

Federal Highway Administration  
Region Four

7115924.20

4(f) eliminated  
due to change  
in alignment

**ADMINISTRATIVE ACTION  
PROGRAMMATIC 4(f) EVALUATION**

**U.S. Department of Transportation  
Federal Highway Administration  
Florida Department of Transportation**

**State Project Numbers: 14010-1514, 08010-1519, 08080-1509  
Federal Project Number: F-8888(27)  
Work Program Numbers: 7115924, 7112085, 7112086  
State Road 45 (U.S. 41), State Road 700 and U.S. 98  
from  
State Road 52 in Pasco County  
to  
C.R. 485B (Yontz Road) in Hernando County, Florida**

The existing two-lane undivided rural arterial roadway is proposed to be widened to a four and six-lane divided rural/urban arterial. Improvements will be accomplished as necessary at all significant intersections.

Submitted pursuant to 49 U.S.C. 303

Based upon considerations herein, it is determined that there is no feasible and prudent alternative to the use of land from the Varn-McKethan Recreational Complex and that the proposed action includes all possible planning to minimize harm to the Section 4(f) property resulting from such use.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Division Administrator  
Federal Highway Administration

**Federal Highway Administration  
Region Four**

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\_\_\_\_\_  
Date

\_\_\_\_\_  
Division Administrator  
Federal Highway Administration

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2	Vicinity Map	Exhibit 1
3	Section 4 (f) Location	Page 3
4	Varn-McKethan Complex	Page 5
5	Typical Section Comparisons	Page 9

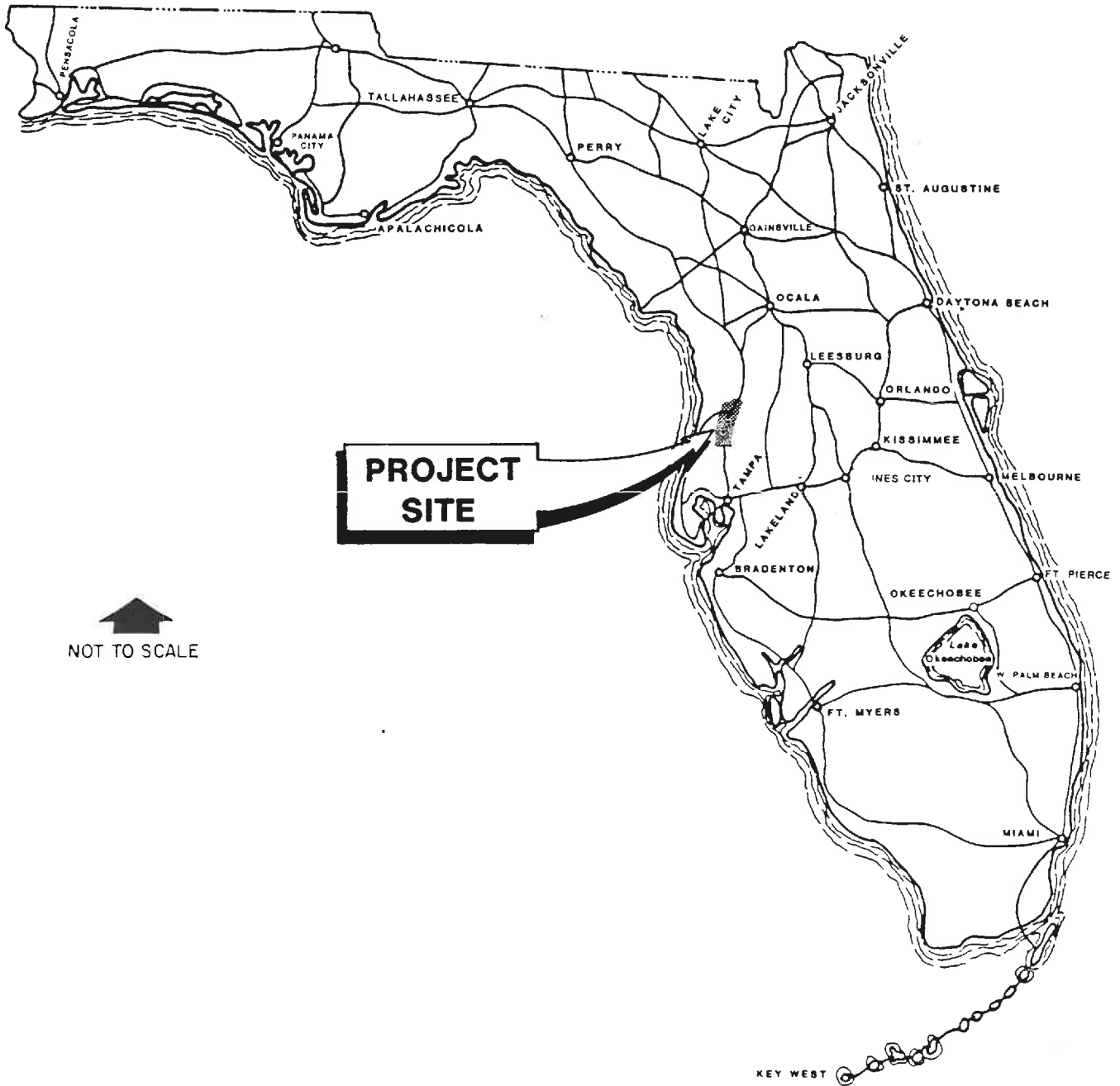
## I. DESCRIPTION OF THE PROPOSED ACTION

### A. Project Description

The project involves the improvement of 17.4 miles of S.R. 45 (U.S. 41) from S.R. 52 in Pasco County to S.R. 700 in Hernando County and 1.9 miles of S.R. 700 (U.S. 98) from S.R. 45 (U.S. 41) to C.R. 485B in Hernando County. Location and vicinity maps of the project area are presented on Exhibits 1 and 2, respectively.

