

EFFECTS EVALUATION CASE STUDY REPORT

**Florida's Turnpike (SR 91) Widening
Project Development & Environment (PD&E) Study
From South of I-595 to Wiles Road
Financial Project Identification (FPID) Number (No.): 442212-1-22-01
ETDM No. 14350
&
Coconut Creek Parkway Interchange Modifications
FPID No. 452077-2-32-01

Broward County, Florida**

Prepared for:

**Florida's Turnpike Enterprise
Turkey Lake Service Plaza
Mile Post 263 | Bldg. #5315
P.O. Box 613069, Ocoee, Florida 34761**



August 2024

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August 2024

EXECUTIVE SUMMARY

The Florida Department of Transportation (FDOT), Florida's Turnpike Enterprise (FTE) has prepared this Effects Evaluation Case Study Report (Case Study) for the FTE (State Road [SR] 91) Widening Project Development & Environment (PD&E) Study from south of Interstate (I)-595 to Wiles Road project in Broward County, Florida (Financial Project Identification [FPID] Number [No.]: 442212-1-22-01) and the subsequent Coconut Creek Parkway Interchange Modifications (FPID No.: 452077-2-32-01) design project that was included in the PD&E. Currently, SR 91 has eight to ten lanes (four lanes plus an auxiliary lane in each direction) from south of I-595 to south of Atlantic Boulevard and six lanes (three lanes in each direction) from south of Atlantic Boulevard to Wiles Road. The project is state-funded.

The objective of the PD&E Study was to evaluate increasing the capacity of SR 91 to accommodate future traffic volumes generated by anticipated growth and development in Broward County, Florida. Widening SR 91 is needed to accommodate Year 2045 travel demands, enhancing the corridor's safety and mobility. The potential new interchanges would relieve existing interchanges, improve current and future traffic operations, improve regional connectivity, and enhance emergency response and evacuation. The State Environmental Impact Report (SEIR) for the project was approved on March 15, 2024.

As part of the PD&E Study, FTE prepared a Cultural Resource Assessment Survey (CRAS) in March 2023. The objective of the CRAS was to locate and identify any archaeological sites or historic resources located within the project's Area of Potential Effect (APE) and to assess their significance as per the criteria of eligibility for listing in the National Register of Historic Places (NRHP). The CRAS determined that two (2) historic resources are individually eligible for listing in the NRHP: the Plantation Village Shopping Center (8BD8428) and the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542). No archaeological sites that are eligible for listing in the NRHP within the archaeological APE were identified during the CRAS study. The SHPO concurred with the findings of the CRAS in a letter signed on April 17, 2023 (**Appendix A**).

The objective of this Case Study is to evaluate the potential primary and secondary effects of the proposed undertaking on the two (2) NRHP-eligible resources documented within the project APE. Potential effects on these historic resources were evaluated in accordance with Chapter 267, *Florida Statutes* (FS), Chapter 1A-46, *Florida Administrative Code* (FAC), and Stipulation VII of the *Section 106 Programmatic Agreement* among the Federal Highway Administration (FHWA), the Florida Department of Transportation (FDOT), the Advisory Council on Historic Preservation (ACHP), and the Florida State Historic Preservation Officer (SHPO) regarding Implementation of the Federal-aid Highway Program in Florida (2023 PA).

All work is being performed in accordance with the standards outlined in the *Cultural Resources Management Standards and Operational Manual* (Florida Division of Historical Resources [FDHR], 2003), the *Cultural Resource Management Handbook* (FDOT 2013), and the *Project Development and Environment Manual* (FDOT 2023). All work also conforms to professional guidelines set forth in the *Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716, as amended and annotated). Principal Investigators meet the *Secretary of the Interior's Professional Qualification Standards* (48 FR 44716) for archaeology, history, architecture, architectural history, or historic architecture.

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The Criteria of Adverse Effect found in 36 CFR Part 800.5 were applied to the two (2) NRHP-eligible resources identified within the project APE per the 2023 PA. This Case Study provides information for consultation with the SHPO and FTE. Based on the proposed undertaking to widen SR 91, the findings presented in this study indicate that the proposed road widening will have no adverse effect on the individually NRHP-eligible Plantation Village Shopping Center (8BD8428). However, it is anticipated that this undertaking will have an adverse effect on the individually NRHP-eligible FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542). There are no previously recorded NRHP-eligible or NRHP-listed archaeological sites that are within the archaeological APE that will be affected by this undertaking.

The individually NRHP-eligible Plantation Village Shopping Center (8BD8428) structure is located at the southern end of the project area at the intersection of SR 91 and West Broward Boulevard (SR 842) in the City of Plantation, Broward County, Florida. No project activities of this undertaking are anticipated to affect this resource due to the distance from the project area. Based on this assessment, the project has little to no potential to affect the NRHP eligibility of the resource. Therefore, a finding of *No Adverse Effect* is anticipated for Plantation Village Shopping Center (8BD8428).

The individually NRHP-eligible FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) resource group is located at the northern end of the project area at the Coconut Creek Parkway/M.L. King Boulevard exit along SR 91 in the City of Pompano Beach, Broward County, Florida. Project implementation would require the removal of two resources within the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) resource group: the toll plaza and the Turnpike Southern Regional Office building. Based on this assessment, a finding of an *Adverse Effect* is anticipated for the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542).

A table summarizing the findings can be found in **Table 1**.

Section 6.0 of the report includes recommendations for mitigating the adverse effects identified in this Case Study. To fulfill the FS Chapter 267 requirements to resolve the adverse effects, further coordination and consultation will occur among the SHPO, the FTE, the Advisory Council on Historic Preservation, other potential consulting parties, and the public. The result of the consultation will be recorded in a Memorandum of Agreement (MOA).

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1.0 INTRODUCTION

The Florida Department of Transportation (FDOT), Florida's Turnpike Enterprise (FTE) has prepared this Effects Evaluation Case Study Report (Case Study) for the Florida's Turnpike (State Road [SR] 91) Widening Project Development & Environment (PD&E) Study from South of Interstate (I)-595 to Wiles Road project in Broward County, Florida (Financial Project Identification [FPID] Number [No.]: 442212-1-22-01) (**Figure 1-1, Figure 1-2**) and the subsequent Coconut Creek Parkway Interchange Modifications (FPID No.: 452077-2-32-01) design project that was included in the PD&E. Currently, SR 91 is typically eight to ten lanes (four lanes plus an auxiliary lane in each direction) from south of I-595 to south of Atlantic Boulevard, and six lanes (three lanes in each direction) from south of Atlantic Boulevard to Wiles Road. The PD&E study consists of evaluating the widening of SR 91 to ten lanes plus an auxiliary lane from south of I-595 Milepost (MP) 53 to south of Atlantic Boulevard (MP 66) and widening to ten lanes from Atlantic Boulevard (MP 66) to Wiles Road (MP 70). The widening of SR 91 is needed to accommodate Year 2045 travel demands and enhance the safety of the corridor and mobility in the area. The potential new interchanges would relieve existing interchange congestion, improve current and future traffic operations, improve regional connectivity, and enhance emergency response and evacuation. The project is state-funded.

As part of the PD&E Study, FTE prepared a Cultural Resource Assessment Survey (CRAS) in March 2023. The objective of the CRAS was to locate and identify any archaeological sites or historic resources located within the project's Area of Potential Effect (APE) (**Figure 1-3**) and to assess their significance as per the criteria of eligibility for listing in the National Register of Historic Places (NRHP). The CRAS determined that two (2) historic resources are individually eligible for listing in the NRHP and within the APE of the proposed project: the Plantation Village Shopping Center (8BD8428) and the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542). No archaeological sites that are eligible for listing in the NRHP within the archaeological APE were identified. The SHPO concurred with the findings of the CRAS in a letter signed on April 17, 2023 (**Appendix A**).

