

**SECTION 106 CONSULTATION CASE STUDY REPORT**

**I-275/SR 93 FROM SOUTH OF 54<sup>TH</sup> AVENUE SOUTH  
TO NORTH OF 4<sup>TH</sup> STREET NORTH,  
PINELLAS COUNTY, FLORIDA**

**EVALUATION OF EFFECTS TO THE  
KENWOOD HISTORIC DISTRICT (8PI11176),  
JORDAN PARK ELEMENTARY SCHOOL (8PI06901),  
NORWOOD SCHOOL (8PI00714), PAPA'S DREAM (8PI00726)  
AND MANHATTAN CASINO (8PI00819)**

**WPI Segment No.: 424501-1  
Federal Aid No.: N/A**



**Florida Department of Transportation  
District Seven  
11201 North McKinley Drive  
Tampa, Florida 33612-6456**

**March 2016  
Cover Updated April 2016**

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District Seven  
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## **1.0 INTRODUCTION**

This Draft Section 106 Consultation Case Study was prepared as part of the Project Development and Environment (PD&E) Study for I-275 (SR 93) from south of 54th Avenue South to north of 4th Street North in Pinellas County, Florida. The project limits are depicted in **Figure 1.1**. Further information regarding the description of the project and its PD&E Study can be found in Section 2.0.

As part of the PD&E Study, a Cultural Resource Assessment Survey (CRAS) Report was prepared, in February 2015, on behalf of the Florida Department of Transportation (FDOT), District Seven by Archaeological Consultants, Inc. (ACI) of Sarasota, Florida, in association with HDR Engineering, Inc. The objective of the CRAS was to locate and identify any archaeological sites and historic resources located within the project's Area of Potential Effect (APE) and to assess, to the extent possible, their significance as per the criteria of eligibility for listing in the National Register of Historic Places (NRHP). The I-275 project is planned to be mostly developed within the existing I-275 right-of-way. Accordingly, the archaeological APE was defined as the land contained within the existing right-of-way. The APE for the historical/architectural survey was defined as all properties located within 200 feet of the outer edge of the existing right-of-way.

As a result of the CRAS, 16 historic resources that are NRHP-listed, eligible, or considered potentially eligible were identified within the project APE (**Figure 1.2**). These significant historic properties include the Kenwood Historic District (8PI11176), listed in the NRHP in 2003, and 10 structures (8PI06929, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108) within the APE that were listed as contributing resources to the district in 2003. The Jordan Park Elementary School (8PI06901) was determined NRHP-eligible by the State Historic Preservation Office (SHPO) in 2005. Research and field survey indicated that four additional historic resources are potentially eligible for listing in the NRHP, and the SHPO concurred (**Appendix A**). These include one previously recorded resource (8PI06956) considered potentially eligible as a contributing resource to an updated/expanded Kenwood Historic District, as well as three resources newly considered individually eligible for listing in the NRHP: the Norwood School (8PI00714), Papa's Dream at 1850 Central Avenue (8PI00726), and the Manhattan Casino (8PI00819).

On April 8, 2015, the CRAS Report (ACI 2015) was submitted to the Federal Highway Administration (FHWA) for review and coordination with the SHPO (**Appendix A**). The FHWA approved the recommendations and findings on May 6, 2015, and the SHPO concurred on June 2, 2015.

The objective of this Draft Section 106 Consultation Case Study Report is to evaluate the potential effects (primary and secondary) of the proposed undertaking (Recommended Build Alternative) to the 16 historic properties located within the project APE: the NRHP-listed Kenwood Historic District (8PI11176) and 11 contributing resources (8PI06929, 8PI06956, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108), as well as the determined eligible Jordan Park Elementary School (8PI06901),

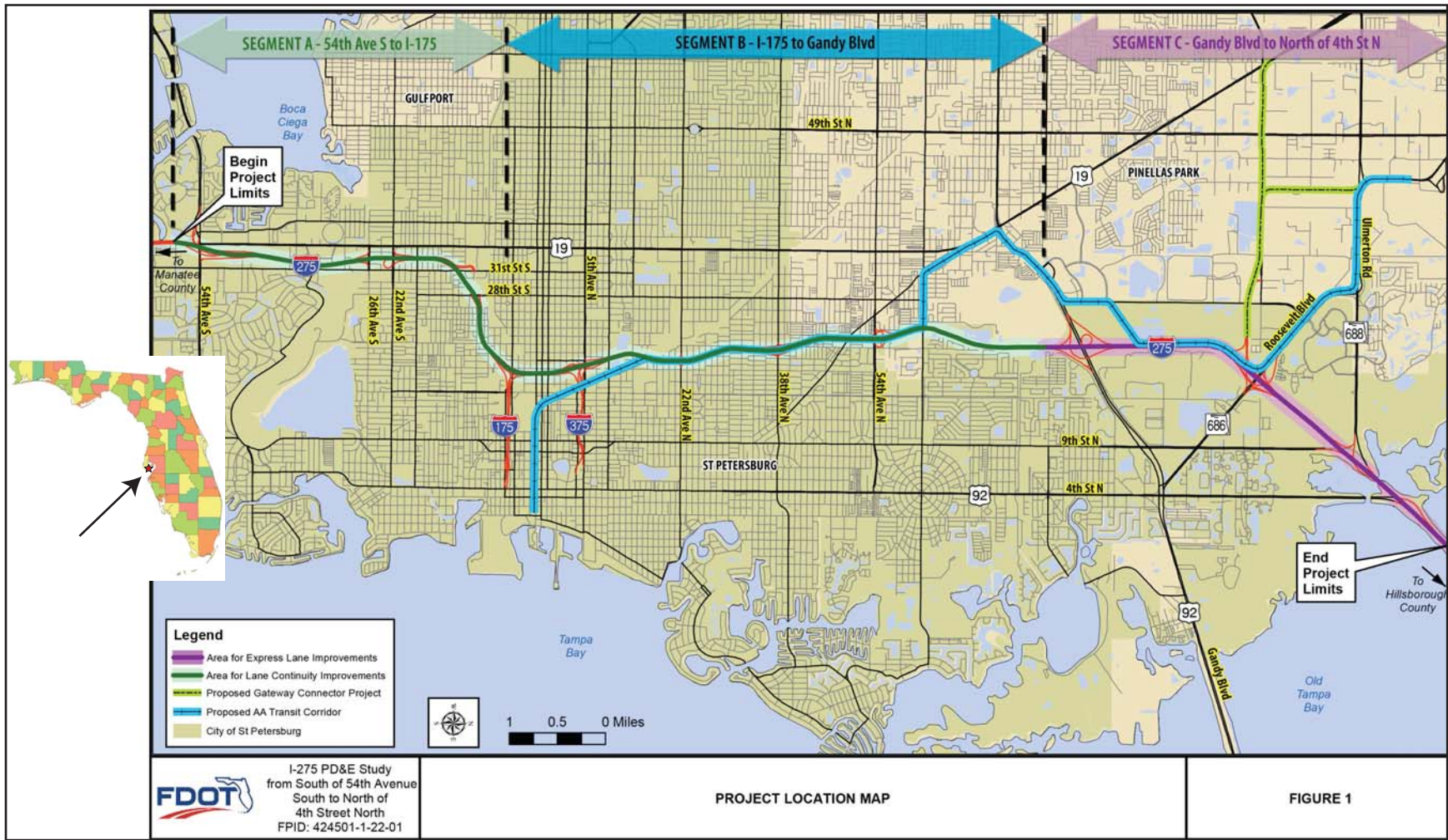


Figure 1.1. Location of the I-275 PD&E Study area, Pinellas County.

**I-275 PD&E Study  
From South of  
54th Avenue South to North of  
4th Street North  
Pinellas County, Florida  
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**Figure 1.2.** Location of the 16 historic resources within the I-275 PD&E Study project APE.

**I-275 PD&E Study  
From South of  
54th Avenue South to North of  
4th Street North  
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the Norwood School (8PI00714), Papa's Dream at 1850 Central Avenue (8PI00726), and the Manhattan Casino (8PI00819). Potential effects to these historic properties were evaluated in accordance with the provisions of Section 106 of the *National Historic Preservation Act of 1966* (Public Law 89-665, as amended), as implemented by 36 CFR Part 800 ("Protection of Historic Properties," revised January 2001), and Chapter 267, *Florida Statutes*. This report includes a summary description of the project and of the significant historic properties, as well as application of the Criteria of Adverse Effect, as defined in 36 CFR Part 800.5. This information is provided so that the FHWA and SHPO can determine if the proposed undertaking (Recommended Build Alternative) will have an adverse effect or not on the aforementioned historic properties.

All significant historic properties identified within the I-275 PD&E Study project APE are located within the portion of the I-275 PD&E Study limits noted as **Segments A and B (Figure 1.2)**. The proposed improvements within **Segment A**, adjacent to the Jordan Park Elementary School (8PI06901) and Manhattan Casino (8PI00819), involve lane continuity improvements only in the form of pavement widening to the northbound and southbound travel lanes. The proposed improvements for **Segment B**, adjacent to Papa's Dream (8PI00726), the Kenwood Historic District (8PI11176), and Norwood School (8PI00714), include both lane continuity improvements and the construction of noise barriers. These enhancements are compatible with potential multimodal improvements, including the future Pinellas Alternative Analysis (AA) which will be evaluated under a separate PD&E Study by others. The improvements for both **Segment A and B** are presented as a portion of the Recommended Build Alternative.

A Draft Noise Study Report (NSR) was prepared by KB Environmental Sciences (KBE) as part of the PD&E Study. The results of this study indicated that with the Recommended Build Alternative, traffic noise is predicted to exceed the Noise Abatement Criteria (NAC) at all of the contributing resources within the Kenwood Historic District, as located within the project APE, and to increase more than 3 dB(A) at four contributing resources: 1905 2nd Avenue North (8PI06929), 1911 Burlington Avenue North (8PI07272), 230 19th Avenue North (8PI11102), and 1846 2nd Avenue North (8PI06956). Abatement measures considered as part of the PD&E traffic noise analysis included traffic management, alignment modifications, buffer zones, and noise barriers. An evaluation of these noise mitigation options resulted in the recommendation of noise barriers as "both a feasible and reasonable abatement measure to reduce traffic noise" at the four historic properties within the Kenwood Historic District. However, noise barriers were also recommended in other segments of I-275, which included the segment adjacent to the Norwood School (8PI00714). Thus, noise barriers and their potential visual/aesthetic impacts became the primary focus of this effects evaluation study.

Public coordination included a meeting with representatives of the Kenwood Historic Neighborhood Association Board on July 28, 2015. In addition, a public hearing was held on September 29, 2015 at the First Baptist Church on Gandy Boulevard in St. Petersburg. A project newsletter is contained in **Appendix D**. No comments of concern related to the proposed project's involvement with the historic properties identified during the PD&E Study were received during the public hearing process.

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In consultation with the SHPO and FHWA, FDOT has applied the Criteria of Adverse Effect found in 36 CFR Part 800.5 and is presenting a finding of **No Adverse Effect** for the NRHP-listed **Kenwood Historic District (8PI11176)** and the 11 contributing resources within the project APE, as well as the determined NRHP-eligible **Norwood School (8PI00714)**.

**Kenwood Historic District (8PI11176):** The Recommended Build Alternative will not have an effect on the current and future access and use of the Kenwood Historic District, and air quality will also not be affected. However, noise levels will increase and noise barriers are recommended for a section of the eastern boundary of the Kenwood Historic District that fronts southbound I-275. While mitigating the traffic noise levels, the construction of noise barriers may result in a visual effect. Nevertheless, the visual impact the barriers will have on the district is limited to the district's eastern boundary view shed. The recommended noise barriers will be located outside the district's boundary, and will not be visible at street level or in relation to contributing resources at street level but rather as an element of the elevated highway. Furthermore, the noise barriers will not directly create a viewshed impact on any of the 11 contributing resources located within the project APE. The setting and character along the eastern edge of the district was compromised by the construction of I-275 in the 1970s and it does not convey its historic character. Therefore, the construction of recommended noise barriers will not further diminish or destroy the setting of the district within the project APE, and will not introduce a visual/aesthetic effect that will further diminish the district's view shed along its eastern boundary or any of the 11 contributing resources within the project APE. As such, the recommended noise barriers will not diminish or destroy the characteristics and qualities for which the historic district was listed in the NRHP in 2003 under Criterion A for Community Planning and Development and under Criterion C for Architecture as an example of a largely intact collection of early 20th century architecture in one of the first suburban areas of St. Petersburg.

**Norwood School (8PI00714):** The Recommended Build Alternative will not have an effect on the current and future access and use of the property, and air quality will also not be affected. The traffic noise level analysis indicated that the Recommended Build Alternative will result in 50.9 dB(A) at this location, which does not meet or exceed the NAC of 51 dB(A) for a Category D property. Noise abatement measures do not need to be considered for this specific property. However, test results at adjacent residential parcels exceeded the NAC for such properties; as a result a noise barrier is recommended along this segment of the highway. The proposed barriers will be situated outside, but west and adjacent of the property. The setting of the Norwood School was compromised by the construction of I-275 in the 1970s and the school currently sits devoid of its historic streetscape, setting and physical connection to the neighborhood it once served. Thus, the recommended noise barrier will not further alter the setting of the property in a negative way, nor introduce a visually intrusive element that will diminish or destroy the qualities and characteristics for which the Norwood School was determined eligible for individual listing in the NRHP. In addition, the proposed noise barrier will also mitigate the negative visual effect the highway currently poses.

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The potential use of noise barriers is a recommendation that will require further analysis and evaluation during the project's design phase. Further coordination with property owners will take place at that time. If noise barriers will be constructed, FDOT District Seven will follow acceptable best practices and context sensitive solutions, including aesthetic treatments in accordance with FDOT and/or FHWA guidelines.

The evaluation of potential effects to the NRHP-eligible **Jordan Park Elementary School** (8PI06901), **Manhattan Casino** (8PI00819), and **Papa's Dream** (8PI00726) resulted in a finding of **No Effect** if the Recommended Build Alternative is implemented. The proposed lane continuity improvements will generally require no new right of way, and thus, will not involve direct use impacts to the historic properties and the characteristics which qualify them for inclusion in the NRHP, including their historical and architectural significance. In addition, the Recommended Build Alternative will not affect either access or land use; will not create an increase in traffic noise levels that exceeds the NAC, and will not introduce adverse air quality impacts; and noise barriers were not recommended on segments of the highway adjacent, or visible from these resources.



## **2.0 PROJECT DESCRIPTION**

### **2.1 Project Description and Background**

The FDOT is conducting a PD&E Study to evaluate the need for capacity and operational improvements along I-275 from 54th Avenue South to north of 4th Street North in Pinellas County, a distance of approximately 16.3 miles. The study corridor is divided into three segments as listed below, and graphically displayed on **Figure 1.1**:

- Segment A: From south of 54th Avenue South to I-175, a distance of 4.6 miles;
- Segment B: From I-175 to south of Gandy Boulevard, a distance of 6.0 miles; and
- Segment C: From south of Gandy Boulevard to north of 4th Street North, a distance of 5.7 miles.

With respect to the PD&E Study section of I-275 within Segments A and B, only lane continuity improvements are being evaluated. Segment C is the focus of express or managed lane improvements. The objective of the PD&E study is to provide documented environmental and engineering analyses which will assist the FDOT and the FHWA in reaching a decision on the type, conceptual design, and location of the necessary improvements within the I-275 PD&E Study limits.

Several multimodal transportation planning studies for the I-275 PD&E Study Corridor within Pinellas County have been completed while others are presently underway. The findings from these studies are assisting the FDOT in identifying transportation improvements needed to adequately meet local and regional travel demands, as well as to support the on-going development of the PD&E Study's Recommended Build Alternative. The following sections describe the relevant multimodal planning studies prepared for the I-275 corridor in Pinellas County.

#### **2.1.1 Tampa Bay Express (TBX) Master Plan Overview**

FDOT District Seven developed the TBX Master Plan that indicates on which interstate facilities, and specific freeway segments of these facilities, it would be cost feasible to implement express lanes. This Plan ensures that the impacts of implementing express lanes on the Tampa Bay interstate system would be evaluated on a system-wide basis in lieu of treating each corridor as its own stand-alone project. The I-275 PD&E Study incorporates the TBX Master Plan improvements proposed for the I-275 study corridor as part of the Recommended Alternative along with the lane continuity improvements which would occur generally between 54th Avenue South to south of Gandy Boulevard.

Realizing a potential shortfall in funding for implementation of the Plan's ultimate capacity improvements planned for the Tampa Bay Region, the FDOT underwent an evaluation to identify a series of lower cost express lane projects that can be funded in the FDOT's Five-Year Work Program. These initial projects could be built within a five-year or less time period

and then later be incorporated into the Master Plan projects at minimal additional costs. The shorter-term, lower-cost improvements are considered the “Starter Projects.”

Further information regarding the development of the Master Plan and its proposed projects are documented in the TBX Master Plan document.

### **2.1.2 Pinellas Alternative Analysis (AA)**

In addition to addressing highway capacity deficiencies, this PD&E Study also considers multimodal accommodations envisioned for the I-275 study corridor and its regional connections to the rest of Tampa Bay. The Tampa Bay Area Regional Transportation Authority (TBARTA) adopted a Transportation Master Plan for Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, and Sarasota Counties in May 2009. While considering all modes of transportation, the TBARTA Master Plan focused on providing the framework for an integrated transit system to serve all parts of the region. In 2009, the Hillsborough, Pinellas, Pasco, and Hernando County Metropolitan Planning Organizations (MPOs) and Citrus County all adopted the TBARTA Mid Term (2040) Networks in their 2040 Needs plans and included several key elements of the Master Plan in their 2040 Cost Affordable Long Range Transportation Plans (LRTPs).

As a first step in moving toward implementation of this Plan, the Hillsborough Area Regional Transit Authority (HART) had undertaken an AA for a light rail transit corridor running from the University of South Florida, through downtown Tampa, to the Westshore area. This HART analysis included a service connection to a proposed High Speed Rail station in downtown Tampa. A second AA has been completed by the FDOT, TBARTA, the Pinellas County MPO and the Pinellas Suncoast Transit Authority (PSTA) for a premium transit corridor from downtown St. Petersburg, through the Pinellas Gateway area, to downtown Clearwater. In addition, the FDOT, local transit agencies, and MPOs have planned several Regional Transit Corridor Evaluations for other elements of the TBARTA Master Plan.

The 2012 Pinellas AA evaluated transit options connecting major residential, employment and activity centers in Pinellas County to Hillsborough County via the Howard Frankland Bridge corridor. The study identified a 24-mile light rail Locally Preferred Alternative (LPA) for its ability to offer transportation options that are safe, sustainable, affordable, and efficient. Significant countywide local bus enhancements were recommended to support the LPA, nearly doubling the existing local bus service with portions being implemented before the light rail.

A key element of the TBARTA Master Plan is to provide a transit linkage across Upper Tampa Bay linking Hillsborough and Pinellas Counties. Specifically, both the TBARTA Master Plan and the MPO LRTPs call for the linkage to be provided across the Howard Frankland Bridge (I-275/SR 93) corridor. This linkage would run from Hillsborough County's proposed Westshore Regional Multimodal Center (service connection to the proposed High Speed Rail Station in downtown Tampa) to Pinellas County's proposed Gateway Station. These stations would not serve as termini, but would allow uninterrupted transit movements from the St. Petersburg and Clearwater areas across the Howard Frankland Bridge to and

through Tampa's Central Business District (CBD) and vice versa. However, for this linkage to be possible, the Howard Frankland Bridge corridor must be able to accommodate the appropriate transit provisions. The FDOT plans to replace the northbound Howard Frankland Bridge in the future since it is approaching the end of its useful service life. Therefore, the I-275 PD&E Study will provide recommended improvements that provide the transit accommodations envisioned by TBARTA and the needed highway improvements consistent with the planned northbound bridge replacement.

### **2.1.3 Lane Continuity Study**

Completed in October 2008, the I-275 Lane Continuity Study evaluated operational improvements on I-275 from the Sunshine Skyway Bridge North Toll Plaza to Gandy Boulevard in Pinellas County. The study documented existing and future operational and safety conditions within the corridor for the purposes of recommending possible improvements to alleviate identified deficiencies. The study addressed both short-term traffic operational type improvements and longer-term major geometric improvements. As a long range improvement, the study recommended providing lane improvements to achieve one additional continuous lane on I-275 in each direction from 54th Avenue South to Gandy Boulevard.

The I-275 Pinellas PD&E Study will incorporate and update the Lane Continuity Study recommendations. Currently, I-275 from south of 54th Avenue South to 4th Street North has one continuous lane in the northbound direction and no continuous lanes in the southbound direction. According to the previous Lane Continuity Study recommendations, proposed lane additions to I-275 are anticipated to provide three continuous lanes in the northbound direction and two continuous lanes in the southbound direction between 54th Avenue South and 4th Street North. These new lane connections will improve the safety for motorists traveling the I-275 corridor by substantially reducing the number of lane changes for both directions of travel. The study also recommended modifications to certain interchanges within the study limits, allowing for a more refined analysis of those locations.

## **2.2 Existing Conditions**

I-275 is a limited access urban interstate highway facility that runs in a north and south direction through Pinellas County. The posted speed limit is 65 miles per hour (mph). Within the project limits, I-275 is comprised of a four-lane divided typical section with auxiliary lanes from south of 54th Avenue South to I-375. From I-375 to north of 4th Street North, I-275 is comprised of a six-lane divided typical section with auxiliary lanes.

The existing roadway typical sections, as shown on **Figure 2.1(a-f)**, are described as follows:

- Segment A (from south of 54th Avenue South to I-175): consists of four 12-foot general purpose travel lanes, two 12-foot auxiliary travel lanes, 12-foot inside and

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outside shoulders (10-foot paved) and generally open drainage with a median width that varies from 64 to 212 feet;

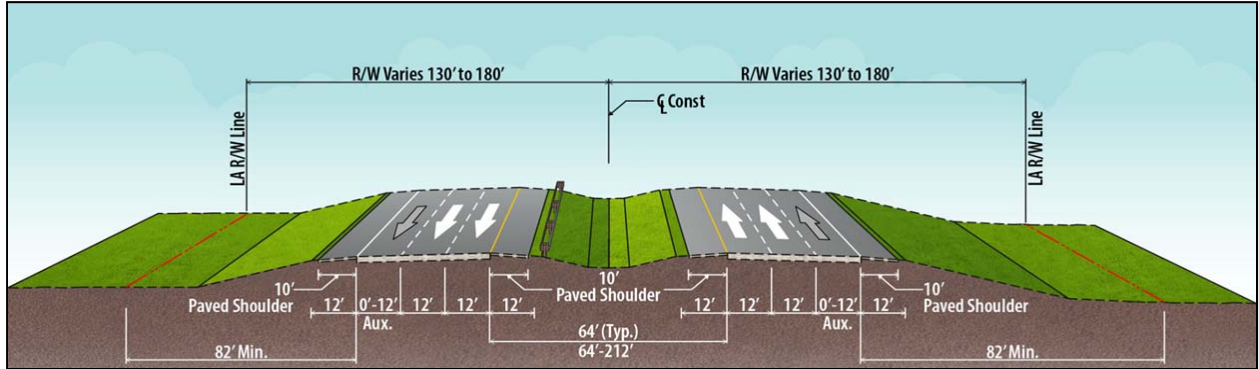
- Segment B (from I-175 to south of Gandy Boulevard): consists of six 12-foot general purpose travel lanes, two or four 12-foot auxiliary travel lanes, 12-foot inside and outside shoulders (10-foot paved) and generally open drainage with a median width that varies from 64 to 204 feet; and
- Segment C (from south of Gandy Boulevard to north of 4th Street North): There are four separate typical sections within Segment C (labeled separately as C1-C4).
  - C-1 (from south of Gandy Boulevard to Roosevelt Boulevard) consists of six 12-foot general purpose travel lanes, two or four 12-foot auxiliary travel lanes, 12-foot inside and outside shoulders (10-foot paved) and generally open drainage with a median width that varies from 64 to 204 feet;
  - C-2 (from Roosevelt Boulevard to south of 9th Street North): consists of six 12-foot general purpose travel lanes, zero to four 12-foot auxiliary travel lanes, 12-foot inside and outside shoulders (10-foot paved) and generally open drainage with a median width of 40 feet;
  - C-3 (from south of 9th Street North to north of 4th Street North): consists of six 12-foot general purpose travel lanes, two to four 12-foot auxiliary travel lanes, 12-foot inside and outside shoulders (10-foot paved) with a 26-foot wide concrete median containing a two-foot traffic barrier used to separate northbound and southbound traffic on I-275;
  - C-4 (from north of 4th Street North to 1.0 mile south of the Howard Frankland Bridge): the I-275 causeway consists of six 12-foot general purpose travel lanes, two 12-foot auxiliary lanes, 10-foot paved inside and outside shoulders, and a 22-foot median. The face of the outside barrier mounted on the sea walls is approximately 40 feet from the travel lanes.

No dedicated transit facilities, frontage roads or high-occupancy vehicle (HOV) lanes are currently provided within any of the I-275 mainline Segments. I-275 includes 15 interchanges within the project limits:

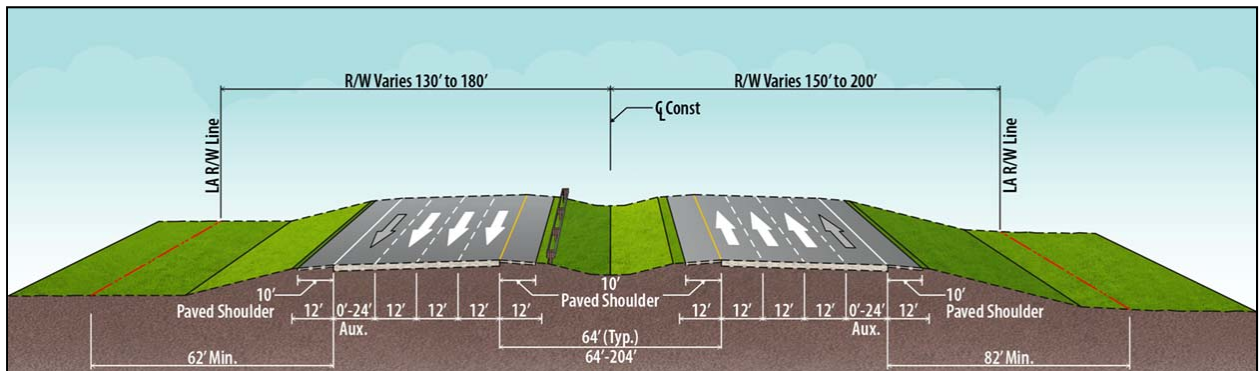
- |                       |                                       |
|-----------------------|---------------------------------------|
| 1. 54th Avenue South; | 9. 22nd Avenue North;                 |
| 2. 26th Avenue South; | 10. 38th Avenue North;                |
| 3. 22nd Avenue South; | 11. 54th Avenue North;                |
| 4. 31st Street South; | 12. Gandy Boulevard;                  |
| 5. 28th Street South; | 13. Roosevelt Boulevard/118th Avenue; |
| 6. I-175;             | 14. Ulmerton Road/9th Street North;   |
| 7. I-375;             | 15. 4th Street North.                 |
| 8. 5th Avenue North;  |                                       |

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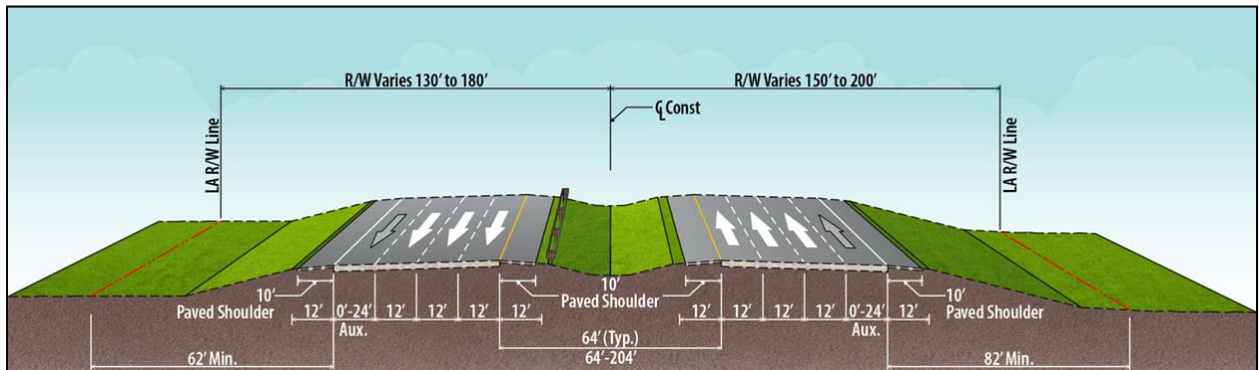
**Figure 2.1. Existing Typical Sections**



**Figure 2.1a. Existing I-275 Mainline Typical Section from south of 54th Avenue South to I-175 (Segment A)**



**Figure 2.1b. Existing I-275 Mainline Typical Section from I-175 to south of Gandy Boulevard (Segment B)**



**Figure 2.1c. Existing I-275 Mainline Typical Section from south of Gandy Boulevard to Roosevelt Boulevard (Segment C-1)**

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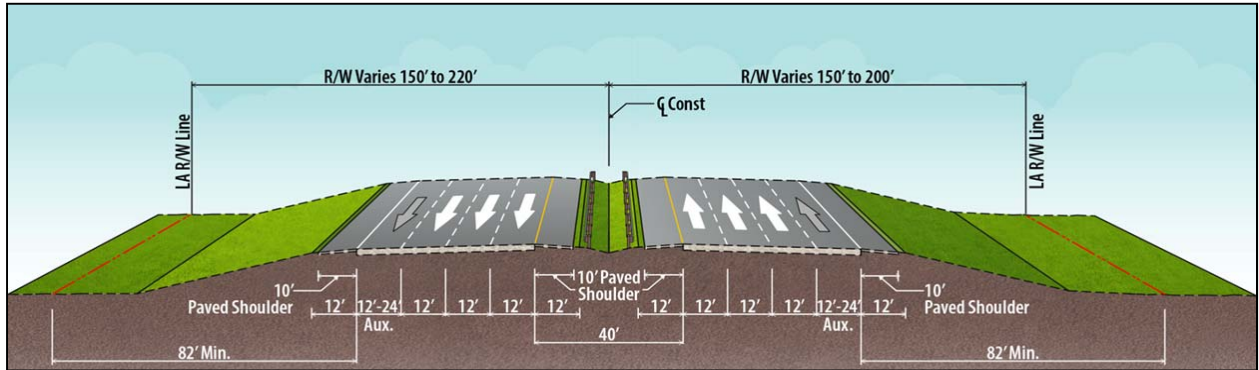


Figure 2.1d. Existing I-275 Mainline Typical Section from Roosevelt Boulevard to south of 9th Street North (Segment C-2)

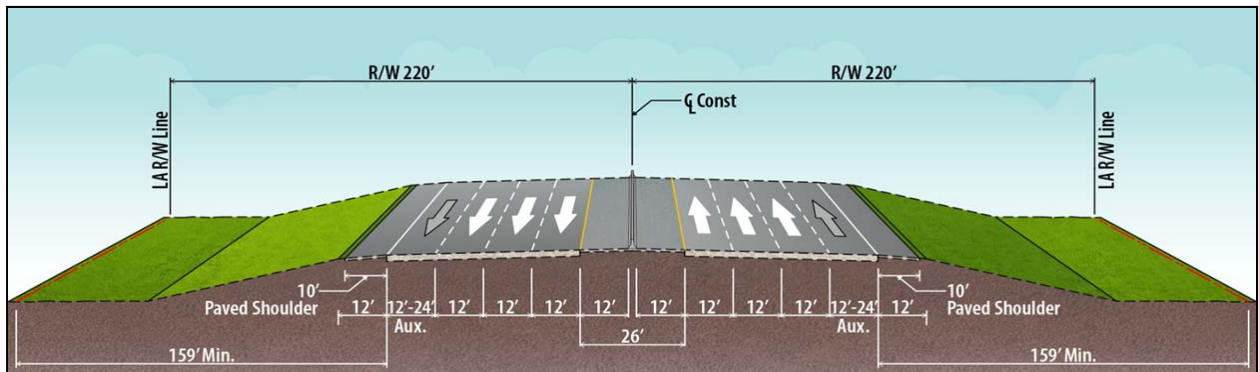


Figure 2.1e. Existing I-275 Mainline Typical Section from south of 9th Street North to south of 4th Street North (Segment C-3)

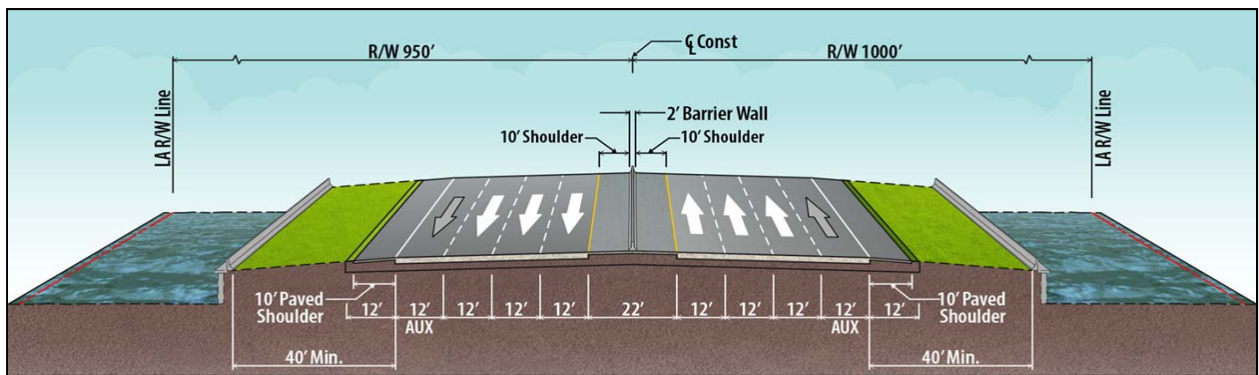


Figure 2.1f. Existing I-275 Mainline Typical Section from south of 4th Street North to 1.0 mile south of Howard Frankland Bridge (Segment C-4)

### **2.3 Project Purpose and Need**

I-275 is a vital link in the local and regional transportation network and serves as a critical evacuation route. As a major north-south corridor through Pinellas County, I-275 links the Tampa Bay Region with the remainder of the state and the nation supporting commerce, trade, and tourism. I-275 is part of the Strategic Intermodal System (SIS), a statewide transportation network of highways, railways, waterways, and transportation hubs that provides for the movement of goods and people at high speeds and high traffic volumes. As an SIS facility and part of the regional roadway network, I-275 is included in the 2040 Regional LRTP developed by the West Central Florida MPO's Chairs Coordinating Committee (CCC) and the TBARTA Master Plan. Preserving the operational integrity and regional functionality of I-275 is critical to mobility and economy of the Tampa Bay Region.

The purpose of this project is to provide for operational and safety improvements that maximize capacity within the I-275 corridor, improve lane continuity and connect I-275 within Pinellas County to the future network of express lanes planned for the Tampa Bay Region. Improvements are needed within the I-275 corridor to help alleviate existing traffic congestion, enhance safety and better accommodate future travel demands associated with projected growth in employment and population. The addition of special use/express lanes is included in the FDOT's Approved SIS Highway Component 2040 Cost Feasible Plan.

In 2012, Annual Average Daily Traffic (AADT) volumes on I-275 ranged from a low of 82,000 vehicles per day north of 54th Avenue South to a high of 142,500 vehicles per day north of 4th Street North. Under these existing traffic loadings, several sections along the I-275 mainline operate deficiently (Level of Service – LOS E) during both the morning and afternoon peak travel periods and does not meet the minimum LOS standard D for SIS highway facilities. Population and employment in Pinellas County are projected to grow with aggressive redevelopment programs and infill potential, thereby resulting in increased future traffic volumes on I-275 that range from a low of 132,000 vehicles per day north of 54th Avenue South to a high of 274,000 vehicles per day north of 4th Street North in the design year (2040). Without improvements, the operating conditions along I-275 and connecting roadways will continue to deteriorate, resulting in unacceptable levels of service throughout the entire study corridor. Capacity and operational improvements could also enhance travel safety by reducing congestion, thereby decreasing vehicle conflicts. According to the crash records for the years 2009 through 2013, obtained from the FDOT's crash database, a total of 2,082 crashes were reported along I-275 within the project limits. Eighteen crashes resulted in one or more fatalities, 976 crashes resulted in personal injuries, and 1,088 crashes resulted in property damage only.