In its present configuration, S.R. 45 and S.R. 700 are two-lane roadways. S.R. 45 has 28 feet of pavement with 6-foot grassed shoulders. The rural right-of-way varies throughout the project from 100 feet to 250 feet, while existing urban right-of-way is approximately 128 feet. S.R. 700 has 24 feet of pavement with 8-foot grassed shoulders and right-of-way widths of 50 to 190 feet.

This project involves upgrading the existing S.R. 45 and S.R. 700 facility to a four- and six-lane divided highway. The improvements on S.R. 45 from S.R. 52 to Moreland Road would include a rural four-lane divided facility with provisions for future expansion to an ultimate six-lane divided section. From Moreland Road to 1,400 feet north of Springhill Road, the facility is to be improved to an urban six-lane divided section. A rural six-lane divided section is proposed from 1,400 feet north of Springhill Road to 1,400 feet south of Mason Smith Road. From 1,400 feet south of Mason Smith Road to S.R. 700, the facility is to be improved to an urban six-lane divided section. The improvement on S.R. 700 from S.R. 45 to C.R. 485B would be an urban four-lane divided section.



↑  
NOT TO SCALE

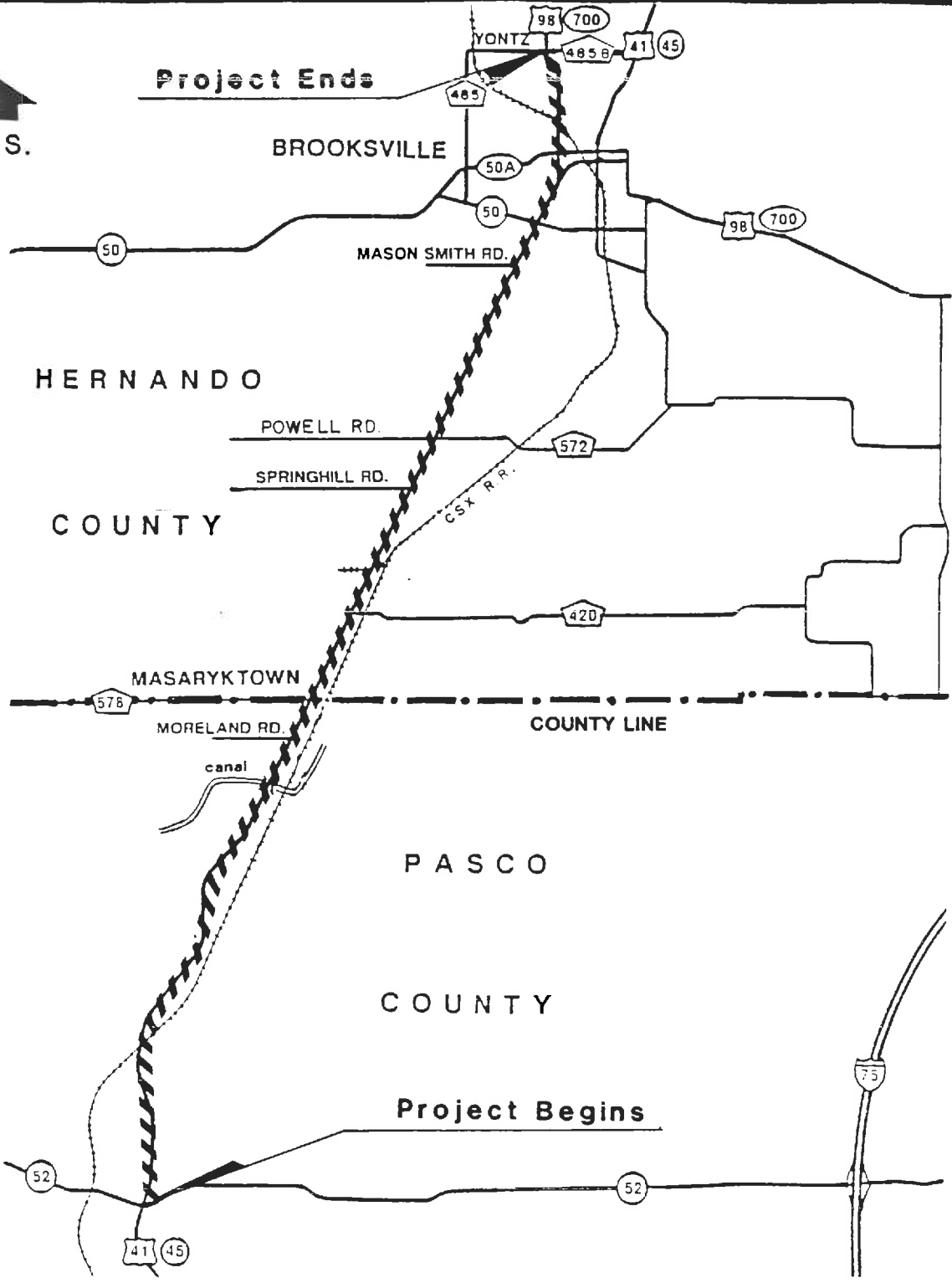
Greiner, Inc.

**FLORIDA DEPARTMENT OF TRANSPORTATION**

**PROGRAMMATIC 4(f) EVALUATION  
S.R. 45 (U.S. 41) / S.R. 700 (U.S. 98)**

From S.R. 52 to C.R. 485B  
Pasco and Hernando Counties, Florida

**LOCATION MAP**



Greiner, Inc.