This Case Study Report evaluates the potential primary and secondary effects of the proposed undertaking on the NRHP-eligible resources documented within the project APE as established in the project CRAS. The report evaluates two alternatives of the proposed undertaking on the two (2) NRHP-eligible historic resources located within the project APE: the No Build and Build Alternatives.

The objective of this Case Study is to evaluate the potential effects of the proposed undertaking on NRHP-eligible historical resources located within the project APE. All work is in accordance with the standards outlined in the *Cultural Resources Management Standards and Operational Manual* (Florida Division of Historical Resources [FDHR], 2003), the *Cultural Resource Management Handbook* (Florida Department of Transportation [FDOT] 2013), and the *Project Development and Environment Manual* (FDOT 2023). The work also conforms to professional guidelines set forth in the *Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716, as amended and annotated). Principal Investigators meet the *Secretary of the Interior's Professional Qualification Standards* (48 FR 44716) for archaeology, history, architecture, architectural history, or historic architecture. This report applies the Criteria of Adverse Effect found in Section 106 of the *National Historic Preservation Act* (NHPA) of 1966 (Public Law 89-665), 36 CFR Part 800.5 to the NRHP-eligible historic resources located within the project APE as directed in Chapter 267, *Florida Statutes* (FS) and the Florida State Historic Preservation Officer (SHPO) regarding Implementation of the Federal-aid Highway Program in Florida (2023 PA). This Case Study provides information for consultation with the SHPO.

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Figure 1-1: Project Location Map for FPID 442212-1 PD&E Study (Janus Research 2023)

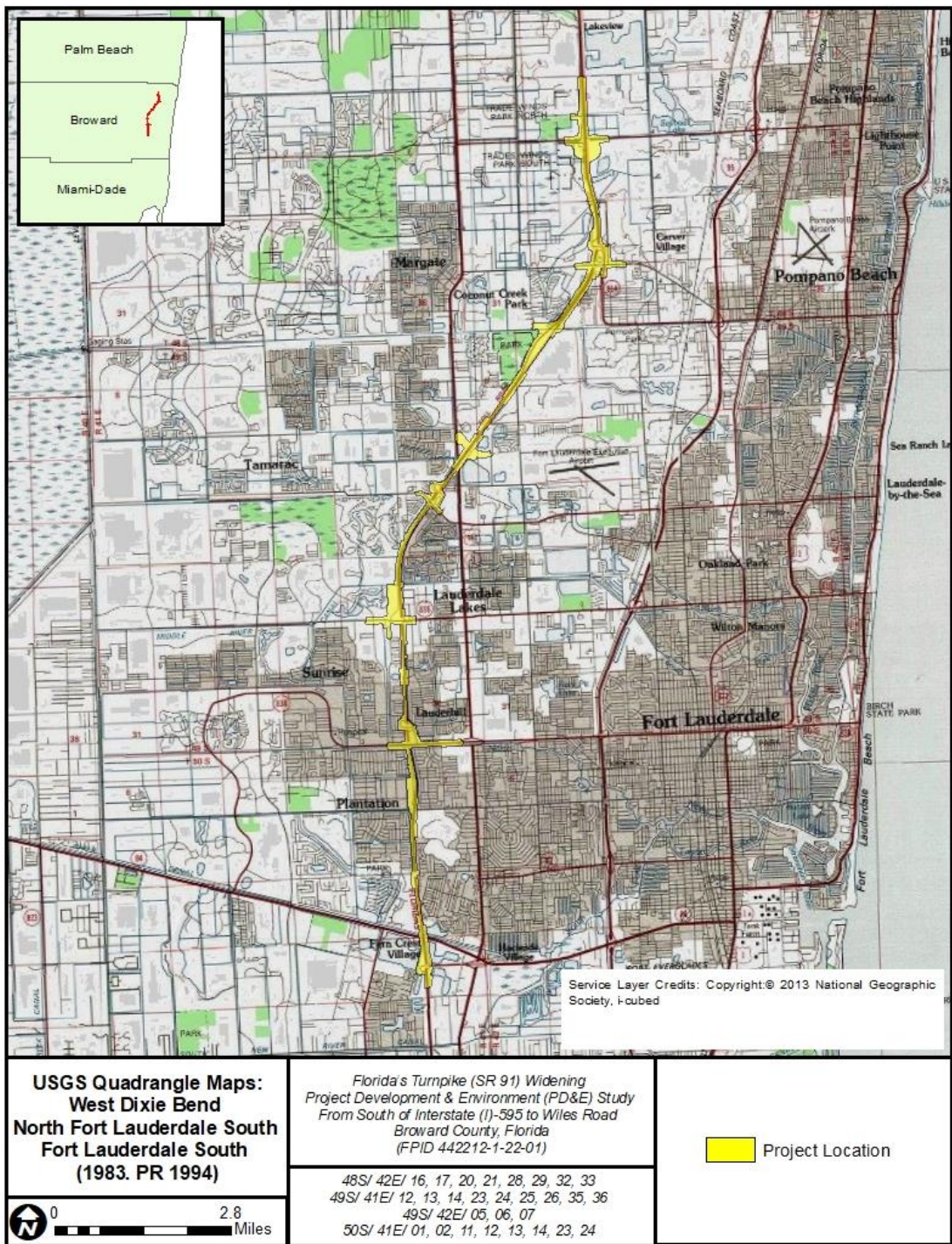


Figure 1-2: USGS Quadrangle Map of Project Location for FPID 442212-1 PD&E Study (Janus Research 2023)

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Figure 1-3: CRAS APE Map for FPID 442212-1 PD&E Study (Janus Research 2023)

2.0 PROJECT DESCRIPTION

The FDOT FTE has evaluated alternatives to widen the Florida's Turnpike Mainline from south of I-595 (MP 53) to Wiles Road (MP 70), a length of approximately 17 miles. The improvements also include milling and resurfacing, bridge construction, and existing interchange improvements. The existing interchanges within the limits of the study include I-595, Sunrise Boulevard, Commercial Boulevard, Atlantic Boulevard, Coconut Creek Parkway, and Sample Road. The evaluation for two potential new reliever interchanges, one at Cypress Creek Road/McNab Road and one at Oakland Park Boulevard, is also part of the PD&E Study. The State Environmental Impact Report (SEIR) for the project was approved on March 15, 2024.

The project is located in Broward County, Florida, and is contained within the following eleven municipalities: Coconut Creek, Davie, Deerfield Beach, Fort Lauderdale, Lauderdale Lakes, Lauderdale Hill, Margate, North Lauderdale, Plantation, Pompano Beach, and Tamarac. Graphics depicting the location of the project corridor are provided in **Figure 1-1** and **Figure 1-2**. The NRHP-eligible resources identified within the project area are located in Plantation (Plantation Village Shopping Center [8DA8428]) and Coconut Creek (FDOT Turnpike Southern Regional Office and Toll Plaza [8BD8542]).

Currently, the Turnpike Mainline is eight to ten lanes (four lanes plus an auxiliary lane in each direction) from south of I-595 to south of Atlantic Boulevard and six lanes (three lanes in each direction) from south of Atlantic Boulevard to Wiles Road.

Land use adjacent to the Turnpike Mainline within the project limits is predominately residential, with some areas of commercial and industrial land uses toward the northern end of the project.

2.1 Project Status

As part of the PD&E Study, FTE prepared a CRAS in March 2023 (Janus Research 2023). The objective of the CRAS was to locate and identify any archaeological sites or historic resources within the project's APE and assess their significance as per the eligibility criteria for listing in the NRHP. Once these resources were identified and evaluated, the CRAS determined that there are two (2) individually NRHP-eligible resources within the APE for this project: Plantation Village Shopping Center (8BD8428) and the FDOT Turnpike Southern Regional Office and Toll Plaza Turnpike Toll Plaza (8BD8542).

