

## Public Involvement Plan for I471/KY8 Interchange

Project Item Number: 6-8104

County and Route: Campbell, New Route

Project Description: The I-471/KY 8 Interchange Modification Project is examining modifications to the interchange to reduce traffic delays on southbound I-471 at the KY 8 exit ramp, resulting in improved safety for southbound and exiting traffic.

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Comments (number of people reached, effectiveness of the technique, what you would do differently, etc.): The Public Involvement Plan was distributed at the Public Involvement Orientation Meeting for the interchange project, with approximately 70 people in attendance. Even though the PIP is typically only used by the Cabinet and Consultant team, the project team felt it was important to be upfront with the public and outline their opportunities for input for this particular project. However, the project team had to emphasize that the PIP is a dynamic, working document, and therefore flexible. The PIP has been very effective in getting the project team to initiate and maintain public input throughout the project development; distribution of the PIP to a wider audience also holds the project team accountable to that commitment.

# I-471 AT KY 8 INTERCHANGE MODIFICATION PROJECT

## Public Involvement Plan

### Welcome

On behalf of the Kentucky Transportation Cabinet (KYTC), we would like to welcome you to the Public Involvement Plan for Cabinet's project to improve the I-471/KY 8 Interchange, in Newport, Campbell County.

This describes the public involvement activities the Cabinet has planned to reach out to area communities and publicize the goals for the Project and to ask for feedback on the designs proposed to meet those goals. How can you participate? There are two ways, one general and one specific.

- Generally, you are participating and contributing by being here tonight. Examining and commenting on the Project and how it affects you helps the Project Team address local concerns with their plans for the interchange.
- More specifically, you can apply to serve as a member of the Interchange Advisory Committee or as a Section 106 Review consulting party. Information on becoming a member of these groups appears in this packet.

***Thank you for your interest in participating in the Public Involvement Process for the Project. We hope you will check back to the web-site for regular updates and for meeting announcements.***

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All exhibits, displays, and materials presented at this hearing are available to the public upon their request from the District Office. A nominal charge may be made for the reproduction of these displays.

# Public Involvement Orientation

## I-471/KY 8 Interchange Modification

**KYTC wishes to initiate a public involvement program for this Project.** The purpose of this program will be to seek public input and comment.

**The Public Involvement Plan** outlines the processes and procedures for public involvement necessary to address the goals for the project as announced by KYTC. **Project goals are:**

- 1. Prepare an Interchange Justification Study** to evaluate traffic, geometrics, and land use issues associated with providing a reconstructed interchange to the Interstate Highway System. The Report is to be submitted to the Federal Highway Administration for approval of modified access to I-471 at KY 8.
- 2. Conduct Phase I preliminary engineering studies** to identify appropriate designs, alignments, and cost estimates for I-471/KY 8 interchange modifications
- 3. Develop the appropriate environmental document** for approval.

**The purpose and need for the project is to** improve safety and reduce traffic delay at the I-471 / KY 8 Interchange in Kentucky by correcting deficiencies that cause and contribute to KY 8 exit queues that occur in the southbound I-471 lanes on the Daniel Carter Beard Bridge over the Ohio River. Also, to improve capacity and quality of travel at interchange ramp termini intersections and adjacent outfall streets thereby enhancing accessibility to existing commercial and residential districts and improving economic development opportunities, taking into consideration the planned development of the riverfront district between the Licking River in Newport and Berry Street in Bellevue. In addition, the transportation infrastructure improvements must be sensitive to the integrity of cultural historic districts and other environmental areas of concern.

**Public input will be solicited at Public Involvement Meetings.**

Conceptual alternative designs will be developed. These designs will be compared and evaluated to reduce their number under consideration from eight to four to two and finally to a Preferred Alternative. The environmental process will investigate impacts and mitigation potential for the Alternatives after which a Public Hearing will be held. From all this, the goal is to reach consensus between the community and the design agency on what is the best solution to the problem.

**A List of Project Contacts and a Project Glossary** defining unfamiliar terms is included in this package.

## **PUBLIC INVOLVEMENT PLAN**

The following plan describes the project's public involvement and includes:

1. Purpose of Public Involvement
2. Participating in the Public Involvement Process
3. Status of the Project Development Process
4. History of Public Involvement Related to the Project
5. Descriptions of the Affected Communities
6. Descriptions of the Overall Approach for Public Involvement
7. Specific Action Steps, Techniques, and Timing.

