

FDOT Financial Project ID No.: 436433-1-22-01





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## Introduction

#### 1.1 Overview of the Project

In March 2015, the Florida Department of Transportation (FDOT) District Five commenced a Corridor Planning and Concept Development Study for the Orange County Gap of the Coast to Coast Trail.

This study created a set of alignments, evaluated them, and ultimately selected one to close this "gap" of the Coast to Coast Trail. All stakeholders for this project (Orange and Seminole Counties, the City of Orlando, Duke Energy, Central Florida Expressway Authority, LYNX, Florida Central Railroad, MetroPlan Orlando, the Florida Greenways and Trails Foundation, and the Florida Department of Environmental Protection's Office of Greenways and Trails) served on the Project Visioning Team (PVT) which met regularly throughout the project in order to provide feedback at key points throughout the project.

#### 1.2 Overview of the Coast to Coast Connector Trail

In fiscal year 2015, FDOT received budget authority to complete \$15.5 million in regional trail projects related to the Coast to Coast Trail, a facility intended for long-distance, non-motorized travel. FDOT, the Florida Office of Greenways and Trails (OGT), and other state and regional agencies are working to fill several gaps to complete a continuous 275-mile multiuse trail that will provide a path between St. Petersburg on the west coast of Florida, and the Titusville area on the east coast. According to the OGT, approximately 75 percent of the trail is either funded for construction or already constructed.

The Coast to Coast Trail traverses a variety of environments including urban streetscapes, suburban neighborhoods, and natural areas, providing a diverse range of experiences to its users. The Coast to Coast Trail not only connects communities but also establishes a pathway between regionally-significant trails. The Fred Marquis Pinellas Trail, the South Lake Trail, the West Orange Trail, and the Seminole Wekiva Trail are all linked with the Coast to Coast Trail.





#### 1.3 Overview of the Orange County Gap of the Coast to Coast Trail

The Orange County Gap of the Coast to Coast Trail is approximately 3.9 miles in length and is located in northwest Orange County. The gap, illustrated in Figure 1.4-1, begins at the intersection of Hiawassee Road/Clarcona-Ocoee Road and terminates at the intersection of US 441/SR 414.

Following an evaluation of three alternatives to close this gap, a preferred alternative was determined, which is also illustrated in the figure. The results of this evaluation is documented in the <u>Alternatives and Strategies Report</u>.

Following the selection of the preferred alternative, refinements were made to address specific issues at various points throughout the alignment. This is one of the areas of focus of this report (see Section 2.2 for more information).

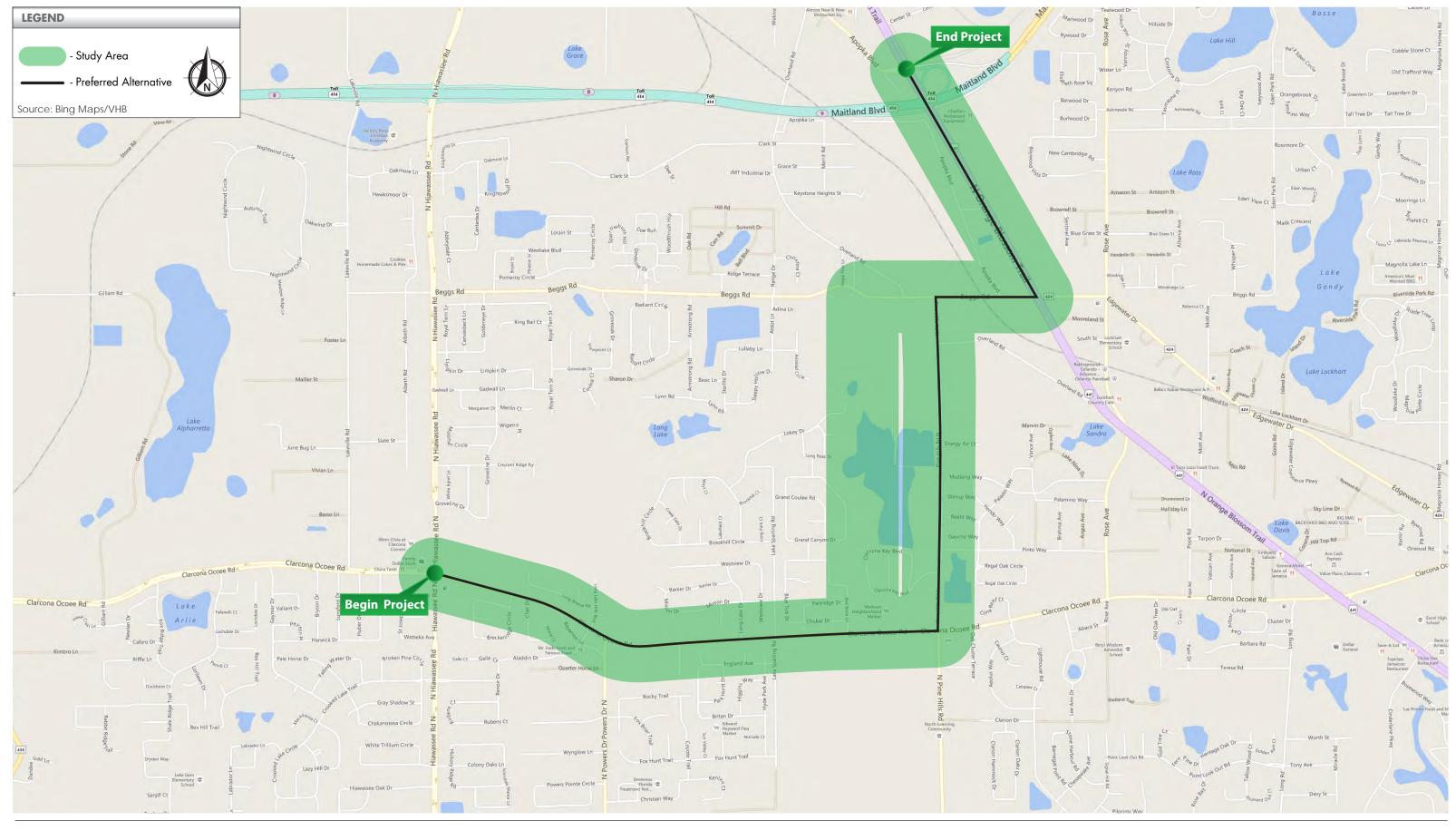
#### 1.4 Purpose of this Report

The purpose of this report is to present the refinement of the preferred trail alignment, discuss the potential environmental impacts associated with the final alignment, and detail the estimated cost for construction.