The Coconut Creek Parkway Interchange Modification (MP 67) (FPID No. 452077-2) project is a subsequent design project for a portion of the PD&E study area that includes the final design of the proposed modifications to the Coconut Creek Interchange at MP 67 of the Turnpike Mainline (SR91). The improvements include new diamond-type southbound on and northbound off ramps from/to Coconut Creek Parkway, a direct connection for the southbound off and northbound on-ramps to Blount Road with a braided ramp and a roundabout. Coconut Creek Parkway and the ramp bridges will be reconstructed to accommodate the Turnpike mainline widening. Work includes pavement design, milling and resurfacing, maintenance of traffic, stormwater collection and treatment facilities, bridge structures, tolling, signing and pavement markings, signals, lighting, communications, and right-of-way acquisition. This project is centered at the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) resource group location. Select plans are located in **Appendix B**.

2.2 Project Purpose & Need

The purpose of this project is to evaluate increasing the capacity of Florida's Turnpike Mainline to accommodate future traffic volumes generated by the anticipated growth and development in Broward County, Florida.

Population and employment projections referenced in the Broward Metropolitan Planning Organization's (MPO) Long Range Transportation Plan (LRTP), Commitment 2045, indicate that the population of Broward County is expected to grow from 1.9 million to 2.2 million (a 15.7% increase) between 2018 and 2045. Employment is projected to grow 25% through 2045. Furthermore, the Southeast Florida region, made up of Broward County, Miami-Dade County, and Palm Beach County, collectively has a population of over 5.85 million people and is expected to reach nearly 7.5 million over the next 25 years, making it the fourth most urbanized area in the nation.

Widening of Florida's Turnpike Mainline is needed to accommodate Year 2045 travel demands and enhance the corridor's safety and mobility. The potential new interchanges would relieve existing interchanges, improve current and future traffic operations, improve regional connectivity, and enhance emergency response and evacuation.

2.2.1 Enhance Safety

There is recurring congestion along the project limits, particularly in the vicinity of the I-595/ Sunrise Boulevard Interchange and between the Coconut Creek Interchange and the Sawgrass Interchange in both the northbound and southbound directions. Traffic congestion is most predominant in the evening peak time and is categorized as moderate to severe. Increased congestion leads to an increase in crashes. The area between the I-595 Interchange and the Sunrise Boulevard Interchange is the project segment with the highest crash history.

Improvements to Florida's Turnpike are needed to enhance safety. Between 2012 and 2016, there were almost 3,000 crashes within the project limits, equating to an economic cost of \$339 million. Widening Turnpike's Mainline to increase capacity is needed to accommodate the future travel demand. Otherwise, the increase in travel demand will result in increased congestion and will lead to an increase in crashes.

2.2.2 Accommodate Travel Demands

With the regional population forecasted to reach just over 7.5 million people by the year 2045, travel demands on the transportation network will increase as the population continues to grow.

The traffic evaluation analysis identified the need for ten lanes by 2025 from south of I-595 (MP 53) to south of Atlantic Boulevard (MP 66), and ten lanes plus continuous auxiliary lanes are needed by 2040. From south of Atlantic Boulevard (MP 66) to Wiles Road (MP 70), eight lanes are needed now, and ten lanes are needed by 2040.

2.2.3 Improve Travel Time Reliability

Improvements to Florida's Turnpike are needed to improve travel time reliability. As aforementioned, there is moderate to severe congestion during the morning and afternoon rush hours along the Turnpike and at interchange ramps. Although Florida's Turnpike did experience a drop in congestion during the height of

the COVID-19 pandemic, the 2022 traffic evaluation shows congestion is returning to nearly pre-pandemic levels. Without an increase in capacity, more stop-and-go traffic, more crashes, and longer delays would be expected in the future.

2.2.4 Improve Regional Connectivity

The project is located within a segment of the roadway network vital to the South Florida region. Improvements to the corridor are needed to enhance and maintain South Florida's economic and employment viability. Without Turnpike widening, severe congestion will impact the movement of people and goods throughout South Florida.

2.2.5 Enhance Emergency Response and Evacuation

The South Florida region is susceptible to hurricanes every year. Florida's Turnpike is a designated hurricane evacuation route critical in facilitating traffic movement during emergency evacuation periods. With the population increase forecasted for the region, widening Florida's Turnpike Mainline would provide greater capacity to efficiently process large volumes of traffic during emergency evacuation events.

3.0 CULTURAL SETTING

A historical context for the project area is included in the CRAS report prepared for the PD&E Study, which can be referenced for this report (Janus Research 2023). Therefore, it is not repeated here.

4.0 EXISTING SIGNIFICANT HISTORIC RESOURCES

Based on the results of the 2023 CRAS, two (2) existing resources within the project APE, the Plantation Village Shopping Center (8DA8428) structure and FDOT Turnpike Southern Regional Office and FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) resource group, were determined eligible for listing in the NRHP by the SHPO in May 2023 (**Table 1, Figure 4-1**).

Table 1: NRHP-Eligible Resources within the APE

FMSF No.	Address/Name	Date Constructed	Type	NRHP Eligibility
8BD8428	Plantation Village Shopping Center	c. 1961	Structure	NRHP-Eligible/
8BD8542	FDOT Turnpike Southern Regional Office and Toll Plaza	c. 1957	Resource Group	NRHP-Eligible



Figure 4-1: NRHP-Eligible Resources identified within the Project APE (Janus Research 2023)

4.1 Plantation Village Shopping Center (8BD8428)

The Plantation Village Shopping Center (8BD8428) structure (**Figure 4-2** through **Figure 4-4**) is located within the 5200 block of West Broward Boulevard at the northeast corner of East Acre Drive and West Broward Boulevard in Section 2 of Township 50 South, Range 41 East on the Fort Lauderdale South (1983) USGS quadrangle map, in the City of Plantation, Broward County, Florida.

The resource consists of a Colonial Revival-style shopping center constructed by Wally Wrightson and Ted King in 1961. The concrete block building is covered with brick cladding and stucco and has a central block with east and west wings. The central block has a flat roof, and the wings have gable roofs. The central block contains an arcade with four arches on its west façade and six arches on the south façade. Pedimented front gables at three of the storefronts, one of which is smaller than the other two in size, cross the gabled wings. A cupola is centered atop the smaller-pedimented storefront, while the structure features multi-pane fixed windows. The larger pediments are adorned with round windows divided into 6-lights, and each storefront entryway has a paneled door with 9-lights, according to the CRAS. A review of historical newspapers and photographs indicated that the structure has maintained its integrity of location, design, setting, materials, workmanship, feeling, and association. The Plantation Village Shopping Center embodies distinctive characteristics of the Colonial Revival style, a rare commercial architecture style in South Florida. Therefore, the structure is individually eligible for the National Register under Criterion C in the area of Architecture. A detailed history of the structure is included in the 2023 CRAS, which can be referenced for this report.



Figure 4-2: West wing of the Plantation Village Shopping Center (8BD8428), facing north (Janus Research 2023)



Figure 4-3: West wing and arcade of Plantation Village Shopping Center (8BD8428), facing northeast (Janus Research 2023)



Figure 4-4: East wing of Plantation Village Shopping Center, facing southeast (Janus Research 2023)

4.2 FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542)

The NRHP-eligible FDOT Turnpike Southern Regional Office and Toll Plaza (8DA8542) resource group (**Figure 4-5** through **Figure 4-10**) is located at 2879 Coconut Creek Parkway in Section 28 of Township 48 South, Range 42 East on the Fort Lauderdale North (1983) USGS quadrangle map, in Broward County, Florida. The resource group includes the original toll plaza that stretches over the entrance and exit lanes for the Turnpike to Coconut Creek Parkway, the Turnpike Southern Regional Office building, and two concrete block maintenance buildings. However, it does not include the adjacent roadways to the property or those that traverse the toll plaza.