### **3.0 CULTURAL SETTING**

A historic context for the I-275 project area is included in the CRAS Report prepared for the PD&E Study (ACI 2015), and is not repeated here. A brief summary of relevant historical trends in the St. Petersburg area follows.

The 1866 Homestead Act allowed freedmen and loyal United States citizens to receive 80-acre tracts in Florida. Former Confederates became eligible to receive homesteads in 1876, when the lands were open to unrestricted sale (Tebeau 1980:266, 294). The Homestead Act encouraged growth and settlement, and between 1860 and 1870, the population of the Pinellas peninsula had doubled from 164 families to 781 individuals (Dunn 1973:22). The southern portion of the peninsula was slow to develop. The 1880 U.S. Census shows a population of 160 people divided into 39 families in Township 31 South, Ranges 16 and 17 East (Piper Archaeological Research and ACI 1978:28-29). The fertile land north of Lake Maggiore (then called Salt Lake) was first settled by farmers (Grismer 1948). Among the early settlers in this area were John A. Bethell, who purchased 40 acres in 1862 for 75 cents per acre; Bethel's property was in Sections 34 and 36 of Township 31 South, Range 16 East (State of Florida n.d.). Bethell and Alex and Vincent Leonardy began farming in this area in 1867. Another early settler was Louis Bell, who arrived in 1868. John Donaldson, the first African-American to settle in the lower Pinellas peninsula, bought 40 acres in Section 26 of Township 31 South, Range 16 East in 1882 (Bethell 1914:20; Wells 1968; and Fuller 1972:88-90 in Piper Archaeological Research and ACI 1978:28). Most of the land within the sections that comprise the study area were deeded to individuals or corporations in the late 1870s and early 1880s (State of Florida n.d.).

The State of Florida faced a financial crisis involving title to public lands in the early 1880s. By Act of Congress in 1850, the federal government turned over to the states for drainage and reclamation all "swamp and overflow land." Florida received approximately ten million acres. To manage that land and the five million acres the state had received on entering the Union, the Florida legislature created the Board of Trustees of the Internal Improvement Fund in 1851. In 1855, the legislature set up the trust fund in which state lands were to be held. The Fund became mired in debt after the Civil War, and under state law, no land could be sold until the debt was cleared. In 1881, the Trustees started searching for someone to buy enough state land to pay off the Fund's debt to permit sale of the remaining millions of acres that it controlled.

By 1881, Hamilton Disston, a member of a prominent Pennsylvania saw manufacturing family and friend of then Governor William Bloxham, had entered into agreement with the State to purchase four million acres of swamp and overflowed land for one million dollars. In exchange for this, he promised to drain and improve the land. Disston's land holding company was the Florida Land and Improvement Company. He and his associates also formed the Atlantic and Gulf Coast Canal and Okeechobee Land Company in 1881 as part of the drainage contract established with the State (Davis 1939:205). This contract provided one-half of the acreage that they could drain, reclaim, and make fit for cultivation south of Orlando and east of the Peace River. The Disston Purchase enabled the distribution of large land subsidies to railroad companies, inducing them to begin extensive construction. Disston



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and the railroad companies in turn sold smaller parcels of land to developers and private investors (Tebeau and Carson 1965:252). Disston's Florida Land and Improvement Company purchased an estimated 150,000 acres in Pinellas County (Grismer 1948:48), including land in today's I-275 corridor study area. All sections were originally purchased, at least in part, by Hamilton Disston's Florida Land and Improvement Company on January 5, 1883. The majority of Disston's purchases became the center of Disston City, now Gulfport.

By 1880, the Pinellas peninsula boasted 1,111 people and 240 houses (Dunn 1973:22). The largest concentration of people living on the Pinellas peninsula resided in the Clearwater area. After the Civil War, Southerners sought new homes to escape the unrest in the neighboring ex-Confederate states. In addition, the war brought prosperity to a large number of Northerners who sought vacation homes in warmer climates (Shofner 1995:83). The beginning of the local tourism industry can be dated to April 1885; Dr. W.C. Van Bibber of Baltimore praised the Pinellas peninsula as the healthiest spot on earth at the American Medical Society Convention. His report from New Orleans prompted a flood of tourists and emigrants advised by their doctors to settle in Florida (PCPD 1995:22).

Frank Allen Davis moved to Florida after hearing of Van Bibber's health claims of the Pinellas peninsula. After an apparent miraculous recovery during the winter of 1888 and 1889, Davis was one of the many entrepreneurs who purchased lands from Disston. He had a significant impact in the area by establishing the St. Petersburg Electric and Utilities Company, which furnished the community with electricity, a trolley, a telephone company, a freight ferry, and an "Electric Pier" (Everett 1994).

Improvements in transportation systems played a major role in establishing cities in Florida and fostering growth. The railroad era saw increased tourism as well as a growing permanent population (Pettengill 1952). The Orange Belt Railroad Company, organized by Peter A. Demens, was the first railroad to service the Pinellas peninsula. Demens constructed a narrow gauge railway line from Sanford to St. Petersburg, a town he named after his native city of St. Petersburg, Russia. The Orange Belt arrived on the Pinellas peninsula in 1888; its construction helped spur development in the area, and St. Petersburg became a population, shipping and trading center for the lower Pinellas peninsula. In 1892, St. Petersburg was incorporated as a city, and had a population of over 300 residents.

At the same time as the construction of the Orange Belt, Henry Bradley Plant, a prominent railroad operator in Georgia and South Carolina, wanted to expand his railway lines into Florida, a place he considered the only isolated area remaining in the south. In 1883, he purchased a charter from Alfred M. Parslow to build a railroad from Kissimmee to Tampa. Because the charter had only a seven-month life remaining, Plant constructed the railroad from both ends to meet in the middle. With this segment complete, there was a cross-state railroad connecting Tampa with Sanford and Jacksonville to the north (Bruton and Bailey 1984:72). The Plant System acquired the Orange Belt Railway in 1895 due its many financial difficulties. Thereafter, the Orange Belt operated under the names of the Sanford & St. Petersburg Railroad and the Florida Central & Peninsular Railroad. In 1902, it became the Atlantic Coast Line, which served the area until it merged with the Seaboard Air Line in

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1967, becoming the Seaboard Coast Line (Covington 1957:182; Horgan et al. 1992:129, 156-157).

During the winter of 1894-95, the "Great Freeze" devastated ninety percent of Florida's emerging citrus industry. In the year prior to the freeze, groves produced 5,550,367 boxes of fruit; in the year after, only 150,000 boxes were picked (Hatton 1987:29). After the freeze, some growers, whose crops were destroyed, turned to truck farming tobacco, cotton, and strawberries, which were faster crops to grow.

During the first two decades of the new century, the Pinellas peninsula witnessed the introduction of electricity, telephone service, modern utilities, and automobile transportation. It was not until the early 1900s that the Pinellas County beaches became a focal point for development (PCPD 1995:9). Prior to this time, inaccessibility was the main reason for the slow pace of development. In 1910, Congress appropriated \$29,000 to dredge Clearwater and Boca Ciega Bays to Tampa Bay. This project was completed in 1915, providing a five-foot channel at low tide from the Cleveland Street dock to Tampa Bay (Dunn 1973).

After a long battle, the Florida Legislature approved the separation of Pinellas County from Hillsborough County on May 23, 1911. The division was prompted by the need for roads on the Pinellas peninsula and the refusal of the Hillsborough County government to provide them (PCPD 1995:28). In 1911, the City of St. Petersburg expanded its southern boundary to 17th Avenue South, and by 1914, the city included the land north to 22nd Avenue and west to Boca Ciega Bay (Uguccioni and Stewart 2002). In 1912, the county approved a bond issue for hard-surfaced roads, and again, four years later for brick roads. A second railroad, the Tampa and Gulf Coast, was added to the peninsula's transportation system in 1914, connecting Clearwater, Largo, and St. Petersburg with Tampa (PCPD 1995:28; Sanders 1983:49). This line eventually became part of the Seaboard Coastline Railroad. In 1917, construction of a two-mile bridge from Clearwater to Clearwater Beach provided the first automobile access to this barrier island (PCPD 1995:35). In the next decade, this wooden bridge was replaced by a "million dollar causeway" (PCPD 1995:47).

The great Florida Land Boom of the 1920s saw widespread development due to the mild winters, the growing number of tourists, the larger use of the automobile, the completion of roads, and the promise by the Florida Legislature never to pass state income or inheritance taxes. By 1924, thousands of acres of land surrounding downtown St. Petersburg had been platted into residential communities. As part of the new growth, motels, public buildings, and subdivisions, many with a Spanish theme and Mediterranean Revival architecture, were built throughout the Pinellas peninsula. One of the most spectacular examples of development in Pinellas County was the Don Ce-Sar Hotel, constructed from September 1925 through January 1928 at a cost of approximately \$1.5 million. The ten-story hotel boasted 312 rooms and 312 bathrooms with 382 feet of beach frontage (Hurley 1989:143-145).

The Kenwood neighborhood was formed in 1913 when Charles R. Hall built 10 houses along Central Avenue. Development of Kenwood increased dramatically during the 1920s when thousands of houses, many of them Craftsman style, were built in the neighborhood.

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In 1926, St. Petersburg High School was completed in the north-central part of Kenwood. Construction continued in Kenwood through the 1960s (Uguccioni and Stewart 2002).

The plans for a trans-Tampa Bay bridge were first envisioned by George Gandy in 1910. Gandy collaborated with H. Walter Fuller, who controlled the streetcar system in St. Petersburg, and construction of the Gandy Bridge was started in September 1922. Two years later, the Gandy Bridge opened between Tampa and St. Petersburg, shortening the trip from 43 to 19 miles (Arsenault 1988). By 1926, a network of paved highways connected Clearwater with Tampa, St. Petersburg and other cities in the County. The 9.5 mile Courtney Campbell Causeway, connecting Clearwater to Tampa, was constructed by Captain Ben T. Davis between 1927 and 1934 (Sanders 1983:83-84).

The 22nd Street South community, nicknamed the Deuces, developed in the 1920s when black residents in Jim Crow era St. Petersburg were violently pressured to move farther from downtown. They formed their own middle-class community in what was then wilderness. Many of the black newcomers who relocated to St. Petersburg during the Florida Land Boom settled in the neighborhood, and it became the center of African-American life in St. Petersburg during segregation. A number of enterprises, many owned by African-Americans, were built along 22nd Street South that included stores, restaurants, professional services, and entertainment venues, such as the Manhattan Casino (8PI819). Elder Jordan, Sr., was a notable entrepreneur in the neighborhood. In addition to building the Manhattan Casino with his son, Elder Jordan, Jr., the older Jordan started a bus line to Tampa and funded the construction of many houses in the neighborhood. Jordan Academy, later named Jordan Park Elementary School (8PI6901), was named after him when it opened in 1925. The Jordan Park Housing Complex was also named for Jordan, Sr. The 446-unit project, completed in 1941, was funded by the U.S. Housing Authority (City of St. Petersburg 2014).

In 1926, the bottom fell out of the Florida real estate market. Massive freight car congestion from hundreds of loaded cars sitting in railroad yards caused the Florida East Coast Railway to embargo all but perishable goods in August of 1925 (Curl 1986). The embargo spread to other railroads throughout the state, and, as a result, most construction halted. The 1926 real estate economy in Florida was based upon such wild land speculations that banks could not keep track of loans or property values (Eriksen 1994). By October, rumors were rampant in northern newspapers concerning fraudulent practices in the real estate market in south Florida. Confidence in the Florida real estate market quickly diminished, investors could not sell lots, and depression hit Florida earlier than the rest of the nation. Development virtually halted for a decade. To make the situation worse, two hurricanes hit south Florida in 1926 and 1928. The hurricanes destroyed confidence in Florida as a tropical paradise and created a flood of refugees fleeing northward. The collapse of the Florida Land Boom, the 1929 stock market crash, and the onset of the Great Depression left the area in a state of stagnation.

Depression hit the citrus industry as well. In 1930, the census revealed that citrus and construction industries each employed approximately eight percent of the Pinellas County population. In that year, the Mediterranean fruit fly invaded and paralyzed the citrus industry

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creating quarantines and inspections, which further slowed an already sluggish industry. Tourism still played a major role in the local economy but to a lesser extent than in the 1920s. Most winter visitors were wealthy northerners who did not lose their money in the stock market crash, but who now spent their money cautiously.

By the mid-1930s, the New Deal programs implemented by the Franklin D. Roosevelt administration started employing large numbers of workers, helping to revive the economy of the state. The programs, aimed at pulling the nation out of the Depression, were instrumental in the construction of parks, bridges, and public buildings. The late 1930s were marked by interest in further development of the Gulf beaches. While beach development had been minimal during the 1920s, largely due to limited access, inadequate utilities (especially water), and “clouds of mosquitoes” (PCPD 1995:51), the 1930s witnessed the construction of many new facilities and the provision of new services. These improvements were aided by the federal Public Works Administration program.

The population of Pinellas County grew 120% between 1920 and 1930, and 48% from 1930 to 1940. Less than 10% of the county's total land was developed at this time. By 1940, the increasing proportion of employment in the retail trade (22%) and service (39%) sectors indicated the County's growing dependence on tourists and seasonal residents (PCPD 1995:52). In 1932, construction of the Bay Pines Veterans Hospital was begun (FMSF).

By 1940, recovery from the Great Depression was imminent. The incoming service personnel renewed the area's economy. The U.S. entered World War II in 1941. Overall, the war years dramatically slowed the County's population growth, and the tourist trade was reduced by travel restrictions and the rationing of gasoline and tires (PCPD 1995:60). However, federal roads, channel building, and airfield construction for the wartime defense effort brought numerous people into the area. In early 1942, the Army took over most of the Pass-a-Grille community, uprooting its residents in the process. Occupation by the military lasted until June of 1945 (Hurley 1989).

In the spring of 1942, the Army Air Force selected St. Petersburg as a basic training center. Trainees occupied more than 50 hotels in the St. Petersburg area. On Sundays and days off, the GIs “swarmed over the beaches” (Hurley 1989:176). Also in 1942, the Army condemned and purchased the Don Ce-Sar. The former luxury hotel was used as a hospital for the St. Petersburg basic training center. Later, in 1943, the Don Ce-Sar became a sub base hospital for Mac Dill Air Force Base. Between February 1944 and June 1945, it functioned as the Army Air Force Convalescent Hospital. Also during World War II, isolated stretches of the Gulf beaches became aircraft gunnery and bombing ranges (Hurley 1989).

The government forced the sale of the Gandy Bridge and Davis Causeway. Formerly toll facilities, the government lifted the tolls so that soldiers who trained in Tampa and resided in Pinellas County would not have to pay the tolls at each crossing (Sanders 1983:84). Among the hallmarks of the 1940s and 1950s were the improvements to the existing road systems. Initially undertaken to improve the transport of military vehicles during World War II, civilians continued to benefit from the improvements after the war ended. In Pinellas County, the last segment of the Gulf Coast Highway, which is now known as US Highway 19, opened for

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traffic in St. Petersburg. This provided a direct route between St. Petersburg and Tallahassee, and the areas bordering this road developed almost immediately (PCPD 1995:4).

The inexpensive automobile meant cheaper and easier vacations available to the average American. After the war, car ownership increased making the American public more mobile. Many who had served at Florida's military bases during World War II returned with their families to live. As veterans returned, the trend in new housing focused on the development of small tract homes in new subdivisions. By the late 1950s, increasing numbers of tourists and retirees made retail and the service industries the dominant employers in Pinellas County (PCPD 1995:4). During the 1950s, the population of Pinellas County increased by more than 135% (Hurley 1989:182). The last segment of the Gulf Coast Highway (now US 19) opened to traffic in St. Petersburg in July 1955, providing a direct route between Pinellas County and Tallahassee. Commercial and residential development along the route soon followed (New South Associates 2008:23).

The African-American 22nd Street South neighborhood continued to grow, and the neighborhood peaked with 111 businesses in 1960. But a number of residents moved away in the 1960s as segregation came to an end. The Manhattan Casino closed in 1968. Crime increased in the following decades (Peck and Wilson 2006).

Citrus, once the mainstay of Pinellas County, did not rebound after the 1962 freeze ruined the crop. Land in the county was too valuable thereafter to replant with citrus trees. Subdivisions, commercial centers, and roads replaced former groves (Sanders 1983:189). By the early 1960s, Pinellas County contained more mobile homes than any other county in Florida (New South Associates 2008:23). Many roads were widened and bridges were replaced during the 1950s and 1960s. The State Road Department widened and improved the Davis Causeway, renaming it the Courtney Campbell Parkway. In addition, the original Sunshine Skyway, a modern engineering feat, opened in 1954, providing access to Manatee County and points south from the Pinellas Peninsula (Dunn 1973). In 1967, the Pinellas Expressway Authority was created by the legislature to develop a plan for a north-south road between St. Petersburg and Clearwater to augment US 19. This 23-mile road was to run roughly parallel to Alt. US 19. However, strong local opposition led to the termination of these plans, and the dismantling of the Expressway Authority.

Beginning in the 1970s, I-275 was built in segments through Pinellas County (Ringwald 2012). The completion of the Howard Frankland Bridge over Tampa Bay in 1960 was the first step in the interstate's construction (PCPD 1995:5). The bridge later became part of I-275. The segment from Roosevelt Boulevard south to 38th Avenue North began in the early 1970s. The interstate continued southward and reached 22nd Avenue North in 1974 and then 5th Avenue North in 1975. North Bay Drive, now I-375, was completed in downtown St. Petersburg in 1977. Also that year, the elevated portion of I-275 that extends from I-375 to I-175 was completed. I-175, or South Bay Drive, followed in 1978. The interstate cut through the 22nd Street South neighborhood in the late 1970s (**Photo 3.1**), and reached 26th Street South in 1981, and 54th Avenue South in 1983. The last section was finished in 1987, the same year the current Sunshine Skyway opened (Ringwald 2012). I-275's exit numbers

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were originally in sequential order, but they were changed in 2001 to a mile marker system, as were all other interstates within Florida.



**Photo 3.1.** I-275 under construction near the 22nd Street South neighborhood.  
(Source: City of St. Petersburg)

Currently, the key business sectors in Pinellas County are tourism, manufacturing, and financial. The U.S. Census Bureau (USCB) designated along with Hillsborough, Hernando, and Pasco Counties as the Tampa-St. Petersburg-Clearwater Metropolitan Area. Currently, Pinellas County is the sixth most populous county, with 916,542 residents (USCB 2011).

## 4.0 EXISTING SIGNIFICANT HISTORIC PROPERTIES

The 2015 CRAS resulted in the identification of 16 historic resources within the project APE that are NRHP-listed, eligible, or considered potentially eligible. The CRAS included extensive physical descriptions, and historical information related to these 16 significant resources (ACI 2015) and some of the information is not repeated here. A summary of the history and importance of these significant properties follows.

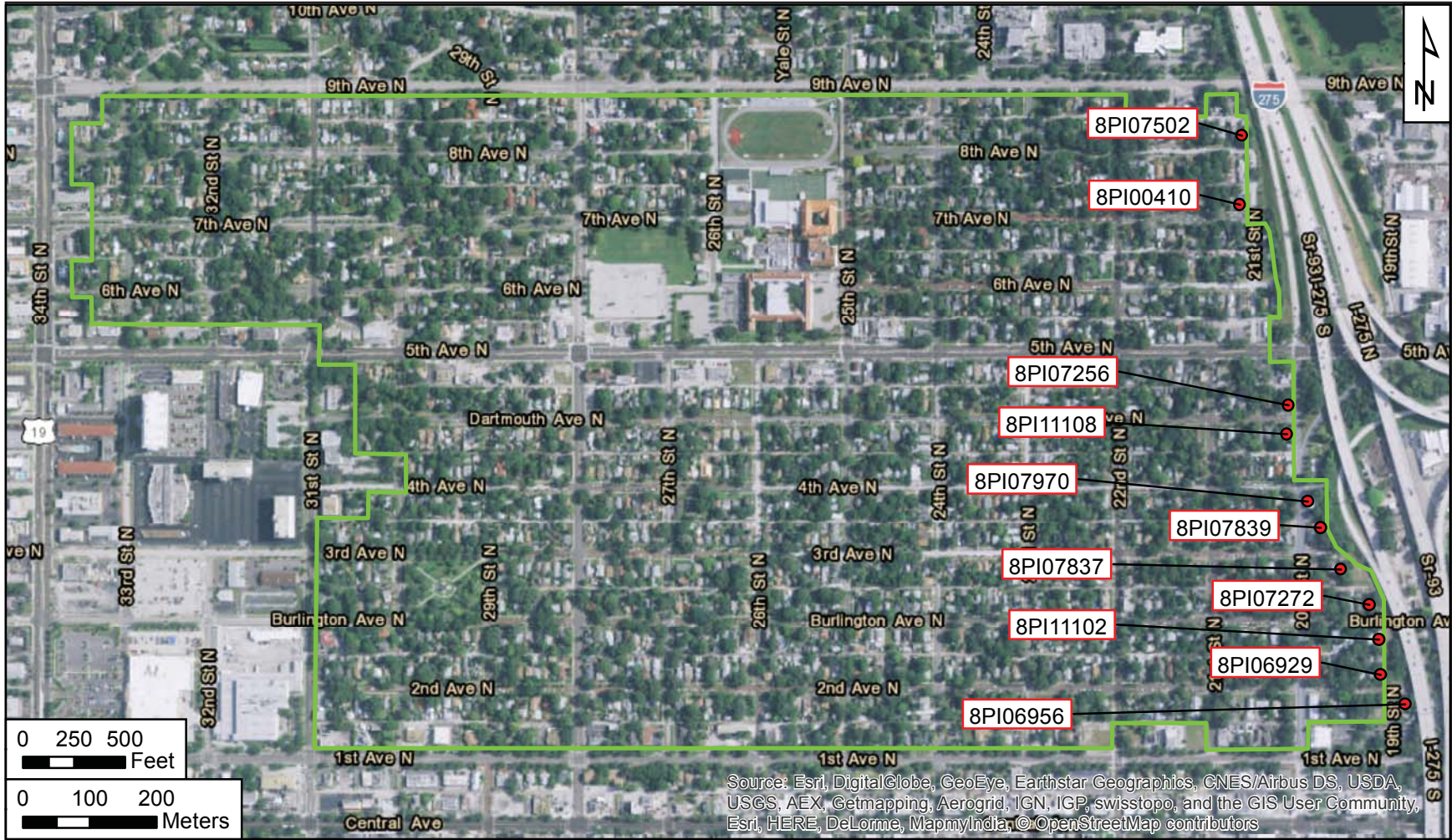
### 4.1 Kenwood Historic District (8PI11176)

The NRHP-listed Kenwood Historic District (8PI11176) (**Figure 4.1**) is a mostly residential area located in St. Petersburg. 8PI11176 was listed in the NRHP in 2003 under Criterion A for Community Planning and Development and under Criterion C for Architecture. It is a largely intact collection of early 20th century architecture in one of the first suburban areas of St. Petersburg to be developed. The period of significance is 1913 to 1953. When listed, the district had 2,204 contributing resources and 178 noncontributing resources within its boundaries, which extended from about I-275 to the east, 1st Avenue North to the south, 34th Street North to the west, and 9th Avenue North to the north. The 375-acre district includes examples of the Frame Vernacular, Masonry Vernacular, Craftsman Bungalow, Minimal Traditional, Tudor Revival, Mediterranean Revival, Colonial Revival, Ranch, Prairie, American Foursquare, Dutch Colonial Revival, Mission, and International styles. The mostly residential historic district also contains five churches, 29 commercial buildings, a school, and a park (FMSF).

Eleven contributing resources are located within the I-275 project APE (8PI06929, 8PI06956, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108). Of these, 10 were included in the original nomination as contributing resources. 8PI06956, excluded from the original designation, was newly added as a potentially contributing resource during the I-275 CRAS. This ca. 1921, two-story residential building with an associated two-story garage is located at 1846 2nd Avenue N. It meets the period of significance and designation criteria for the Kenwood Historic District. 8PI06956 is located on a parcel directly east of the district's eastern boundary along 19th Street. A revision of the historic district's eastern boundary was proposed that only included this parcel and the two structures on it (**Figure 4.2**). The district's period of significance was not revised, and remained from 1913 to 1953. The SHPO concurred with these findings (**Appendix A**).

The other 10 contributing resources located within the I-275 project APE are: a ca. 1936 Minimal Traditional style residence at 1905 2nd Avenue North (8PI06929); a ca. 1940 Frame Vernacular style residence at 2001 Dartmouth Avenue North (8PI07256); a ca. 1925 Craftsman style residence at 1911 Burlington Avenue North (8PI07272); a ca. 1932 Bungalow style residence at 2105 7th Avenue North (8PI07410); a ca. 1938 Bungalow style residence at 2101 8th Avenue North (8PI07502); a ca. 1925 Craftsman style residence at

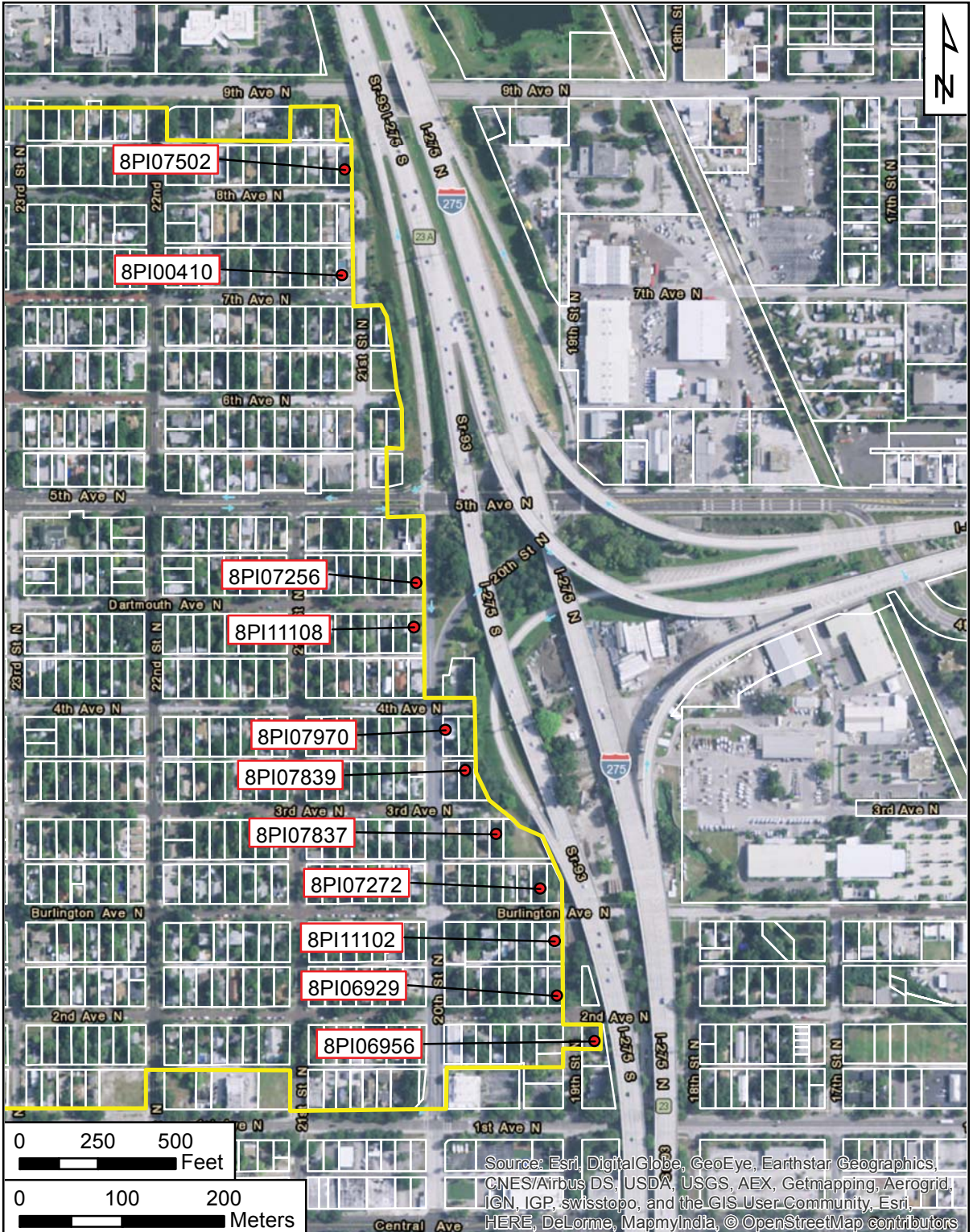




**Figure 4.1.** Location and boundary of the Kenwood Historic District (as originally listed in the NRHP) and contributing resources within the I-275 APE.

**I-275 PD&E Study**  
**From South of**  
**54th Avenue South to North of**  
**4th Street North**  
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**Figure 4.2.** Revised eastern boundary of the Kenwood Historic District showing addition of 8PI06956. Red dots denote contributing resources.

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1936 3rd Avenue North (8PI07837); a ca. 1925 Frame Vernacular style residence at 1931 3rd Avenue North (8PI07839); a ca. 1925 Frame Vernacular style residence at 1960 4th Avenue North (8PI07970); a ca. 1948 Masonry Vernacular style residence at 230 19th Street North (8PI11102); and a ca. 1945 Frame Vernacular style residence at 430 20th Street North (8PI11108). The 11 contributing resources within the Kenwood Historic District are shown in Photos 4.1 through 4.11.



**Photo 4.1.** The residence at 1905 2nd Ave. N. (8PI06929), facing north.



**Photo 4.2.** The residence at 2001 Dartmouth Ave. N. (8PI07256), facing northwest.

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**Photo 4.3.** The residence at 1911 Burlington Ave. N. (8PI07272), facing northeast.



**Photo 4.4.** The residence at 7105 7th Ave. N. (8PI07410), facing northwest.



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**Photo 4.5.** The residence at 2101 8th Ave. N. (8PI07502), facing northwest.



**Photo 4.6.** The residence at 1936 3rd Ave. N. (8PI07837), facing southwest.

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**Photo 4.7.** The residence at 1931 3rd Ave. N. (8PI07839), facing northwest.



**Photo 4.8.** The apartment building at 1960 4th Ave. N. (8PI07970), facing southeast.



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**Photo 4.9.** The residence at 230 19th St. N. (8PI11102), facing southwest.



**Photo 4.10.** The duplex at 430 20th St. N. (8PI11108), facing southeast.



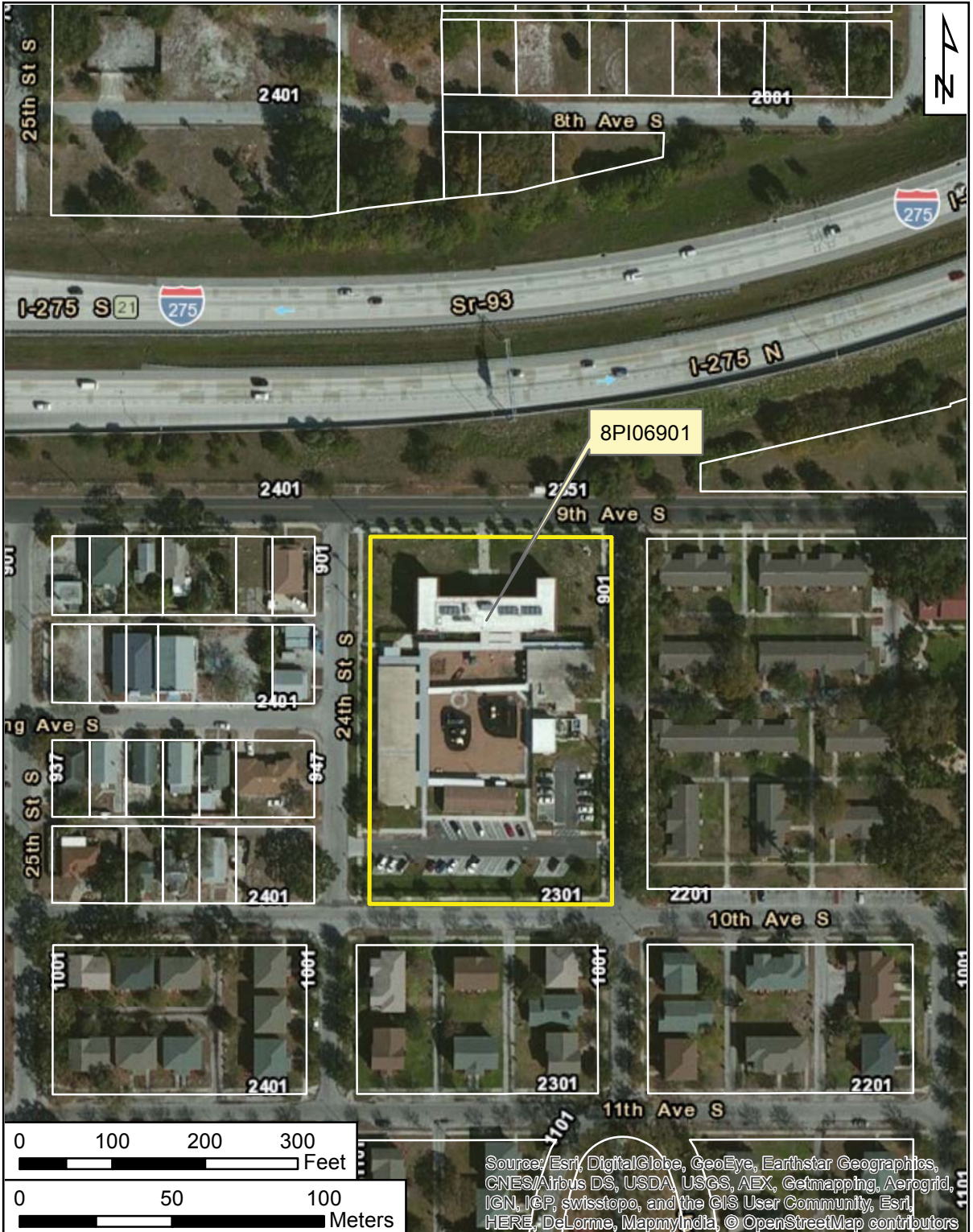
**Photo 4.11.** The residence at 1846 2nd Ave. N. (8PI06956), facing south.

#### **4.2 Jordan Park Elementary School (8PI06901)**

Jordan Park Elementary School at 2390 9th Ave. S. (8PI06901) was built in 1925 to serve the traditionally African-American 22nd Street South community (**Figures 1.2 and 4.3; Photo 4.12**). The two-story, Masonry Vernacular style building is U-shaped. The original building had 12 classrooms. Twelve more classrooms were added in 1948, and a cafeteria followed in 1952.

Jordan Park Elementary School was the second school built in St. Petersburg exclusively for blacks and is the oldest surviving example. Community education activist George Perkins was the first principal. An estimated 75 percent of the City's African Americans had matriculated at the school before it closed in 1975. It was used as a Head Start Center in the 1990s and was sold to the City of St. Petersburg in 2007. Following renovations, the school is currently a Head Start Program Center. The SHPO determined 8PI06901 individually eligible for NRHP listing under Criterion A in the area of Black Ethnic Heritage.