Chapter 2 of this report will discuss the refinement of the preferred trail alignment, which includes a summary of the coordination amongst the various stakeholders. Chapter 3 will discuss the environmental impacts associated with the refined trail alignment, while Chapter 4 will present a total project cost, broken down by the different components. Chapter 5 summarizes the findings for this report and identifies highlights the next steps to implement the project.







Coast to Coast Trail - Orange County Gap Study Area Map 1.4-1 July 2016

Project Title: Map Title: Figure: Date:





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# Refinement of the Preferred Alternative

#### 2.1 Introduction

This chapter summarizes the refinements that were made to the alignment of the trail. It also presents the final alignment for the trail.

#### 2.2 Refinements Made to the Trail

Refinements to the alignment of the trail were made at three locations in order to address a specific issue/concern in that area. Refinements were made to the trail alignment in order to address the following concerns:

- Drainage improvements along US 441
- Trail placement under the SR 414 overpass
- Convert and modify the US 441 Northbound to SR 414 Westbound Loop Ramp (from free flow to signalized condition)

Relocation of LYNX bus shelter at Walmart Neighborhood Market

#### **Drainage Improvements along US 441**

In order to address stormwater runoff, two modifications to the trail alignment were made. They were:

- Moving the trail in order to accommodate a new concrete flume that would handle runoff from the northeast corner of the Beggs Road overpass (currently the runoff drains into an adjacent property).
- Moving the trail to minimize the filling in of an existing swale (see Figure 2.2-1 to see how the alignment minimizes impacts to the swale).





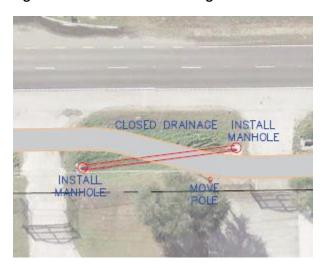


Figure 2.2-1: Modification to Alignment to Minimize Impact to Existing Swale

These drainage improvements were presented to the FDOT Drainage Unit on March 31, 2016 and received concurrence. Minutes from this meeting is included in Appendix A.

#### **Trail Placement under SR 414 Overpass**

One of the concerns with the previous trail alignment under the SR 414 overpass was that the sidewalk was too narrow (less than the desirable width of 12 feet).

This issue was presented to the Project Visioning Team (an advisory group that consisted of all the major stakeholders of the project which included Orange and Seminole County, LYNX, and FDOT, just to name a few) during a meeting in December 2015 for suggestions on how to address this issue. Based on the suggestion of a member of the Project Visioning Team (see Appendix B for a copy of the minutes), the trail was realigned to utilize the striped out shoulder on the far right of the US 441 northbound lanes. Traffic separators would be installed in order to define the trail and separate bicyclists and pedestrians from vehicles.

#### Convert and Modify the US 441 Northbound to SR 414 Westbound Loop Ramp

Currently, vehicles traveling northbound on US 441 wishing to enter SR 414 westbound use a loop ramp just south of the US 441 and SR 414 westbound ramps intersection. This loop ramp operates under free flow conditions, allowing vehicles to bypass the signalized intersection. This free flow movement presents safety concerns with pedestrians and bicyclists attempting to cross the path of vehicles traveling at high speeds.

In many circumstances, this type of situation would warrant the installation of a traffic signal. However, installation of a traffic signal presents operational challenges and driver expectancy issues. During a meeting the FDOT Traffic Operations Unit on January 4, 2016, potential solutions for this issue were discussed. Ultimately, it was decided that the free flow loop ramp should be removed and have all traffic utilize the signalized intersection (US 441 at SR 414 Westbound Ramps).

This modification was analyzed under existing and future conditions to determine what impact this modification would have (see Appendix C for the full report). Based on the





analysis that was performed, it is expected that there will be no operational impacts associated with this change.

These results were shared with the Central Florida Expressway Authority (the authority that operates SR 414) and they are in support of the proposed improvement.

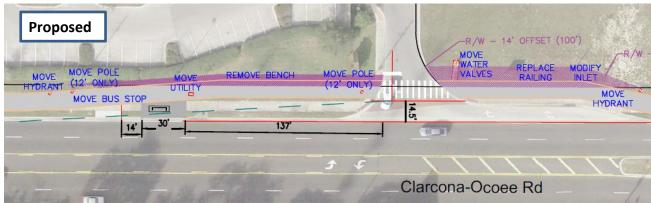
#### Relocation of LYNX Bus Shelter at the Walmart Neighborhood Market

Another area of concern that required special attention was the relocation of the LYNX bus shelter outside the Walmart Neighborhood Market on Clarcona-Ocoee Road. At its current location (see Figure 2.2-2 for an aerial of existing conditions), the bus shelter does not allow the existing sidewalk to be widened to accommodate the new trail. This constraint created the need to relocate the shelter.

As such, the bus shelter is being proposed to be relocated closer to the Walmart Neighborhood Market driveway and closer to the roadway (see Figure 2.2-2 for a view of existing and proposed conditions). With this relocation, the trail can pass behind the shelter, while still maintaining a proper landing pad for bus operations. An analysis of the sight distance exiting the driveway was performed and it was determined that this relocation will have no negative impact. It is important to note that with the relocation, right-of-way will need to be acquired (denoted by the pink hatching in Figure 2.2-2).

Figure 2.2-2: Trail Alignment with Relocation of Bus Shelter









## 2.3 Final Trail Alignment

The final trail alignment for this project is presented in Appendix D. This final alignment was ultimately used in the development of the cost estimate which is presented in the next chapter.





## **Cost Estimate**

#### 3.1 Introduction

This chapter presents the cost estimate that was developed for the preferred alignment.

#### 3.2 Methodology

Utilizing the FDOT District 5 Engineer's Cost Estimate tool, a cost estimate for constructing the preferred trail alignment was developed. This cost estimate includes all costs to construct this trail in its entirety including: constructing a new concrete trail, relocating the LYNX bus shelter, improving drainage along US 441 and North Pine Hills Road, and installing retaining walls.

Given that this cost estimate was developed using conceptual plans, a 25% factor was applied in order to account for project unknowns, such as the amount of embankment needed to properly grade the site, which will be discovered during the design phase. It is anticipated that once design of the trail is completed, these project unknowns can be significantly reduced. A \$50,000 contingency to account for unforeseen instances, such as weather delays or changes in scope, was added in addition to the project unknowns.

