#### **TECHNICAL REPORT COVER**

#### **DRAFT**

Conceptual Stage Relocation Plan

Florida Department of Transportation

District 4

SR 5/ US 1 at Aviation Boulevard

Indian River, Florida

Financial Management Number: 441693-1-22-02

ETDM Number: 14475

April 2024

The environmental review, consultation and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by FDOT pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated May 26, 2022, and executed by the Federal Highway Administration (FHWA) and FDOT

# CONCEPTUAL STAGE RELOCATION PLAN

#### April 2024

FM NUMBER: 441693-1

STATE ROAD: 5 (U.S. 1) at Aviation Blvd.

COUNTY: Indian River

DESCRIPTION: Intersection Improvements

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The acquisition and relocation program will be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. Relocation advisory services and resources are available to all residential and business displacees without discrimination.

## **CONCEPTUAL STAGE RELOCATION PLAN**

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#### INTRODUCTION

The Florida Department of Transportation (FDOT) has initiated a Project Development and Environment (PD&E) Study for State Road (SR) 5/US 1 at Aviation Boulevard in Indian River County. The purpose of this project is to evaluate intersection improvements to address existing and projected traffic demands, improve safety, support economic growth, and enhance modal interrelationships with rail, transit, bicycle and pedestrian modes.

The project study area includes SR-5/US-1 between 21st Street and 41st Street; and along Aviation Boulevard between 27th Avenue and US 1; and 32nd Street from US 1 to 13th Avenue.

The following analysis is a result of field observations, required for the Conceptual State Relocation Plan by the FDOT's Right of Way (R/W) Procedures Manual. The proposed relocation impacts are as follows:

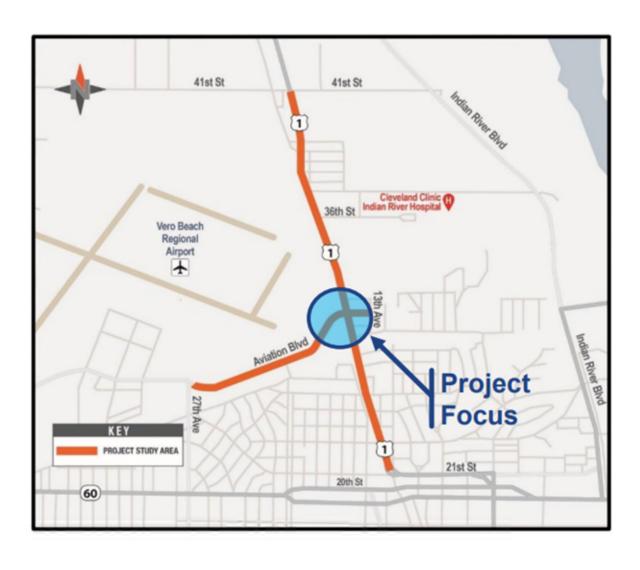
#### **Preferred Alternative:**

Affected Properties: 27 Potential Business Relocations: 0

Residential Relocations: 0 Potential Personal Property Relocations: 0

Business Relocations: 4

#### **PROJECT MAP**



#### 1. HOUSEHOLDS TO BE DISPLACED

While there are several residential properties affected on this project, all of the structures are abandoned and vacant. There are no residential displacees along this project. Census & other related information for the area is included in Exhibit B.

#### 2. <u>SPECIAL ADVISORY SERVICES</u>

Relocation advisory services are extremely important to effectively accomplish business and residential relocation goals. With respect to relocations, our site visit did not reveal any obvious needs for specific special relocation advisory services. Based on the services available, any special need that might be identified over the course of the project could be addressed. Various community resources and services for Indian River County can be located at <a href="https://indianriver.gov/services/index.php">https://indianriver.gov/services/index.php</a>. Based on individual needs, appropriate advisory services will be provided.

#### 3. <u>DISCUSSION RESULTS WITH LOCAL OFFICIALS/ SOCIAL AGENCIES</u>

The Department has been coordinating with the impacted municipalities along with the Florida Department of Environmental Protection (FDEP), and Environmental Protection Agency (EPA) in the development and scheduling of this project.

Several joint meetings and individual meetings were held with the public works departments of Indian River County and the City of Vero Beach.

