



# Evansville Metropolitan Planning Organization

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## EVANSVILLE METROPOLITAN PLANNING ORGANIZATION TECHNICAL COMMITTEE MINUTES

Regular meeting held at 10:00 a.m. in room 318  
Civic Center Complex – Administration Building  
Evansville, Indiana

September 4, 2014

The foregoing are minutes and not intended to be a verbatim transcript. An audio version of the proceedings can be heard or viewed on our website at [www.evansvillempo.com](http://www.evansvillempo.com).

### **ROLL CALL**

#### Members Present:

Gina Boaz, Melissa Voegel, Nick Hall, Angie Higgins, Brent Schmitt, Beth Jones, Denise Johnson, Jason Orange, Blaine Oliver

#### Evansville MPO Staff Present:

Seyed Shokouhzadeh, Craig Luebke, Pam Drach, Kari Akin, Laura Lamb, Rob Schaefer, Vishu Lingala, Erin Mattingly

#### Others Present:

None

### **1. APPROVAL OF MINUTES**

**Mr. Stoll:** The first item on the agenda is approval of minutes from the last meeting. Is there a motion for approval? (Motion was made by Ms. Higgins and seconded by Ms. Jones.) Voice vote.  
SO ORDERED.

### **2. OLD BUSINESS**

#### **A. Project Update**

##### CITY OF EVANSVILLE

##### Washington Avenue – Second Street-Parrett Street Area

**Ms. Lamb:** INDOT has granted the city authorization to proceed with the preliminary engineering contract.

VANDERBURGH COUNTY

Burkhardt Road-Virginia Street Intersection Improvement

**Ms. Lamb:** The project is currently scheduled for the November 13<sup>th</sup> bid letting. The construction engineering contract with CHA is being finalized.

Maryland Street Bridge Over Pigeon Creek

**Ms. Lamb:** Coordination with Vectren regarding the gas main is being finalized. Bidding is tentatively planned to begin again in mid-September with a possible contract award by the end of October.

Heckel Road Widening: Green River Road to Oak Hill Road

**Ms. Lamb:** Survey work is complete and preliminary plans are being developed.

Green River Road: Kansas Road to Boonville-New Harmony Road

**Ms. Lamb:** Stage 1 design plans have been submitted to INDOT for review. A preliminary field check meeting is being planned for September.

**Mr. Stoll:** I haven't gotten anything yet. That's the last they told me.

TOWN OF NEWBURGH

Newburgh Safe Routes to School

**Ms. Lamb:** A preconstruction meeting was held September 3<sup>rd</sup>.

Newburgh Sign Replacement

**Ms. Lamb:** The RFPs have been scored locally and sent to INDOT for further processing.

INDOT

US 41 – Lloyd Expressway Interchange

**Ms. Lamb:** All bids submitted during the August 20<sup>th</sup> letting were over the engineer's estimate and therefore, all were rejected. The project has been rescoped and readvertised for the September 10<sup>th</sup> letting. That's all I have.

**Mr. Stoll:** Does anyone have any questions for Laura? (None.)

### **3. NEW BUSINESS**

#### **A. Beth Jones, KYTC-Land Use Presentation**

**Ms. Jones:** I think I've met most or all of you before. I'm Beth Jones. I'm the MPO representative from Kentucky for KYTC. I put this presentation together for the last state-wide meeting back in May. Seyed and his infinite wisdom decided that maybe something could be gained by providing it to you all too, maybe I could pass along a little information that you are not aware of. So I'm here to bring you all up to date. This is for the same reason I got in touch with KYTC before, I'm probably one of the very few non-engineers working at the cabinet. My background is in planning. I was privileged to come to the cabinet back in February. I was a planner with the Bluegrass Area Development District in Lexington for six years. There were two main parts of that job that I felt affects transportation quite a bit. One of those was that, in the six years that we were there, we put together five comprehensive plans for communities in our area. Another was that we contracted with some of our local communities to serve as their staff planners. So I was also a planner for Anderson County, Kentucky for that same period of time, about five years. It occurred to me after talking to some of the folks at District 7 that there were things that planners were doing in Kentucky that might be helpful to the transportation engineers and planners in prioritizing projects and in making decisions on specific options to choose from and that sort of thing. So that's why I ended up putting that together.

I don't think people who are not planners necessarily realize what a huge connection there is between land use and zoning and transportation. To be honest, I just graduated myself in 2006. I didn't realize when I was in school how significant transportation is in how a community grows and how communities come together.

