projected within the study area by 2045, traffic volumes are expected to increase over 2023 levels with or without a new interchange/connector.

### 8. Environmental Resources Reviewed

**For each resource or group of resources reviewed, provide the following:**

See *I-64 Interchange + Connector Study Report, Section 4* for additional information on the environmental review process completed for the PEL Study.

## 8.1. Resources Review

**In the PEL study, at what level of detail was the resource reviewed and what was the method of review?**

In the PEL study, Geographic Information System (GIS) databases, research, windshield surveys, and limited field assessments within accessible areas of public-owned right-of-way were performed to identify environmental resources within the study area.

The specific environmental reviews completed for the study area include,

- ***Environmental Overview***
  - ***Geotechnical Overview***
  - ***Red Flag Review (Ecological Resources, HAZMAT Resources, Community Resources)***
  - ***Historical Resources Database and Literature Review***
  - ***Socioeconomic Study***

Project-specific analyses would be required should a project advance from this study.

See **Table 8** for a summary of the resources reviewed and method of review.

## 8.2. Resource Impacts

**Is this resource present in the area and what is the existing environmental condition for this resource?**

See **Table 8** for details on potential resources present in the study area.

## 8.3. Future Resource Considerations

**What are the issues that need to be considered during NEPA, including potential resource impacts and potential mitigation requirements (if known)?**

See **Table 8** for a summary of potential resource impacts and future project recommendations to be considered should a Build concept advance beyond the planning phase.

Future recommendations are provided for planning purposes only, a Scope Verification Meeting with the Kentucky FHWA Division would be expected to accurately determine the level of analysis required for each resource type. Resource Agencies should be included in scoping needs for their respective review areas, as appropriate.

See **Section 11** and for potential mitigation considerations.

See **Section 13** for other potential issues to be considered during NEPA.

Table 8. Environmental Resources Reviewed

Resource	Method of Review	Present in Study Area	Future Recommendations
<b>Air Quality</b>	<i>USEPA NAAQS Attainment Status</i>	Yes—Jefferson County in non-attainment for 8-hour ozone.	<ul style="list-style-type: none"> <li>• Project would need to be included in both KIPDA Transportation Improvement Program (TIP) and Kentucky's Statewide Transportation Improvement Programs (STIP).</li> <li>• An <i>Air Quality Impact Analysis</i>, including at least qualitative Mobile Source Air Toxics (MSAT) analysis would be expected. A quantitative Greenhouse Gas (GHG) &amp; Climate Change Impact Analysis may be required.</li> </ul>
<b>Archaeology</b>	<i>Not reviewed</i>	Potentially—archaeological sites may be present, adjacent projects, such as the Parklands of Floyds Fork, identified archaeological sites during field assessments.	<ul style="list-style-type: none"> <li>• A project site specific survey, report, determination of eligibility and effects, and coordination with the State Historic Preservation Officer (SHPO) would be required to fully assess potential impacts.</li> <li>• If significant sites are found, there is potential for Phase II Archaeology Testing and Phase III Data Recovery.</li> </ul>
<b>Native American</b>	<i>Not reviewed</i>	Potentially.	<ul style="list-style-type: none"> <li>• Tribal Consultation would be required during the NEPA process if any potential Native American sites or resources were identified as a result of the field surveys.</li> </ul>
<b>Cemeteries</b>	<i>GIS Database Review</i>	Yes—none identified within conceptual corridors, but some are adjacent.	<ul style="list-style-type: none"> <li>• Field assess to verify. Unmarked burial grounds may exist, particularly as small family plots are common in more rural areas.</li> </ul>
<b>Community</b>	<i>Socioeconomic Study</i>	Yes—within and adjacent to study area. The travel distances may be shortened for some. Communities may become more accessible to adjacent communities. Eastwood may become an incorporated city. Proposed development plans may be bisected.	<ul style="list-style-type: none"> <li>• <i>Community Impact Assessment</i> is recommended to further assess potential impacts to Environmental Justice (EJ) communities, based on EJ Screen data concentrations EJ communities are not likely present.</li> <li>• If community resources are displaced, a goal should be to relocate within the existing community.</li> </ul>
<b>Construction Impacts</b>	<i>Not reviewed</i>	Yes—construction activities would have both positive and negative impacts to consider.	<ul style="list-style-type: none"> <li>• Construction phasing must be coordinated with the railroads to ensure safe passage during construction of an overpass(es).</li> <li>• Construction coordination with events at the Parklands of Floyds Fork and Echo Trail Middle School may need to be considered.</li> <li>• Minimize impacts to the extent practicable, in accordance with KYTC standards and specifications, and best management practices. Enhanced BMP's may be required in areas in close proximity to the Parklands and Floyds Fork.</li> </ul>
<b>Cultural Historic</b>	<i>GIS Database Review and Adjacent Project Findings</i>	Yes—there are NRHP listed and potentially eligible sites and districts in the study area.	<ul style="list-style-type: none"> <li>• A project site specific survey, report, determination of eligibility and effects, and coordination with the SHPO would be required to fully assess potential impacts. There is a Historic District in Eastwood; however, the formal NRHP-eligible boundary has not yet been defined.</li> </ul>
<b>Ecological</b>	<i>GIS Database Review</i>	Yes—there is habitat for listed threatened or endangered species. No critical habitat was identified. Portions of the study area are primarily undisturbed, forested areas.	<ul style="list-style-type: none"> <li>• A <i>Biological Assessment</i> may be required due to potential acreage impacts. If the project is determined to have adverse effects, a <i>Biological Opinion</i> would also be required.</li> <li>• Seasonal restrictions may affect field survey and assessment timeframes, and construction schedules.</li> </ul>
<b>Environmental Justice</b>	<i>Socioeconomic Study and EJ Screen</i>	Potentially—there is low potential in the study area, particularly inside the Gene Snyder and in the northeast portion of the study area in Shelby County.	<ul style="list-style-type: none"> <li>• Due to the estimated number of relocations, an <i>Environmental Justice Impact Analysis</i> would be recommended to fully assess potentially disproportionately high and adverse impacts.</li> </ul>
<b>Hazardous Materials</b>	<i>GIS Database Review</i>	Yes—potential hazmat sites were identified within the study area.	<ul style="list-style-type: none"> <li>• A <i>Phase I ESA</i> would likely be required to formally identify sites/properties of concern that may need further investigation or avoidance.</li> </ul>