#### Kick-off Meeting with FDOT, IRC, CoVB, and MPO – April 21, 2022

A meeting was held on 4/21/2023 to initiate the project study, present an overview of the project, and begin coordination between the FDOT, City of Vero Beach (CoVB), Indian River County (IRC), and the MPO. The PD&E consultant project manager shared a slide presentation of the purpose and need, project conditions and anticipated schedule. The four alternatives developed during the project initiation stage were presented, along with any anticipated environmental constraints and/or impacts. The public involvement plan was discussed. Also discussed were anticipated issues associated with roadway engineering, multimodal, utilities and drainage, adjacent projects, and restrictions due to airport proximity.

#### Local Coordination Meeting with IRC, CoVB – October 25, 2022

The purpose of the meeting was to coordinate the FDOT PD&E study with the IRC Aviation Boulevard extension project. The group was informed about the ongoing Public Kick-off Meeting activities and encouraged to attend the meeting on 10/27/22. An overview presentation covered the project's purpose

and need, potential alternatives, and schedule. Discussion included the city stating that they are not in favor of an overpass option. The county requested the development of two additional alternatives: an overpass with Aviation Blvd over US 1 and an underpass with Aviation Blvd under US 1. The county also provided updates on the development of their Aviation Blvd extension project.

#### Local Coordination Meeting with IRC, CoVB, and Vero Beach Regional Airport (VRB) – January 19, 2023

This meeting was held to present the FDOT SR 5/US 1 PD&E build alternatives and gain input from Indian River County (IRC), City of Vero Beach (CoVB), and Vero Beach Regional Airport (VRB). The meeting included a presentation of the initial (draft) PD&E build alternatives, discussion on the alignment overlaps between the PD&E and IRC alternatives, implementation, interim construction phasing, right of way process, schedule for the two projects, and upcoming coordination with the Federal Aviation Administration (FAA), Florida East Coast Railway (FEC), and local property owners. IRC provided an update on the Aviation Blvd. extension project.

#### • CoVB Public Meeting - February 8, 2023

The project team presented the project need and alternatives at the Public Information meeting organized and held by the City of Vero Beach on February 8, 2023. The presentation included the current status of the project, six build alternatives, and future study public meeting dates. The public objected to the overpass alternatives and provided support for the atgrade alternatives.

#### • CoVB City Council Meeting – May 16, 2023

o The Vero Beach City Council was held and a resolution supporting an "at grade" alternative was discussed. The resolution was tabled to allow for more information from the PD&E study as it progressed. The agenda and draft resolution are provided in the appendix.

#### Local Coordination Meeting with IRC, CoVB, Airport – June 16, 2023

The purpose of the meeting is to present the FDOT SR 5 PD&E build alternatives, screening evaluation matrix, and gain input from the local public works and planning departments. The meeting was attended by Indian River County, City of Vero Beach, Vero Beach Regional Airport and Indian River County MPO public works and/or planning managers.

- FDOT Aviation provided the results of the Runway Protection Zone (RPZ) analysis. The RPZ recommended Alternative 1 as the best alternative to meet the airport and aviation safety and operational requirements.
- FDOT noted the 14<sup>th</sup> Avenue railroad crossing was being considered for closure as a risk counter measure per the FDOT and FEC RR.
- Indian River County Metropolitan Planning Organization (MPO) was interested in grade separated alternatives connecting to the extension of Aviation Boulevard.

# Local Coordination Meeting with IRC, CoVB, and MPO Staff – February 29,2024

- The purpose of the meeting was to present the preferred alternative that was being advanced to the June 2024 public hearing.
- The city, county and MPO staff requested typical section adjustments on Aviation Boulevard that included adding a west bound bike lane (west of US-1); and replacing the shared use path (east of US 1) with on street bicycle lanes and sidewalks. The FDOT noted these would be incorporated into the next project update prior to the hearing.

Indian River County Metropolitan Planning Organization Board and Committee Meetings

The project team coordinated with the MPO staff during the local coordination meetings noted above and provided project presentations to the MPO Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC).

#### MPO Technical Advisory Committee (TAC) Meeting – December 2, 2022

o FDOT presented an update of the SR 5/US 1 at Aviation Boulevard PD&E study to this committee. The City noted their objection to any overpass alternative that would impact the runway protection zone. The property owners have informed the city of their opposition to the overpass alternatives. The city offered to hold a public charrette to brief the community prior to the FDOT PD&E public workshop.

#### MPO Citizens Advisory Committee (CAC) Meeting – December 6, 2022

 FDOT presented an update of the SR 5/US 1 at Aviation Boulevard PD&E study to the Citizen Advisory Committee. The committee inquired about the Brightline railroad project.