The c. 1957 toll plaza is an arched-canopy arcade with brick and concrete supports and is the last remaining toll plaza from the Turnpike's c. 1957 period of construction. Its arcade design was utilized in the construction of rest areas and other toll booths from the era. Travel lanes feature masonry, glass, and metal tollbooths and are separated by concrete railings. The tollbooths are no longer in use due to the Turnpike's implementation of a cashless operating system. The c. 1957 Turnpike Southern Regional Office Building is a Masonry Vernacular structure with Mid-Century elements that features a porch with a half-wall and columns on its southern side. It has metal doors and a five-by-six-ft fixed window on the southern façade. The two Masonry Vernacular maintenance structures to the west are parallel, face each other, and have flat roofs. The east façade of the western building and the west façade of the eastern building have multiple metal garage and metal panel doors. The building's flat roof extends beyond the facade from an eyebrow ledge, which is supported by metal beams on the eastern building. Additionally, there are several modern metal sheds adjacent to the concrete block structures, which combine with the two historic structures to form a maintenance area enclosed by a chain link fence. A detailed history of the resource group is included in the 2023 CRAS, which can be referenced for this report. Due to its association with the Florida Turnpike's earliest era, the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) is eligible for NRHP listing under Criterion A in the area of Transportation. Through its intact architectural features and elements, this resource group conveys the early history of the Turnpike and its importance in vehicular transportation in Florida.



Figure 4-5: FDOT Turnpike Southern Regional Office and Toll Plaza, contributing resources (8BD8542), facing northeast (Janus Research 2023)



Figure 4-6: FDOT Turnpike Southern Regional Office building, a contributing resource, facing northeast (Janus Research 2023)



Figure 4-7: FDOT Turnpike Toll Plaza, a contributing resource, facing northeast (Janus Research 2023)



Figure 4-8: FDOT Southern Regional Office maintenance yard, with the two contributing concrete block maintenance buildings visible, facing north (Janus Research 2023)



Figure 4-9: FDOT Turnpike Southern Regional Office maintenance yard, facing east (Janus Research 2023)

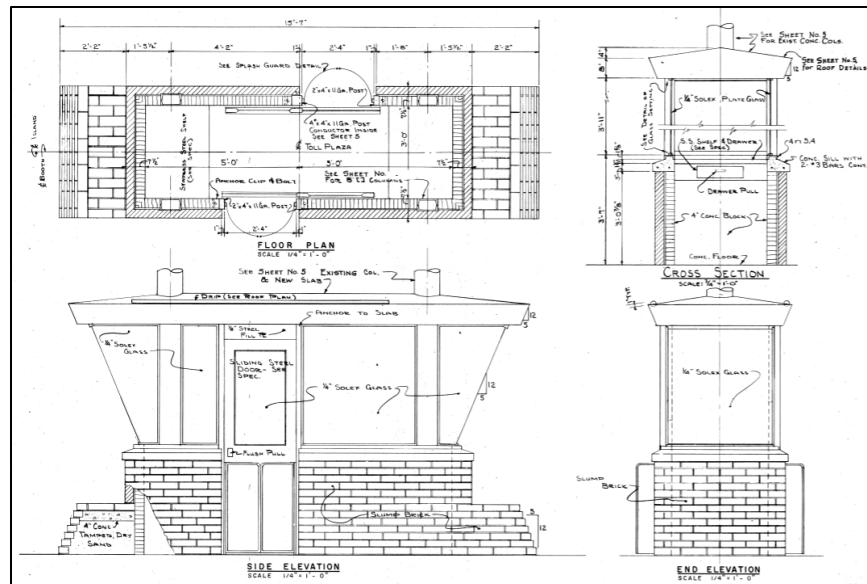


Figure 4-10: Select drawings from the Pompano Interchange Toll Plaza plans (Howard, Needles, Tammen & Bergendoff Consulting Engineers 1963)

5.0 PROJECT ALTERNATIVES

The SR 91 Widening PD&E study evaluates several improvement alternatives based on the ability to meet project needs. These alternatives include a No-Build Alternative as well as Build Alternatives based on location-specific needs. For the purposes of this Case Study, only the proposed improvements located in the vicinity of the two NRHP-eligible properties will be examined, including the improvements under Coconut Creek Interchange Modification (MP 67) (FPID No. 452077-2). Early phases of alternative development consisted of designing sketch alternatives for each interchange within the project limits. The sketch alternatives were examined, refined, and ultimately assessed based on functionality, safety, traffic improvement, cost, ROW requirements, and stakeholder input. All alternatives considered during the sketch alternative phase were then narrowed down to the Build Alternatives. The Build Alternatives were introduced at the Alternatives Public Information Meetings in January 2022.

5.1 Study Alternatives

5.1.1 No-Build Alternative

The No-Build Alternative assumes no improvements to the roadway network except for routine maintenance. The No-Build Alternative does not meet the purpose and need of the proposed undertaking and is not considered a prudent nor feasible alternative compared to the build alternatives of this undertaking. However, it will remain under consideration and serve as a baseline for comparison against the other alternatives.

5.1.2 Build Alternatives

For the segment of the project corridor along SR 91 in the vicinity of the Plantation Village Shopping Center (8BD8428), one Build Alternative was developed. Improvements along this segment include adding an additional 12-foot travel lane in each direction for a total of ten travel lanes and one continuous auxiliary lane in each direction between interchanges. The travel lanes will consist of one through lane and four general use lanes. The through lane would be separated from the general use lanes by a four-foot buffer. There is a Florida Gas Transmission (FGT) line near the ROW line on the eastside which allows for a center widening or widening to the outside in both directions.

The segment of the project corridor in the vicinity of the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) includes three alternatives developed and evaluated during the study to accommodate four general use lanes and a through lane in each direction. The FGT's specified width is a major constraint within this segment. These alternatives were developed in response to concerns received from the neighboring community residents. These alternatives include:

- **Widen to the west:** This alternative evaluated the feasibility of widening SR 91 to the west. This proposed alternative will maintain the existing northbound edge of pavement and shift SR 91's centerline to the west.
- **Widen on the center alignment:** This alternative maintains SR 91's centerline by widening to the outside in both directions. The widening for this alternative will take place within the existing ROW; however, the widening of the northbound lanes to the east would further encroach into the FGT specified width which will trigger the need to relocate the FGT gas lines. This alternative will require relocation of businesses and homes adjacent to SR 91.
- **Widen to the east:** This alternative widens SR 91 to the east. This alternative will require relocation of the FGT gas lines as it encroaches upon the FGT specified width and Broward County's C-3 Canal. Relocation of businesses and homes adjacent to SR 91 will also be required for this alternative due to the shifting of the gas lines.

Alternatives were also examined at the following interchange adjacent to the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542):

- **Coconut Creek Parkway Interchange:** Two Build Alternatives were developed for the Coconut Creek Parkway interchange. Both alternatives replace the overpass and ramp bridges, includes new ramps to and from the south, realigns the southbound off ramp, and provides an interchange connector at Blount Road to accommodate the SR 91 widening. The evaluated alternatives will require ROW acquisition.
 - **Alternative 1:** This alternative includes a stop control intersection at the Blount Road connector. It removes the existing right turn from Coconut Creek Parkway onto Blount Road and routes northbound Blount Road traffic through the ramp terminal intersection. This alternative modifies the existing traffic patterns with relocation of the northbound Blount Road right turn access.
 - **Alternative 2:** This alternative introduces a roundabout and continues to provide northbound Blount Road access directly off Coconut Creek Parkway.

5.2 Preferred Alternatives

- In the vicinity of the Plantation Village Shopping Center (8BD8428)– Center widening with four general use lanes, a through lane, and a continuous auxiliary lane in each direction (**Figure 13**).