Resource	Method of Review	Present in Study Area	Future Recommendations
Land Use	GIS Database Review	Yes—land use impacts would be anticipated. There are areas preserved for recreational and/or conservation purposes.	<ul style="list-style-type: none"> <li>Continued resource agency and public coordination would be required to further understand impacts and identify mitigation measures. While sites have been identified in the planning study, additional coordination with Louisville Metro is recommended to identify any newly proposed developments or conservation easements.</li> <li>A future project should be designed with land use policies and regulations in mind to be sensitive to community character and environmental resources. There is a proposed Floyd's Fork Development Review Overlay (DRO) that may need to be considered as concepts are further developed. Design Overlay districts apply a finer standard of design to preserve and protect established character and resources. Future coordination with Louisville Metro is recommended.</li> </ul>
Commercial	GIS Database Review	Yes—there are businesses within and adjacent to the study area that would be directly and indirectly impacted. About 2 business relocations may be required if alignments cannot be shifted to avoid.	<ul style="list-style-type: none"> <li>A <i>Community Impact Assessment</i> and <i>Environmental Justice Analysis</i> would be recommended to better assess the business impacts.</li> </ul>
Farmland	GIS Database Review	Yes—farmland impacts would be anticipated. Scattered farmlands are present. There is an agricultural district southeast of Eastwood.	<ul style="list-style-type: none"> <li>Formal consultation with the USDA-NRCS would be required to assess corridor impacts.</li> </ul>
Protected Lands	GIS Database Review and Community Advisory Group Coordination	Yes—there are many protected properties within the study area. The Build corridors have been designed to avoid as many as possible.	<ul style="list-style-type: none"> <li>Continued avoidance of protected properties is recommended. Context-sensitive design in proximity to these protected areas is recommended.</li> <li>A <i>Community Impact Assessment</i> would be recommended to further assess impacts to protected recreational areas.</li> </ul>
Section 4(f)	GIS Database Review	Yes—the Parklands of Floyds Fork is protected by Section 4(f). There is also potential to identify NRHP eligible properties and districts that would also be protected.	<ul style="list-style-type: none"> <li>Because the future project would require FHWA approval of a new interchange, and would most likely use federal transportation dollars, Section 4(f) would apply.</li> <li>The added time to navigate this process should be accounted for in project schedules.</li> <li>Continued avoidance of direct impacts to the Parklands of Floyds Fork and the public canoe/kayak launch southwest of the KY 155/KY 148 intersection is recommended.</li> <li>Continued coordination with the Officials with Jurisdiction to identify minimization and mitigation measures, as appropriate.</li> </ul>
Section 6(f)	GIS Database Review	Yes—picnic areas on the western side of the park were developed with Land and Water Conservation Funds.	<ul style="list-style-type: none"> <li>Continued avoidance of impacting this property would be recommended.</li> <li>Direct coordination with the Department of Local Government would need to occur to verify this is the only Section 6(f) property.</li> </ul>
Residential	Aerial Imagery Review	Yes—approximately 8 residential relocations would likely be required if alignments cannot be shifted to avoid.	<ul style="list-style-type: none"> <li>A <i>Community Impact Assessment</i> and <i>Environmental Justice Analysis</i> would be recommended to better assess potential impacts.</li> </ul>
Noise	Aerial Imagery Review	Yes—There are noise sensitive receptors in the vicinity of potential corridors.	<ul style="list-style-type: none"> <li>Because the future project would require FHWA approval of a new interchange, and would most likely use federal transportation dollars it would be considered a Type I project and require a <i>Traffic Noise Impact Analysis</i>.</li> </ul>
Visual Resources	Aerial Imagery Review	Yes—rural residential areas, historic districts, the Parklands of Floyds, and Echo Trail Middle School would	<ul style="list-style-type: none"> <li>Assess the potential impacts to visually sensitive areas, such as the Parklands of Floyds Fork.</li> </ul>