#### MPO Governing Board Meeting - December 14, 2022

 FDOT presented an introduction of the SR 5/US 1 at Aviation Boulevard project, which is on the MPO's priority list. Discussion included questions about whether an overpass option is feasible particularly given the limitations of the nearby airport, the need to accommodate emergency vehicles, whether bike lanes would be included on an overpass alternative, and how the intersection would sync with Brightline traffic. It was requested that the alternatives be presented to the TAC.

#### MPO TAC Meeting - January 27, 2023

o FDOT presented six project alternatives. The presentation included key issues to the project and considerations in developing alternatives. A summary of upcoming coordination was also provided. Discussion included how the project would coordinate & conform to requirements of the FAA due to the proximity of the airport, grade alternatives for the railroad crossing, and timing of alternative development and NEPA. A motion was made to eliminate an embankment of the east side of US 1 and look at an elevated left turn lane at the off ramps in the median of US 1 as an alternative to not cut off the neighborhood and allow them access to hospitals. Bill and Vandana agreed to evaluate the additional alternative provided by the TAC members.

#### MPO TAC Meeting - August 25, 2023

The project team gave an update presentation to the Indian River County Metropolitan Planning Organization TAC on August 25, 2023. The update included recent findings from FAA and FEC Railroad coordination, the overpass Build Alternatives that were eliminated, and the at-grade Build Alternatives that were identified for further study.

#### • MPO Governing Board Meeting – September 13, 2023

The project team gave an update presentation to the MPO Governing Board on September 13, 2023. The update included recent findings from FAA and FEC Railroad coordination, the overpass Build Alternatives that were eliminated, and the at-grade Build Alternatives that were identified for further study.

#### MPO TAC Meeting – March 22, 2024

- The project team presented the preferred alternative to the MPO TAC. The TAC was supportive of the project and appreciated the coordination FDOT had conducted during the study.
- MPO Board Meeting April 10, 2024The project team presented the preferred alternative to the MPO governing board.

#### Agency Coordination

A variety of agency stakeholders were engaged throughout the development of this project. The agency stakeholders that were involved in the project development are noted below. Project meeting notes and material are contained in **Appendix C.** 

- Federal Aviation Administration (FAA)
- Florida East Coast Railroad (FEC)
- Indian River Farms Water Control District
- State Historic Preservation Office (SHPO)

#### Federal Aviation Administration (FAA)

#### Coordination Memorandum to FAA – February 13, 2023

A memorandum was sent via email to FAA officials and the Vero Beach Regional Airport Director on 2/13/23. The memo described the project and its relation to the airport's runway protection zone (RPZ). Descriptions and maps of the six alternatives developed at that time were attached. FEC's technical input and comments related to the project were requested. A copy of this memorandum is provided in the appendix.

#### Coordination Meeting with FAA and Vero Beach Regional Airport - March 28, 2023

Purpose of the meeting was to clarify the action items related to the FDOT PD&E build alternatives presented to the Vero Beach Regional Airport and Federal Aviation Administration in a prior coordination memorandum. Topics of discussion were how the runway protection zone (RPZ) relates to project alternative development, what type of environmental review would be required for the project and potential environmental impacts, airspace analysis (AA) and obstruction evaluation (OE), and future right-of-way needs for Aviation Boulevard. For each item, contacts and action items were determined.

#### RPZ Alternatives Analysis Memorandum transmitted to FAA and Vero Beach Regional Airport – June 19, 2023

 The RPZ analysis evaluated 19 alternatives that modified Aviation Boulevard or Runway 30L to move the protection zone and roadway apart. The analysis concluded leaving the roadway in the current location and atgrade was the best solution for aviation safety and operations.

> On June 27, 2023 the FAA replied with concurrence on the RPZ analysis and conclusion.

Florida East Coast Railroad (FEC)

#### • Coordination Memo to FEC – February 9, 2023

A memorandum was sent via email to FEC officials that described the project and the alternatives being considered.

#### • FDOT District 4 Railroad Coordination Workshop – March 8, 2023

The project was briefly presented to the FEC and FDOT attendees. The workshop was held to identify a potential set of requirements for developing a checklist to support FEC railroad coordination in District 4. Representatives from FEC, Brightline, and FDOT were in attendance. The representatives shared characteristics and requirements of their services in the project area.

