

Section 4(f) Resources

Florida Department of Transportation

US 17/92 FROM IVY MIST LANE TO AVENUE A

District: FDOT District 5

County: Osceola County

ETDM Number: 14365

Financial Management Number: 437200-2-22-01

Federal-Aid Project Number: N/A

Project Manager: David Graeber

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by the Florida Department of Transportation (FDOT) pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated May 26, 2022 and executed by the Federal Highway Administration and FDOT. Submitted pursuant 49 U.S.C. § 303.

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Summary and Approval

| Resource Name | Facility Type | Property Classification | Owner/Official with Jurisdiction | Recommended Outcome | OEM SME Action |
|--|----------------------|--------------------------------|---|----------------------------|-----------------------|
| South Orange Blossom Trail Bridges (8OS01747, 8OS01748, and 8OS01749) | Historic Bridges | Historic Site | State Historic Preservation Officer (SHPO) | Programmatic | Concurrence Pending |
| South Orange Blossom Trail Bridges Resource Group (8OS03182) | Resource Group | Historic Site | State Historic Preservation Officer (SHPO) | Programmatic | Concurrence Pending |
| Upper Reedy Creek Management Area - Intercession City Unit | Land holding | Multiple Use Facility | South Florida Water Management District (SFWMD) | Not Applicable | Determination Pending |
| Beehive Hill (8OS01726) | Archaeological Site | Historic Site | State Historic Preservation Officer (SHPO) | No Use | Determination Pending |

Director of the Office of Environmental Management
Florida Department of Transportation

South Orange Blossom Trail Bridges (8OS01747, 8OS01748, and 8OS01749)

Facility Type: Historic Bridges

Property Classification: Historic Site

Address and Coordinates:

Address: US 17/92 historic bridges (not in-service) that cross over Reedy Creek; From west to east coordinates are: (28.26212, -81.54015), (28.26254, -81.53922), and (28.26367, -81.53666).

Latitude: Longitude:

Description of Property:

Three previously recorded historic US 17/92 bridges (8OS01747, 8OS01748, and 8OS01749, known as FDOT Bridge Nos. 920004, 920003, and 920002, respectively) are located in close proximity to each other along an abandoned section of US 17/92 in the study area west of the unincorporated community of Intercession City in Osceola County, Florida. The project location map is included as a project-level attachment. Prior to the construction of the current US 17/92 bridge (FDOT Bridge 920174), the historic US 17/92 roadway (ca. 1938) crossed Reedy Creek utilizing these three historic bridges on an alignment located just north of, and parallel to, the current bridge. The historic bridges remain in-place and have been abandoned without maintenance since the construction of the current US 17/92 alignment in 2001.

The three historic bridges along the historic US 17/92 alignment over Reedy Creek are located approximately 92 feet north of the current US 17/92 bridge. The length of the historic US 17/92 causeway section, including the three historic bridges, is approximately 1,470 feet and is inaccessible to vehicular traffic. The existing conditions map, including the historic bridges, are shown in **Figure 1**, included in the attachments. These historic US 17/92 bridges carried both eastbound and westbound traffic until 2001 when FDOT Bridge 920174 was constructed.

The historic US 17/92 bridges are within FDOT Right-of-Way (ROW). This historic US 17/92 alignment is within a 100-foot historic transportation corridor, adjacent to, and south of the CSX ROW. The current US 17/92 bridge (FDOT Bridge 920174) is within a Florida Department of Environmental Protection (FDEP)/Board of Trustees of the Internal Improvement Trust Fund of the State of Florida (TIITF) perpetual easement that extends from the historic 100-foot ROW corridor to the southernmost ROW line for the current US 17/92 alignment. The distance between the centerline of the current US 17/92 bridge and the historic bridge ROW is approximately 31 feet.

According to the 2021 Cultural Resource Assessment Survey (CRAS) completed for the US 17/92 Project Development & Environment (PD&E) Study (located in the project file), these three historic US 17/92 bridges (8OS01747, 8OS01748, and 8OS01749) are considered NRHP-eligible as contributing elements to the South Orange Blossom Trail Bridges Resource Group (8OS03182) due to their proximity to each other, and their collective significant and distinguishable engineering distinction as 1930s depression-era, unadorned concrete bridges. Additionally, the three bridges have not been moved or relocated since construction, and the setting surrounding the bridges has remained relatively intact besides the addition of a 30-foot-wide utility corridor serving multiple utilities between the bridges and CSX Railroad.

The three historic bridges are similar in design. The ca. 1938 bridges are constructed with cast-in-place concrete decks supported by steel girders on timber pile bents. Based on prior studies, the group of bridges are the only remaining concrete bridges of their type originating from the depression era; however, they do not have an inscription, plaque, or sign and do not have a stone or rubble facade. While the bridges do not have individual distinction, clusters of this formation are rare. All three bridges no longer meet FDOT standards and are well beyond their intended service lives

(approximately 65 years) - the timber pile bents are decaying, and the three bridges have not been maintained since being placed out of service in 2001.

Resources 8OS01747, 8OS01748, and 8OS01749 are respectively seven-span, five-span, and six-span bridges (see **Figure 2** to **Figure 4**, included in the attachments). The lengths of the bridges are 175.6 feet, 125.6 feet, and 150.6 feet, respectively. The deck width edge-to-edge of the bridges is 26 feet, and the roadway width carried by the bridges is 25 feet. There is a post and lintel concrete railing on either side of the bridges. Improvements to the bridges are apparent, including the addition of W-beam steel guardrails on either side of the roadway. The bridges' date of construction is stamped on the end posts, and the FDOT bridge numbers are affixed to the railings or end posts. Beyond the stamped 1938 construction dates and bridge numbers, each bridge has no exceptional distinguishing architectural details or identifying signs.

The South Orange Blossom Trail Bridges Resource Group (8OS03182), including the abandoned section of historic US 17/92 roadway (8OS02796) connecting the three historic bridges, is documented separately as Programmatic (Section 4(f) Evaluation and Approval for Transportation Projects That Have a Net Benefit to a Section 4(f) Property).

Owner/Official with Jurisdiction: State Historic Preservation Officer (SHPO)

Recommended Outcome: Programmatic (Programmatic Section 4(f) Evaluation and Approval for FHWA Projects that Necessitate the Use of Historic Bridges)

Describe in detail how the Section 4(f) property will be used.

The Preferred Alternative (see **Figure 5**, included in the attachments) proposes widening US 17/92 from Ivy Mist Lane to Avenue A from a two-lane undivided roadway to a four-lane divided roadway. The US 17/92 bridge crossing over Reedy Creek would require improvements to accommodate four lanes, including widening of the current US 17/92 bridge (FDOT Bridge 920174) and removal and replacement of the three historic US 17/92 bridges (8OS01747, 8OS01748, and 8OS01749) to accommodate a new westbound bridge structure.

The preferred section for the Reedy Creek Bridge includes two bridge structures. The existing bridge structure will serve eastbound traffic, and a new bridge structure will serve the westbound traffic. The two bridge structures will be separated by a width of 70 feet. The existing eastbound bridge will be restriped to include 11-foot inside and outside shoulders and two 11-foot travel lanes. The new westbound structure includes a six-foot inside shoulder, a 10-foot outside shoulder, two 11-foot travel lanes, and a 12-foot shared-use path separated from the roadway by a concrete barrier wall. The existing 244 feet of ROW accommodates the proposed bridge structure. The existing eastbound bridge is located in a permanent easement on the south side of the FDOT ROW, which allows the new westbound bridge to be located fully within the existing ROW to the north. The design speed, posted speed, and target speed for this typical section is 45 mph. The proposed typical section is shown in **Figure 6** along with the preliminary concept plans, both included in the attachments.

FDOT documented in the 1996 Preliminary Engineering Report (PER), located in the project file, that the three historic bridges were structurally deficient and functionally obsolete. Significant deterioration of the historic bridges has continued to occur since the bridges were placed out of service (refer to No-Build Alternative in Alternatives and Findings section below). FDOT has determined rehabilitation and reuse of the historic bridges is not feasible and prudent given their current condition and the bridges require replacement to assure public safety.

The Preferred Alternative, Build Alternative A, would demolish and replace the three structurally deficient historic bridges with one new bridge structure that meets current FDOT design standards. No elements of 8OS01747, 8OS01748, and

8OS01749 would remain on this alignment and all materials will be disposed of.

These three bridges were originally recorded in 1994 and were determined NRHP-ineligible by the SHPO. The SHPO concurred with the findings of the CRAS and the NRHP-eligibility of the historic bridges, as contributing resources to Resource Group 8OS03182, on December 9, 2021. Subsequently, the SHPO concurred with the Section 106 Determination of Effects Case Study Report (located in the project file), which documented an adverse effect to the historic US 17/92 resources for all alternatives considered, including replacement, on November 20, 2024. While the three historic bridges are part of the historic transportation corridor, transportation projects that result in a finding of adverse effect to historic properties under Section 106 of the NHPA, are also considered to use the Section 4(f) resource.

The Preferred Alternative, Build Alternative A, results in an adverse effect to the three historic bridges across Reedy Creek (8OS01747, 8OS01748, and 8OS01749) that contribute to the South Orange Blossom Trail Bridges Resource Group (8OS03182). Replacement will impair the historic integrity of the bridges and constitutes a Use under Section 4(f) per the guidelines of the Programmatic Section 4(f) Evaluation and Approval for Federal Highway Administration (FHWA) Projects that Necessitate the Use of Historic Bridges. As the lead federal agency, FDOT presented the proposed mitigation measures to SHPO. On December 5, 2024, the DHR noted there were no objections to the proposed mitigation strategies. SHPO review of the Draft Memorandum of Agreement (MOA), located in the project file, is ongoing.

Applicability

Yes No

Does the project meet all of the following criteria?

1. The bridge is to be replaced or rehabilitated with Federal funds.
2. The project will require the use of a historic bridge structure which is on or is eligible for listing on the National Register of Historic Places.
3. The bridge is not a National Historic Landmark.
4. FDOT has determined that the facts of the project match those set forth in the sections below labeled Alternatives, Findings, and Measures to Minimize Harm.
5. Agreement among FDOT, the State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP), if participating, has been reached through procedures pursuant to Section 106 of the NHPA.

Alternatives and Findings

1. No Build: The No Build Alternative has been studied and does not meet the Section 4(f) prudent and feasible standard. The No Build Alternative is not recommended based on the following:

- **Structural Deficiencies:** The No Build Alternative does not correct the situation that causes the bridge to be considered structurally deficient or significantly deteriorated. These deficiencies can lead to eventual structural failure/collapse. Normal maintenance is not considered adequate to address these deficiencies.
- **Functional/Geometric Deficiencies:** The No Build Alternative does not correct the situation that causes the bridge to be considered functionally/geometrically deficient. These deficiencies can lead to safety hazards to the traveling public or place unacceptable restrictions on transport and travel.

The No-Build Alternative proposes the current US 17/92 bridge will remain as existing (two lanes) within the study limits and assumes that the historic US 17/92 resources will remain in place with no change in maintenance. The No-Build Alternative does not meet the project's purpose and need for capacity and continues the existing abandoned status for the historic US 17/92 bridges.

As the historic US 17/92 bridges were originally constructed in 1938, the structures are nearly 85 years old and are beyond their reasonable service life. Prior to removing the historic bridges from service, FDOT documented in the 1996 Preliminary Engineering Report (PER) that the bridges were structurally deficient and functionally obsolete. At that time, safety concerns included decaying timber piles and bend caps, cracking concrete deck, and damaged bridge rails. No maintenance of the historic US 17/92 Resource Group has occurred since the historic bridges and road were placed out of service in 2001. The existing (2023) condition of the historic US 17/92 bridges is very poor. The bridge substructures are heavily deteriorated and the concrete backwall is failing in multiple locations. No maintenance is programmed (funded) for this abandoned segment of road and bridges; however, even if implemented moving forward, FDOT has determined that normal maintenance alone is insufficient to address the structural damage.

This alternative would retain the structurally deficient bridges in their deteriorated state. The No-Build Alternative carries the scenario of "demolition by neglect" and will involve continued deterioration of the historic US 17/92 bridges. It is reasonably foreseeable the bridge structures will eventually collapse into their respective waterways and floodplain areas below. The No-Build Alternative is anticipated to ultimately result in an adverse effect on the historic US 17/92 bridges due to the continuous deterioration of the bridges and ultimately constitutes a Use of the historic properties within the meaning of Section 4(f). As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and is not recommended.

2. Build on New Location Without Using the Old Bridge: This alternative has been studied and does not meet the Section 4(f) prudent and feasible standard. The New Location Alternative is not recommended based on the following:

- **Structural Deficiencies:** The New Location Alternative does not correct the situation that causes the bridge to be considered structurally deficient or significantly deteriorated. These deficiencies can lead to eventual structural failure/collapse. Normal maintenance is not considered adequate to address these deficiencies.
- **Functional/Geometric Deficiencies:** The New Location Alternative does not correct the situation that causes the bridge to be considered functionally/geometrically deficient. These deficiencies can lead to safety hazards to the traveling public or place unacceptable restrictions on transport and travel.

Four alternatives (Alternatives B, C, D, and E) were considered on a new location and are summarized below. However, SHPO has concurred all four alternatives would still result in an adverse effect (and Section 4(f) Use) to the historic bridges due to the existing substandard condition and continued deterioration.

FDOT has determined normal maintenance of the historic US 17/92 resources will not address the structural damage and extensive rehabilitation (involving replacement of most of the structural elements) would be required. The Rehabilitation Alternative would also result in substantial impairment and an adverse effect to the historic US 17/92 resources as little to none of the historic materials would remain after construction and the historic bridges would not maintain the characteristics on which their NRHP-eligibility is based. Therefore, there is no avoidance alternative to avoid Section 4(f) Use of the historic US 17/92 bridges.

Alternative B

Alternative B (see **Figure 7**, included in the attachments) proposes to widen the current US 17/92 bridge structure to accommodate four future travel lanes (two travel lanes eastbound and two travel lanes westbound). The current US 17/92 bridge (FDOT Bridge 920174) is 47 feet wide and only accommodates the two existing travel lanes.

The required widening to accommodate four travel lanes would increase the total bridge width to 94 feet, 10 inches. The current US 17/92 bridge is sloped to the south and therefore, widening would be accomplished to the north side to avoid

reducing the current drift clearance of the bridge above the Reedy Creek floodplain.

The historic US 17/92 bridges would not be replaced by construction of Alternative B. However, construction activities including pile driving operations and ground disturbance have the potential for indirect effects to the historic US 17/92 bridges due to the proximity of the widened bridge to the historic resources (minimum 43 feet). While specialized construction methods can be employed to minimize risk of indirect impacts, the unique setting (heavily rooted and tall cypress trees) enhances the risk of indirect impacts.

Alternative B assumes the historic US 17/92 bridges and causeway will remain in place with no maintenance. It is reasonably foreseeable the historic bridge structures will continue to deteriorate and eventually collapse. Therefore, Alternative B results in adverse effect to these historic properties and Use of Section 4(f) resources. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

Alternative C

Alternative C (see **Figure 8**, included in the attachments) proposes to utilize the current US 17/92 bridge structure to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge between the current US 17/92 bridge structure and the historic US 17/92 bridges to accommodate future westbound traffic (two lanes) and a shared-use path.

The new westbound bridge (53 feet, 8 inches wide) would be constructed partially within the historic US 17/92 ROW, approximately 20 feet minimum north of the current US 17/92 bridge to provide adequate separation for construction and maintenance. The new bridge would maintain a low-level profile and vertical clearance, similar to the current US 17/92 bridge.

Alternative C avoids direct impacts to the historic US 17/92 resources. The existing wooden piles that support the historic US 17/92 bridges would likely be impacted due to the pile driving operations and the removal of the heavily rooted, large cypress trees immediately to the south of the historic US 17/92 bridges. Alternative C is in close proximity (a minimum of approximately 18 feet away) to the historic US 17/92 bridges. While specialized construction methods can be employed to minimize risk of indirect impacts, the unique setting (heavily rooted and tall cypress trees) means that there is a substantial risk of indirect impacts to the historic US 17/92 bridges.

Alternative C assumes the historic US 17/92 bridges and causeway would remain in place in areas that are not structurally damaged by construction of the new bridge. Although Alternative C would avoid direct impacts to the US 17/92 historic bridges, it is reasonably foreseeable that any historic bridge structures not damaged during construction will continue to deteriorate and eventually collapse. Therefore, Alternative C results in adverse effect to these historic properties and Use of Section 4(f) resources. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

Alternative D

Alternative D (see **Figure 9**, included in the attachments) proposes to utilize the current US 17/92 bridge structures to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge between the historic US 17/92 bridges and the CSX Railroad to accommodate future westbound traffic (two lanes) and a shared-use path.

The new bridge would be constructed within the CSX ROW, approximately 194 feet north of the current US 17/92 bridge, to avoid the historic US 17/92 resources and the adjacent major utility corridor. The new bridge would maintain a low-level

profile and vertical clearance, similar to the current US 17/92 bridge.

The historic US 17/92 bridges would be located approximately 70 feet away from the new westbound bridge. Alternative D assumes the historic US 17/92 bridges and causeway will remain in place with no maintenance. Although Alternative D would avoid direct impacts to the historic US 17/92 bridges, it is reasonably foreseeable the historic bridge structures will continue to deteriorate and eventually collapse. Therefore, Alternative D results in adverse effect to these historic properties and Use of these Section 4(f) resources. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

Alternative E

Alternative E (see **Figure 10**, included in the attachments) proposes to utilize the current US 17/92 bridge structure to accommodate future westbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge south of the current US 17/92 bridge to accommodate future eastbound traffic and a shared-use path.

The new eastbound bridge would be constructed partially within FDOT ROW and would be 2,290-feet in length to span the Reedy Creek floodplains and wetlands. The new bridge would maintain a low-level profile and vertical clearance, similar to the current US 17/92 bridge.

Alternative E avoids direct impacts to the historic US 17/92 resources. Alternative E also assumes the historic US 17/92 bridges and causeway will remain in place with no maintenance. Although Alternative E would avoid direct impacts to the historic US 17/92 bridges, it is reasonably foreseeable the historic bridges will continue to deteriorate and eventually collapse. Therefore, Alternative E results in adverse effect to these historic properties and Use of these Section 4(f) resources. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

3. Rehabilitation Without Affecting the Historic Integrity of the Bridge: This alternative has been studied and does not meet the Section 4(f) prudent and feasible standard. The Rehabilitation Alternative is not recommended based on the following:

- **Structural Deficiencies:** The Rehabilitation Alternative does not correct the situation that causes the bridge to be considered structurally deficient or significantly deteriorated. These deficiencies can lead to eventual structural failure/collapse. Normal maintenance is not considered adequate to address these deficiencies.
- **Functional/Geometric Deficiencies:** The Rehabilitation Alternative does not correct the situation that causes the bridge to be considered functionally/geometrically deficient. These deficiencies can lead to safety hazards to the traveling public or place unacceptable restrictions on transport and travel.

The Rehabilitation Alternative examined the potential to improve the historic US 17/92 resources to a condition that would allow use of the bridges to structurally support the future westbound traffic by providing two travel lanes. The Rehabilitation Alternative involves Section 4(f) Use (direct impacts) to the historic US 17/92 resources.

The existing cross-section of the three historic bridges and the causeway between the bridges does not meet design standards for the two proposed westbound lanes. The historic bridges would need to be widened 13 feet, 8 inches at a minimum to meet current FDOT Florida Design Manual (FDM) criteria for travel lanes and shoulders. This would also require the causeway (fill) segments in between the bridges to be widened, resulting in additional floodplain impacts and requiring floodplain compensation. Additional timber piles and closer spacing of the timber bents is anticipated to be required, which will increase the obstructions in the waterway.

Based on the Existing Bridge Conditions Memo (June 2022), rehabilitation of the historic bridges will require extensive reconstruction of the substructure and superstructure. The timber piles and the timber bent caps that support the substructure elements would need to be replaced due to heavy deterioration. To replace these elements, the entire bridge would need to be removed (the pavement, concrete bridge rails, concrete deck, steel girders, concrete abutment backwalls, timber bent caps, and timber piles) and reconstructed from the bottom up. Reconstruction of the historic bridges could not re-use any of the historic concrete or timber bridge elements. The concrete bridge rail system could not be reconstructed as it does not meet current safety standards (no reinforcement) and would need to be replaced.

The existing steel girders would be evaluated for deterioration and incorporated if possible (assuming they can be strengthened, a full bridge load rating is performed, and a favorable load rating is the outcome for all three bridges). To maintain the similar historic span arrangement, the existing steel girders (steel beams) would need strengthening before re-use to meet current design standards for load requirements. The historic US 17/92 bridges were designed using loading criteria from 1937 (for H-15 State Road Department of Florida Design Specifications (1937)), which equates to today's 15-ton vehicles, and therefore, do not meet today's heavier design vehicles and load requirements. Strengthening the bridge to appropriate design standards may require the structure depth to increase, which could impact the bridges' drift clearance. This would require the bridges and the roadway (fill) sections in between the bridges to be raised.

The existing three bridges would need to be nearly entirely repaired and/or modified to be used and would need to meet current loading, design, and construction specifications that the historic US 17/92 bridges are currently not designed for. In summary, only the steel girders (beams) could be rehabilitated and every other superstructure or substructure element, including the historic bridge deck, wood piers, and bridge railings, would require replacement to address design criteria and deteriorated materials. After rehabilitation, little to none of the historic materials would remain after construction. Due to the needed rehabilitation methods and modifications identified above, FDOT determined, and SHPO concurred, that the historic US 17/92 resources would not maintain the characteristics on which their NRHP-eligibility is based and therefore would result in an adverse effect to the historic US 17/92 resources and a Use of the historic properties within the meaning of Section 4(f). The SHPO concurrence is included in the attachments. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

4. Replacement: The Replacement Alternative has been studied and is determined to meet the Section 4(f) prudent and feasible standard. The Replacement Alternative is recommended based on the following:

- **Structural Deficiencies:** The Replacement Alternative corrects the situation that causes the bridge to be considered structurally deficient or significantly deteriorated.
- **Functional/Geometric Deficiencies:** The Replacement Alternative corrects the situation that causes the bridge to be considered functionally/geometrically deficient.

Alternative A (see **Figure 5**, included in the attachments) proposes to utilize the current US 17/92 bridge structure to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge to accommodate future westbound traffic (two lanes) and a shared-use path along the historic US 17/92 alignment. The new westbound bridge would require replacement of the historic bridges to meet current design standards, improve floodplain management, and minimize wetland impacts.

The new bridge would be 2,320-feet in length to span Reedy Creek and the associated floodplains and wetlands. The westbound bridge would be 53 feet, 8 inches wide, and would be constructed within the historic US 17/92 ROW (and existing FDEP TITF Sovereign Submerged Lands (SSL) easement), approximately 70 feet north of the current US 17/92 bridge, to provide adequate separation for construction and maintenance. The new westbound bridge would maintain a

low-level profile similar to the current US 17/92 bridge and increase the vertical clearance by just over one foot to improve the hydraulic bridge opening and flood control.

The benefit of reduced floodplain encroachment to the 100-year floodplain areas surrounding the Reedy Creek floodway, consistent with the prior SFWMD permit, is only realized with Alternative A. Alternative A is expected to have positive impact to the floodplains and floodplain control since the historic US 17/92 bridges and fill sections will be removed and a single structure would replace them. Alternative A also minimizes wetland involvement compared to the other alternatives.

Construction of Alternative A would require demolition of the historic US 17/92 bridges (8OS01747-8OS01749). Alternative A involves constructing the new westbound structure on the historic US 17/92 alignment per the South Florida Water Management District (SFWMD) permit commitments and the 1996 PD&E Study commitments and is supported by both Osceola County and FDEP (land manager for TIITF conservation area known as Fletcher Park). The bridge replacement would involve removal of the existing roadway fill on the historic causeways to remove floodplain encroachment consistent with the prior SFWMD permit (Permit No. 49-00025-D).

Alternative A is the only Build Alternative that avoids impacts to the existing cypress trees preserved as part of Fletcher Park, which satisfies the 1996 PD&E commitments, FDEP input, and local stakeholders. Therefore, Alternative A is the only alternative that retains the historic integrity of the historic location (alignment), setting, and association of the early 20th century highway corridor. Additionally, Alternative A will not involve an additional FDEP/TIITF easement, as the original 1935 easement provides for FDOT use of the existing ROW. No additional ROW impacts, SSL easements, or utility relocations are anticipated. The estimated construction cost is lower than the other Build Alternatives. A graphical comparison of the five build alternatives is mapped in **Figure 11**, included in the attachments.

In summary, Alternative A has the least overall environmental impacts and avoids additional ROW needs. Alternative A avoids impacts to Fletcher Park/TIITF lands, sovereign submerged lands and cypress trees, [REDACTED], the utility corridor, and provides wetland minimization and floodplain enhancement. Based on the results of the technical analysis and public involvement activities, Alternative A is the Preferred Alternative.

Measures to Minimize Harm

- For bridges that are to be rehabilitated, the historic integrity of the bridge is preserved, to the greatest extent possible, consistent with unavoidable transportation needs, safety, and load requirements;
- For bridges that are to be rehabilitated to the point that the historic integrity is affected or that are to be moved or demolished, FDOT ensures that, in accordance with the Historic American Engineering Record (HAER) standards, or other suitable means developed through consultation, fully adequate records are made of the bridge;
- For bridges that are to be replaced, the existing bridge is made available for an alternative use, provided a responsible party agrees to maintain and preserve the bridge; and
- For bridges that are adversely affected, agreement among the SHPO, FDOT, and ACHP (if participating in consultation) is reached through the Section 106 process of the NHPA on measures to minimize harm and those measures are incorporated into the project. This programmatic Section 4(f) evaluation does not apply to projects where such an agreement cannot be reached.

The proposed project meets all the applicable criteria set forth by the Federal Highway Administration's (FHWA) Guidance on Programmatic Section 4(f) Evaluation and Approval for FHWA Projects Which Necessitate the Use of Historic Bridges (23 CFR Part 774). All alternatives set forth in the subject programmatic evaluation were fully analyzed and the findings made are clearly applicable to this project. There are no feasible and prudent alternatives to the use of the historic bridge, and the project includes all possible planning to minimize harm.

Public Involvement Activities:

Significant public engagement activities have occurred during prior studies that evaluated the future four-lane widening of US 17/92 as well as substantial outreach conducted during the ongoing PD&E Study. These activities resulted in extensive input related to the historic US 17/92 bridges. The public engagement activities resulted in key input received from FDOT's Efficient Transportation Decision Making (ETDM) and Advance Notification process, project newsletters, two public meetings held, and multiple agency coordination meetings. The following sections describe these public engagement activities and input received related to environmental constraints within the vicinity of the historic US 17/92 bridges.

1996 PD&E Study Coordination

During the 1996 PD&E Study, collaboration with multiple environmental stakeholders including FDEP, SFWMD, U.S. Fish and Wildlife Service (USFWS), Florida Fish and Wildlife Conservation Commission (FWC), Osceola County, environmental groups, and local citizens was conducted to review alternatives for a new US 17/92 bridge over Reedy Creek. During this collaboration, the primary public concern for the bridge location and length was protecting the area's large cypress trees. During the public hearing for the 1996 PD&E Study, the majority of the letters, petitions, and voiced concerns were about saving the large cypress trees in the Reedy Creek Area.

Corridor Planning Study

Prior to the ongoing PD&E Study, a Corridor Planning Study was completed in March 2018 to analyze options for widening US 17/92 to four lanes. That study included two Project Visioning Team Meetings (one held on February 7, 2017, and one on October 18, 2017) with Osceola County, MetroPlan Orlando (the regional metropolitan planning organization [MPO]), LYNX (the regional transit provider) and other stakeholders. Additionally, a public meeting was held on January 16, 2018. The public and agency input included near-unanimous consensus for the four-lane widening of US 17/92 including the addition of multimodal accommodations. There was also public and agency support for a separate structure over Reedy Creek along the existing/disturbed portion of US 17/92, thereby minimizing impacts to Reedy Creek and the surrounding environment.

ETDM Programming Screen

Prior to the subject PD&E Study, a programming screen was conducted in 2018 using the ETDM Environmental Screening Tool (ETDM #14365) for the US 17/92 widening. Early agency feedback and public comments are obtained through the ETDM to provide project information on environmentally sensitive areas and identification of project issues. As a result, agency comments were received to avoid and minimize impacts to other sensitive environmental resources in the vicinity of the US 17/92 resources including wetlands, floodplains, the Reedy Creek ecosystem, and the Beehive Hill archaeological site (8OS01726) [REDACTED].

Stakeholder Coordination

A stakeholder group comprised of representatives from local transportation planning agencies including FDOT District 5, FDOT District 1, MetroPlan Orlando, Polk County Transportation Planning Organization (Polk TPO), Osceola County, and Central Florida Expressway Authority (CFX) was established for the study. Five meetings were held at key milestones to build consensus, coordinate with local entities, and present project alternatives (including the Preferred Alternative, Build Alternative A). Based on further coordination with Osceola County, the County indicated opposition to removal of any additional cypress trees and reaffirmed opposing any alignment that further impacts the cypress trees (outside the existing FDOT ROW and easements) in a second resolution in December 2023. Osceola County has indicated any removal of cypress trees preserved within Fletcher Park would likely result in substantial public controversy.