I wanted to tell you a little about, this is all Kentucky stuff. I'm not familiar with the other states. But I wanted to tell you about how it all happens in Kentucky. There is a state regulation that outlines how everything is put together, the procedures and processes. As far as zoning goes, planning commissions can be for a city area only, for an entire county including the city. There can even be two separate planning commissions, one for the city and one for the county. Or even there is authorization for groups of counties to get together if they feel like there is enough mutual interest to work together on it. Some of the things covered under the zoning regulations are information about how planning commissions and board of adjustments are set up and subdivision management which is the creation of parcels. There are regulations about residential care facilities, cell towers. But the two that have the most to do with transportation planning or have the most potential affect are zoning itself, land use management and comprehensive plans. The purpose of land use management (health, safety, & general welfare), it is basically to make sure they develop in an orderly fashion. These are some of the things included in the regulation itself. You see that they specifically call out airports, highways and other transportation facilities. So when this regulation was being put together, there was recognition of how important transportation is as a part of all this. For those who aren't that familiar with zoning, there are two main themes. The one that has been most used recently across the country is Euclidian zoning. That's based on a Supreme Court decision from Euclid, Ohio. Euclidian zoning has been used for a long time. It is based on the use of the land. There is not really any other consideration taken into consideration on that. But recently over the past 10-15 years, there is more of an emphasis on form based zoning and/or mixed use zoning. It is a new concept but it reminds me of the way neighborhoods and communities used to grow up organically in the days before zoning. It allows for much more flexibility in the land uses. There can be mixtures of residential and commercial. This is where you see things like the old-fashioned concept of having shops on one floor and apartments above. There tends to be even a more direct mix of different types of residential uses from apartments all the way to bigger houses and single family. It tends to be

more multi-modal and less auto-dependent. You have businesses in a neighborhood that allow people to not have to get in their car to do everything that they do in their life. They can potentially walk up to the street to the grocery store or the dry cleaners. In my opinion, it creates much more of a neighborhood feeling rather than a subdivision feeling. That is something that you are starting to see more in Kentucky and around the nation. The regulations or use is still an issue. But there's also a lot of emphasis on the physical forms that the buildings themselves take and how well they work with each other. So that's where the form-based concepts comes in.

Everyone who has a zoning is generally going to have a zoning map and that will show actual uses or zones. Sometimes a zone that you see on a zoning map is not going to coordinate with the actual use that you see from your windshield simply because a lot of times things have been grandfathered in before zoning regulations were established. These maps may also show areas that are restricted in some way for development because of recreational areas or wildlife conservation, floodplains, that sort of thing. So this can be a good source of information about how a community is developing and where different types of development are happening.

There is a process that is fairly rigid for making zone changes. It is outlined in this regulation. A planning commission, legislative body, or the owner of the property can initiate a zone change. Most of the time it's going to be the owner of the property. There are requirements regarding public hearings. All the neighbors are notified. Everybody is given the best chance to try to make comments and offer their opinions and ideas. There is a fairly rigid process for making decisions. The applicant must show that the change they are requesting is in compliance with the comprehensive plan that the community has in place. Or, that the existing zoning classification is inappropriate for some reason. Maybe it was just a mistake. And what they are wanting to do is more appropriate. Or that there have been major changes in the community since the last comprehensive plan was adopted so it was an unanticipated change. After the public hearing and presentation to the planning commission, the planning staff will develop a recommendation and pass it along to the legislative body and they actually have the final decision. They can either choose to accept or reject the recommendation of the planning commission.

I'm going into this detail to emphasize the fact that there is a procedure that has to be followed. The public is invited to make comments. The legislative bodies weigh in. So it's not just a decision that is made. When you see something on a zoning map, as a transportation person, you can have a little bit of reliability that there were people in the community involved in the decision and it is a community decision and not just something that somebody decided and put down on paper. So when you are considering projects and trying to write funding justifications, there may be bits and pieces in these zoning documents that you can use as part of your case for or against a particular project.