### ***1. Purpose Of Public Involvement***

The purpose of public involvement is to afford open, collaborative, participatory, and consensus-building opportunities for parties with interests potentially affected by the project. These opportunities will take several forms including, but not limited to:

- Meetings
- Interactive website
- E-mail
- Regular correspondence.

Consensus building will be based on deliberations between KYTC's project design team, the Federal Highway Administration (FHWA), the Kentucky Heritage Council/State Historic Preservation Office (SHPO), an Interchange Advisory Committee, Consulting Parties to a Section 106 Review, and the public.

### ***2. Participating In the Public Involvement Process***

Five open public meetings will be held to allow interested parties to learn about the project, follow its progress, and comment on their interests and issues. Meetings will be an informal open-house format. Displays will show project Plans, a short presentation will explain the project phase, and attendees may ask questions of the project staff. The project team will develop a mailing list to notify interested parties of project meetings and progress.

Two groups will also participate; an Interchange Advisory Committee and a Section 106 Review group of Consulting Parties. Following is an explanation of the groups' roles and goals for their involvement.

## Interchange Advisory Committee

Representatives of a cross section of agencies, organizations, businesses, and the public are invited by KYTC to join the Interchange Advisory Committee (IAC).

**Role** – The role of the IAC is to meet regularly to discuss issues of common concern and work toward achieving consensus between community groups and KYTC/FHWA.

**Goal** – The goal of the IAC is to understand the context and subject matter through presentation and technical assistance to ensure that a balance is attained between community interests and surrounding land use interests, and to propose transportation facility improvements.

KYTC has provided an Interchange Advisory Committee sign-up station here tonight for your request to participate.

## Section 106 Review Consulting Parties

Section 106 refers to Section 106 of the National Historic Preservation Act of 1966 which requires that agencies identify and resolve adverse effects of federally-funded projects on properties eligible for protection under the Act. This includes seeking comments on Project effects from the Advisory Council on Historic Preservation through the Kentucky Heritage Council/State Historic Preservation Office (SHPO) and through Consulting Parties. Consulting Parties are stakeholders and other interested parties including:

- Property owners
- Neighborhood groups
- Historic preservation interests
- Businesses
- Other interested parties.

**Role** – The role of the S106 Consulting Parties is to identify project effects, seek comments from the ACHP, and develop avoidance, minimization, and mitigation strategies as advised by the ACHP.

**Goal** – The goal of the S106 Consulting Parties is to help develop a Memorandum of Agreement that will bind KYTC, FHWA, and project developers to the avoidance, minimization, and mitigation of adverse effects on historic resources.

KYTC has provided a Section 106 Review Consulting Parties sign-up station here tonight for your request to participate.

### **3. Status of the Project Development Process**

This project is being developed to resolve I-471 deficiencies causing long southbound exit queues at KY 8/Exit 5 that back up into the main traffic lanes on the Daniel Carter Beard Bridge (the Big Mac bridge).

**A study addressing the problem was completed in January, 2001 for the City of Newport.** The *I-471/KY 8 Interchange Study*, prepared by the firm, Pflum, Klausmeier, and Gehrum Consultants, Inc. (PKG), examined ways to modify the existing interchange for the purpose of correcting problems with the southbound exit ramp and its connections to KY 8 via Park Avenue. **The final four (4) modification concepts were recommended to be considered in an Interchange Justification Study (IJ Study) to be conducted by KYTC.**

**KYTC will take steps to develop the IJ Study and an Environmental Assessment using the following schedule.** (also please see the attached *Project Description/Progress Chart*):

- Present to March 2007 – Develop existing conditions report
- January to June 2007 – Identify eight alternative design concepts for evaluation
- July to December 2007 – Advance four alternative design concepts for evaluation
- January to May 2008 – Recommend advancement of two feasible alternatives
- June to December 2008 – Complete IJ Study and Environmental Assessment which includes a recommended preferred alternative
- January – March 2009 – Receive FHWA approval of IJ Study and Environmental Assessment.

### **4. History of Public Involvement Related to the Project**

The Ohio-Kentucky-Indiana Regional Council of Governments (OKI) conducted the following Studies that include the I-471 / KY 8 Interchange location:

- a. 2003 Campbell County Transportation Plan
- b. Central Area Loop Study (2001)
- c. North-South Transportation Study (2004)
- d. Eastern Corridor Study (Final Environmental Impact Study 2005)
- e. I-471 Corridor Study (in progress).