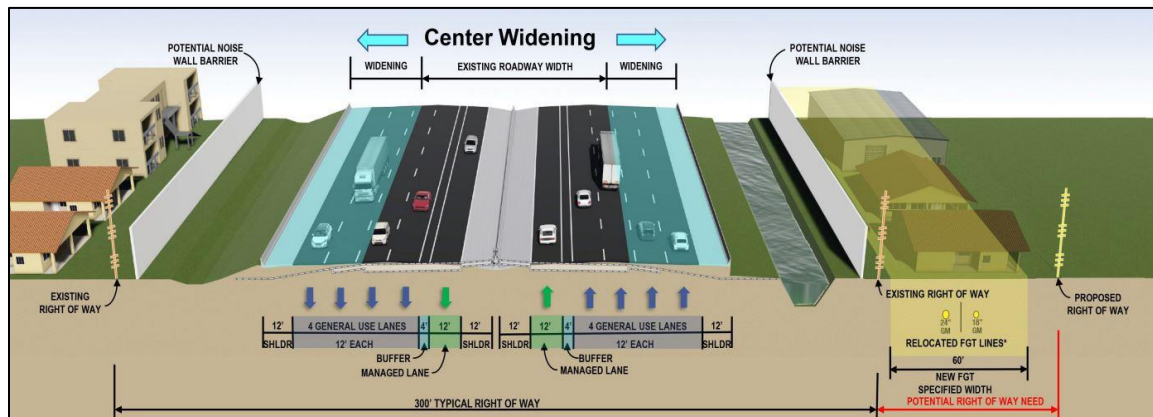


Figure 5-1: Segment 1 Preferred Alternative Typical Section

- In the vicinity of the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542)– widen to the west provides four general use lanes and a through lane.
- Coconut Creek Parkway Interchange adjacent to the Southern Regional Office and Toll Plaza (8BD8542)– Build Alternative 2 provides new diamond type southbound on-ramp and northbound off-ramps to and from Coconut Creek Parkway.

6.0 EVALUATION OF EFFECTS

This section applies the Criteria of Adverse Effect (36CFR Part 800.5[a]) to the two (2) NRHP-eligible resources identified in the CRAS:

- Plantation Village Shopping Center (8BD8428)
- FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542)

This section also offers possible measures to avoid, minimize or mitigate the impacts on the NRHP-eligible historic resources identified as having adverse effects due to the proposed alternative. These measures will be considered, along with other ideas, during coordination and consultation that will occur among the SHPO, FTE, other interested consulting parties, and the public to fulfill the FS Chapter 267 requirements to resolve the adverse effects. Consultation for this project will continue with the discussion of minimization and mitigation measures to resolve adverse effects to the identified historic properties. The result of the consultation will be recorded in a MOA.

6.1 Criteria of Adverse Effect (36CFR Part 800.5(a))

An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the NRHP. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.

Adverse effects on historic properties include, but are not limited to:

- (i) Physical destruction of or damage to all or part of the property;
- (ii) Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation and provision of handicapped access, that is not consistent with the Secretary's Standards for the Treatment of Historic Properties (36 CFR part 68) and applicable guidelines;
- (iii) Removal of the property from its historic location;
- (iv) Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- (v) Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- (vi) Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- (vii) Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

6.2 Plantation Village Shopping Center (8BD8428)

6.2.1 Effects of Alternatives

The Plantation Village Shopping Center (8BD8428) is located approximately 65 feet from the west side of SR 91 and immediately adjacent to the north side of West Broward Boulevard. The resource is located along the SR 91 Segment 1 of the proposed project (**Figure 6-1**). Since the resource is outside the direct project area and is not impacted through destruction, alteration, removal, or changes to access, the evaluations for the resource focus on potential audible and visual impacts.

The No-Build Alternative would have no effect on the Plantation Village Shopping Center (8BD8428).

One Build Alternative was developed for Segment 1 of the SR 91 project, and improvements in the area of Plantation Village Shopping Center (8BD8428) that includes adding an additional 12-foot travel lane in each direction for a total of ten travel lanes and one continuous auxiliary lane in each direction between interchanges. The travel lanes will consist of one through lane and four general-use lanes. The through lane would be separated from the general use lanes by a four-foot buffer. ROW acquisition is proposed in the

area of the Plantation Village Shopping Center (8BD8428) adjacent to the northeast corner of the property in order to accommodate the proposed southbound through lane. Additionally, grading will be required to support a bridge carrying the through lane across W. Broward Boulevard. A 14-foot-tall shoulder-mounted noise barrier will be placed along the bridge, and a retaining wall will be installed extending off the noise barriers in either direction.

A Noise Study Report (NSR) was prepared as part of the PD&E study. The NSR predicted exterior traffic noise levels would exceed the Noise Abatement Criteria (NAC) at a land parcel adjacent to the Plantation Village Shopping Center (8BD8428). In order to mitigate the anticipated noise impacts at the Plantation Village Shopping Center (8BD8428), a 14-foot-tall shoulder noise barrier is proposed as part of project implementation in the area of the resource. The presence of the noise barrier would reduce noise levels to meet FDOT criteria for noise abatement.

Because SR 91 has always been a part of the viewshed, predating the Plantation Village Shopping Center (8BD8428) by four years, and the roadway has been widened several times since the resource's construction, it was determined that the proposed project would not impact the viewshed of the Plantation Village Shopping Center (8BD8428). Based on the Criteria of Adverse Effect, the proposed undertaking will have *No Adverse Effect* on the NRHP-eligible Plantation Village Shopping Center (8BD8428) structure.

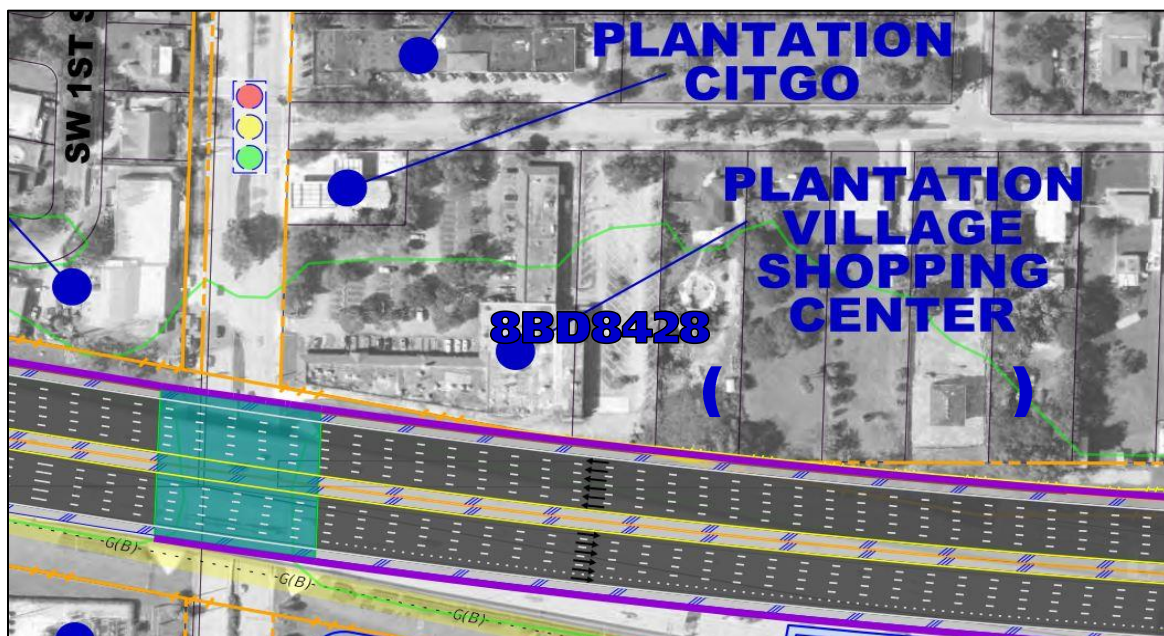


Figure 6-1: Build Alternative for Segment 1 in the Area of Plantation Village Shopping Center (8BD8428)

6.3 FDOT Turnpike Southern Regional Office and Toll Plaza (8BD08524)

6.3.1 Impacts of Alternatives

The FDOT Turnpike Southern Regional Office and Toll Plaza (8BD08524) is located within the Coconut Creek Parkway interchange.

The No-Build Alternative would have no effect on the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD08524). However, FTE will still recommend removing the Toll Plaza as it is no longer in use.