**Figure 4.3.** Location and boundary (yellow line) of the NRHP-eligible Jordan Park Elementary School (8PI06901).

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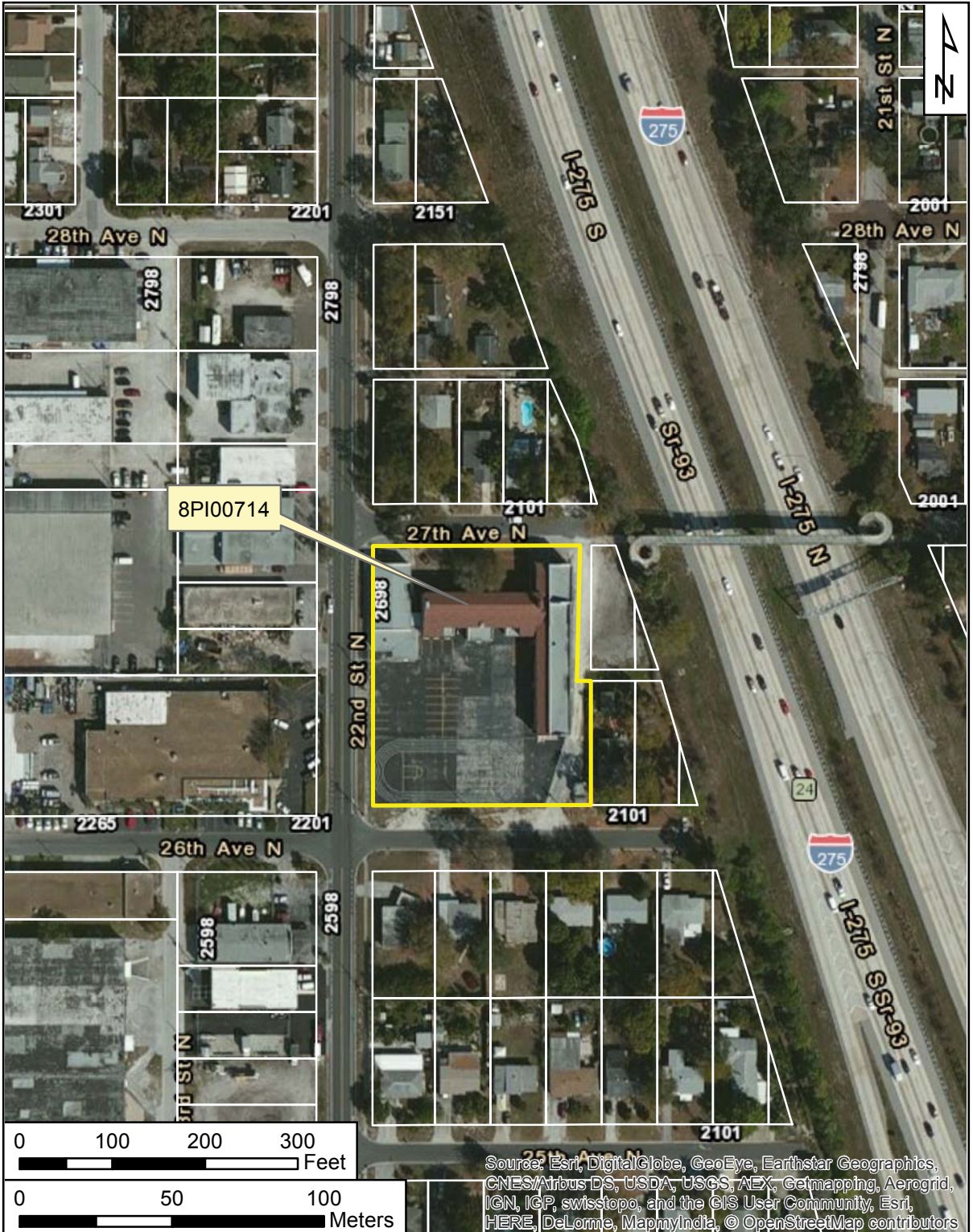


**Photo 4.12.** Jordan Park Elementary School (8PI06901) at 2390 9th Ave. S., facing southeast.

#### **4.3 Norwood School (8PI00714)**

The Norwood School (8PI00714) located at 2154 27th Ave. N., is a two-story, irregularly-shaped, Mediterranean Revival style building originally constructed in 1925 (**Figures 1.2 and 4.4; Photos 4.13 and 4.14**).; The SHPO determined 8PI00714 eligible for individual listing in the NRHP under Criterion A in the areas of Education and Community Planning and Development and Criterion C in the area of Architecture.

The Norwood School was constructed in 1925 and expanded in 1927, The expanded school was renamed for Norwood, a longtime St. Petersburg teacher, merchant, and civic leader who was chairman of the school board at the time (St. Petersburg Times 1927; PCSBPI 1962). Other additions were completed ca. 1955 to the west and northeast, and another to the southwest was completed ca. 1965 (PALMM 1952; PALMM 1957; PALMM 1970).



**Figure 4.4.** Location and boundary (yellow line) of the NRHP-eligible Norwood School (8PI00714).

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**Photo 4.13.** The Norwood School (8PI00714) at 2154 27th Ave. N., facing south



**Photo 4.14.** The Norwood School (8PI00714) at 2154 27th Ave. N., facing north

The school was a focal point of the neighborhood, and the Norwood Parent-Teacher Association. I-275 was rerouted to avoid the school in the early 1970s, and a pedestrian overpass was built across the interstate to provide access to the school area. Yet, the Norwood School was slated for demolition in the mid-1970s because of its poor condition and lack of air conditioning (The Evening Independent 1973a; Phelps 1974). The school

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eventually was renovated in the mid-1980s (Norton 1989). Norwood closed in May 1997, because it was too small and lacked the land necessary to expand. The property temporarily housed the students and staff of Lakewood Elementary until November 1998. After that, the Norwood School served as an alternative high school to educate students suspended from regular Pinellas County high schools (Opel 1998). The building closed ca. 2008 and is now vacant.

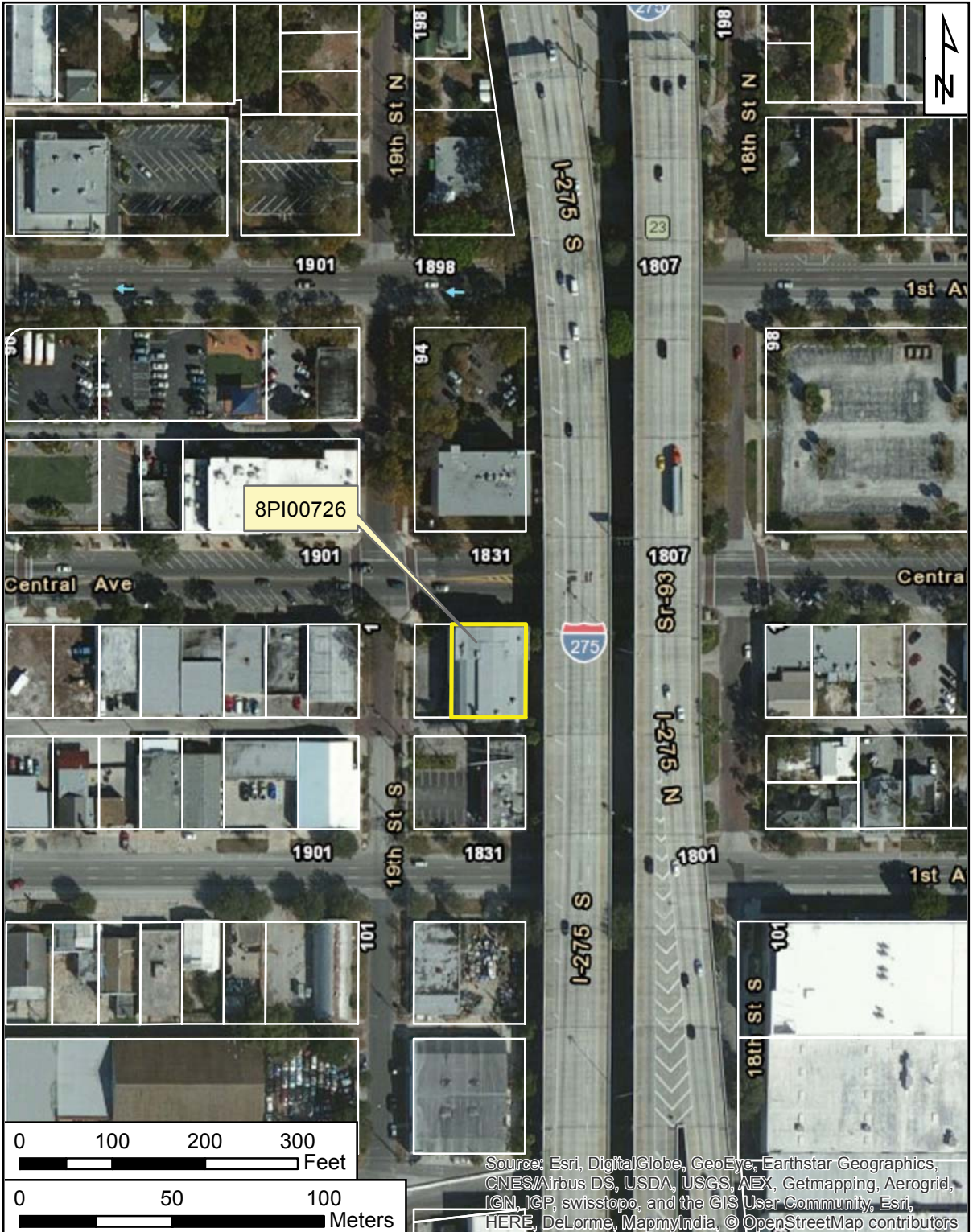
Based on its significance and historic integrity, the Norwood School was determined eligible for individual listing in the NRHP under Criterion A in the areas of Education and Community Planning and Development for its role in the Florida Land Boom and subsequent significance to neighborhood life in north St. Petersburg. It is also eligible under Criterion C in the area of Architecture as a good example of a Mediterranean Revival style school building. The SHPO concurred with these findings (**see Appendix A**).

#### **4.4 Papa's Dream (8PI00726)**

The two-story, Mediterranean Revival style building at 1850 Central Ave., recorded as "Papa's Dream," was built in 1925 (**Figures 1.2 and 4.5; Photos 4.15 and 4.16**); The SHPO determined 8PI00726 eligible for individual listing in the NRHP under Criterion A in the areas of Education and Community Planning and Development and Criterion C in the area of Architecture.

The building originated as the Patio Theater, a roofless movie house built by Southern Theaters (*St. Petersburg Times* 1928). Work on the Patio began on May 20, 1925, and the theater opened July 13 during the height of the Florida Land Boom. During this time, a number of recreational and entertainment venues were built in St. Petersburg to meet the growing demand for leisure activities for both tourists and residents. The theater was built in the Mediterranean Revival style, the most popular architectural theme during the Florida Land Boom.

Today, 8PI00726 is one of only three theaters from this period still in existence in St. Petersburg. After a devastating hurricane in 1926, the Patio was enclosed by a domed steel roof. The theater was segregated until September 1963, when it was among the first theaters in St. Petersburg to be desegregated (*St. Petersburg Times* 1963). The Playhouse began to show exclusively pornography films in 1969 before it closed in June 1973 (*The Evening Independent* 1973b). In September 1973, the building became Papa's Dream, a Christian nightclub for teens opened by Fred Langston (Wasel 1979). In the 1980s, it was home to the Golden Apple Dinner Theatre and then the Encore Dinner Theatre. In more recent years, the building has been the Extra Innings Café and Concert Central. Currently, it is vacant and for sale. It was determined eligible for listing in the NRHP under Criterion A for its importance to St. Petersburg's history in the area of Entertainment/Recreation and under Criterion C in the area of Architecture as an example of a Mediterranean Revival style atmospheric movie theater. The SHPO concurred with these findings (**see Appendix A**).



**Figure 4.5.** Location and boundary (yellow line) of the NRHP-eligible Papa’s Dream (8PI00726).

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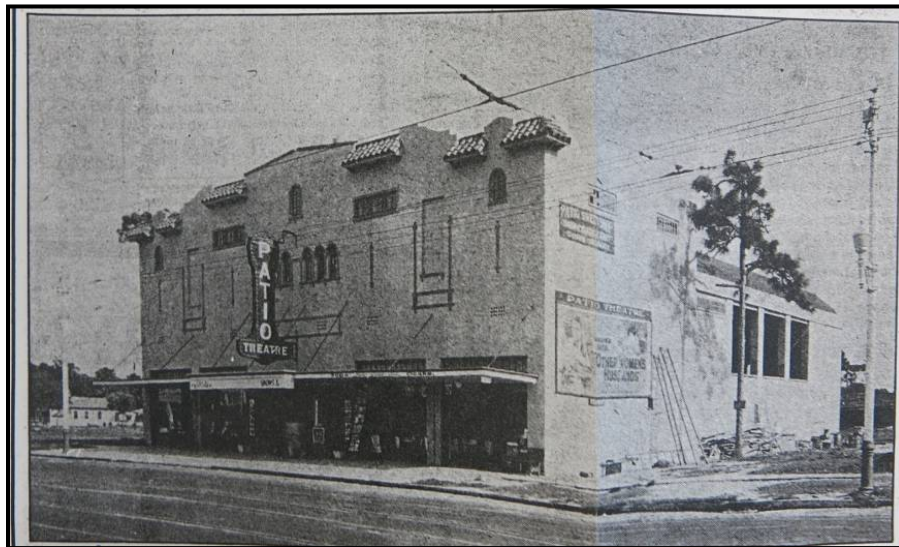


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**Photo 4.15.** The building at 1850 Central Ave. (8PI00726), facing southeast



**Photo 4.16.** The building at 1850 Central Ave. (8P00726) in 1928 when it was the Patio Theater (Source: St. Petersburg Museum of Natural History)

#### **4.5 Manhattan Casino (8PI00819)**

The Manhattan Casino (8PI00819) was constructed ca. 1925 at 642 22nd St. S. and renovated ca. 2005 (**Figures 1.2 and 4.6; Photo 4.17**); The SHPO determined 8PI00819 eligible for individual listing in the NRHP under Criterion A in the areas of Black Ethnic Heritage and Entertainment/Recreation.

The Manhattan Casino was the centerpiece of African-American social life during the period of segregation in St. Petersburg’s 22nd Street South neighborhood. The first influx of African-Americans in St. Petersburg occurred during construction of the Orange Belt Railway in the late 1880s. They formed the Pepper Town, Methodist Town, and Gas Plant settlements near downtown (Peck and Wilson 2006). The 22nd Street South community developed in the 1920s when black residents in segregated St. Petersburg were violently pressured to move farther from downtown. They formed the 22nd Street South residential area in what was then wilderness.



**Photo 4.17.** The Manhattan Casino (8PI00819) at 642 22nd St. S., facing northeast

In about 1925, Elder Jordan, Sr., a black developer, constructed the Manhattan Casino, located on the neighborhood’s main thoroughfare. The bottom floor spaces contained over the years a post office, barber shop, grocery store, and drugstore (Champlain et. al. 1978). The building took its place as the social center for the community beginning in 1931 when the Jordan Dance Hall opened on the second floor. The venue later was renamed the Manhattan Casino. It was nicknamed “Home of the Happy Feet” and “Gem of 22nd Street.”





**Figure 4.6.** Location and boundary (yellow line) of the NRHP-eligible Manhattan Casino (8PI00819).

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To enter the ballroom, patrons purchased tickets at the ticket window on the first floor before climbing up wood steps that led to the open room at the top (Peck and Wilson 2008). It was a stop on the Chitlin Circuit, an informal collection of nightclubs frequented by black musicians, and a number of internationally acclaimed performers graced the stage, including Louis Armstrong (**Photo 4.18**), Ella Fitzgerald, Duke Ellington, B.B. King, Cab Calloway, Ray Charles, Fats Domino, and Little Richard (**Photo 4.19**). Also, a young James Brown performed in residency every Thursday and Saturday before he went on to stardom.

The SHPO determined the building ineligible for NRHP listing in 2001. However, as a result of the I-275 CRAS new information was presented demonstrating the significance of this building as one the best surviving physical examples of the history and culture of the 22nd Street South African-American community, serving for 40 years as the focal point of the African-American community in segregated St. Petersburg, and significant for the renowned musicians who played at the venue. Thus, the Manhattan Casino was determined eligible for individual listing in the NRHP under Criterion A in the areas of Black Ethnic Heritage and Entertainment/Recreation. The SHPO concurred with these findings (**see Appendix A**).



**Photo 4.18.** Louis Armstrong attracted a white audience when he played at the Manhattan Casino (8PI00819) in 1957 (Source: *Tampa Bay Times*)



**Photo 4.19.** Little Richard at the Manhattan Casino (8PI00819)  
(Source: City of St. Petersburg)

## 5.0 ALTERNATIVES ANALYSIS

A detailed *Design Traffic Technical Memorandum* (DTTM) was prepared as part of the PD&E Study to document the existing travel conditions along I-275, present traffic forecasts of the opening year (2020), interim year (2030) and design year (2040) travel demand along I-275 and the crossing corridors, and summarize level of service evaluations of improvement alternatives for the I-275 mainline. The DTTM concluded that the proposed improvements should consist of providing lane continuity improvements only in Segment A (from south of 54th Avenue South to I-175), lane continuity improvements which are compatible with potential multimodal improvements in Segment B (from I-175 to south of Gandy Boulevard) and adding express lanes (ELs) to the existing general use lanes (GULs) in each direction of the I-275 mainline to form express lanes in study Segment C (from south of Gandy Boulevard to north of 4th Street North). For the express lane section, two ELs would be provided in each direction of the I-275 mainline to accommodate traffic volumes forecasted in the design year (2040) under the Master Plan scenario. Alternatively, one EL would be provided in each direction of the I-275 mainline under the Starter Project scenario, in order to cost effectively provide mobility options and preserve acceptable levels of service for the regional travelers prior to the design year.

### 5.1 No-Build Alternative

The No-Build Alternative does not fulfill the purpose and need of the I-275 PD&E Study, which is to improve safety and operations on I-275 by increasing the number of continuous travel lanes. Due to a series of left-hand exit/entrance ramps and numerous lane additions/drops along the I-275 study corridor, motorists are forced to change lanes even though they desire to travel through and not exit I-275. The No-Build Alternative maintains the existing lane geometry on I-275, which provides for no continuous lanes in the southbound direction and only one continuous lane in the northbound direction. The lack of continuous lanes leads to an increase in the number of lane changing maneuvers on I-275, thereby increasing the propensity for sideswipe related crashes to occur. As traffic volumes on I-275 increase with future redevelopment and urban infill projected for Pinellas County, it is expected that traffic congestion will also increase. The combination of increased traffic congestion and lane changing maneuvers will degrade safety and quality of traffic flow on I-275. In addition, maintaining the No-Build Alternative would lead to a deterioration of air quality caused by increased emissions, lessen traffic flow capabilities during hurricane evacuation, and impede regional freight and goods movement. Lastly, the No-Build Alternative is inconsistent with local transportation plans.

### 5.2 Other Alternatives Considered to Minimize Potential Traffic Noise Impacts

As part of the PD&E Study a draft NSR was prepared. The results of this study indicate that with the Recommended Build Alternative, traffic noise is predicted to exceed the Noise Abatement Criteria (NAC) at all of the contributing resources within the Kenwood Historic District, and to increase more than 3 dB(A) at four contributing resources: 1905 2nd Avenue North (8PI06929), 1911 Burlington Avenue North (8PI07272), 230 19th Avenue North (8PI11102), and 1846 2nd Avenue North (8PI06956) (see concept plans in **Appendix B**).

Abatement measures considered as part of the PD&E Study traffic noise analysis included traffic management, alignment modifications, buffer zones, and noise barriers (noise barriers are discussed in section 5.3). Noise barriers would not be considered for any “No-Build” alternative as this would be considered a retrofit and the FDOT does not have a retrofit policy related to traffic noise.

### **5.2.1 Traffic Management**

Some types of traffic management reduce noise levels. For example, trucks can be prohibited from certain streets and roads, or be permitted to only use certain streets and roads during daylight hours. The timing of traffic lights can also be changed to smooth out the flow of traffic and eliminate the need for frequent stops and starts. Speed limits can also be reduced. However, these measures also negate a project’s ability to accommodate forecast traffic volumes. For example, if the posted speed were reduced, the capacity of the roadway to handle the forecast motor vehicle demand would also be reduced. Therefore, reducing traffic speeds and/or traffic volumes is inconsistent with the goal of improving the ability of the roadway to handle the forecast volumes. As such, traffic management measures are not considered a reasonable noise mitigation measure for the project.

### **5.2.2 Alignment Modifications**

The proposed improvements will generally follow the same alignment as the existing roadway to minimize the need for additional right-of-way within the project corridor. Maintaining the alignment within the existing right-of-way, where feasible, will minimize impacts to surrounding noise-sensitive sites located both east and west of the roadway.

### **5.2.3 Buffer Zones**

Providing a buffer zone between a roadway and noise-sensitive land uses is an abatement measure that can minimize/eliminate noise impacts in areas of future development. Providing buffer zones is not an applicable abatement measure for existing development. To encourage the use of this abatement measure through local land use planning, noise contours to preclude future traffic noise impacts have been developed and are further discussed in the NSR for this project.

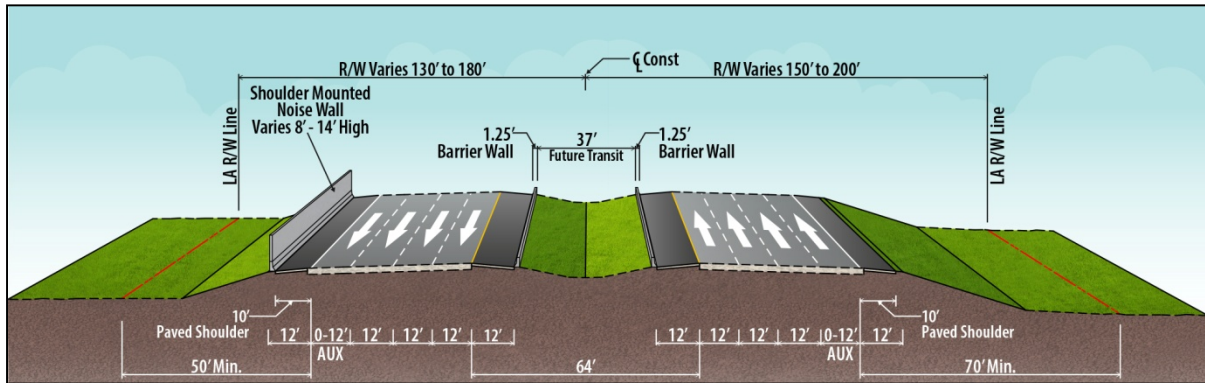
## **5.3 Recommended Alternative to Minimize Potential Traffic Noise Impacts**

The results of the PD&E Study’s Draft NSR indicate that a noise barrier would be “both a feasible and reasonable abatement measure to reduce traffic noise” at the four historic properties within the Kenwood Historic District (Arner and Fowler 2015; **Appendix C**). Because the barrier would reduce traffic noise levels at these properties to, or below, the No Build levels, none of the contributing resources would be substantially impaired by traffic noise.

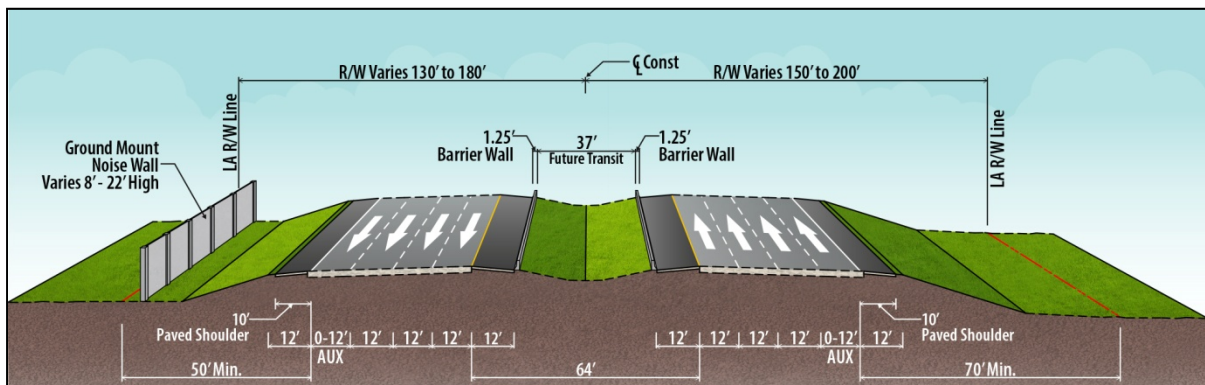
The FDOT’s noise barriers are typically constructed of concrete but the final material of any potential noise barrier would be determined during the design phase of the project. They are

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also typically post and panel or precast type walls. Ground mounted noise barriers are evaluated at heights ranging from 8 to 22 feet. Noise barriers on structure (such as a bridge) are limited to a height of 8 feet (see **Figures 5.1 and 5.2** for typical sections). Noise barriers are typically evaluated at 5 feet inside of the FDOT right-of-way. If noise barriers located at the right-of-way are not reasonable or feasible in the vicinity of elevated roadways (e.g., interchange overpasses), noise barriers may be evaluated at the roadway shoulder. Additional information can be found in the Plans Preparation Manual, Volume I, Chapter 32.6.



**Figure 5.1. Typical noise barrier section installed on structure**



**Figure 5.2. Typical noise barrier section installed at grade**

**5.4 Recommended Build Alternative Conditions Adjacent to Significant Historic Properties within the Project APE**

All significant historic properties identified within the I-275 PD&E Study project APE are located within I-275 PD&E Study **Segments A and B**. The Jordan Park Elementary School (8PI06901) and Manhattan Casino (8PI00819) are located within **Segment A**, and Papa's Dream (8PI00726), the Kenwood Historic District (8PI11176), and Norwood School (8PI00714) are within **Segment B**.

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The proposed PD&E Study improvements within **Segment A**, adjacent to both the Jordan Park Elementary School (8PI06901) and Manhattan Casino (8PI00819), involve lane continuity improvements only in the form of pavement widening to the northbound and southbound travel lanes (**Appendix B**).

The proposed improvements within **Segment B**, adjacent to Papa's Dream (8PI00726), the Kenwood Historic District (8PI11176), and Norwood School (8PI00714), involve lane continuity improvements which are compatible with potential multimodal improvements. However, no improvements are proposed adjacent to Papa's Dream at 1850 Central Avenue. The proposed improvements adjacent to the Kenwood Historic District, including the 11 contributing resources, as well as the currently vacant Norwood School, include pavement widening of the I-275 northbound and southbound travel lanes, and the construction of noise barriers (**Appendix B**).



## 6.0 EVALUATION OF EFFECTS

The Criteria of Adverse Effect (36 CFR Part 800.5(a)(1)) were applied to the proposed undertaking with regards to the Kenwood Historic District (8PI11176) and 11 buildings (8PI06929, 8PI06956, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108) located within the I-275 project APE that contribute to the historic district; Jordan Park Elementary School (8PI06901); the Norwood School (8PI00714); Papa's Dream (8PI00726); and the Manhattan Casino (8PI00819). Adverse effects on historic properties include, but are not limited to: physical destruction of or damage to all or part of the property; alteration of a property; removal of the property from its historic location; change of the character of the property's use or of physical features within the property's setting that contribute to its historic character; introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features; and neglect of a property which causes its deterioration.

The analyses of potential traffic noise and air quality effects to the historic properties located within the I-275 project APE were performed by KBE; a copy of the technical memorandum is contained in **Appendix C**. The assessment procedures described in Title 23, Part 774 of the CFR (23 CFR 774)--Parks, Recreation Areas, Wildlife and Waterfowl Refuges, and Historic Sites (Section 4(f)) were used for the traffic noise analysis. The regulation references the Noise Abatement Criteria (NAC) documented in 23 CFR 772 when determining if a project would have a constructive use (i.e., substantially impair the use) of a 4(f) property. The FHWA's computer model for the prediction and analysis of highway traffic noise, the Traffic Noise Model (TNM- Version 2.5) was used. To evaluate the potential for air quality from the proposed improvements to I-275 to adversely affect the current land uses of these properties, the procedures described in the FDOT's PD&E Manual, Part 2, Chapter 16, Air Quality Analysis, were used.

### 6.1 Kenwood Historic District

By applying the Criteria of Adverse Effect, it was determined that the Recommended Build Alternative for the I-275 improvements project will have **No Adverse Effect** on the Kenwood Historic District (8PI11176) and its 11 contributing resources (8PI06929, 8PI06956, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108) located within the I-275 project APE. The justification for this determination follows.

#### 6.1.1 Relationship to the Recommended Build Alternative

The NRHP-listed Kenwood Historic District (8PI11176) is located between I-275 to the east and 34th Street North to the west, and between 1st Avenue North to the south and 9th Avenue North to the north, along **Segment B** of the project (**Figures 4.1 and 4.2; Appendix B Sheets 9, 10, and 11**).

As originally defined, the 375-acre historic district boundary incorporated 2204 contributing and 178 noncontributing resources. The I-275 CRAS resulted in a minor revision to the

southeastern corner of the historic district boundary to add one new contributing resource (8PI06956) located at 1846 2nd Avenue North. Ten other contributing resources along the eastern boundary of the historic district (8PI06929, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102 and 8PI11108) lie within the I-275 project APE (**Figure 4.2**).

The I-275 right-of-way adjoins two of the 11 contributing resources within the district, which are also located within the project APE, 1911 Burlington Ave North (8PI07272) and 1931 3rd Avenue North (8PI07839). However, the resource located at 1846 2nd Avenue North (8PI06956) is physically closest to the highway, located approximately 22 feet from it. The segment of I-275 adjacent to the eastern boundary of the historic district is elevated on piers from 1st Avenue North to 5th Avenue North, and rests on a built-up berm, much higher than street grade, from 5th Avenue North to 9th Avenue North. Furthermore, sections of the highway are completely concealed from view by a green buffer. The elevated highway is not a historic feature of the neighborhood and was constructed after the period of significance for the district (**Photos 6.1 and 6.2**).

The proposed improvements along **Segment B** do not propose the acquisition of new right-of-way within the historic district's boundary, nor will it require new acquisition within the property parcels for any of its contributing resources. As a result, the proposed improvements will not cause the direct physical destruction, damage, or alteration of all or part of the Kenwood Historic District (8PI11176), including all of its contributing resources.

### **6.1.2 Visual/Aesthetics**

The I-275 lane continuity project may include the construction of noise barriers adjacent to the eastern boundary of the Kenwood Historic District as a traffic noise abatement measure. Consequently, the overall setting of the historic district may be altered, resulting in a visual effect.

The construction of the elevated highway structure in the 1970s, visible from some, but not all of the 11 contributing resources within the APE, has introduced a non-historic element to the historic setting. The highway's construction physically disrupted the street layout of the neighborhood and altered the scale and rhythm of the streetscape along the eastern boundary of the district, from a residential low-scale development to an elevated highway, either on piers or a built-up berm. Therefore, the view shed from within the historic district towards its eastern boundary has been compromised and it does not convey its historic character. In addition, some segments of the road adjacent to the historic district, specifically between 3rd Avenue North and 5th Avenue North are not highly visible from the district's eastern boundary. This segment of the highway is buffered by a green zone with trees that block visibility of the elevated highway. Of all 11 contributing resources, one house (8PI06956 – located at 1846 2nd Avenue North) is most visually affected by the presence of the elevated highway owing to its physical proximity (**Photos 6.1 and 6.2**).

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**Photo 6.1.** Google Street image depicting a panoramic view of the existing conditions along the eastern boundary of the Kenwood Historic District at the intersection of 19th Street North and 2nd Avenue North. Note the elevated highway (looking northeast) (Source: Google Maps, November 2014)



**Photo 6.2.** Google Street image depicting a panoramic view of the existing conditions along the eastern boundary of the Kenwood Historic District at the intersection of Dartmouth Avenue North and 20th Street North. Note the green buffer that obscures visibility of the highway along this area of the district (looking east). (Source: Google Maps, October 2014)

The recommended noise barriers will be constructed within the highway's right-of-way and will not introduce a visual/aesthetic element within the district, but adjacent to it. In addition, this visual element will not be visible at street level or in relation to contributing resources at grade, but rather as an element of the highway, which sits elevated from street level. Thus, this visual element will not be perceived as part of the district, but clearly defined as part of the highway structure – a non-historic element adjacent to the district (**Figures 6.1 through 6.4**). As noted in section 5.3, noise barriers on elevated highways or bridges are installed on

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**Figure 6.1.** Kenwood Historic District: current view shed looking down 2nd Avenue North towards the elevated I-275 highway, looking east



**Figure 6.2** Kenwood Historic District: proposed view shed looking down 2nd Avenue North towards the elevated I-275 highway depicting a true to scale eight-foot noise barrier on the elevated highway, looking east





**Figure 6.3** Kenwood Historic District: current view shed from the southwest corner of Burlington Avenue North and 19th Street North looking towards the elevated I-275 highway, looking east



**Figure 6.4** Kenwood Historic District: proposed view shed from the southwest corner of Burlington Avenue North and 19th Street North depicting a true to scale eight-foot noise barrier on the elevated highway, looking east

structure and have a maximum height of 8 feet. As a result, the visual impact the highway currently presents will only change slightly. Furthermore, segments of the highway are currently not clearly seen from the district, as it is obscured by a green buffer. Therefore, the construction of the proposed noise barriers will not further diminish or destroy the setting of the district within the project APE, and will not introduce a visual/aesthetic effect that will further diminish the integrity of the district's eastern boundary. Equally, the proposed barriers will not have a direct impact on any of the 11 contributing resources, and only will present a visual impact on some of them, which are currently affected by the presence of the elevated highway. Thus, the proposed barriers will have no indirect adverse effect on these contributing resources.

### **6.1.3 Noise and Air Quality**

**Noise:** The 11 contributing resources within the Kenwood Historic District were evaluated as noise sensitive sites by KBE. The No-Build traffic noise levels for the sites ranged between 67.3 and 71.8 dB(A). The levels for the Build Alternative ranged from 67.7 to 74.3 dB(A). The analysis indicates an increase of between 0.3 and 5.1 dB(A) when compared to the No-Build condition. At all 11 sites, it was predicted that traffic noise will exceed the NAC of 66 dB(A) for these residential properties (Activity Category B), and predicted to increase more than 3 dB(A) at four of the 11 properties (8PI06929 at 1905 2nd Avenue North; 8PI07272 at 1911 Burlington Avenue North; 8PI11102 at 230 19th Street North; and 8PI06956 at 1846 2nd Avenue North (**Appendix B and C**)). As a result, there is a potential for adverse effects with respect to traffic noise on these four properties within the Kenwood Historic District. Noise abatement measures in the form of noise barriers are proposed. However, while mitigating the traffic noise levels, the construction of noise barriers will result in a visual effect, which is not considered to have an adverse effect on the historic district or any of its contributing resources, as addressed in Section 6.1.2.

**Air:** The air quality analysis conducted by KBE indicated that the I-275 improvements project and all intersections within the study corridor pass the screening test. Therefore, no adverse effects to the Kenwood Historic District in regard to air quality would occur and the current use of the contributing resources within the district would not be adversely affected (**Appendix C**).

### **6.1.4 Access and Use**

The Kenwood Historic District is currently accessed via multiple streets adjacent to and traversing the district. The Recommended Build Alternative will not result in any changes in access. All existing side street access will be maintained. In addition, bicycle and pedestrian access will be unaffected. The future use of each of the contributing resources within the district will ultimately be decided by the property owners and any local land development regulations. The planned improvements will not have a potential impact on the use of any of the contributing resources within the district, and no changes in land use are anticipated.



## 6.2 Jordan Park Elementary School

By applying the Criteria of Adverse Effect, it was determined that the proposed improvements will have **No Effect** to the Jordan Park Elementary School (8PI06901). The justification for this determination follows.

### 6.2.1 Relationship to the Recommended Build Alternative

The NRHP-eligible Jordan Park Elementary School (8PI06901) is located at 2390 9th Avenue South, to the south and along **Segment A** of I-275 (**Figure 4.3; Appendix B Sheets 7 and 8**). The closest historic property boundary line lies approximately 50 feet from the right-of-way line. The lane continuity project proposes to widen the pavement to the inside of the northbound travel lanes, within the median. As a result, no acquisition of the historic property for right-of-way or easements is proposed in support of implementing this project, and the proposed improvements will not result in the physical destruction, damage, or alteration of all or part of the Jordan Park Elementary School historic property.