Development of each of these studies used public involvement input to identify problems and explore potential solutions for the transportation network of which I-471 is a part.

Public involvement was also a component of the PKG *I-471/KY 8 Interchange Study*. Two specific public information meetings and a presentation before the Newport City Commission were conducted to receive input, gauge acceptance of design concepts, and set recommendations for Study conclusions.

**An offshoot of the public involvement** conducted for these studies is the recognition that the southbound I-471 exit at KY 8 is problematic and requires a solution before conditions worsen and safety is further compromised.

## ***5. Descriptions of the Affected Communities***

Following are broad general descriptions of the affected Communities of Newport and Bellevue.

### a. The Communities in the I-471/KY 8 Interchange Modification Project Area

Newport and Bellevue are located in Campbell County, KY on the south bank of the Ohio River across from Cincinnati, Ohio.

The area was settled during the latter part of the 18<sup>th</sup> century with Campbell County established in 1794. Newport in 1830 had a population of about 700 and Lafayette Avenue, Washington Avenue, and other areas were established in Bellevue. The 1840s and 1850s saw large immigration into the area and growth continued after the Civil War.

By the early 1900s bridges to Cincinnati and industrial development helped the Communities grow and expand through the 1950s and 1960s. By the 1970s though, economic factors and development in outlying suburban areas drained off some of Newport's and Bellevue's population.

However, the last decade has seen a tremendous amount of development along the river in Newport and Bellevue. This development is attracting greater numbers of motorists seeking access to jobs and other activities.

### b. Key Community Issues and Interests

Issues and interests for this assessment are based on the development that has occurred along KY 8 in the two communities of Newport and Bellevue. The Newport Aquarium, Newport on the Levee, and other completed or planned developments are leading interests in the project communities. The leading issue resulting from these interests are traffic, congestion, and safety.

Other key interests and issues are related to the presence of historic resources in the Project area. See *Identification of Special Sensitivities Related to PI Methods and Activities* below for details.

c. Assessment of Community Knowledge/Awareness of Project

All of the OKI Studies cited above included public involvement. The public involvement efforts were important in identifying general and specific problems such as congestion and safety concerns at the southbound exit ramp of I-471 at KY 8. More specifically, the *I-471/KY 8 Interchange Study* addressed the congestion and safety problems with a number of alternate concepts developed with public input. As a result, members of the Community who participated in that Study process, as well as Community leaders, are aware of this project.

d. Identification of Special Sensitivities Related to Public Involvement Methods and Activities

Five Historic Districts are located in the project area:

- i. Mansion Hill National Register Historic District (Newport)
- ii. East Newport National Register Historic District (Newport)
- iii. East Row Local Historic District (Newport)
- iv. Fairfield Avenue Local Historic District (Bellevue)
- v. Taylor's Daughters Local Historic District (Bellevue).

National Register Districts have legal protections under the National Historic Preservation Act and any federally-funded project that effects these Districts cannot be completed until the Advisory Council on Historic preservation has been allowed to comment. A Section 106 Review will address the effects and seek comments from the ACHP to assist in developing avoidance, minimization, or mitigation strategies.

## **6. Description of the Overall Approach for Public Involvement**

The public involvement process is intended to identify and evaluate a range of acceptable alternate design concepts, including those from the 2001 PKG *I-471/KY 8 Interchange Study* recommended for further study.

### **a. Approaches for Public Involvement**

KYTC and its Consultants will use the following approaches with participants in the public involvement process

i. Outreach

Outreach will be accomplished through meetings with the Interchange Advisory Committee, the S106 Review Consulting Parties, and the general public.

ii. Education

Education about the project will be principally accomplished using meetings. Interested parties will be able to learn about the project, the opportunities for involvement, and the decision-



making process guiding public input into project development. Other education tools to be used include:

- Project website
- Newsletters
- Mapping and graphic displays
- Personal contacts.

iii. Gathering of Input

Input will be solicited from all participating groups and interested parties through meeting discussions and preference polling. Polling will be based on design concepts presented at the meeting with graphics, photos, and mapping.