Two Build Alternatives were developed for the Coconut Creek Parkway interchange. Both alternatives replace the overpass and ramp bridges, include new ramps to and from the south, realign the southbound off-ramp, and provide an interchange connector at Blount Road to accommodate the SR 91 widening. The evaluated alternatives will require ROW acquisition. Both Build Alternatives will remove the contributing toll plaza and office building from the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD08524) resource group.

Build Alternative 1 includes a stop control intersection at the Blount Road connector. It removes the existing right turn from Coconut Creek Parkway onto Blount Road and routes northbound Blount Road traffic through the ramp terminal intersection. This alternative modifies the existing traffic patterns with the relocation of the northbound Blount Road right-turn access (**Figure 6-2**). Build Alternative 2 introduces a roundabout and continues to provide northbound Blount Road access directly off Coconut Creek Parkway (**Figure 6-3**).

Based on the Criteria of Adverse Effect, both build alternatives for the Coconut Creek interchange will have an *Adverse Effect* on the NRHP-eligible FDOT Turnpike Southern Regional Office and Toll Plaza (8BD08524) due to physical destruction or removal of the resources.

6.3.2 Potential Mitigation Options

Recommended avoidance, minimization, and mitigation options for the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) include the following:

Avoidance

Avoidance of the removal of the toll plaza and office building associated with the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) is not possible with either of the Build Alternatives. The No-Build Alternative is not considered a feasible avoidance option since it will not accommodate Year 2045 travel demands or enhance the safety of the corridor and mobility in the area, therefore not meeting the project purpose and need. Additionally, FTE may recommend removing the Toll Plaza even if the project does not move forward since it is no longer in use.

Minimization

Project implementation would avoid the two maintenance buildings associated with the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542). However, neither alternative avoids the Toll Plaza and Turnpike Southern Regional Office structures. This would result in an adverse effect on both the contributing structures.

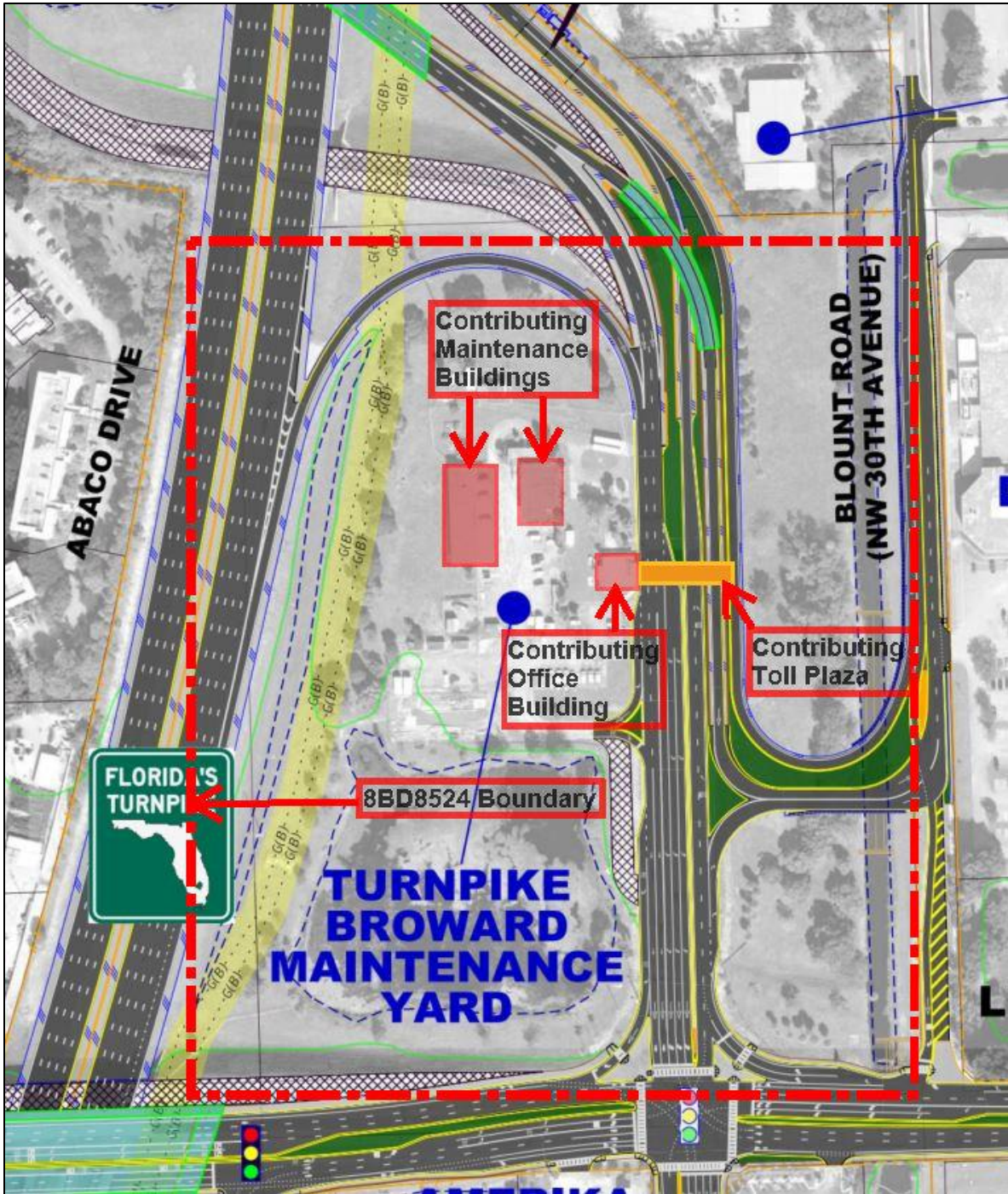


Figure 6-2: Build Alternative 1 at the Coconut Creek Parkway Interchange (Contributing Toll Plaza and Office Building to be removed)