### 6.2.2 Visual/Aesthetics

The segment of the highway directly north and across 9th Avenue South sits elevated from street grade on a built-up berm. In addition, the roadway itself is concealed behind trees and concrete noise barriers and no actual roadway can be seen from the school property (**Photo 6.3**). No new noise walls are proposed in the view shed of the Jordan Park Elementary School. As a result, the widening of the pavement to the inside of the northbound travel lanes within the median will not alter the existing visual and aesthetic conditions of the historic property, or its view shed, will not alter the setting of the property, and will not introduce any new visually intrusive elements.



**Photo 6.3.** Google Street image depicting a panoramic view of the existing conditions along 9th Avenue South. The Jordan Park School is located to the right of the image; the green buffer is directly in front across the street (looking east)  
(Source: Google Maps, November 2014)

### **6.2.3 Noise and Air Quality**

**Noise:** The Jordan Park Elementary School was evaluated as a noise sensitive site by KBE. The No-Build traffic noise level for the noise sensitive site is 56.1 dB(A). The level for the Build Alternative is 56.6 dB(A). The analysis indicates an increase of 0.5 dB(A) when compared to the No-Build condition. This increase in predicted traffic noise level does not meet or exceed the NAC of 66 dB(A) for this historic property, classified as FHWA Activity Category C.

The results of the traffic noise analysis indicate that the proposed improvements would not adversely affect the exterior use of the Jordan Park Elementary School (**Appendix C**), and noise abatement measures do not need to be considered.

**Air:** The air quality analysis conducted by KBE indicated that the I-275 improvements project and all intersections within the study corridor pass the screening test. Therefore, no adverse effects to the Jordan Park Elementary School in regard to air quality would occur and the current use of this property would not be adversely affected (**Appendix C**).

### **6.2.4 Access and Use**

Jordan Park Elementary School is currently accessed via multiple streets. The current patterns of access will be unaffected by this project. The future use of the school will ultimately be decided by the property owners and any local land development. The planned improvements to I-275 will not have a potential impact on the use of Jordan Park Elementary School, and no changes in land use are anticipated.

## **6.3 Norwood School**

### **6.3.1 Relationship to the Recommended Build Alternative**

The NRHP-eligible Norwood School (8PI00714) at 2154 27th Avenue North is located to the west of the I-275 right-of-way line, along **Segment B** of the project (**Figure 4.4; Appendix B Sheets 12 and 13**). The closest historic property boundary line lies approximately 60 feet from the I-275 right-of-way line. No acquisition of the historic property for right-of-way or easements is proposed in support of implementing this project, and the proposed improvements will not result in the physical destruction, damage, or alteration of all or part of the Norwood School.

### **6.3.2 Visual/Aesthetics**

A noise wall is proposed in the view shed of the Norwood School. The proposed wall will be situated outside, but west and adjacent to the property. The design of the noise wall is not determined. However, as described in Section 5.3, FDOT's noise barriers are typically constructed of concrete post and panel or precast type walls. As the section of the highway

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adjacent to the Norwood School is not elevated, ground mounted noise barriers may be installed. These barriers range in height from 8 to 22 feet.

The setting of the Norwood School was compromised by the construction of the highway in the 1970s, 27th Avenue North was junctured by the highway and it currently dead-ends directly west of the school. The school was historically associated with the residential neighborhood to the east of I-275, but the construction of the highway severed the school from the neighborhood. As a result, the school is currently found on the west side of the highway devoid of its historic streetscape and setting. In addition, a concrete pedestrian bridge that attempted to undo the physical separation caused by the construction of the highway is currently present directly east of the school building, which further diminishes the setting around the school (**Photo 6.4**).



**Photo 6.4.** Google Street image depicting a panoramic view of the existing conditions along 27th Avenue North. The Norwood School is located to the right, and I-275 is in the background. Note the elevated pedestrian bridge (looking east)  
(Source: Google Maps, March 2011)

The recommended noise barriers will not introduce a visual element that may adversely affect the setting of the Norwood School, as the setting of the school, particularly its eastern end, is already so greatly compromised. Furthermore, aside from mitigating the increase in noise, the noise barriers will also mitigate the negative visual effect of the highway. Currently, three lanes of south-bound traffic are clearly visible from the property (**Figures 6.5 and 6.6**). It is anticipated that the proposed noise barriers at this location will not further alter the setting of the property in a negative way, nor introduce any visually intrusive elements that will diminish or destroy the qualities and characteristics for which this school building is considered eligible for listing in the NRHP.





**Figure 6.5.** Norwood School: current view shed along 27th Avenue North, note the pedestrian bridge and clearly visible highway, looking east



**Figure 6.6.** Norwood School: proposed changes in the view shed along 27th Avenue North with the installation of recommended noise barriers within the highway's right-of-way, looking east

### 6.3.3 Noise and Air Quality

**Noise:** The Norwood School is currently vacant. Because it is not known if there would be exterior uses at this property in the future, this historic property was evaluated as Activity Category D (interior traffic noise) by KBE. The No-Build traffic noise level for the noise sensitive site is 46.9 dB(A). The level for the Build Alternative is 50.9 dB(A). The analysis indicates that this level does not meet or exceed the NAC of 51 dB(A) for this Category D property (**Appendix C**). Noise abatement measures do not need to be considered. However, although a noise barrier is not recommended for the school, test results at adjacent residential parcels exceeded the NAC for such properties. Therefore, the potentially reasonable and feasible noise barrier evaluated for Noise Sensitive Areas (NSAs) 55 and 57 would have to extend across the school to benefit the impacted residences that are located directly adjacent to the school, particularly Receptor 60 in NSA 55 and Receptor 1 in NSA 57. In other words, there cannot be a gap in the proposed noise barrier in order for it to effectively carry out its function and minimize noise impact on adjacent residential parcels. Thus, a noise barrier is proposed along the segment of the highway adjacent to the Norwood School.

**Air:** The air quality analysis conducted by KBE indicated that the I-275 improvements project and all intersections within the study corridor pass the screening test. Therefore, no adverse effects to the Norwood School in regard to air quality would occur (**Appendix C**).

### 6.3.4 Access and Use

Access to Norwood School is provided via 27th Avenue North and via a pedestrian overpass across I-275. The current patterns of access will be unaffected by this project. The Norwood School is currently vacant. The future use of the school will ultimately be decided by the property owners and any local land development. The planned improvements to I-275 will not have a potential impact on the use of Norwood School, and no changes in land use are anticipated.

## 6.4 Papa's Dream

### 6.4.1 Relationship to the Recommended Build Alternative

The NRHP-eligible Papa's Dream (8PI00726) at 1850 Central Avenue is located to the west of the I-275 right-of-way line. The closest historic property boundary line lies approximately 14 feet from the I-275 right-of-way line, adjacent to **Segment B** of I-275 (**Figure 4.5; Photo 6.5; Appendix B Sheet 9**). No acquisition of the historic property for right-of-way or easements is proposed in support of implementing this project, and the proposed improvements will not result in the physical destruction, damage, or alteration of all or part of the Papa's Dream historic property.

### 6.4.2 Visual/Aesthetics

No improvements are proposed in the view shed of Papa's Dream. Thus, the project will not alter the existing visual and aesthetic qualities of the historic property, will not alter the setting of the property, nor introduce any visually intrusive elements.



**Photo 6.5.** Google Street image depicting a panoramic view of Papa's Dream and its setting adjacent to the elevated highway along Central Avenue (looking southeast)  
(Source: Google Maps, March 2015)

### 6.4.3 Noise and Air Quality

**Noise:** Papa's Dream was classified as Activity Category E. Since these properties do not have exterior use areas, a noise analysis was not required (**Appendix C**).

**Air:** The air quality analysis conducted by KBE indicated that the I-275 improvements project and all intersections within the study corridor pass the screening test. Therefore, no adverse effects to Papa's Dream in regard to air quality would occur (**Appendix C**).

### 6.4.4 Access and Use

No improvements are proposed adjacent to this resource. As a result, access to this property will not be affected. The property is currently vacant; the future use of this historic property will ultimately be decided by the property owners and any local land development. The planned improvements to I-275 will not have a potential impact on the use of the Papa's Dream historic property, and no changes in land use are anticipated.

## 6.5 Manhattan Casino

### 6.5.1 Relationship to the Recommended Build Alternative

The NRHP-eligible Manhattan Casino (8PI00819) at 642 22nd Street South is located to the north and west of the I-275 right-of-way line. The closest historic property boundary line lies approximately 200 feet from the I-275 right-of-way line, adjacent to **Segment A** of I-275 (**Figure 4.6; Photo 6.6; Appendix B Sheet 8**). No acquisition of the historic property for right-of-way or easements is proposed in support of implementing this project, and the proposed improvements will not result in the physical destruction, damage, or alteration of all or part of the Manhattan Casino.

### 6.5.2 Visual/Aesthetics

The proposed improvements adjacent to the Manhattan Casino property include widening the inner lane in both the south and north-bound segments of the highway. This widening will necessitate the widening of the elevated bridge that currently spans over 22nd Street South; only the inner section of the bridge would be widened, and the outer sections would remain as is. No noise walls are proposed in the view shed of the Manhattan Casino. These alterations will not be visible from the Manhattan Casino property owing to the distance between the highway and the property and the horizontal nature of the improvements. Thus, the project will not alter the existing visual and aesthetic qualities of the historic property, and will not alter the setting of the property, nor introduce any new visual elements.



**Photo 6.6.** Google Street image depicting a panoramic view of the Manhattan Casino on the left and the elevated highway in the background (looking southeast)  
(Source: Google Maps, March 2015)



### 6.5.3 Noise and Air Quality

**Noise:** The Manhattan Casino was classified as Activity Category E. Since these properties do not have exterior use areas, a noise analysis was not required (**Appendix C**).

**Air:** The air quality analysis conducted by KBE indicated that the I-275 improvements project and all intersections within the study corridor pass the screening test. Therefore, no adverse effects to the Manhattan Casino in regard to air quality would occur and the current use of this property would not be adversely affected (**Appendix C**).

### 6.5.4 Access and Use

The current access to the Manhattan Casino will be unaffected by this project. Similarly, the current and future use of the Manhattan Casino will ultimately be decided by the property owners and any local land development. The planned improvements to I-275 will not have a potential impact on the use of the Manhattan Casino, and no changes in land use are anticipated.

## **7.0 COORDINATION**

### **7.1 Local Coordination**

In July 2015, the City of St. Petersburg, Planning and Economic Development Department was contacted and asked to provide assistance in the identification of neighborhood associations, organizations, and other interested parties. City of St. Petersburg Historic Preservationist, Ms. Kimberly Hinder, is gratefully acknowledged for her help.

On July 28, a meeting was held at the Metro Wellness Center in St. Petersburg with representatives of the Kenwood Historic Neighborhood Association Board. The purpose of this meeting was to provide the Board a brief overview of the I-275 PD&E Study and to describe the impacts that might occur as a result of implementing the proposed lane continuity improvements.

### **7.2 Public Hearing**

A public hearing was held at the First Baptist Church on Gandy Boulevard in St. Petersburg on September 29, 2015 to give the public an opportunity to provide comments concerning the Recommended Build Alternative. The Draft Section 106 Case Study Report was on display at the public hearing along with the other PD&E Study documents. A project newsletter that was distributed prior to the meeting, as well as relevant presentation slides, relating to Section 106 that were continuously shown at the Public Hearing, are contained in **Appendix D**. No comments of concern related to the proposed project's involvement with the historic properties identified during the PD&E Study were received during the public hearing process.

The Seminole Tribe of Florida's Tribal Historic Preservation Office was contacted regarding the public meeting. As a result, the Tribe requested to be notified of any developments regarding this project (**Appendix A**).

## **8.0 CONCLUSIONS**

In consultation with the SHPO and FHWA, FDOT has applied the Criteria of Adverse Effect found in 36 CFR Part 800.5 and has determined that the project will have **No Effect** on the **Jordan Park Elementary School** (8PI06901), the **Manhattan Casino** (8PI00819), and **Papa's Dream** (8PI00726). The I-275 improvements project will not cause physical destruction of or damage to all or part of each historic property, will not alter the properties, and will not result in the removal of the properties from their historic location, nor change the character of the each property's use or of physical features within the properties settings that contribute to their historic character. The project will not introduce visual, atmospheric or audible elements that diminish the integrity of each property's significant historic features, nor will it result in the neglect of the properties which causes their deterioration.

The undertaking is anticipated to have **No Adverse Effect** on the NRHP-eligible **Norwood School** (8PI00714) and the NRHP-listed **Kenwood Historic District** (8PI11176), including 11 contributing resources within the historic district (8PI06929, 8PI06956, 8PI07256, 8PI07272, 8PI07410, 8PI07502, 8PI07837, 8PI07839, 8PI07970, 8PI11102, and 8PI11108).

### **8.1 Kenwood Historic District**

The current and future access and use of the Kenwood Historic District will not be affected by implementing the Recommended Build Alternative. Similarly, air quality will also not be affected. However, the noise analysis of the Recommended Build Alternative indicates an increase of between 0.3 and 5.1 dB(A) in noise levels when compared to the No-Build condition, and an increase of more than 3 dB(A) at four of the 11 contributing resources within the project APE (8PI06929 at 1905 2nd Avenue North; 8PI07272 at 1911 Burlington Avenue North; 8PI11102 at 230 19th Street North; and 8PI06956 at 1846 2nd Avenue North). The study also indicated that noise barriers would be the most feasible and prudent noise abatement measures. However, while mitigating the traffic noise levels, the construction of noise barriers may result in a visual effect. Nevertheless, the visual impact the barriers will have on the district is limited to the eastern boundary view shed of the district. The recommended noise barriers will be located outside the district's boundary, and will not be visible at street level or in relation to contributing resources at street level but rather as an element of the elevated highway. Furthermore, the noise barriers will not directly impact any of the 11 contributing resources located within the project APE.

The construction of the elevated highway structure in the 1970s, visible from most of the 11 contributing resources within the APE, introduced a non-historic element to the historic setting, which physically disrupted the street layout of the neighborhood and altered the scale and rhythm of the streetscape along the eastern boundary of the historic district. As a result, the setting and character along the eastern edge of the district has been compromised and it does not convey its historic character. Therefore, the construction of recommended noise barriers will not further diminish or destroy the setting of the district within the project APE, and will not introduce a visual/aesthetic effect that will further diminish the district's view shed along its eastern boundary or any of the 11 contributing resources within the project APE. Furthermore, the recommended noise barriers will not

diminish or destroy the characteristics and qualities for which the historic district was listed in the NRHP in 2003 under Criterion A for Community Planning and Development and under Criterion C for Architecture as an example of a largely intact collection of early 20th century architecture in one of the first suburban areas of St. Petersburg.

## **8.2 Norwood School**

The current and future access and use of the Norwood School and its air quality will not be affected by the Build Alternative. Similarly, air quality will also not be affected. The Norwood School is currently vacant and its future use is unknown. As such, during the traffic noise impact study, this resource was evaluated as Activity Category D (interior traffic noise). The analysis indicated that the **Recommended Build Alternative** will not exceed the NAC of 51 dB(A) for a Category D property. However, noise levels will exceed the acceptable thresholds for directly adjacent residential parcels, and noise barriers cannot have gaps in order to function properly. As a result, a noise barrier is proposed along the segment of the highway adjacent to the Norwood School.

A noise wall is recommended in the view shed of the Norwood School. The proposed wall will be situated outside, but east of and adjacent to the property. The setting of the Norwood School was compromised by the construction of I-275 in the 1970s and the school currently sits devoid of its historic streetscape, setting, and direct connection to the neighborhood east of the highway. The recommended noise barrier will not introduce a visual element that may adversely affect the setting of the Norwood School, as the setting of the school, particularly its eastern end, is already so greatly compromised and does not convey its historic character. Furthermore, the barrier will also mitigate the negative visual effect that the highway currently presents. Thus, the recommended noise barrier will not further alter the setting of the property in a negative way, nor introduce any visually intrusive elements that will diminish or destroy the qualities and characteristics for which the Norwood School was determined eligible for individual listing in the NRHP under Criterion A in the areas of Education and Community Planning and Development for its role in the Florida Land Boom and subsequent significance to neighborhood life in north St. Petersburg, and under Criterion C in the area of Architecture as a good example of a Mediterranean Revival style school building.

## **8.3 Continued Coordination**

The potential use of noise barriers is a recommendation that will require further analysis and evaluation during the project's design phase. If noise barriers will be constructed, FDOT District Seven will follow acceptable best practices and context sensitive solutions, including aesthetic treatments in accordance with FDOT and/or FHWA Guidelines. FDOT will continue to coordinate with FHWA and SHPO during design.

#### **8.4 Stormwater Management Facility and Floodplain Compensation Sites**

Six proposed stormwater management facility (SMF) sites have been identified during the proposed project's PD&E study for the purpose of evaluating right of way cost estimates. An addendum has been provided to the 2015 PD&E Study CRAS report to address these new SMF sites that will be part of the project (see CRAS Technical Memorandum Addendum for SMF Sites dated March 2016). No NRHP eligible or listed resources were identified for the SMF sites. If FHWA finds, and the SHPO concurs, that the resources within the SMF sites are ineligible for NRHP listing as recommended, then the project will have no adverse effect to properties listed or eligible for listing to the NRHP. If SMF locations change during later project implementation phases, a CRAS Update, including archaeological and historic field survey will be completed for those sites. The CRAS update will then be coordinated with the FHWA and SHPO. Only one Floodplain Compensation site (FPC) was identified, however it is located inside the FDOT right of way (ROW) within the infield area of the Gandy Interchange and was evaluated in the recent PD&E Study CRAS as part of the mainline study.



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On file, Florida Department of Historical Resources, Tallahassee.

United States Census Bureau (USCB)

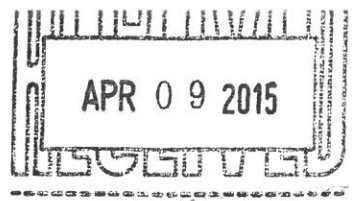
2011 *Florida Quick Facts*. <http://quickfacts.census.gov/qfd/states/12000.html>.

Wasel, Charla

1979 "Paul Stookey Has a Dream: A Place for the Young to Be Free." *The Evening Independent*. 3-D. February 10.



## **APPENDIX A: Relevant Correspondence**



**Florida Department of Transportation**

2015-2223

RICK SCOTT  
GOVERNOR

11201 N. McKinley Drive  
Tampa, FL 33612-6456

JIM BOXOLD  
SECRETARY

April 8, 2015

Ms. Cathy Kendall  
Environmental Protection Specialist  
Federal Highway Administration  
Florida Division  
545 John Knox Road, Suite 200  
Tallahassee, Florida 32303

RE: Cultural Resource Assessment Survey  
I-275/SR 93 from South of 54<sup>th</sup> Avenue South to North of 4<sup>th</sup> Street North  
Financial Project ID No.: 424501-1  
FAP No.: TBD  
Pinellas County, Florida

~~2015 APR 38 P 2: 23~~  
2015 MAY - 8 P 2: 24  
RECEIVED  
BUREAU OF  
HISTORIC PRESERVATION

Dear Ms. Kendall:

The Florida Department of Transportation (FDOT), District Seven, is conducting a Project Development and Environment (PD&E) Study to evaluate the need for capacity and operational improvements along 16.3 miles of Interstate 275 (I-275) (State Road (SR) 93) from south of 54<sup>th</sup> Avenue South to north of 4<sup>th</sup> Street North in Pinellas County, Florida. This study will document the need for the improvements as well as the procedures utilized to develop and evaluate various improvements including elements such as proposed typical sections, special designation of travel lanes, preliminary horizontal alignments, and interchange enhancement alternatives.

Enclosed are two copies of the Cultural Resource Assessment Survey (CRAS) (March 2015) that was prepared for the above referenced project. Also enclosed are 327 Florida Master Site File (FMSF) forms (8PI901, 8PI902, 8PI1212, 8PI1258, 8PI714, 8PI726, 8PI819, 8PI6956, 8PI7256, 8PI7272, 8PI7410, 8PI7502, 8PI7837, 8PI7839, 8PI7970, 8PI10191, 8PI11102, 8PI11108, 8PI11113, 8PI11176, 8PI12172 through 8PI12477); a CD containing the FMSF photographs and pdf files of the FMSF forms and CRAS (for the State Historic Preservation Officer [SHPO]); a CD containing a pdf file of the CRAS and FMSF forms (for FHWA); and a Survey Log Sheet. As agreed, the FMSF forms for FHWA are all contained on the CD and not provided as hard copies since there are so many forms.

The CRAS included background research and a field survey. The purpose was to locate and identify any archaeological sites and historic resources located within the

Ms. Cathy Kendall

I-275/SR 93 from South of 54<sup>th</sup> Avenue South to North of 4<sup>th</sup> Street North

Financial Project ID No.: 424501-1; FAP No.: TBD

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project area of potential effect (APE) and to assess their significance in terms of eligibility for listing in the National Register of Historic Places (NRHP). The archaeological Area of Potential Effect (APE) was defined as the existing right of way; the historical APE includes the existing right of way as well as immediately adjacent properties within 200 feet. Proposed pond and floodplain compensation sites were not identified in the PD&E Study and will be evaluated later during design.

The background research suggested a Moderate Degree of Effect for archaeological resources. Background research indicated that five previously recorded archaeological sites are located within a 500 foot buffer, four of which are adjacent to the I-275 corridor within the proposed project APE (8PI901, 8P902, 8PI1212, 8PI1258). As a result of surface reconnaissance and limited archaeological testing, all four sites, as contained within the project APE, are presumed destroyed. There is insufficient information to determine the potential NRHP eligibility of 8PI901 and 8PI902, since most of each site area is situated outside the project APE. Both 8PI1212 and 8PI1258, mostly contained within the project APE, are considered ineligible for listing in the NRHP due to the loss of physical integrity. Systematic survey of the entire project corridor was not required since additional ROW is not being proposed, the existing ROW has been severely altered by roadway development and other impacts, and work within the ROW posed a safety issue for the field team.

The background research suggested a Moderate Degree of Effect for historical resources. Historical/architectural field survey resulted in the identification and evaluation of 325 historic resources within the I-275 project APE. This includes 19 that were previously recorded and 306 that are newly identified. This total includes 309 structures, 13 building complex resource groups, one historic district, one railroad, and one cemetery. Of these, 16 are listed, eligible, or considered potentially eligible for listing in the NRHP. Field survey also revealed that 10 previously recorded historic resources are no longer extant.

Based on the results of background research and field surveys, the significant historic resources located within the I-275 project APE include the Kenwood Historic District (8PI11176), which was listed in the NRHP in 2003, and some contributing resources. Ten previously identified contributing resources (8PI6929, 8PI7256, 8PI7272, 8PI7410, 8PI7502, 8PI7837, 8PI7839, 8PI7970, 8PI11102, and 8PI11108) are located within the I-275 project APE. Field survey indicated that one previously recorded historic resource (8PI6956) situated adjacent to the boundaries of the Kenwood Historic District, but not originally included, appears to be potentially eligible as a contributing resource to a revised Kenwood Historic District. It is not, however, considered individually NRHP-eligible. The Jordan Park Elementary School (8PI6901) at 2390 9th Avenue South was determined NRHP eligible by the SHPO in 2005. Finally, three historic resources are considered potentially eligible for listing in the NRHP: the Norwood School (8PI714) at 2154 27th Avenue North, Papa's Dream (8PI726) at 1850 Central Avenue, and The Manhattan Casino (8PI819) at 642 22nd Street. There is insufficient information to

Ms. Cathy Kendall  
I-275/SR 93 from South of 54<sup>th</sup> Avenue South to North of 4<sup>th</sup> Street North  
Financial Project ID No.: 424501-1; FAP No.: TBD  
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Page 3 of 4

determine the eligibility of two historic resources: the Mt. Moriah Primitive Baptist Church (8PI12276) and the Orange Belt Railway/CSX Railroad (8PI12273).

This information is being provided in accordance with the provisions of the National Historic Preservation Act of 1966 (as amended), which are implemented by the procedures contained in 36 CFR, Part 800, as well as the provisions contained in the revised Chapter 267, Florida Statutes.

Provided you approve the recommendations and findings in the enclosed cultural resource document, please coordinate with the SHPO for concurrence. The unbound copy of the document; the original FMSF forms; CD with FMSF photos, forms, and CRAS; and Survey Log Sheet are for the SHPO. The bound copy of the document and the CD with the CRAS and FMSF pdf file is for your files.

If you have any questions, please contact me at (813) 975-6456 or [todd.bogner@dot.state.fl.us](mailto:todd.bogner@dot.state.fl.us) or Rebecca Spain Schwarz at (813) 281- 8308 or [rebecca.spain-schwarz@atkinsglobal.com](mailto:rebecca.spain-schwarz@atkinsglobal.com).

Sincerely,



Todd L. Bogner  
Environmental Specialist III  
District Seven Cultural Resource Coordinator

Enclosure

cc: Phillip Bello (FHWA) Roy Jackson (FDOT CEMO) Robin Rhinesmith (FDOT)  
Sara Hall-Wagner (FDOT) Matthew Wey (HDR)  
Rebecca Spain Schwarz (Atkins/GEC)

---

The FHWA finds the Cultural Resource Assessment Survey provided with this letter to be complete and sufficient and  approves /  does not approve the above recommendations and findings. Or, the FHWA finds the attached Technical Memorandum contains  insufficient information.

The FHWA requests the SHPO's opinion on the sufficiency of the report provided with the letter and the SHPO's opinion on the recommendations and findings contained in this letter and in the comment block below.

**FHWA Comments:**

This finding does not include stormwater facility and floodplain compensation areas needed to address project impacts.

*for* James Christian  
Division Administrator  
Florida Division  
Federal Highway Administration

5/6/15  
Date

The Florida State Historic Preservation Officer finds the attached Cultural Resource Assessment Survey complete and sufficient and concurs with the recommendations and findings provided in this cover letter for SHPO/DHR Project File Number 15-2223. Or, the SHPO finds the attached Technical Memorandum contains  insufficient information.

**SHPO Comments:**

*None*

*for* Robert F. Bendus, Director  
Division of Historical Resources  
and State Historic Preservation Officer

6/2/15  
Date



SEMINOLE TRIBE OF FLORIDA  
TRIBAL HISTORIC PRESERVATION OFFICE  
AH-TAH-THI-KI MUSEUM

TRIBAL HISTORIC  
PRESERVATION OFFICE  
SEMINOLE TRIBE OF FLORIDA  
AH-TAH-THI-KI MUSEUM  
30290 JOSIE BILLIE HWY  
PMB 1004  
CLEWISTON, FL 33440  
PHONE (863) 983-6549  
FAX (863) 902-1117



TRIBAL OFFICERS  
CHAIRMAN  
JAMES E. BILLIE  
VICE CHAIRMAN  
MITCHELL CYPRESS  
SECRETARY  
LAVONNE KIPPENBERGER  
TREASURER  
PETER HAHN

October 7, 2015

Ms. Sara Hall  
Project Manager  
FDOT District Seven  
11201 N. McKinley Drive  
Tampa, Florida 33612  
Phone: (813) 975-6448  
Email: sara.hall@dot.state.fl.us

**Subject:** FDOT I-275 / SR93 PD&E Study, Pinellas County, Florida  
**THPO#:** 0028819

Dear Ms. Hall,

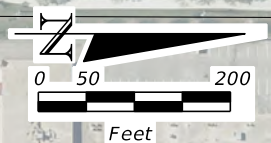
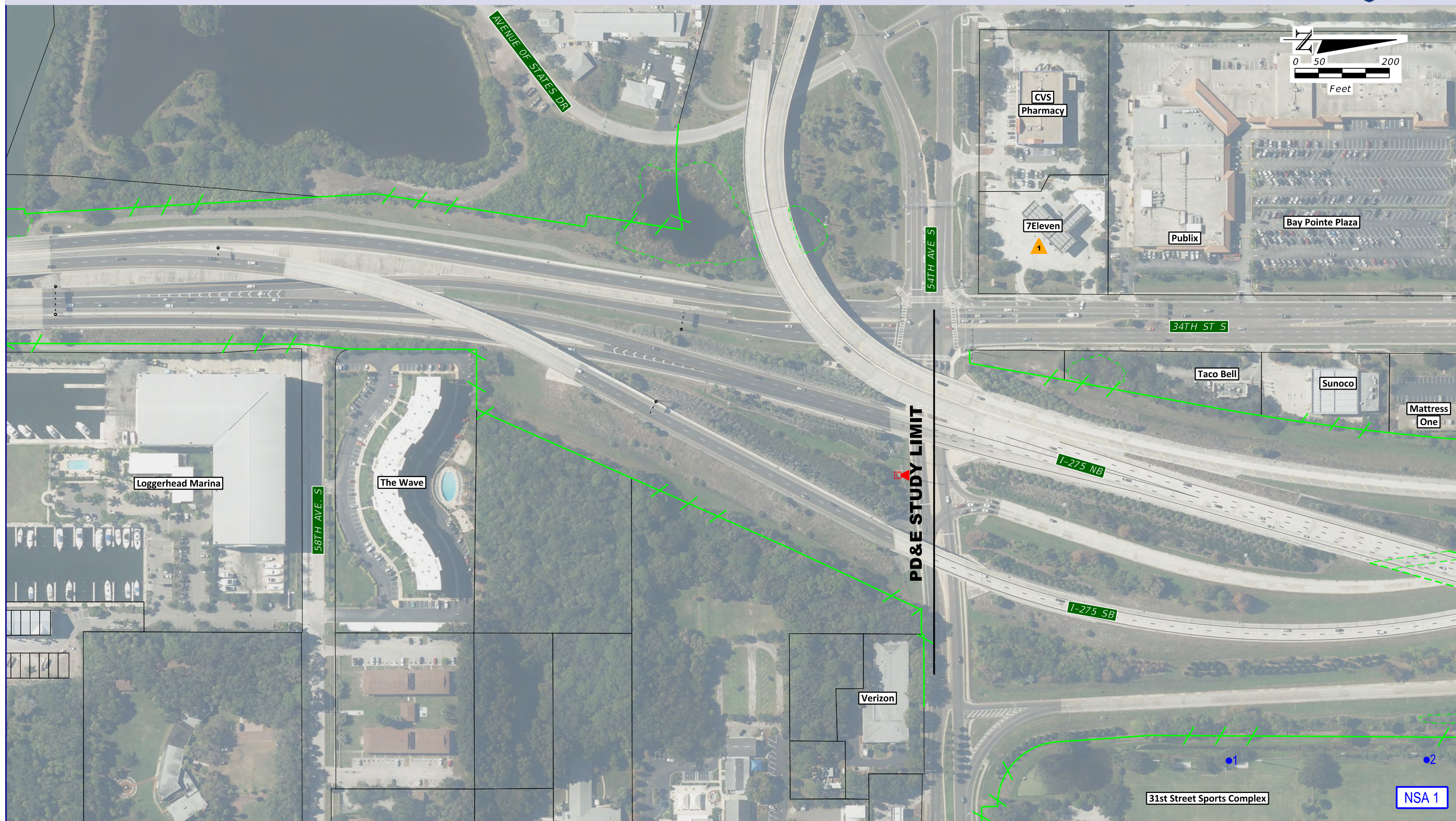
Thank you for contacting the Seminole Tribe of Florida's Tribal Historic Preservation Office (STOF-THPO) regarding the public meeting regarding the PD&E Study for the proposed improvements to FDOT I-275 / SR93, Pinellas County, Florida. Because the project lies within an area that is of historical importance to the Tribe, we would like to ensure that adequate provisions are made to identify and assess any historic properties that may be present within the APE. We respectfully request that, under all applicable Federal legislation, consultation continue between the STOF-THPO and FDOT for this project. Please notify the STOF-THPO of any developments regarding this project and we look forward to working with you throughout the planning process.