The other one in addition to the zoning is the comprehensive plan. Any community who wants to have zoning is required to have a comprehensive plan. You cannot have zoning without a plan. It is a 20-year window that is supposed to be updated every five years. They can go through and do a complete update, partial update. They can vote to readopt as is, however the community feels is most appropriate. The committee that develops this is probably going to have local folks, private sector stakeholders, in addition folks that are involved in public agencies, that sort of thing. There are public input opportunities. Elected officials are required to approve parts of it. Adjoining jurisdictions have to be notified. So the point is that there is more to it than just putting together a document. If something is in a comprehensive plan, you can have confidence that this is something that the community has put together. There are similar documents that, because Kentucky shares MPOs with four other states, all of them have a similar kind of document. So you will be able to find those in any MPO area.

There are some required elements. There is a statement of goals and objectives. There is a base study. There is a community facilities element. There is a military installation element and you can see that they are specifically called out in the regulation that there has to be a transportation element to it. Communities can customize it to their own needs and bring in other elements that are important to them. If you are an historic community and you want that in detail, you can bring that in. It's not required, but definitely permitted.

The statement of goals and objectives is put together by the committee. Stakeholders, professionals, government officials, public agency folks. It is required to be presented for public comment. This is the part of the plan that is required to be approved and adopted by the elected officials. So we have community input, elected official input, and you have some kind of expertise and knowledge from the community on that committee.

This one is one we did for Jessamine County in 2011. They had a planning commission in the city of Nicholasville and one for Jessamine County. They have not consolidated the planning commissions but they decided for the first time to come together and do a joint plan which we thought was a great idea. So they are all on the same page as far as how things want to be built in the future. But they still have two separate planning commissions.

But you can see we had eight pages worth and there is a transportation section that talks about what needs to go on with transportation in the community. The point is to try to get a staff-based knowledge base rather than anecdotal bases and what you think about what is happening. Try to get some real facts about the community that will help you make decisions about what the future needs to be and where things need to happen.

There is a community facilities element. This is sort of an existing conditions thing. You go in and talk about schools, libraries, public safety, water and sewer, parks and recreation, anything that is important to the community as far as community-wide facilities. I can't remember how close the military installation needs to be but if it is part of the area you are planning for and is at least 300 acres, then you have to bring those folks into the process too.

Then the final required element is the transportation element. That's meant to talk about all kinds of transportation, roadways, airports, waterways, and the fact that they specifically call this out in the regulations means that there's an acknowledgement of how important it is. Here you will see some of the things we did in the Jessamine County plan. Lots of maps, discussion about what is in the Kentucky six year plan and what is on the unscheduled needs list. What the community wants to see happen. A lot of maps and tables and trying to get into what the community wants to do.

You have the optional element that the community wants to put in. One thing we always try to include is information about soil characteristics and geology because that can tell you where it's going to be most cost-efficient to put in the two main drivers which are sewer lines and roads so that can supply you with some information that will help with those decisions too.

Then it all wraps up with a land use element where they really get into the nitty gritty of where they want things to go, historic districts, downtown development districts, things like that that the community wants to have. There will be another map that is generally with the comprehensive plan and this is different from the zoning map because this one usually will show actual existing uses, but there is the added aspect of future uses. So you can see from a glance at this map where the community sees its industrial development happening, where it sees its residential development happening, its business development

happening. They have reasons they made those decisions so you can use that as part of your decision making process. Because the community is involved and elected official are involved, it is something that has some weight to it.

Key points. Comp plans do require backstage research. The planning process does require input from the people who live there, the business owners, the government agencies and elected officials and it is a reflection of the wishes of the community. So that can be something that can be really valuable to transportation planners in making those kinds of decisions. Any kind of development that is happening has to be in agreement with the comp plan. So it is a pretty good authority to be able to look at

Make local planners a partner. You can talk to, I don't think there is a lot of interaction with planners on the local level when projects are being developed. There is a lot of good resources there and a lot of information that can be looked into if you take the time to do it and if you know that it's there.

I closed up with some plans that I personally worked on. They are posted on the bluegrass add website if anybody is interested in taking a closer look at one of these. These folks know how to get a hold of me. Just shoot me an email and I will send you the link to the plan. I think it's potentially a valuable source of information that folks don't necessarily know about.

## **B. 2014 Evansville MPO Title VI Program**

**Mr. Schaefer:** The MPO requests your approval for the 2014 EMPO Title VI Program. Title VI states that no person shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the EMPO receives federal financial assistance. This Title VI Program is adopted and followed to ensure that the EMPO's programs, policies and activities comply with Title VI regulations. The draft Title VI Program has been on the website at [www.evansvillempo.com](http://www.evansvillempo.com). We request your approval.

