



MEETING SUMMARY

Date: October 29, 2019
Time: 4:30 to 6:30 p.m.
Meeting: North Split Consulting Parties Meeting #6
Location: Ivy Tech Culinary and Conference Center

**Complete attendee list begins on page 8.*

1) Welcome & Introductions

Kia Gillette from HNTB called the meeting to order at 4:35 p.m. Kia welcomed everyone, and all meeting participants in the room and on the telephone introduced themselves.

2) Purpose of Meeting

The purpose of the meeting is to provide an update on the Section 106 process, discuss the findings of the traffic noise analysis, identify potential noise barrier locations and effects to historic properties, and discuss potential mitigation ideas.

3) Section 106 Consultation Process

Kia Gillette reviewed the Section 106 consultation process with the group. Section 106 is part of the National Historic Preservation Act (NHPA) of 1996. It considers the effects of federal actions on properties listed in or eligible for the National Register of Historic Places (NRHP). It also gives the Advisory Council on Historic Preservation (ACHP) the opportunity to consult on projects.

There are four main steps under the Section 106 process:

1. Initiate Consultation
 - a. Early coordination/APE letter - complete
 - b. Consulting Parties meeting - complete
2. Identify Historic Properties
 - a. Historic Property Report and Consulting Parties meeting – complete
 - b. North Split Alternatives Screening Report/Historic Property Report Additional Information for Traffic/Consulting Parties meeting – complete
3. Assess Effects of Undertaking on Historic Properties
 - a. Assessment of Effects Report/Consulting Parties meeting – complete
 - b. Oct. 29, 2019, the Noise Analysis/Noise Barrier Addendum Consulting Parties meeting – today
 - c. Next will be the 800.11 (e) Document/Finding/Mitigation Consulting Parties meeting.
4. Resolve Any Adverse Effects
 - a. Draft the Memorandum of Agreement (MOA) for Consulting Party review; and

- b. Obtain signatures for the MOA.

4) **Archaeology Update**

Kia Gillette provided an update on project archaeology surveys:

- Phase 1b archeology report: Completed December 3, 2018, and involved backhoe trenching. One site was found but was not eligible for the NRHP.
- Phase 1a archeology report #1: Completed June 13, 2019, and involved a visual survey and shovel testing. No sites were found.
- Phase 1a archeology report #2 is currently under INDOT review and is anticipated to be sent to the State Historic Preservation Office (SHPO) in fall 2019.

5) **Traffic Noise Analysis and Effects to Historic Properties**

The INDOT traffic noise analysis procedure (INDOT Noise Policy) is mandated and approved by the Federal Highway Administration (FHWA). The INDOT Noise Policy provides consistent methodology for how INDOT analyzes noise and noise abatement across Indiana. The North Split Project Team is required to follow this policy.

A draft of the Traffic Noise Technical Report has been completed and is on the North Split website. The report looks at design year 2041 noise levels, predicted by a FHWA Traffic Noise Model. Noise field measurements are conducted within the study area to provide validation and a 3-D model is used to predict noise levels.

Highway traffic noise level factors include traffic volume, traffic speed, the number of large trucks, and the location of the highway relative to the building.

Noise is measured in a logarithmic scale. It is defined as unwanted sound and is measured in decibels (dB(A)). A 3 dB(A) increase or decrease in sound is barely perceptible, a 5 dB(A) increase or decrease in sound is clearly perceptible, and a 10 dB(A) increase or decrease is twice or half as loud. For reference, the noise in a residential area at night is about 40 dB(A), highway traffic 100 feet away is about 75 dB(A), and a jet airplane overhead is about 90 dB(A).

General noise results from the North Split Traffic Noise Analysis found that after construction:

- 89% of all receptors are predicted to have a barely perceptible change in sound.
- 10.7% are predicted to have a noise reduction level of more than 3 dB(A)
- Only one location is predicted to have a perceptible increase in noise, which is at an apartment complex near Massachusetts Avenue.

The same statistics for historic properties:

- 91% are predicted to have a barely perceptible change.
- 9% are predicted to have a perceptible noise reduction.
- One receptor is predicted to have an increase of more than 3 dB(A) – in the Massachusetts Avenue Historic District.