#### • Project Coordination Memorandum transmitted to FEC RR – June 30, 2023

 A detailed memorandum was transmitted to FEC RR that described the existing crossing, alternatives eliminated, alternatives considered for further evaluation and safety counter measures.

#### • FEC / FDOT District 4 Coordination meeting – August 18, 2023

The coordination meeting with held in Vero Beach, Florida at the Indian River County Public Works building. The purpose of the meeting was to discuss the PD&E alternatives and Florida East Coast Railway requirements related to the FDOT SR 5/US-1 PD&E Study build alternatives.

*Indian River Farms Water Control District (IRFWCD)* 

#### • IRFWCD coordination for pond sites and canal requirements – July 27, 2023

- A teleconference meeting to discuss the initial pond sites identified in the pond siting process, bridge replacement concepts, bridge span arrangement, canal requirements, drainage outfall locations and obtain input from IRFWCD.
- IRFWCD noted bridge rip rap requirements, pile cofferdam guidelines, canal right of way the existing 30<sup>th</sup> Street.
- IRFWCD coordination for permit, pond sites and canal requirements August 4, 2023

- Teleconference to discuss the roadway alternatives, preliminary pond sites and bridge replacement concepts.
- IRFWCD requested a 15 ft wide access to each bridge quadrant, noted comments as to the potential hard pan where the ponds are identified,
   72 hour dry time requirement, pile locations, sacrificial pile located upstream, and other bridge and canal requirements.

#### IRFWCD email with criteria for pond and canal – November 16, 2023

 An email from IRFWCD was received that provided the results of the WCD's storm surge modeling, maximum flow rates, low member and vertical clearance requirements.

#### **Advertisements**

- **Public Kickoff Meeting** held October 20/26, 2023 (virtual and in-person)
  - o TCPalm Indian River Journal ran 10/9/22
  - Florida Administrative Register official meeting notification 10/11/22
  - Press Release to major local news outlets ran 10/12/22
- Alternatives Public Workshop held October 10/11, 2023 (virtual and in-person)
  - o TCPalm Indian River Journal ran 9/28/23
  - Florida Administrative Register official meeting notification 9/29/23
  - o Press Release to major local news outlets ran 10/03/23
- Public Hearing to be held June 18th and 20th, 2024
  - TCPalm Indian River Journal ran TBA
  - Florida Administrative Register official meeting notification TBA
  - Press Release to major local news outlets ran TBA

#### Press Coverage

- TCPalm article was published April, 1, 2022 regarding a motorcycle crash on US 1 near 36<sup>th</sup> Street. A van pulled out of Big Shots and was hit by a northbound motorcycle and the motorcycle driver was killed.
- TCPalm article was published July 18, 2022 regarding a motorcyclist that was killed upon impact when a northbound automobile turned left at Aviation Boulevard and US 1.
- TCPalm article was published October 24, following the October 20, 2022 virtual public kick-off meeting discussing the date and time for the October 26<sup>th</sup> alternatives public workshop, highway safety, Brightline trains and the county extension of Aviation Boulevard to the hospital area.

- TCPalm article was published October 26, 2022 following the October 26th public kick-off meeting discussing the project needs, traffic congestion and potential impacts to businesses for roadway widening.
- TCPalm article was published February 15, 2023 regarding the six alternatives presented at the City of Vero Beach February 8<sup>th</sup> public meeting. Comments in opposition to the alternatives from a local land owner and businessman and the City's objection to any overpass alternatives were discussed along with other potential right of way impacts.
- TCPalm article was published April 3, 2023 regarding the airport expanding commercial passenger jet service with Breeze Airways.
- TCPalm article was published October 27, 2023 regarding the potential closure of 14th Avenue FEC railroad crossing. The newspaper urged city council to fight the closure as did Ann Robinsons and Ruth Stanbridge, County Commissioner/Historian.

#### General Public

#### • Camp Haven Rehabilitation Center for Men Cooridination

- On November 13, 2023 FDOT met with Camp Haven representatives and the City of Vero Beach to facilitate an open and interactive discussion regarding the Center's services and operations, project alternatives, and right of way impacts and potential relocation process.
- On March 4, 2024 FDOT met with Camp Haven representatives to discuss the preferred alternative, right of way process and schedule.