**Mr. Stoll:** Are there any questions? (None.) Is there a motion for approval? (Motion was made by Ms. Johnson and seconded by Mr. Schmitt.) Voice vote. SO ORDERED.

## **C. Transportation Alternatives Program**

**Ms. Drach:** In May, we did a call for projects for our Transportation Alternatives Program. We sent the notice out to our local public agencies as well as our planning partners. We received two completed applications, one for the Indiana portion of our funding opportunity and one for Kentucky. The one for Indiana we received from the City of Evansville for the Pigeon Creek Greenway Passage, the installation of drinking fountains along the Greenway at three locations: the riverfront area near the Four Freedoms Monument, Shirley James Gateway Plaza, and Uhlhorn Trailhead. The request was for approximately \$31,000. That is just to purchase the supplies that are needed to install the drinking fountains. They are going to install the drinking fountains with local forces. They are not asking for federal funding for the installation portion of it, just to purchase the supplies they need to put them in. That project scored 39 out of 75 points.

For Kentucky, we received an application from Henderson and Henderson County for Implementation of Phase 2 of the Greater Henderson Bicycle and Pedestrian Master Plan. This is a continuation of the roadway signage and pavement markings. The request is for approximately \$36,400. They are looking to

use work force as their local match for that project. It scored 64 out of 75 points. I will do my best to answer any questions you might have. If not, we ask for your approval of these two applications.

**Ms. Jones:** About how much funding is made available?

**Ms. Drach:** Annually we get about \$350,000. The amount for Kentucky is right about the annual, pretty much the total annual amount. There are some funding carry-overs that we can add to that.

**Mr. Stoll:** Is there a motion to approve? (Motion was made by Mr. Oliver and seconded by Mr. Schmitt.) Voice vote. SO ORDERED.

#### **D. FY 2013-2016 TIP Amendments**

**Mr. Luebke:** This month there are several TIP amendments. We have four.

Des# 1383065: Weinbach Avenue Road Diet. This is a roadway project for improvements from Pollack to Walnut Street. We are revising the PE funding for the fiscal years of 2015 and 2016, and also adding illustrative construction for this project of approximately \$1.7M. That is a 90/10 split with a 10% local match. This project had been through the HSIP application process in April. This was the only project submitted for HSIP funding. It scored according to the original process and received 51 out of 75 possible points and has been approved by the HSIP committee.

Item# 02-79.30: US60: Widen and improve US60 from west of the Community College to KY425. Add right-of-way and utilities in FY 2015 and construction in FY 2016. You see the dollars there. These will be funded by STP federal and a toll credit match.

Des#1401105 and Des#1401106: We have two amendments revising the UPWP requested by the EMPO. For safety planning elements to include data collection, analysis and GIS mapping of crash data. \$100,000, that is 90/10, 10% local match. Also to add the UPWP planning elements for CMAQ admin and project development and Highway Performance Monitoring System data collection. The total cost of those elements is \$34,192 and that is an 80% STP funds and 20% local match.

**Mr. Stoll:** Any questions? (None.) Is there a motion for approval? (Motion was made by Mr. Hall and seconded by Ms. Boaz.) Voice vote. SO ORDERED.

#### **E. FY 2013-2016 TIP Administrative Modifications**

**Mr. Luebke:** These are minor changes to the TIP. INAUDIBLE... most of these were requested by KYTC.

Item# 02-715.00: US 41 and Wolf Hills Road intersection realignment. They are revising the PE, utility and right-of-way schedule.

Item# 02-79.02: US 60 reconstruction from Corydon bypass to Henderson bypass. Revise utilities and right-of-way schedule and estimate and revise the construction estimate.

Item# 02-79.10: US 60 Corydon bypass. Revise the right-of-way and utility schedule.

Item# 02-1080: US 60 bridge replacement over Green River Road. Revise the construction schedule.

Item# 02-714.00: KY 2183 and KY 1549: Intersection improvement, again, revise right-of-way and utilities and construction schedule.

Item# 02-968.00: KY 351: Horizontal and vertical realignment, shoulder widening and guardrail project. Revise PE and utility funding source and revise construction schedule and funding source.

Des# 138027: Non-KYTC project, transit Section 5310 program administration. The MPO is making a minor revision to the project.

I don't need a motion those. Those are informational items.

#### **4. PUBLIC COMMENTS**

**Mr. Stoll:** Are there any public comments? (None.)

Meeting adjourned.