The trail was designed in a manner to avoid as much right-of-way acquisition as possible; however, there are some pinch points along the project where right-of-way is needed in order to maintain the desired trail width throughout the project limits. The properties where right-of-way will need to be acquired and the costs associated with each of those parcels is provided in detail in Appendix E.

## 3.3 Estimated Project Cost

Table 3.3-1 details the cost for the various components of the trail. As can be seen, the total construction cost for the project is \$4,020,631. This amount includes \$794,126 for project unknowns and an additional \$50,000 contingency cost. The right-of-way costs are \$2,172,00. The cost for utilities reflects the relocation of fire hydrants, backflow preventers, and fiberoptic cable. There are several utility poles located within the Orange County right-of-way that will need to be relocated to accommodate the trail; therefore, the cost of





relocating these utilities will be the responsibility of the respective utility company. As a result, the cost of moving these poles is not accounted for in this cost estimate. The grand total for the project is estimated as \$6,192,631. The detailed project cost estimate including each unit cost and pay item is included in Appendix F.

Table 3.3-1: Project Cost Estimate

Component Groups	Cost
Trail/Roadway	\$2,280,540
Signing and Pavement Markings	\$33,904
Lighting	\$54,371
Signalization	\$406,000
Utilities	\$47,735
Component Sub-total	\$2,822,550
Maintenance of Traffic (5%)	\$141,128
Sub-total	\$2,963,678
Mobilization (5%)	\$148,184
Sub-total	\$3,111,862
Project Unknowns (25%)	\$777,965
Sub-total	\$3,889,827
Contingency	\$50,000
Construction Sub-total	\$3,939,827
Right-of-Way	\$2,172,000
Grand Total	\$6,111,827

Source: Florida Department of Transportation District 5 Engineer's Cost Estimate





## **Environmental Impacts**

#### 4.1 Introduction

This chapter presents the preliminary environmental evaluation that was conducted. The focus of this evaluation was to identify potential fatal flaws or areas of critical concern within environmentally sensitive areas resulting from implementation of the trail within the Study Area.

The evaluation of potential environmental impact or involvement is based on literature research and desktop screening using Geographic Information Systems (GIS) data downloaded from the Florida Geographic Data Library (FGDL). The Florida Department of Transportation's (FDOT's) Project Development and Environment (PD&E) Manual, which includes reference to federal and state environmental regulations, was used as a guideline for this preliminary evaluation. More detailed environmental impact assessments may be required as the project advances to the design, right-of-way, and construction phases.

The remainder of this chapter presents the results of the preliminary environmental evaluation for the alignment. No environmental fatal flaws were identified.

#### 4.2 Environmental Characteristics and Evaluation Criteria

Environmental characteristics identified and evaluated within the Coast to Coast Trail Study Area include:

- <u>Natural resources</u> such as wetlands, threatened and endangered species, water quality, floodplains, and public lands (parks and recreation areas);
- <u>Cultural resources</u> such as previously recorded historic and/or archaeological sites; and.
- <u>Physical environmental conditions</u> such as air quality, noise, vibration, and potential contamination sites.

These three areas of focus are discussed in greater detail in three subsequent subsections.





#### 4.2.1 Natural Environment

#### Wetlands

Existing wetlands identified within the Coast to Coast Trail Study Area were obtained from the US Fish and Wildlife Service's (USFWS) National Wetland Inventory (NWI) to determine the quality and habitat preference. These wetlands are classified as emergent, forested, and scrub/shrub systems. These classifications are based on substrate material, vegetation, and flooding regime. The NWI wetlands are shown in Figure 4.2-1. Based on this analysis, this project will not result in any significant adverse effect on wetlands.

#### **Floodplains**

Floodplains and floodways are protected by Executive Order 11988, "Floodplain Management", USDOT Order 5650.2, "Floodplain Management and Protection", and Federal-Aid Policy Guide 23 CFR 650A. The regulations are intended to encourage avoidance and/or minimization of highway encroachments within the 100-year floodplains and to avoid supporting land use development that may impact the floodplain values.

To identify 100-year floodplain regions within the Study Area, a GIS review was conducted using the Florida Digital Flood Insurance Rate Maps (DFIRM). The DFIRM data are used by the Federal Emergency Management Agency (FEMA) to designate the Special Flood Hazard Areas (SFHAs). The primary risk classification for SFHAs used is the one-percent-annual-chance flood event, or 100-year floodplain. The flood zone designations that depict 100-year floodplain include flood zones A, AE, and AH. Zone A is an approximate method of analysis, Zone AE is determined by detailed methods of analysis using base flood elevations, and Zone AH is annual chance shallow flooding with a constant water-surface elevation where average depths are between one and three feet.

According to the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), the Study Area contains areas designated as part of the 100-year floodplain (Figure 2.2-2). Approximately 3 segments (totaling 271.84 acres) of the 100-year floodplain (Type A and AE) are within the Study Area; however, the trail alignment will have no significant adverse effect on existing 100-year base floodplains.

#### **Water Quality**

Water quality is also protected under the Clean Water Act of 1972. To determine if there is poor water quality within the Study Area, a GIS analysis of the verified Impaired Waters and aquatic preserves in the State of Florida was performed. This review identified no water bodies that fail to attain any of its designated uses and/or meet the minimum criteria for surface waters established in the Surface Water Quality Standards (Section 62-302, F.A.C.) and the Impaired Waters Rule (Section 62-303, F.A.C.). Outstanding Florida Waters (OFW) are waters designated worthy of special protection because of their natural attributes. There are no Impaired Waters, aquatic preserves or OFWs within the Study Area.

#### **Threatened and Endangered Species**

Pursuant to Section 7 of the Endangered Species Act of 1973, as amended, federal agencies are required to ensure that their actions are not likely to jeopardize the





continued existence of endangered and threatened species or result in the destruction or adverse modification of critical habitat.

The purpose of this effort was to assess the potential for protected wildlife and plants to occur within the project area. A review of GIS data from the US Fish and Wildlife Service (USFWS), was conducted to identify critical habitat and/or consultation areas for threatened or endangered species. Consultation areas, identified by USFWS, encompass all areas where populations of the following are known to exist:

- Eagle Nest Sites
- Scrub Jay Localities
- Wood Stork Nesting Colony Core Foraging Areas
- Red Cockaded Woodpecker Consultation Areas
- Sand Skink Consultation Areas
- Scrub Jay Consultation Areas
- Snail Kite Consultation Areas
- Lake Wales Ridge Plant Consultation Areas

The result of the desktop review revealed the Study Area is within USFWS consultation areas for the scrub jay, snail kite, Lake Wales ridge plant, and a wood stork nesting colony core foraging area (see Figure 4.2-3 through 4.2-6). No sand skink or red cockaded woodpecker consultation areas, and no potentially active eagle nests are located in the Study Area.