Polling results and recommendations made at meetings will be recorded as they take place with summaries presented in a newsletter forwarded to participating and interested parties.

iv. Opportunities for Direct Involvement

Opportunities for direct involvement will be offered through meetings and briefings scheduled to assist in development of the alternative design concepts and the environmental document.

v. Process for Incorporating Input into Decision Making

Incorporation of public involvement input to design development will be guided by a decision-making process that includes rules of engagement, mechanisms for evaluating design options including who and how, and guidance for conflict resolution. Refer to *Decision-Making Process for I-471 Public Involvement Process*.

vi. Feedback to Public About Decision Making

Feedback to the public will be provided at each public meeting and through newsletters and the project website. Mapping, visualization graphics, and traffic engineering data will be used to relate recently-made plan development decisions.

vii. Plan for Monitoring, Evaluating, and Readjusting the Public Involvement Plan

- A Project Development/Progress Chart has been developed for the project. This timeline-oriented chart shows key dates and milestones, and simply explains the activities planned for the public involvement effort.
- Updates to the Chart will be conducted after each meeting to allow continuous monitoring of performance and progress.
- The *Project Development/Progress Chart* is attached.

**b. Alternative Design Evaluations and Recommendations**

Evaluation and eventual recommendations for advancement of the conceptual alternatives will be based on meeting **five (5) Design Consideration Criteria:**

- i. *Layout of safe and feasible solutions must be guided by the AASHTO Green Book or other FHWA- and KYTC-sanctioned engineering standards.*
- ii. *Design Concepts will be examined with regard to environmental impacts, mitigation potential and compatibility with achieving a finding of no significant impact.*
- iii. *Community acceptance will be guided by majority vote of meeting attendees when multiple alternative design concepts are evaluated.*
- iv. *Design solutions must fit within the Project Budget*
- v. *Design solutions must satisfy the Purpose and Need Statement.*

**KYTC and FHWA reserves the right** to eliminate design alternatives or portions of design alternatives from consideration based on failure to satisfy any of the five (5)-Design Consideration Criteria.

**c. What Other Design Elements are Open to Public Input?**

Public recommendations will address avoidance, minimization, and/or mitigation alternates including consideration of:

- Noise
- Lighting
- Right of Way
- Roadway signing and striping
- Traffic signals
- Streetscape elements
- Landscaping
- Other design appurtenances

**7. Specific Action Steps, Techniques, and Timing**

**The Project Development/Progress Chart** will be a visual timeline for project events used to track Project progress and performance. It will be updated before each public involvement meeting.

**The Project Development/Action Item Chart** will be present at each public meeting and used by KYTC and the Design Consultant Group to identify and document “task items” as they come up and who is responsible for acting on them within a certain timeframe.

## **PUBLIC MEETING RULES OF ORDER AND DECISION-MAKING PROCESS**

**Three types of Public Meetings are planned for this project;**

- Public Meetings
- Interchange Advisory Committee Meetings
- Section 106 Review Meetings.

Each type of meeting will be conducted in an open format using informal rules of order. Decisions are to be made based on discussions and evaluations performed in the open meeting format. Semi-formal presentations may be held to explain project status with a Q and A session following.

Meeting format may be modified if agreed upon by a majority of the participants.

Following are explanations of the rules of order, decision making, and conflict resolution methods.

### ***1. Rules of Order***

**Informal rules of order will govern discussions at meetings.**

Actions at the meetings are to seek cooperation, understanding, and acceptance of design alternatives under consideration. Methods for maintaining order include:

- a. Developing and circulating meeting agendas
- b. Using meeting sign in sheets
- c. Raising your hand to be recognized
- d. No interrupting
- e. Limiting time for comments
- f. Respecting guidance provided by facilitator.

**Meetings must respect time of participants.** Difficult issues that require more in-depth discussion will be handled on a case-by-case basis and may require individual or small group presentations or small-group discussions.

**All comments from the meeting will be duly noted.** Meeting notes will be recorded for each meeting and made available for review.

**Interchange Advisory Committee meetings and Section 106 Review meetings are open to the public but are not public meetings.** Time will be reserved at the end of the meetings for comments from public attendees and comments will be noted in the group memory.

## 2. *Decision-Making Process*

The **decision-making process** provides the mechanism for determining which alternate design concepts will be forwarded for consideration and those that will be dropped.

Following are answers to **who**, **how**, and **why** questions associated with the decision-making process.