Kia reviewed the Section 106 definition of an Adverse Effect to a historic property as 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.

Based on noise levels, the North Split Project Team found no Adverse Effect findings recommended as the result of the predicted traffic noise changes.

6) Responses to Consulting Party Comments on Assessment of Effects Report

Kia Gillette thanked the Consulting Parties for submitting thorough and thoughtful comments. In response to Consulting Parties comments, a qualified professional historian re-examined the effects of the proposed project on several properties and recommended one change.

Saint Joseph Neighborhood Historic District: This district is south of I-65 on the west end of the North Split project area. The closest point to the district will be sidewalk improvements along Delaware Street within the existing right-of-way which will be six feet away from the district boundary. It will not be six feet from the interstate mainline. After reviewing Consulting Parties feedback and the proximity of the interstate, the North Split Project Team recommended changing the finding from “No Adverse Effect” to “Adverse Effect.”

7) Traffic Noise Barrier Addendum

Kia Gillette reviewed the results of Traffic Noise Barrier Addendum to the Assessment of Effects Report.

Noise barriers:

- Noise barriers are considered when there are noise impacts as defined by the INDOT Noise Policy. Noise impacts occur when:
 - 1) There is an increase of 15 dB(A) over existing conditions (not the case with the North Split project), OR
 - 2) Noise levels approach or exceed the Noise Abatement Criteria (NAC). For residential properties, this is 66 dB(A) or greater as predicted by the Traffic Noise Model.
- Noise barriers can reduce noise levels by 5 to 10 dB(A).
- Location and height of noise barriers are determined by the Traffic Noise Model.
- Noise barriers must be both feasible and reasonable.
- Feasibility is determined based on acoustics, engineering, and construction.
- To be reasonable, noise barriers must meet three goals:
 - 1) Meet noise reduction goal of 7 dB(A) for receptors next to the roadway, AND
 - 2) Be cost-effective: less than \$25,000 per benefited receptor. This measure increases to \$30,000 per benefited receptor if the majority of homes were constructed before the interstate, AND
 - 3) Be favored by benefited receptors as determined by a targeted survey. Noise surveys have been mailed to benefited receptors. A second survey will be sent if survey responses are not received from a majority of benefited receptors. It is not yet known if the noise barriers are favored by benefited receptors.

There are four possible noise barrier locations. Each location is feasible and possibly reasonable, subject to input from benefited receptors. The four locations are:

- 1) Noise Barrier 3 East, from Valley Avenue to Commerce Avenue on the north side of I-70.
- 2) Noise Barrier 4, from Alabama Street to College Avenue on the north side of I-65.
- 3) Noise Barrier 5, from Alabama Street to College Avenue on the south side of I-65.
- 4) Noise Barrier 7, from 10th Street to Ohio Street on the west side of I-65/I-70.

The average height of the noise barriers is 14 to 19 feet tall. As of yesterday (Oct. 28), there may be a fifth barrier or an extension of a barrier. The North Split Project Team is looking at the possibility of Noise Barrier 3 West. There is a development next to the Monon Trail and Lewis Street that may result in the barrier becoming cost effective. The North Split Project Team is gathering additional information and will send it to the Consulting Parties when it is available.

The Traffic Noise Barrier Addendum:

- Evaluates possible noise barrier construction and effects to historic properties.
- Recommends changes in effect findings from No Adverse Effect to Adverse Effect for two historic properties if a noise barrier is constructed, such as is the case with:
 - 1) Massachusetts Avenue Commercial Historic District (Noise Barrier 7), and
 - 2) Lockerbie Square Historic District (Noise Barrier 7).
- Acknowledges that if a noise barrier is constructed it will contribute to previously recommended Adverse Effect findings for four properties:
 - 1) Old Northside Historic District,
 - 2) Morris-Butler House,
 - 3) Saint Joseph Neighborhood Historic District, and
 - 4) Chatham Arch Historic District.

Kia encouraged the Consulting Parties to review the Traffic Noise Barrier Addendum on INDOT's IN SCOPE website. She then reviewed cross-section drawings and photo renderings of each of the affected properties.