The proposed trail is not expected to have a significant effect on listed species; however, further coordination with the US Fish and Wildlife Service is recommended during the permitting phase.

#### **Public Lands (Parks and Recreation Areas)**

Section 4(f) of the US Transportation Act of 1966 provides protection of public parks, wildlife management areas, and other public lands. Public lands are considered parks, recreational areas, or wildlife and waterfowl refuges when the land has been designated by federal, state, or local officials having jurisdiction over the land. In addition, Section 6(f) of the Land and Water Conservation Act of 1972 provides protection of public lands that were purchased with funds from this program. Potential Section 4(f) properties are protected when federal funds are used to advance transportation improvements while Section 6(f) properties are protected regardless of funding source. Parklands and recreational areas that were reviewed for protection include:

- Areas of Critical Concern
- Conservation Lands
- Existing Trails
- Florida Managed Areas
- Florida Forever Lands
- Greenways Project
- Hiking Trail Opportunities
- Parks
- Park Boundaries
- Scenic Byways
- State Park Management Zones
- State Parks

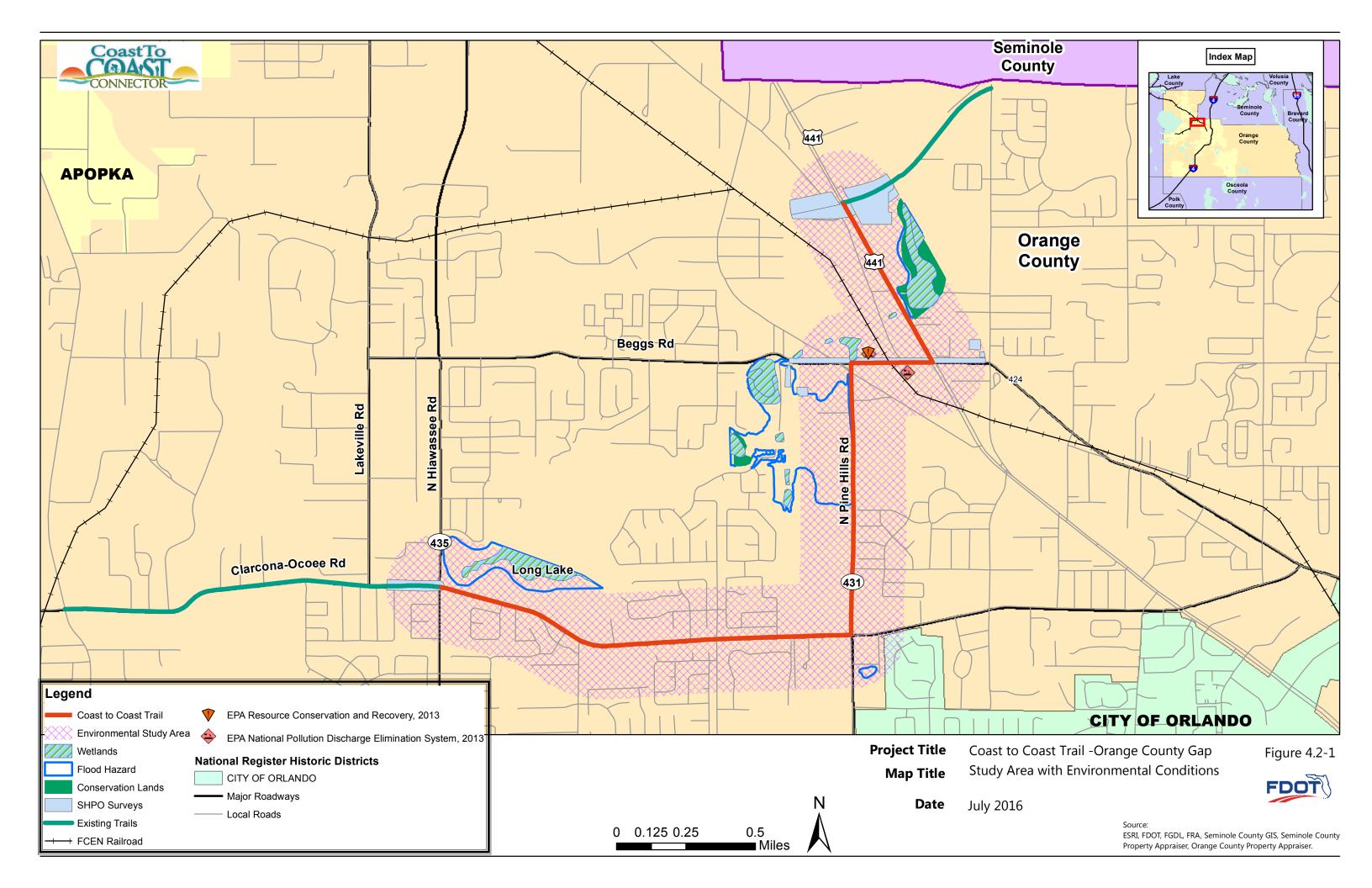


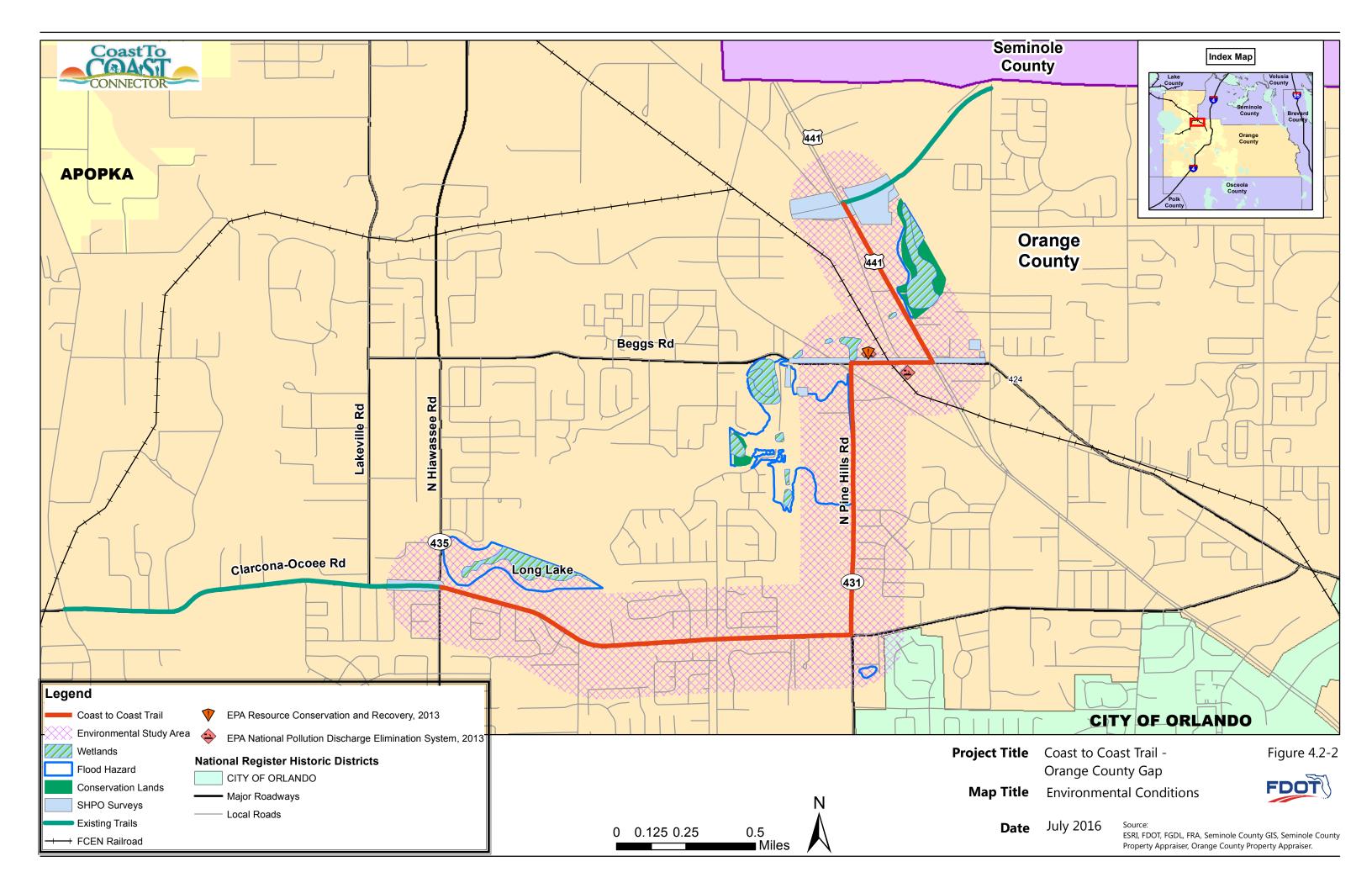


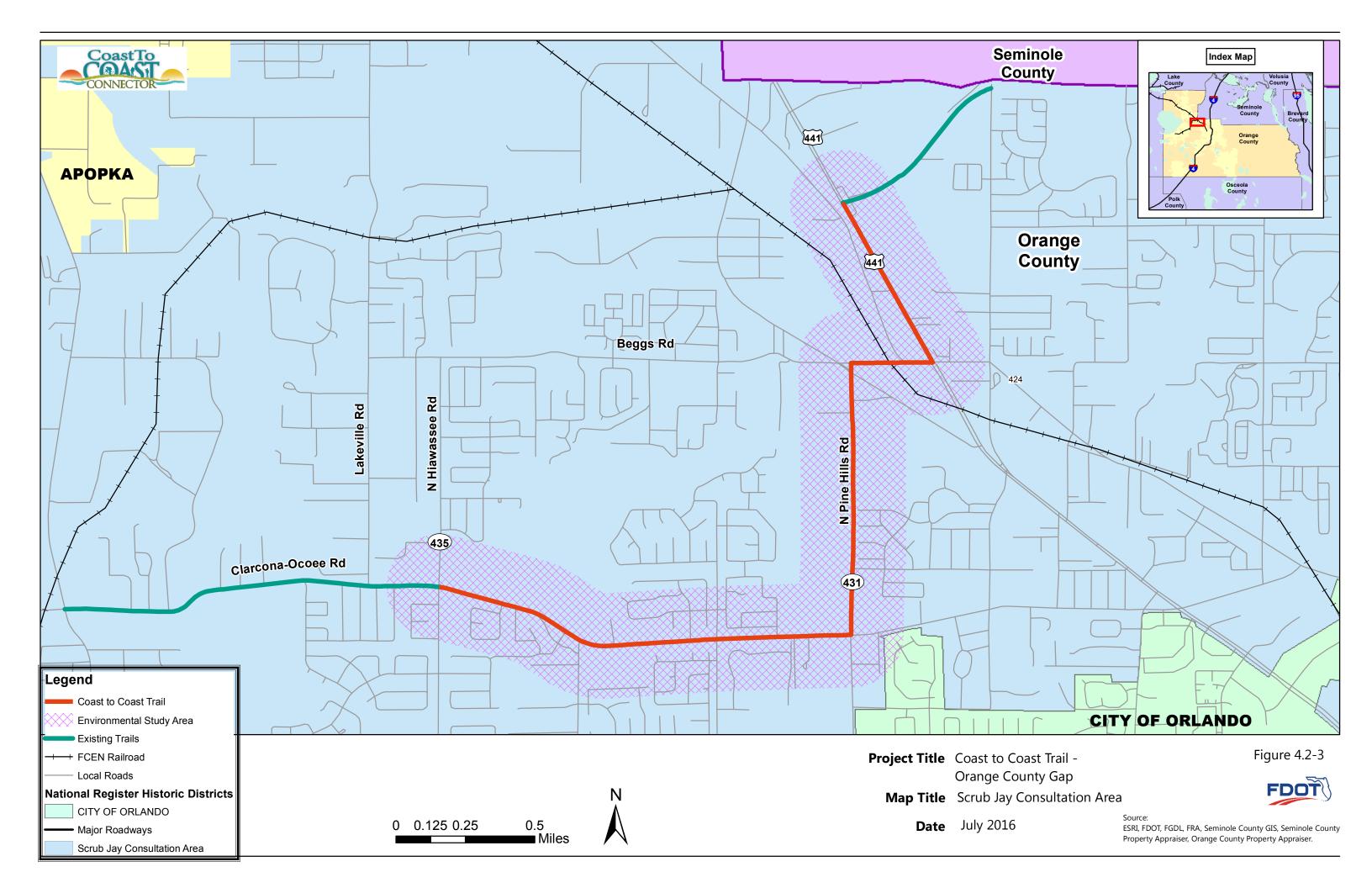
The GIS review identified no parklands or recreational areas within the Study Area. The two existing trails connecting to the Study Area are the West Orange Trail (via the proposed Claracona-Ocoee Connector Trail) occurring on the western terminus and the Seminole-Wekiva Trail occurring on the eastern terminus. Conservation lands exist surrounding wetland areas as shown in Figure 4.2-2.