Section 106 Consultation

FDOT has coordinated with several consultation parties during the Section 106 process, including the SHPO, Federally-recognized Tribes, representatives of the local government (Osceola County), and other agencies with a demonstrated interest in the undertaking.

For this project, FDEP is a consulting party for the historic US 17/92 resources as the administrator of the Fletcher Park/TIIF lands the US 17/92 historic bridges and project alternatives cross. FDEP provided a letter of support for the Preferred Alternative, Build Alternative A on February 25, 2025, included in the attachments. In the correspondence, FDEP noted that the existing US 17/92 easement accommodates the ROW footprint for the Preferred Alternative and avoids impacts to the surrounding natural habitat including large cypress trees that are protected within Fletcher Park by deed restrictions. Further, FDEP noted that any alternatives that would impact the large cypress trees within the adjacent FDEP property (Fletcher Park) are not supported and should be avoided.

During Section 106 consultation, the Seminole Tribe of Florida (STOF) Tribal Historic Preservation Office (THPO) noted any project alternatives in the vicinity of the Beehive Hill archaeological site (8OS01726) are of extreme concern to the STOF [REDACTED]. As part of tribal consultation, the STOF provided mitigation stipulations included in the MOA.

Alternatives Public Meeting

An Alternatives Public Meeting was held on October 12, 2021. The purpose of the Alternatives Public Meeting was to present the alternatives being considered for the widening of US 17/92 and to share the results of the alternatives comparison analysis. The public meeting was held both in-person and virtually. During the meeting attendees were able to view display boards on the existing and future traffic projections, alternative alignments being considered along with proposed typical sections, and an evaluation matrix summarizing the impact analysis results and comparing the alternatives being considered. Attendees were also able to view a narrated presentation summarizing the alternatives and potential impacts associated with each alternative. All materials presented at the in-person meeting were available for attendees virtually and uploaded to the study website to be viewed following the meeting.

Approximately 34 members of the public attended the in-person meeting. Additionally, sixteen members of the public attended the virtual meeting. A total of seven comments were received during the public comment period, however, none of these comments were related to Section 4(f) properties in general or the historic US 17/92 bridges.

Public Hearing

This section will be updated following the Public Hearing. A Public Hearing Transcript will be provided in the attachments once the Public Hearing is held.

OEM SME Concurrence Date: Pending

South Orange Blossom Trail Bridges Resource Group (8OS03182)

Facility Type: Resource Group

Property Classification: Historic Site

Address and Coordinates:

Address:

Latitude: 28.26206 Longitude: -81.54024

Description of Property:

The South Orange Blossom Trail Bridges Resource Group (8OS03182) is comprised of a historic US 17/92 elevated roadway/causeway section (8OS02796; also called Orange Blossom Trail) which connects three historic bridges crossing Reedy Creek (8OS01747, 8OS01748, and 8OS01749, known as FDOT Bridge Nos. 920004, 920003, and 920002, respectively). These historic resources are located west of the unincorporated community of Intercession City in Osceola County, Florida; refer to the project location map included in the attachments. Prior to the construction of the current US 17/92 bridge (FDOT Bridge 920174), the historic US 17/92 roadway (ca. 1938) crossed Reedy Creek on the historic alignment located approximately 92 feet north of, and parallel to, the current bridge. The three historic bridges are contributing resources to Resource Group 8OS03182, however the bridges meet all the applicability criteria for a Programmatic Section 4(f) Evaluation and Approval for Federal Highway Administration (FHWA) Projects that Necessitate the Use of Historic Bridges, and as such are documented separately in that evaluation included in the previous section.

The historic bridges and the causeway connecting the bridges remains in-place and has been abandoned without maintenance since the construction of the current US 17/92 alignment in 2001. The length of the historic US 17/92 section (8OS02796), including the three historic bridges, is approximately 1,470 feet and is inaccessible to vehicular traffic. The existing conditions map, including Resource Group 8OS03182, is shown in **Figure 1**, included in the attachments. The historic roadway alignment carried both eastbound and westbound traffic until 2001 when FDOT Bridge 920174 was constructed.

This historic US 17/92 alignment is within a 100-foot FDOT ROW corridor, adjacent to, and south of the CSX ROW. The current US 17/92 bridge (FDOT Bridge 920174) is within a Florida Department of Environmental Protection (FDEP)/Board of Trustees of the Internal Improvement Trust Fund of the State of Florida (TIITF) perpetual easement that extends from the historic 100-foot ROW corridor to the southernmost ROW line for the current US 17/92 alignment. The distance between the centerline of the current US 17/92 bridge and the historic roadway ROW is approximately 31 feet.

A portion of the historic US 17/92 alignment between Osceola Polk Like Road (CR 532) and Old Tampa Highway (approximately 0.69 miles in length) was abandoned and blocked off from public use in 1996 when US 17/92 was realigned in this area to accommodate the construction of the current bridge over Reedy Creek. This historic US 17/92 roadway segment is no longer maintained and is used only for occasional pedestrian access by utility workers accessing the adjacent electrical power transmission and pipeline utility corridor to the north.

According to the 2021 Cultural Resource Assessment Survey (CRAS) completed for the US 17/92 Project Development & Environment (PD&E) Study (located in the project file), the entirety of the historic US 17/92 roadway (8OS02796) within the Area of Potential Effect (APE) is recommended individually ineligible for the National Register of Historic Places (NRHP), however a 0.30-mile segment of the roadway (8OS02796) connecting the three historic bridges across Reedy Creek (8OS01747, 8OS01748, and 8OS01749) is determined NRHP-eligible as a contributing resource to the South

Orange Blossom Trail Bridges Resource Group (8OS03182) by providing historic context and allowing the three historic bridges to convey their historic use, appearance, setting, design, and association.

Owner/Official with Jurisdiction: State Historic Preservation Officer (SHPO)

Recommended Outcome: Programmatic (Section 4(f) Evaluation and Approval for Transportation Projects That Have a Net Benefit to a Section 4(f) Property)

Describe in detail how the Section 4(f) property will be used.

The Preferred Alternative (see **Figure 2**, included in the attachments) proposes widening US 17/92 from Ivy Mist Lane to Avenue A from a two-lane undivided roadway to a four-lane divided roadway. The US 17/92 bridge crossing over Reedy Creek would require improvements to accommodate four lanes, including widening of the current US 17/92 bridge (FDOT Bridge 920174) and removal and replacement of the three historic US 17/92 bridges (8OS01747, 8OS01748, and 8OS01749) to accommodate a new westbound bridge structure. The historic causeway (8OS02796) would be removed as part of the bridge replacement for floodplain enhancement.

The preferred section for the Reedy Creek Bridge includes two bridge structures. The existing bridge structure will serve eastbound traffic, and a new bridge structure will serve the westbound traffic. The two bridge structures will be separated by a width of 70 feet. The existing eastbound bridge will be restriped to include 11-foot inside and outside shoulders and two 11-foot travel lanes. The new westbound structure includes a six-foot inside shoulder, a 10-foot outside shoulder, two 11-foot travel lanes, and a 12-foot shared-use path separated from the roadway by a concrete barrier wall. The existing 244 feet of ROW accommodates the proposed bridge structure. The existing eastbound bridge is located in a permanent easement on the south side of the FDOT ROW, which allows the new westbound bridge to be located fully within the existing ROW to the north. The design speed, posted speed, and target speed for this typical section is 45 mph. The proposed typical section is shown in **Figure 3** along with the Preliminary Concept Plans, both included in the attachments.

The Preferred Alternative (Build Alternative A) will result in the removal and replacement of the NRHP-eligible South Orange Blossom Trail Bridges (8OS03182) Resource Group and three contributing bridges (8OS01747, 8OS01748, and 8OS01749) while restoring the fourth contributing resource, US 17/92, the Orange Blossom Trail (8OS02796), to functioning condition on its original historic alignment. The bridge replacement will be constructed on the historic roadway alignment and within the historic transportation ROW. No elements of 8OS01747, 8OS01748, and 8OS01749 will remain on this alignment and all materials will be disposed of.

The CRAS for this project (2021), located in the project file, recommended the South Orange Blossom Trail Bridges Resource Group (8OS03182) as eligible under Criterion C as a group of contributing resources (bridges and surrounding roadway) constructed as part of the development of the early 20th century transportation corridor. Specifically, the bridges and roadway were constructed to carry US 17/92. The Florida Master Site File (FMSF) Form submitted with the project noted the resource group type as a historic district with its areas of significance as Criterion A: Community Planning and Transportation. The SHPO concurred with the findings of the CRAS and the NRHP-eligibility of the South Orange Blossom Trail Bridges Resource Group (8OS03182), and contributing resources, on December 9, 2021. The FMSF evaluation was signed by SHPO on April 22, 2022.

The Section 106 Determination of Effects Case Study Report (located in the project file) resulted in a finding of adverse effect to the Resource Group 8OS03182 due to the removal of the three historic bridges (8OS01747, 8OS01748, and 8OS01749). Subsequently, the SHPO concurred with the finding of adverse effect to the historic US 17/92 resources for all alternatives considered, including replacement, on November 20, 2024.

The Preferred Alternative, Build Alternative A, results in a Section 4(f) Use of the South Orange Blossom Trail Bridges Resource Group (8OS03182), including the 0.30-mile segment of US 17/92 roadway (8OS02796) and the three historic bridges (8OS01747, 8OS01748, and 8OS01749) that contribute to the South Orange Blossom Trail Bridges Resource Group. There are no feasible and prudent avoidance alternatives to the Section 4(f) Use of the historic properties. A summary of the alternatives and findings, as well as the measures to minimize harm, is provided in the attachments.

During the development of mitigation stipulations to resolve the adverse effects, FDOT and SHPO discussed recent research developments and came to consensus that because the significance of Resource Group 8OS03182 was associated with the contributions the group made to Community Planning & Development and Transportation; thus, the group's eligibility was significant under Criterion A: Community Planning and Transportation rather than Criterion C: Design/Construction. FDOT documented this clarification about the resource's significance in a November 22, 2024, memorandum regarding mitigation proposals (included as an attachment), stating that the resource's significance was most "accurately residing in Criterion A" and "is seemingly derived from how the State Road Department developed state transportation corridors to move travelers within central Florida in the first 30 years of its establishment." The SHPO stated it had no concerns about the mitigation proposal on December 5, 2024, and the correspondence with SHPO is included as an attachment.

Applicability

Yes No

Does the project meet all of the following criteria?

1. The proposed transportation project use a Section 4(f) park, recreation area, wildlife or waterfowl refuge.
2. The proposed project includes all appropriate measures to minimize harm and subsequent mitigation necessary to preserve and enhance those features and values of the property that originally qualified the property for Section 4(f) protection?
3. The OWJ over the Section 4(f) property agreed in writing with the assessment of the impacts, the proposed measures to minimize harm, and the mitigation necessary to preserve, rehabilitate and enhance those features and values of the Section 4(f) property; and that such measures will result in a net benefit to the Section 4(f) property.

Alternatives and Findings

1. No Build: The No Build Alternative has been studied and does not meet the Section 4(f) prudent and feasible standard. The No Build Alternative is not recommended based on the following:
 - it would not correct the existing or projected capacity deficiencies;
 - it would not correct existing safety hazards;
 - it would not correct existing or deteriorated conditions and maintenance problems; and/or
 - providing such correction would constitute a cost or community impact of extraordinary magnitude, or would result in truly unusual problems when compared with the proposed use of the Section 4(f) lands.
2. Improvement without Using Adjacent Section 4(f) Lands: It is not feasible and prudent to avoid Section 4(f) lands by roadway design or transportation system management. This alternative is not recommended because implementing such measures would result in:
 - substantial adverse community impacts to adjacent homes, businesses or other improved properties;
 - substantial increases in engineering, roadway or structure cost;

- unique engineering, traffic, maintenance, or safety problem;
 - substantial adverse social, economic, or environmental impacts;
 - the project not meeting identified transportation needs; and/or
 - impacts, costs, or problems that would be truly unusual or unique, or of extraordinary magnitude when compared with the proposed use of Section 4(f) lands.
3. Alternative on New Location: It is not feasible and prudent to avoid Section 4(f) lands by constructing on new alignment. This alternative is not recommended because implementing such measures would result in:
- Improvements that do not meet the Purpose and Need of the project;
 - substantial increases to costs or substantial engineering difficulties;
 - substantial adverse social, economic, or environmental impacts; and/or
 - impacts, costs, or problems that would be truly unusual or unique, or of extraordinary magnitude when compared with the proposed use of Section 4(f) lands.

Measures to Minimize Harm

Justification for Net Benefit Finding

The Preferred Alternative (Build Alternative A) would result in construction of a modern segment of the US 17/92 transportation facility in the same segment and location of the historic corridor. Build Alternative A proposes to utilize the current US 17/92 bridge structure to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge to accommodate future westbound traffic (two lanes) and a shared-use path along the historic US 17/92 alignment. This would retain the transportation resource in a similar horizontal alignment when compared to original construction. As the Preferred Alternative (Build Alternative A) proposes separate eastbound and westbound structures, the proposed project will retain the historic location, materials, setting, feeling, and association of the early 20th century highway corridor. Of all alternatives considered, including the No-Build, the Preferred Alternative is the only alternative that restores functional operation of US 17/92 along the historic alignment when all other alternatives resulted in continued abandonment of these resources (as normal maintenance is not feasible) leading to total loss of the resources through deterioration and eventual collapse. Additionally, FDOT and SHPO will gain a clearer understanding of the significance of early transportation routes in Central Florida through the completion of the mitigation stipulations, including a survey of remaining resources from this era and an updated historic context.

As the resource group's significance is associated with early transportation routes in this region of Florida, by reconstructing a portion of the expanded US 17/92 route within the historic corridor, FDOT will retain a segment of the corridor that is similar to the historic horizontal alignment of the extant roadway segment. Additionally, the retention of the cypress trees will continue to convey the setting, feeling, and association of the historic corridor. The proposed divided highway will help to retain the feeling, setting, association, location, design, and materials of a two-lane corridor within a rural, swampy area originally constructed in the 1930s. When constructed, Resource Group 8OS03182 will remain NHRP-eligible under Criterion A for its associations with early 20th century transportation in this region of Florida. One mitigation stipulation will be to update the FMSF regarding the significance of the South Orange Blossom Trail Bridges Resource Group (8OS03182). As such, consultation with the SHPO has confirmed that, specifically as regards to the South Orange Blossom Trail Bridges Resource Group (8OS03182) and the 0.30-mile segment of US 17/92 roadway (8OS02796), this project meets all the applicability criteria including:

- The proposed action includes all possible planning to minimize harm.
- The proposed action includes all possible mitigation measures.

The proposed project meets all the applicability criteria set forth by the Federal Highway Administration's (FHWA) Guidance on Programmatic Section 4(f) Evaluation and Approval for Transportation Projects That Have a Net Benefit to a Section 4(f) Property (23 CFR Part 774). All alternatives set forth in the subject programmatic evaluation were fully analyzed and the findings made clearly applicable to this project. The project results in a clear net benefit to the Section 4(f) resource, there are no prudent and feasible alternatives to the use of the Section 4(f) resource, and the project includes all possible planning to minimize harm.

Public Involvement Activities:

Significant public engagement activities have occurred during prior studies that evaluated the future four-lane widening of US 17/92 as well as substantial outreach conducted during the ongoing PD&E Study. These activities resulted in extensive input related to the South Orange Blossom Trail Bridges Resource Group. The public engagement activities resulted in key input received from FDOT's Efficient Transportation Decision Making (ETDM) and Advance Notification process, project newsletters, two public meetings held, and multiple agency coordination meetings. The following sections describe these public engagement activities and input received related to environmental constraints within the vicinity of the resource group.

1996 PD&E Study Coordination

During the 1996 PD&E Study, collaboration with multiple environmental stakeholders including FDEP, SFWMD, U.S. Fish and Wildlife Service (USFWS), Florida Fish and Wildlife Conservation Commission (FWC), Osceola County, environmental groups, and local citizens was conducted to review alternatives for a new US 17/92 bridge over Reedy Creek. During this collaboration, the primary public concern for the bridge location and length was protecting the area's large cypress trees. During the public hearing for the 1996 PD&E Study, the majority of the letters, petitions, and voiced concerns were about saving the large cypress trees in the Reedy Creek Area.

Corridor Planning Study

Prior to the ongoing PD&E Study, a Corridor Planning Study was completed in March 2018 to analyze options for widening US 17/92 to four lanes. That study included two Project Visioning Team Meetings (one held on February 7, 2017, and one on October 18, 2017) with Osceola County, MetroPlan Orlando (the regional metropolitan planning organization [MPO]), LYNX (the regional transit provider) and other stakeholders. Additionally, a public meeting was held on January 16, 2018. The public and agency input included near-unanimous consensus for the four-lane widening of US 17/92 including the addition of multimodal accommodations. There was also public and agency support for a separate structure over Reedy Creek along the existing/disturbed portion of US 17/92, thereby minimizing impacts to Reedy Creek and the surrounding environment.

ETDM Programming Screen

Prior to the subject PD&E Study, a programming screen was conducted in 2018 using the ETDM Environmental Screening Tool (ETDM #14365) for the US 17/92 widening. Early agency feedback and public comments are obtained through the ETDM to provide project information on environmentally sensitive areas and identification of project issues. As a result, agency comments were received to avoid and minimize impacts to other sensitive environmental resources in the vicinity of the US 17/92 resources including wetlands, floodplains, the Reedy Creek ecosystem, and the Beehive Hill archaeological site (8OS01726) [REDACTED].

Stakeholder Coordination

A stakeholder group comprised of representatives from local transportation planning agencies including FDOT District 5, FDOT District 1, MetroPlan Orlando, Polk County Transportation Planning Organization (Polk TPO), Osceola County, and

Central Florida Expressway Authority (CFX) was established for the study. Five meetings were held at key milestones to build consensus, coordinate with local entities, and present project alternatives (including the Preferred Alternative, Build Alternative A). Based on further coordination with Osceola County, the County indicated opposition to removal of any additional cypress trees and reaffirmed opposing any alignment that further impacts the cypress trees (outside the existing FDOT ROW and easements) in a second resolution in December 2023. Osceola County has indicated any removal of cypress trees preserved within Fletcher Park would likely result in substantial public controversy.

Section 106 Consultation

FDOT has coordinated with several consultation parties during the Section 106 process, including the SHPO, Federally-recognized Tribes, representatives of the local government (Osceola County), and other agencies with a demonstrated interest in the undertaking.

For this project, FDEP is a consulting party for the historic US 17/92 resources as the administrator of the Fletcher Park/TIITF lands the US 17/92 historic bridges and project alternatives cross. FDEP provided a letter of support for the Preferred Alternative, Build Alternative A on February 25, 2025, included in the attachments. In the correspondence, FDEP noted that the existing US 17/92 easement accommodates the ROW footprint for the Preferred Alternative and avoids impacts to the surrounding natural habitat including large cypress trees that are protected within Fletcher Park by deed restrictions. Further, FDEP noted that any alternatives that would impact the large cypress trees within the adjacent FDEP property (Fletcher Park) are not supported and should be avoided.

During Section 106 consultation, the Seminole Tribe of Florida (STOF) Tribal Historic Preservation Office (THPO) noted any project alternatives in the vicinity of the Beehive Hill archaeological site (8OS01726) are of extreme concern to the STOF [REDACTED]. As part of tribal consultation, the STOF provided mitigation stipulations included in the MOA.

Alternatives Public Meeting

An Alternatives Public Meeting was held on October 12, 2021. The purpose of the Alternatives Public Meeting was to present the alternatives being considered for the widening of US 17/92 and to share the results of the alternatives comparison analysis. The public meeting was held both in-person and virtually. During the meeting attendees were able to view display boards on the existing and future traffic projections, alternative alignments being considered along with proposed typical sections, and an evaluation matrix summarizing the impact analysis results and comparing the alternatives being considered. Attendees were also able to view a narrated presentation summarizing the alternatives and potential impacts associated with each alternative. All materials presented at the in-person meeting were available for attendees virtually and uploaded to the study website to be viewed following the meeting.

Approximately 34 members of the public attended the in-person meeting. Additionally, sixteen members of the public attended the virtual meeting. A total of seven comments were received during the public comment period, however, none of these comments were related to Section 4(f) properties in general or the South Orange Blossom Trail Bridges Resource Group.

Public Hearing

This section will be updated following the Public Hearing. A Public Hearing Transcript will be provided in the attachments once the Public Hearing is held.

OEM SME Concurrence Date: Pending

Upper Reedy Creek Management Area - Intercession City Unit

Facility Type: Land holding

Property Classification: Multiple Use Facility

Address and Coordinates:

Address: S Orange Blossom Trail, Kissimmee, FL, 34758

Latitude: 28.25604 Longitude: -81.53194

Description of Property:

The Upper Reedy Creek Management Area - Intercession City is a large, multiple-use land holding with the primary use as conservation and protection of water resources, and secondary use as a wildlife/waterfowl refuge and park/recreation area. Activities provided by this resource include hiking and nature study; however these activities are limited to specifically designated areas which do not intersect the US 17/92 study area. The Upper Reedy Creek Management Area - Intercession City Unit, owned by SFWMD, occupies the majority of land south of the study area and intersects the study limits near Osceola Polk Line Road (CR 532) and east and west of Intercession City.

Owner/Official with Jurisdiction: South Florida Water Management District (SFWMD)

Recommended Outcome: Not Applicable

Rationale:

Section 4(f) applicability for multiple-use land holdings is documented in 23 CFR 774.11(d) and applies only to the portion of multiple-use land holdings which function for, or are designated as, significant park, recreation, or wildlife and waterfowl refuge purposes. Per communication between the OWJ (SFWMD) and FDOT dated November 7, 2022 (see attachments), the portions of the Upper Reedy Creek Management Area - Intercession City Unit that are affected by the proposed improvements do not include any significant public recreation facilities that are open to the public or any significant, designated wildlife or waterfowl refuges. Based on this OWJ consultation with SFWMD, FDOT has determined Section 4(f) is "Not Applicable" for the Upper Reedy Creek Management Area - Intercession City conservation area within the proposed project area.

OEM SME Determination Date: Pending

Beehive Hill (8OS01726)

Facility Type: Archaeological Site

Property Classification: Historic Site

Address and Coordinates:

Address:

[REDACTED]

Description of Property:

Beehive Hill (8OS01726) is a large archaeological site that has been determined eligible for NRHP listing due to Sub-Area A, a small area within the overall boundary (approximately 114.8 by 98.4 feet) that was identified as likely to contain archaeological significance concerning pre-contact populations in the region. Sub-Area A was determined by SHPO to be NRHP-eligible on June 22, 2000, and recommended for preservation in place which makes the Sub-Area A portion of Beehive Hill archaeological site a Section 4(f) protected historic property. Excepting for Sub-Area A, the remainder of the archaeological site, including portions that extend below/within the existing US 17/92 ROW and APE, has been evaluated by SHPO and is non-contributing to the site's eligibility. [REDACTED]

Owner/Official with Jurisdiction: State Historic Preservation Officer (SHPO)

Relationship Between the Property and the Project

[REDACTED]

[REDACTED] Impacts to this site are limited to the northern portion of the site which has been determined non-contributing to the overall site's eligibility. Based on the results of the CRAS, the SHPO concurred with the finding that the Beehive Hill Preservation Area (NRHP-eligible Sub-Area A) is outside of the proposed project area and that there will be no project activities or ground disturbance in proximity of the protected area. As such, SHPO concurred that this project will have No Adverse Effect to the NRHP-eligible Beehive Hill archaeological site on December 9, 2021.

[REDACTED] Beehive Hill (and associated Beehive Hill Redeposited (8OS03133) site), FDOT has committed to conducting Secretary of the Interior (SOI) qualified monitoring of ground disturbance within these site boundaries as a stipulation of a Section 106 MOA; however, the proposed project will have no "use" of the NRHP-eligible Beehive Hill (8OS01726) within the meaning of Section 4(f).

Yes No

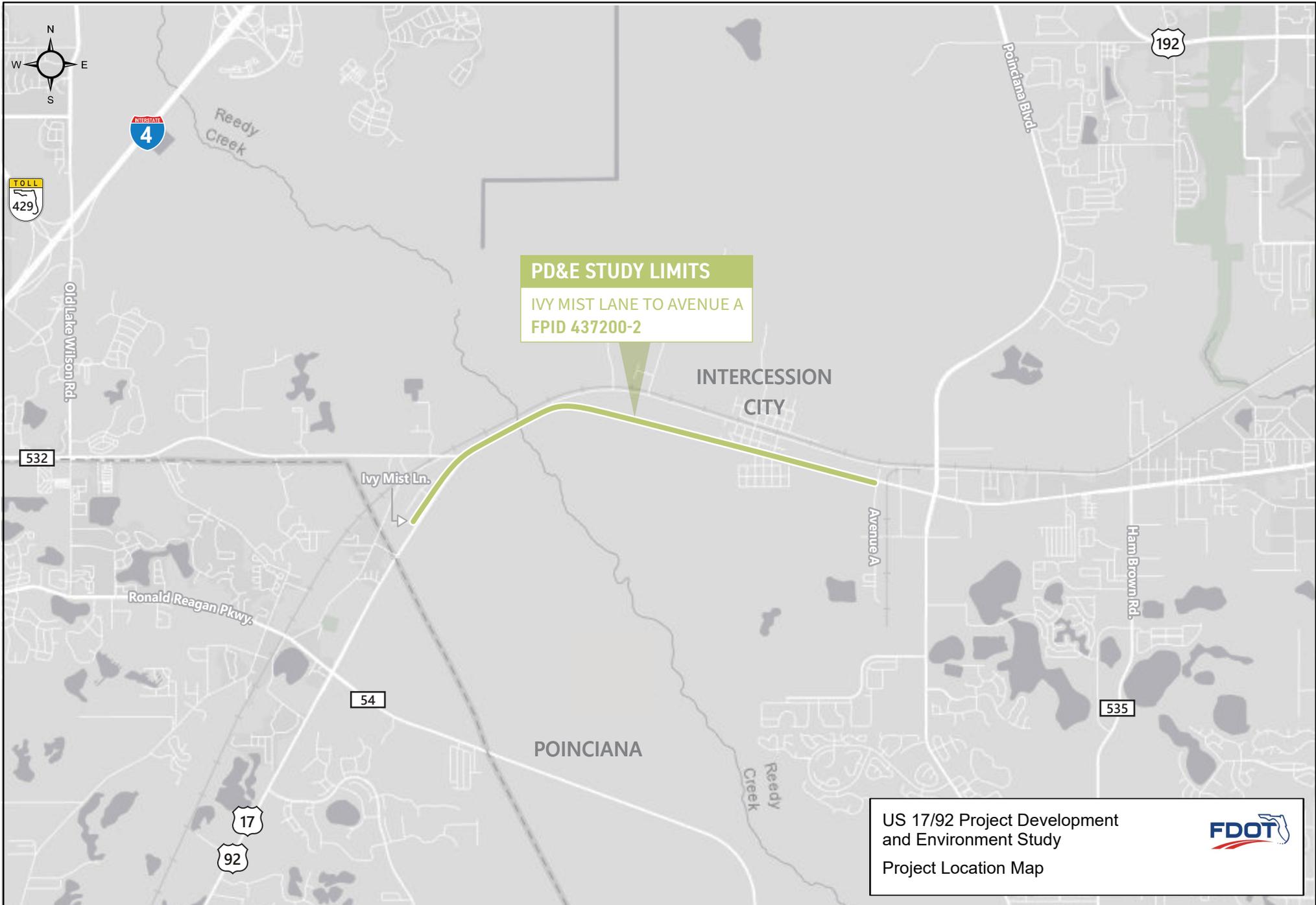
Will the property be "used" within the meaning of Section 4(f)?