**LEGEND**

**////** Project Area

**FLORIDA DEPARTMENT OF TRANSPORTATION**

**PROGRAMMATIC 4(f) EVALUATION**  
**S.R. 45 (U.S. 41) / S.R. 700 (U.S. 98)**  
 From S.R. 52 to C.R. 485B  
 Pasco and Hernando Counties, Florida

**VICINITY MAP**

**B. Need for the Action**

**1. Capacity Demands**

The proposed improvements are necessary primarily because the existing roadway has insufficient capacity to provide an acceptable level-of-service due to projected increased traffic demand. Based on the analysis of existing traffic, the existing facility has been determined to operate at level-of-service E in some portions of the corridor. Average daily traffic volumes in 1987 ranged from 9,200 vehicles per day (vpd) between S.R. 52 and C.R. 578 to 22,000 vpd between S.R. 50 and S.R. 700.

Future traffic projections indicate that in the year 2010, the existing roadway would operate at LOS F for much of the corridor. Average daily traffic volumes in the year 2010 are projected to range from 18,200 vpd between North Avenue and C.R. 485B to 43,400 vpd between S.R. 50 and S.R. 700.

**2. Local Planning**

The proposed improvements are consistent with the adopted transportation plans of the three local governments with jurisdiction along the project length: Pasco County, Hernando County, and the City of Brooksville.

**3. Safety**

The proposed improvements would result in a decreased potential for traffic accidents and would improve several currently deficient areas to present AASHTO and FDOT safety and design standards.



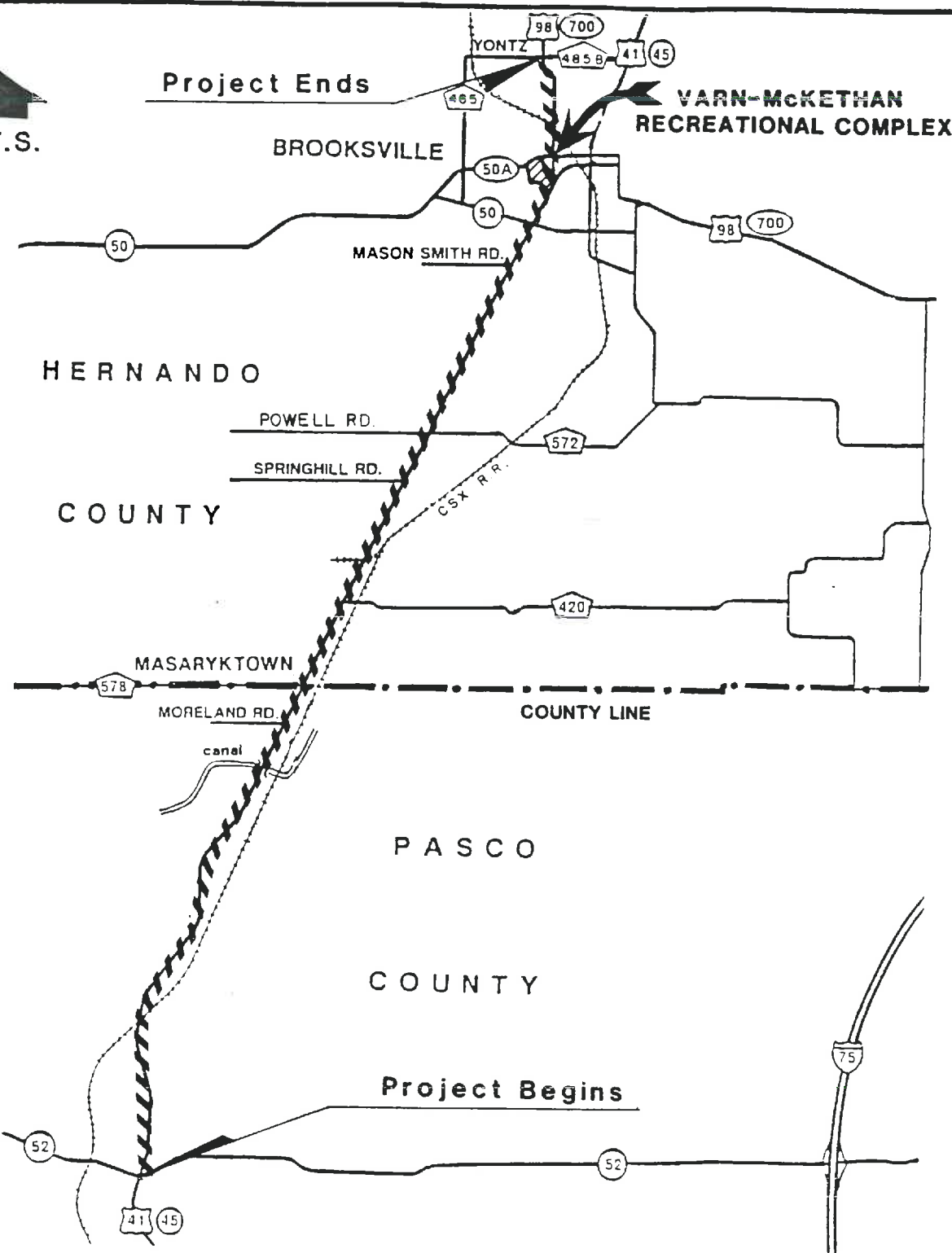
The improved roadway would be safer and more accessible for pedestrians and bicycles. The existing facility has no provisions for bicycles and limited sidewalks exist throughout the corridor. The proposed improvements would provide adequate sidewalks and wide outside lanes for bicycles in urban sections. In rural sections, bicycles would be accommodated on paved shoulders.