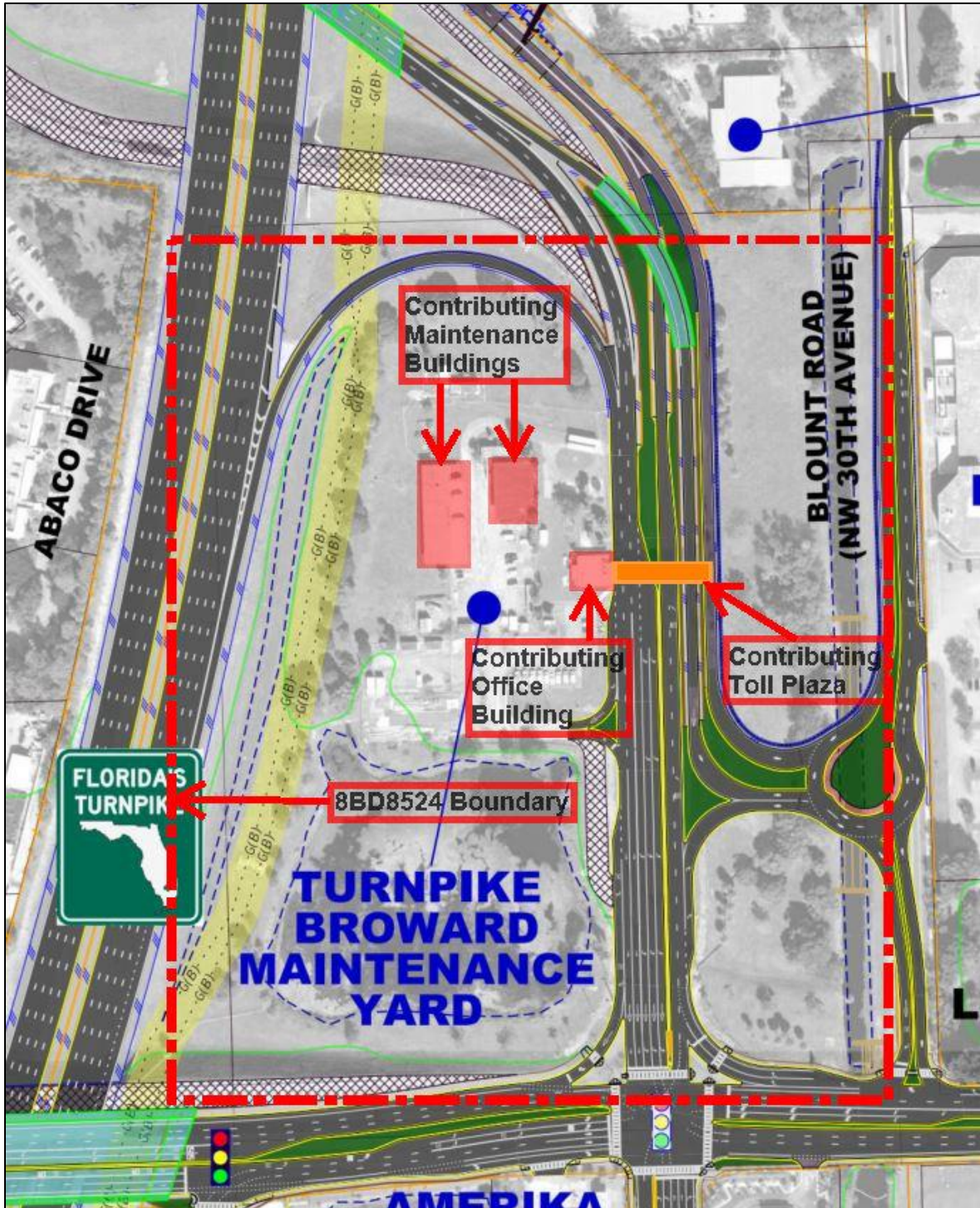


Figure 6-3: Build Alternative 2 at the Coconut Creek Parkway Interchange (Contributing Toll Plaza and Office Building to be removed)

Mitigation

In order to mitigate the loss of the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542), the following mitigation measures are proposed:

Documentation

- Prepare Level II Historic American Buildings Survey (HABS)/ Historic American Engineering Record (HAER) documentation of the resource group prior to implementing the Coconut Creek Interchange Modification project. This may include scans of original construction documents, large-format photography, and a historical narrative of the structure, SR 91, and area history.
- Provide this HABS/HAER documentation to the Library of Congress, SHPO, and a local historic preservation organization.

Preservation

- Evaluate relocating the last original Toll Booth with its clamshell roof (as feasible) to a publicly accessible space (ideally a Turnpike Service Plaza) for preservation and display.

Public Education

- Install a state historic marker or create a public education display to be placed at the Toll Booth relocation site focusing on the architectural history and style of the Turnpike.

7.0 COORDINATION

7.1 Public Coordination

Public workshops involving State and Local stakeholders for this project were held virtually on September 20, 2023, and in-person on September 21, 2023. The information provided included a project overview and a presentation of the proposed alternatives and their evaluation. The meeting also included information on how to stay informed of the project's progress, how to comment on the project, and a question-and-answer session. The meeting was also recorded for those unable to attend and was made available on FDOT's website for the project.

7.2 Community Engagement

The public was advised of the purpose and need of the project, the three proposed project alternatives, and the potential effects of each alternative. The next steps and PD&E schedule for the project were also discussed, as well as the ways for the public to stay engaged.

A project-specific webpage was established on FDOT's website (<https://floridasturnpike.com/turnpike-projects/featured-projects/widen-turnpike-pde-i-595-to-wiles-rd/>) at the beginning of the PD&E Study to provide updated information about the project and upcoming activities for the duration of the study. Comments and questions are forwarded to the project team by email via the contact page on the website. Website visitors are also encouraged to email, write, or call the District Project Manager with questions and/or concerns. The project schedule, newsletters, and meeting exhibits are posted on the website as part

Effects Evaluation Case Study Report
Florida's Turnpike (SR 91) Widening/
Coconut Creek Parkway Modifications
Broward County, Florida
FPID Nos.: 442212-1-22-01/ 452077-2-32-01
ETDM No. 14350

of regular updates. The site is periodically updated with current related information, including the project description, schedule, alignment concepts, comment forms, and staff contact information.

8.0 CONCLUSIONS

The FTE has applied the Criteria of Adverse Effect found in 36 CFR Part 800.5 to the two (2) historic resources determined eligible for listing in the NRHP located within the APE.

Based on the proposed undertaking to widen SR 91, the findings presented in this study indicate that the proposed build alternative along Segment 1 of SR 91 would have *No Adverse Effect* on the Plantation Village Shopping Center (8BD8428) structure. However, proposed build alternatives at the Coconut Creek Parkway interchange will have an *Adverse Effect* on the FDOT Turnpike Southern Regional Office and Toll Plaza (8BD8542) resource group.

8.1 Continued Coordination

Possible options for mitigating the adverse effects identified in this Case Study are included in **Section 6.0**. Further coordination and consultation will occur among the SHPO, the FTE, the Advisory Council on Historic Preservation, other potential consulting parties, and the public to fulfill the Chapter 267 FS requirements. The result of the consultation will be recorded in an MOA.

Effects Evaluation Case Study Report
Florida's Turnpike (SR 91) Widening/
Coconut Creek Parkway Modifications
Broward County, Florida
FPID Nos.: 442212-1-22-01/ 452077-2-32-01
ETDM No. 14350

9.0 REFERENCES

- Florida Department of Transportation. *Programmatic Agreement Among the Federal Highway Administration, the Florida Department of Transportation, the Advisory Council on Historic Preservation, and the Florida State Historic Preservation Officer Regarding Implementation of the Federal-Aid Highw.* September 27, 2023.
- . *Project Development and Environmental Manual.* Tallahassee, FL: Florida Department of Transportation, 2023.
- Florida Division of Historical Resources. *Cultural Resources Management Standards and Operating Manual.* Tallahassee, FL: Florida Department of State, 2003.
- Howard, Needles, Tammen & Bergendoff Consulting Engineers. "Contract No. 53: Modification of Pompano Interchange Toll Plaza." *Sunshine State Parkway.* Florida State Turnpike Authority, December 5, 1963.
- Janus Research. *Cultural Resources Assessment Survey for the Florida's Turnpike (SR 91) Widening Project Development & Environment (PD&E) Study from South of I-595 to Wiles Road in Broward County, Florida.* Tallahassee, FL: Florida Division of Historical Resources, 2023.

Effects Evaluation Case Study Report
Florida's Turnpike (SR 91) Widening/
Coconut Creek Parkway Modifications
Broward County, Florida
FPID Nos.: 442212-1-22-01/ 452077-2-32-01
ETDM No. 14350

10.0 APPENDICES

Appendix A: SHPO Concurrence Letter Signed April 17, 2023

Appendix B: Selected Design Drawings for FPID 452077-2

Appendix A



Florida Department of Transportation

RON DESANTIS
GOVERNOR

FLORIDA'S TURNPIKE ENTERPRISE
P.O. Box 613069, Ocoee, FL 34761

JARED W. PERDUE, P.E.
SECRETARY

March 20, 2023

Ms. Alissa S. Lotane
Director, Division of Historical Resources
& State Historic Preservation Officer
Office of Cultural and Historical Programs
Division of Historical Resources
500 South Bronough Street
Tallahassee, FL 32399-0250

Attn: Transportation Compliance Review Program

RE: **Cultural Resource Assessment Survey Report, Volumes I and II**
Florida's Turnpike (SR 91) Widening PD&E Study
From South of I-595 to Wiles Road
Broward County, Florida
FPID No: 442212-1-22-01

Dear Ms. Lotane:

The Florida Department of Transportation (FDOT), Florida's Turnpike Enterprise (FTE) conducted a cultural resources assessment survey (CRAS) for the Florida's Turnpike (SR 91) Widening Project Development & Environment (PD&E) Study from south of I-595 to Wiles Road in Broward County, Florida (Financial Project ID [FPID] No. 442212-1-22-01). The purpose of this survey was to locate, identify, and bound any previously recorded or unrecorded cultural resources within the project area of potential effect (APE) and to assess these resources in terms of their eligibility for listing in the *National Register of Historic Places* (National Register) according to the criteria set forth in 36 CFR Section 60.4.