		likely have visual impacts.	
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Resource	Method of Review	Present in Study Area	Future Recommendations
<b>Waters</b>	<i>GIS Database Review</i>	Yes—the study area intersects several water sources. The study area is in the Floyds Fork watershed, which is the largest watershed in Jefferson County and the least environmentally compromised. Multiple stream crossings would be anticipated.	<ul style="list-style-type: none"> <li>• Avoid, minimize, and reduce impacts where possible.</li> <li>• Mitigation costs should be anticipated. Check for new mitigation tools and guidelines—Kentucky is currently in initial development of a Kentucky-specific Stream Qualification Tool (SQT).</li> <li>• Several permits would be required and the review processes should be accounted for in project scheduling.</li> <li>• Early field delineation and jurisdictional determination submitted to the USACE Louisville District Office could help to better assess potential impacts, mitigation options, and permits.</li> <li>• Field assess to determine if any open waters, lakes, ponds, or reservoirs provide potential wetland fringe features.</li> <li>• A USACE Section 404 permit would be required.</li> <li>• A Section 408 permit may also be required if a project would impact a Civil Works project or USACE-owned lands. There is an USACE storm restoration project adjacent.</li> <li>• A Section 401 permit from KDOW would be required.</li> <li>• A Stormwater Pollution Prevention Plan (SWPPP), including an erosion and sediment control plan would be required. This plan requires submission and approval by KDOW and IDNR.</li> <li>• Louisville is a MS4 Community and coordination with MSD is recommended to be consistent with local ordinances to address the management of stormwater and prevent flooding in this sensitive watershed.</li> </ul>
<b>100-Year Floodplain</b>	<i>GIS Database Review</i>	Yes—FEMA's floodplains are present in the study area, primarily along Floyd's Fork.	<ul style="list-style-type: none"> <li>• Structures should be designed to avoid raising the floodplain in the area.</li> </ul>

## 8.4. Use PEL Data in NEPA

### How will the planning data provided need to be supplemented during NEPA?

Considering the environmental resources present, the potential for impacts to the human and natural environment, and sensitive public coordination, should a project advance from this study, the level of NEPA documentation is anticipated to be a Categorical Exclusion Level 3 or higher. Future NEPA reviews would require additional field assessments. Additional resources would likely be identified beyond those currently known. Supporting NEPA documentation would likely include:

- Environmental Justice and Community Impact Analysis
- Air Quality Impact Analysis, including:
  - Qualitative Mobile Source Impact Analysis
  - Quantitative Greenhouse Gas and Climate Change Impact Analysis
- Traffic Noise Impact Analysis
- Biological Assessment
- Waters of the US Jurisdictional Determination
- Phase I Archaeology Survey
- Historic Architectural Eligibility and Effects Analysis
- Section 4(f) Evaluation and Coordination
- UST Phase I Environmental Site Assessment

A Scope Verification Meeting with Kentucky FHWA Division would be expected. Resource Agencies should be included in scoping needs for their respective review areas, as appropriate.