#### **4. Emergency and Evacuation Considerations**

The decreased traffic congestion attributed to the proposed improvements would result in faster emergency response and more effective evacuation. Law enforcement agencies and emergency response services have indicated that traffic congestion on the existing roadway results in delays which inhibit the expeditious performance of their duties. The existing roadway is a designated evacuation route and the movement of evacuees will be substantially expedited with the proposed improvements.



## **II. DESCRIPTION OF SECTION 4(f) RESOURCES**

One Section 4(f) resource located within the project limits would be affected by the proposed improvements, the Varn-McKethan Recreational Complex. The location of the complex is shown on Exhibit 3. Another park, the Masaryktown Park, is located adjacent to the roadway but would not be affected by the improvements.



Greiner, Inc.

**LEGEND**

-  Project Area
-  4(f) Site

**FLORIDA DEPARTMENT OF TRANSPORTATION**

PROGRAMMATIC 4(f) EVALUATION  
**S.R. 45 (U.S. 41) / S.R. 700 (U.S. 98)**  
 From S.R. 52 to C.R. 485B  
 Pasco and Hernando Counties, Florida

**SECTION 4(f) SITE LOCATION**

**A. Description of the Property**

The Varn-McKethan Recreational Complex consists of approximately 116 acres of land situated south of S.R. 50A and west of S.R. 45. The complex consists of two adjacent parks: the Tom Varn Park and Bud McKethan Park. There are no distinct boundaries between the parks and they are considered to be one functioning unit: the Varn-McKethan Recreational Complex.

The complex is an outdoor recreational and sports center. Existing facilities at the complex include jogging/fitness trails, three tennis courts, four playground areas, two horseshoe courts, two basketball courts, four softball diamonds, picnic tables and a picnic pavilion. There are currently parking spaces for approximately 150 cars, 50 of which are paved. Park improvements planned in the next several years include a nature trail, a swimming pool, handball courts, a soccer field, an indoor recreational center, a fourth tennis court, additional picnic areas and more parking.

The park is estimated to be used by approximately 300 people per day. The facilities are used by individuals and organized groups (leagues, clubs and tournaments). The park is open from 7 AM to 11 PM daily. No pets or alcoholic beverages are allowed.

**B. Significance of the Property**

The Varn-McKethan Recreational Complex is one of the major recreational facilities in Hernando County. It is the only facility in the county for softball leagues and tournaments.

### III. IMPACTS ON SECTION 4(f) RESOURCE

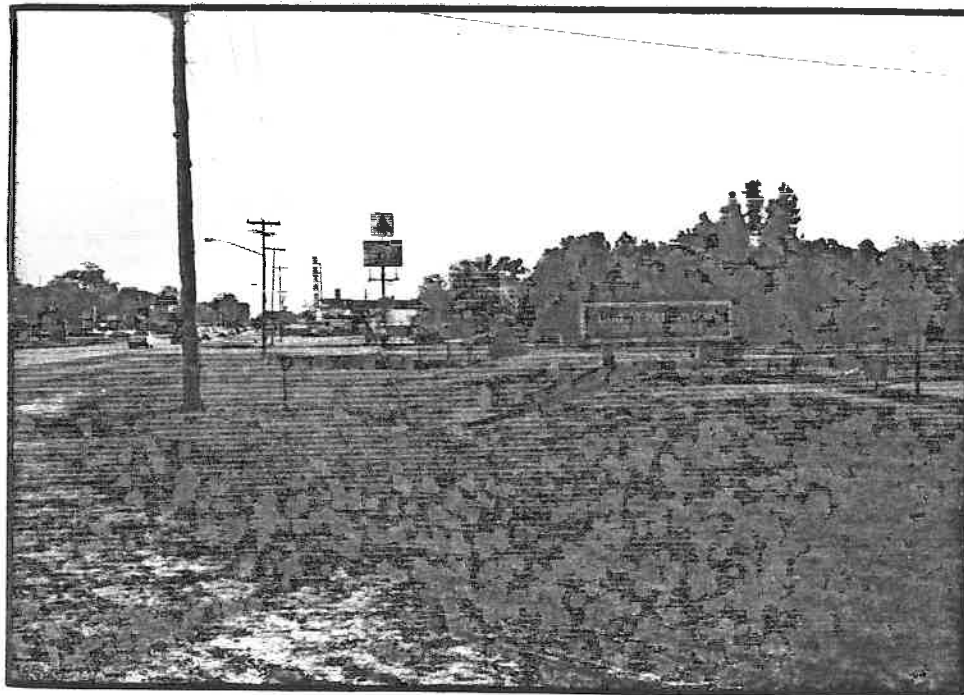
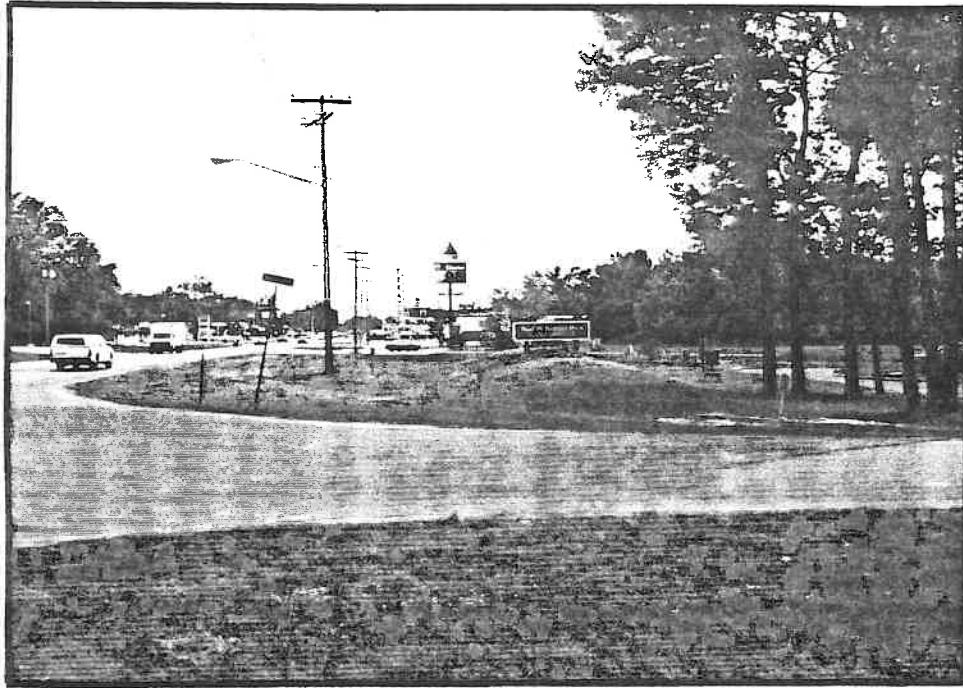
The improvements proposed to S.R. 45 in the vicinity of the Varn-McKethan Complex primarily involve widening the existing two-lane undivided roadway to a six-lane divided urban roadway. The additional right-of-way necessary for the improved roadway would require the acquisition of a narrow strip of property from the park's frontage on S.R. 45. This property ranges in width from approximately 5 to 8 feet for a linear distance of about 265 feet. The total area to be acquired is estimated to be less than 0.04 acres. This represents approximately 0.03 percent of the 116-acre Varn-McKethan Complex.