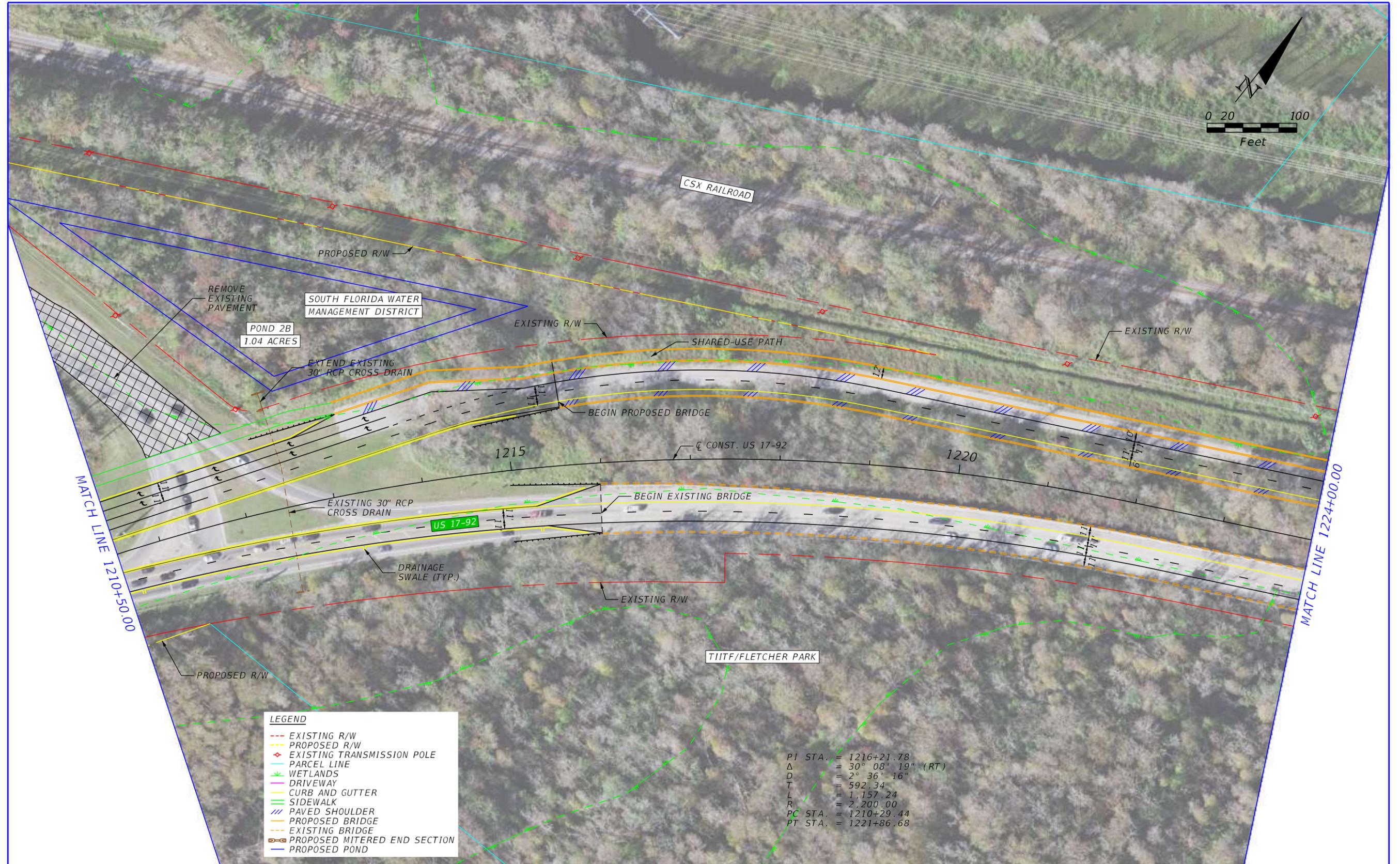
Recommended Outcome: No Use

OEM SME Determination Date: Pending

Project-Level Attachments

US 17/92 PD&E Project Location Map
Preferred Bridge Alternative Concept Plan
US 17/92 Section 4(f) Resources Map



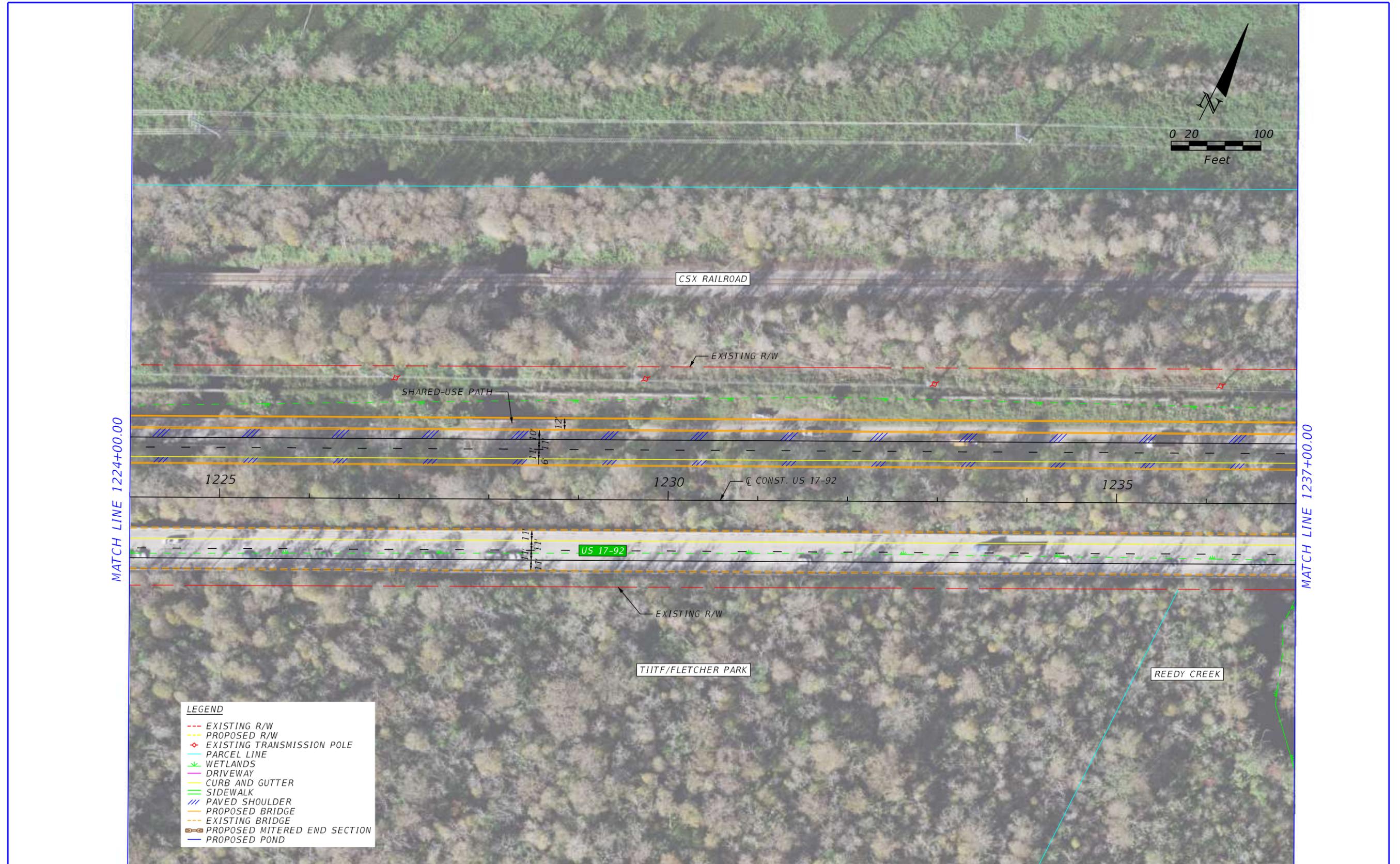


LEGEND

- EXISTING R/W
- PROPOSED R/W
- ◇ EXISTING TRANSMISSION POLE
- PARCEL LINE
- WETLANDS
- DRIVEWAY
- CURB AND GUTTER
- SIDEWALK
- PAVED SHOULDER
- PROPOSED BRIDGE
- EXISTING BRIDGE
- PROPOSED MITERED END SECTION
- PROPOSED POND

PI STA. = 1216+21.78
 Δ = 30° 08' 19" (RT)
 D = 2° 36' 16"
 T = 592.34
 L = 1,157.24
 R = 2,200.00
 PC STA. = 1210+29.44
 PT STA. = 1221+86.68

| REVISIONS | | REVISIONS | | KEVIN TYLER FREEMAN P.E. LICENSE NUMBER 76146 VANASSE HANGEN BRUSTLIN, INC. 225 E. ROBINSON STREET ORLANDO, FL 32801 | STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION | | | US 17-92 PD&E - PREFERRED ALTERNATIVE | SHEET NO. 5 |
|-----------|-------------|-----------|-------------|--|--|---------|----------------------|--|-----------------------|
| DATE | DESCRIPTION | DATE | DESCRIPTION | | ROAD NO. | COUNTY | FINANCIAL PROJECT ID | | |
| | | | | | SR 600 | OSCEOLA | 437200-2-22-01 | | |



LEGEND

- EXISTING R/W
- PROPOSED R/W
- ◇ EXISTING TRANSMISSION POLE
- PARCEL LINE
- WETLANDS
- DRIVEWAY
- CURB AND GUTTER
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- PROPOSED MITERED END SECTION
- PROPOSED POND

| REVISIONS | | DESCRIPTION | | KEVIN TYLER FREEMAN P.E. LICENSE NUMBER 76146 VANASSE HANGEN BRUSTLIN, INC. 225 E. ROBINSON STREET ORLANDO, FL 32801 | STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION | | | US 17-92 PD&E - PREFERRED ALTERNATIVE | SHEET NO. |
|-----------|-------------|-------------|-------------|--|--|--------|----------------------|---|----------------|
| DATE | DESCRIPTION | DATE | DESCRIPTION | | ROAD NO. | COUNTY | FINANCIAL PROJECT ID | | 6 |
| | | | | | | SR 600 | OSCEOLA | | 437200-2-22-01 |



LEGEND

- EXISTING R/W
- PROPOSED R/W
- ◇ EXISTING TRANSMISSION POLE
- PARCEL LINE
- WETLANDS
- DRIVEWAY
- CURB AND GUTTER
- SIDEWALK
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- EXISTING BRIDGE
- PROPOSED MITERED END SECTION
- PROPOSED POND

| REVISIONS | | | | KEVIN TYLER FREEMAN P.E. LICENSE NUMBER 76146 VANASSE HANGEN BRUSTLIN, INC. 225 E. ROBINSON STREET ORLANDO, FL 32801 | STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION | | | US 17-92 PD&E - PREFERRED ALTERNATIVE | SHEET NO. |
|-----------|-------------|------|-------------|--|--|---------|----------------------|---|--------------|
| DATE | DESCRIPTION | DATE | DESCRIPTION | | ROAD NO. | COUNTY | FINANCIAL PROJECT ID | | 7 |
| | | | | | SR 600 | OSCEOLA | 437200-2-22-01 | | |



Resource Attachments

South Orange Blossom Trail Bridges (8OS01747, 8OS01748, and 8OS01749)

Figure 1: Existing Conditions near US 17/92
Figure 2 to Figure 4: Bridge Photographs
Figure 5: US 17/92 Bridge Alternative A
Figure 6: Preferred Alternative Bridge Typical Section
Figure 7: US 17/92 Bridge Alternative B
Figure 8: US 17/92 Bridge Alternative C
Figure 9: US 17/92 Bridge Alternative D
Figure 10: US 17/92 Bridge Alternative E
Figure 11: Alternatives Comparison
SHPO Case Study Report Concurrence Letter
SHPO Section 106 Consultation Meeting Summary
FDEP Letter of Support
US 17/92 SHPO CRAS Concurrence Letter
1994 Osceola County Board of County Commission Resolution
2023 Osceola County Resolution on Cypress Trees
Draft Memorandum of Understanding (MOA)
Tribal Coordination

South Orange Blossom Trail Bridges Resource Group (8OS03182)

Figure 1: Existing Conditions near US 17/92
Figure 2: US 17/92 Bridge Alternative A
Figure 3: Typical Section
Figure 4: US 17/92 Bridge Alternative B
Figure 5: US 17/92 Bridge Alternative C
Figure 6: US 17/92 Bridge Alternative D
Figure 7: US 17/92 Bridge Alternative E
Figure 8: Alternatives Comparison
Alternatives and Findings
Measures to Minimize Harm
US 17/92 Proposed Mitigation Memorandum
US 17/92 SHPO Mitigation Correspondence

Upper Reedy Creek Management Area - Intercession City Unit

Upper Reedy Creek Management Area Map
Upper Reedy Creek Management Area OWJ Coordination

Beehive Hill (8OS01726)

Beehive Hill Location Map

South Orange Blossom Trail Bridges (8OS01747, 8OS01748, and 8OS01749)

Contents:

Figure 1: Existing Conditions near US 17/92
Figure 2 to Figure 4: Bridge Photographs
Figure 5: US 17/92 Bridge Alternative A
Figure 6: Preferred Alternative Bridge Typical Section
Figure 7: US 17/92 Bridge Alternative B
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Figure 9: US 17/92 Bridge Alternative D
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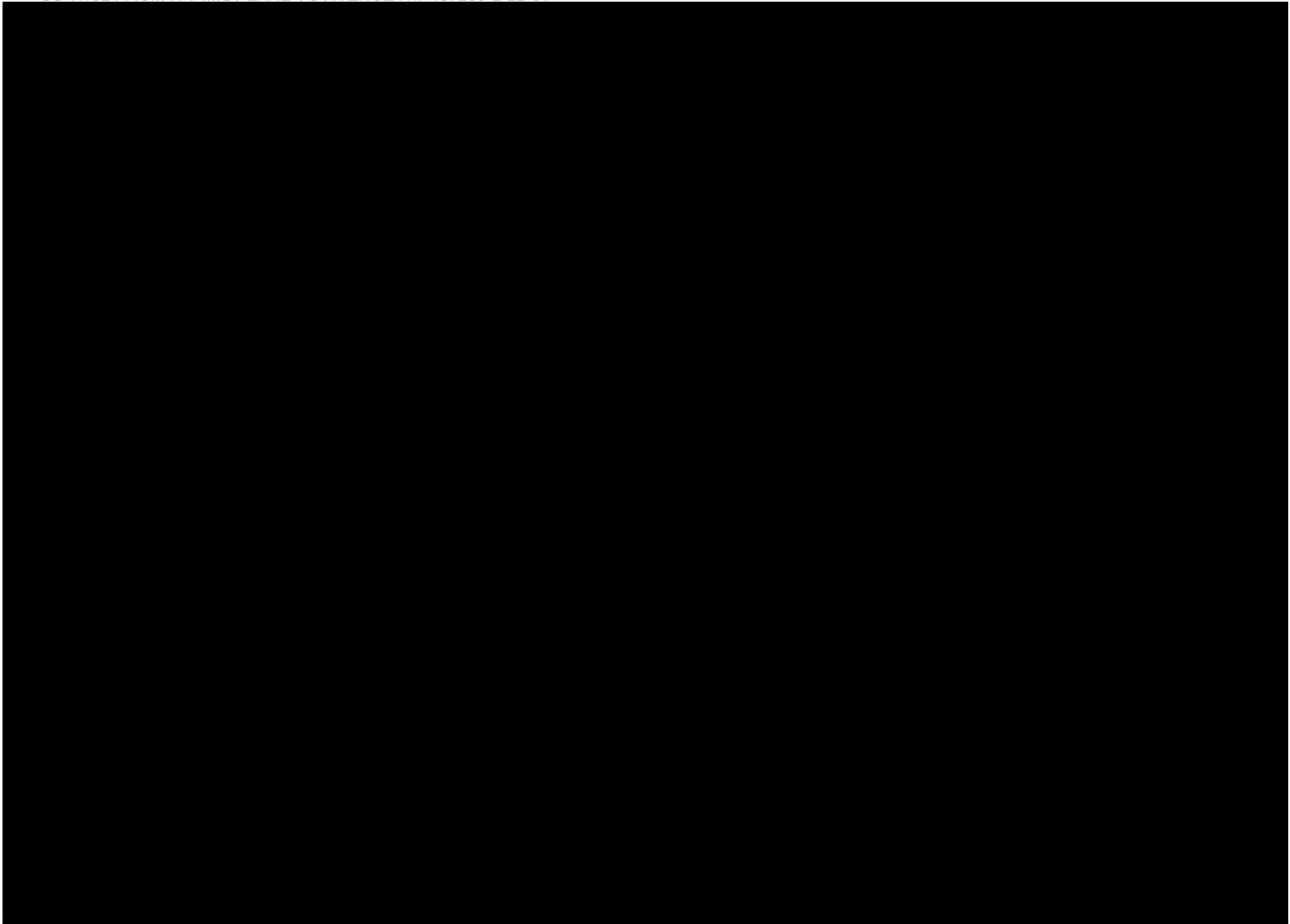


Figure 2: Historic Resource 8OS01747 - FDOT Bridge No. 920004, facing southwest

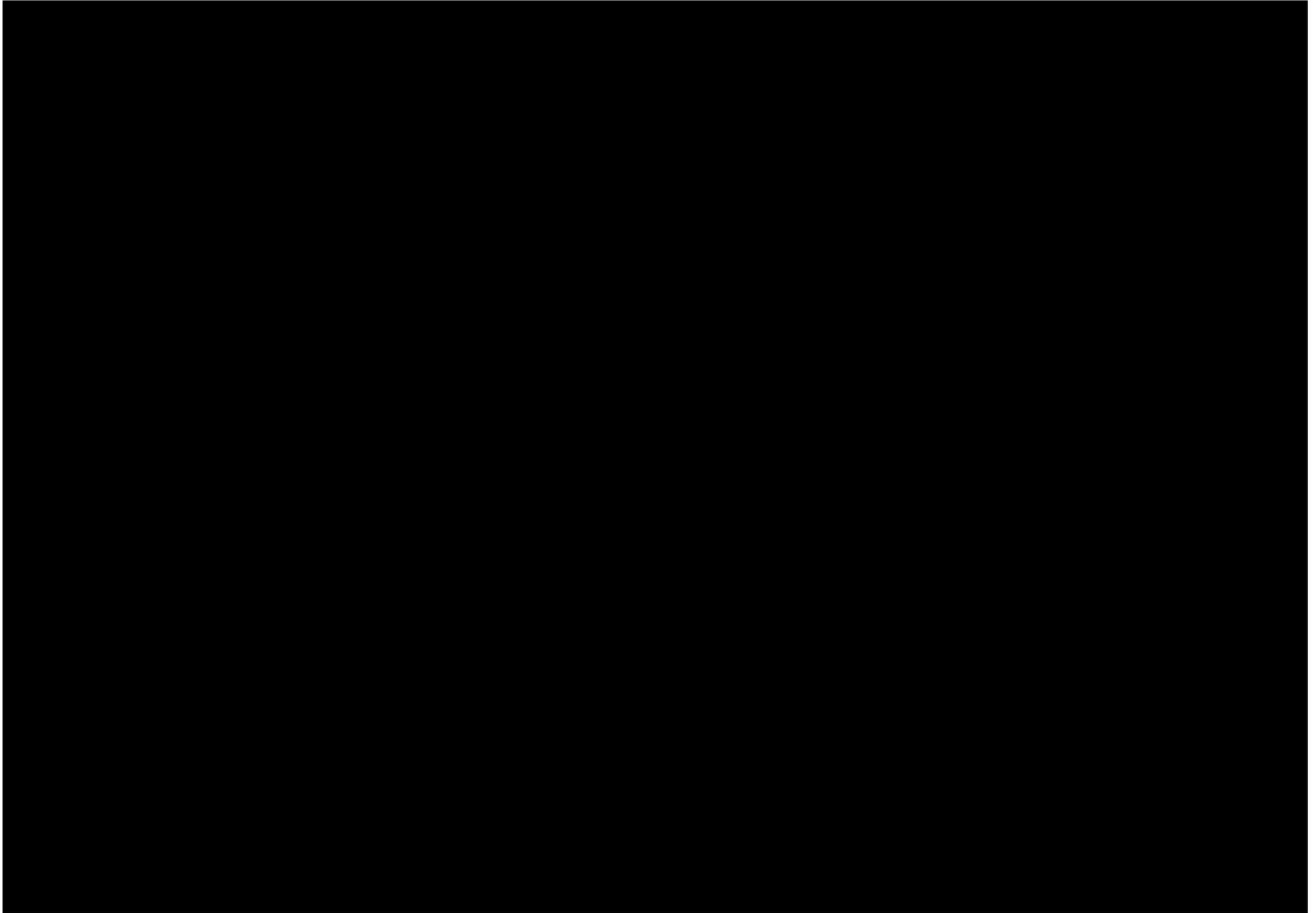


Figure 3: Historic Resource 8OS01748 - FDOT Bridge No. 920003, facing west



Figure 4: Historic Resource 8OS01749 - FDOT Bridge No. 920002, facing southwest





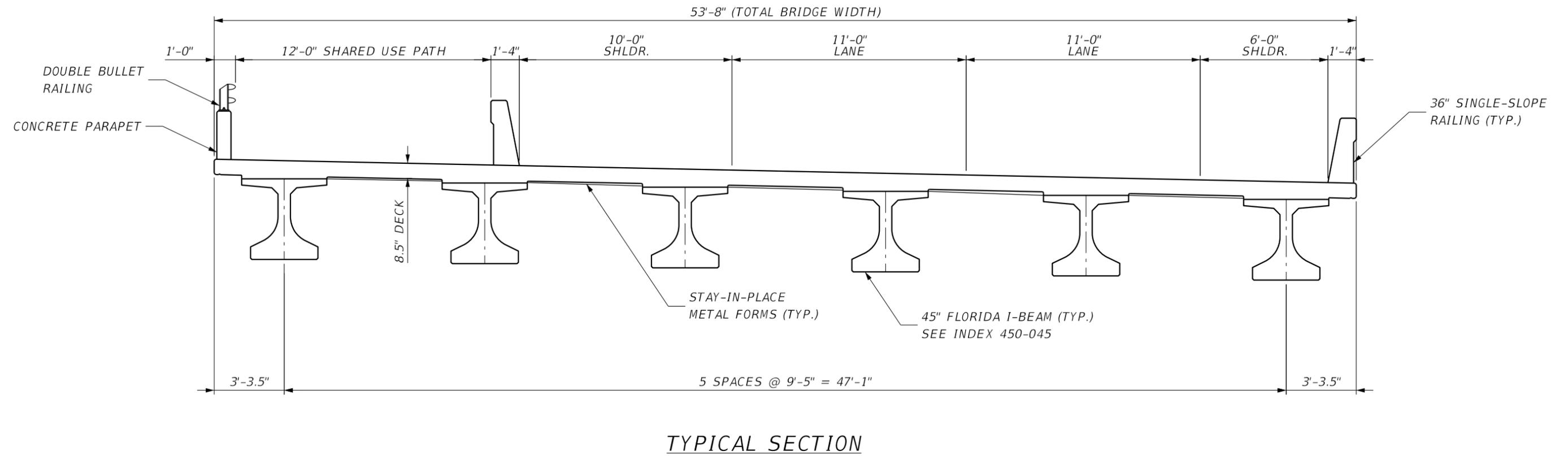
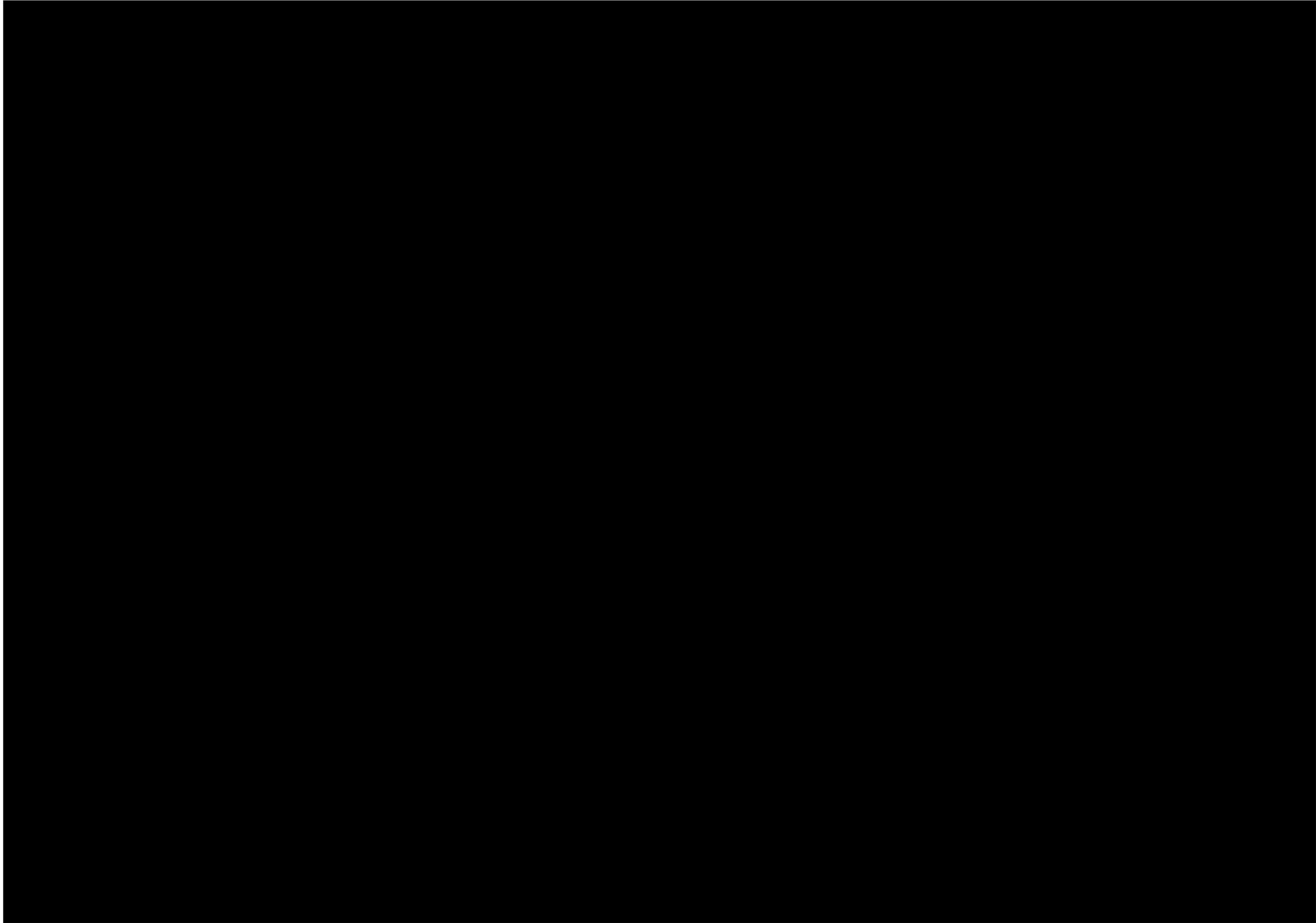
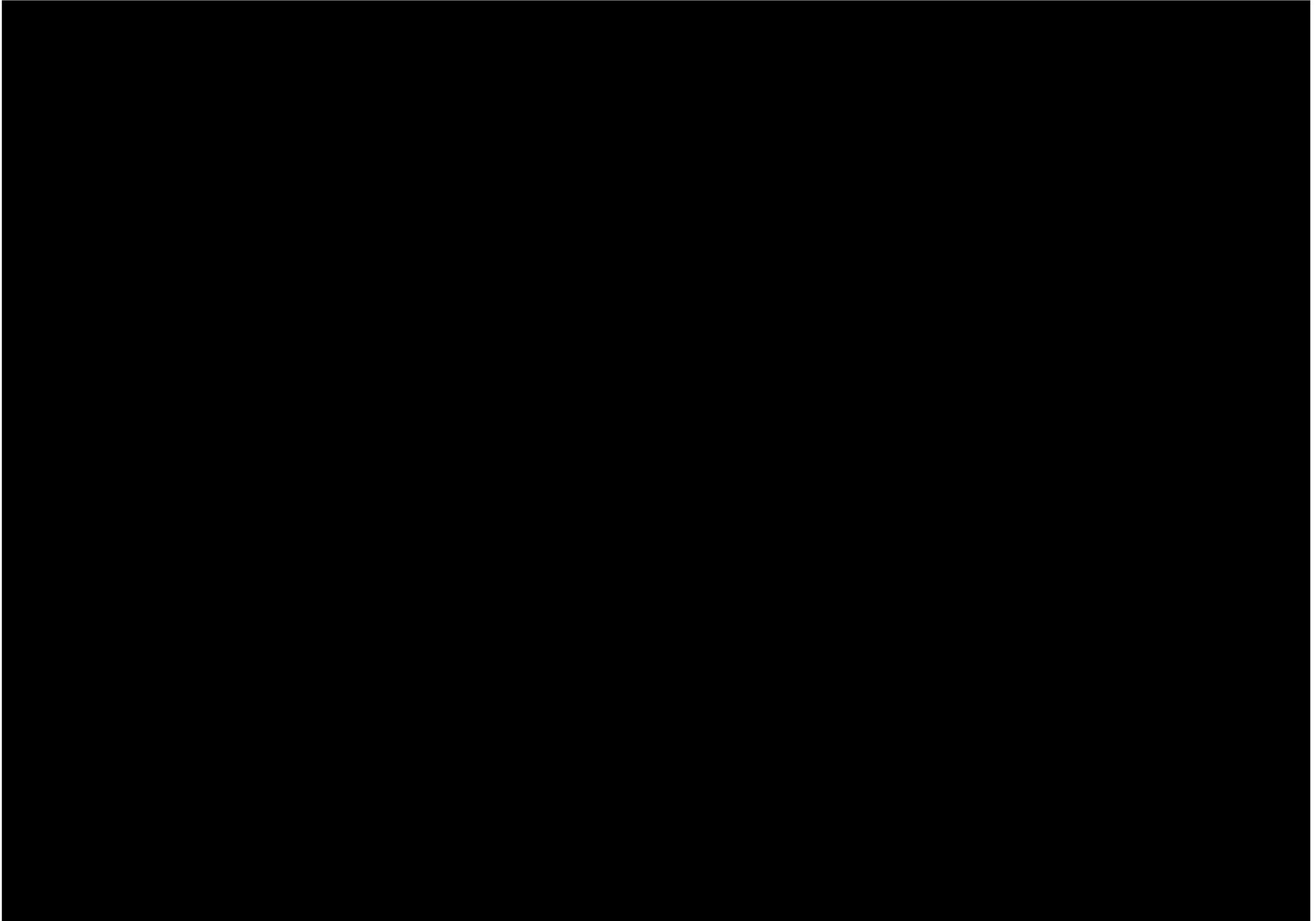
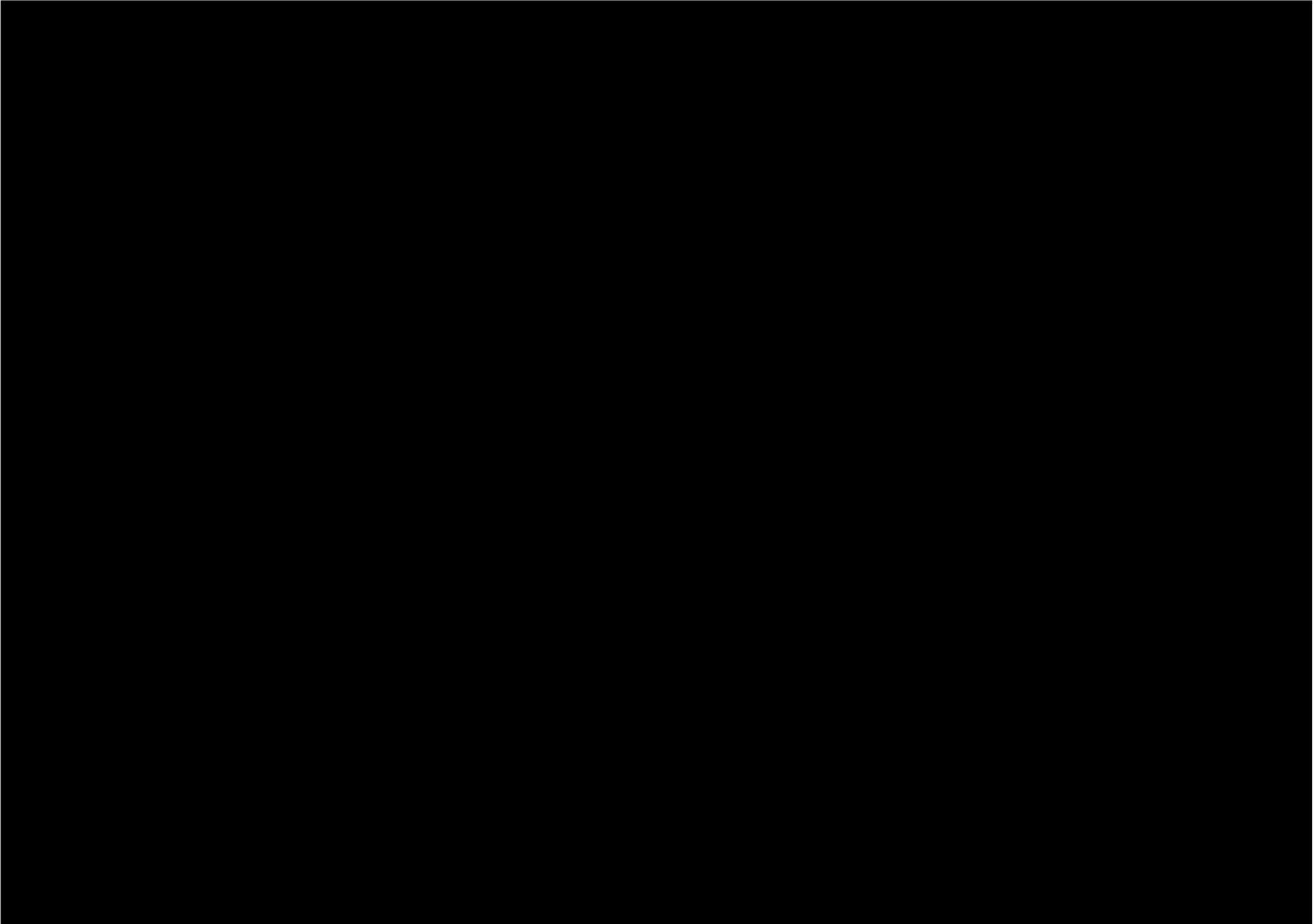