Respectfully,

Andrew J. Weidman, MA, RPA  
STOF-THPO, Compliance Review Section  
30290 Josie Billie Hwy, PMB 1004  
Clewiston, FL 33440  
Office: 863-983-6549 x12216  
Email: andrewweidman@semtribe.com

**APPENDIX B:**  
**I-275: 54<sup>th</sup> Avenue S. to North of 4<sup>th</sup> Street Concept Plans & Noise Sensitive Receptors**





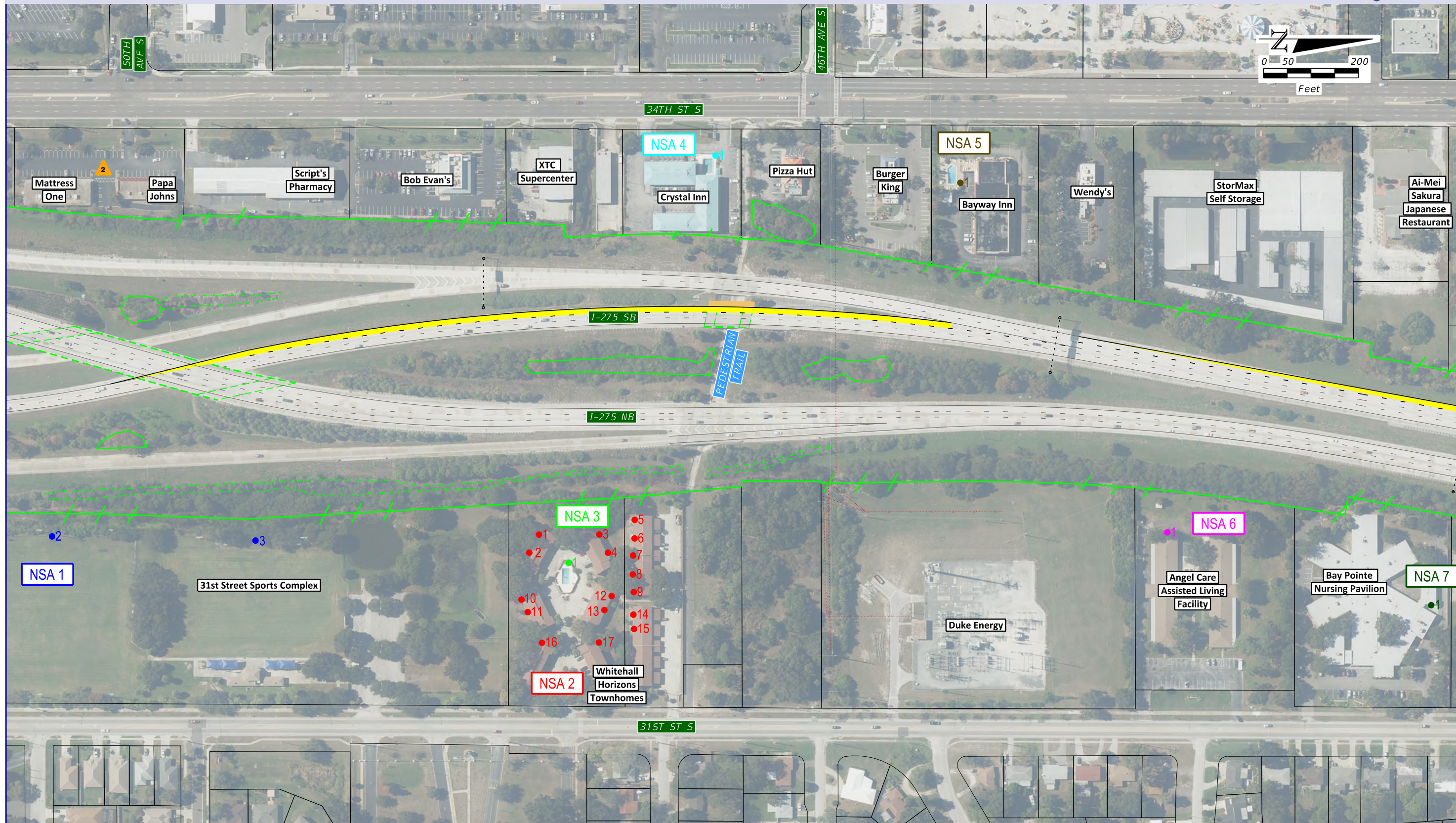
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	PAVEMENT REMOVAL		HISTORIC SITE		SURFACE WATER		CONTAMINATION		● 2 NOISE SENSITIVE RECEPTOR		
	BARRIER WALL		ITS CAMERA		MANGROVES						

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

Aerial Photos Dec. '13 - Feb. '14

SHEET NO. 1



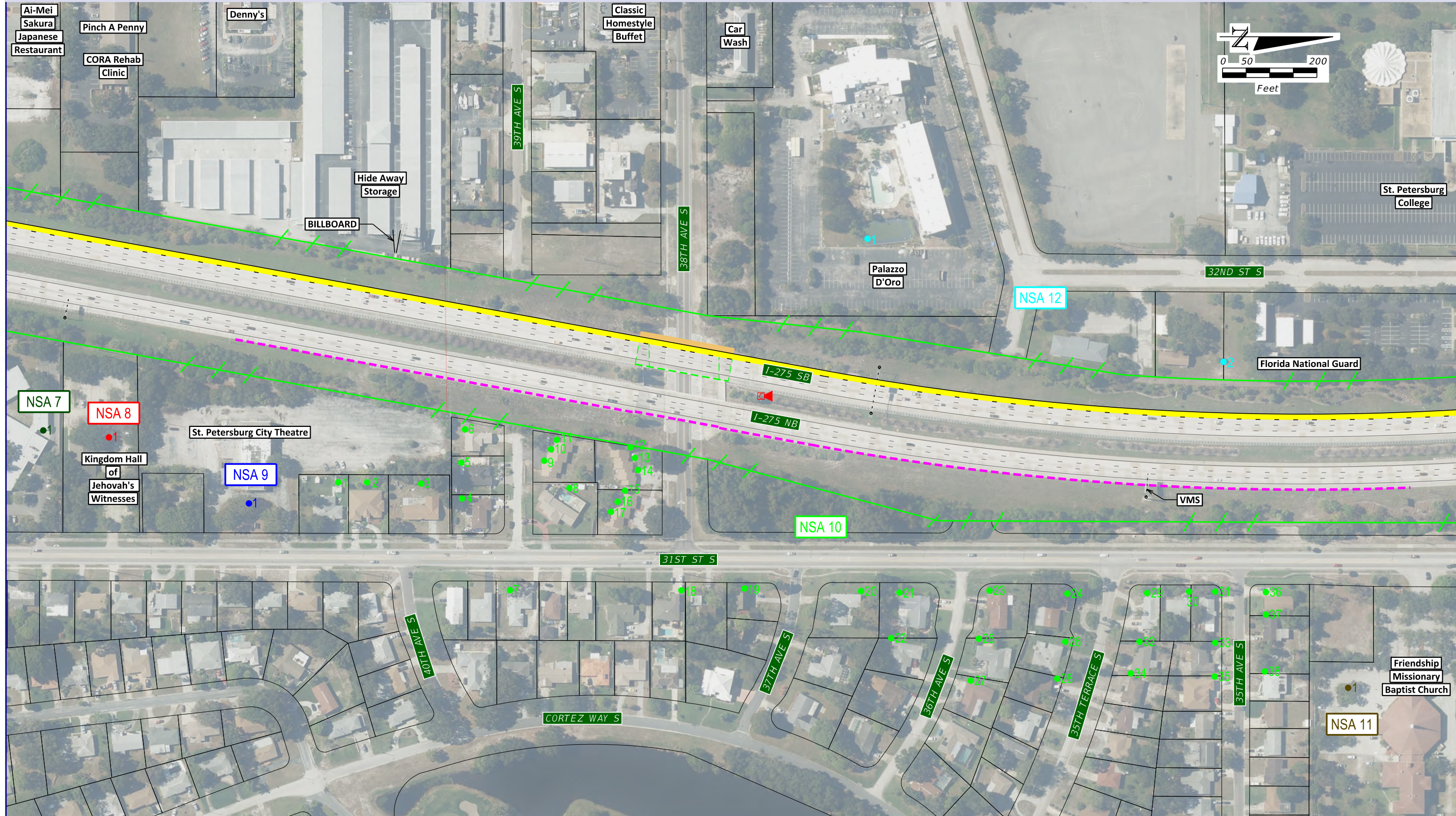


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	BRIDGES		CONTAMINATION		
	HISTORIC SITE				
	ITS CAMERA				

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

SHEET NO.  
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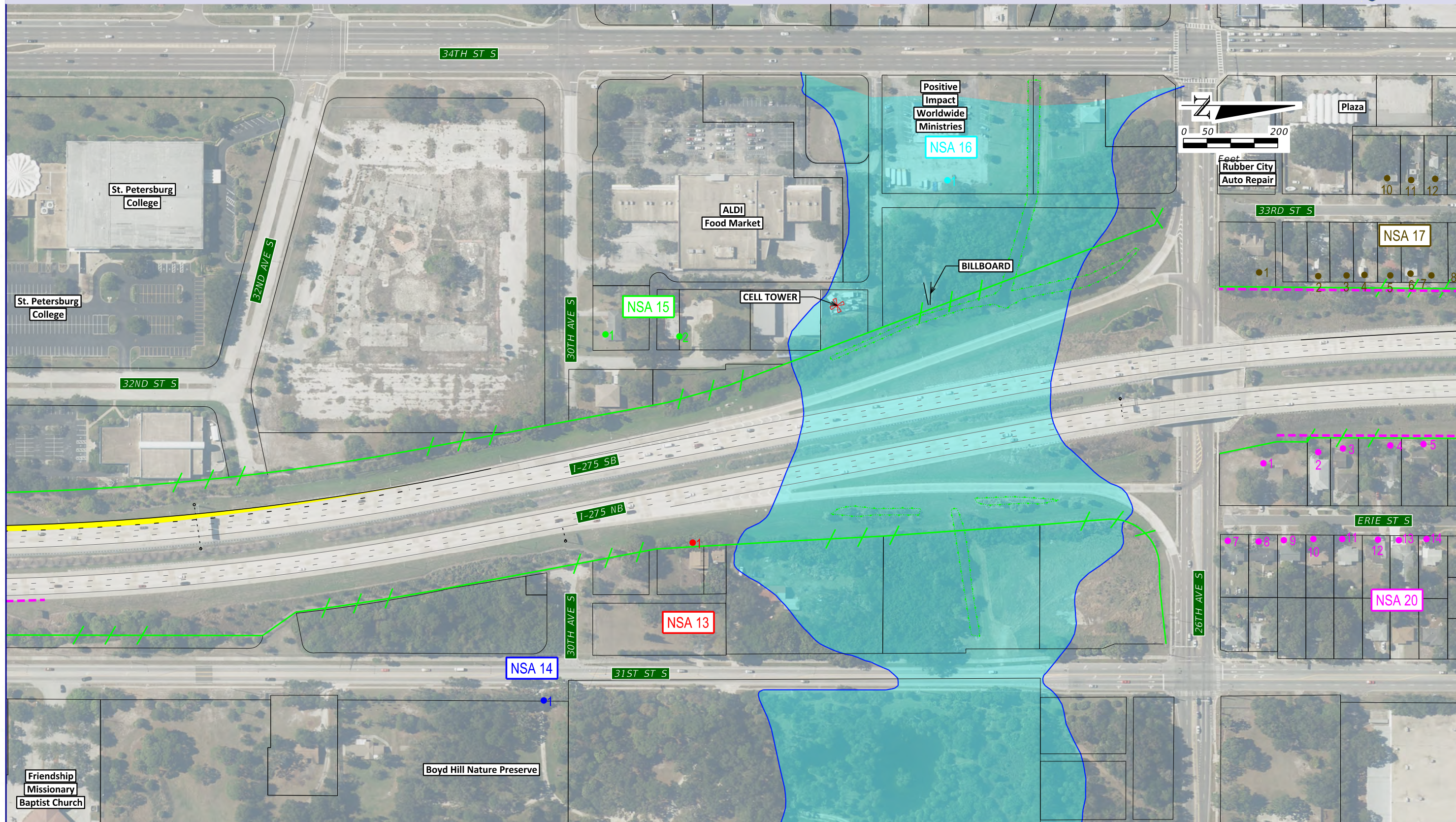
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	BARRIER WALL		ITS CAMERA		MANGROVES		KENWOOD HISTORIC DISTRICT
					FLOOD PLAINS		
					CONTAMINATION		

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

Aerial Photos Dec. '13 - Feb. '14

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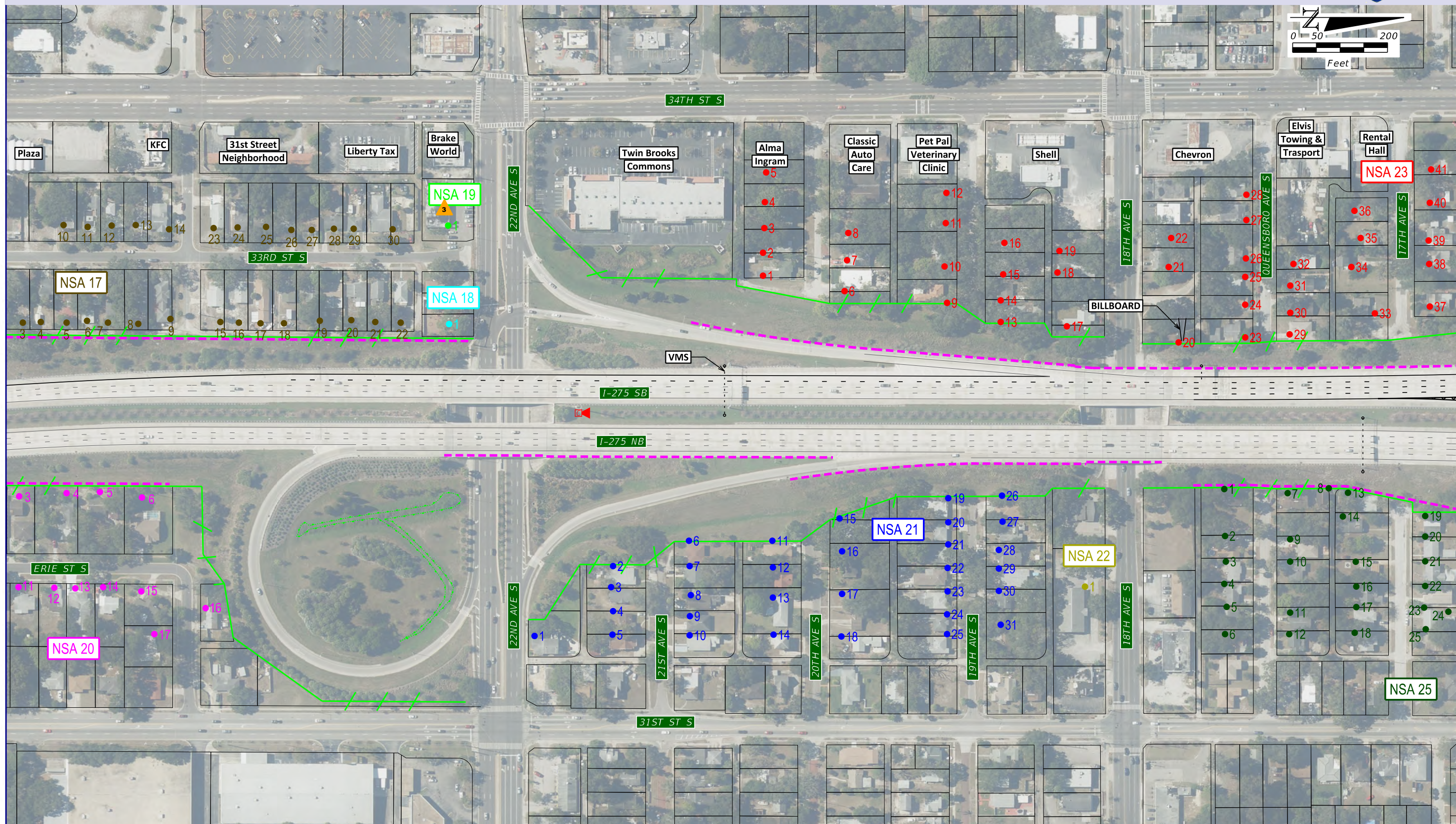


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BARRIER WALL	HISTORIC SITE	NOISE BARRIER	
	ITS CAMERA		
	OVERHEAD SIGN STRUCTURE		
	WETLANDS	RIGHT OF WAY	
	SURFACE WATER	FLOOD PLAINS	
	MANGROVES	CONTAMINATION	

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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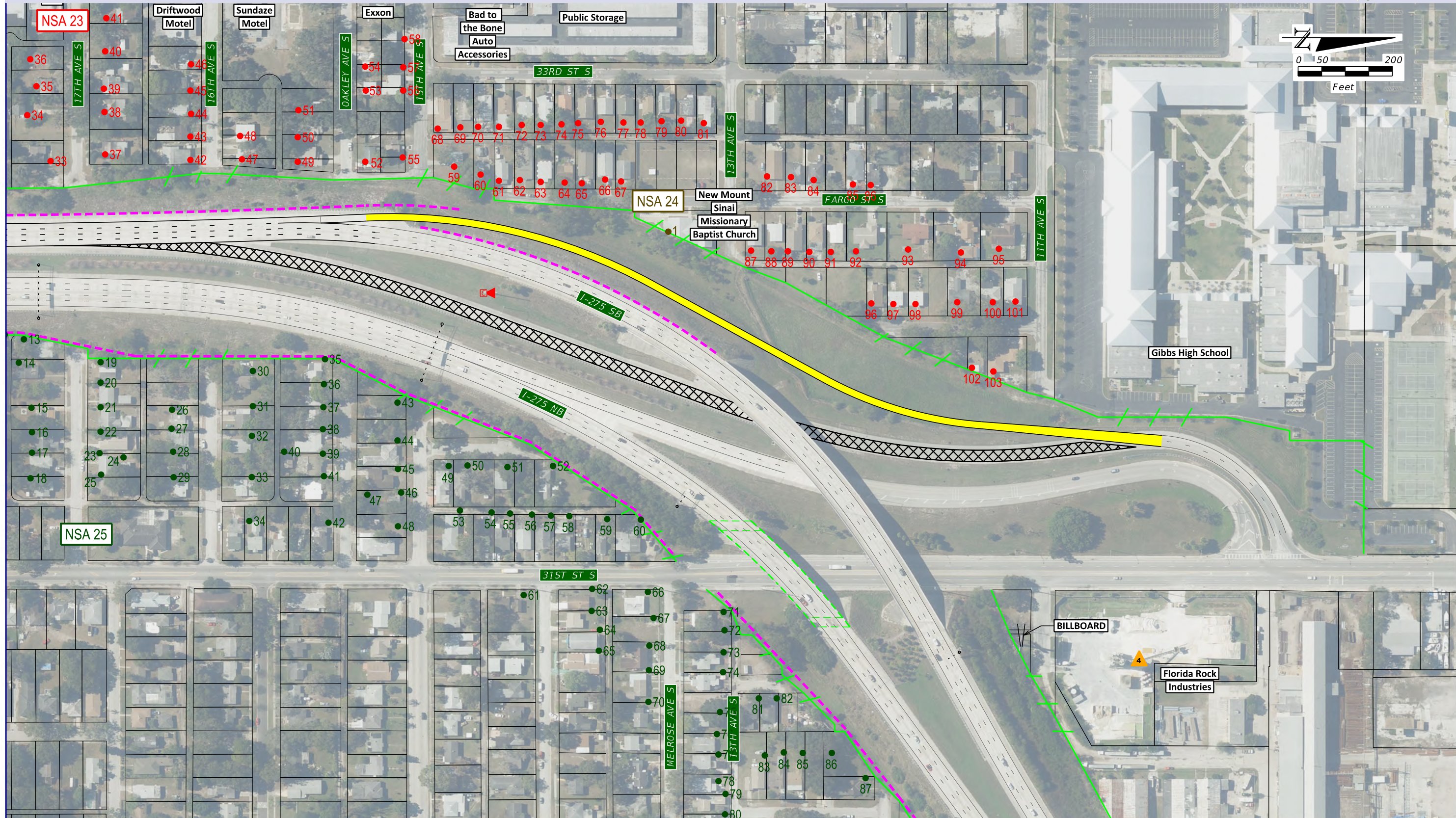
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BARRIER WALL	ITS CAMERA	MANGROVES	CONTAMINATION				

Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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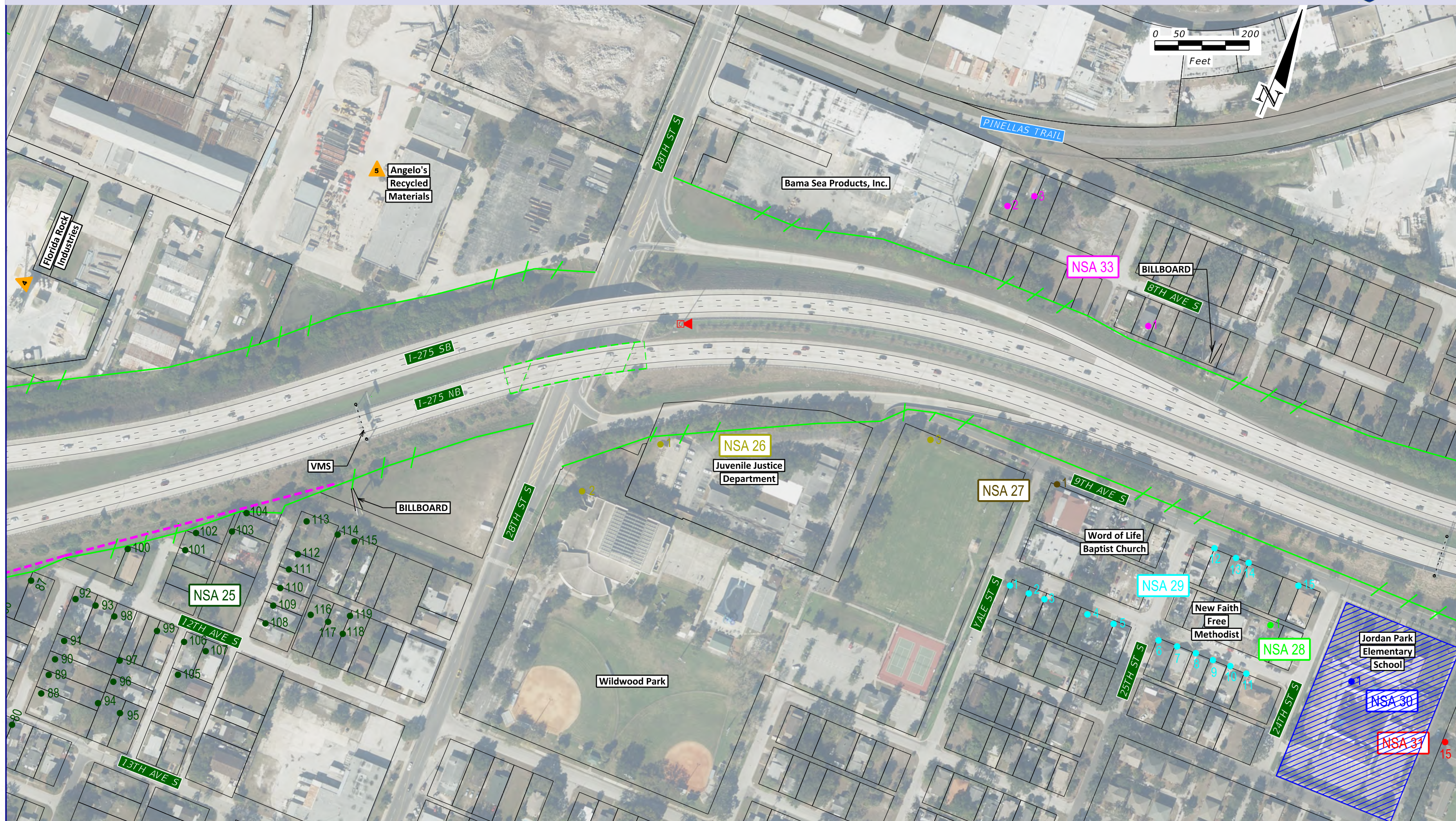
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					FLOOD PLAINS				
					CONTAMINATION				

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

Aerial Photos Dec. '13 - Feb. '14

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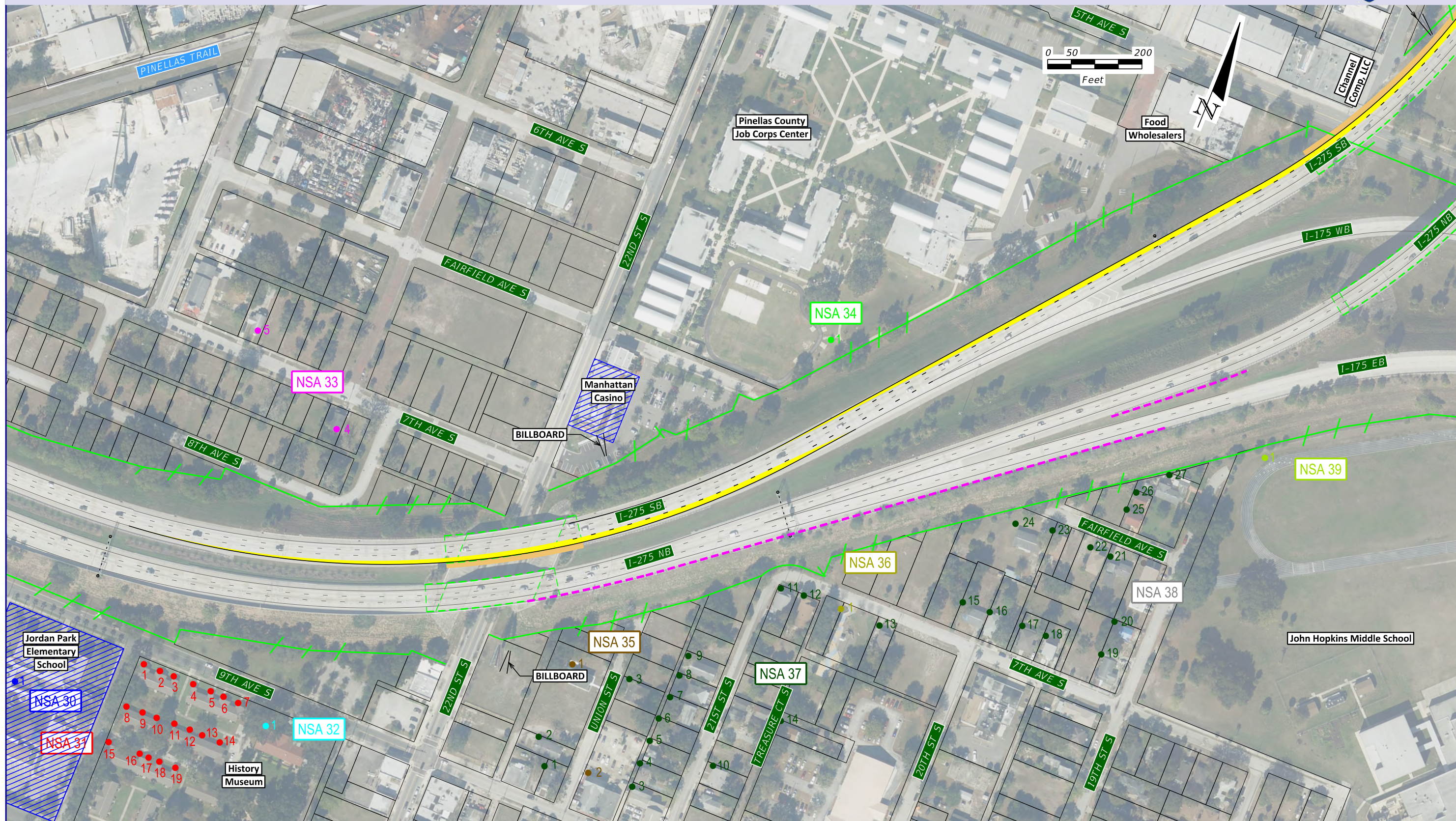


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	BARRIER WALL		ITS CAMERA		FLOOD PLAINS				
					MANGROVES				

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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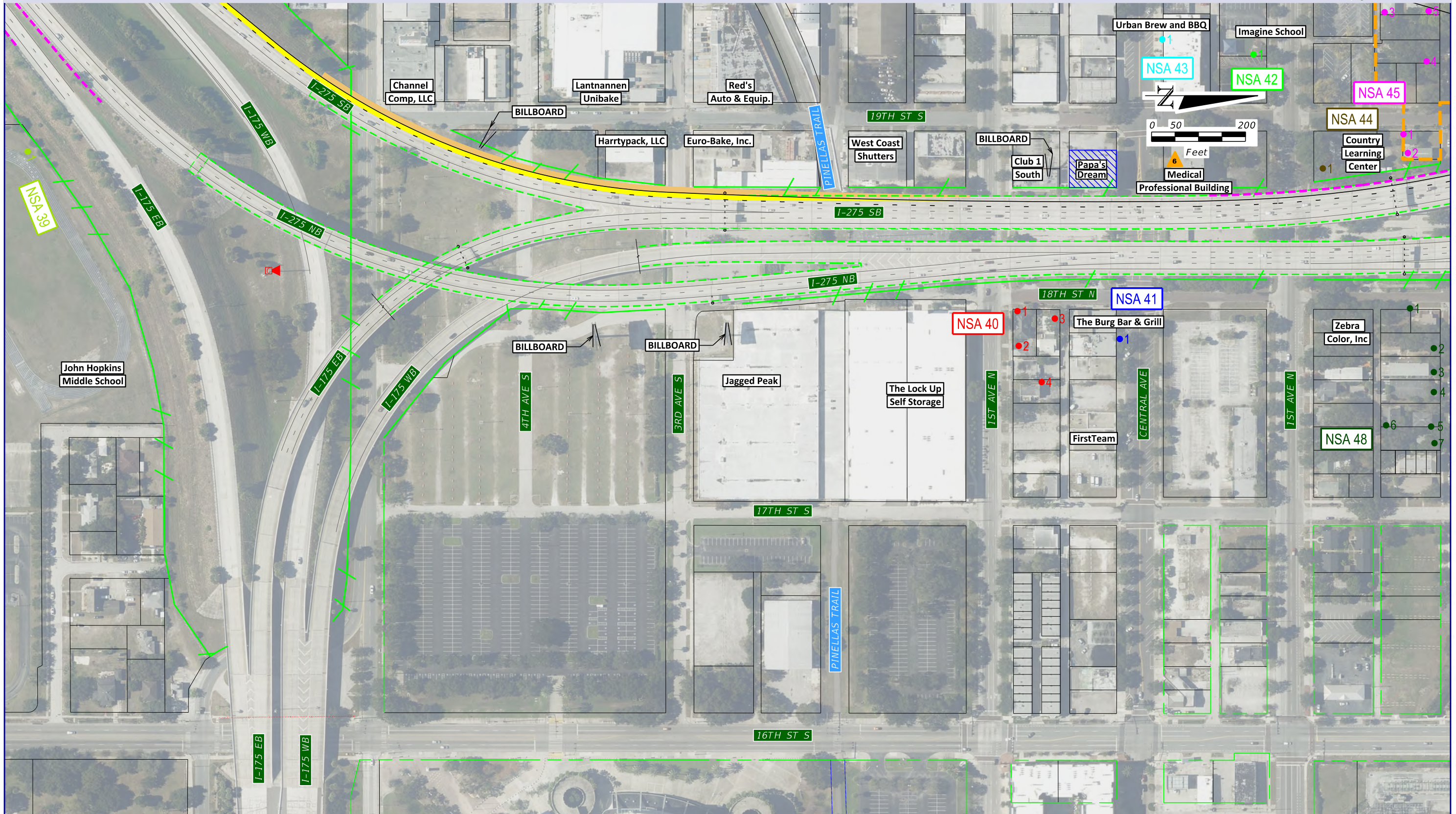


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					FLOOD PLAINS				
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I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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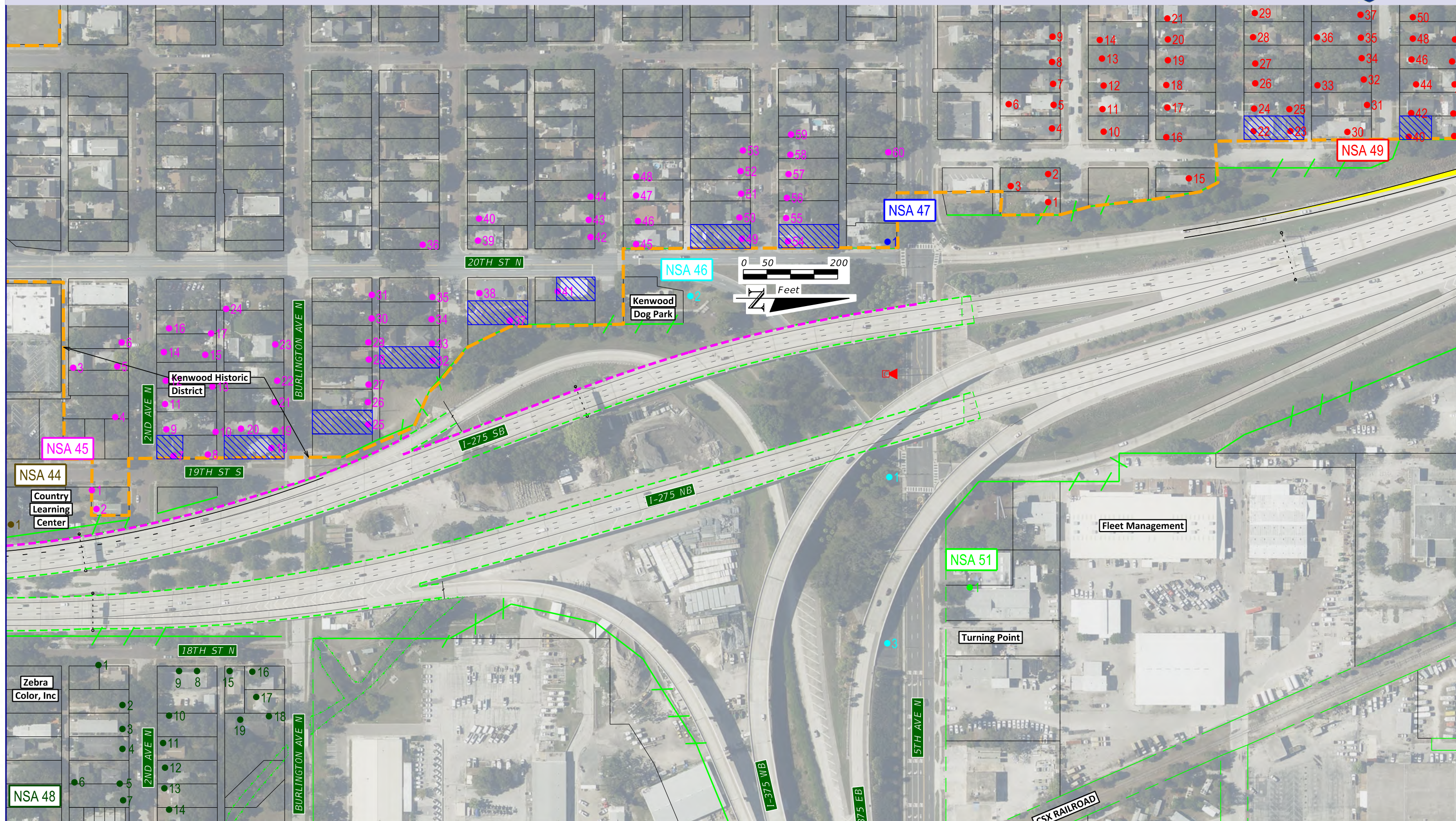
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BARRIER WALL	HISTORIC SITE	SURFACE WATER	FLOOD PLAINS	NOISE BARRIER	
	ITS CAMERA	MANGROVES	CONTAMINATION		

Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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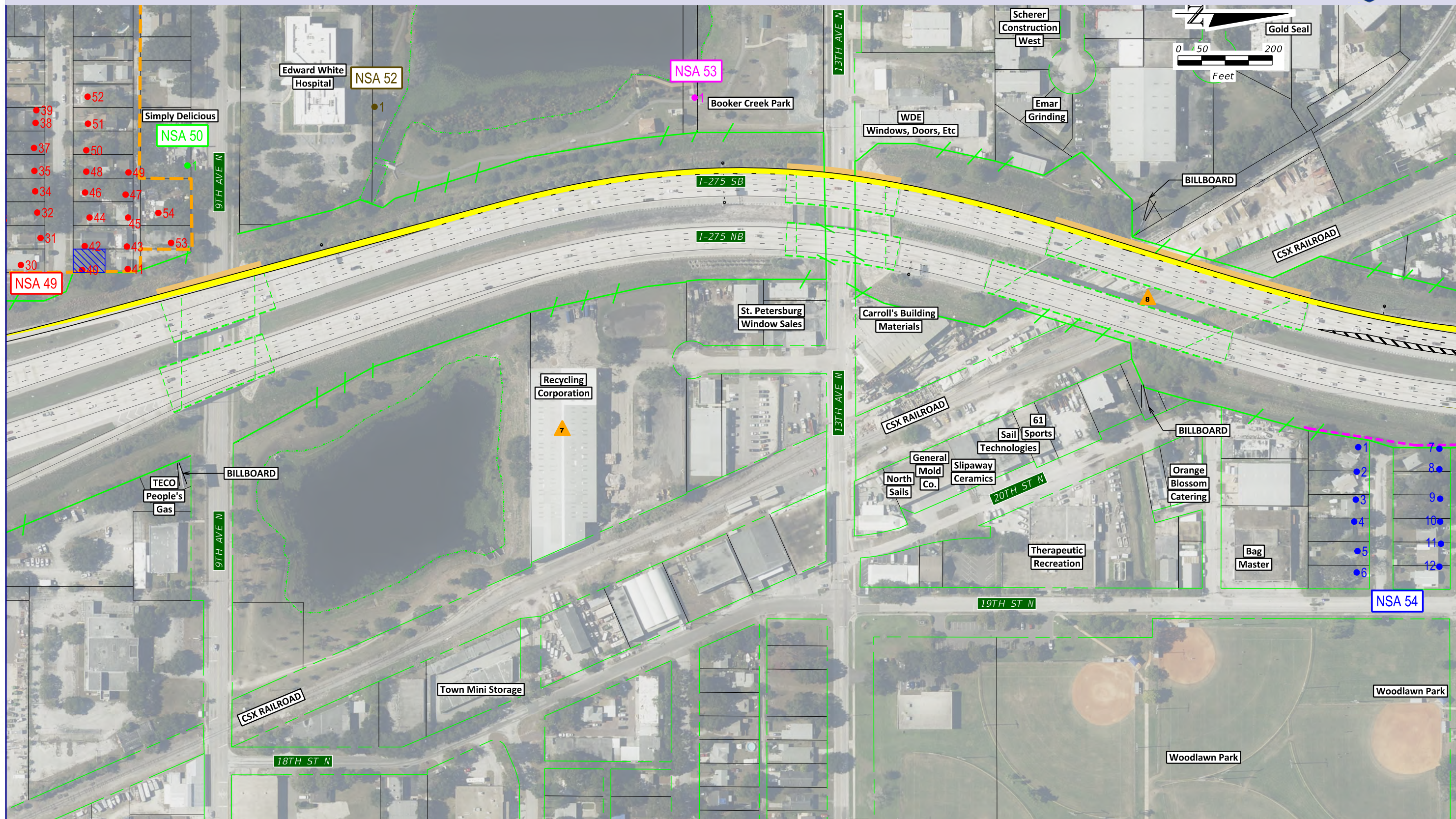
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	BARRIER WALL		ITS CAMERA		MANGROVES						

I-275: 54TH AVE S TO N OF 4TH ST  
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Aerial Photos Dec. '13 - Feb. '14