This assessment complies with the revised Chapter 267, *Florida Statutes (F.S.)*; and the standards embodied in the Florida Division of Historical Resources (FDHR's) *Cultural Resource Management Standards and Operational Manual* (February 2003), and Chapter 1A-46 (*Archaeological and Historical Report Standards and Guidelines*), *Florida Administrative Code*. In addition, this report was prepared in conformity with standards set forth in Part 2, Chapter 8 (*Archaeological and Historical Resources*) of the FDOT *PD&E Manual* (effective July 1, 2020). All work also conforms to professional guidelines set forth in the *Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716, as amended and annotated). Principal Investigators also meet the *Secretary of the Interior's Professional Qualification Standards* (48 FR 44716) for archaeology, history, architecture, architectural history, or historic architecture.

The archaeological APE consisted of the footprint of the existing right of way (ROW) containing the proposed improvements, as well as the footprint of newly proposed areas of ROW and easement. The historic resources APE consisted of the footprint of all existing and proposed ROW and easements containing the improvements. It also included all adjacent parcels/resources for a distance of up to 200 feet

from the existing and proposed ROW and easements, unless the improvements were contained within existing ROW with extant noise walls located near the edge of the ROW (that would not be moved as a result of the current work). In areas with extant noise walls that would not be moved, the historic resources APE did not expand outside of the existing ROW for at-grade improvements. The historic resources APE also consisted of a 250-foot buffer off newly elevated improvements or existing elevated improvements that will be widened, regardless of their proximity to existing noise walls. Due to the widening of the Turnpike facility into an existing canal on the west side of the Turnpike facility, the APE was expanded along East Acre Drive, from W. Broward Boulevard to Palm Tree Road, to include adjacent residential resources. The project improvements include changes to one previously recorded historic canal, which is included in the APE. The project improvements do not include any changes to three previously recorded historic canals that pass beneath the Turnpike. Therefore, these canals were excluded from the APE.

Large portions of the project APE established for the current CRAS located along the Florida's Turnpike (SR 91) and I-595 (SR 862), fall within areas previously surveyed for cultural resources. Due to existing conditions and the previous surveys, subsurface testing for the current survey focused primarily on areas of newly proposed ROW. Historic resources survey efforts focused on the entire historic resources APE due to the potential for resources to have become newly historic since the previous survey work occurred.

No archaeological sites were recorded within or adjacent to the current APE. While subsurface testing was not feasible within segments of the APE due to hardscape, underground utilities, drainage ditches, excavated ponds, and standing water, 34 shovel tests were excavated within the archaeological APE where feasible. Based on the results of the current survey and previous survey efforts, the archaeological APE exhibits a low potential for encountering intact archaeological deposits or significant archaeological sites.

The historic resources field survey and research resulted in the identification of 149 historic resources within the APE, consisting of 21 previously recorded resources and 128 newly recorded resources. Of the 149 total resources, there is one linear resource (8BD3226), one cemetery (8BD8423), two bridges, 18 resource groups, and 127 structures. Two of the newly identified resources are recommended eligible for listing on the National Register: the Plantation Village Shopping Center/8BD8428 and the Turnpike Toll Plaza/8BD8542. The Plantation Village Shopping Center/8BD8428 is an example of a Colonial Revival Style commercial structure with excellent integrity. The structure is recommended individually eligible for the National Register under Criterion C for Architecture. The Turnpike Toll Plaza/8BD8542 is the last remaining original toll booth constructed by the Florida Turnpike Authority when the Sunshine State Parkway was constructed through the project area in the 1950s. It is recommended individually eligible under Criterion A in the area of Transportation for its association with the development of the state in the Post World War II era.

The remaining 147 historic resources have been determined ineligible or are considered ineligible for listing on the National Register. Historical research and field survey did not reveal any significant associations with the resources. Several of the resources also are examples of typical architecture found in South Florida and have significant alterations. There were multiple types of resource groups recorded within the APE. These include condominium/apartment complexes, golf courses, a hospital, and mobile home parks. Historical research, field survey, and reconnaissance survey of the surrounding areas outside of the APE did not reveal any potential historic districts. The field survey revealed that the previously recorded and National Register–ineligible McArthur Toll Plaza located at 5101 W Sunrise Boulevard (8BD4453) has been demolished and is no longer extant within the historic resources APE.

Ms. Alissa S. Lotane
Florida's Turnpike (SR 91) Widening PD&E Study, Orange County, Florida (442212-1-22-01)
March 20, 2023
Page 3 of 3

Volume I of this CRAS Report contains the main body of the report, the FDHR/SHPO concurrence letters associated with previous survey efforts, and a mapping set depicting current conditions within the archaeological APE, zones of archaeological site potential, and shovel test locations. Volume II of this CRAS Report contains a mapping set depicting the identified historic resources within the historic resources APE, all newly prepared and updated Florida Master Site File forms, and the associated Survey Log.

The CRAS Report is provided for your review and comment. If you have any questions or need assistance, please contact me at 407.264.3301 or via email at Philip.Stein@dot.state.fl.us. Thank you for your continued assistance on FTE projects.



Philip Stein
Environmental Administrator
Florida's Turnpike Enterprise

CC: Lisa K. Stone, Kimley-Horn
Kathleen S. Hoffman, Janus Research

The Florida State Historic Preservation Officer (SHPO) finds the attached Cultural Resources 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 2018-2570C. Or, the SHPO finds the attached document contains _____ insufficient information.

SHPO Comments:

Kelly Chase
for

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

4/17/2023
Date

Appendix B

FLORIDA'S TURNPIKE

Build Alternative
 Potential Interchange Modification
 at Coconut Creek Parkway
 Alternative 2
 (Modified Turnpike Base Concept)
 Triple Left Turn from SB Turnpike Ramps
 to EB Coconut Creek Blvd. and Round-A-Bout
 at Blount Road Connection

FDOT Widening Florida's Turnpike
 From South of I-595 to Wiles Road PD&E
 Financial Project ID Number: 442212-1
 Broward County, Florida



JUNIOR ACHIEVEMENT
 OF SOUTH FLORIDA

COCONUT CREEK PARKWAY

CAYMAN WAY

WYNMOOR
 WYNMOOR VILLAGE
 AVENUE OF THE STARS
 ABACO DRIVE

WYNMOOR CIRCLE

NW 34TH AVENUE

ELEUTHERA POINT

ANDROS ISLE



FGT SPECIFIED WIDTH

POTENTIAL POND LIMIT

PROPOSED TOLL SITE

CONSTANT CROSS SLOPE
 THROUGH TOLL PAVEMENT

NW 31ST AVENUE

EXISTING CELL TOWER
 TURNPIKE BROWARD
 MAINTENANCE YARD

CONSTANT CROSS SLOPE
 THROUGH TOLL PAVEMENT
 PROPOSED TOLL SITE

FGT SPECIFIED WIDTH

BROWARD COUNTY C-3 CANAL

BLOUNT ROAD (NW 30TH AVENUE)

LEGEND:

- SHOULDER PAVEMENT
- PAVEMENT REMOVAL
- BRIDGE
- PERFORMANCE TURF
- TRAFFIC SEPARATOR'S & BARRIER WALLS
- FGT SPECIFIED WIDTH
- TRAFFIC SIGNAL
- PROPOSED RETAINING WALL
- PROPOSED LIMITED ACCESS R/W LINE
- EXISTING LIMITED ACCESS R/W LINE
- EXISTING R/W LINE
- PROPOSED R/W LINE
- PROPOSED TEMPORARY EASEMENT LINE
- PROPOSED PERMANENT EASEMENT LINE
- PROPOSED MAINLINE GEOMETRY