## 9. Environmental Resources Not Reviewed

**List environmental resources you are aware of that were not reviewed in the PEL study and why. Indicate whether or not they will need to be reviewed in NEPA and explain why.**

Planning-level reviews were completed for all known environmental resources as detailed in **Table 8** within the study area.

See **Section 8.4** for details on the anticipated NEPA reviews.

## 10. Cumulative Impacts

**Were cumulative impacts considered in the PEL study? If yes, provide the information or reference where the analysis can be found.**

Yes, cumulative impacts to the Parklands of Floyds Fork and residential areas were considered. The area has been rapidly growing and there are several approved and planned developments. A future project would need to further consider potential impacts.

## 11. Mitigation Strategies

**Describe any mitigation strategies discussed at the planning level that should be analyzed during NEPA.**

Various mitigation measures would likely be required for unavoidable adverse effects (trees, streams, potential noise, etc.). They should be identified through coordination with governing resource agencies, representatives, and impacted persons/properties. CAG input affirmed context-sensitive design features should be incorporated (e.g. shared use path, sidewalks, traffic calming measures, partial access control, green infrastructure, etc.), consistent with the park-like boulevard described in the Floyds Fork vision.

Project-specific environmental evaluations would better inform mitigation strategies. Mitigation was not thoroughly explored during the planning process. Current cost estimates do not account for any mitigation costs.

## 12. PEL Documentation Sharing

**What needs to be done during NEPA to make information from the PEL study available to the agencies and the public? Are there PEL study products which can be used or provided to agencies or the public during the NEPA scoping process?**

The PEL documentation is publicly available on KYTC's website, [KYTC Planning Studies & Reports](#).<sup>8</sup> All study products could be used during the NEPA scoping process.

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<sup>8</sup> <https://transportation.ky.gov/Planning/Pages/Planning-Studies-and-Reports.aspx?District=District%201#SearchByProject>

## 13. Other Issues

**Are there any other issues a future project team should be aware of? Examples: Controversy, utility problems, access or ROW issues, encroachments into ROW, problematic land owners and/or groups, contact information for stakeholders, special or unique resources in the area, etc.**

Yes, there are several issues a future project team should be aware of as detailed below.

### 13.1. Controversy

There is potential for controversy from local advocacy groups. While the public survey efforts did result in favor (75%) that a connector/interchange would improve travel in the study area, there is still potential for specific groups to oppose property-level impacts as detailed alignments are developed. The Floyds Fork watershed is a sensitive area and attracts substantial local attention, independent of this project.

Enhanced public involvement activities would be recommended to help navigate the public involvement process. A project-specific *Public Involvement Plan (PIP)* would be helpful.

### 13.2. Utility Problems

Utility impacts could be significant in areas of widening existing corridors. High costs and relocation timeframes should be planned for.

There may be design challenges near railroad crossings; early coordination with RJ Corman and Norfolk Southern is recommended.

### 13.3. Access

Some of the terrain is challenging to access for field survey crews, landowners may not be receptive to field crews surveying private property. KRS 416.560 allows for the right to enter upon land to complete studies and surveys provided that the owner of the land has been notified ten (10) days prior to entry.

### 13.4. Right-of-Way Issues

Right-of-way needs for a new corridor and interchange could be high (roughly 60

acres).

A few residential and business relocations would be required. Planning concepts intersect planned subdivisions and business developments in the area.

Midway through the study, a potential rental storage facility was identified and may be constructed west of Eastwood, where Concept A currently ties into US 60. Each rented unit would be considered a relocation and would add significant cost and time to the right-of-way phase. Future design efforts should confirm the status of that development and examine different alignments within the preferred corridor(s), specifically considering the intersection-level operations. Continued coordination with Louisville Metro to identify any newly approved developments is recommended. Design adjustments to reduce and/or avoid impacts, where practical, is recommended.

Area residents around Eastwood are considering incorporation as this study was prepared, potentially creating a home-rule class city for the area roughly bounded by I-265, KY 155/KY 148, the Shelby County line, and Old Henry Road. If incorporated, the city may develop additional land use planning requirements a future project should consider.

Study recommendations will be shared with Louisville Metro Planning and Development to potentially inform future development considerations.