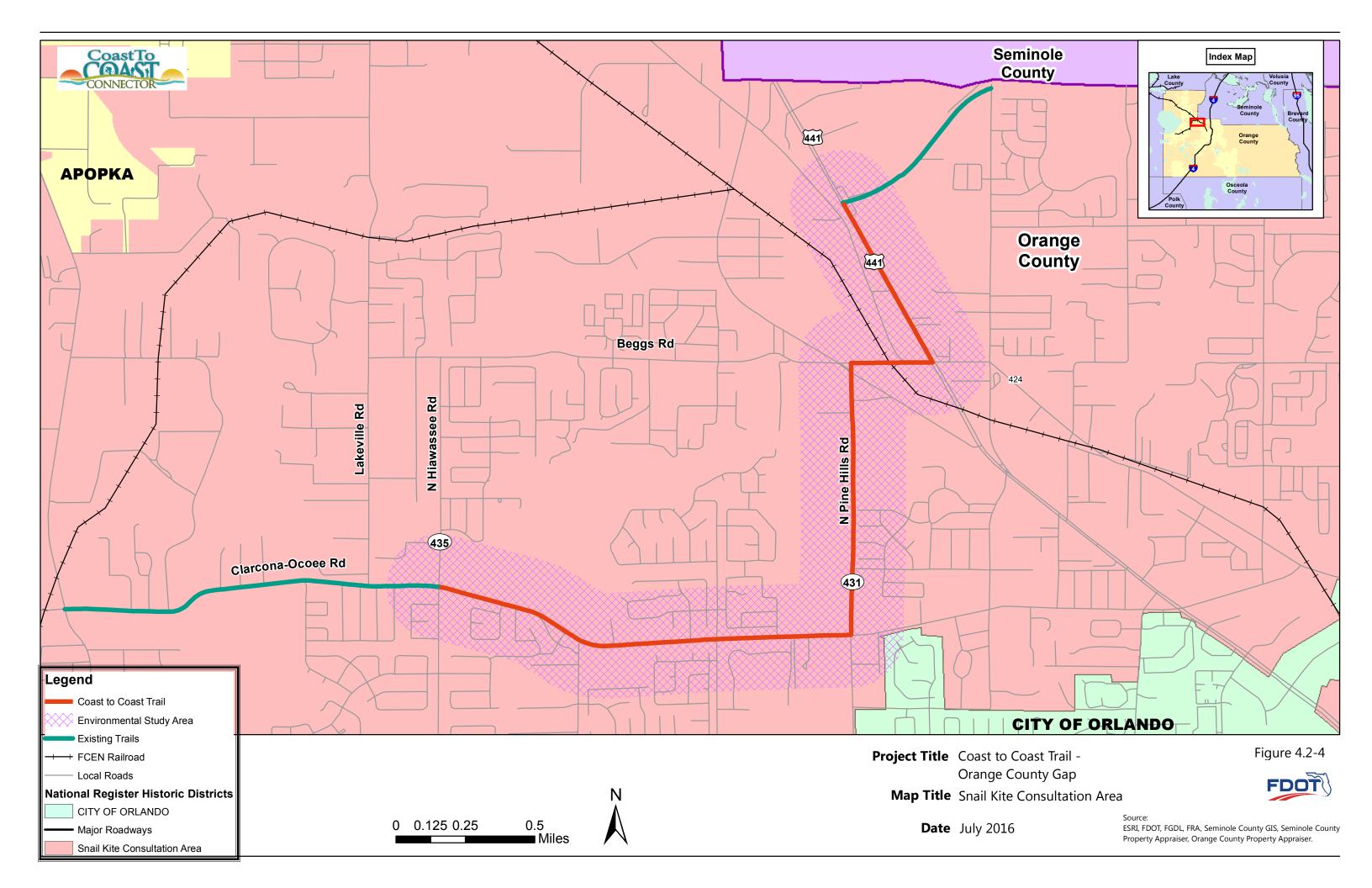
The Study Area does not contain any existing parks, Florida Scenic Highways and Byways, planned greenway projects, state parks and state park management zones, hiking trail opportunities, Florida Forever Lands, or Areas of Critical Concern.