#### A. Direct Impacts

Direct impacts to the complex resulting from the right-of-way acquisition are limited to the relocation of the complex sign and associated landscaping. Approximately 3 feet of the 10-foot-long sign is currently within the existing DOT right-of-way. Approximately 8 feet of the sign would be within the proposed right-of-way. The sign would have to be relocated because it would block the proposed sidewalk. No other facilities are currently located or proposed within the area to be acquired for roadway construction. Exhibit 4 illustrates the portion of the property which would be acquired.

#### B. Indirect Impacts

Indirect impacts to the complex are limited to reduced access associated with curbed median installation. To provide for efficient operation of the intersection of S.R. 45



Views are looking south at the east boundary of the  
Varn-McKethan Complex along S.R. 45

Greiner, Inc.

**FLORIDA DEPARTMENT OF TRANSPORTATION**

**PROGRAMMATIC 4(f) EVALUATION**

**S.R. 45 (U.S. 41) / S.R. 700 (U.S. 98)**

From S.R. 52 to C.R. 485B

Pasco and Hernando Counties, Florida

**VARN-McKETHAN COMPLEX**

and S.R. 700, a median opening at the complex entrance to S.R. 45 will not be provided. This would not allow left turns into or out of the complex. This reduction in access will not substantially affect the complex since alternative access exists.

The improvements will not result in any other substantial indirect impacts to the complex. Projected air quality and noise levels have been determined to be well within accepted criteria within sensitive areas of the park. The acquisition of the small amount of property along the S.R. 45 frontage will not affect the aesthetic appearance or function of the park.

#### IV. AVOIDANCE ALTERNATIVES

##### A. No-Action Alternative

The No-Action Alternative would involve leaving existing S.R. 45 in its current condition and allow for routine maintenance. The advantages and disadvantages of implementing this alternative are as follows:

##### Advantages

1. No inconvenience to existing development during construction operations.
2. No relocation or right-of-way acquisition.
3. No construction costs.
4. No Section 4(f) involvement.
5. No wetland impacts.

### Disadvantages

1. Increase in traffic congestion resulting in increased road user costs and decreased air quality.
2. Inadequate traffic service for through and local traffic, thus adversely impacting the local economy.
3. Incompatibility with the overall future transportation network, as defined by Pasco County, Hernando County, and the City of Brooksville.
4. No improvement in emergency services response time or the highway's use as an evacuation route.
5. Increase in the number of accidents due to increased traffic congestion and land development.

The No-Action Alternative will continue to be a valid alternative until approval of the proposed action.

### **B. Alternative Corridors**

Alternative corridors have been evaluated as part of this study. It has been determined that a new parallel route would not eliminate the need to upgrade the existing facility. The existing roadway serves established industrial, residential and business districts that have developed on adjacent and nearby lands. The development along existing S.R. 45 is substantial enough to increase traffic volumes beyond the capacity of the existing facility even with the construction of a parallel facility. In addition, constructing a facility on a new corridor would result in generally greater impacts on wetland areas and significantly higher costs associated with land acquisition. For these reasons, improvements on a new parallel facility have been eliminated from further consideration.

### **C. Reduced Typical Section Widths**

The use of reduced typical section widths is not considered to be a viable alternative to avoid or reduce impacts to the Section 4(f) property. The reduction in the number of proposed lanes from six to four would result in a facility which would operate at an unacceptable level-of-service (LOS) in the design year. In the vicinity of the Varn-McKethan Complex, 43,400 vehicles per day are projected in the year 2010. The proposed six-lane divided facility would operate at LOS D while a four-lane facility would operate at an unacceptable LOS F.