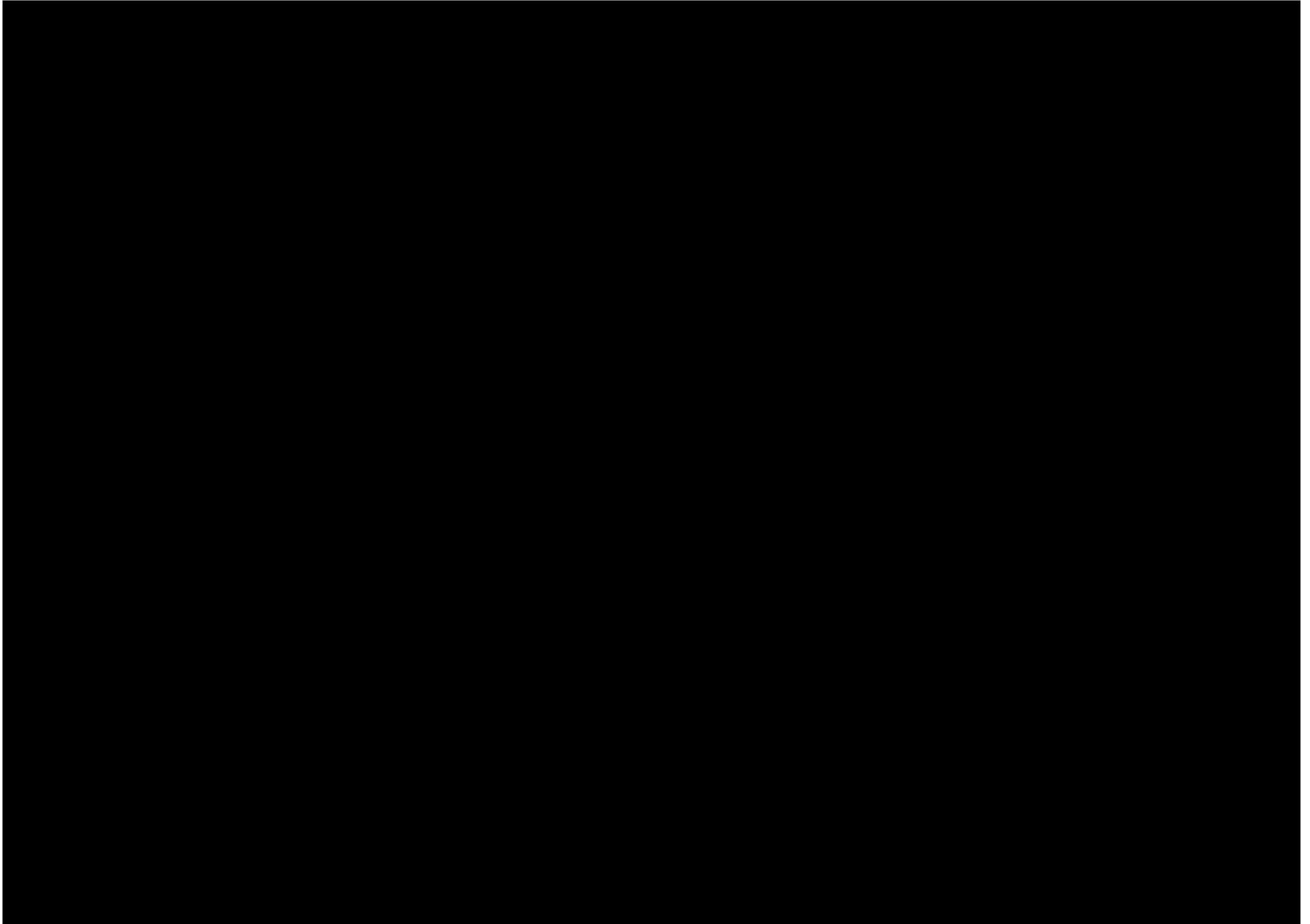
Figure 6: Preferred Alternative Bridge Typical Section













Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, FL 32399-0450

JARED W. PERDUE, P.E.
SECRETARY

October 30, 2024

Alissa S. Lotane
Director and State Historic Preservation Officer
Florida Division of Historical Resources
Florida Department of State
R. A. Gray Building
500 South Bronough Street
Tallahassee, Florida 32399-0250

RE: Section 106 Case Study Report Submission
South Florida Railroad (8OS02540)
US 17/92 (8OS02796)
Orange Blossom Trail Bridges (8OS03182)
South Orange Blossom Trail Bridge (FDOT Bridge No. 92004) (8OS01747)
South Orange Blossom Trail Bridge (FDOT Bridge No. 92003) (8OS01748)
South Orange Blossom Trail Bridge (FDOT Bridge No. 92002) (8OS01749)
CSX Railroad Bridge 1 (8OS03176)
CSX Railroad Bridge 2 (8OS03177)
CSX Railroad Bridge 3 (8OS03178)
US 17/92 FROM IVY MIST LANE TO AVENUE A
Osceola County
FM # 437200-2-22-01
DHR CRAT Number: 2024-5968B

Dear Ms. Lotane,

Enclosed please find a case study report providing an effects evaluation for the above-referenced Project Development and Environment (PD&E) Study for proposed improvements along 3.8 miles (6.1 kilometers) of US 17/92 (US 441/State Road [SR] 600/County Road [CR] 532/Orange Blossom Trail [OBT]) in Osceola County, Florida. The Florida Department of Transportation (FDOT), District 5, is conducting a PD&E Study to evaluate alternatives to widen the existing two-lane US 17/92 roadway to a four-lane divided roadway from Ivy Mist Lane to Avenue A; the project also includes the construction of up to 11 stormwater ponds. Within these project limits, US 17/92 extends through unincorporated areas of Osceola County, including the community of Intercession City and portions of South Florida Water Management District (SFWMD) land. The purpose of this project is to address current and future travel demands and to improve safety and enhance connectivity on this portion of US 17/92.

This project is Federally funded and this study complies with the regulations for implementing NHPA Section 106, found in 36 CFR, Part 800 (*Protection of Historic Properties*). The work was also conducted to comply with Chapter 267 of the Florida Statutes and Rules Chapter 1A-46, Florida Administrative Code. All review work was performed in accordance with Part 2, Chapter 8, of the Florida Department of Transportation's (FDOT) PD&E Manual (revised June 2024), and the Florida Division of Historical Resources' (FDHR) recommendations for such projects, as stipulated in the FDHR's *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards*

and Guidelines for Archeology and Historic Preservation (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act (NHPA) of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended.

A Phase I Cultural Resource Assessment Survey (CRAS) in support of the PD&E Study was completed in November 2021. The CRAS included the original project limits for FDOT project Financial Management (FM) No. 437200-1), which extended from CR 54 (Ronald Reagan Parkway) in Polk County to 1,900 feet (ft) (579.1 meters [m]) west of Poinciana Boulevard at Avenue A in Osceola County, a distance of 5.1 miles (8.2 kilometers). After completion of the CRAS, the project limits were shortened, and an updated FM number assigned (437200-2). The area of potential effect for the current project is bounded by the parcels adjacent to the right-of-way for no more than 328 ft (100 m) from Ivy Mist Lane to Avenue A. The proposed ponds APE included proposed pond footprint with a 100 ft (30.5 m) buffer in each location.

The CRAS and subsequent consultation with your office concluded that there are nine historic properties within the APE (SHPO/FDHR Project File Number 2021-6592). These historic properties include 8OS02796, US 17/92; 8OS03182, South Orange Blossom Trail Bridges; 8OS01747, 8OS01748, and 8OS01749, FDOT Bridge Nos. 920004, 920003, and 920002, respectively; 8OS02540, South Florida Railroad; and 8OS03176, 8OS03177, and 8OS03178, CSX Railroad Bridges 1, 2, and 3, respectively.

As discussed in the enclosed Case Study, the US 17/92 project proposes to replace three of the eligible bridges (8OS01747, 8OS01748, and 8OS01749; FDOT Bridge Nos. 920004, 920003, and 920002, respectively) and remove a section of US Highway 17/92 (8OS02796; also called Orange Blossom Trail). Together, these four properties comprise resource group 8OS03182 (South Orange Blossom Trail Bridges). Because rehabilitation and reuse of these five historic properties is not possible given their current condition, the only reasonable alternative would be replacement. Therefore, it is the opinion of FDOT that the proposed undertaking will adversely affect these four historic properties.

The remaining four historic properties within the APE, the South Florida Railroad (8OS02540) and three CSX Railroad bridges which contribute to it (8OS03176-8OS03178), will remain in place and unaltered by the project. As shown in the proposed plans, the proposed improvements will not diminish the integrity of these historic resources, nor detract from their ability to display the characteristics that make them eligible for listing in the NRHP. It is thus the opinion of FDOT that the undertaking will have no adverse effect on 8OS0240 (South Florida Railroad) and its contributing resources 8OS03176 (CSX Railroad Bridge 1), 8OS03177 (CSX Railroad Bridge 2), and 8OS03178 (CSX Railroad Bridge 3).

Pending concurrence with the effects assessment, FDOT will continue consultation with SHPO and OEM regarding strategies to resolve the adverse effects to 8OS01747-8OS01749, 8OS02796/8PO08622, and 8OS03182. Further consultation will be necessary to develop mitigation for the US 17/92 linear resource. Once appropriate mitigation strategies have been developed in consultation with your office, FDOT's commitment to mitigation will be memorialized in a Memorandum of Agreement.

Additionally, based on the results of the CRAS, the SHPO considers all identified archaeological resources within the US 17/92 ROW (archaeological APE) not contributing to the eligibility of known archaeological resources. Archaeological monitoring was recommended, but the FDOT and OEM will be continuing consultation with the SHPO, the Bureau of Archaeological Research (BAR), and the consulting

Tribal parties pursuant to the requirements of the NHPA concerning the proposed improvements in the vicinity of the Beehive Hill Redeposited (8OS03133) site. This may include the requirement of professional archaeological monitoring during ground-disturbing activities within the boundary of the Beehive Hill Redeposited (8OS03133) site. The requirement for professional archaeological monitoring will also be a stipulation in the MOA.

I respectfully request your concurrence with the findings and recommendations presented in this letter and the enclosed effects assessment. If you have any questions or need further assistance, please contact Catherine Owen, District Cultural Resource Coordinator, at (386) 943-5383 or me at (386) 943-5411.

Based on the review summarized above, FDOT has determined that this project 437200-2-22-01 will result in **Adverse Effect** on historic properties. In accordance with Stipulation III.B. of the Section 106 Programmatic Agreement (PA), this review was conducted by or under the supervision of a person(s) meeting the *Secretary of the Interior's Professional Qualifications Standards (36 C.F.R. Part 61, Appendix A and 48 FR 44716)* in the fields of History, Archaeology, and Architectural History. The Environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by the the FDOT pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated May 26, 2022, and executed by the FHWA and FDOT.

Sincerely,

Electronically signed by Catherine Owen on October 30, 2024

| | |
|---|--------------------------|
| The Florida Division of Historical Resources finds the attached documentation contains sufficient information and concurs with the recommendations and findings provided in this letter for SHPO/FDHR Project File Number 2024-5968B. | |
| SHPO/FDHR Comments | |
|  | |
| FOR | <u>November 20, 2024</u> |
| Signed | Date |
| Alissa S. Lotane, Director State Historic Preservation Officer Florida Division of Historical Resources | |

cc: Lindsay Rothrock, Cultural & Historical Resource Specialist
FDOT Office of Environmental Management

Submitted Documents

- [43720022201-CE2-D5-43720022201-CE2-D5-FM_437200-1-22-01_US_17_and_92_Case_Study_14OCT24-2024-1015.pdf](#)
(Section 106 Case Study Report)
US 17/92_FM_437200-1-22-01_US_17_and_92_Case_Study_14OCT24



MEETING SUMMARY

Meeting Date: November 18, 2024 (Monday) **Time:** 2:00 pm – 3:00pm

Project: US 17/92 Project Development & Environmental (PD&E) Study

FPID: 437200-2-22-01

Subject: Section 106 Consultation Meeting
Mitigation Strategies Discussion with SHPO

I. ATTENDEES

| <u>NAME</u> | <u>Agency</u> |
|------------------|---------------|
| David Graeber | FDOT |
| Lindsay Rothrock | FDOT |
| Cathy Owen | FDOT |
| Alyssa McManus | SHPO |
| Kelly Chase | SHPO |
| Angela Matusik | SEARCH |
| Kate Willis | SEARCH |
| Kevin Freeman | VHB |

II. INTRODUCTION / OBJECTIVE:

The purpose of this meeting was to discuss potential strategies for mitigation due to the potential adverse effect to the US 17/92 Resource Group (8OS02796/8PO08622), South Orange Blossom Trail Bridges Resource group (8OS03182), and three South Orange Blossom Trail Bridges (FDOT Bridge No. 92002-92004) (8OS01747-8OS01749). The meeting began with introduction of the attendees above. FDOT (David) provided a brief intro for the project. The Section 106 Case Study Report was submitted to SHPO in October 2024 and is under review. SHPO (Alyssa) asked FDOT to present their recommendations for mitigation for discussion. She mentioned that SHPO can't concur on the strategies in this meeting, but this discussion will support the MOA development. Once the MOA is submitted, then SHPO would review and consider concurrence.

III. DISCUSSION NOTES:

SEARCH (Kate) initiated the discussion on the mitigation strategies by provided recommendations and reasoning associated with it. A summary of the discussion is identified below.

- Kate identified that the historic US 17/92 bridges were considered a series of concrete, unadorned bridges and engineering characteristics/distinction were not the reasoning for it being historic. Moreover, that it was three, New Deal 1930s depression-era bridges closely spaced to each other was the reasoning for it being considered historic property because as a group they “represent a significant and distinguishable entity” of depression-era bridges.

- Kate mentioned a HAER document would be difficult to complete due to the large format photograph required and accessibility to get proper photographs safely due to the abundance of alligator adjacent to the bridges as well as the inaccessibility of the floodplain with a stable enough vessel to conduct the photography needed.
- Instead, FDOT recommends doing a survey of all remaining historic bridges constructed in the early 20th century throughout FDOT District 5. The exact construction timeline for the historic bridges and the study area reviewed would need to be further discussed if agreed on to make sure it's enough bridges to provide a useful survey.
- Kate mentioned that a historical monument was considered for the corridor but due to the rural, high-speed nature of the corridor it likely wouldn't provide much use and may be difficult to put in a safe location.
- Kate mentioned that a historic narrative about early 20th century transportation in the district, including this corridor, is a possible strategy, but it would duplicate the statewide linear resources guidance/historic context that FDOT Central Office is working on and includes this corridor.
- Kelly noted for mitigation SHPO would like to see a public outreach component in addition to the documentation of the resource.
- Kate mentioned that in addition to the survey, one mitigation strategy could involve development of a brochure of the findings from the FDOT Districtwide historic survey and provide that as an online resource.
- Alyssa mentioned that a HAER document is typically done for this type of resource using drone footage.
- Kate mentioned that not doing the large format photography required in the HAER requirements would not make it an official HAER document and therefore, not able to be on display with the Library of Congress.
- Alyssa noted that there have been a few HAER documents approved across the state that didn't include the large format photography.
- Kate clarified that the documentation in the survey of early 20th century bridges would largely cover the information that is required in a HAER document.
- Alyssa asked roughly how many bridges would be surveyed?
- Kate identified that it would be between 10 – 35 bridges depending on the area identified and timeline determined and further review of the bridge data to determine if the bridges are still present (and not previously replaced).
- Lindsay reiterated that FDOT Central Office (Office of Environmental Management) is working on a survey of post-World War II bridges and that the data SEARCH would be documenting would be outside that effort and could supplement that statewide survey. Lindsay also added that if Drone footage is needed to do a HAER document there are other districts that have resources to do it and could reach out if needed.
- SEARCH (Angela) mentioned for the public educational component, an option is a story map of the project and/or survey and for online information.
- Alyssa plans to have a meeting with Kelly in the next few days to discuss the strategies discussed and will get back to FDOT on SHPO's suggestions.
- FDOT (Cathy) asked SHPO what the best steps forward would be?
- Alyssa stated SHPO would like to see the recommendations in a memo to review the details of the mitigation strategies before the MOA is drafted.
- Kelly concurred with sending the memo concurrent with SHPO's review of the Case Study Report, so SHPO can provide feedback to help with the development of the MOA

IV. Action Items:

- FDOT to prepare a recommendation memo summarizing the recommended mitigation strategies and send to SHPO for review.
- SHPO to review the memo and provide suggestions on the mitigation strategies presented.



FLORIDA DEPARTMENT OF Environmental Protection

Marjory Stoneman Douglas Building
3900 Commonwealth Boulevard
Tallahassee, FL 32399

Ron DeSantis
Governor

Jeanette Nuñez
Lt. Governor

Alexis A. Lambert
Secretary

February 25, 2025

Florida Department of Transportation
c/o Ms. Casey Lyon
719 S. Woodland Blvd.
DeLand, FL 32720

Dear Ms. Lyon,

Thank you for providing the Case Study regarding the South Orange Blossom Trail Bridges resource group (8OS03182), which is comprised of the three NRHP-listed bridges (8OS01747–8OS01749) and removal of the section of US 17/92 (8OS02796). We have reviewed the alternatives under consideration for the widening of US 17/92 from Ivy Mist Lane to Avenue A in Osceola County, specifically the section of the project which crosses FDEP managed land in the vicinity of the Reedy Creek Bridges. Currently, US 17/92 occupies right-of-way within Florida Department of Environmental Protection (FDEP) managed land held in title by the Board of Trustees of the Internal Improvement Trust Fund of the State of Florida (TIITF) based on easements granted to the Florida Department of Transportation (FDOT) in 1935 and 1999. The underlying property was originally donated to the State of Florida by Tufts University with deed restrictions that require no large cypress trees be destroyed (Refer to Figure 1). This property is known as Fletcher Park.

Based on our review of the attached Case Study Report, FDOT has evaluated a No-Build Alternative and six Build Alternatives for the bridge over Reedy Creek. Alternative A is the same alignment and location as the Preferred Alternative approved as part a 1994 Categorical Exclusion which documented the decision to widen US 17/92 across Reedy Creek. The 1994 Preferred Alternative was the basis for the TIIFT easement granted to FDOT in 1999 for the current Reedy Creek Bridge which was constructed in 2001. Of the build alternatives under consideration, only Alternative A (see Figure 3), will maintain the existing FDEP easements and avoid destruction of the large cypress trees that are protected within Fletcher Park.

Further, as discussed in the Section 106 Consultation Case Study Report, the US 17/92 project proposes replacement of the three NRHP-listed bridges (8OS01747–8OS01749) and removal of the section of US 17/92 (8OS02796) that comprise the South Orange Blossom Trail Bridges resource group (8OS03182). Because rehabilitation and reuse of the five historic US 17/92 resources is not possible given their current condition, the only reasonable alternative would be replacement. On November 20, 2024, SHPO concurred with the Section 106 Case Study which documented all available alternatives would result in an adverse effect to these historic US 17/92 resources.

Based on the existing easement for US 17/92 which accommodates the footprint proposed for Alternative A, avoidance of impacts to the surrounding natural habitat including large cypress trees, and the SHPO's concurrence that all available alternatives would result in adverse effects to the historic bridges, the FDEP supports Alternative A for the widening of US 17/92 across Reedy Creek. Further, alternatives that would impact the large cypress trees within the adjacent FDEP property are not supported and should be avoided.

Let me know if you have any questions or need additional information.

Sincerely,



Brad Richardson, Chief
Bureau of Public Land Administration
Division of State Lands, Department of
Environmental Protection, as agent for and on behalf of
Board of Trustees of the Internal Improvement Trust
Fund of the State of Florida



Florida Department of Transportation

RON DESANTIS
GOVERNOR

719 South Woodland Boulevard
DeLand, Florida 32720-6834

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Timothy A. Parsons, Ph.D.,
Director and State Historic Preservation Officer
Florida Division of Historical Resources
Florida Department of State
R.A. Gray Building
500 South Bronough Street
Tallahassee, Florida 32399-0250

Attn: Mr. Clete Rooney Transportation Compliance Review Program

RE: Cultural Resource Assessment Survey
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Dr. Parsons,

Enclosed please find one copy of the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

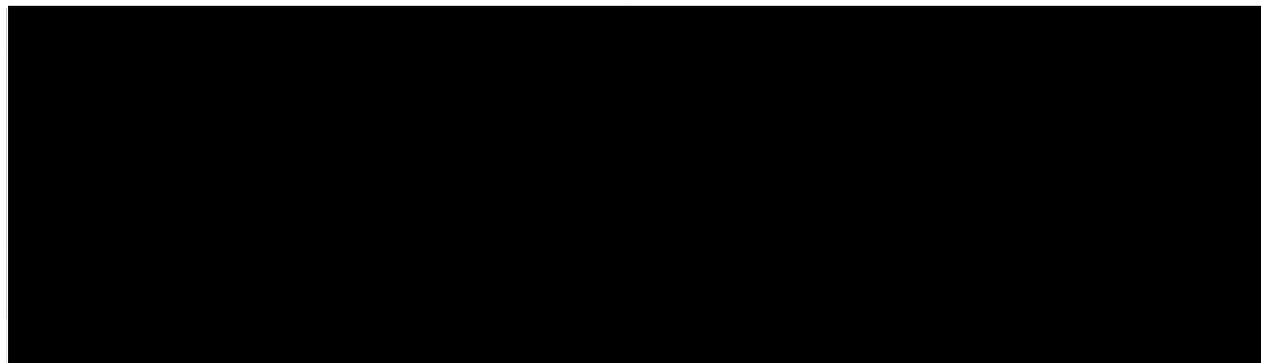
This CRAS was conducted in accordance with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act (NHPA) of 1966, as amended, including Section 106 (54 U.S.C. §306108), the Archaeological and Historic Preservation Act of 1979, as amended, 36 CFR Part 800 (Protection of Historic Properties), and

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Dr. Parsons, SHPO
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November 3, 2021
Page 2

all laws, regulations, and guidelines promulgated by the State of Florida governing cultural resources work, in particular Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual (revised July 2020), FDOT's Cultural Resources Management Handbook, and the standards stipulated in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation* (48 FR 44716-42).

The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.



FDOT prepared a draft Archaeological Survey Plan to resume fieldwork within the Area of Exclusion and submitted this document to the SHPO and the BAR for review and comment and to solicit any concerns and/or considerations regarding the proposed survey plan. In compliance with Chapter 872, Florida Statutes, and Section 106 of the National Historic Preservation Act (NHPA), the survey plan was also distributed to the five Federally recognized Indian Tribes affiliated with Florida. Project background and status information was also provided.

All previously and newly identified archaeological resources within the US 17/92 project limits are considered ineligible for listing in the NRHP. However, the FDOT will continue consultation

Dr. Parsons, SHPO
FM # 437200-1-22-01
November 3, 2021
Page 3

with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida concerning the proposed improvements in the vicinity of Beehive Hill Redeposited (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

The architectural survey resulted in the identification and evaluation of 91 historic resources within the US 17/92 APE, including 23 previously recorded resources and 68 newly recorded resources. The previously recorded historic resources include three linear resources, three bridges, and 17 structures. The newly recorded historic resources include two resource groups, three bridges, and 63 structures.

One previously recorded resource, the South Florida Railroad (8OS02540), was determined by the SHPO to be eligible for listing in the NRHP on September 6, 2019, under Criterion A for its association with commerce and transportation and under Criterion B for its association with Henry Plant. Of the remaining 22 previously recorded resources, 17 (8OS01733-8OS01738, 8OS01741-8OS01745, 8PO07156-8PO07157, 8PO07718, 8PO08198-8PO08200) were determined ineligible for the NRHP by the SHPO. The SHPO has not evaluated Resources 8OS01747 through 8OS01749. The remaining two resources identified within the project APE (8OS02567 and 8OS02796) had been previously recorded elsewhere in Osceola County but not evaluated within the current APE.

Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

Given the results of the CRAS, it is the opinion of FDOT that the proposed US 17/92 improvements project will have no effect on archaeological resources listed or eligible for listing in the NRHP. No further archaeological work is recommended. However, [REDACTED] interagency consultation concerning proposed improvements in the vicinity of Beehive Hill Redeposited (8OS03133) will continue.

Pending your concurrence with the eligibility recommendations for historic resources presented in the CRAS, a separate Section 106 case study will be prepared to evaluate project-related effects. The resolution of project-related effects, if any, will be the subject of further agency consultation.

Dr. Parsons, SHPO
FM # 437200-1-22-01
November 3, 2021
Page 4

This CRAS is being provided concurrently to the Federally recognized Indian Tribes affiliated with Florida.

I respectfully request your concurrence with the findings of the enclosed report.

If you have any questions or need further assistance, please contact Catherine Owen, District Cultural Resource Coordinator, at (386) 943-5383 or me at (386) 943-5411.