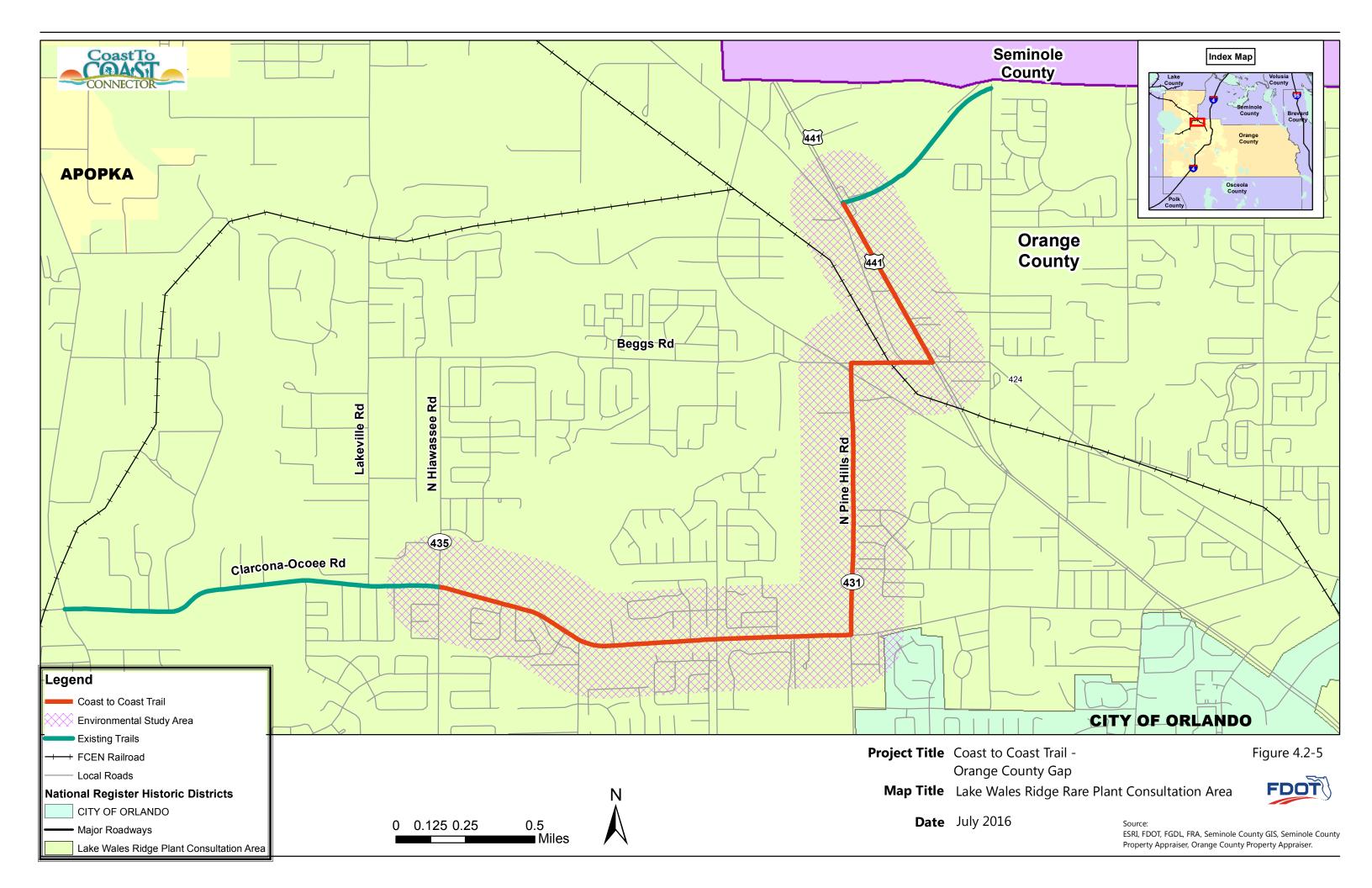


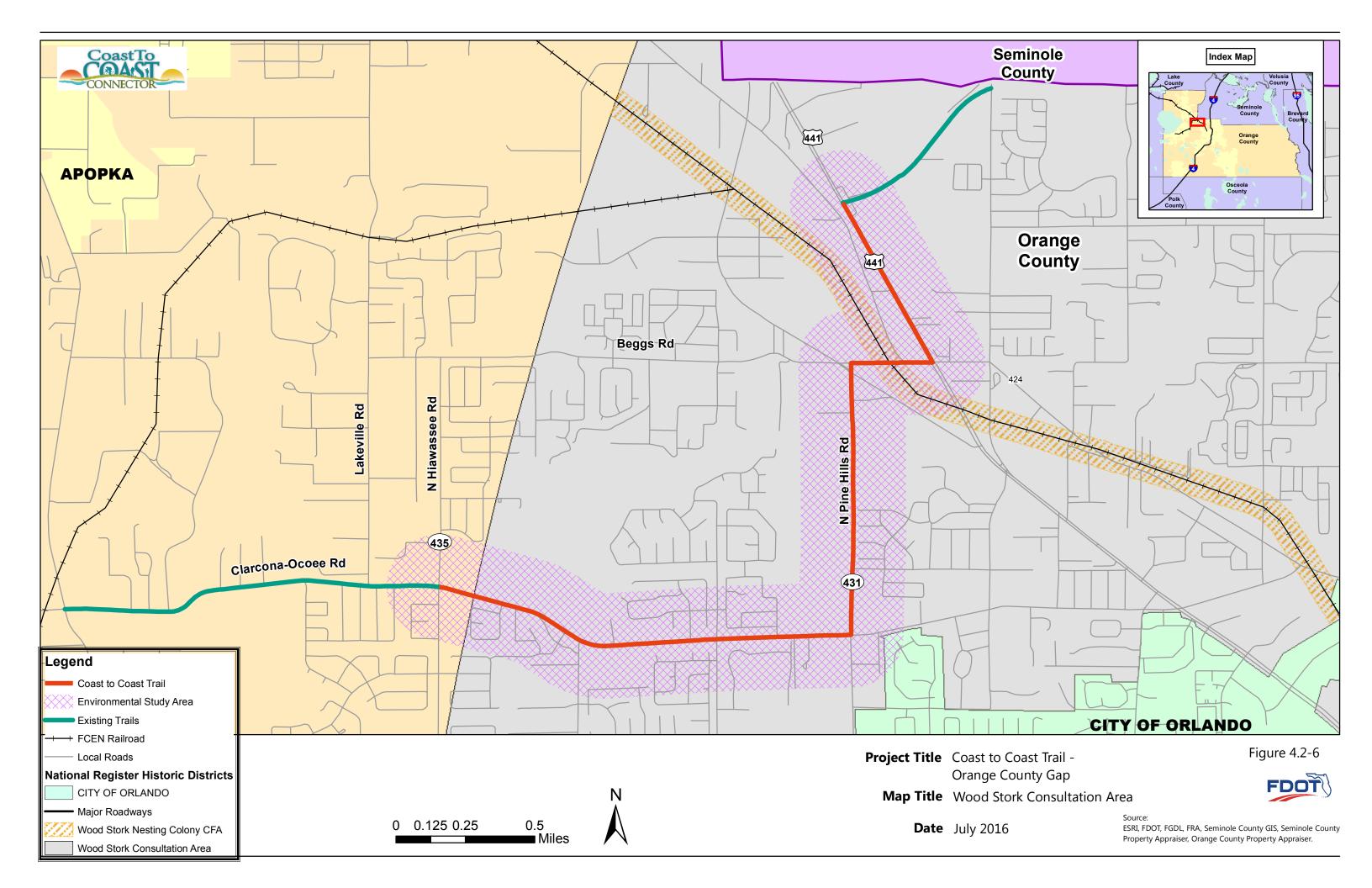














#### 4.2.2 Cultural Environment

Cultural resources are defined by the National Historic Preservation Act (NHPA) of 1966 and governed by federal and state regulations. Section 106 of the NHPA provides a general process for cultural resource assessments and requires that historic and archaeological resources be considered in project planning for federally funded or permitted projects. Cultural resources or "historic properties" include any "prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the *National Register of Historic Places (NRHP)*." The *NRHP* places high importance on its listed resources giving them higher priority for preservation.