#### Public Kickoff Meeting (Virtual) – October 20, 2022, 5:30 pm

- Meeting summary: This meeting was opened to the public to attend via a webinar link hosted on gotowebinar. Participants could also join by phone. A presentation introducing and explaining the project was shown. Attendees were invited to ask questions or make comments, which were addressed by the project team.
- Attendance: 23 people (excluding project staff) and a TC Palm reporter
- Summary of comments: Comments received/heard during this meeting related to whether property acquisition would be required for the project, concerns about the rail crossing and/or delays to the railroad, and whether FDOT would complete a cost-benefit analysis of alternatives.

#### • Public Kickoff Meeting (In-person) – October 26, 2022, 5:30pm to 7:30pm

- Meeting summary: This meeting was held at the Heritage Center at 2140 14<sup>th</sup> Avenue in Vero Beach. The project presentation was played on a loop and informational boards were displayed for attendees. The project team engaged with attendees and answered questions.
- Attendance: Two elected officials (CoVB Vice Mayor and a CoVB Councilmember), five agency representatives (CoVB Planning, IRRC MPO, IRC MPO CAC, Indian River Historical Society, and Old Vero Ice Age Sites), one reporter (TC Palm), and 21 additional people were in attendance (excluding project staff).
- Summary of comments: Comments received/heard related to preferences about the overpass (both for and against), a need for improvements near the hospital, a concern from CoVB about the loss of tax base if commercial property on US 1 is lost, a need for safe biking accommodations, and general safety. Written comments were submitted suggesting an overpass south of 41<sup>st</sup> Street and extending the project limits to include the entrance to Vero Beach Airport or to 43<sup>rd</sup> Street.

#### • City of Vero Beach Public Meeting – February 8, 2023

 The CoVB organized, advertised and conducted a public meeting for property owners to discuss the project with the City and FDOT representatives. The six alternatives under consideration at the time of the meeting were shared and explained.

#### • Public Project Update Email Blast – August 3, 2023

 A project update notice and posting on the project website was distributed to all stakeholders on the project mailing list via email announcement. A presentation was posted on the website with the purpose and need, eliminated alternatives and the alternatives identified for further study.

#### • Alternatives Public Workshop – October 10<sup>th</sup> and 11<sup>th</sup>, 2023

- o October 10, 2023 (Virtual workshop) with 16 attendees participating.
- October 11, 2023 (In-person workshop) with 44 attendees, that included four elected officials, two agency representatives and one reporter.
- The project was supported by the public and local governments.
- 27 comments were in favor of Alternative 2 which minimized impacts to Camp Haven. Other attendees were in favor of Alternative 1, 7, and 8.

#### • Camp Haven Rehabilitation Center for Men Coordination

 On March 4, 2024 FDOT met with Camp Haven representatives to inform them of the preferred alternative that will be presented at the public hearing in June 2024 and the right of way impacts and potential relocation process.

#### • Public Hearing – Tentative June 5th and 6th, 2024

- Meeting summary
- o To be added after the public hearing

#### 4. BUSINESSES TO BE DISPLACED

Four business sites have a structure within the acquisition area and may be eligible for relocation. One business site has more than one business operating onsite. All these businesses are eligible for relocation. NOTE: One property, VDI, Inc./11 Acres Inc., will require the acquisition of an ODA sign onsite. This will be handled through the acquisition process.

#### a) Displaced Businesses

Folio ID	Property Owner	Business Name(s)	Address	Bus.#
32393500003003000006.0	M.E.M. Property Management, LLC	Discount Carpet and Tile	3106 US Highway 1	1
32393500003003000004.0	RCD Phoenix LLC	Vero Motel	3166 US Highway 1	1
32393500003002000001.0	Camp Haven Inc.	Camp Haven	3256 US Highway 1	1
32393500003001000001.0	PN Green, LLC	Vero Express Car Wash	3306 US Highway 1	1

FOLIO: 32393500003003000006.0 (3106 US Highway 1) - Business Relocation

Owned by – M.E.M. Property Management, LLC

Discount Carpet and Tile is currently conducting business at this location. Discount Carpet and Tile offer both carpet and tile supplies, as well as carpenter services. The facility consists of a warehouse area and a storefront area. The building will be demolished as a proposed road widening. It appears there is no adequate onsite space for continued operation, and the businesses may qualify for relocation assistance.

#### FOLIO: 32393500003003000004.0 (3166 US Highway 1) - Business Relocation

#### Owned by - RCD Phoenix LLC

Vero Motel is currently conducting business at this location. The motel has appears to have fourteen units within six buildings. The buildings will be demolished as a proposed road widening. There does not appear to be adequate onsite space on the remainder of the property for continued operation of the motel; therefore, the business may qualify for relocation assistance.