The reduction in the width of the typical section by reducing median, lane, and border widths is not considered to be a viable alternative for preventing or minimizing impacts to the Section 4(f) property. The dimensions proposed are either at or near the minimum design standards. Any further reduction in dimensions would not eliminate or significantly reduce impacts to the Varn-McKethan Complex but would compromise driver safety.

### **D. Alignment Shift to Avoid Section 4(f) Resource**

An alternative which avoids the complex by shifting the alignment was examined and was found to cost \$370,000 more than the improvements as proposed. Approximately 1,645 linear feet of the roadway could be shifted east by up to 8 feet to avoid the complex and maintain roadway design criteria. Although the total right-of-way area requirements of this alternative are approximately the same as the proposed improvements, the shift would affect two more parcels of property. The shifted alignment would have the same effect upon access to the complex and would also



require relocation of the complex sign since it is currently within the existing right-of-way. There are no other substantial differences between the alternatives other than right-of-way cost.

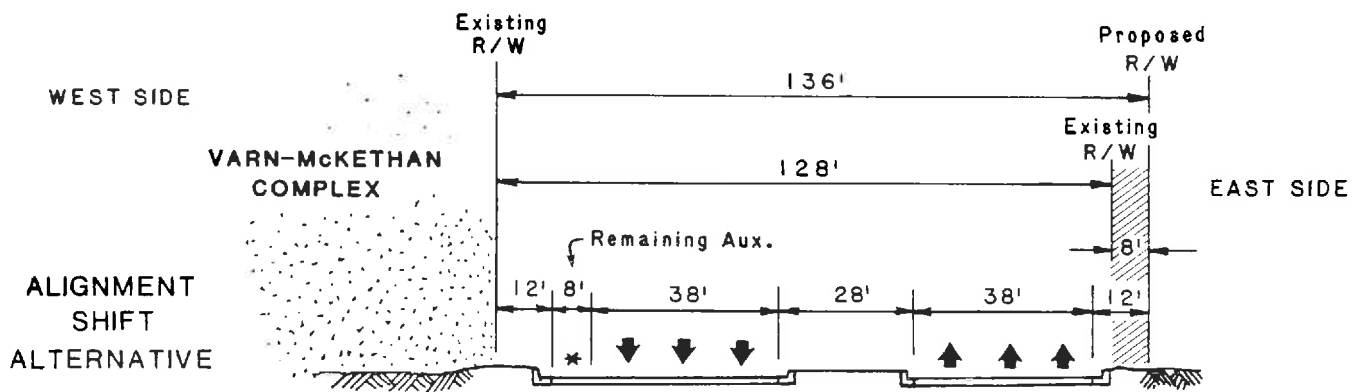
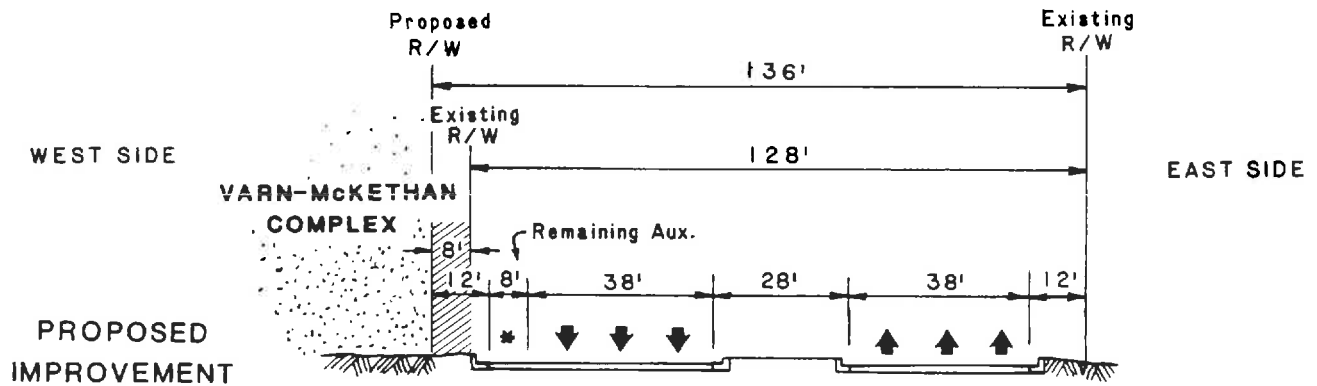
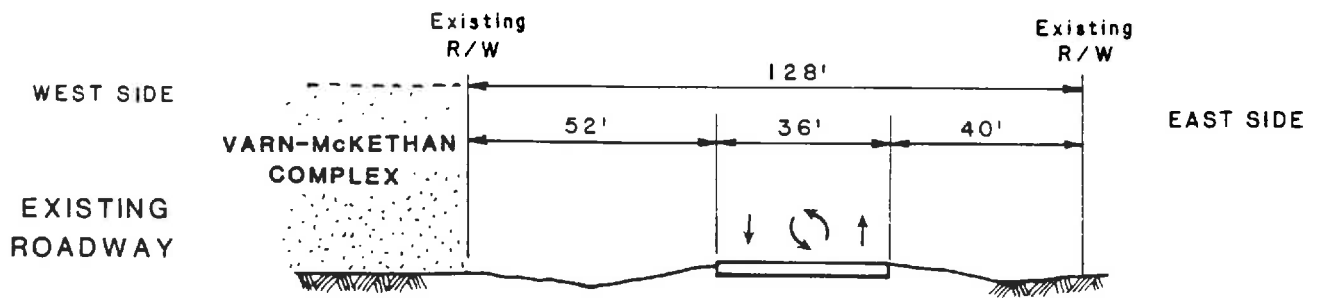
Exhibit 5 and Table 1 compare the proposed improvements with the alignment shift alternative.