Sincerely,



William G. Walsh
Environmental Manager
FDOT, District Five

Cc: Lindsay Rothrock, FDOT OEM

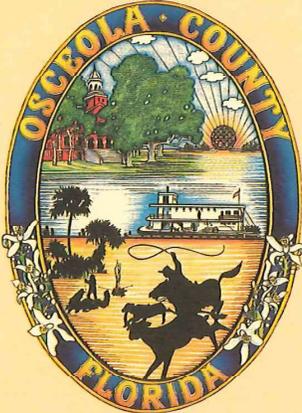
The Florida State Historic Preservation Officer finds the attached Cultural Resource Assessment Survey Report complete and sufficient and concurs / does not concur with the recommendations and findings provided in this cover letter for SHPO/FDHR Project File Number 2021-6592. Or, the SHPO finds the attached document contains _____ insufficient information.

In accordance with the Programmatic Agreement among the ACHP, SHPO and FDOT Regarding Implementation of the Federal-Aid Highway Program in Florida, if providing concurrence with a finding of No Historic Properties Affected for a project as a whole, or to No Adverse Effect on a specific historic property, SHPO shall presume that FDOT may approve the project as de minimis use under Section 4(f) under 23 CFR 774.

SHPO Comments: We look forward to further consultation on this project.

_____ 12/9/2021
Date

for Timothy A. Parsons, PhD, Director
Florida Division of Historical Resources



**BOARD
OF
COUNTY
COMMISSION**

*District I
Charles Owen*

*District II
Jim Swan*

*District III
John Pate*

*District IV
Larry Whaley*

*District V
Chuck Dunnick*

*County Manager
William J. Goaziou*

*County Attorney
Neal Bowen*

**Osceola
County**

17 S. Vernon Ave.
Kissimmee, FL
34741-5488
(407) 847-1200
Fax (407) 847-1509

April 18, 1994

Environmental Management Office
Florida Department of Transportation
710 South Woodland Boulevard
Deland, Florida 32720

To whom it may concern,

I enclose herewith a certified copy of a Resolution which was adopted by the Osceola Board of County Commissioners at the regular meeting of April 11, 1994.

A Resolution relating to provision of assistance and cooperation to the Florida Department of Transportation in preservation of cypress tree stands in the Fletcher State Park Area; providing for an offer of cooperation and assistance to the Department in acquiring mitigation properties necessary for the preservation of cypress tree stands; providing for direction to the County Manager to coordinate efforts with the Department; providing for a certified copy of this Resolution to be transmitted to the Department; and providing for an effective date.

For your reference the following information is provided:

William J. Goaziou, County Manager
17 South Vernon Avenue, Room 117
Kissimmee, Florida 34741
(407) 847-1250

Respectfully,

Paula J. Carpenter
Paula J. Carpenter,
Deputy Clerk of the Board

enclosure
/pjc

RECEIVED

APR 19 1994

Dept. of Transportation
P.D. & E.

STATE OF FLORIDA
COUNTY OF OSCEOLA

I, WILLIAM J. GOAZIOU, County Manager and Ex-Officio Clerk of the Board of County Commissioners, County of Osceola, Florida, DO HEREBY CERTIFY that the attached and foregoing is a true and correct copy of a Resolution of the Board of County Commissioners, adopted at the regular meeting of April 11, 1994, relating to provision of assistance and cooperation to the Florida Department of Transportation in preservation of cypress tree stands in the Fletcher State Park Area; providing for an offer of cooperation and assistance to the Department in acquiring mitigation properties necessary for the preservation of cypress tree stands; providing for direction to the County Manager to coordinate efforts with the Department; providing for a certified copy of this Resolution to be transmitted to the Department; and providing for an effective date.

IN WITNESS WHEREOF, I have here unto set my hand and affixed my official seal at Kissimmee, Florida, this the 14 day of April A.D. 1994.

WILLIAM J. GOAZIOU, County Manager
EX-Officio Clerk of the Board of
County Commissioners of Osceola
County, State of Florida.

By: Paula J. Carpenter
Paula J. Carpenter, Deputy Clerk
Recording Secretary to the BCC



RESOLUTION

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF OSCEOLA COUNTY, FLORIDA, RELATING TO PROVISION OF ASSISTANCE AND COOPERATION TO THE FLORIDA DEPARTMENT OF TRANSPORTATION IN PRESERVATION OF CYPRESS TREE STANDS IN THE FLETCHER STATE PARK AREA; PROVIDING FOR AN OFFER OF COOPERATION AND ASSISTANCE TO THE DEPARTMENT IN ACQUIRING MITIGATION PROPERTIES NECESSARY FOR THE PRESERVATION OF CYPRESS TREE STANDS; PROVIDING FOR DIRECTION TO THE COUNTY MANAGER TO COORDINATE EFFORTS WITH THE DEPARTMENT; PROVIDING FOR A CERTIFIED COPY OF THIS RESOLUTION TO BE TRANSMITTED TO THE DEPARTMENT; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, the Florida Department of Transportation has undertaken a project for the construction of a new Reedy Creek Bridge as part of U.S. Highway 17-92 improvements in Osceola County, Florida; and

WHEREAS, the Florida Department of Transportation, as part of the project, is attempting to minimize the removal of, and damage to, ancient cypress trees located in and around Fletcher State Park in Osceola County near the Reedy Creek Bridge construction site; and

WHEREAS, it is in the best interest of the people of Osceola County and the State of Florida that the said cypress trees be protected; and

WHEREAS, protection of the said cypress trees may require the Florida Department of Transportation to design a bifurcated four-lane bridge and bridge alignment in order to protect and preserve the said cypress trees; and

WHEREAS, this bifurcated design may result in small additional impacts to the wetlands and wildlife habitat in the area of Reedy Creek; and

WHEREAS, the protection of the said ancient cypress trees constitutes an overriding public interest which shall warrant the minimal additional impacts to wetlands and wildlife habitat in the Reedy Creek area; and

WHEREAS, the said efforts to protect the said cypress trees may require the Florida Department of Transportation to acquire additional mitigation properties above those which would be

required for a non-bifurcated bridge alignment;

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Osceola County, Florida, that:

Section 1. Recitals. The above recitals are true and correct, and are incorporated herein.

Section 2. Cooperation and Assistance. The Board of County Commissioners desires to assist the Florida Department of Transportation in protection of the said valuable cypress tree resources located in the area of Fletcher State Park, and desires to cooperate with and assist the Florida Department of Transportation in acquiring suitable mitigation properties in Osceola County, should such mitigation properties be necessary for protection of cypress tree resources in Osceola County.

Section 3. County Manager To Coordinate. William J. Goaziou, County Manager, is directed to coordinate communication and cooperation with the Florida Department of Transportation in furtherance of the Department's efforts to preserve cypress tree resources in the Fletcher State Park area.

Section 4. Certified Copy To Be Provided. The Recording Secretary is directed to provide a certified copy of this Resolution, as well as the mailing address and telephone number of the County Manager, to the Environmental Management Office, Florida Department of Transportation, 719 South Woodland Boulevard, Deland, Florida 32720.

Section 5. Effective Date. This Resolution shall take effect upon adoption.

PASSED AND ADOPTED this eleventh day of April, 1994.



BOARD OF COUNTY COMMISSIONERS
OF OSCEOLA COUNTY, FLORIDA

By: Charles Owen
Charles Owen, Chairman

This 11th day of April, 1994.

ATTEST:

Paula J. Carpenter
Clerk/Deputy Clerk of the Board

cypress.res

RESOLUTION #23-235R

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF OSCEOLA COUNTY, FLORIDA, RELATING TO FLETCHER PARK; PROVIDING FOR PROTECTION OF FLETCHER PARK IN THE DESIGN PROCESS FOR U.S. HWY 17-92/SR 600 WIDENING; PROVIDING FOR COORDINATION WITH THE FLORIDA DEPARTMENT OF TRANSPORTATION IN PROVIDING ACCESS AND PARKING FOR FLETCHER PARK; PROVIDING FOR A CERTIFIED COPY OF THIS RESOLUTION TO BE TRANSMITTED TO THE FLORIDA DEPARTMENT OF TRANSPORTATION; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, Austin B. Fletcher, President of the Board of Trustees of Tufts University, bequeathed approximately 38 acres of cypress forest in Osceola County to Tufts University in 1923;

WHEREAS, in 1935 the Tufts Board of Trustees donated said cypress forest to the State of Florida, "(f)or the purpose and on the condition that the said land shall be forever used for park purposes and that the large cypress trees thereon shall be preserved as a heritage to future generations." Subsequently the land became known as Fletcher Park; and

WHEREAS, the Florida Department of Transportation (FDOT) undertook a project in the late 1990s/early 2000s to design and construct a new Reedy Creek Bridge as part of U.S. Highway 17-92/State Road (SR) 600 improvements in Osceola County, and said design would encroach into Fletcher Park; and

WHEREAS, FDOT desired to minimize removal of, or damage to, ancient cypress trees located in and around Fletcher Park; and

WHEREAS, the Board of County Commissioners adopted a Resolution on April 11, 1994, recognizing that it is in the best interest of the people of Osceola County and the State of Florida that the ancient cypress trees in Fletcher Park be protected; and

WHEREAS, to protect and preserve said trees, FDOT designed a bifurcated four-lane bridge alignment, which resulted in minimal removal of trees; and

WHEREAS, in conjunction with that project, in 1999 the Florida Department of Environmental Protection and FDOT requested that the Board of Trustees of the Internal Improvement Trust Fund approve a Modification of Restrictions to allow FDOT to encroach on Fletcher Park and remove the trees;

WHEREAS, such Modification of Restrictions was approved based upon FDOT’s agreement to donate to the Board of Trustees two parcels of land totaling approximately 5.6 acres adjacent to Fletcher Park, to provide access and parking for Fletcher Park; and

WHEREAS, FDOT presently is conducting a Project Development and Environment (PD&E) Study for further widening of U.S. Highway 17-92/SR 600.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners that:

Section 1. Recitals. The above recitals are true and correct and are incorporated herein.

Section 2. Road Alignment. A road alignment that encroaches further into Fletcher Park would have an extraordinary negative impact on the ancient cypress trees therein.

Section 3. Support for Fletcher Park. The Board of County Commissioners reaffirms that preserving Fletcher Park is in the best interest of the people of Osceola County and the State of Florida, and protection of the ancient cypress trees constitutes an overriding public interest.

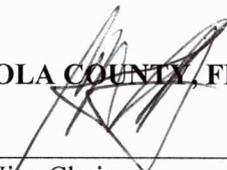
Section 4. Access and Parking for Fletcher Park. The Board of County Commissioners desires to coordinate with FDOT to provide access and parking for Fletcher Park on the parcels adjacent to Fletcher Park that are owned by FDOT.

Section 5. Certified Copy to be Provided. A certified copy of this Resolution shall be provided to the Florida Department of Transportation, District 5, 719 South Woodland Boulevard, DeLand, Florida 32720.

Section 6. Effective Date. This Resolution shall take effect upon adoption.

PASSED AND ADOPTED this 18th day of December, 2023.

OSCEOLA COUNTY, FLORIDA

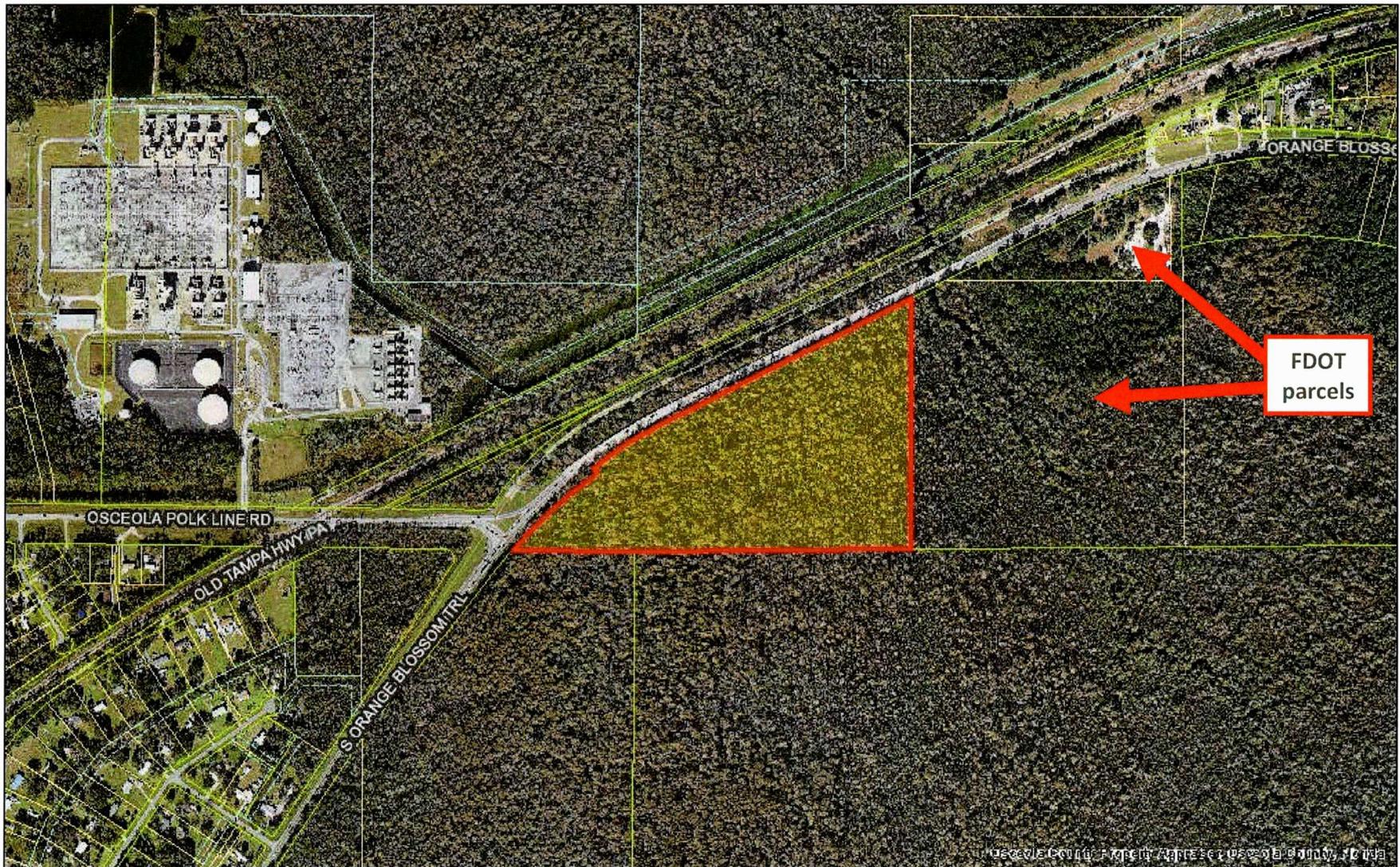
By: 
Chair/Vice Chair
Board of County Commissioners

ATTEST:
OSCEOLA COUNTY CLERK OF THE BOARD

By: 
Clerk/ Deputy Clerk of the Board

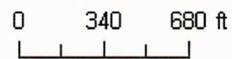
As authorized for execution at the Board of
County Commissioners meeting of:
12/18/2023
Resolution #23-235R





Fletcher Park

Date Generated: 11/7/2023



This map was prepared for the Osceola County Property Appraiser's Office. It is made to be used for the function of this office only. It is not to be used for conveyance, nor is it a survey.



Katrina S. Scarborough, CFA, CCF, MCF
Osceola County Property Appraiser

**MEMORANDUM OF AGREEMENT
BETWEEN THE FLORIDA DEPARTMENT OF TRANSPORTATION AND
THE FLORIDA STATE HISTORIC PRESERVATION OFFICER
REGARDING THE US HIGHWAY 17/92 (US 17/92) FROM IVY MIST
LANE TO AVENUE A PROJECT IN OSCEOLA COUNTY, FLORIDA**

This Memorandum of Agreement (MOA) is made and entered into between the Florida Department of Transportation (FDOT) and Florida State Historic Preservation Officer (SHPO), pursuant to the following:

WHEREAS, Pursuant to 23 United States Code (U.S.C.) § 327 and the implementing Memorandum of Understanding (MOU) executed on May 26, 2022, the FDOT has assumed Federal Highway Administration's (FHWA) responsibilities under the National Environmental Policy Act (NEPA) for highway projects on the State Highway System (SHS) and Local Agency Program (LAP) projects off the SHS; and

WHEREAS, in accordance with the MOU, FDOT's assumption of FHWA's responsibilities under NEPA for highway projects includes assumption of responsibilities for compliance with 36 CFR Part 800, regulations implementing Section 106 of the National Historic Preservation Act (54 U.S.C. § 306108); and

WHEREAS, FDOT executed a Section 106 Programmatic Agreement among the FHWA, the FDOT, the Advisory Council on Historic Preservation (ACHP), and the SHPO regarding the implementation of the Federal-Aid Highway Program in Florida on September 27, 2023 (2023 PA); and

WHEREAS, FDOT will provide federal financial assistance for the US17/92 Ivy Mist Lane to Avenue A Project, Financial ID No. 437200-2-22-01 (**Project**); and

WHEREAS, FDOT has determined that the **Project** represents an undertaking in accordance with 36 CFR § 800.3(a); and

WHEREAS, FDOT has defined the **Project's** area of potential effects (APE) as the maximum proposed right-of-way (ROW) and the back or side property lines of parcels adjacent to the ROW for no more than 328 ft (100m) and proposed pond construction with a 100 ft (30.5 m) buffer for each pond; and

WHEREAS, FDOT has identified the South Florida Railroad (8OS02540), the CSX Railroad Bridges 1, 2, and 3 (8OS03176, 8OS03177, and 8OS03178, respectively), [REDACTED] and the South Orange Blossom Trail Bridges (8OS03182) resource group and its contributing resources (US 17/92 [8OS02796] and FDOT Bridge Nos. 920004, 920003, and 920002 [8OS01747, 8OS01748, and 8OS01749, respectively]), within the **Project's** APE; and

WHEREAS, FDOT has consulted with the SHPO pursuant to the requirements of 36 CFR Part 800 and has determined that the **Project** will have an adverse effect on the South Orange Blossom Trail Bridges (8OS03182) resource group and contributing resources 8OS02796, 8OS01747,

8OS01748, and 8OS01749, which are eligible for listing in the National Register of Historic Places (NRHP); and

WHEREAS, FDOT has consulted with the SHPO pursuant to the requirements of 36 CFR Part 800 and has determined that the **Project** will have no adverse effect on the South Florida Railroad (8OS02540) and CSX Railroad Bridges 1, 2, and 3 (8OS03176, 8OS03177, and 8OS03178, respectively); and

WHEREAS, pursuant to Section 4(f) of the U.S. Department of Transportation Act, FDOT has determined that proposed mitigation measures presented herein will result in a net benefit to the South Orange Blossom Trail Bridges (8OS03182) resource group and contributing Orange Blossom Trail (8OS02796) road segment by returning them to an operational state and restoring them to their historic use as transportation facilities while preserving the characteristics that qualify them for listing on the NRHP; and

WHEREAS, FDOT has consulted with the Miccosukee Tribe of Indians of Florida, the Muscogee (Creek) Nation, the Poarch Band of Creek Indians, the Seminole Tribe of Florida (STOF), and the Seminole Nation of Oklahoma regarding the effects of the **Project** on historic properties and has invited them to sign this MOA as concurring parties; and



WHEREAS, FDOT has consulted with the Florida SHPO and the Certified Local Government representative for Osceola County regarding the effects of the **Project** on historic properties; and

WHEREAS, FDOT has provided opportunities for public review and comment regarding the effects of the **Project** on historic properties, as appropriate; and

WHEREAS, in accordance with 36 CFR § 800.6(a)(1) FDOT has notified the ACHP of the adverse effect determination with specified documentation and has invited the ACHP to comment and participate in consultation, and the ACHP has chosen not to participate pursuant to 36 CFR § 800.6(a)(1)(iii); and

NOW, THEREFORE, FDOT and the SHPO agree that the **Project** shall be implemented in accordance with the following stipulations to take into account the effect of the **Project** on historic properties.

STIPULATIONS

FDOT shall ensure that the following measures are carried out:

I. ARCHITECTURAL HISTORY SURVEY OF TWENTIETH CENTURY BRIDGES

A. Conduct survey of up to 35 bridges constructed between 1900 and 1945 located within District Five that are owned or maintained by FDOT, and municipal and county owned bridges that may utilize federal or state highway funds for maintenance and/or improvement projects. The survey will be completed within five (5) years from MOA execution and follow SHPO

guidance and standards promulgated by Florida Department of Historical Resources (FDHR) current at the time of proposed survey.

B. Develop a revised historic context on transportation development in District Five between 1900 and 1945. The historic context will include the development history of the Orange Blossom Trail including the South Orange Blossom Trail Bridges (8OS03182) resource group and its contributing resources.

C. Address all surveyed bridges in a report, including significance recommendations according to NRHP evaluation criteria, and complete Florida Site Master Forms according to the current FDHR guidance and standards, at the time of survey.

D. Provide SHPO an opportunity to review and comment on the proposed methodology and survey plan, subject bridge list, survey report and historic context content, and other aspects associated with the development and execution of this stipulation. Unless otherwise agreed upon by the parties, review and comment period will follow Stipulation VIII of this agreement.

II. PUBLICALLY AVAILABLE HISTORIC INTERPRETATION

A. Collect visual documentation including but not limited to existing conditions photography and videography of the South Orange Blossom Trail Bridges (8OS03182) resource group, contributing resources 8OS02796, 8OS01747, 8OS01748, and 8OS01749, and the surrounding corridor, which will be utilized in the production of the historic interpretation materials, prior to initiation of construction and demolition activities.

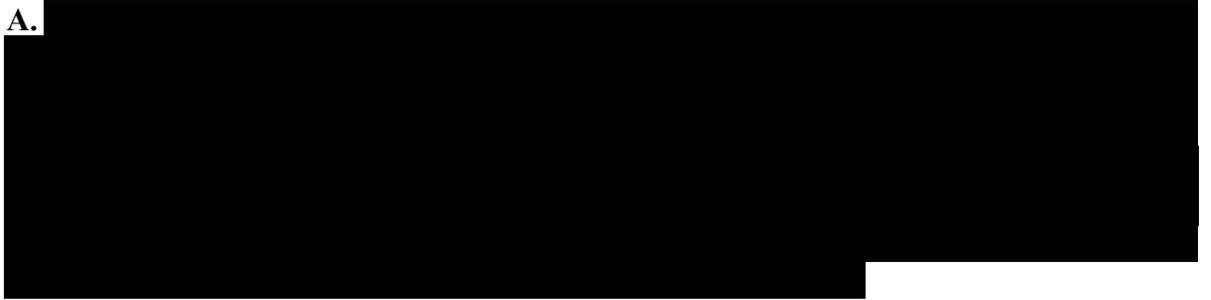
B. Within five years of MOA execution, host information about Resource 8OS03182 and its contributing resources on the Project Map, a GIS-based story map within the department's website *Preservation and Progress*.

C. Develop language that highlights the significance of Resource 8OS03182 to be presented with current photographs, and if available, historic photographs, in the story map.

D. Provide SHPO an opportunity to review the resource content prior to finalization in the story map. Unless otherwise agreed upon by the parties, review and comment period will follow Stipulation VIII of this agreement.

III. ARCHAEOLOGICAL MONITORING

A.



B. Supporting documentation for the SOI qualified archaeological monitor(s) will be provided to the FDOT Office of Environmental Management (OEM) prior to monitoring initiation.

C. FDOT will submit a monitoring report to OEM, the SHPO, and other appropriate consulting parties within 90 days of completion of the monitoring effort for review and comment in accordance with Stipulation VIII of this agreement.

IV. PROFESSIONAL STANDARDS

All archaeological and historic preservation work carried out pursuant to this Agreement shall be conducted by, or under the direct supervision of, a person or persons meeting the Secretary of the Interior's Professional Qualification Standards for Archaeology and Historic Preservation as set forth at 62 FR 33708-33723 (June 20, 1997) and in accordance with 36 CFR 800.2(a)(1).

V. DURATION

This Memorandum of Agreement (MOA) will conclude upon satisfactory completion of all its terms and conditions or expire within ten (10) years from the date of execution or upon Construction Final Acceptance, whichever comes first, if the FDOT has not completed all the terms and conditions within the MOA. Prior to expiration, the parties must agree to extend the timeframe for fulfillment of the terms by letter agreement.

VI. MOA DOCUMENTATION

A. The FDOT shall provide a summary of actions carried out pursuant to this MOA to the FDOT Office of Environmental Management (OEM) annually. The reporting period shall be the fiscal year from July 1st to June 30th and the summary shall describe the status of mitigation activities and, as applicable, any issues that may affect the ability of the FDOT to continue to meet the terms of this MOA, any disputes and objections received, and how they were resolved.

B. A Notice of Fulfillment will be prepared to summarize the implementation of the MOA after all stipulations have been fulfilled. This document will be submitted to OEM and SHPO within six (6) months after completion of all MOA stipulations in accordance with Stipulation VIII of this agreement.

VII. POST-REVIEW DISCOVERIES

A. If properties are discovered that may be historically significant, or if unanticipated effects on historic properties are found, FDOT shall implement the Post Review Discovery Plan established in Stipulation IX of the 2023 PA.

B. In the unlikely event that human skeletal remains or associated burial artifacts are uncovered within the project area during construction, all work in that area must stop. The individual in charge of the activity that leads to the discovery must notify the Project Engineer and the FDOT District 5 Cultural Resources Coordinator per Stipulation X of the 2023 PA. The discovery must be reported to local law enforcement and the appropriate medical examiner. The medical examiner will determine whether the State Archaeologist should be contacted per the requirements of Section 872.05, Florida Statutes, and Rule 1A-44.004, Florida Administrative Code (FAC).

VIII. REVIEW STIPULATION

FDOT shall afford the SHPO and other consulting parties, including the federally recognized Tribes affiliated with Florida, a thirty (30) day period for review and comment following the receipt of delivery of those submittals and reviews described above. If no comments are received by FDOT at the end of these thirty (30) days, FDOT will presume there are no objections. Any objections to the findings or plans proposed in these submittals will be addressed in accordance with Stipulation IX, below.

IX. DISPUTE RESOLUTION

Should any signatory to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, FDOT shall consult with such party to resolve the objection. If FDOT determines that such objection cannot be resolved, FDOT will:

A. Forward all documentation relevant to the dispute, including FDOT's proposed resolution, to the ACHP. The ACHP shall provide FDOT with its advice on the resolution of the objection within thirty (30) days of receiving adequate documentation. Prior to reaching a final decision on the dispute, FDOT shall prepare a written response that considers any timely advice or comments regarding the dispute from the ACHP, signatories, and concurring parties, and provide them with a copy of this written response. FDOT will then proceed according to its final decision.

B. Make a final decision on the dispute and proceed accordingly if the ACHP does not provide its advice regarding the dispute within thirty (30) days. Prior to reaching such a final decision, FDOT shall prepare a written response that considers any timely comments regarding the dispute from the signatories to the MOA, and provide them and the ACHP with a copy of the written response.

C. Fulfill its responsibility to carry out all other actions subject to the terms of this MOA that are not the subject of the dispute.

X. AMENDMENTS

This MOA may be amended when such an amendment is agreed to in writing by all signatories. All signatories must signify their acceptance of the proposed changes to the MOA in writing within thirty (30) days of their receipt. The amendment will be effective on the date a copy signed by all signatories is filed with the ACHP. In accordance with 36 CFR § 800.6(b)(7), if the ACHP was not a signatory to the original agreement and the signatories execute an amended agreement, FDOT shall file the amended agreement with the ACHP.

XI. TERMINATION

If any signatory to this MOA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other signatories in an effort to amend the MOA per Stipulation IX, above. If within thirty (30) days (or another time agreed to by all signatories) an amendment cannot be reached, any signatory may terminate the MOA upon written notification to the other signatories.

Once the MOA is terminated, and prior to work continuing on the **Project**, FDOT must either (a) execute an MOA pursuant to 36 CFR § 800.6 or (b) request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. FDOT shall notify the signatories as to the course of action it will pursue.

Execution of this MOA by FDOT and SHPO and implementation of its terms is evidence that FDOT has taken into account the effects of this undertaking on historic properties per the requirements of Section 106 (Public Law 113-287 [Title 54 U.S.C. 306108]), and 36 CFR Part 800 (Protection of Historic Properties).