SHEET NO. 10



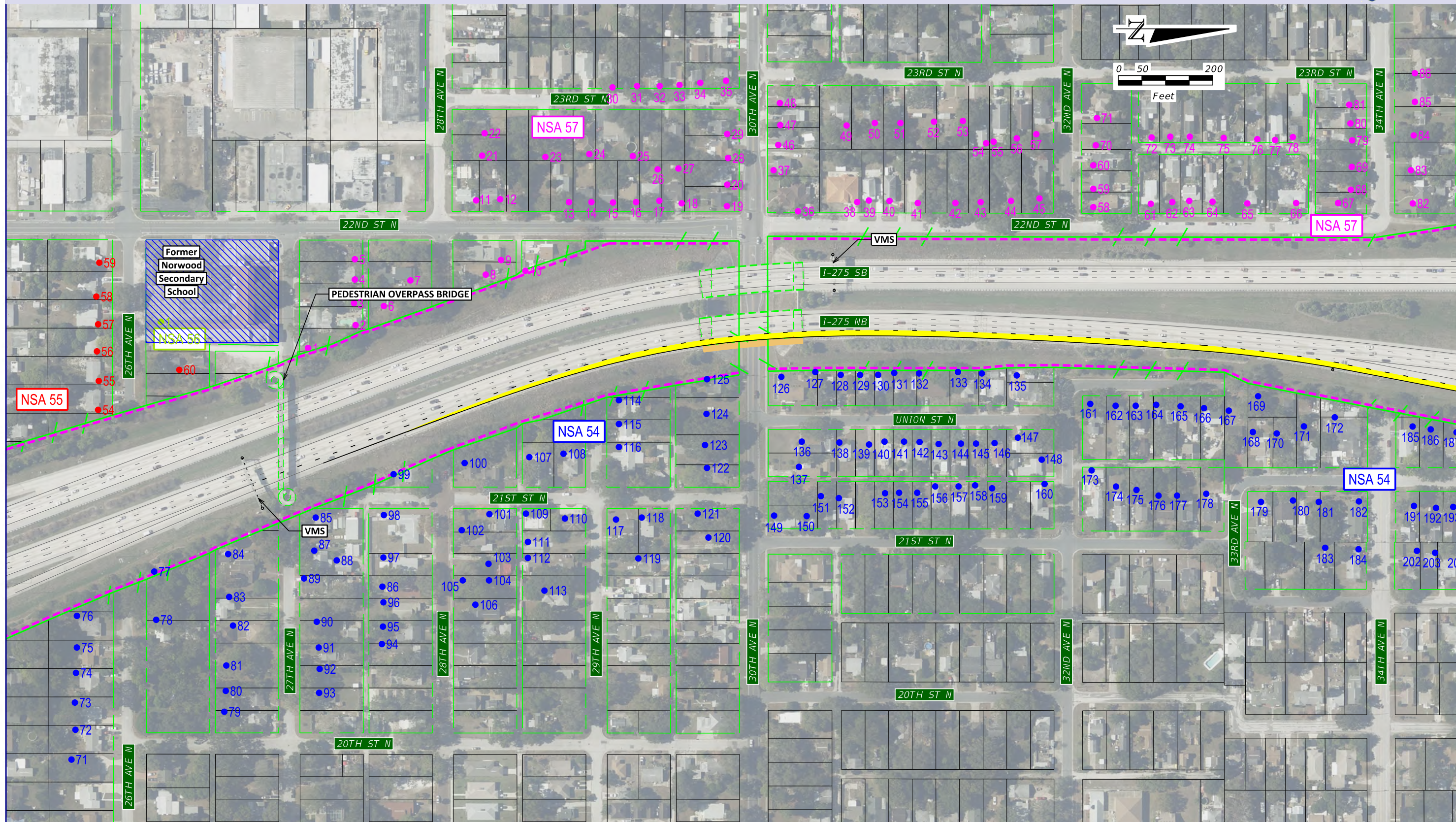


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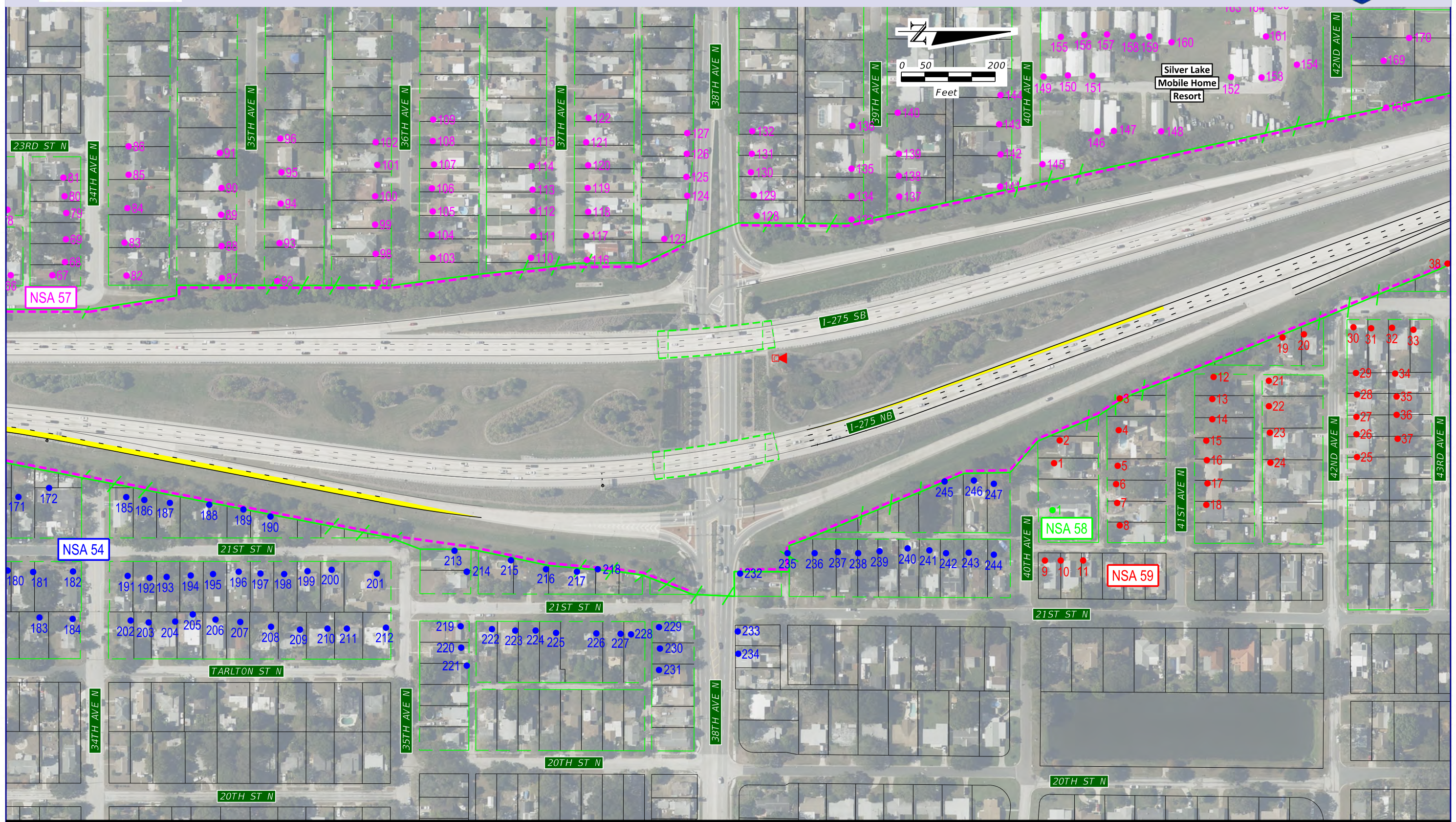
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					FLOOD PLAINS				
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Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N OF 4TH ST  
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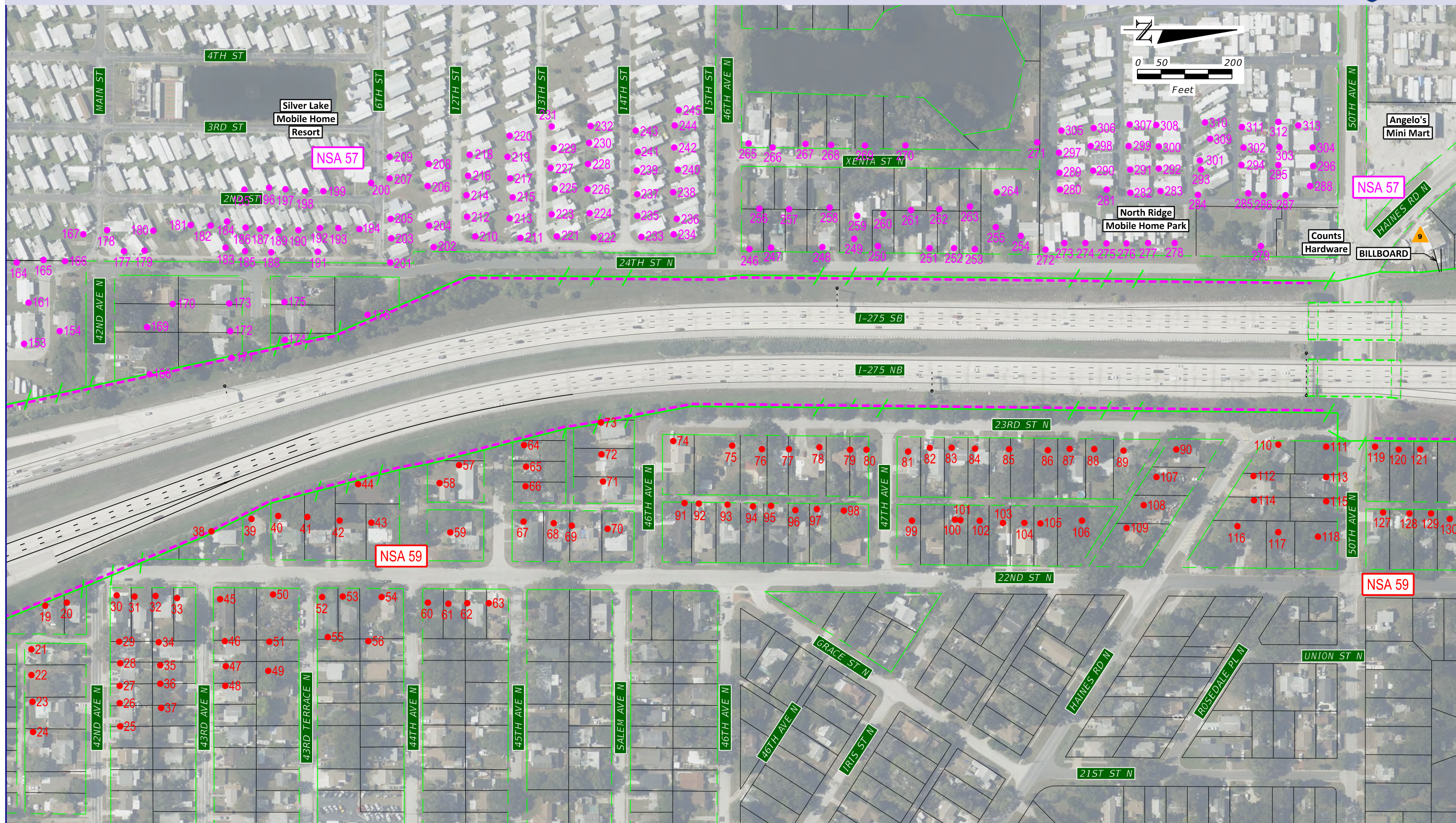
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					FLOOD PLAINS				
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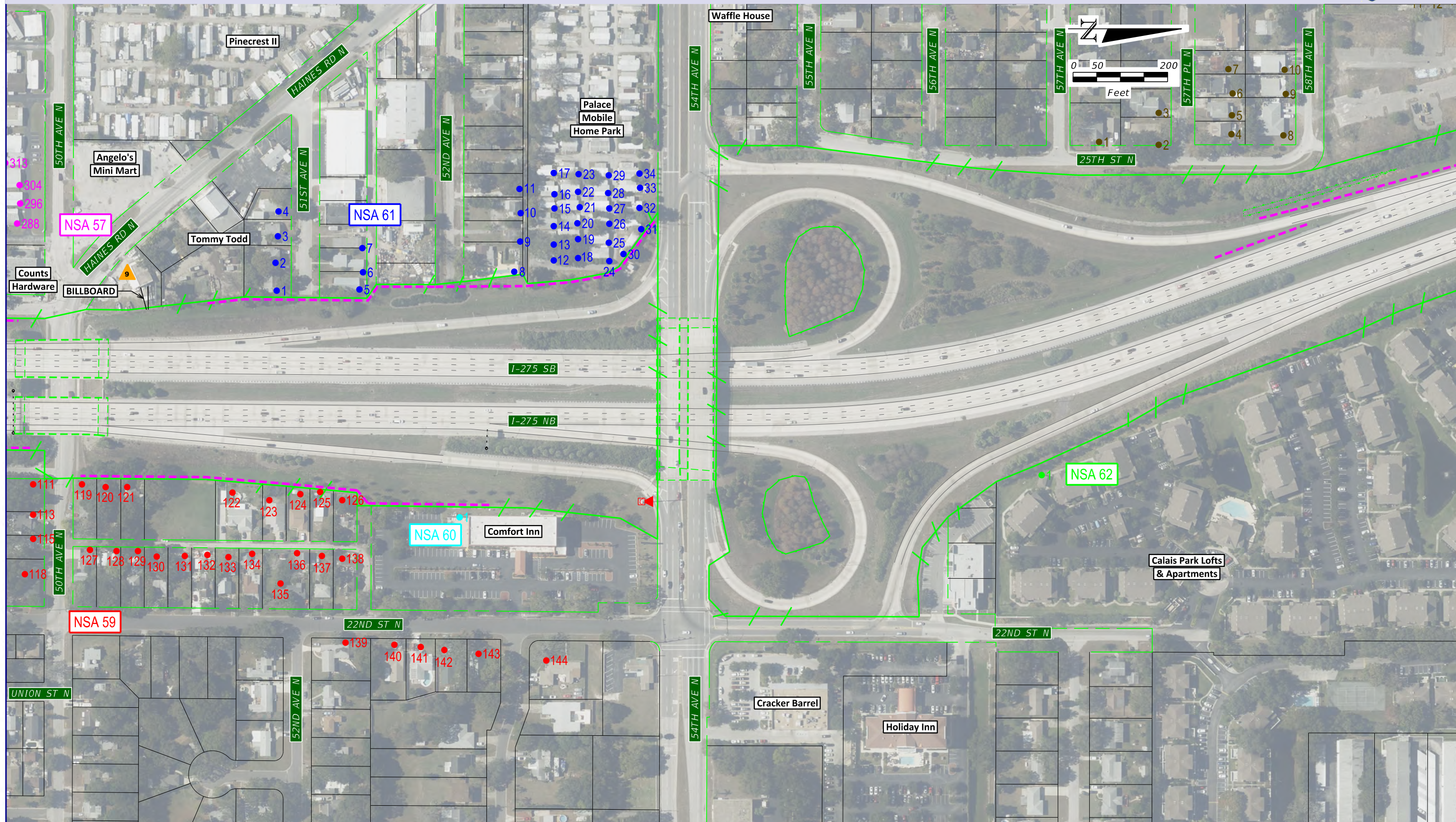
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					FLOOD PLAINS				
					CONTAMINATION				

I-275: 54TH AVE S TO N OF 4TH ST  
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Aerial Photos Dec. '13 - Feb. '14

SHEET NO. 15





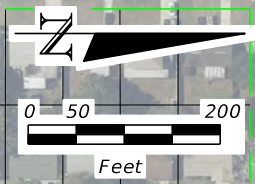
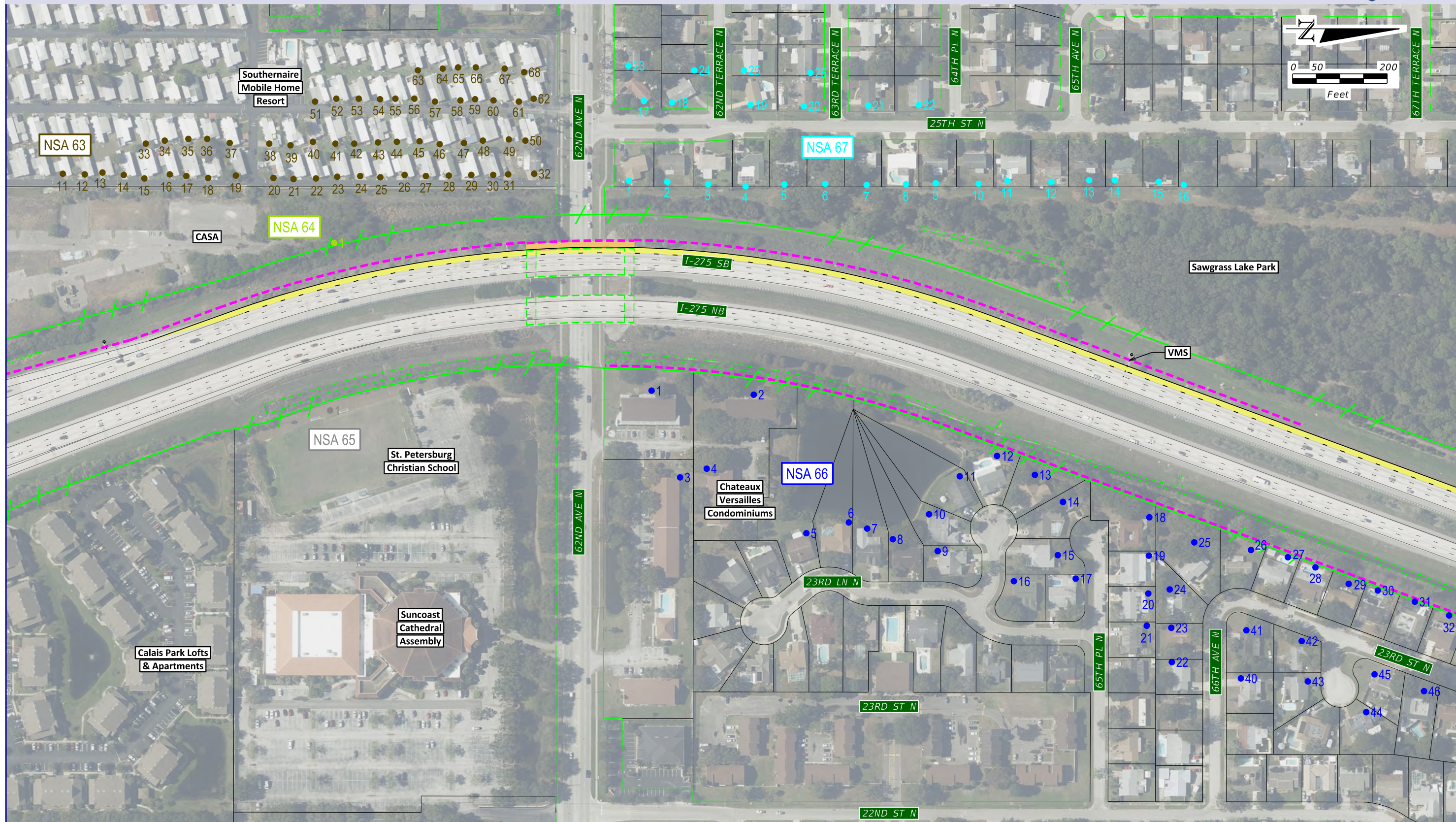
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I-275: 54TH AVE S TO N OF 4TH ST  
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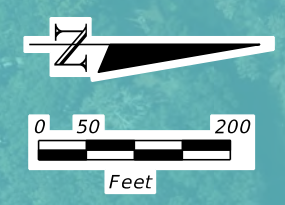
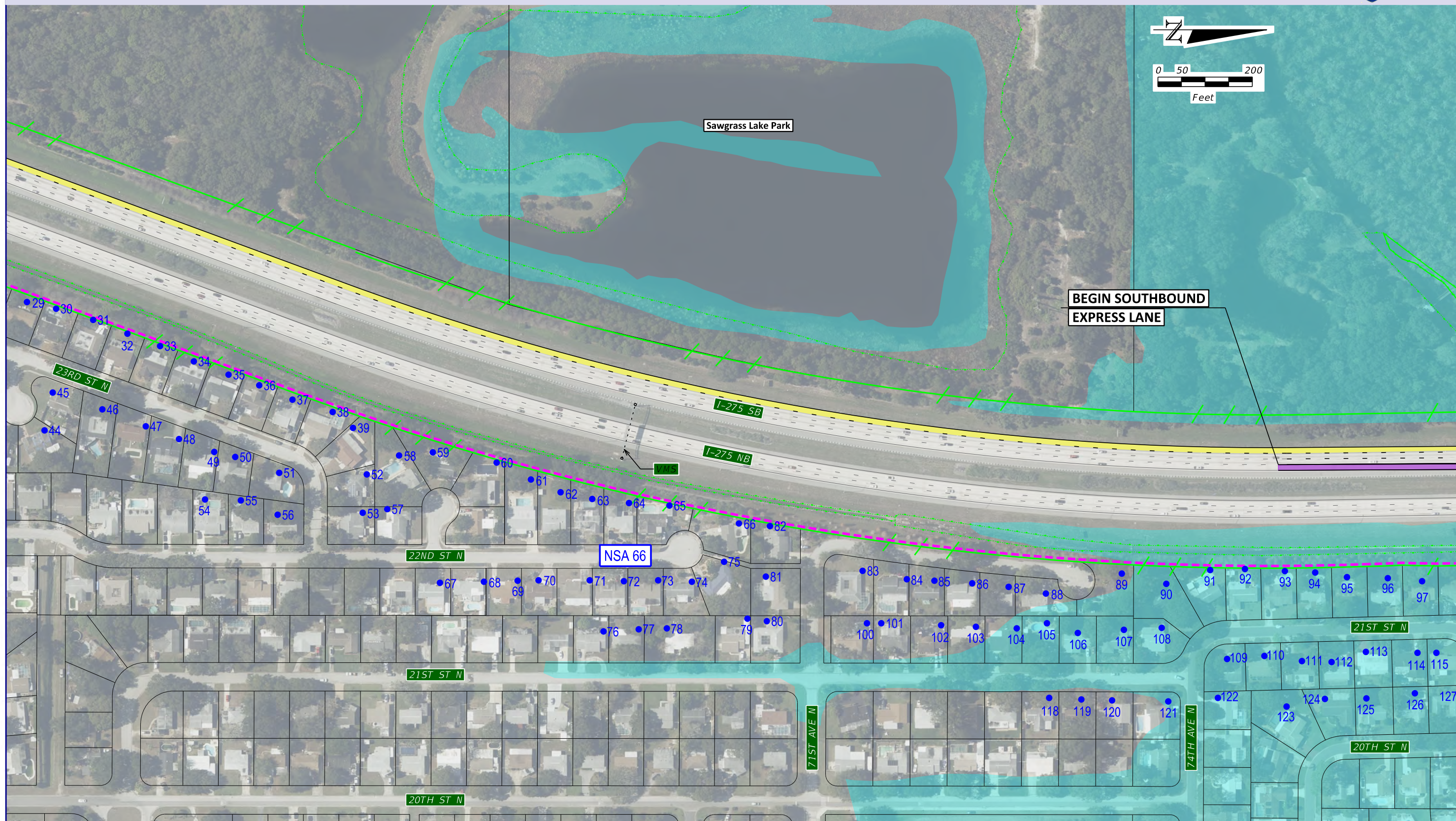


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I-275: 54TH AVE S TO N OF 4TH ST  
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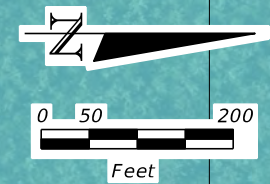
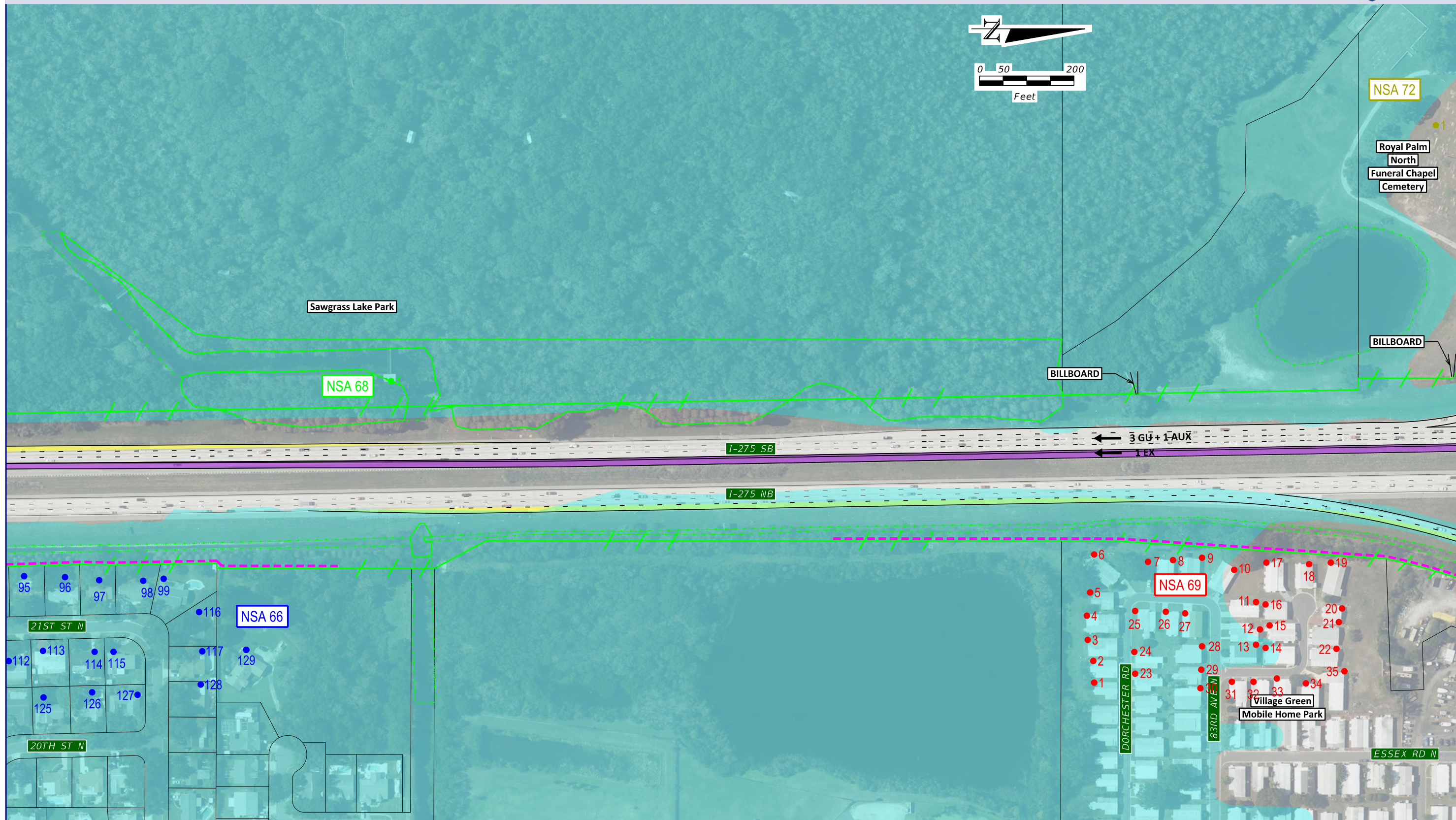
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I-275: 54TH AVE S TO N OF 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

Aerial Photos Dec. '13 - Feb. '14

SHEET NO. 18



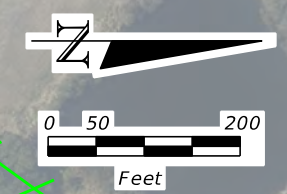
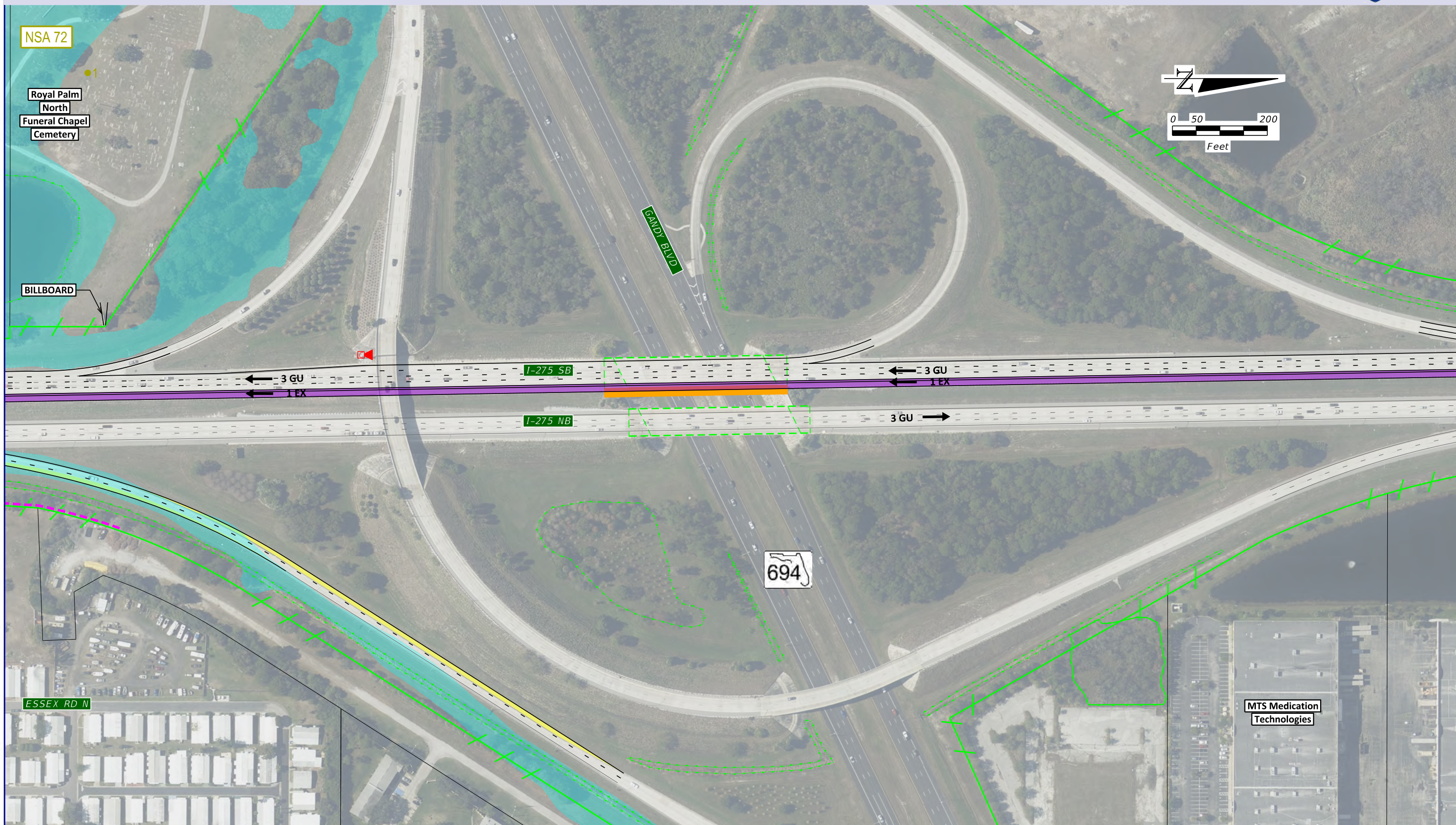


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	STARTER WIDENING
	BRIDGE WIDENING
	BRIDGES
	HISTORIC SITE
	RIGHT OF WAY
	WETLANDS
	SURFACE WATER
	MANGROVES
	ITS CAMERA
	FLOOD PLAINS
	CONTINUOUS SEA GRASS
	DISCONTINUOUS SEA GRASS
	CONTAMINATION
	OVERHEAD SIGN STRUCTURE
	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
	NOISE BARRIER
	EX = EXPRESS TOLL LANES
	GU = GENERAL USE LANES
	AUX = AUXILIARY LANES

I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

SHEET NO.  
 19



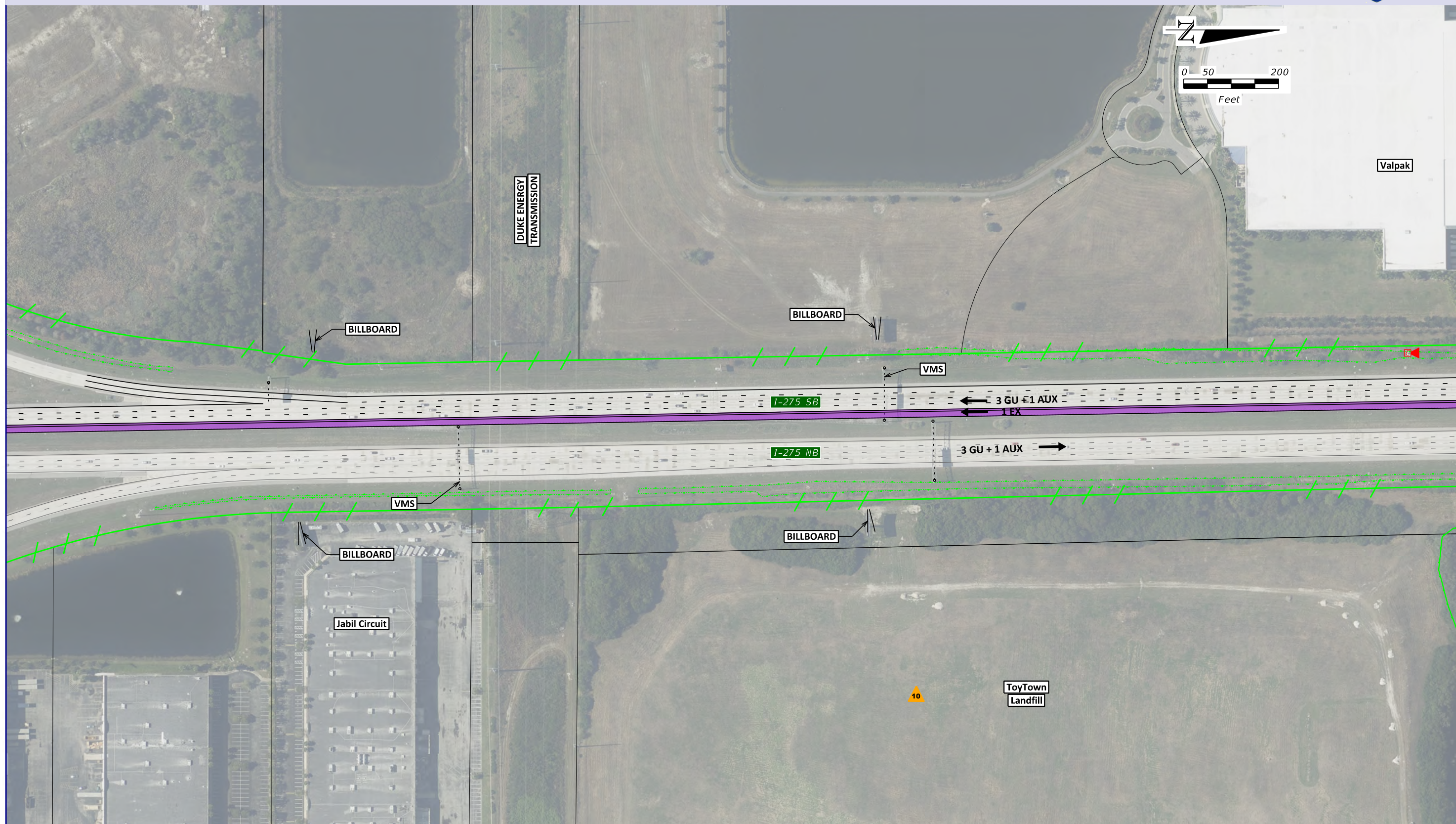


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	FLOOD PLAINS
	CONTINUOUS SEA GRASS
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	CONTAMINATION
	OVERHEAD SIGN STRUCTURE
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I-275: 54TH AVE S TO N 4TH ST  
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 NOISE SENSITIVE RECEPTORS