**E. Summary of Avoidance Alternatives**

Based on this evaluation, there appears to be no prudent or feasible alternatives to the proposed improvements. Avoidance alternatives either fail to provide acceptable roadway capacity or cost substantially more.

**V. MEASURES TO MINIMIZE HARM**

Measures will be taken to minimize harm to the Varn-McKethan Complex during the construction of the project. These measures will include maintenance of access to the facility, minimization of dust emissions, and minimization of construction noise where possible. The most recent version of the Florida Department of Transportation's Standard Specifications for Road and Bridge Construction will be followed through the construction phase. No other mitigation measures are being proposed.



SCALE 1"=40'

Greiner, Inc.

**LEGEND**



4(f) Property



Area of Right of Way Acquisition

**FLORIDA DEPARTMENT OF TRANSPORTATION**

PROGRAMMATIC 4(f) EVALUATION  
**S.R. 45 (U.S. 41) / S.R. 700 (U.S. 98)**

From S.R. 52 to C.R. 485B  
 Pasco and Hernando Counties, Florida

**TYPICAL SECTIONS COMPARISON**

\* Remaining Portion of Auxiliary Lane.

EXHIBIT 5

**TABLE 1  
COMPARISON OF PROPOSED PROJECT AND ALIGNMENT SHIFT ALTERNATIVE**

The following values compare the two alternatives within the 1,645 linear feet which would be involved in the Alignment Shift Alternative:

<u>Parameters</u>	<u>Proposed Project</u>	<u>Alignment Shift Alternative</u>
Area of Varn-McKethan Complex Involved (acres)	0.04	0
Number of Parcels	11	13
Number of Relocations	1	1
Estimated R/W Cost	\$992,950	\$1,362,950
Construction Costs	same	same
Facilities Affected	Complex Sign	Complex Sign
Affect on Access	Minor	Minor
Noise Impacts	None	None
Air Quality Impacts	None	None
Aesthetic Impacts	None	None

## VI. COORDINATION

Coordination relative to the proposed improvements and the Section 4(f) property was initiated through the advance notification process required for all Federal actions. Federal, State, regional and local agencies having permitting, environmental or other jurisdictional interest in the project were formally notified of the proposed project at the inception of the study. Of the responses received, none were related to the Varn-McKethan Complex.

On May 3, 1989, the FDOT sent a letter to the City of Brooksville which described the proposed improvements and the project's involvement with the Varn-McKethan Complex. The letter concluded that the impacts to the complex were relatively minor and were not considered to impair the use of the remaining portions of the complex. The FDOT requested that the City review the information and comment.

In a letter dated June 12, 1989, City staff recommended to the Mayor and City Council that the City negotiate with the FDOT for the complex property. It was suggested that the property be exchanged for certain drainage improvements in the vicinity of the complex. On June 19, 1989, the City Council authorized the City to negotiate an exchange for the complex property.

On July 26, 1989, the City responded in a letter to FDOT that the City Council had approved the property acquisition and recommended that the property be exchanged for the drainage improvements.

On August 3, 1989, a meeting was held between City staff, the FDOT project manager and the District's consultant. At the meeting, the City indicated that the project would not affect the complex and agreed with the FDOT that the requested drainage improvements were not related to the project and would cost much more than the property was worth. The City provided a letter at the meeting which stated that the project and associated property acquisition would not adversely affect the operation or future plans for the operation of the complex.

A public hearing was held at the Southwest Florida Water Management District Board Room on June 6, 1989. Of the oral and written comments received and recorded into the public record, none were related to the Varn-McKethan Complex.

Based upon the above considerations, there is no feasible and prudent alternative to the use of land from the Varn-McKethan Recreational Complex and the proposed action includes all possible planning to minimize harm to the Varn-McKethan Recreational Complex resulting from such use.

**APPENDIX**



May 3, 1989

Mr. David Pew  
Parks and Recreation Director  
26 South Brooksville Avenue  
Brooksville, Florida 34601

Reference: Proposed Improvements to U.S. 41 (S.R. 45) and U.S. 98 (S.R. 700)  
State Project Numbers: 14010-1514, 08010-1519 & 08010-1509

Dear Mr. Pew:

The Department of Transportation is currently considering improving U.S. 41 from a two-lane roadway to a six-lane roadway in the vicinity of the Bud McKeethan Park. After thorough evaluation, it appears that the alternative which has the least impacts would involve the acquisition of a narrow strip of right-of-way along the west-side of the roadway. I have enclosed conceptual design plans in the vicinity of the park.

The proposed improvements are estimated to require the acquisition of approximately .05 acres from the park. Facilities located within the area required are limited to the park sign. It may be necessary to relocate the sign, which appears to be within the existing right-of-way.

Provided that the Department of Transportation adequately compensates the City for right-of-way and mitigates for any of the facilities affected, including the sign, it is our opinion that the impacts to the park are relatively minor. The improvements are not considered to impair the use of the remaining portion of the complex.

Mr. Pew, we request the Cities opinion and seek concurrence with our findings. We would like to have the Cities written response by May 19, if possible. Thank you for your cooperation. Please feel free to contact me should you have any questions.