SIGNATORIES:

FLORIDA STATE HISTORIC PRESERVATION OFFICER

Alissa S. Lotane
Director, Division of Historical Resources
State Historic Preservation Officer

Date _____

FLORIDA DEPARTMENT OF TRANSPORTATION

Jennifer Marshall, P.E.
Director, Office of Environmental Management

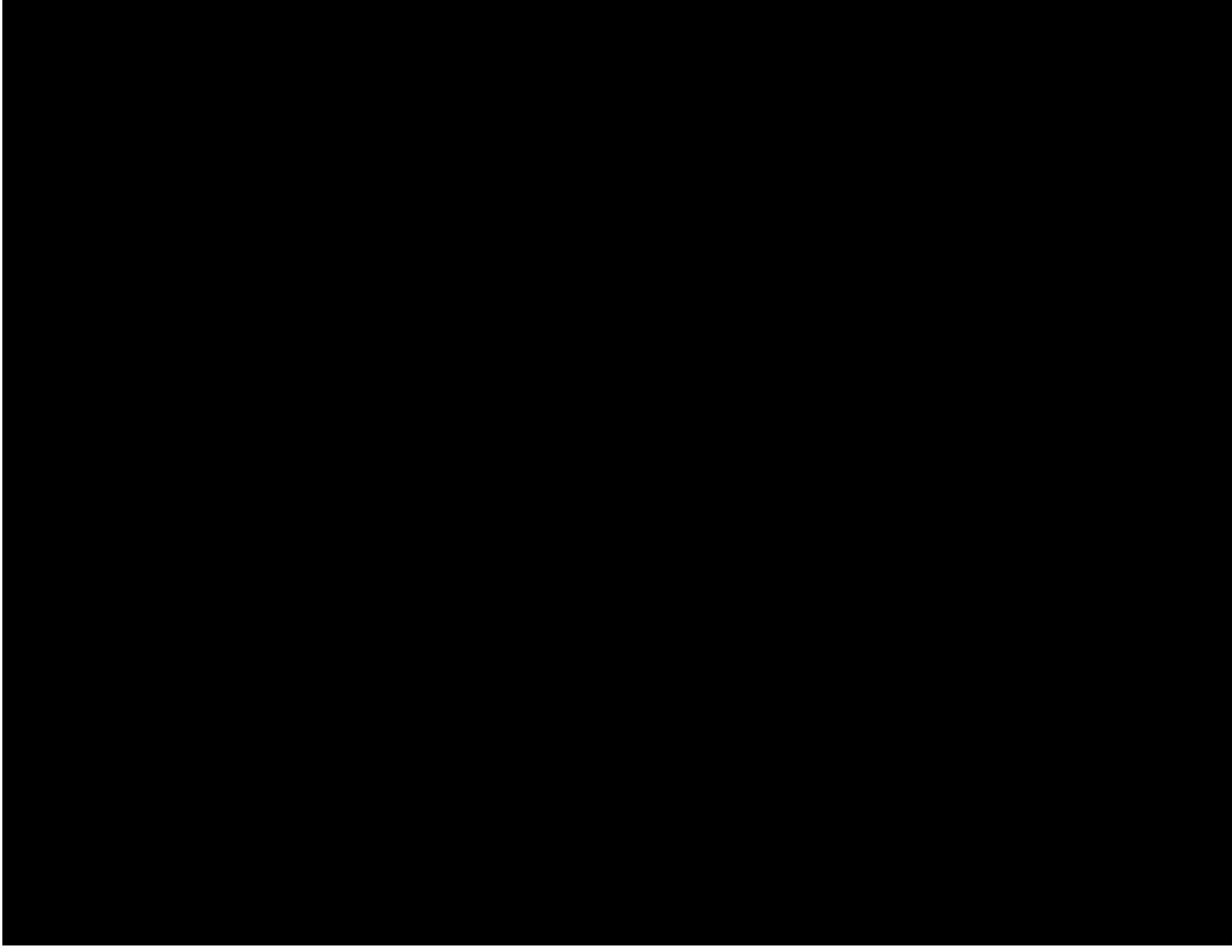
Date _____

CONCURRING PARTIES:

FLORIDA DEPARTMENT OF TRANSPORTATION, DISTRICT 5

James S. Stroz, Jr., P.E.
Director, Transportation Development

Date _____



Tribal Coordination - CRAS



Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, Florida 32399

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Mr. Bradley Mueller
Compliance Review Supervisor
Tribal Historic Preservation Office
Seminole Tribe of Florida
30290 Josie Billie Highway, PMB 1004
Clewiston, FL 33440
THPOCompliance@semtribe.com

RE: Cultural Resource Assessment Survey
Project Development and Environment (PD&E) Study
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Mr. Mueller,

In the email accompanying this letter, please find a link where you may download the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

This CRAS was conducted in accordance with the requirements set forth in Section 106 of the National Historic Preservation Act of 1966, as amended, found in 36 CFR Part 800 (Protection of Historic Properties). The studies also comply with Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual

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Mr. Mueller
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(revised July 2020), FDOT's Cultural Resources Management Handbook, and the standards stipulated in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation* (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended.

The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] FDOT prepared a draft Archaeological Survey Plan to resume fieldwork within the Area of Exclusion and submitted this document to the SHPO and the BAR for review and comment and to solicit any concerns and/or considerations regarding the proposed survey plan. In compliance with Chapter 872, Florida Statutes, and Section 106 of the National Historic Preservation Act (NHPA), the survey plan was also distributed to the five Federally recognized Indian Tribes affiliated with Florida. Project background and status information was also provided.

All previously and newly identified archaeological resources within the US 17/92 project limits are considered ineligible for listing in the NRHP. However, the FDOT will continue consultation

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with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida concerning the proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

The architectural survey resulted in the identification and evaluation of 91 historic resources within the US 17/92 APE, including 23 previously recorded resources and 68 newly recorded resources. The previously recorded historic resources include three linear resources, three bridges, and 17 structures. The newly recorded historic resources include two resource groups, three bridges, and 63 structures.

One previously recorded resource, the South Florida Railroad (8OS02540), was determined by the SHPO to be eligible for listing in the NRHP on September 6, 2019, under Criterion A for its association with commerce and transportation and under Criterion B for its association with Henry Plant. Of the remaining 22 previously recorded resources, 17 (8OS01733-8OS01738, 8OS01741-8OS01745, 8PO07156-8PO07157, 8PO07718, 8PO08198-8PO08200) were determined ineligible for the NRHP by the SHPO. The SHPO has not evaluated Resources 8OS01747 through 8OS01749. The remaining two resources identified within the project APE (8OS02567 and 8OS02796) had been previously recorded elsewhere in Osceola County but not evaluated within the current APE.

Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

Given the results of the CRAS, it is the opinion of FDOT that the proposed US 17/92 improvements project will have no effect on archaeological resources listed or eligible for listing in the NRHP. No further archaeological work is recommended. However, [REDACTED] interagency consultation concerning proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133) will continue.

Pending SHPO's review of the eligibility recommendations for historic resources presented in the CRAS, a separate Section 106 case study will be prepared to evaluate project-related effects.

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We are seeking your review and opinion regarding the subject CRAS and project. If you have any questions or need further assistance, please contact:

Denise Rach
Project Delivery Coordinator
Florida Department of Transportation
Office of Environmental Management
605 Suwannee Street, MS-37
Tallahassee, FL 32399-0450
PH: 850-414-5250
Denise.Rach@dot.state.fl.us

Sincerely,



Jennifer Marshall, P.E.
Director, Office of Environmental Management

JM/dr

cc: Denise Rach, FDOT OEM
Lindsay Rothrock, FDOT OEM
Catherine Owen, FDOT District 5

Enclosure

Sunserea Gates

From: Victoria Menchaca <VictoriaMenchaca@semtribe.com>
Sent: Friday, December 20, 2024 1:52 PM
To: Owen, Catherine
Cc: Danielle Simon; Domonique deBeaubien; Rothrock, Lindsay; THPO Compliance
Subject: RE: THPO Compliance Tracking Number: 0034614 (FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report)

SEMINOLE TRIBE OF FLORIDA TRIBAL HISTORIC PRESERVATION OFFICE

SEMINOLE TRIBE OF FLORIDA

TRIBAL HISTORIC
PRESERVATION OFFICE

THPO PHONE: (863) 983-6549

THPO TRIBAL CONSULTATION EMAIL:
THPOCOMPLIANCE@SEMTRIBE.COM

THPO WEBSITE: WWW.STOFTHPO.COM



TRIBAL OFFICERS

MARCELLUS W. OSCEOLA JR.
CHAIRMAN

HOLLY TIGER
VICE CHAIRWOMAN

NAOMI R. WILSON
SECRETARY

PETER A. HAHN
TREASURER

December 20, 2024

Catherine B. Owen, M.S.
District Cultural Resources Coordinator
FDOT
Email: catherine.owen@dot.state.fl.us

Subject: US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida
THPO Compliance Tracking Number: 0034614

In order to expedite the THPO review process:

1. Please correspond via email and provide documents as attachments,
2. Please send all emails to THPOCompliance@semtribe.com,
3. Please reference the THPO Compliance Tracking Number if one has been assigned.

Dear Catherine Owen,

Thank you for contacting the Seminole Tribe of Florida Tribal Historic Preservation Office (STOF THPO) Compliance Section regarding the *US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida*.

The proposed undertaking does fall within the STOF Area of Interest. We have reviewed the documents that you provided pursuant to Section 106 of the National Historic Preservation Act (16 USC 470) as amended and its implementing regulations (36 CFR 800). In response, our office would like to submit the following comments:

- We agree with the recommendation for a Secretary of the Interior qualified archaeological monitor during ground-disturbing activities within the boundary of the Beehive Hill Redeveloped (8OS03133) site.

- [REDACTED] we would like to respectfully recommend that a Secretary of the Interior qualified archaeological monitor also be present during ground-disturbing activities within the boundaries of Beehive Hill (8OS01726).

Please continue to consult with our office and feel free to contact us with any questions or concerns. The Seminole Tribe of Florida appreciates the continuing assistance of FDOT in protecting cultural resources important to the Tribe.

Sincerely,
Victoria L. Menchaca, MA, Compliance Analyst II
STOF THPO, Compliance Section
Phone: 863-458-8195
Email: victoriamenchaca@semtribe.com

From: Owen, Catherine <Catherine.Owen@dot.state.fl.us>
Sent: Thursday, December 12, 2024 7:16 AM
To: Victoria Menchaca <VictoriaMenchaca@semtribe.com>; THPO Compliance <THPOCompliance@semtribe.com>
Cc: Danielle Simon <daniellesimon@semtribe.com>; Domonique deBeaubien <DomoniquedeBeaubien@semtribe.com>; Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>
Subject: THPO Compliance Tracking Number: 0034614 (FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Ms. Menchaca:

As requested in your November 21, 2024 email below, attached please find a figure showing the project concept plans overlain with the location of the *Beehive Hill Redeeposited (8OS03133)* site. As a result of previous coordination with the Bureau of Archaeological Research (BAR) and the STOF that took place [REDACTED]

To recap, the Phase I Cultural Resource Assessment Survey (CRAS) in support of the Project Development and Environment (PD&E) Study was completed in November 2021 and received SHPO concurrence on December 9, 2021. The CRAS was also provided to the Tribes for review and comment on November 3, 2021. Based on the findings in the CRAS, the SHPO considered all identified archaeological resources within the US 17/92 right of

way (archaeological APE) not contributing to the eligibility of known archaeological resources. However, [REDACTED]

[REDACTED] archaeological monitoring was recommended during ground-disturbing activities within the boundary of the *Beehive Hill Redeposited* (8OS03133) site based on the recommendation of FDOT, the SHPO, and the BAR. The requirement for professional archaeological monitoring will be memorialized in a Memorandum of Agreement (MOA). In addition, as no ground-disturbing work is proposed in the vicinity of the National Register of Historic Places (NRHP)-eligible *Sub-Area A of Beehive Hill* (8OS01726), the FDOT anticipates no additional consultation related to this site.

The Section 106 Case Study (effects evaluation) was submitted to the SHPO on October 15, 2024, and received SHPO concurrence on November 20, 2024. The report was provided to the Tribes for review and comment at this time as well. As a result of the Case Study, the SHPO concurred that the proposed undertaking will adversely affect historic properties (8OS01747, 8OS01748, and 8OS01749; FDOT Bridge Nos. 920004, 920003, and 920002, respectively) and remove a section of US Highway 17/92 (8OS02796; also called Orange Blossom Trail). Together, these four properties comprise resource group 8OS03182 (South Orange Blossom Trail Bridges). Because rehabilitation and reuse of these five historic properties is not possible given their current condition, the only reasonable alternative would be replacement. At present, mitigation strategies for adverse effects to these historic properties are being developed for the MOA. The Draft MOA will then be provided for review to all consulting parties.

All work has been conducted to comply with Chapter 267 of the Florida Statutes and Rules Chapter 1A-46, Florida Administrative Code. All review work was performed in accordance with Part 2, Chapter 8, of the FDOT PD&E Manual (revised July 2024), and the Florida Division of Historical Resources' (FDHR) recommendations for such projects, as stipulated in the FDHR's Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals. The Principal Investigator for this project meets the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act (NHPA) of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended. The study also complies with the regulations for implementing NHPA Section 106, found in 36 CFR, Part 800 (Protection of Historic Properties).

We are happy to provide additional figures or information if needed, and look forward to continued consultation regarding this project.

Kind regards,

Catherine B. Owen, M.S.
Environmental Specialist IV
District Cultural Resources Coordinator
FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
phone (386) 943-5383



From: Victoria Menchaca <VictoriaMenchaca@semtribe.com>
Sent: Thursday, November 21, 2024 3:21 PM
To: Owen, Catherine <Catherine.Owen@dot.state.fl.us>; Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>
Cc: THPO Compliance <THPOCompliance@semtribe.com>; Danielle Simon <daniellesimon@semtribe.com>; Domonique deBeaubien <DomoniqueDeBeaubien@semtribe.com>
Subject: Re: FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report

SEMINOLE TRIBE OF FLORIDA
TRIBAL HISTORIC PRESERVATION OFFICE

SEMINOLE TRIBE OF FLORIDA

TRIBAL HISTORIC
PRESERVATION OFFICE

THPO PHONE: (863) 983-6549

THPO TRIBAL CONSULTATION EMAIL:
THPOCOMPLIANCE@SEMTRIBE.COM

THPO WEBSITE: WWW.STOFTHPO.COM



TRIBAL OFFICERS

MARCELLUS W. OSCEOLA JR.
CHAIRMAN

HOLLY TIGER
VICE CHAIRWOMAN

NAOMI R. WILSON
SECRETARY

PETER A. HAHN
TREASURER

November 21, 2024

Catherine B. Owen, M.S.
District Cultural Resources Coordinator
FDOT

Email: catherine.owen@dot.state.fl.us

Subject: US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida

THPO Compliance Tracking Number: 0034614

In order to expedite the THPO review process:

1. Please correspond via email and provide documents as attachments,
2. Please send all emails to THPOCompliance@semtribe.com,
3. Please reference the THPO Compliance Tracking Number if one has been assigned.

Dear Catherine Owen,

Thank you for contacting the Seminole Tribe of Florida Tribal Historic Preservation Office (STOF THPO) Compliance Section regarding the *US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida*.

The proposed undertaking does fall within the STOF Area of Interest. We have reviewed the documents that you provided pursuant to Section 106 of the National Historic Preservation Act (16 USC 470) as amended and its implementing regulations (36 CFR 800). For us to complete our review we would like to respectfully request the following additional information:

- A map that shows the location of the HR at Beehive Hill Redeveloped (8OS03133) and the locations of the proposed activities that will occur in the area.

We look forward to the delivery of the additional information requested. Please continue to consult with our office and feel free to contact us with any questions or concerns.

Sincerely,

Victoria L. Menchaca, MA, Compliance Analyst II
STOF THPO, Compliance Section
Phone: 863-458-8195
Email: victoriamentchaca@semtribe.com

From: Owen, Catherine <Catherine.Owen@dot.state.fl.us>

Sent: Monday, November 18, 2024 9:34 AM

To: Victoria Menchaca <VictoriaMenchaca@semtribe.com>; Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>

Cc: THPO Compliance <THPOCompliance@semtribe.com>

Subject: RE: FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Victoria – absolutely ! There is no urgency.

Regards, cathy

Catherine B. Owen, M.S.

Environmental Specialist IV
District Cultural Resources Coordinator
FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
phone (386) 943-5383



From: Victoria Menchaca <VictoriaMenchaca@semtribe.com>
Sent: Friday, November 15, 2024 3:59 PM
To: Owen, Catherine <Catherine.Owen@dot.state.fl.us>; Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>
Cc: THPO Compliance <THPOCompliance@semtribe.com>
Subject: Re: FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report

EXTERNAL SENDER: Use caution with links and attachments.

SEMINOLE TRIBE OF FLORIDA
TRIBAL HISTORIC PRESERVATION OFFICE

SEMINOLE TRIBE OF FLORIDA

TRIBAL HISTORIC
PRESERVATION OFFICE

THPO PHONE: (863) 983-6549

THPO TRIBAL CONSULTATION EMAIL:
THPOCOMPLIANCE@SEMTRIBE.COM

THPO WEBSITE: WWW.STOFTHPO.COM



TRIBAL OFFICERS

MARCELLUS W. OSCEOLA JR.
CHAIRMAN

HOLLY TIGER
VICE CHAIRWOMAN

NAOMI R. WILSON
SECRETARY

PETER A. HAHN
TREASURER

November 15, 2024

Catherine B. Owen, M.S.
District Cultural Resources Coordinator
FDOT
Email: catherine.owen@dot.state.fl.us

Subject: US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida

THPO Compliance Tracking Number: 0034614

In order to expedite the THPO review process:

1. Please correspond via email and provide documents as attachments,
2. Please send all emails to THPOCompliance@semtribe.com,
3. Please reference the THPO Compliance Tracking Number if one has been assigned.

Dear Catherin Owen,

Thank you for contacting the Seminole Tribe of Florida Tribal Historic Preservation Office (STOF THPO) Compliance Section regarding the *US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida*.

The proposed undertaking does fall within the STOF Area of Interest. We have reviewed the documents that you provided pursuant to Section 106 of the National Historic Preservation Act (16 USC 470) as amended and its implementing regulations (36 CFR 800). For us to complete our review we would like to respectfully request a one-week extension to Friday November 22nd, 2024.

We look forward to continuing consultation with your office and please feel free to contact us with any questions.

Sincerely,

Victoria L. Menchaca, MA, Compliance Analyst II
STOF THPO, Compliance Section
Phone: 863-458-8195
Email: victoriamenchaca@semtribe.com

From: Owen, Catherine <catherine.owen@dot.state.fl.us>
Sent: Thursday, October 17, 2024 11:25 AM
To: THPO Compliance <THPOCompliance@semtribe.com>
Cc: lindsay.rothrocks@dot.state.fl.us <lindsay.rothrocks@dot.state.fl.us>
Subject: FM# 437200-2 US 17/92 from Ivy Mist Lane to Avenue A, Osceola County - PD&E Study Section 106 Case Study Report

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Owen, Catherine sent you a secure message

Access message

Dear Ms. Osceola:

Attached please find a transmittal letter and effects evaluation for the above-referenced Project Development and Environment (PD&E) Study for proposed improvements to US 17/92 from Ivy Mist Lane to Avenue A in Osceola County, being conducted by FDOT District Five. This document is being transmitted to the State Historic Preservation Officer (SHPO) concurrently. (The Phase I Cultural Resource Assessment Survey (CRAS) in support of the PD&E Study was transmitted to you on November 3, 2021.)

We are respectfully seeking your review and opinion regarding the findings and recommendations presented in the enclosed report and look forward to continuing consultation regarding this project.

Kind regards,

Catherine B. Owen, M.S.

District Cultural Resources Coordinator

 Attachments expire on Oct 31, 2024



2 PDFs

437200-2 US 1792_Case_Study_14OCT24.pdf, 437200-2_D5 EffectsEval_Transmittal_STOF.pdf

This message requires that you sign in to access the message and any file attachments.





Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, Florida 32399

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Historic and Cultural Preservation Department
Muscogee (Creek) Nation Cultural Preservation
PO Box 580
Okmulgee, OK 74447
section106@mcn-nsn.gov

RE: Cultural Resource Assessment Survey
Project Development and Environment (PD&E) Study
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Sir or Madam,

In the email accompanying this letter, please find a link where you may download the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

This CRAS was conducted in accordance with the requirements set forth in Section 106 of the National Historic Preservation Act of 1966, as amended, found in 36 CFR Part 800 (Protection of Historic Properties). The studies also comply with Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual (revised July 2020), FDOT's Cultural Resources Management Handbook, and the standards

Muscogee (Creek) Nation Cultural Preservation Department
November 3, 2021
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Page 2

stipulated in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation* (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended.

The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] FDOT prepared a draft Archaeological Survey Plan to resume fieldwork within the Area of Exclusion and submitted this document to the SHPO and the BAR for review and comment and to solicit any concerns and/or considerations regarding the proposed survey plan. In compliance with Chapter 872, Florida Statutes, and Section 106 of the National Historic Preservation Act (NHPA), the survey plan was also distributed to the five Federally recognized Indian Tribes affiliated with Florida. Project background and status information was also provided.

All previously and newly identified archaeological resources within the US 17/92 project limits are considered ineligible for listing in the NRHP. However, the FDOT will continue consultation with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida

Muscogee (Creek) Nation Cultural Preservation Department
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Page 3

concerning the proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

The architectural survey resulted in the identification and evaluation of 91 historic resources within the US 17/92 APE, including 23 previously recorded resources and 68 newly recorded resources. The previously recorded historic resources include three linear resources, three bridges, and 17 structures. The newly recorded historic resources include two resource groups, three bridges, and 63 structures.

One previously recorded resource, the South Florida Railroad (8OS02540), was determined by the SHPO to be eligible for listing in the NRHP on September 6, 2019, under Criterion A for its association with commerce and transportation and under Criterion B for its association with Henry Plant. Of the remaining 22 previously recorded resources, 17 (8OS01733-8OS01738, 8OS01741-8OS01745, 8PO07156-8PO07157, 8PO07718, 8PO08198-8PO08200) were determined ineligible for the NRHP by the SHPO. The SHPO has not evaluated Resources 8OS01747 through 8OS01749. The remaining two resources identified within the project APE (8OS02567 and 8OS02796) had been previously recorded elsewhere in Osceola County but not evaluated within the current APE.

Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

Given the results of the CRAS, it is the opinion of FDOT that the proposed US 17/92 improvements project will have no effect on archaeological resources listed or eligible for listing in the NRHP. No further archaeological work is recommended. However, [REDACTED] interagency consultation concerning proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133) will continue.

Pending SHPO's review of the eligibility recommendations for historic resources presented in the CRAS, a separate Section 106 case study will be prepared to evaluate project-related effects.

Muscogee (Creek) Nation Cultural Preservation Department
November 3, 2021
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Page 4

We are seeking your review and opinion regarding the subject CRAS and project. If you have any questions or need further assistance, please contact:

Denise Rach
Project Delivery Coordinator
Florida Department of Transportation
Office of Environmental Management
605 Suwannee Street, MS-37
Tallahassee, FL 32399-0450
PH: 850-414-5250
Denise.Rach@dot.state.fl.us

Sincerely,



Jennifer Marshall, P.E.
Director, Office of Environmental Management

JM/dr

cc: Denise Rach, FDOT OEM
Lindsay Rothrock, FDOT OEM
Catherine Owen, FDOT District 5

Enclosure



Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, Florida 32399

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Mr. Kevin Donaldson
Environmental Specialist
Miccosukee Tribe of Indians of Florida
Tamiami Station
P.O. Box 440021
Miami, Florida 33144
kevind@miccosukeetribe.com

RE: Cultural Resource Assessment Survey
Project Development and Environment (PD&E) Study
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Mr. Donaldson,

In the email accompanying this letter, please find a link where you may download the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

This CRAS was conducted in accordance with the requirements set forth in Section 106 of the National Historic Preservation Act of 1966, as amended, found in 36 CFR Part 800 (Protection of Historic Properties). The studies also comply with Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-

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Mr. Donaldson
November 3, 2021
FM # 437200-1-22-01
Page 2

32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual (revised July 2020), FDOT's Cultural Resources Management Handbook, and the standards stipulated in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation* (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended.

The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] FDOT prepared a draft Archaeological Survey Plan to resume fieldwork within the Area of Exclusion and submitted this document to the SHPO and the BAR for review and comment and to solicit any concerns and/or considerations regarding the proposed survey plan. In compliance with Chapter 872, Florida Statutes, and Section 106 of the National Historic Preservation Act (NHPA), the survey plan was also distributed to the five Federally recognized Indian Tribes affiliated with Florida. Project background and status information was also provided.

Mr. Donaldson
November 3, 2021
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All previously and newly identified archaeological resources within the US 17/92 project limits are considered ineligible for listing in the NRHP. However, the FDOT will continue consultation with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida concerning the proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

The architectural survey resulted in the identification and evaluation of 91 historic resources within the US 17/92 APE, including 23 previously recorded resources and 68 newly recorded resources. The previously recorded historic resources include three linear resources, three bridges, and 17 structures. The newly recorded historic resources include two resource groups, three bridges, and 63 structures.

One previously recorded resource, the South Florida Railroad (8OS02540), was determined by the SHPO to be eligible for listing in the NRHP on September 6, 2019, under Criterion A for its association with commerce and transportation and under Criterion B for its association with Henry Plant. Of the remaining 22 previously recorded resources, 17 (8OS01733-8OS01738, 8OS01741-8OS01745, 8PO07156-8PO07157, 8PO07718, 8PO08198-8PO08200) were determined ineligible for the NRHP by the SHPO. The SHPO has not evaluated Resources 8OS01747 through 8OS01749. The remaining two resources identified within the project APE (8OS02567 and 8OS02796) had been previously recorded elsewhere in Osceola County but not evaluated within the current APE.

Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

Given the results of the CRAS, it is the opinion of FDOT that the proposed US 17/92 improvements project will have no effect on archaeological resources listed or eligible for listing in the NRHP. No further archaeological work is recommended. However, [REDACTED] interagency consultation concerning proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133) will continue.

Mr. Donaldson
November 3, 2021
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Page 4

Pending SHPO's review of the eligibility recommendations for historic resources presented in the CRAS, a separate Section 106 case study will be prepared to evaluate project-related effects.

We are seeking your review and opinion regarding the subject CRAS and project. If you have any questions or need further assistance, please contact:

Denise Rach
Project Delivery Coordinator
Florida Department of Transportation
Office of Environmental Management
605 Suwannee Street, MS-37
Tallahassee, FL 32399-0450
PH: 850-414-5250
Denise.Rach@dot.state.fl.us

Sincerely,



Jennifer Marshall, P.E.
Director, Office of Environmental Management

JM/dr

cc: Denise Rach, FDOT OEM
Lindsay Rothrock, FDOT OEM
Catherine Owen, FDOT District 5

Enclosure



Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, Florida 32399

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Mr. David Frank
Director/Tribal Historic Preservation Officer
Historic Preservation Office
Seminole Nation of Oklahoma
PO Box 1498
Wewoka, OK 74884
Franks.D@sno-nsn.gov

RE: Cultural Resource Assessment Survey
Project Development and Environment (PD&E) Study
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Mr. Frank,

In the email accompanying this letter, please find a link where you may download the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

This CRAS was conducted in accordance with the requirements set forth in Section 106 of the National Historic Preservation Act of 1966, as amended, found in 36 CFR Part 800 (Protection of Historic Properties). The studies also comply with Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual

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Page 2

(revised July 2020), FDOT's Cultural Resources Management Handbook, and the standards stipulated in the Florida Division of Historical Resources' (FDHR) *Cultural Resource Management Standards & Operations Manual, Module Three: Guidelines for Use by Historic Preservation Professionals*. The Principal Investigator for this project meets the Secretary of the Interior's *Standards and Guidelines for Archeology and Historic Preservation* (48 FR 44716-42). This study also complies with Public Law 113-287 (Title 54 U.S.C.), which incorporates the provisions of the National Historic Preservation Act of 1966, as amended, and the Archeological and Historic Preservation Act of 1979, as amended.

The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] FDOT prepared a draft Archaeological Survey Plan to resume fieldwork within the Area of Exclusion and submitted this document to the SHPO and the BAR for review and comment and to solicit any concerns and/or considerations regarding the proposed survey plan. In compliance with Chapter 872, Florida Statutes, and Section 106 of the National Historic Preservation Act (NHPA), the survey plan was also distributed to the five Federally recognized Indian Tribes affiliated with Florida. Project background and status information was also provided.

All previously and newly identified archaeological resources within the US 17/92 project limits are considered ineligible for listing in the NRHP. However, the FDOT will continue consultation

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with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida concerning the proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

The architectural survey resulted in the identification and evaluation of 91 historic resources within the US 17/92 APE, including 23 previously recorded resources and 68 newly recorded resources. The previously recorded historic resources include three linear resources, three bridges, and 17 structures. The newly recorded historic resources include two resource groups, three bridges, and 63 structures.

One previously recorded resource, the South Florida Railroad (8OS02540), was determined by the SHPO to be eligible for listing in the NRHP on September 6, 2019, under Criterion A for its association with commerce and transportation and under Criterion B for its association with Henry Plant. Of the remaining 22 previously recorded resources, 17 (8OS01733-8OS01738, 8OS01741-8OS01745, 8PO07156-8PO07157, 8PO07718, 8PO08198-8PO08200) were determined ineligible for the NRHP by the SHPO. The SHPO has not evaluated Resources 8OS01747 through 8OS01749. The remaining two resources identified within the project APE (8OS02567 and 8OS02796) had been previously recorded elsewhere in Osceola County but not evaluated within the current APE.

Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

Given the results of the CRAS, it is the opinion of FDOT that the proposed US 17/92 improvements project will have no effect on archaeological resources listed or eligible for listing in the NRHP. No further archaeological work is recommended. However, [REDACTED] interagency consultation concerning proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133) will continue.