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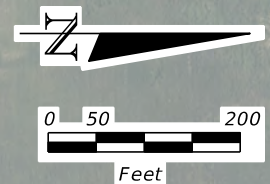
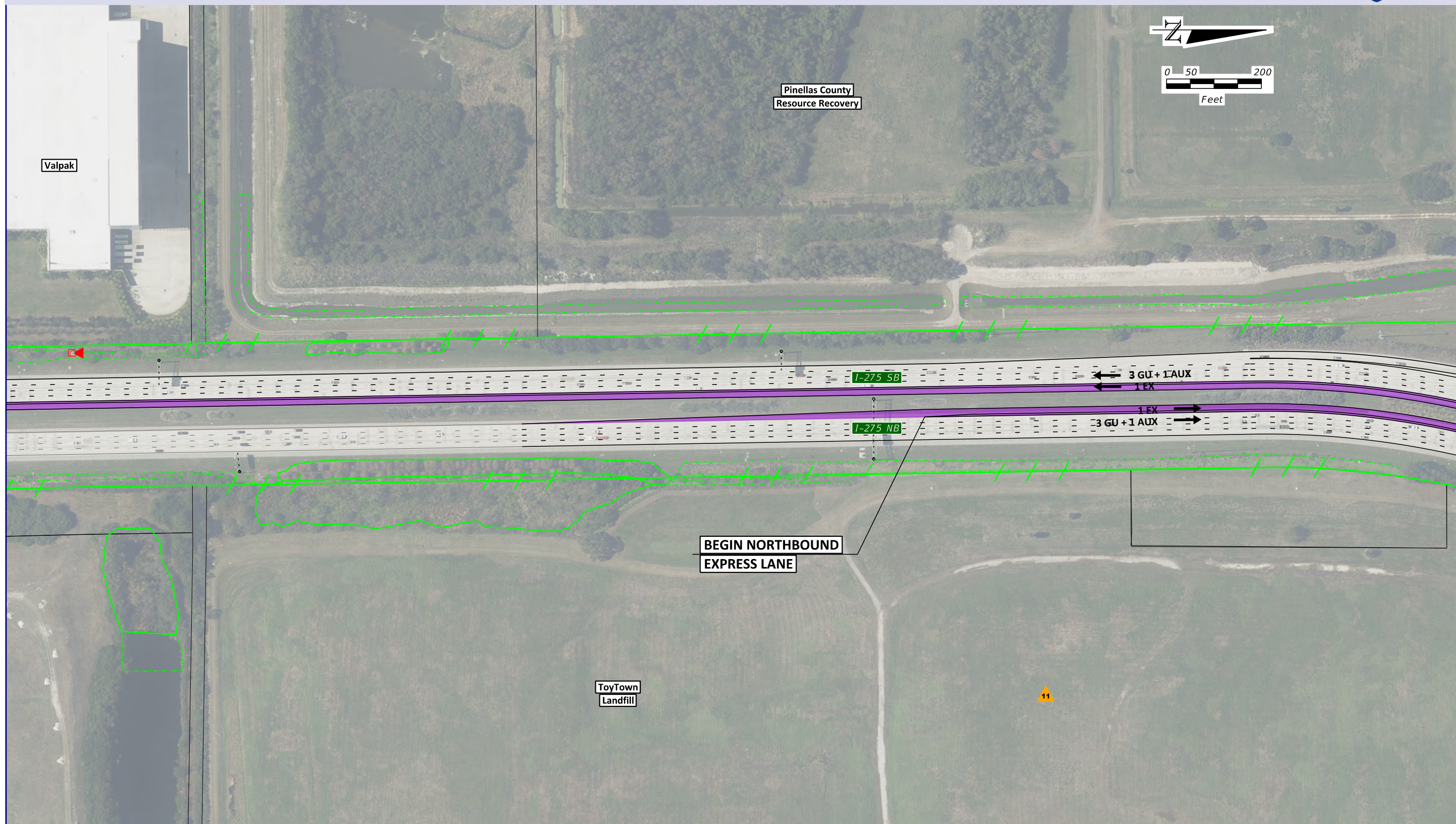


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	BRIDGES
	HISTORIC SITE
	RIGHT OF WAY
	WETLANDS
	SURFACE WATER
	MANGROVES
	ITS CAMERA
	FLOOD PLAINS
	CONTINUOUS SEA GRASS
	DISCONTINUOUS SEA GRASS
	CONTAMINATION
	OVERHEAD SIGN STRUCTURE
	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
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I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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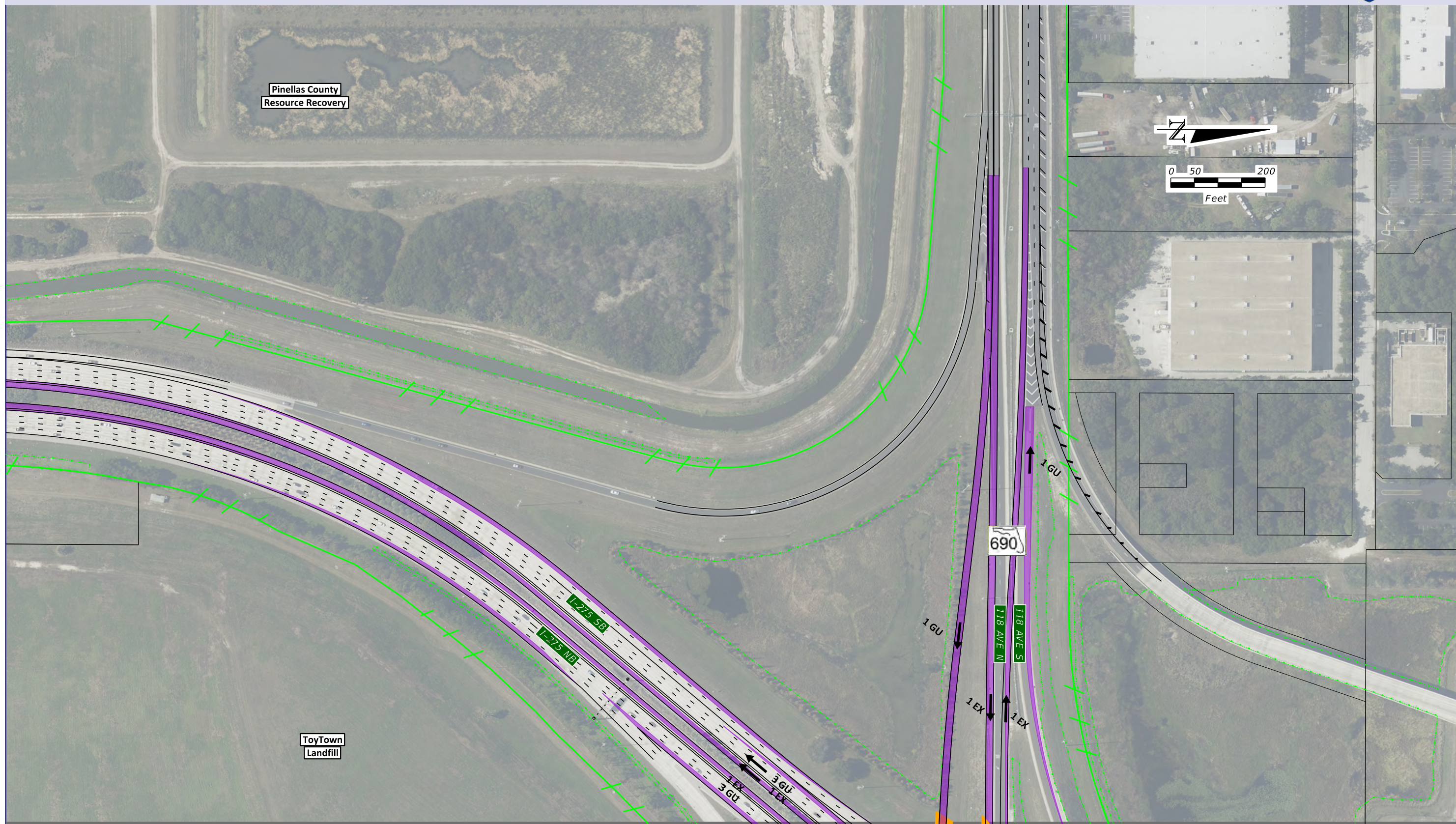


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STARTER WIDENING	HISTORIC SITE
RIGHT OF WAY	CONTAMINATION
WETLANDS	FLOOD PLAINS
SURFACE WATER	CONTINUOUS SEA GRASS
MANGROVES	DISCONTINUOUS SEA GRASS
ITS CAMERA	OVERHEAD SIGN STRUCTURE
	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
	NOISE BARRIER
	EX = EXPRESS TOLL LANES
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I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

SHEET NO.  
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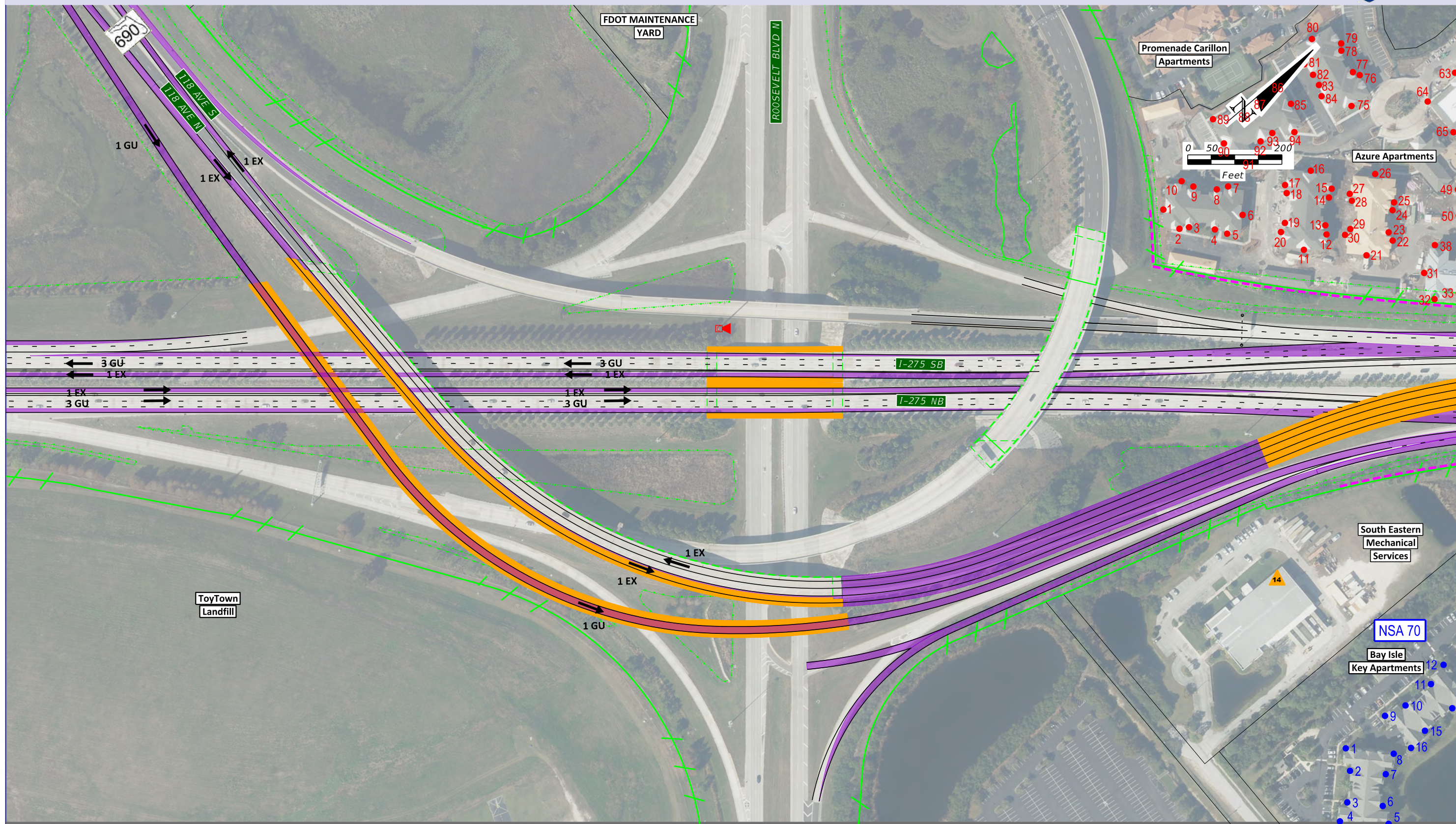
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STARTER WIDENING	HISTORIC SITE
RIGHT OF WAY	CONTAMINATION
WETLANDS	FLOOD PLAINS
SURFACE WATER	CONTINUOUS SEA GRASS
MANGROVES	DISCONTINUOUS SEA GRASS
ITS CAMERA	NOISE BARRIER
OVERHEAD SIGN STRUCTURE	NOISE SENSITIVE RECEPTOR
NSA #	NOISE SENSITIVE AREA
	NOISE SENSITIVE AREA

EX = EXPRESS TOLL LANES  
 GU = GENERAL USE LANES  
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 Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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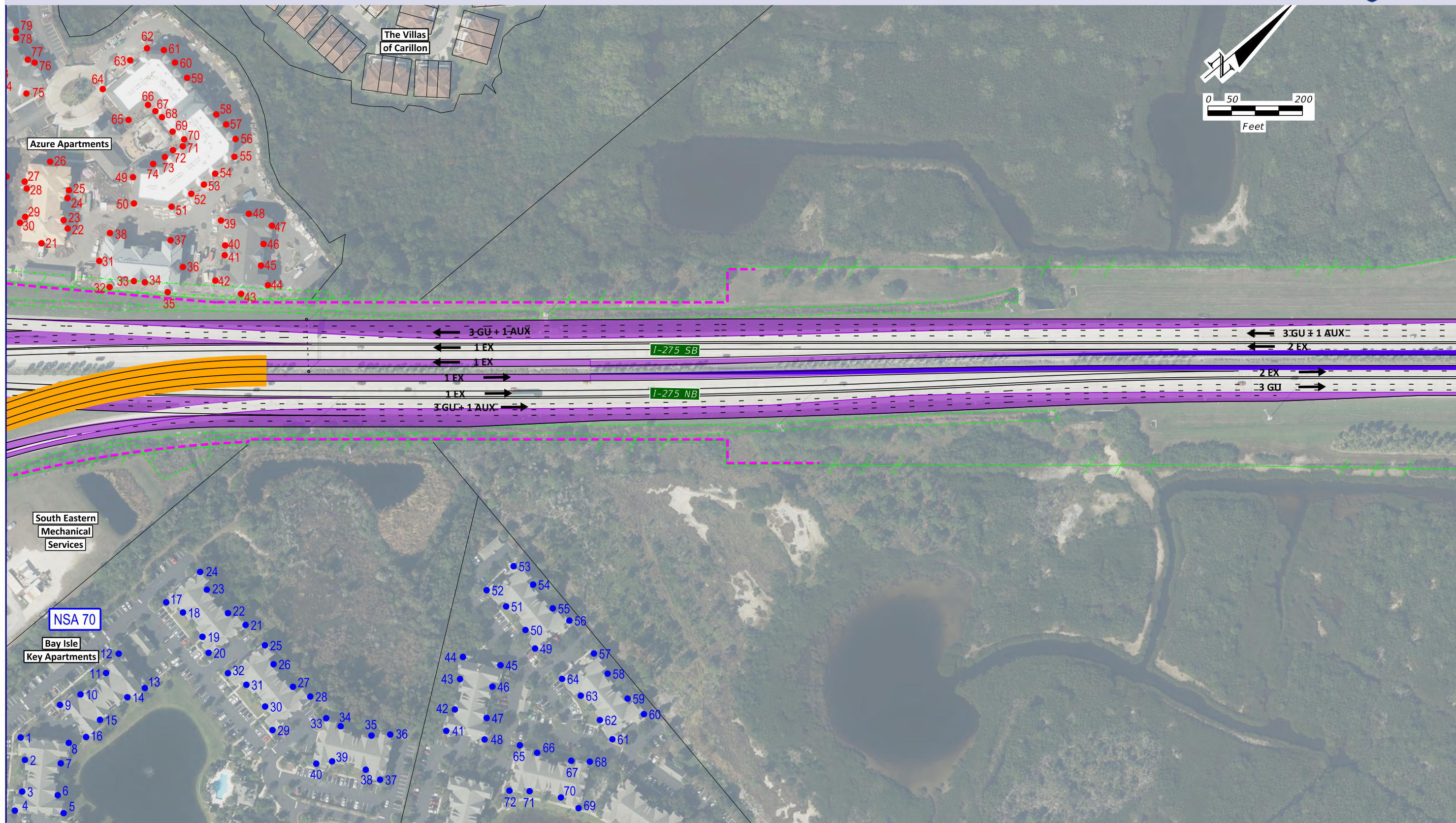


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	RIGHT OF WAY
	WETLANDS
	SURFACE WATER
	MANGROVES
	ITS CAMERA
	FLOOD PLAINS
	CONTINUOUS SEA GRASS
	DISCONTINUOUS SEA GRASS
	CONTAMINATION
	OVERHEAD SIGN STRUCTURE
	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
	NOISE BARRIER
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I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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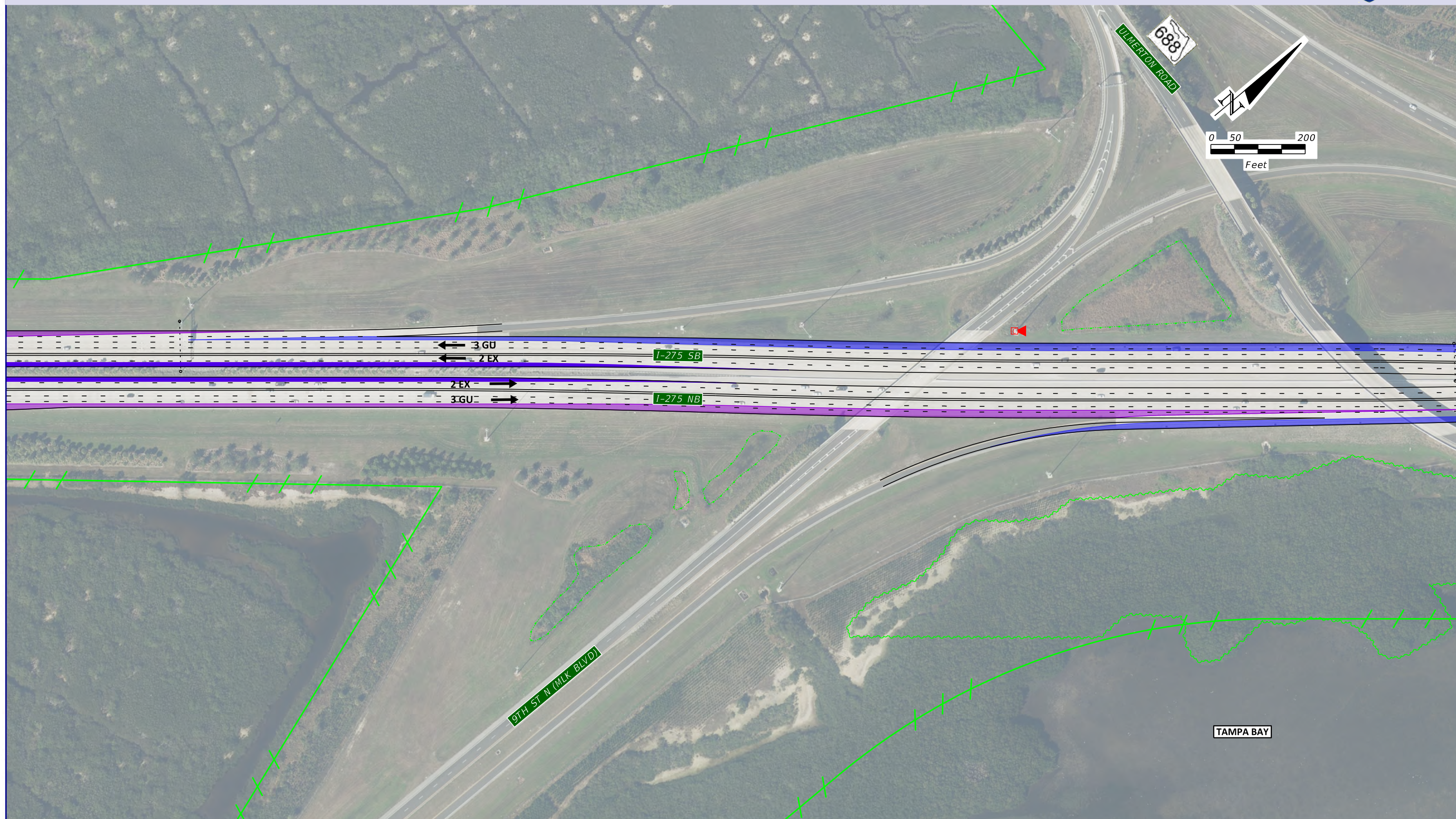


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	BRIDGES
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	RIGHT OF WAY
	WETLANDS
	SURFACE WATER
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	ITS CAMERA
	FLOOD PLAINS
	CONTINUOUS SEA GRASS
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	CONTAMINATION
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	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
	NOISE BARRIER
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I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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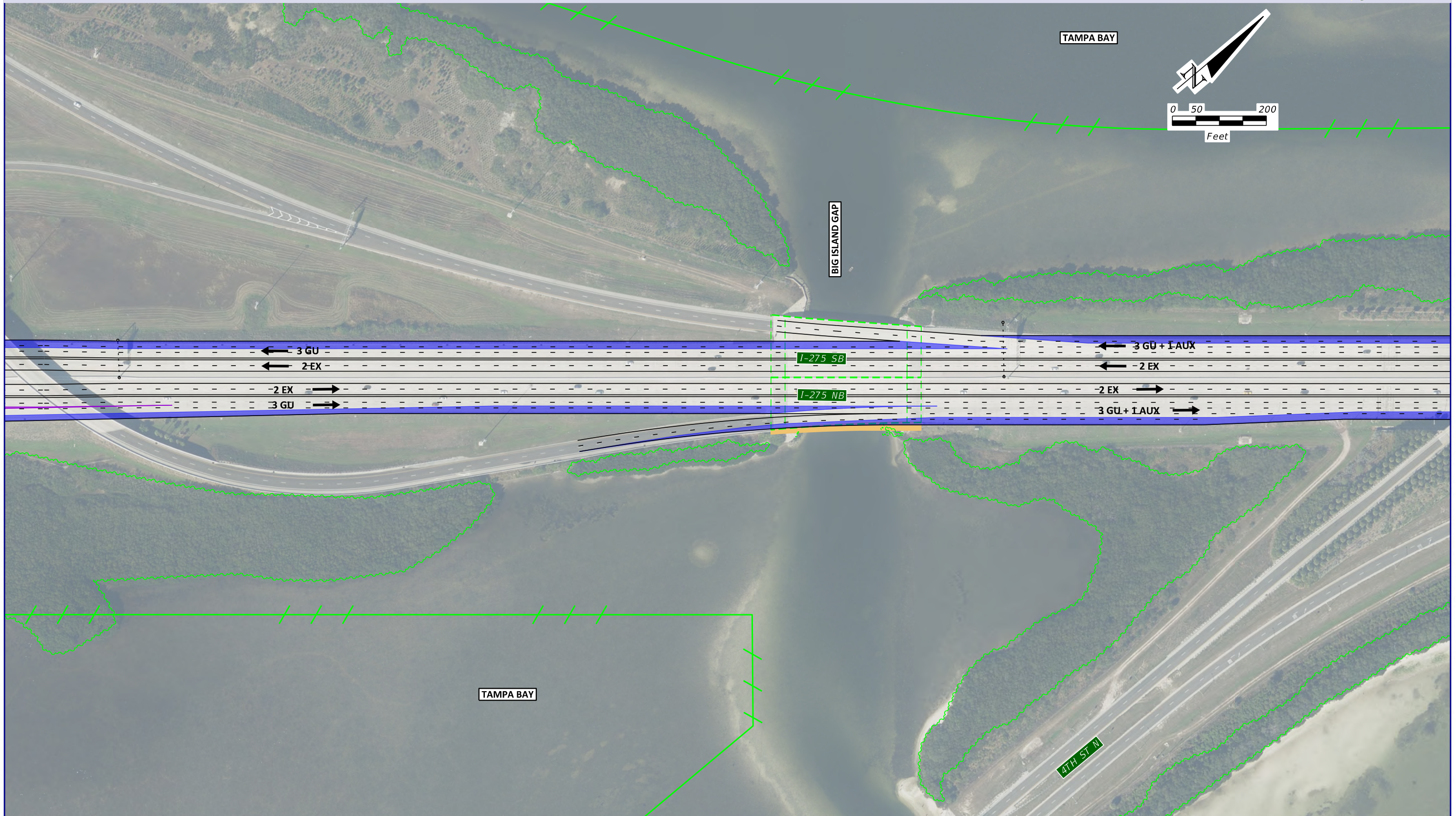
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MASTER WIDENING	WETLANDS
STARTER WIDENING	SURFACE WATER
RIGHT OF WAY	BRIDGES
HISTORIC SITE	MANGROVES
ITS CAMERA	CONTAMINATION
FLOOD PLAINS	CONTINUOUS SEA GRASS
CONTINUOUS SEA GRASS	DISCONTINUOUS SEA GRASS
OVERHEAD SIGN STRUCTURE	NOISE BARRIER
NOISE SENSITIVE AREA	NOISE SENSITIVE RECEPTOR
NOISE SENSITIVE RECEPTOR	NOISE SENSITIVE RECEPTOR

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 Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

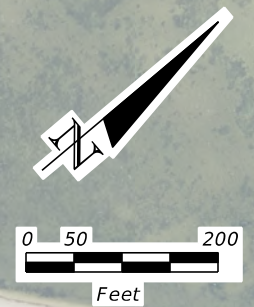
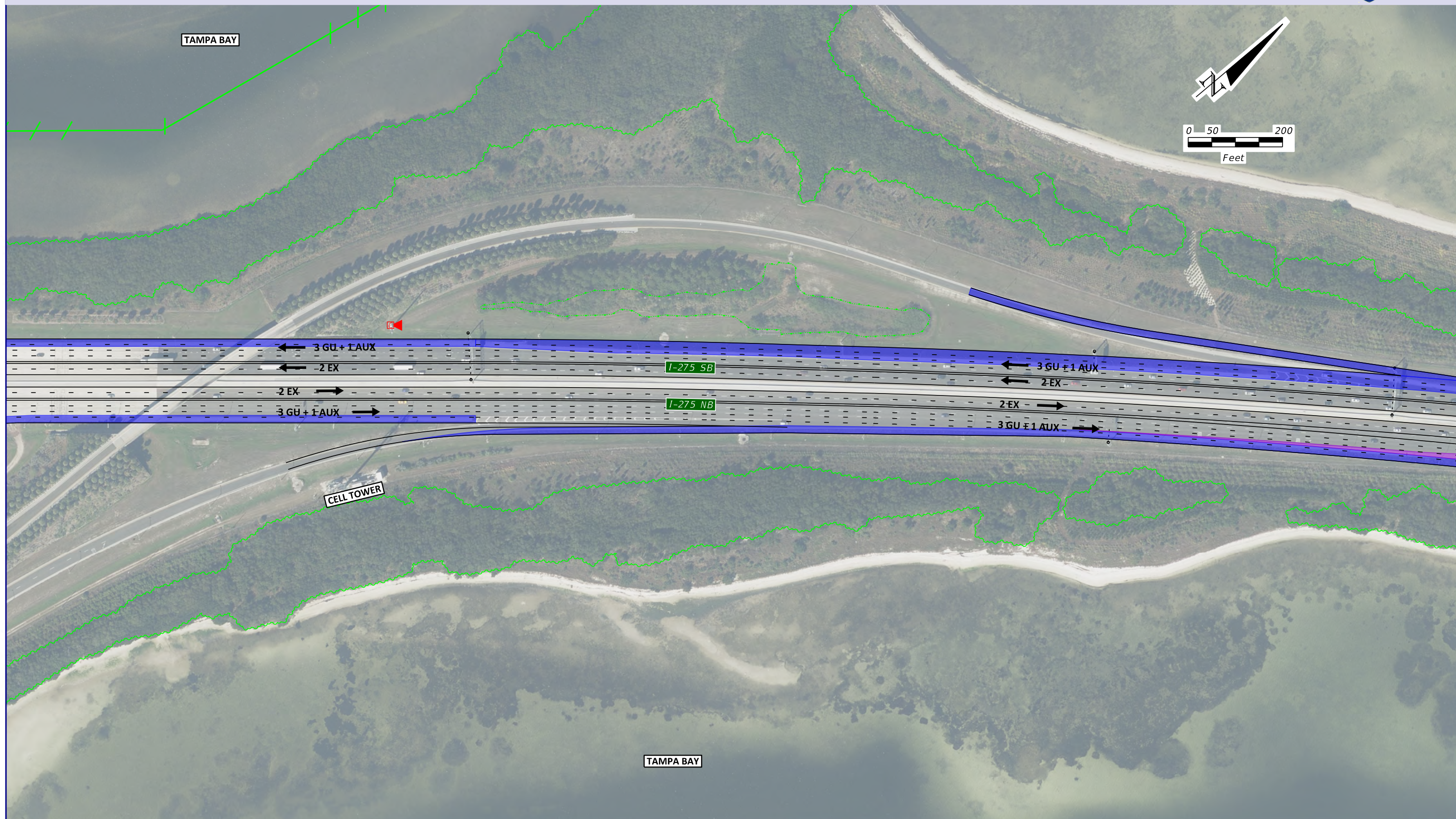
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<b>LEGEND:</b>	BRIDGE WIDENING	WETLANDS	FLOOD PLAINS	OVERHEAD SIGN STRUCTURE	<b>EX = EXPRESS TOLL LANES</b>
CONTINUITY WIDENING	BRIDGES	SURFACE WATER	CONTINUOUS SEA GRASS	NOISE SENSITIVE AREA	<b>GU = GENERAL USE LANES</b>
MASTER WIDENING	HISTORIC SITE	MANGROVES	DISCONTINUOUS SEA GRASS	NOISE SENSITIVE RECEPTOR	<b>AUX = AUXILIARY LANES</b>
STARTER WIDENING	RIGHT OF WAY	ITS CAMERA	CONTAMINATION	NOISE BARRIER	<b>Aerial Photos Dec. '13 - Feb. '14</b>





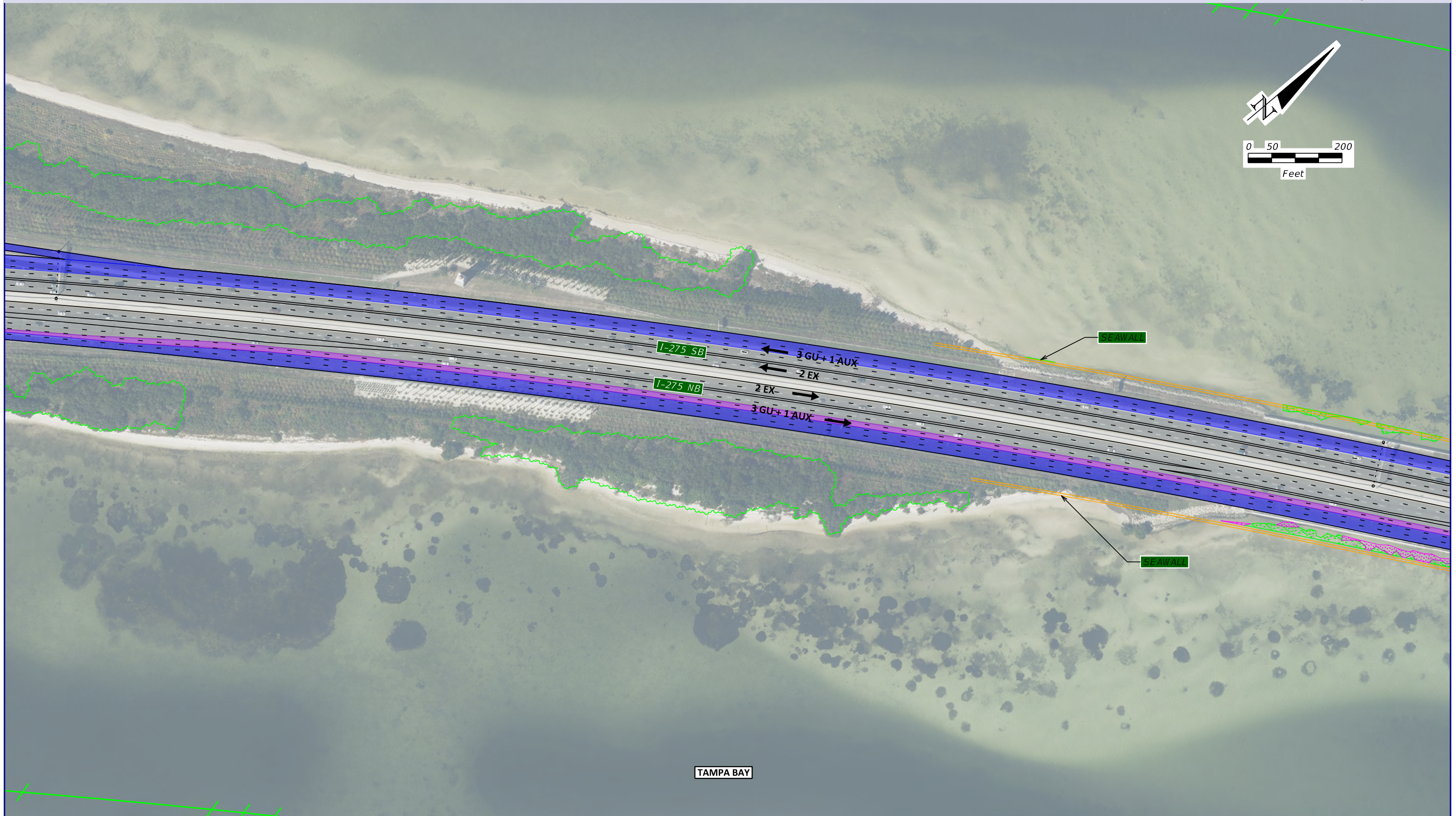
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MASTER WIDENING	BRIDGES
STARTER WIDENING	HISTORIC SITE
RIGHT OF WAY	ITS CAMERA
WETLANDS	FLOOD PLAINS
SURFACE WATER	CONTINUOUS SEA GRASS
MANGROVES	DISCONTINUOUS SEA GRASS
CONTAMINATION	OVERHEAD SIGN STRUCTURE
NOISE SENSITIVE AREA	NOISE SENSITIVE RECEPTOR
NOISE BARRIER	NOISE SENSITIVE RECEPTOR

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I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

SHEET NO.  
 28





LEGEND:	
CONTINUITY WIDENING	BRIDGE WIDENING
MASTER WIDENING	WETLANDS
STARTER WIDENING	SURFACE WATER
RIGHT OF WAY	BRIDGES
ITS CAMERA	HISTORIC SITE
CONTAMINATION	RIGHT OF WAY
FLOOD PLAINS	CONTINUOUS SEA GRASS
NOISE SENSITIVE AREA	MANGROVES
NOISE SENSITIVE RECEPTOR	DISCONTINUOUS SEA GRASS
NOISE BARRIER	OVERHEAD SIGN STRUCTURE
	NOISE SENSITIVE RECEPTOR

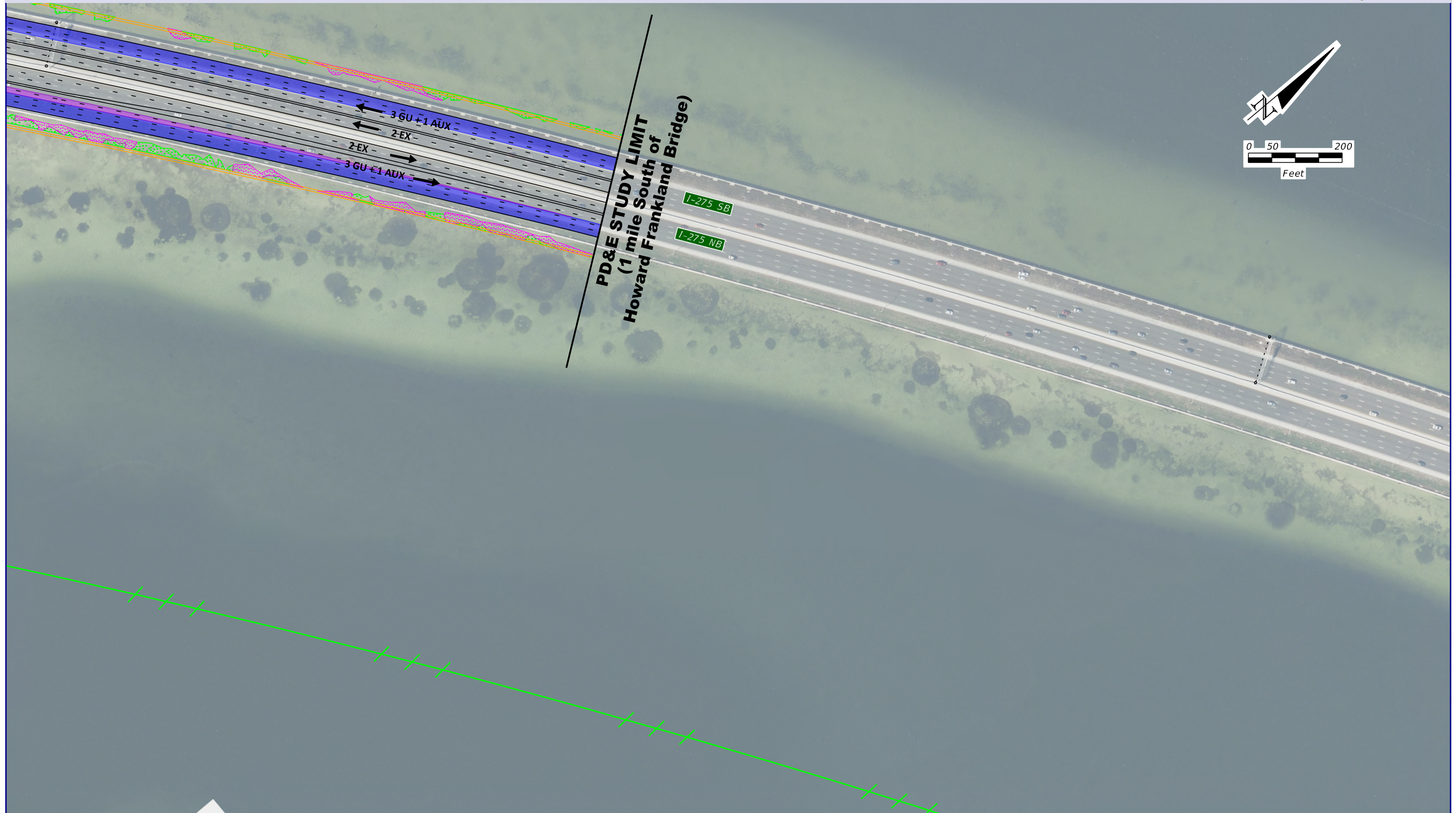
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 AUX = AUXILIARY LANES

Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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LEGEND:	
CONTINUITY WIDENING	BRIDGE WIDENING
MASTER WIDENING	WETLANDS
STARTER WIDENING	SURFACE WATER
RIGHT OF WAY	BRIDGES
HISTORIC SITE	MANGROVES
CONTAMINATION	ITS CAMERA
FLOOD PLAINS	CONTINUOUS SEA GRASS
DISCONTINUOUS SEA GRASS	OVERHEAD SIGN STRUCTURE
NSA #	NOISE BARRIER
NOISE SENSITIVE RECEPTOR	NOISE SENSITIVE AREA
	NOISE SENSITIVE RECEPTOR
	NOISE SENSITIVE RECEPTOR

EX = EXPRESS TOLL LANES  
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 Aerial Photos Dec. '13 - Feb. '14

I-275: 54TH AVE S TO N 4TH ST  
 CONCEPT PLANS AND  
 NOISE SENSITIVE RECEPTORS

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**APPENDIX C: Historic Properties Traffic Noise Memo and Air Quality Analysis  
Memorandum**





- MEMO-

**DRAFT**

Date: July 21, 2015

To: Todd Bogner, Florida Department of Transportation (FDOT)

From: Wayne Arner and Carrol Fowler, KB Environmental Sciences, Inc.