A desktop review of the *NRHP* was conducted to determine the presence of archaeological and/or historic resources within the Coast to Coast Study Area. As a result of this review, the City of Orlando, listed on the *NRHP*, is within the 1,000 foot buffer of the southeast section of the Study Area. No other archaeological sites or historic resources are listed, determined eligible, or considered potentially eligible for listing in the NRHP within the Study Area. Table 4.2-1 summarizes the resources found within the Study Area through this desktop review.

Table 4.2-1: Summary of Cultural Resources

Cultural Resources	Study Area
SHPO Structures	12
SHPO Bridges	0
SHPO Resource Groups	0
SHPO Cemeteries	0
National Register (Site): City of Orlando	1
Archaeological Sites	0
SHPO Surveys	5

Source: Florida Master Site File (FMSF) from the Florida Department of State, Bureau of Historic Preservation (2013).

The Florida Division of Historical Resources created the GIS data evaluated by the State Historic Preservation Office (SHPO) including structures, bridges, cemeteries, and resource groups (historic districts, designed historic landscapes, linear resources/sites, and building complexes). This analysis reviewed the SHPO evaluation and included sites or areas that are eligible or potentially eligible for listing in the *NRHP*, as well as areas that have not been evaluated or have insufficient information.

No bridges, cemeteries, resource groups or archeological sites are present within the Study Area. Several SHPO surveys were conducted within the Study Area:

- A Cultural Resource Assessment Survey of the Maitland Boulevard extension from SR 500 (US 441) to SR 434, Orange and Seminole Counties, Florida
- A Cultural Resource Assessment Survey Apopka (US 441) Bypass PD&E study area from west of CR 437 (Smith Road) to 0.8 km (0.5 miles) north of CR 424 in Orange County, Florida





- A Cultural Resource Assessment Survey Edgewater Drive RCA study from Clarcona-Ocoee Road to Beggs Road, Orange County, Florida
- A Cultural Resource Assessment Survey Clarcona-Ocoee Road from Ocoee-Apopka Road (CR 437) to Hiawassee Road Orange County, Florida
- Cultural Resource Assessment Survey, SR 429/SR 414 (Maitland Boulevard extension), PD&E, study reevaluation, Orange County, Florida

Based on the results of the desktop review, a total of twelve (12) SHPO structures occur within the Study Area including two directly adjacent to the Coast to Coast Trail – Orange County Gap segment on Beggs Road. The two adjacent SHPO structures are:

- E.D. Cook Lumber Company located at 5901 Beggs Road
- Masonry structure located at 6101 Beggs Road

The proposed trail does not appear to have any direct impact to these resources; however, further coordination with the SHPO is recommended prior to trail construction.

#### 4.2.3 Physical Environment

#### **Air Quality**

The Clean Air Act of 1972 defines the Environmental Protection Agency's (EPA) responsibilities for protecting and improving the nation's air quality. This federal law gives EPA the authority to establish national air quality standards to protect public health and to regulate hazardous air pollutants.

The project is located in an area which is designated attainment for all of the National Ambient Air Quality Standards under the criteria provided in the Clean Air Act.

Therefore, the Clean Air Act conformity requirements do not apply to this project.

#### Noise

Referencing FDOT PD&E Manual Part 2, Chapter 17, Section 17-2, item number 29, the proposed Coast to Coast Trail – Orange County Gap is a Type III project, which is a project that is a Federal, Federal-aid, or state funded highway project that does not meet the classifications of a Type I or Type II. Type III projects including construction of bicycle and pedestrian lanes, paths, and facilities, do not require a noise analysis.

#### **Contamination**

A GIS review identified the active contamination facilities, collected by the EPA, that are subject to environmental regulation or of environmental interest. These facilities are generated from the following national environmental programs:

- Superfund National Priorities List (NPL);
- Resource Conservation and Recovery Act (RCRA) Treatment, Storage, and Disposal Facilities (TSDF);
- Resource Conservation and Recovery Act
   Large Quantity Generators (RCRA LQG);
- Air Facility System (AFS);
- Major Air Pollutants Toxics Release Inventory (TRI);
- National Pollutant Discharge Elimination System (NPDES);





- Assessment and Cleanup and Redevelopment Exchange System (ACRES), also known as brownfield areas; and
- Risk Management Program Section Seven Tracking System (SSTS) for the EPA Pesticide Program.

Two sites within the Study Area, along Beggs Road, are listed with the EPA for potential contaminants:

Outdoor Industries, LLC. 5901 Beggs Road - Further research revealed the following:

- Currently operating as lumber yard
- No history of contamination issues
- All permits are up to date
- No past spill reports, violations or clean-up efforts found

#### Schuff Steel, Inc. 7351 Overland Road- Further research revealed the following:

- Facility is Closed
- Previous Petroleum Contamination Issues were reported in 1993, 1999 and 2010
- Cleanup Status noted Complete as of 5/20/2010

The proposed Orange County Gap does not appear to have any significant adverse effect on potential contaminated sites; however, further coordination with the appropriate environmental regulatory agency is recommended prior to trail construction.

#### 4.3 Summary

Based on the results of the GIS desktop review and in consideration of the developed nature of the surrounding land uses along the proposed trail, no significant adverse impact to the natural, social, cultural or physical environment is anticipated. During the preliminary environmental assessment conducted for the corridor planning study, certain key environmental features were identified including potential contamination sites and historic structures adjacent to the proposed trail. The proposed trail may require a minor amount of right-of-way acquisition in these areas. In addition, the trail occurs within United States Fish and Wildlife Service (USFWS) conservation areas for the following listed species: scrub jays; snail kites; wood storks; and, Lake Wales Ridge rare plants.

Based on the results of the preliminary environmental evaluation performed during the corridor planning study phase, it is anticipated that a Type 1 Categorical Exclusion is an appropriate Class of Action to advance this project to design (see Appendix G). In addition to potential minor impacts to cultural resources, potential contamination sites and species consultation areas as noted above, a more detailed environmental analysis may be required as part of the project permitting phase to fully assess stormwater management needs and document conclusively there are no significant adverse environmental impacts associated with the project.





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# **Steps for Implementation**

### **5.1** Steps for Implementation

The following are the next steps to implement the project:

#### **Final Design**

Using as a reference the preferred alignment that was identified in this study, a final design of the trail will need to be developed. A contract for the design phase will be advertised by FDOT in FY 2017.

#### **Formation of Interlocal Agreements**

Prior to construction being completed, interlocal agreements will need to be worked out for the following:

- Trail ownership
- Trail maintenance





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