#### FOLIO: 32393500003002000001.0 (3256 US Highway 1) – Business Relocation

#### Owned by - Camp Haven Inc

Camp Haven is currently conducting business at this location. Camp Haven offers rehabilitation services and is a homeless shelter. The facility consists of parking spaces as well as eighteen residential units. The buildings will be demolished as a proposed road widening. There does not appear to be adequate onsite space on the remainder of the property for continued operation; therefore, the business may qualify for relocation assistance. It should be noted there are 26 residents in this program. It is assumed the residents will relocate with the business.

#### FOLIO: 32393500003001000001.0 (3306 US Highway 1) – Business Relocation

#### Owned by - PN Green LLC

Vero Express Car Wash is currently conducting business at this location. Vero Express Car Wash offers cleaning services for automobiles. The facility consists of two automatic car washers, five pods for manual cleaning, and four industrial vacuums. The facility will be demolished as a proposed road widening. There does not appear to be adequate onsite space on the remainder of the property for continued operation; therefore, the business may qualify for relocation assistance.

#### b) Availability of Business Sites

As indicated above, 4 business relocations may be required. A recent search of LoopNet.com revealed enough comparable properties in the area for sale and lease. Although it is very unlikely that the currently available replacement sites will be available when the acquisition and relocation phases of the project are initiated, we can anticipate that other sites in the search area will become available. Please refer to Exhibit C of this report for further information.

#### c) Business Relocation Likelihood

Four businesses are being displaced in the preferred alternative.

#### e) Impacts on Businesses Remaining and the Community

There would be minimal impact on the businesses that would remain on the corridor. Similarly, any impact on the community would be nominal.

Discount Carpet and Tile may need to be relocated. There are more than ten repair businesses within a 3-mile radius. The nearest location is 1.1 miles away. The business is a specialty retail business that their clientele will travel to. The community does not rely on this business.

Vero Motel may need to be relocated. There are six motel businesses within a 3-mile radius. The nearest motel is 1.7 miles away. The community does not rely on this business.

Camp Haven may need to be relocated. There are seven homeless shelters or organizations that provide services to the homeless in a 3-mile radius. The nearest center is 0.7 miles away and is in walking distance. The organization is a rehabilitation organization that their clientele will travel to. The community does not rely on this business.

Vero Express Car Wash may need to be relocated. There are six car wash stations in a 3-mile radius. The nearest car wash is 1.6 miles away. The business is a cleaning service business that their clientele will travel to. The community does not rely on this business.

Since there is a sufficient number of businesses that provide similar service/products, the community will not be greatly affected by potential relocations.

## 5. DISCUSSION RESULTS WITH LOCAL GOVERNMENTS REGARDING POTENTIAL BUSINESS DISPLACEMENTS

Refer to section 5 above.

#### **6. NON-DISCRIMINATION STATEMENT**

The acquisition and relocation program will be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended; Title VI of the 1964 Civil Rights Act; and Title VIII of the Civil Rights Act of 1968 (Fair Housing Act). Relocation advisory services and resources are available to all residential and business displacees without discrimination.

#### 7. POTENTIAL HAZARDOUS WASTE CONCERNS

One business, Vero Car Wash, may have some contamination concerns due to the cleaners used for the business.

#### 8. PUBLICLY OWNED LANDS

When lands, buildings, or other improvements are needed for transportation purposes, but are held by a governmental entity and utilized for public purposes other than transportation, FDOT may compensate the entity for such properties by providing functionally equivalent replacement facilities. The Department will coordinate with the City of Vero Beach and Indian River County for these acquisitions.

#### 9. CONCLUSION

The purpose of this project is to evaluate intersection improvements to address existing and projected traffic demands, improve safety, support economic growth, and enhance modal interrelationships with rail, transit, bicycle, and pedestrian modes. Relocation impacts are based on the preferred alternative.

There is an abundance of residential and commercial replacement properties and comparable sites will be available when the acquisition and relocation phases of the project in initiated. Relocation advisory services and assistance will be provided in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (Uniform Act).

#### **Impacts for Preferred Alternative**

Build Alternative	Potential Displaced Businesses	Business Relocations	Potential Personal Property	Displaced Households
Preferred	0	4	0	0