**Subject: Historic Properties Traffic Noise and Air Quality Analysis  
I-275 Project Development & Environment Study (PD&E)  
From South of 54<sup>th</sup> Avenue South to North of 4<sup>th</sup> Street North  
Pinellas County, Florida  
Work Program Item Segment No: 424501-1**

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**Introduction**

This Memorandum presents the results of an evaluation that was performed to determine if there is a potential for any adverse effects with respect to traffic noise and air quality on properties that are National Register of Historic Places (NRHP)-listed, eligible, or potentially eligible historic resources within the Area of Potential Effect (APE) for the I-275 improvements from south of 54<sup>th</sup> Avenue South to north of 4<sup>th</sup> Street North.

To evaluate the potential for traffic noise from the proposed improvements to I-275 to adversely affect the current land uses of these properties, the assessment procedures described in Title 23, Part 774 of the CFR (23 CFR 774)--Parks, Recreation Areas, Wildlife and Waterfowl Refuges, and Historic Sites (Section 4(f)) were used. The regulation references the Noise Abatement Criteria (NAC) documented in 23 CFR 772 when determining if a project would have a constructive use (i.e., substantially impair the use) of a 4(f) property.

To evaluate the potential for air quality from the proposed improvements to I-275 to adversely affect the current land uses of these properties, the procedures described in the FDOT's PD&E Manual, Part 2, Chapter 16, Air Quality Analysis, were used.

**Noise**

The traffic noise levels in this Memorandum were obtained from the Noise Study Report (NSR) that was prepared for this project. Noise levels were predicted using the Federal Highway Administration's (FHWA's) traffic noise computer model, the Traffic Noise Model (TNM - Version 2.5). Each historic property was assigned an FHWA Activity Category, based on land use. These categories establish the criteria that are used to determine if noise abatement should be considered (referred to as the Noise Abatement Criteria [NAC]).

The NAC and the increase in traffic noise attributable to the project were considered when determining the project's proximity impacts on a 4(f) property. According to 23 CFR 774, a constructive use (i.e., substantial impairment) of a 4(f) property does not occur if the projected traffic



noise levels at a noise-sensitive activity do not exceed the NAC. If the NAC are exceeded, a constructive use does not occur if the increase attributable to the project is 3 decibels on the “A”-weighted scale (dB(A)) or less. Also, a constructive use does not occur when proximity impacts will be mitigated to a level equivalent to, or better than, the No-Build level.

The residential land uses within the Kenwood Historic District are classified as Activity Category B. One of the schools in this area (2390 9<sup>th</sup> Avenue South) has exterior uses and is classified as Activity Category C. The other school, located at 2154 27<sup>th</sup> Avenue North, is currently vacant. Because it is not known if there would be exterior uses at this property in the future, this property was evaluated as Activity Category D (interior traffic noise). The restaurant/bars (Papa’s Dream [1850 Central Avenue] and the Manhattan Casino [642 22<sup>nd</sup> Street South]) are classified as Activity Category E. The NAC for Activity Category E properties is only applicable to exterior areas of frequent use. Because neither of the restaurant/bars have exterior use areas, no traffic noise analysis was performed for these two sites.

The address, activity category, NAC, land use, and predicted traffic noise without (No-Build) and with (Build) the improvements to I-275 are presented in **Table 1**. As shown, with the Build alternative, traffic noise is predicted to exceed the NAC at all 11 of the residences within the Kenwood Historic District and predicted to increase more than 3 dB(A) at 4 of the 11 properties.

Florida Master Site File No.	Address	Activity Category/ NAC	Land Use	Alternative		Change in Noise Levels from No-Build
				No-Build	Build	
8PI6929	1905 2nd Avenue North	B/66	Residential	68.4	72.9	4.5
8PI7256	2001 Dartmouth Avenue North	B/66	Residential	69.6	70.7	1.1
8PI7272	1911 Burlington Avenue North	B/66	Residential	68.4	73.9	5.5
8PI7410	2105 7th Avenue North	B/66	Residential	67.3	67.7	0.4
8PI7502	2101 8th Avenue North	B/66	Residential	68.0	68.4	0.4
8PI7837	1936 3rd Avenue North	B/66	Residential	67.6	69.2	1.6
8PI7839	1931 3rd Avenue North	B/66	Residential	67.9	69.0	1.1
8PI7970	1960 4th Avenue N. (1 <sup>st</sup> Floor)	B/66	Residential	68.4	69.5	1.1
	1960 4th Avenue North (2 <sup>nd</sup> Floor)	B/66	Residential	71.8	72.7	0.9
8PI11102	230 19th Street North.	B/66	Residential	68.0	73.9	5.9
8PI11108	430 20th Street North.	B/66	Residential	69.1	70.2	1.1
8PI6956	1846 2nd Avenue North	B/66	Residential	70.3	75.0	4.7
8PI6901	2390 9th Avenue South	C/66	School	56.1	56.6	N/A
8PI714	2154 27th Avenue North	D/51	School	46.9	50.9	N/A
8PI726*	1850 Central Avenue	E/71	Restaurants/Bars	N/A	N/A	N/A
8PI819*	642 22nd Street South	E/71	Restaurants/Bars	N/A	N/A	N/A

\* The Activity Category E noise abatement criteria applies only to exterior areas of frequent human use. Since these properties do not have exterior use areas, a noise analysis was not required.



As part of the PD&E traffic noise analysis for all of the noise sensitive sites within this area, abatement measures were considered. These measures were traffic management, alignment modifications, buffer zones, and noise barriers. The results of this evaluation indicate that a noise barrier would be both a feasible and reasonable abatement measure to reduce traffic noise at the 5 residential properties within the APE. Because the barrier would reduce traffic noise levels at these properties to at, or below, the No-Build levels, none of the residential properties would be substantially impaired by traffic noise.

**Air Quality**

The U.S. Environmental Protection Agency (EPA) established primary and secondary National Ambient Air Quality Standards (NAAQS) for what are referred to as the “criteria” air pollutants. Primary standards are limits that protect public health and secondary standards are limits that protect public welfare, including buildings. Notably, Pinellas County is currently designated by the EPA to be “attainment” for all of the criteria air pollutant primary and secondary NAAQS. Because of this, the conformity requirements of the Clean Air Act do not apply.

Following procedures in the PD&E Manual, the project alternatives (No-Build and Build) and both the opening and design years of the project (2020 and 2040, respectively) were subject to the FDOT’s air quality screening model for carbon monoxide (CO), CO Florida 2012. The CO Florida 2012 model uses the EPA’s MOVES and CAL3QHC emission rate and dispersion models to provide “worst-case” estimates of one- and eight-hour concentrations of CO. The concentrations are then compared to the one- and eight-hour NAAQS for CO (35 and 9 parts per million [ppm], respectively).

Within the project limits of the PD&E Study, the intersections forecast to have the highest approach traffic volume for the No-Build Alternative is the I-275/Gandy Boulevard intersection for the opening year (2020) and the I-275/22nd Avenue North intersection (west of I-275) for the design year (2040). The intersections forecast to have the highest approach traffic volume for the Build Alternative is the I-275/Gandy Boulevard intersection for the opening year and the I-275/Roosevelt Boulevard intersection (west of I-275) for the design year. If these intersections “pass” the screening test, it can be presumed that all other intersections within the project limits, including those in the Kenwood Historic District, also pass the test. The results from the CO Florida screening model are provided in **Table 2**.

<b>Table 2 CO Florida Screening Results</b>						
Year	Alternative	One-Hour (ppm)		Eight-Hour (ppm)		Passes Screening Test?
		NAAQS	Project-Related Maximum	NAAQS	Project-Related Maximum	
2020	No-Build	35	7	9	4	Yes
	Build	35	7	9	4	Yes
2040	No-Build	35	7	9	4	Yes
	Build	35	8	9	5	Yes

As shown, the highest predicted CO one- and eight-hour concentrations (i.e., 8 and 5 ppm, respectively) would not exceed the CO NAAQS regardless of alternative or year of analysis.



Therefore, the project, and all intersections within the study corridor “pass” the screening test. Because the historic properties of the Kenwood Historic District are located within the project limits, it can be concluded that no adverse effects to these properties would occur and the current uses of these properties would not be adversely affected.

### **Green House Gas Emissions**

Green House Gases (GHG) cause a global phenomenon in which heat is trapped in the earth’s atmosphere. Because the atmospheric concentration of GHGs continues to climb, our planet will continue to experience climate-related phenomena. For example, warmer global temperatures can cause changes in precipitation and sea levels. The burning of fossil fuels and other human activities are adding to the concentration of GHGs in the atmosphere. Many GHGs remain in the atmosphere for time periods ranging from decades to centuries.

To date, no national standards have been established for GHGs, nor has EPA established criteria or thresholds for ambient GHG emissions pursuant to its authority to establish motor vehicle emission standards for carbon dioxide (CO<sub>2</sub>) under the Clean Air Act. GHGs are different from other air pollutants evaluated in the Federal environmental reviews because their impacts are not localized or regional due to their rapid dispersion into the global atmosphere, which is characteristic of these gases. The affected environment for CO<sub>2</sub> and other GHG emissions is the entire planet. In addition, from a quantitative perspective, global climate change is the cumulative result of numerous and varied emissions sources (in terms of both absolute numbers and types), each of which makes a relatively small addition to global atmospheric GHG concentrations. In contrast to broad scale actions, such as actions involving an entire industry sector or very large geographic areas, it is difficult to isolate and understand the GHG emissions impacts for a particular transportation project. Furthermore, presently there is no scientific methodology for attributing specific climatological changes to a particular transportation project’s emissions.

Under the National Environmental Policy Act (NEPA), detailed environmental analysis should be focused on issues that are significant and meaningful to decision-making (40 CFR 1500.1(b), 1500.2(b), 1500.4(g), and 1501.7). FHWA has concluded, based on the nature of GHG emissions and the exceedingly small potential GHG impacts of the proposed action that the GHG emissions from the proposed action will not result in “reasonably foreseeable significant adverse impacts on the human environment” (40 CFR 1502.22(b)). The GHG emission from the project build alternatives will be insignificant, and will not play a meaningful role in a determination of the environmentally preferable alternative or the selection of the preferred alternative. More detailed information on GHG emissions “is not essential to a reasoned choice among reasonable alternatives” (40 CFR 1502.22(a)) or to making a decision in the best overall public interest based on a balanced consideration of transportation, economic, social, and environmental needs and impacts (23 CFR 771.105(b)).

This document does not incorporate an analysis of the GHG emissions or climate change effects of each of the alternatives because the potential change in GHG emissions is very small in the context of the affected environment. Because of the insignificance of the GHG impacts, those local impacts will not be meaningful to a decision on the environmentally preferable alternative or to a choice among alternatives. For these reasons, no alternatives-level GHG analysis has been performed for this project.



**APPENDIX D:  
Public Hearing Newsletter and Presentation Information**





# I-275/SR 93 PD&E Study

From south of 54th Avenue South to north of 4th Street North, Pinellas County, Florida  
WPI Segment # 424501-1, ETDM # 12556

### The Public Hearing is being held in the following location:

**DATE:** Tuesday, September 29, 2015  
**PLACE:** First Baptist Church  
Heritage Hall  
1900 Gandy Boulevard N.  
St. Petersburg, FL 33702  
**TIME:** 5:30 - 7:30 p.m. Open House  
6:30 p.m. Formal Presentation

### We Want Your Input!

A successful PD&E study depends on the public's participation in the study process. We encourage your input throughout the study.

To provide comments, ask questions, and make suggestions about the study, please contact:

Sara Hall, PE  
Project Manager  
FDOT District Seven  
11201 N. McKinley Drive, MS 7-500  
Tampa, FL 33612  
(813) 975-6173  
(800) 226-7220  
sara.hall@dot.state.fl.us

Kirk Bogen, PE  
Environmental Management Engineer  
FDOT District Seven  
11201 N. McKinley Drive, MS 7-500  
Tampa, FL 33612  
(813) 975-6448  
(800) 226-7220  
kirk.bogen@dot.state.fl.us

### Media Contact

Kristen Carson  
Public Information Officer  
FDOT District Seven  
11201 N. McKinley Drive, MS 7-100  
Tampa, FL 33612  
(813) 975-6202  
(800) 226-7220  
kristen.carson@dot.state.fl.us

### Dear Property Owner or Interested Citizen:

You are invited to attend and participate in the Florida Department of Transportation (FDOT), District Seven, public hearing for a Project Development and Environment (PD&E) study of I-275 (SR 93) from south of 54th Avenue South to north of 4th Street North, Pinellas County, Florida. This public hearing is being held to allow interested persons the opportunity to provide comments concerning the location, conceptual design, and social, economic, and environmental effects of the proposed improvements. The 16.3 mile study evaluates the need for operational improvements and congestion management for the corridor.

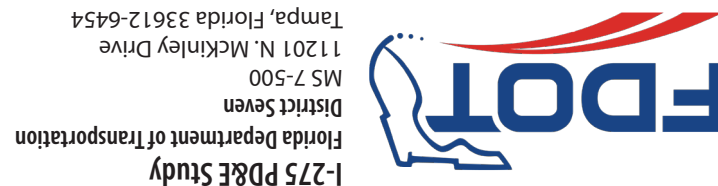
This letter also serves as notice to property owners (pursuant to F.S. 339.155) that all or a portion of their property is within 300 feet of the edge of right-of-way of the proposed project. However, this does not mean that all properties will be directly affected.

Department representatives will be available at the public hearing beginning at 5:30 p.m. to answer questions and discuss the project informally. Draft project documents and other project related materials will be displayed and a PowerPoint presentation will run continuously during the open house. At 6:30 p.m., FDOT representatives will begin the formal portion of the hearing, which will provide an opportunity for attendees to make formal oral public comments. Following the formal portion of the hearing, the informal open house will resume and continue until 7:30 p.m. A court reporter will be available to receive comments in a one-on-one setting. Written comments can also be submitted at the hearing, mailed to the FDOT, or emailed to sara.hall@dot.state.fl.us. All comments must be postmarked or emailed by **Friday, October 9, 2015**. The FDOT welcomes and appreciates everyone's participation in the study.

If you have questions about the project or the scheduled hearing, please contact Sara Hall, Project Manager, at (813) 975-6173, sara.hall@dot.state.fl.us or Kirk Bogen, Environmental Management Engineer, at (813) 975-6448, kirk.bogen@dot.state.fl.us.

Sincerely,

Ming Gao, PE  
Intermodal Systems Development Manager



### Project Documents

Draft project documents and other project-related materials will be available for review at the following locations from Tuesday, September 8, 2015 to Friday, October 9, 2015, and on the project website, <http://active.fdot7studies.com/i275/54th-to-4th/>

**FDOT - District Seven**  
11201 N. McKinley Drive  
Tampa, FL 33612-6454  
(800) 226-7220  
Monday - Friday, 8:00 a.m. - 5:00 p.m.

**St. Petersburg Public Library - North Branch**  
861 70th Avenue N.  
St. Petersburg, FL 33702  
(727) 893-7214  
Monday, Wednesday, & Friday, 10:00 a.m. - 6:00 p.m.  
Tuesday & Thursday, 10:00 a.m. - 8:00 p.m.  
Saturday, 10:00 - 6:00 p.m.

**St. Petersburg Public Library - South Branch**  
2300 Roy Hanna Drive S.  
St. Petersburg, FL 33712  
(727) 893-7244  
Monday, Wednesday, & Friday, 10:00 a.m. - 6:00 p.m.  
Tuesday & Thursday, 10:00 a.m. - 8:00 p.m.  
Saturday, Noon - 6:00 p.m.

### Right-of-Way Acquisition Procedure

We understand that when a transportation project proposes the acquisition of private property, you may have questions and concerns. To better educate and inform you about the right-of-way acquisition process and your rights, the department has created real estate acquisition and relocation brochures. These brochures and other education materials will be available at the public hearing.

Copies of the brochures may also be found on our website:  
<http://www.dot.state.fl.us/rightofway/Documents.shtm>

We are interested in hearing your concerns and answering your questions. We also encourage you to speak with the departments' Project Manager or a Right-of-Way Representative at your convenience.

### Non-Discrimination Laws and Regulations Compliance

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, or family status. Persons who require special accommodations under the American with Disabilities Act (ADA) or persons who require translation services (free of charge) should contact Lee Royal, Government Liaison Administrator, at (813) 975-6427, (800) 226-7220, or email: lee.royal@dot.state.fl.us at least 7 working days in advance of the hearing.

### En Español

Si usted tiene preguntas o comentarios o si simplemente desea mas informacion sobre este Proyecto, favor de ponerse en contacto con la senora Elba Lopez, al teléfono (813) 975-6403 o correo electrónico elba.lopez@dot.state.fl.us.

## What is a Project Development and Environment (PD&E) Study?

A PD&E study is a comprehensive evaluation of social, cultural, economic, and environmental effects associated with a proposed transportation improvement. This analysis, along with public input, enables the FDOT in cooperation with other state/federal agencies and local governments, to determine the location and future design of the proposed improvements.

## Project Purpose and Need

The purpose of this project is to provide for operational improvements that maximize capacity within the I-275 corridor, improve lane continuity, and connect I-275 within Pinellas County to the future network of express lanes planned for the Tampa Bay Region. Improvements are needed within the I-275 corridor to help improve existing traffic congestion, enhance safety, and better accommodate future travel demands associated with projected growth in employment and population. The addition of express lanes is included in the Pinellas County Metropolitan Planning Organization (MPO) 2040 Long Range Transportation Plan (LRTP).

I-275 is a vital link in the local and regional transportation network and serves as a critical evacuation route. As a major north-south corridor through Pinellas County, I-275 links the Tampa Bay Region with the remainder of the state and the nation supporting commerce, trade, and tourism. Preserving the operational integrity and regional functionality of I-275 is critical to the mobility and economy of the Tampa Bay Region.

## Project Description

I-275 is a limited access urban interstate highway facility that runs in a north and south direction through Pinellas County. The posted speed limit is 65 miles per hour. Within the project limits, I-275 is a divided highway comprised of two travel lanes with one auxiliary lane in each direction from south of 54th Avenue South to I-375. From I-375 to north of 4th Street North, I-275 is a divided highway comprised of three travel lanes with one auxiliary lane in each direction. Due to a series of existing left-hand entrance and exit ramps, there are no continuous travel lanes on I-275 in the southbound direction and only one continuous travel lane in the northbound direction. In order to improve traffic flow on I-275, operational improvements are needed to increase the number of continuous lanes.

## What Improvement Alternatives are Being Considered?

### No-Build Alternative

The No-Build Alternative assumes that, with the exception of the improvements that are already planned and funded, the existing conditions would remain for I-275 within the project limits and only routine maintenance activities would occur until the design year 2040. The advantages of the No-Build Alternative include no new costs for design and construction, no effects to existing land uses and natural resources, and no disruption to the public during construction. However, the disadvantages of the No-Build Alternative are the project's purpose and need would not be met and the project would result in increased congestion and user costs. The traffic analyses for this alternative indicates

that by the year 2040, a significant portion of the I-275 Corridor would operate below acceptable levels of service. However, this alternative will remain a viable alternative throughout the PD&E Study process.

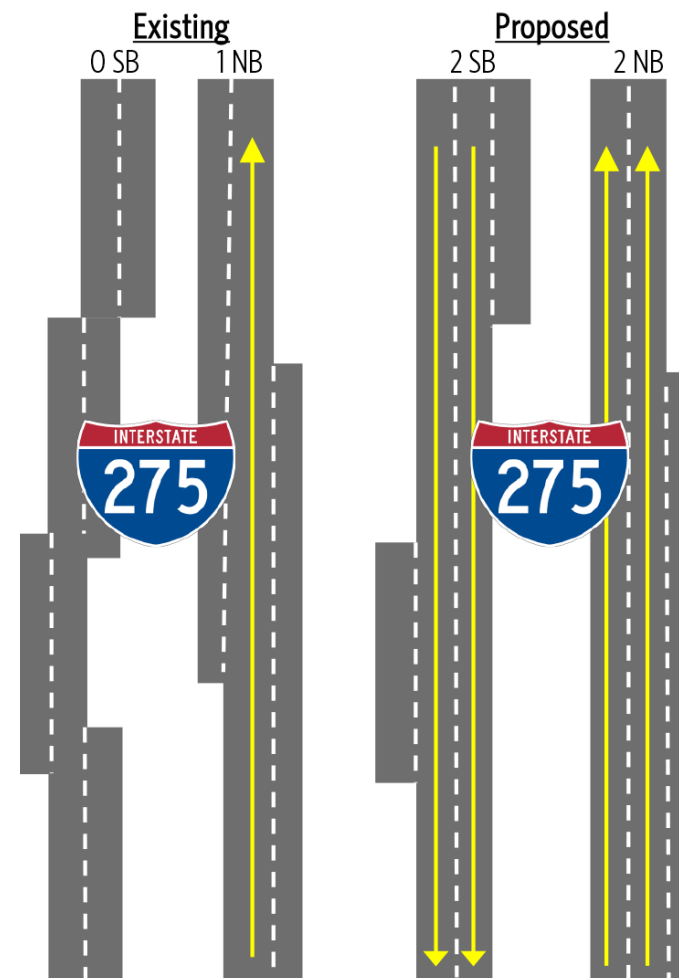
## Recommended Build Alternative

The Recommended Build Alternative consists of providing operational improvements to increase the number of continuous lanes on I-275 to two continuous lanes in each direction along 10.6 miles of the corridor, and to provide toll lanes for the remaining 5.7 miles of I-275. In order to describe the specific types of improvements proposed for the study corridor, I-275 is divided into three segments:

- Segment A (from south of 54th Avenue South to I-175)
- Segment B (from I-175 to south of Gandy Boulevard)
- Segment C (from south of Gandy Boulevard to north of 4th Street North)

## Segments A and B

The Recommended Alternative consists of providing intermittent widening and restriping of existing lanes to form two continuous lanes on I-275 in each direction. The graphic below illustrates the existing and proposed number of continuous lanes on I-275. The proposed lane continuity improvements will enhance traffic operations by minimizing the number of lane changes occurring on I-275.

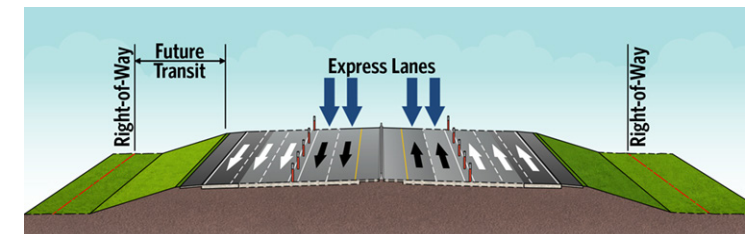


## Segment C

The proposed widening of I-275 consists of the addition of tolled express lanes to form the Master Plan and Starter projects described in the following paragraphs.

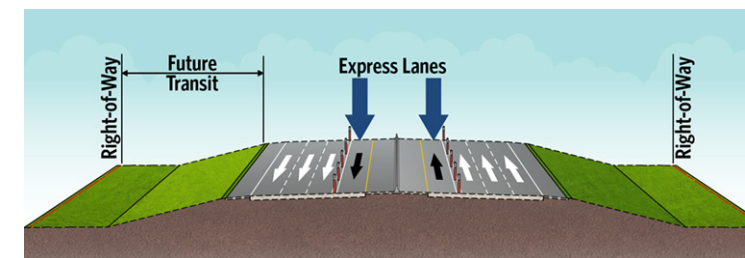
## TBX Master Plan Project

I-275 (Segment C) is a component of the Tampa Bay Express (TBX) toll lanes. As part of the TBX Master Plan, one tolled lane is to be added to I-275 in each direction from Gandy Boulevard to 118th Avenue North. From 118th Avenue North to north of 4th Street North, two tolled lanes will be provided in each direction on I-275 (see graphic below). Access will be provided between the tolled and non-tolled lanes near Gandy Boulevard, at 118th Avenue North, and between 4th Street North and the Howard Frankland Bridge. The express lane typical section generally consists of six non-tolled lanes (three in each direction) and four tolled lanes (two in each direction). A marked four-foot buffer containing traffic delineators (i.e., vertical PVC posts) separate the tolled and non-tolled lanes.



## TBX Starter Project (Staged Implementation)

The FDOT underwent an evaluation to identify a series of lower cost tolled lane projects that can be funded in the FDOT's Five-Year Work Program. These initial projects could be built within a five-year or less time period and then later be incorporated into the Master Plan projects at minimal additional costs. The shorter-term, lower-cost improvements are considered the "Starter Projects." The Starter Project improvements in Segment C consist of re-designating the existing auxiliary lanes on I-275 between Roosevelt Boulevard in Pinellas County and SR 60 in Hillsborough County to form a single tolled lane in each direction from south of Gandy Boulevard to the Howard Frankland Bridge while maintaining the same access points between tolled and non-tolled lanes as the TBX Master Plan Project (see graphic below).



For more information on this project go to <http://active.fdotd7studies.com/i275/54th-to-4th/>

## A Smart Solution - Tampa Bay Express

TBX is helping change things by giving you an exciting new commuting option. TBX allows drivers who chose to pay the express lane toll a smoother ride to wherever they're going. All it takes is a SunPass, and then you're ready to use TBX lanes whenever you like.

A number of ideas have been explored to help reduce traffic congestion, but they are either too expensive or unworkable over the long run (adding more non-toll lanes to our highways). Express toll lanes are the best solution because:

- They can be built next to existing non-toll lanes, making them easy to use.
- They can be maintained through toll collections without the need for tax money.
- Express toll lanes are demonstrated to be an effective solution to urban traffic congestion.

The price for using TBX lanes will vary according to motorist demand: when demand is lower, prices will be lower; when demand rises, so will the price. This is known as "dynamic pricing," and it is used in the travel industry (hotels, airlines, rental cars), the utility industry (electricity and water), and other industries as well. While prices vary according to demand, it is important to remember that once you enter a TBX lane, the price is fixed at the price you entered. For more information go to [www.tampabayexpress.com](http://www.tampabayexpress.com).

## Evaluation Matrix

The environmental and sociocultural impacts of the proposed Build Alternative were compared to a No-Build Alternative in an evaluation matrix. Although the No-Build Alternative experiences less impacts than the Recommended Build Alternative, the detrimental effects of increased traffic congestion and reduced highway safety associated with the No-Build Alternative potentially outweighs the minimal impacts as a result of implementing the Recommended Build Alternative.

Evaluation Criteria	No-Build Alternative	Recommended Build Alternative			
		Segment A	Segment B	Segment C	Total
<b>Potential Right-of-Way (ROW) Impacts</b>					
Additional ROW Needed for Roadway (acres)	0	0	0	0	0
Additional ROW Needed for Ponds (acres)	0	0.5	8.6	1.3	10.4
<b>Potential Environmental Effects</b>					
Archaeological/Historic Sites	16	2	14	0	16
Noise-Sensitive Sites	993	192	972	158	1322
Wetlands (acres)	0	0	0	0.74	0.74
Threatened and Endangered Species	Low	Low	Low	Low	Low
Contamination and Hazardous Material Sites	13	5	4	4	13
<b>Estimated Project Costs (\$millions)</b>					
Right-of-Way Needed for Ponds	\$0	\$3.95	\$18.18	\$0.98	\$23.11
Construction	\$0	\$19.21	\$45.65	\$134.05	\$198.91
Preliminary Engineering Design	\$0	\$1.33	\$3.19	\$9.37	\$13.98
Construction Engineering Inspection	\$0	\$1.33	\$3.19	\$9.37	\$13.98
<b>Total Capital Costs</b>	<b>\$0</b>	<b>\$25.82</b>	<b>\$70.21</b>	<b>\$153.77</b>	<b>\$249.80</b>





*I-275 (SR 93) Project Development and Environment (PD&E) Study*



# Public Hearing Presentation

*From south of 54<sup>th</sup> Avenue South to north of 4<sup>th</sup> Street  
North in Pinellas County, Florida*

*Work Program*

*Item Segment No.: 424501-1*



*September 29, 2015*



*I-275 (SR 93) Project Development and Environment (PD&E) Study*



Project Development and Environment Study

# I-275/SR 93 PD&E Study

From south of 54th Avenue South to north of 4th Street North, Pinellas County, Florida  
WPI Segment # 424501-1, ETDM # 12556

## Federal and State Requirements

Requirement	Description
<b>FEDERAL REQUIREMENTS</b>	
MAP-21	Moving Ahead for Progress in the 21st Century Act (2012)
23 Code of Federal Regulations (CFR), Chapter 1, Part 450	Planning Assistance and Standards
23 CFR, Part 771, Section 771.111	Environmental Impact and Related Procedures - Early Coordination, Public Involvement, and Project Development
40 CFR, Chapter 1, Part 93.105	Determining Conformity of Federal Actions to State or Federal Implementation Plans
40 CFR, Volume 33, Chapter V, Parts 1500-1508	Council on Environmental Quality Regulations (NEPA Requirements)
49 CFR, Subtitle A, Part 24	Uniform Relocation Assistance and Real Property Acquisition Policies Act
23 United States Code (USC), Section 109(h)	Highways - Economic, Social, and Environmental Effects
23 USC, Section 128	Public Hearings
23 USC, Section 135	Statewide Planning
23 USC, Section 139	Efficient Environmental Reviews for Project Decisionmaking
42 USC, Chapter 126, Section 12101	Americans with Disabilities Act of 1990, Title I and V
42 USC, Subchapter V, Sections 2000d-2000d-7	Public Health and Welfare - Title VI of the 1964 Civil Rights Act and Related Statutes
42 USC, Title 42, Chapter 55, Section 4321	National Environmental Policy Act of 1969 (NEPA)
Executive Order 12898	Environmental Justice - Avoidance of actions that can cause disproportionately high impacts on minority and low income populations
Executive Order 13166	Improving Access to Devices for Persons with Limited English Proficiency (LEP)
FHWA Technical Advisory 6640.8A	Guidance for preparing and processing Environmental and Section 4(f)
<b>STATE REQUIREMENTS</b>	
Florida Statute 120.525	Meetings, Hearings, and Workshops
Florida Statute 286.011	Government-in-the-Sunshine Law
Florida Statute 335.199	Transportation Projects Modifying Access to Adjacent Property
Florida Statute 339.135	Public Hearings during the development of the Florida Transportation Plan
Florida Statute 339.155	Transportation Planning
Florida Statute 339.175	Public Transportation Finance and Planning, Metropolitan Planning Organization
Florida Statute 335.02(1)	Public Transportation, State Highway System
Florida Statute 479.106, Amended	Outdoor Advertising Signs/Noise-Attenuation Barrier
Florida Statute 163.3181(2)	Public Participation in the Comprehensive Planning Process; Intent, Alternative Dispute Resolution

For more information about the I-275/SR 93 PD&E Study, including project updates, visit <http://active.fdotd7studies.com/i275/54th-to-4th/>

Public Participation is solicited without regard to race, color, national origin, age, sex, religion, disability, or family status.

Public hearing advertisement dates: Tampa Bay Times on September 11, 2015 and September 21, 2015, Florida Administrative Review on September 22, 2015.



## I-275 (SR 93) Project Development and Environment (PD&E) Study





# Potential Effects

- This PD&E Study Analyzes:
  - Construction Cost
  - Right-of-Way Acquisition and Relocation Aspects
  - Floodplain, Wetlands, and Threatened and Endangered Species
  - Noise and Air Quality Effects
  - Cultural and Historic Resources
  - Potential Contamination



*I-275 (SR 93) Project Development  
and Environment (PD&E) Study*



# Section 106 Coordination

- Cultural Resource Survey Results:
  - Kenwood Historic District
  - 4 Individual Historic Resources
  - No Archaeological Sites
- FHWA and State Historic Preservation Officer (SHPO) Reviewed and Concurred
- Anticipate “No Adverse Effect” Conclusion
- A Draft Section 106 Case Study Report is Available for Viewing at this Hearing
- Comments may be made on Comment Form



*I-275 (SR 93) Project Development  
and Environment (PD&E) Study*





# Evaluation Matrix

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*I-275 (SR 93) Project Development  
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