### **13.5. Stakeholders**

Continued coordination with a Community Advisory Group, Local Officials, and Stakeholders identified in **Section 3** is recommended through the project development process.

### **13.6. Special or Unique Resources**

#### **Protected Lands**

There are many protected lands in the study area that should be avoided.

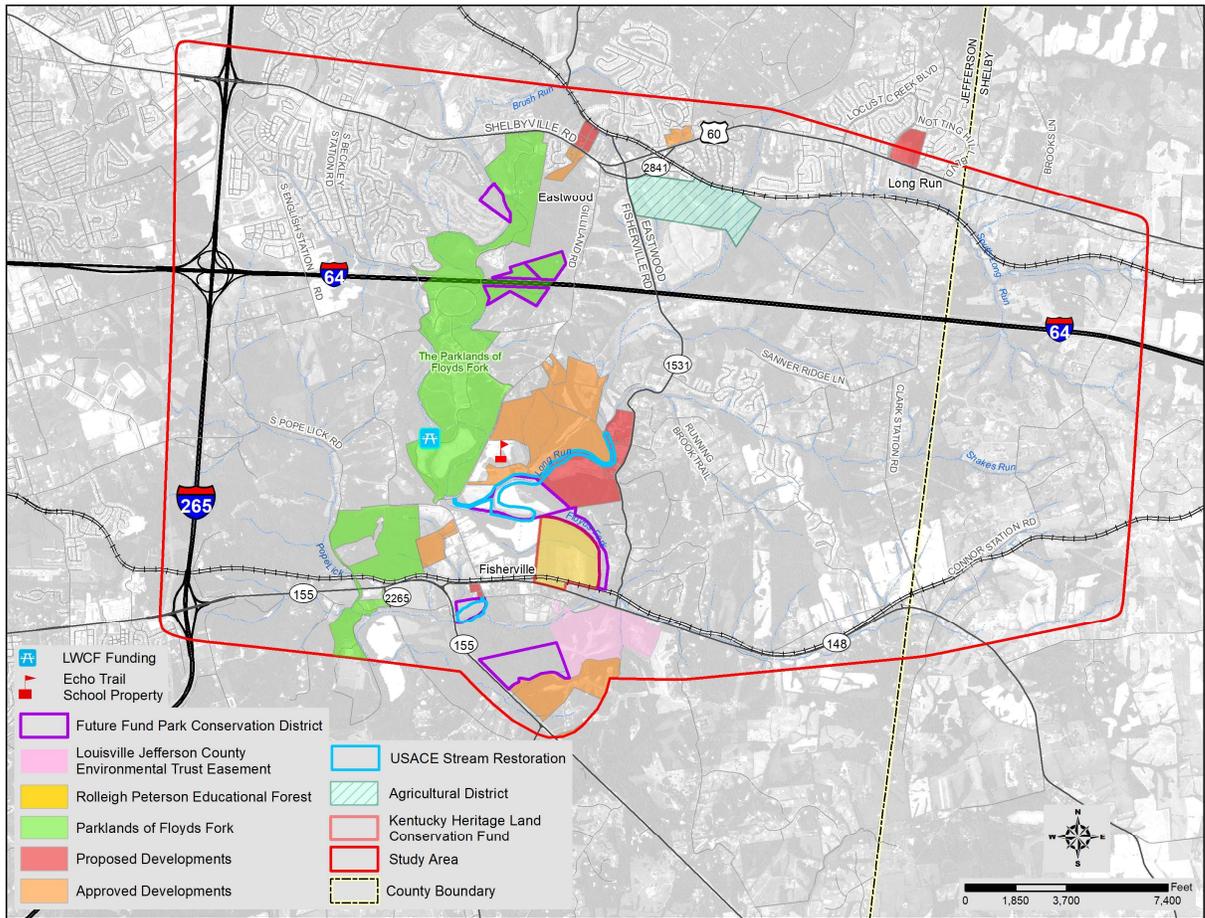


Figure 3. Protected Lands

### Parklands of Floyds Fork

Considering the close proximity to the Parklands, and concerns for roadway impacts expressed by the public and CAG, context-sensitive design features should be incorporated (e.g. shared use path, sidewalks, traffic calming measures, partial access control, green infrastructure, etc.), consistent with the park-like boulevard described in the South Floyds Fork Vision Plan. The proposed Floyd’s Fork DRO regulations may further inform design features.