### **Who:**

- KYTC and Design Consultants will develop conceptual design alternates with review by the Interchange Advisory Committee.
- Design alternates will be presented at meetings and participants will be polled for their preferences and recommendations.
- KYTC will consider the recommendations for further implementation into design alternates.

### **How:**

- Design alternates' plans, representing a range of options, will be presented and evaluated at meetings.
- Alternative designs will be evaluated per the following **five Design Consideration Criteria**:
  - Engineering and functional capability
  - Environmental compatibility
  - Community acceptance
  - Financial feasibility
  - Project purpose and need.
- Alternative designs will be subjected to preference polling with acceptance qualified by majority.
- Design recommendations will be relayed to project designers.
- Majority approval of alternate designs represents a freeze point at which designs will be compared and considered for implementation.
- Alternate designs will be compared and evaluated iteratively to reduce the number under consideration from eight, to four, to two final alternate designs. Ultimately, a preferred alternative will be selected.
- A Final Public Hearing will be held at which all comments will be recorded and included for consideration in the final decision on an alternate design.

### **Why:**

The decision making process is a tool that will assist public involvement participants in consideration of the design alternates that best comply with the five (5) Design Consideration Criteria. The purpose of the entire process is to gain consensus between community and government agencies in reaching an acceptable solution.

### **3. Conflict Resolution**

**Conflict resolution** will involve asking two questions of those on either side of the conflict:

1. What do you consider to be a good resolution to the conflict?
2. What elements do you think the other party needs in a satisfactory solution?

From the answers, a list of compromises will be developed to resolve differences and guide implementation of each party's concerns.

## LIST OF PROJECT CONTACTS

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## PROJECT GLOSSARY

**Advisory Council on Historic Preservation (ACHP)** – An independent federal agency responsible for advising Project officials, the President, and Congress on Section 106 of the National Historic Preservation Act (see below) which requires that the Council be afforded an opportunity to comment on the effects of federally-funded projects on the nation's historic resources.

**ASSHTO Green Book** – Federal (FHWA) design guidelines entitled: “A policy on geometric Design of Highways and Streets.” The Green Book was developed by the American Association of State Highway Transportation Officials in conjunction with FHWA.

**Environmental Assessment** – An environmental assessment is required to be developed for federally-funded Projects to assess the potential effects on the human and natural environments. Elements of the Assessment include examinations of:

1. Natural aquatic and terrestrial habitat
2. Social and economic characteristics of the Project area
3. Noise levels
4. Air quality
5. Hazardous materials and underground storage tanks
6. Archaeology
7. Cultural resources (historic elements).

The Environmental Assessment is examined by the FHWA to make a final decision on the Project alternative recommended for implementation and to establish a location for the Project. After the Environmental Assessment is approved, impacts to the project area and corresponding mitigation measures are reviewed and summarized if appropriate by a Finding of No Significant Impact (FONSI) Document. After reaching this milestone federal funds can be released for Project implementation.

**Federal Highway Administration (FHWA)** – Federal Agency within the U.S. Department of Transportation responsible for funding and maintaining the Nation's highways.

**Interchange Justification Study (IJS)** – An IJ Study evaluates traffic, geometrics, and land use issues associated with adding a new or reconstructed interchange to the Interstate Highway Systems. The Report is submitted to the Federal Highway Administration for approval of new or modified access to an Interstate highway.

**Kentucky Transportation Cabinet (KYTC)** – The State-level agency responsible for building, overseeing, and maintaining Kentucky's highways. The Cabinet acts as state-level administrators for federally-funded FHWA roadway Projects.

**Kentucky Heritage Council/State Historic Preservation Office (KHC/SHPO)** – The State-level agency responsible for carrying out the directives of the National Historic Preservation act at the local level through collaboration with the Advisory Council for Historic Preservation.

**National Environmental Policy Act (NEPA; 40 CFR Parts 1500-1508)** – Established a national environmental policy requiring that any project using federal funding or requiring federal approval, including transportation projects, examine the effects of proposed and alternative choices on the environment before a federal decision is made. See also *Environmental Assessment*.

**National Historic Preservation Act (16 U.S.C. 470)**– Passed by Congress in 1966, this act establishes consideration and protection strategies for elements of the United State's historic heritage. The Act establishes criteria for designating historic resources and places the responsibility for maintaining and overseeing the designations with the Secretary of the Interior. The Act also establishes the Advisory Council on Historic Preservation to carry out the programmatic responsibilities of the Act.