Sincerely,

David Richey  
Sr. Project Manager  
Florida Department of Transportation, District 7  
1300 N. Westshore Boulevard  
Tampa, Florida 33609  
871-7390

DR:ijm

CITY OF BROOKSVILLE  
25 SOUTH BROOKSVILLE AVENUE  
BROOKSVILLE, FLORIDA 33512



TELEPHONE  
904-796-4954

June 12, 1989

TO: Honorable Mayor and  
Members of the City Council

VIA: James G. Cummings, City Manager

FROM: Charles A. Arbuckle, Dir. Utilities/Sanitation

SUBJ: U.S. 41 Right-of-Way, McKethan Park

The Florida Department of Transportation (DOT) has requested that the City Grant additional road frontage along the western boundary of U.S. 41, at McKethan Park, for the planned improvements to that roadway. Attached is a letter of request from DOT with accompanying map showing the desired acquisition.

In the McKethan Park a drainage ditch now exists that transfers stormwater away from the U.S. 41 right-of-way. This ditch has historically required considerable effort on the part of the City to keep it maintained, and has also served as a safety hazard due to water snake infestation at certain times of the year. Additionally, the ditch bifurcates the Kiddie Park and renders approximately .38 acres of the land unusable for recreation purposes. The DOT is requesting approximately .05 acres for additional right-of-way. It would be considered more advantageous to the City if the DOT would agree to install the necessary underground drainage system of which would allow the fill of the ditch. This would eliminate the intensive maintenance requirements that now exist, the safety hazard caused by water snakes, as well as mosquito infestation, and would make the land more useful for recreation purposes. Preliminary unofficial dialog with DOT representatives indicates that the DOT would be receptive to making the necessary drainage improvements in exchange for the desired additional right-of-way.

This matter was discussed at the Parks and Recreation Board meeting of May 23, 1989, where it was the recommendation of the Board that a recommendation be made to City Council to authorize the exchange of land for the improvements discussed above.



It is requested that the City staff be authorized to formally negotiate with DOT according to the drainage improvements noted here, and if successful, that the Mayor be authorized to execute the necessary documentation to effect the granting of the additional right-of-way in exchange for the drainage improvements to be made. Should negotiations prove unsuccessful, then the City will have no other recourse but to grant the right-of-way in exchange for monetary remuneration based on the fair market value of the property as originally suggested by DOT.

1 Attachment  
Fla. Dept. of Trans. Ltr., May 3, 1989

APPROVED AGENDA ITEM

---

James G. Cummings, City Manager

CITY OF BROOKSVILLE  
26 SOUTH BROOKSVILLE AVENUE  
BROOKSVILLE, FLORIDA 34601



TELEPHONE  
904-796-4954

M E M O R A N D U M

TO: Charles A. Arbuckle, Director of Utilities/Sanitation  
FROM: James G. Cummings, City Manager *JGC*  
DATE: June 21, 1989  
SUBJECT: RECOMMENDATION FROM PARKS & RECREATION BOARD FOR APPROVAL TO  
NEGOTIATE A TRADE WITH DOT FOR R.O.W.

---

Agenda Item F1 - 6/19/89

This will confirm City Council action taken Monday, June 19, 1989 wherein Council gave approval to negotiate trade with DOT for right-of-way.

If you have any questions, please let me know.

JGC/sl

cc: Sandra L. Woodall, City Clerk  
Honorable Mayor and City Council Members  
Parks & Recreation Board Members

CITY OF BROOKSVILLE  
26 SOUTH BROOKSVILLE AVENUE  
BROOKSVILLE, FLORIDA 34601-2998



JUL 26 1989  
TELEPHONE  
904-796-4954

July 26, 1989

Mr. David Richey  
S. Project Manager  
Florida Department of Transportation, District 7  
1300 N. Westshore Blvd.  
Tampa, Fl 33609

Re: Right-of-Way Acquisition-U.S. 41 & U.S. 98 Project  
and Your Letter May 3, 1989

Dear Mr. Richey:

Your attention is invited to the attached memorandum to the City Council of the City of Brooksville, Florida regarding the above reference.

The City Council did, in a regular meeting on June 19, 1989, authorize staff to negotiate an agreement with the Florida Department of Transportation to grant the desired right-of-way fronting the McKethan Park Complex on U.S. 41 in consideration of certain drainage improvements being made in the Park complex as part of the overall roadway improvement project.

I await your pleasure in scheduling a meeting between appropriate FDOT representatives and representatives from the City of Brooksville to negotiate and define the details necessary to conclude the agreement and effect the necessary documentation to bequeath the additional right-of-way.

With Regards;

CHARLES A. ARBUCKLE  
Director of Utilities/Sanitation  
City of Brooksville, Florida

Enclosures

cc: Mr. James G. Cummings, City Manager

CITY OF BROOKSVILLE  
26 SOUTH BROOKSVILLE AVENUE  
BROOKSVILLE, FLORIDA 34601-2998



TELEPHONE  
904-796-4954

August 3, 1989

Mr. David Richey  
S. Project Manager  
Florida Department of Transportation, District 7  
1300 N. Westshore Blvd.  
Tampa, Fl 33609

Re: ROW Acquisition-U.S. 41 & U.S. 98 Project

Dear Mr. Richey:

At your request, and as a follow up to my letter of July 26, 1989 regarding the above reference, it is further stated that acquisition of the proposed acreage for the right-of-way needed fronting the McKethan Park Complex will not adversely affect the operation or future plans for the operation of this recreational complex.

The City is looking forward to our continued negotiations in making the necessary roadway and drainage improvements associated with this roadway improvement project.

If I can be of further assistance to you, please do not hesitate to let me know.

Sincerely;

A handwritten signature in black ink, appearing to read "Charles A. Arbuckle". The signature is fluid and cursive, written over a white background.

CHARLES A. ARBUCKLE  
Director of Utilities/Sanitation  
City of Brooksville, Florida

cc: Mr. James G. Cummings, City Manager