8) Possible Mitigation Ideas

Kia Gillette provided an overview of mitigation for Adverse Effects:

- INDOT and FHWA will provide mitigation for Adverse Effects to historic properties.
- Mitigation should be related to the historic property's significance and address the nature of the Adverse Effect(s).
- Mitigation would be provided to Old Northside Historic District/Morris-Butler House, Saint Joseph Neighborhood Historic District, and Chatham Arch Historic District.
- The Massachusetts Avenue Commercial Historic District and Lockerbie Square Historic District will warrant mitigation if noise barriers are constructed.
- Mitigation measures will be documented in a Memorandum of Agreement (MOA). The Consulting Parties will be able to review the draft mitigation measures in the MOA before the final document is submitted for signatures.

Good mitigation ideas have been received by the North Split Project Team, and those ideas have grouped the ideas into themes or categories. The themes are:

- Vegetation/side slopes
- Place-making ideas
- Local infrastructure improvements
- Financial assistance
- Pedestrian/bicycle connectivity
- Noise/vibration

The Consulting Parties participated in a brainstorming session for additional possible mitigation ideas or themes. Mitigation ideas and comments included:

- Aesthetics matter.
- The noise walls driving through Columbus, Ohio don't allow drivers to see any of the neighborhoods. They will do the same in Indianapolis. Residents in the historic neighborhoods adjacent to this project are already living with interstate noise, and noise walls will make the situation worse.
- One of the Columbus, Ohio mitigation efforts was a new bridge constructed across the freeway to reconnect neighborhoods that had been historically divided, and it became a wonderful asset. Is it possible for a concept like that to be considered?
- There was a request to include "connectivity" on the list of mitigation ideas.
- There was a concern that those who received noise surveys have not attended the neighborhood meetings and educated themselves. The Consulting Parties member encouraged the North Split Project Team to look at input from multiple parties because neighborhoods are an entity and the whole neighborhood would be affected.
- It was recommended that planting trees could help visually buffer the noise barriers from the neighborhood side, including preserving existing trees and planting additional larger trees. There could also be vegetation on the side slopes and walls, such as climbing vegetation. A concern with climbing vegetation, like ivy, would be that its roots and leaves could compromise the absorption of the noise barriers.
- FHWA said the noise surveys are not a vote but rather a way to obtain public opinion and get the public involved. The input of non-benefited receptors, neighborhoods and residents does matter.
- Preservation and trees should be emphasized. An urban forest is preferred, not just a line of trees.
- It was recommended that mitigation include financial assistance for the Indiana Historic Landmarks building during construction and that an alternative venue during construction could be arranged instead of just providing financial compensation.
- Connectivity is important. Make the space usable with access under the interstate to improve connectivity.
- There is a concern about maintenance of the noise walls, specifically with timely removal of graffiti and repair of holes caused by traffic accidents. It was requested to ask for an anti-graffiti coating on the noise walls and take noise wall maintenance into consideration.
- SHPO indicated the adverse effects of the noise barriers, if constructed, would be severe and would have a tremendous impact in the neighborhoods.

Consulting Parties were encouraged to continue brainstorming mitigation ideas and send those ideas to Kia Gillette.

9) Next Steps

Next Steps include:

- December 2019: Section 106 800.11 (e) documentation/mitigation ideas will be sent to Consulting Parties.
- January 2020: Consulting Parties meeting will be conducted for mitigation and MOA.
- February 2020: A draft MOA will be sent for Consulting Parties review.
- April 2020: Final MOA sent for signatures.

Kia Gillette encouraged the Consulting Parties to review the documents and mitigation ideas and submit comments. Comments are due to Kia Gillette at kgillette@hntb.com by Nov. 11, 2019.

Information about Noise Barrier 3 West will be sent soon, and the North Split Project Team will be accepting comments about that as well.

10) Discussion and Questions

Q: Is the traffic speed mentioned in the Traffic Noise Barrier Addendum the speed in which vehicles actually travel on the interstate or the speed in which vehicles are *supposed* to travel?

A: For noise purposes, the report includes the speed in which vehicles are actually traveling.

Q: Can you clarify the reference to the six-foot distance from the edge of the interstate in the Saint Joseph Neighborhood Historic District?