Pending SHPO's review of the eligibility recommendations for historic resources presented in the CRAS, a separate Section 106 case study will be prepared to evaluate project-related effects.

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We are seeking your review and opinion regarding the subject CRAS and project. If you have any questions or need further assistance, please contact:

Denise Rach
Project Delivery Coordinator
Florida Department of Transportation
Office of Environmental Management
605 Suwannee Street, MS-37
Tallahassee, FL 32399-0450
PH: 850-414-5250
Denise.Rach@dot.state.fl.us

Sincerely,



Jennifer Marshall, P.E.
Director, Office of Environmental Management

JM/dr

cc: Denise Rach, FDOT OEM
Lindsay Rothrock, FDOT OEM
Catherine Owen, FDOT District 5

Enclosure



Florida Department of Transportation

RON DESANTIS
GOVERNOR

605 Suwannee Street
Tallahassee, Florida 32399

KEVIN J. THIBAUT, P.E.
SECRETARY

November 3, 2021

Larry D. Haikey
PBCI Tribal Historic Preservation Officer
Poarch Band of Creek Indians
5811 Jack Springs Road
Atmore, AL 36502
lhaikey@pci-nsn.gov

RE: Cultural Resource Assessment Survey
Project Development and Environment (PD&E) Study
US 17/92 from County Road 54 to West of Poinciana Boulevard
Osceola and Polk Counties, Florida
Financial Management No.: 437200-1-22-01

Dear Mr. Haikey,

In the email accompanying this letter, please find a link where you may download the report titled *Cultural Resource Assessment Survey [CRAS] for US 17/92 from County Road 54 to West of Poinciana Boulevard, Osceola and Polk Counties, Florida*. This report presents the findings of a CRAS conducted in support of the proposed roadway and pond improvements in Osceola and Polk Counties, Florida. The Florida Department of Transportation (FDOT), District 5, is proposing roadway improvements to US 17/92 from CR 54 to 1,900 feet west of Poinciana Boulevard. The project also includes eleven proposed pond locations. Improvements will occur within the existing and proposed right-of-way and the proposed pond footprints.

The project Area of Potential Effect (APE) was defined as the maximum proposed right-of-way required for the project and was extended to the back or side property lines of parcels adjacent to the right-of-way, or to a distance of no more than 100 meters (330 feet) from the maximum proposed right-of-way. Additionally, the APE includes the proposed pond construction footprints plus a 100-foot (30 meter) buffer of each. The archaeological survey was conducted within the maximum proposed right-of-way and proposed pond construction footprints. The historic structure survey was conducted throughout the US 17/92 APE and the proposed pond footprints.

This CRAS was conducted in accordance with the requirements set forth in Section 106 of the National Historic Preservation Act of 1966, as amended, found in 36 CFR Part 800 (Protection of Historic Properties). The studies also comply with Chapter 267 of the Florida Statutes and Rule Chapter 1A-46, Florida Administrative Code and Section 267.12, Florida Statutes, Chapter 1A-32. All work was performed in accordance with Part 2, Chapter 8 of FDOT's PD&E Manual

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The archaeological survey included pedestrian survey and documentation of 185 shovel test locations within the US 17/92 right-of-way and proposed pond footprints. As no testing was possible within the previously documented bounds of the No Name (8OS01728), Free Orange (8OS01729), Intercession City NW (8OS01836), Loughman Site (8PO06826), and FSC #5 (8PO07711) archaeological sites, FDOT, District 5's cultural resources consultant, SEARCH, documented existing conditions at these locations. Six shovel tests within the US 17/92 right-of-way produced cultural material.

[REDACTED]

[REDACTED]

[REDACTED]

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with the SHPO, the BAR, and the Federally recognized Indian Tribes affiliated with Florida concerning the proposed improvements in the vicinity of Beehive Hill Redeveloped (8OS03133). As no ground-disturbing work is proposed in the vicinity of the NRHP-eligible Sub-Area A of Beehive Hill (8OS01726), the FDOT anticipates no additional consultation related to this site.

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Based on the results of the current survey, it is the opinion of SEARCH that the segment of Resource 8OS02540 within the APE remains eligible for the NRHP under Criteria A and B. Accordingly, three newly recorded railroad bridges (8OS03176-8OS03178) are recommended eligible for listing in the NRHP under Criterion A as contributing elements to the South Florida Railroad (8OS02540) linear resource. In addition, one newly recorded resource group, the South Orange Blossom Trail Bridges (8OS03182), is recommended eligible for listing in the NRHP. Resources 8OS01747–8OS01749 are recommended eligible for listing in the NRHP as contributing to Resource Group 8OS03182. Although the entirety of US Highway 17/92 (8OS02796/8PO08622), also called Orange Blossom Trail, within the APE is recommended individually ineligible for the NRHP, a 0.30-mile (0.48-km) segment of Resource 8OS02796/8PO08622 within the boundaries of 8OS03182 is also recommended NRHP-eligible as a contributing resource to 8OS03182. The remaining 82 resources within the APE are recommended ineligible for the NRHP due to a lack of significant historic associations and architectural and/or engineering distinction.

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Mr. Haikey
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We are seeking your review and opinion regarding the subject CRAS and project. If you have any questions or need further assistance, please contact:

Denise Rach
Project Delivery Coordinator
Florida Department of Transportation
Office of Environmental Management
605 Suwannee Street, MS-37
Tallahassee, FL 32399-0450
PH: 850-414-5250
Denise.Rach@dot.state.fl.us

Sincerely,



Jennifer Marshall, P.E.
Director, Office of Environmental Management

JM/dr

cc: Denise Rach, FDOT OEM
Lindsay Rothrock, FDOT OEM
Catherine Owen, FDOT District 5

Enclosure

Tribal Coordination - MOA

From: Owen, Catherine <Catherine.Owen@dot.state.fl.us>
Sent: Tuesday, April 22, 2025 3:30 PM
To: Victoria Menchaca
Cc: THPO Compliance; Rothrock, Lindsay; Danielle Simon; Domonique deBeaubien
Subject: RE: 437200-2 US 1792 PD&E Study - Draft Section 106 MOA Tribal Review

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Ms. Menchaca:

Thank you for your comment below. We will revise Stipulation III. of the MOA to add language incorporating your input.

Sincerely,

Catherine B. Owen, M.S.
Environmental Specialist IV
District Cultural Resources Coordinator
FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
phone (386) 943-5383



From: Victoria Menchaca <VictoriaMenchaca@semtribe.com>
Sent: Tuesday, April 22, 2025 11:23 AM
To: Owen, Catherine <Catherine.Owen@dot.state.fl.us>
Cc: THPO Compliance <THPOCompliance@semtribe.com>; Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>; Danielle Simon <daniellesimon@semtribe.com>; Domonique deBeaubien <DomoniquedeBeaubien@semtribe.com>
Subject: RE: 437200-2 US 1792 PD&E Study - Draft Section 106 MOA Tribal Review

EXTERNAL SENDER: Use caution with links and attachments.

SEMINOLE TRIBE OF FLORIDA
TRIBAL HISTORIC PRESERVATION OFFICE

SEMINOLE TRIBE OF FLORIDA

TRIBAL HISTORIC
PRESERVATION OFFICE

THPO PHONE: (863) 983-6549

THPO TRIBAL CONSULTATION EMAIL:
THPOCOMPLIANCE@SEMTRIBE.COM

THPO WEBSITE: WWW.STOFTHPO.COM



TRIBAL OFFICERS

MARCELLUS W. OSCEOLA JR.
CHAIRMAN

HOLLY TIGER
VICE CHAIRWOMAN

NAOMI R. WILSON
SECRETARY

PETER A. HAHN
TREASURER

April 22, 2025

Catherine B. Owen, M.S.
Environmental Specialist IV
District Cultural Resources Coordinator
FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
Phone: (386) 943-5383
Email: catherine.owen@dot.state.fl.us

Subject: US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-Florida)

THPO Compliance Tracking Number: 0036414

In order to expedite the THPO review process:

1. Please correspond via email and provide documents as attachments,
2. Please send all emails to THPOCompliance@semtribe.com,
3. Please reference the THPO Compliance Tracking Number if one has been assigned.

Dear Catherine B. Owen,

Thank you for contacting the Seminole Tribe of Florida Tribal Historic Preservation Office (STOF THPO) Compliance Section regarding the *US 17/92 from Ivy Mist Lane to Avenue A Project Development and Environment Study (FM# 437200-2), Osceola County, Florida*.

We have reviewed the Memorandum of Agreement that you provided pursuant to Section 106 of the National Historic Preservation (16 USC 470) as amended and its implementing regulations (36 CFR 800). In response, our office would like to submit the following feedback:

- We would like to respectfully recommend that, [REDACTED] to first or concurrently, contact the State Archaeologist for a determination.

Otherwise, we have no objections or other comments currently. Please continue to consult with our office and any questions or concerns.

Sincerely,

Victoria L. Menchaca, MA, Compliance Analyst II
STOF THPO, Compliance Section
Phone: 863-458-8195
Email: victoriamentchaca@semtribe.com

From: Owen, Catherine <Catherine.Owen@dot.state.fl.us>
Sent: Wednesday, April 9, 2025 7:39 AM
To: THPO Compliance <THPOCompliance@semtribe.com>
Cc: Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>
Subject: 437200-2 US 1792 PD&E Study - Draft Section 106 MOA Tribal Review

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good morning:

Please find attached the Draft Section 106 Memorandum of Agreement (MOA) prepared for the US 1792 Project Development and Environment (PD&E) Study. This MOA was prepared based on the Section 106 Consultation Case Study Report previously provided to you (October 14, 2024).

Based on your input received December 20, 2024 (attached), the MOA includes a Stipulation (III.A.) related to the requirement for monitoring by a Secretary of the Interior qualified [REDACTED] [REDACTED] during ground-disturbing activities within the boundaries of both the Beehive Hill (8OS01726) and Beehive Hill Redeeposited (8OS03133) sites.

we are submitting this document for your review and comment in accordance with Section 106 of the National Historic Preservation Act (36 CFR 800). Along with any comments on the draft MOA, if applicable, please inform us if you would like to be involved with the MOA to a greater degree than your current role as a consulting party, such as concurring signature party.

We look forward to your review and continuing consultation regarding this project during the design phase as well.

Regards,

Catherine B. Owen, M.S.
Environmental Specialist IV
District Cultural Resources Coordinator

FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
phone (386) 943-5383



South Orange Blossom Trail Bridges Resource Group (8OS03182)

Contents:

Figure 1: Existing Conditions near US 17/92

Figure 2: US 17/92 Bridge Alternative A

Figure 3: Typical Section

Figure 4: US 17/92 Bridge Alternative B

Figure 5: US 17/92 Bridge Alternative C

Figure 6: US 17/92 Bridge Alternative D

Figure 7: US 17/92 Bridge Alternative E

Figure 8: Alternatives Comparison

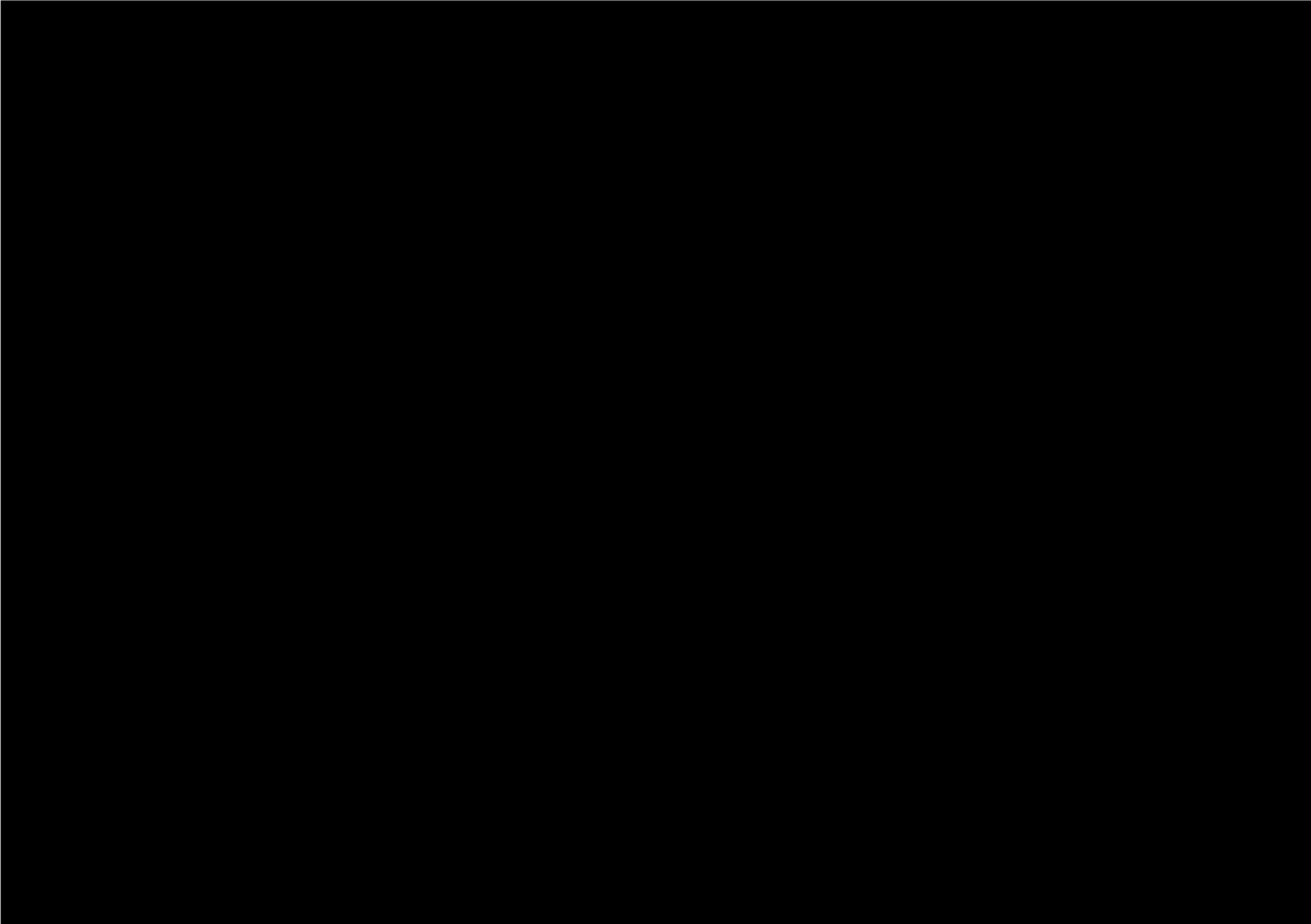
Alternatives and Findings

Measures to Minimize Harm

US 17/92 Proposed Mitigation Memorandum

US 17/92 SHPO Mitigation Correspondence





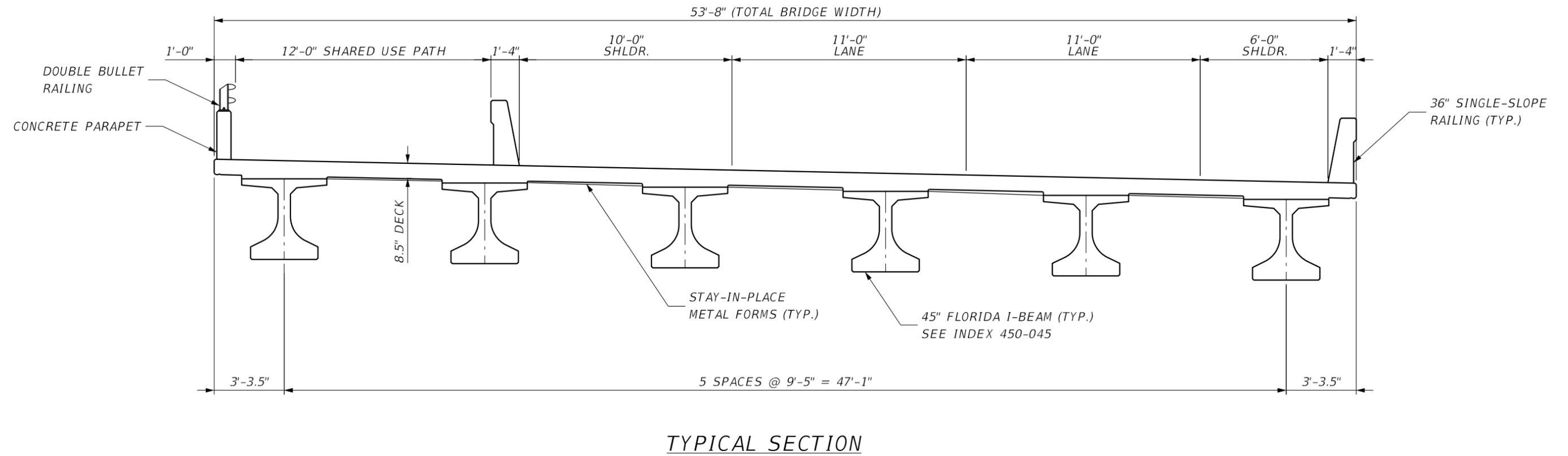
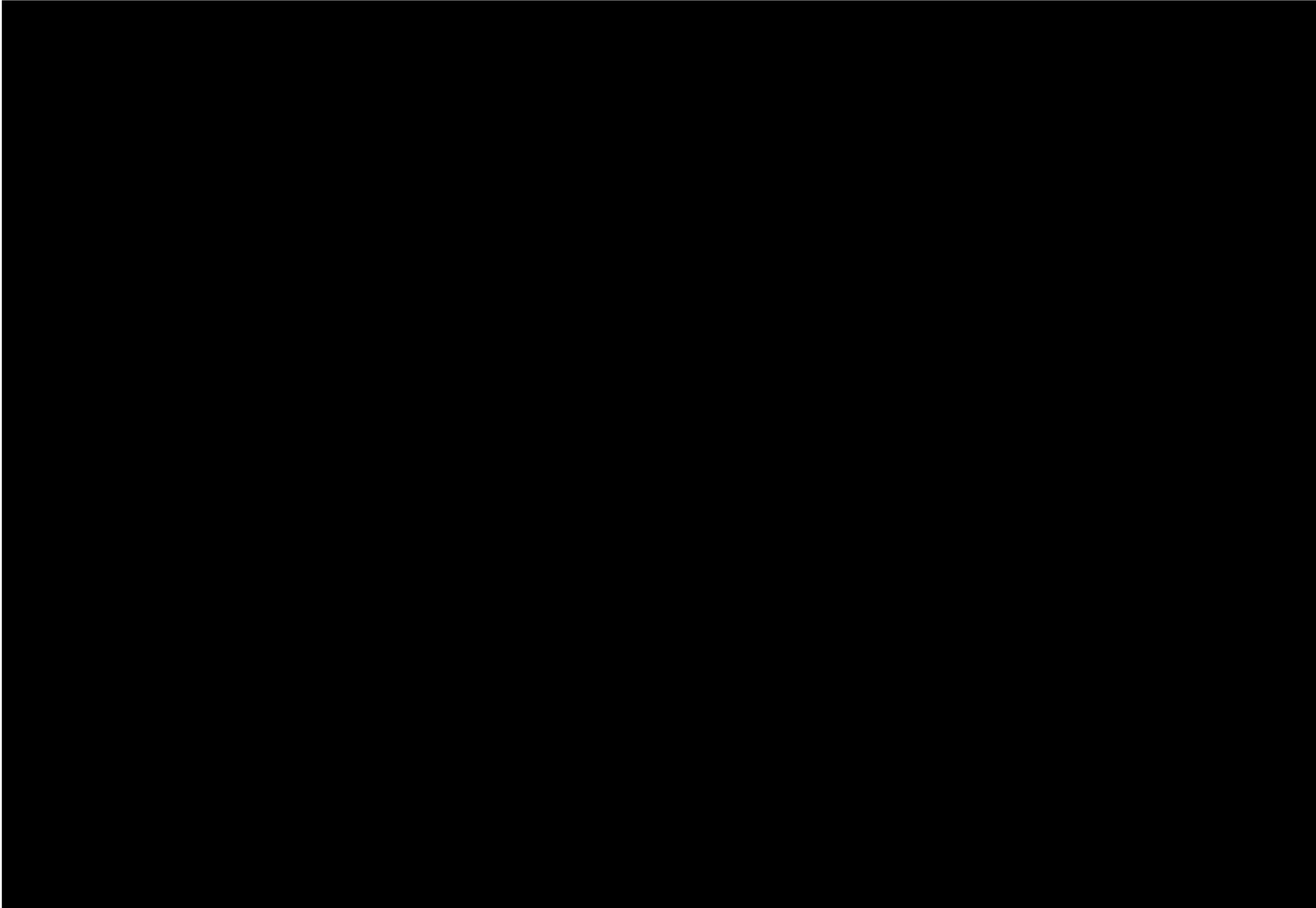
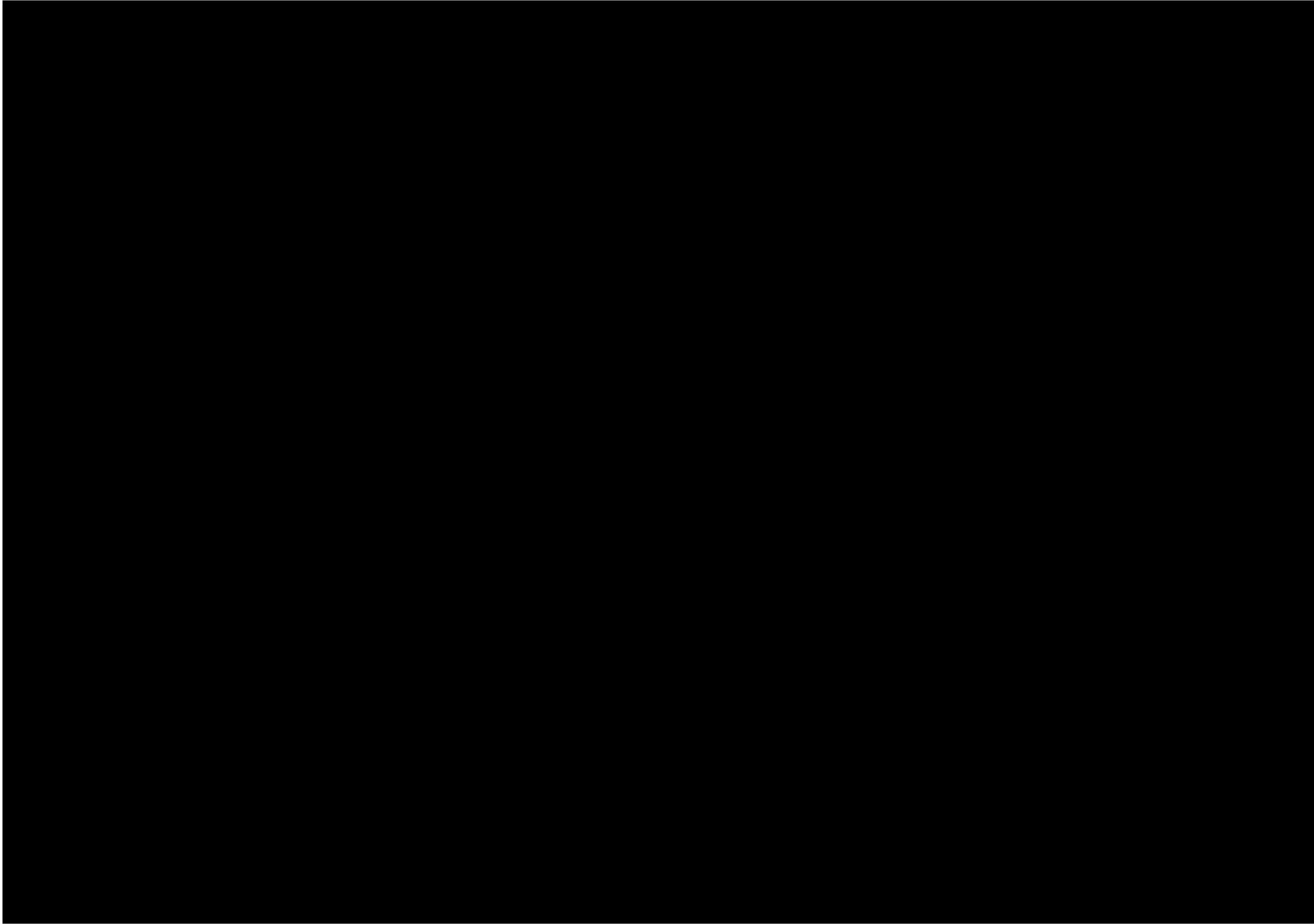


Figure 3: Preferred Alternative Bridge Typical Section











Alternatives and Findings

No Build

The No-Build Alternative proposes the current US 17/92 bridge will remain as existing (two lanes) within the study limits and assumes that the historic US 17/92 resources will remain in place with no change in maintenance. The No-Build Alternative does not meet the project's purpose and need for capacity and continues the existing abandoned status for the historic US 17/92 resources.

As the historic US 17/92 resources were originally constructed in 1938, the structures are nearly 85 years old and are beyond their reasonable service life. Prior to removing the historic bridges for service, FDOT documented in the 1996 PER that the bridges were structurally deficient and functionally obsolete. At that time, safety concerns included decaying timber piles and bend caps, cracking concrete deck, and damaged bridge rails. No maintenance of the historic US 17/92 resource has occurred since the historic bridges and road were placed out of service in 2001. The existing (2023) condition of the historic US 17/92 resources is very poor. The bridge substructures are heavily deteriorated and the concrete backwall is failing in multiple locations. No maintenance is programmed (funded) for this abandoned segment of road and bridges; however, even if implemented moving forward, FDOT has determined that normal maintenance alone is insufficient to address the structural damage.

The No-Build Alternative carries the scenario of "demolition by neglect" and will involve continued deterioration of the historic US 17/92 resources. It is reasonably foreseeable the bridge structures will eventually collapse into their respective waterways and floodplain areas below. Once that happens, the causeway connecting them will no longer serve any purpose as the historical structures to which it provides context will no longer exist. The No-Build Alternative is anticipated to ultimately result in an adverse effect on the historic US 17/92 resource group due to the continuous deterioration of the bridges and is therefore not recommended.

Improvement without Using Adjacent Section 4(f) Lands

TSM&O Alternatives

Transportation Systems Management and Operations (TSM&O) alternatives include strategies with the objective of preserving and improving the security, safety, and reliability of the existing transportation system. These strategies may include upgrades or additions to the existing facility, such as arterial traffic management systems, traffic incident management, and traveler information services. The TSM&O Alternative avoids the direct Use of all Section 4(f) resources by proposing improvements within the existing transportation alignment, however, this alternative continues the demolition by neglect state of the historic US 17/92 resources leading to a Section 106 adverse effect and Section 4(f) substantial impairment of these historic properties. Further, based on the anticipated transportation capacity demand of 34,000 vehicles per day in the design year 2045, it was determined a TSM&O-only alternative could not meet the purpose and need of the project. Even

the most advanced TSM&O strategies cannot provide the necessary efficiencies to account for a failing LOS in future conditions. However, TSM&O strategies such as integrated corridor management, smart signals, and midblock crossings were identified to complement and support the Build Alternatives and documented in the Preliminary Engineering Report, located in the project file. These TSM&O strategies apply to all the Build Alternatives.

Multimodal Alternative

Similarly, the Multimodal Alternative would avoid the direct Use of all Section 4(f) resources by proposing expanded modes of transportation within the existing system, however, this alternative also continues the demolition by neglect state of the historic US 17/92 resources leading to a Section 106 adverse effect and Section 4(f) substantial impairment of these historic properties. Further, based on the anticipated future travel demand and land uses within the study area, it was determined a multimodal-only alternative could not meet the purpose and need. There are no existing or planned multimodal (transit or rail) projects within the corridor. Non-motorized facilities (for pedestrians and bicyclists) will not meet the purpose and need for additional capacity. However, several multimodal elements were identified to complement the Build Alternatives, including shared-use paths, urban side paths, and midblock crossings.

Rehabilitation Alternative

The Rehabilitation Alternative examined the potential to improve the historic US 17/92 resources to a condition that would allow use of the bridges to structurally support the future westbound traffic by providing two travel lanes. The Rehabilitation Alternative involves Section 4(f) Use (direct impacts) to the historic US 17/92 resources.

The existing cross-section of the three historic bridges and the causeway between the bridges does not meet design standards for the two proposed westbound lanes. The historic bridges would need to be widened 13 feet, 8 inches at a minimum to meet current FDOT Florida Design Manual (FDM) criteria for travel lanes and shoulders. This would also require the causeway (fill) segments in between the bridges to be widened, resulting in additional floodplain impacts and requiring floodplain compensation. Additional timber piles and closer spacing of the timber bents is anticipated to be required, which will increase the obstructions in the waterway.

Based on the Existing Bridge Conditions Memo (June 2022), rehabilitation of the historic bridges will require extensive reconstruction of the substructure and superstructure. The timber piles and the timber bent caps that support the substructure elements would need to be replaced due to heavy deterioration. To replace these elements, the entire bridge would need to be removed (the pavement, concrete bridge rails, concrete deck, steel girders, concrete abutment backwalls, timber bent caps, and timber piles) and reconstructed from the bottom up. Reconstruction of the historic bridges could not re-use any of the historic concrete or timber bridge elements. The concrete bridge rail system could not be reconstructed as it does not meet current safety standards (no reinforcement) and would need to be replaced.

The existing steel girders would be evaluated for deterioration and incorporated if possible (assuming they can be strengthened, a full bridge load rating is performed, and a favorable load rating is the outcome for all three bridges). To maintain the similar historic span arrangement, the existing steel girders (steel beams) would need strengthening before re-use to meet current design standards for load requirements. The historic US 17/92 bridges were designed using loading criteria from 1937 (for H-15 State Road Department of Florida Design Specifications (1937)), which equates to today's 15-ton vehicles, and therefore, do not meet today's heavier design vehicles and load requirements. Strengthening the bridge to appropriate design standards may require the structure depth to increase, which could impact the bridges' drift clearance. This would require the bridges and the roadway (fill) sections in between the bridges to be raised.

The existing three bridges would need to be nearly entirely repaired and/or modified to be used and would need to meet current loading, design, and construction specifications that the historic US 17/92 bridges are currently not designed for. In summary, only the steel girders (beams) could be rehabilitated and every other superstructure or substructure element, including the historic bridge deck, wood piers, and bridge railings, would require replacement to address design criteria and deteriorated materials. After rehabilitation, little to none of the historic materials would remain after construction. Due to the needed rehabilitation methods and modifications identified above, FDOT determined, and SHPO concurred, that the historic US 17/92 resources would not maintain the characteristics on which their NRHP-eligibility is based and therefore would result in an adverse effect to the historic US 17/92 resources and a Use of the historic properties within the meaning of Section 4(f). The SHPO concurrence is included in the attachments. As such, this alternative is determined to fail the Section 4(f) prudent and feasible standard and not recommended.

Alternative on New Location

Due to the collective limiting geographic constraints posed by surrounding Section 4(f) resources, utility corridors, preexisting easements, and other environmental considerations, no Build Alternatives were identified that could fully avoid all Section 4(f) properties in the vicinity of the US 17/92 bridge. The Build Alternatives were developed to consider various options to minimize impacts to Section 4(f) resources. Four alternatives: Alternatives B, C, D, and E, were considered which would avoid direct impacts to the historic US 17/92 resource group and the causeway. However, all four alternatives would still result in temporary, indirect impacts to the resource group and causeway.

Widen Current US 17/92 Bridge (Alternative B)

Alternative B (**Figure 4**) proposes to widen the current US 17/92 bridge structure to accommodate four future travel lanes (two travel lanes eastbound and two travel lanes westbound). The current US 17/92 bridge (FDOT Bridge 920174) is 47-feet wide and only accommodates the two existing travel lanes.

The required widening to accommodate four travel lanes would increase the total bridge width to 94 feet, 10 inches. The current US 17/92 bridge is sloped to the south and therefore, widening would be accomplished to the north side to avoid reducing the current drift clearance of the bridge above the Reedy Creek floodplain. The new bridge would be 2,275-feet in length, similar to the current US 17/92 structure.

Alternative B avoids direct impacts to the historic US 17/92 resources and other Section 4(f) resources including the South Florida Railroad (8OS02540), the CSX Railroad bridges (8OS03176-8OS03178) [REDACTED], in addition to avoiding direct impacts to the utility corridor. The historic US 17/92 bridges and causeway would not be replaced by construction of Alternative B. However, construction activities including pile driving operations and ground disturbance have the potential for indirect effects to the historic US 17/92 resource group due to the proximity of the widened bridge to the historic resources (minimum 43 feet). While specialized construction methods can be employed to minimize risk of indirect impacts, the unique setting (heavily rooted and tall cypress trees) enhances the risk of indirect impacts.

Alternative B assumes the historic US 17/92 resource group and causeway will remain in place with no maintenance. It is reasonably foreseeable the historic bridge structures will continue to deteriorate and eventually collapse. Once that happens, the causeway connecting them will no longer serve any purpose as the historical structures to which it provides context will no longer exist. Therefore, Alternative B results in adverse effect to these historic properties.

Construction of Alternative B would require removal of specimen cypress trees and additional ROW from the Fletcher Park conservation land, which is in violation of the existing 1999 FDEP/TIITF perpetual ROW easement, deed restrictions within the historic Fletcher Park boundary, and the expressed community desires of Osceola County as documented in prior resolutions to preserve and protect the cypress trees. This alternative also increases impacts to high-quality wetlands within Fletcher Park, increases wetland mitigation costs, and results in the highest construction cost of the alternatives.

Due to the cultural and environmental impacts of Alternative B, as well as the high projected cost, this alternative is not recommended.

New Bridge Between Current US 17/92 Bridge and Historic US 17/92 Bridges (Alternative C)

Alternative C (**Figure 5**) proposes to utilize the current US 17/92 bridge structure to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge between the current US 17/92 bridge structure and the historic US 17/92 bridges and causeway to accommodate future westbound traffic (two lanes) and a shared-use path. The new bridge would be 2,320-feet in length to span the Reedy Creek floodplains and wetlands.

The new westbound bridge (53 feet, 8 inches wide) would be constructed partially within the historic US 17/92 ROW, approximately 20 feet minimum north of the current US 17/92 bridge to provide adequate separation for construction and maintenance. The new bridge would maintain a low-level profile and vertical clearance, similar to the current US 17/92 bridge.

Alternative C avoids direct impacts to the historic US 17/92 resources and other Section 4(f) resources, including the South Florida Railroad (8OS02540), the CSX Railroad bridges (8OS03176-8OS03178) [REDACTED], in addition to avoiding direct impacts to the utility corridor. The existing wooden piles that support the historic US 17/92 bridges would likely be impacted due to the pile driving operations and the removal of the heavily rooted, large cypress trees immediately to the south of the historic US 17/92 bridges. Alternative C is in close proximity (a minimum of approximately 18 feet away) to the historic US 17/92 bridges. While specialized construction methods can be employed to minimize risk of indirect impacts, the unique setting (heavily rooted and tall cypress trees) means that there is a substantial risk of indirect impacts to the historic US 17/92 resource group and causeway. Due to the cultural and environmental impacts of Alternative C, this alternative is not recommended.

New Bridge north of Historic US 17/92 Bridges and CSX Railroad (Alternative D)

Alternative D (**Figure 6**) proposes to utilize the current US 17/92 bridge structures to accommodate future eastbound traffic (two lanes) and construct a new parallel low-level, fixed-span concrete bridge between the historic US 17/92 bridges and the CSX Railroad to accommodate future westbound traffic (two lanes) and a shared-use path.

The new bridge would be 2,350-feet in length to span the Reedy Creek floodplains and wetlands. The new bridge would be constructed within the CSX ROW, approximately 194 feet north of the current US 17/92 bridge, to avoid the historic US 17/92 resources and the adjacent major utility corridor. The new bridge would maintain a low-level profile and vertical clearance, similar to the current US 17/92 bridge.

Alternative D avoids direct impacts to the historic US 17/92 resources, [REDACTED] and avoids impacts to the Fletcher Park conservation land to preserve the large cypress trees. The historic US 17/92 bridges would be located approximately 70 feet away from the new westbound bridge. Alternative D assumes the historic US 17/92 bridges and causeway will remain in place with no maintenance. Although Alternative D would avoid direct impacts to the historic US 17/92 bridges, it is reasonably foreseeable the historic bridge structures will continue to deteriorate and eventually collapse, rendering the connecting causeway pointless. Therefore, Alternative D results in adverse effect to the historic US 17/92 resource group and causeway.

Construction of Alternative D would require acquisition of ROW from the CSX ROW, containing the NRHP-eligible South Florida Railroad (8OS02540) linear resource and the CSX Railroad bridges (8OS03176-8OS03178). The new westbound bridge would be constructed approximately 30 feet from the historic CSX bridges centerline which meets the CSX minimum standard horizontal clearance of 25 feet from centerline of track but impacts CSX's maintenance areas surrounding the CSX bridges. Therefore, Alternative D results in permanent Use of these Section 4(f) resources.

Construction of Alternative D would require removal of specimen cypress trees and result in wetland impacts. As the westbound proposed bridges crosses the utility corridor twice, impacts to the utility

separation for construction and maintenance. The new westbound bridge would maintain a low-level profile similar to the current US 17/92 bridge and increase the vertical clearance by just over one foot to improve the hydraulic bridge opening and flood control.

The benefit of reduced floodplain encroachment to the 100-year floodplain areas surrounding the Reedy Creek floodway, consistent with the prior SFWMD permit, is only realized with Alternative A. Alternative A is expected to have positive impact to the floodplains and floodplain control since the historic US 17/92 bridges and fill sections will be removed and a single structure would replace them. Alternative A also minimizes wetland involvement compared to the other alternatives.

Construction of Alternative A would require demolition of the historic US 17/92 bridges (8OS01747-8OS01749). Alternative A involves constructing the new westbound structure on the historic US 17/92 alignment per the South Florida Water Management District (SFWMD) permit commitments and the 1996 PD&E Study commitments and is supported by both Osceola County and FDEP (land manager for TIITF conservation area known as Fletcher Park). The bridge replacement would involve removal of the existing roadway fill on the historic causeways to remove floodplain encroachment consistent with the prior SFWMD permit (Permit No. 49-00025-D).

Alternative A is the only Build Alternative that avoids impacts to the existing cypress trees preserved as part of Fletcher Park, which satisfies the 1996 PD&E commitments, FDEP input, and local stakeholders. Therefore, Alternative A is the only alternative that retains the historic integrity of the historic location (alignment), setting, and association of the early 20th century highway corridor. Additionally, Alternative A will not involve an additional FDEP/TIITF easement, as the original 1935 easement provides for FDOT use of the existing ROW. No additional ROW impacts, SSL easements, or utility relocations are anticipated. The estimated construction cost is lower than the other Build Alternatives. A graphical comparison of the five build alternatives is mapped in **Figure 8**.

In summary, Alternative A has the least overall environmental impacts and avoids additional ROW needs. Alternative A avoids impacts to Fletcher Park/TIITF lands, sovereign submerged lands and cypress trees, [REDACTED] the utility corridor, and provides wetland minimization and floodplain enhancement. Based on the results of the technical analysis and public involvement activities, Alternative A is the Preferred Alternative.

Measure to Minimize Harm

In compliance with Section 4(f) regulations, all reasonable measures were considered to minimize harm and mitigate adverse effects to Section 4(f) properties for each of the alternatives developed. All alternatives were developed utilizing the most conservative and appropriate design specifications which resulted in the minimum construction footprint necessary to meet the purpose and need for this project. For the Preferred Alternative, the proposed eastbound US 17/92 bridge repurposes the current in-service US 17/92 bridge structure to avoid additional impacts [REDACTED] while minimizing impacts to the FDEP/TIITF lands (Fletcher Park) and the cypress tree preserve.

As part of the Section 106 and Section 4(f) consultation for the project, SHPO consultation on the minimization and mitigation measures was conducted. On November 18, 2024, FDOT presented proposed mitigation measures to representatives of the Florida Division of Historical Resources (FDHR) representing SHPO. The options presented included an architectural history survey of bridges constructed in the early twentieth century (supported by a historic narrative of early transportation patterns) and a publicly available historic interpretation of Resource Group 8OS03182, including its contributing resources. Following the Section 106 consultation meeting, FDOT submitted a memorandum describing the proposed mitigation strategy to SHPO for review on November 25, 2024. The SHPO reviewed these mitigation measures and concurred on December 5, 2024. Subsequently, a draft Memorandum of Agreement (MOA) documenting these draft mitigation stipulations was developed for SHPO review. Based on consultation with SHPO, the draft MOA incorporates mitigation measures to resolve adverse effects on these historic properties. It also reflects the results of tribal consultation with the Seminole Tribe of Florida [REDACTED]. The following sections describe these mitigation measures.

Architectural History Survey of Twentieth Century Bridges

FDOT proposes to sponsor the survey of up to 35 early twentieth century bridges built between 1900 and 1945 that are owned or maintained by FDOT and located within Osceola County (consistent with the subject project) and the other eight counties within FDOT District Five's boundary in Central Florida including Brevard, Flagler, Lake, Marion, Orange, Seminole, Sumter, and Volusia. The survey would also include municipal and county owned bridges that may use federal or state highway funds for maintenance and/or improvement projects.

FDOT would also research and develop a revised historic context on transportation development in the Central Florida (FDOT District Five) region between 1900 and 1945. The historic context will include the development history of the Orange Blossom Trail including the South Orange Blossom Trail Bridges (8OS03182) Resource Group and its contributing resources. All surveyed bridges would be addressed in a report, and Florida Master Site File (FMSF) forms would be completed and submitted according to SHPO/FDHR guidance and standards, at the time of survey.

FDOT would provide SHPO opportunity to comment on the proposed methodology and survey plan, subject bridge list, survey report and historic context, and other aspects associated with the development and execution of this effort. FDOT would identify any regional repositories (such as libraries or historic preservation groups) to submit a copy of the finalized FDOT Transportation Context for public access and use.

Publicly Available Historic Interpretation

Within five years of MOA execution, the FDOT Office of Environmental Management (OEM) would host information about Resource Group 8OS03182, including its contributing resources, on an online accessible Project Map (a GIS-based story map) to provide historical context of the US 17/92 historic resource affected by the proposed project. The Project Map would be hosted on FDOT's website [Preservation and Progress](#) which is a website focused on highlighting the cultural resources preservation projects of FDOT.

FDOT would develop language that highlights the significance of Resource Group 8OS03182 to be presented along with current and, if available, historic photos in the story map. To facilitate the historic interpretation, FDOT will collect visual documentation including but not limited to existing conditions photography and videography of the South Orange Blossom Trail Bridges (8OS03182) Resource Group, contributing resources 8OS02796, 8OS01747, 8OS01748, and 8OS01749, and the surrounding corridor, which will be utilized in the production of the historic interpretation materials, prior to initiation of construction and demolition activities.

FDOT would provide SHPO an opportunity to review the resource content prior to finalization in the story map.

Archaeological Monitoring

Based on tribal consultation, the draft MOA includes archaeological monitoring requirements [REDACTED]

[REDACTED]

MEMO

To: Alyssa McManus; Architectural Historian, FDHR
Kelly Chase; Deputy State Historic Preservation Officer, FDHR

From: Catherine Owen, FDOT, District 5 Cultural Resources Coordinator

CC: Lindsay Rothrock, FDOT OEM State Cultural Resources Coordinator
David Graeber, In-House Consultant for FDOT, District 5
Kevin Freeman, VHB, Director of PD&E/NEPA Services
Kate Willis, SEARCH, Architectural Historian
Angela Matusik, SEARCH, Project Manager

Date: November 22, 2024

Re: Proposed Mitigation for 437200-2; US 17/92 from Ivy Mist Lane to Avenue A

This memorandum presents the FDOT's proposed mitigation to resolve effects associated with the subject project. The proposed project will result in an adverse effect to historic properties due to the removal of the South Orange Blossom Trail Bridges (8OS03182), a resource group that is eligible for listing in the National Register of Historic Places (NRHP). Contributing resources to the group include three ca. 1938 concrete bridges (8OS01747-8OS01749) and the segment of US 17/92 (8OS02796) carried between and by the bridges.

As a result of the Cultural Resources Assessment Survey (CRAS), the resource group was recommended eligible under Criterion C as a distinct collection of unadorned depression-era bridges. No area of significance was identified in the recommendation. The Florida Master Site File (FMSF) resource form notes eligibility under Criterion A in the areas of significance as Community & Planning and Transportation. The SHPO concurred with the recommendation as written in the CRAS and the FMSF resource form. The CRAS also indicated that a study of unadorned 1930s concrete bridges in the state has not been undertaken and that this assemblage in Osceola County may be distinctive within the state, not just the county.

On Monday, November 18, 2024, FDOT presented proposed mitigation measures to representatives of FDHR representing SHPO. The options presented included a survey of bridges constructed between 1900 and 1939 located in FDOT, District 5, and a historic narrative of early transportation patterns in the District. The group discussed a Historic American Engineering Record (HAER); however, that option poses unique complexities which are discussed at the end of this memo.

Mitigation measures "normally must have some reasonable nexus to the effects of the proposed action" (AASHTO 2016). Therefore, the mitigation measures for this project should, in part, be related to the documented significance as well as the scale of the undertaking. Mitigation

measures should also provide a public facing component so that the resource's significance can be interpreted after the adverse effect has occurred.

The following recommended mitigation stipulations consider the contributions Resource 8OS03182 made to Community Planning & Development and Transportation, its significance, as well as the scale of the undertaking.

Mitigation Measure #1

FDOT proposes to sponsor a survey of the 35 early twentieth century bridges built between 1900 and 1945 located in D5 that are owned or maintained by FDOT. The survey would also include municipal and county bridges that may use federal or state highway funds for maintenance and/or improvement projects. This survey would include the development of a revised historic context on transportation in the D5 region between 1900 and 1945, including the history of Resource 8OS03182. All thirty-five bridges would be addressed in the report and FMSF forms would be completed and submitted according to current FHDR guidance and standards.

FDOT intends to review the collective photographic record in its possession to identify any additional photos that could be submitted as an expansion or continuation of the existing FMSF record for Resource 8OS03182 and its three contributing bridges.

FDOT would provide the SHPO opportunity to comment on the proposed survey methodology, survey plan, subject bridge list, and other aspects associated with the development and execution of this effort. FDOT would identify any regional repositories (such as libraries or historic preservation groups) to submit a copy of the finalized D5 Transportation Context for public access and use.

Mitigation Measure #2

FDOT OEM would host information about Resource 8OS03182, including its contributing resources, on the Project Map, a GIS-based story map, within the department's website *Preservation and Progress*. *Preservation and Progress* is a website focused on highlighting the cultural resources preservation projects of FDOT. The story map within *Preservation and Progress* can be viewed here: [Preservation and Progress](#).

FDOT would develop language that highlights the significance of Resource 8OS03182 to be presented along with current and, if available, historic photos in the story map. FDOT would announce and feature the addition to the *Preservation and Progress* Story Map on associated webpages and social media to spread awareness of the information. Both the language and photos would be submitted to FDHR for review and comment before adding the resource to the story map.

Additional Considerations

A Historic American Engineering Record (HAER) is not recommended due to the documented significance of the bridges most accurately residing in Criterion A, rather than Criterion C, as well as logistical challenges of the resource's location. While this would typically be the go-to mitigation measure, we believe that the creative idea to complete the District-wide bridge survey documenting the remaining architecture and creating a historic context of transportation and development in D5 results in a more substantive product to mitigate for the loss of these specific resources.

From the collective research to date, Resource 8OS03182's significance is seemingly derived from how the State Road Department developed transportation corridors to move travelers within central Florida in the first 30 years of its establishment; thus, it is FDOT's position that the two mitigation stipulations described above would better convey the significance of this resource to the public. In looking at logistical considerations, the bridges were built to move vehicles through a swamp. The engineer of record has conveyed there is very little dry ground around the bridges' termini. Access to dry, steady ground near the ends of bridges is critical in obtaining large format photography of the underside of bridges to the maximum extent possible. The underside of bridges is where the engineering significance of a bridge is typically best manifested. Since obtaining these required photos appears to be on the scale of challenging to near impossible, the HAER documentation would potentially not meet NPS standards resulting in no substantive mitigation for the loss of said resource. Finally, there is also a safety concern due to dangerous wildlife (e.g., alligators) in this area.

Works Cited:

American Association of State Highway and Transportation Officials (AASHTO)
2016 Consulting under Section 106 of the National Transportation Act. Center for
Environmental Excellence. Online Document.
<https://environment.transportation.org/wp-content/uploads/2021/05/ph06-2.pdf>
Accessed October 2024.

From: Chase, Kelly L. <Kelly.Chase@dos.fl.gov>
Sent: Thursday, December 5, 2024 12:15 PM
To: Owen, Catherine; McManus, Alyssa M.
Cc: Rothrock, Lindsay; Graeber, David; Angela Matusik; Kate Willis; Kevin Freeman
Subject: Re: FPID 437200-1 - US 17-92 PD&E Study - Mitigation Discussion

Some people who received this message don't often get email from kelly.chase@dos.fl.gov. [Learn why this is important](#)

Catherine,

We have no objections or concerns regarding D5's mitigation proposal.

Kelly L. Chase

Compliance and Review Supervisor | Deputy State Historic Preservation Officer
Division of Historical Resources | Florida Department of State
Office: 850.245.6344 | Cell: 850.274.9121 (*cannot receive text messages*)
500 South Bronough Street | Tallahassee, Florida 32399
dos.myflorida.com/historical

From: Owen, Catherine <Catherine.Owen@dot.state.fl.us>
Sent: Monday, November 25, 2024 8:51 AM
To: McManus, Alyssa M. <Alyssa.McManus@dos.fl.gov>; Chase, Kelly L. <Kelly.Chase@dos.fl.gov>
Cc: Rothrock, Lindsay <Lindsay.Rothrock@dot.state.fl.us>; Graeber, David <David.Graeber@dot.state.fl.us>; Angela Matusik <Angela.Matusik@searchinc.com>; Kate Willis <kate.willis@searchinc.com>; Kevin Freeman <KFreeman@VHB.com>
Subject: RE: FPID 437200-1 - US 17-92 PD&E Study - Mitigation Discussion

EMAIL RECEIVED FROM EXTERNAL SOURCE

The attachments/links in this message have been scanned by Proofpoint.

Good morning Alyssa and Kelly:

Attached for your review and as discussed during our consultation meeting of November 18, 2024, please find a memorandum describing D5's proposed mitigation strategy for this project.

Kind regards and Happy TG! - cathy

Catherine B. Owen, M.S.
Environmental Specialist IV
District Cultural Resources Coordinator

FDOT District Five
719 S. Woodland Blvd.
DeLand FL 32720
phone (386) 943-5383



-----Original Appointment-----

From: Graeber, David <David.Graeber@dot.state.fl.us>

Sent: Wednesday, October 30, 2024 9:51 AM

To: Graeber, David; Graeber, David; Rothrock, Lindsay; Owen, Catherine; Alyssa.McManus@dos.fl.gov; Kelly.Chase@dos.fl.gov; Angela Matusik; Kate Willis; Kevin Freeman

Subject: FPID 437200-1 - US 17-92 PD&E Study - Mitigation Discussion

When: Monday, November 18, 2024 2:00 PM-3:00 PM (UTC-05:00) Eastern Time (US & Canada).

Where: Microsoft Teams Meeting

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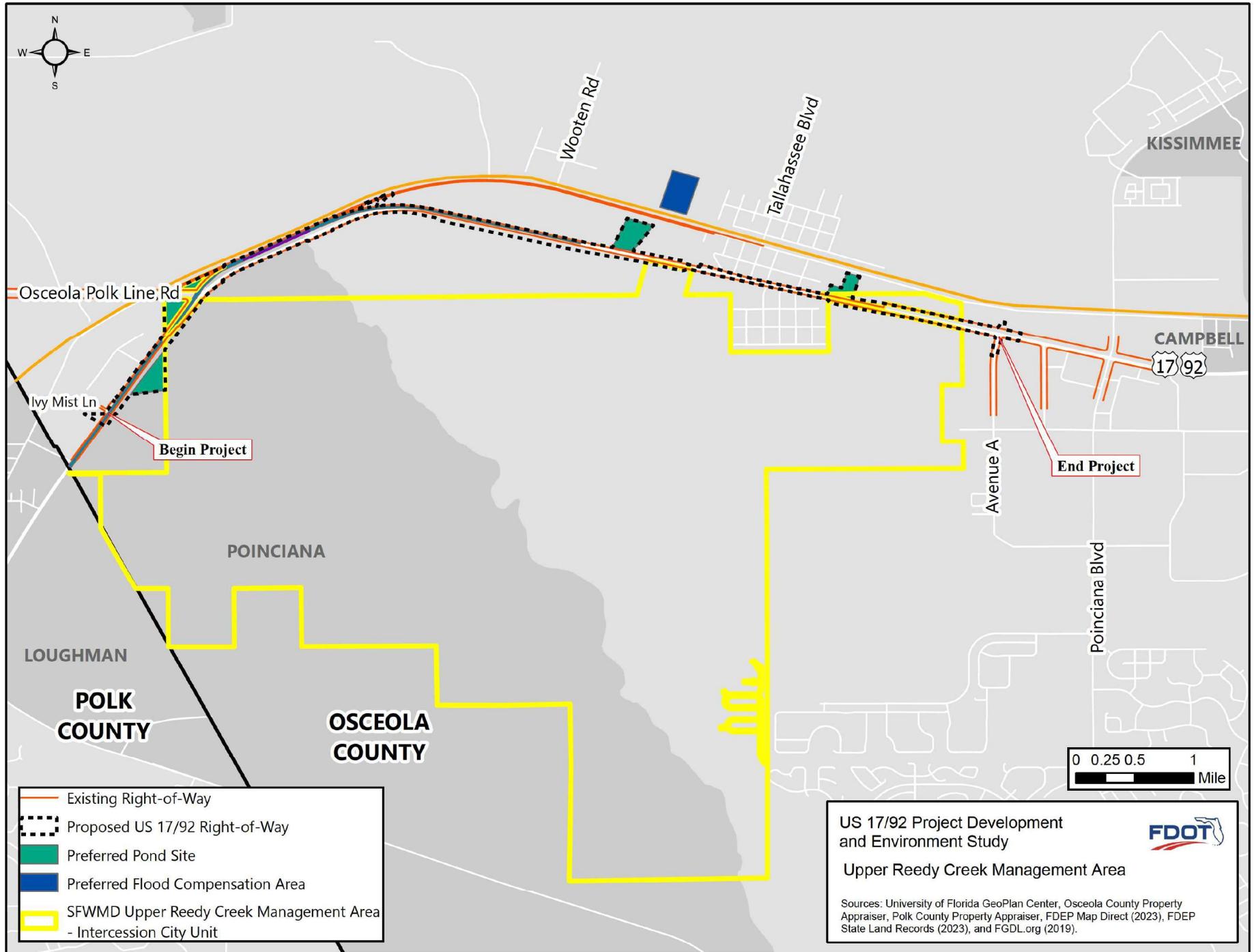
[Org help](#) | [Privacy and security](#)

Upper Reedy Creek Management Area - Intercession City Unit

Contents:

Upper Reedy Creek Management Area Map

Upper Reedy Creek Management Area OWJ Coordination



From: Palmer, Ray <rpalmer@sfwmd.gov>
Sent: Monday, November 7, 2022 10:07 AM
To: Walsh, William <William.Walsh@dot.state.fl.us>
Cc: Linger, Kathaleen <Kathaleen.Linger@dot.state.fl.us>
Subject: RE: Lake Marion Creek and Reedy Creek Management Area

EXTERNAL SENDER: Use caution with links and attachments.

Mr. Walsh,

In response to your request from September 14th, I received concurrence from our Land Managers that the referenced SFWMD parcels indicated on the attached aerial do not include any significant public recreational facilities that are open to the public, or any significant, designated wildlife or waterfowl refuges.

Please let me know if you have any questions or need additional information.

Thank you,



Ray

RAY PALMER

Section Administrator
Real Estate Division
3301 Gun Club Road, MS 3730
West Palm Beach, Florida 33406
Office (561) 682-2246
RPalmer@sfwmd.gov

Florida enjoys a broad public records law. Any emails sent to or from this address will be subject to review by the public unless exempt by law.

From: Walsh, William <William.Walsh@dot.state.fl.us>
Sent: Wednesday, September 14, 2022 10:05 AM
To: Palmer, Ray <rpalmer@sfwmd.gov>
Cc: Cotter, Daniel <dcotter@sfwmd.gov>; Linger, Kathaleen <Kathaleen.Linger@dot.state.fl.us>
Subject: Lake Marion Creek and Reedy Creek Management Area

Some people who received this message don't often get email from william.walsh@dot.state.fl.us. [Learn why this is important](#)
[\[Please remember, this is an external email\]](#)

Dear Mr. Palmer:

As we discussed on the phone, FDOT is proposing a project to widen US 17/92 from CR 54 to Avenue A in Osceola County. The preferred alternative roadway alignment would acquire some land from the Reedy Creek Management Area. Due to the fact that the Reedy Creek Management Area is a publicly owned multiple-use tract, FDOT needs to

confirm that the areas being proposed to be incorporated into the roadway project do not include any significant recreational facilities that are open to the public or any designated wildlife or waterfowl refuges. This is necessary to satisfy the requirements of Section 4(f) of the US Department of Transportation Act which protects publicly owned significant recreational parks and designated wildlife and waterfowl refuges. I have attached an aerial concept that indicates, in purple hatching, the areas under consideration for acquisition. Although our preliminary assessment of these areas indicates that there are no facilities protected under Section 4(f), we are required to obtain confirmation that this is the case from an Official With Jurisdiction (OWJ) over the property in question. An email response would suffice.

So if you concur that the parcels indicated on the attached aerial do not include any significant public recreational facilities that are open to the public, or any significant, designated wildlife or waterfowl refuges, please respond to this email or on SFWMD letterhead that you concur.

Thank you for your time on the phone and for considering this request.

Sincerely,

Bill Walsh

William G. Walsh
Environmental Manager
FDOT, District 5
386-943-5411 (office)
386-279-9181 (cell)



Beehive Hill (8OS01726)

Contents:

Beehive Hill Location Map