A: When distance is measured, it is from the closest point. The closest point to the district will be sidewalk improvements along Delaware Street within the existing right-of-way which will be six feet away from the district boundary. It will not be six feet from the interstate mainline.

Q: Won't the Indiana Historic Landmarks building be affected by North Split construction and need to be addressed in mitigation?

A: The Indiana Historic Landmarks building is next to the Morris-Butler house in the Old Northside Historic District. Because the Indiana Landmarks building is in the Old Northside Historic District, it would also be considered to have an Adverse Effect. The Morris-Butler House was specifically listed because it was individually listed in the NRHP before the Old Northside Historic District was listed. Several other structures within these historic districts would likely qualify for the NRHP, but they are already protected as part of the historic district.

Q: What is a benefited receptor?

A: Benefited receptors are those properties that receive a minimum of a 5 decibel reduction in future noise levels with noise abatement.

Q: Will you be sharing the results from the noise survey from receptors?

A: The North Split Project Team will share the outcomes of the decision but not individual preferences.

Q: If a second noise survey is required, can the survey packet include a picture of the proposed noise barrier so receptors will understand what the barrier will look like and how tall it will be?

A: The North Split Project Team is creating a supplemental FAQs document to clarify those items, based on neighborhood noise meeting feedback. The new FAQs document will be housed on the northsplit.com website and sent with a second round of surveys.

Q: Will noise barriers be added to the interchange flyovers, such as the flyover ramp to I-70 eastbound?

A: There are some proposed barriers on bridges. A small portion of the noise barrier is on this bridge west of College, but not across the entire bridge into the interchange.

Q: How will neighborhoods located next to where the noise barriers end be impacted?

A: Where the barriers end, some noise will be heard from the interchange ramps. However, the North Split interchange will use new concrete and bridge materials, and the new interchange is more compact and farther from many neighborhoods.

Q: Will the trains that come through the Cottage Home Neighborhood reverberate off the noise barrier back into the neighborhood? Will that data be incorporated into the mitigation?

A: The project team consulted national noise experts about this concern. INDOT requires the North Split Project Team to use an absorptive noise barrier that absorbs 70% of noise. The majority of the train noise would be absorbed, and the small amount of noise that would bounce back has a significant distance to travel before it would impact the neighborhood. This is not anticipated to be a concern for the neighborhood.

Q: Does the \$30,000 per benefited receptor cost for each noise barrier also include the cost of mitigation?

A: No. The cost is only for constructing the noise barrier.

Q: Why can't the next-generation pavement and bridges being used to construct the new North Split interchange be taken into account in the noise analysis?

A: Per the required FHWA and INDOT procedures, the noise model does not include those items in the noise analysis.

Q: What about the more transient populations who are benefited receptors? The neighborhoods are concerned that while these individuals have a say in the process they may not be invested in the neighborhood.

A: In addition to residents, rental property owners also have the opportunity to provide noise survey input. The property owner receives the same number of surveys as the number of tenants who are benefited receptors.

Q: Do property owners understand that they receive consideration based on the number of their tenants?

A: The North Split Project Team has communicated that information and has worked to engage property owners.

Q: What can be done to protect the brick portion of 10th Street in the St. Joseph Neighborhood during construction when the neighborhood doesn't know the type or level of construction that will occur?

A: The North Split Project Team can put a stipulation into the contractor's contract about not using the brick portion of 10th Street, as well as install signage during the construction period.

Q: How will noise barriers be treated with the mitigation process? Will there be alternate mitigation?

A: There isn't a definite answer yet. The North Split Project Team is still working through this process.

Q: If noise barriers are constructed, what ongoing maintenance will be conducted?

A: Noise barrier maintenance will be addressed by INDOT. INDOT may rely on citizen reports to its customer service line regarding maintenance that is needed.

Q: Are funds set aside for noise barrier maintenance?

A: Specific funds are not set aside. Maintenance will be conducted by INDOT on an as-needed basis.

Q: Is there an option to make the noise barriers shorter and more aesthetically pleasing?

A: The noise barrier height must meet the criteria as established by the INDOT Noise Policy. If it does not meet the criteria, the noise barrier may not be considered feasible or reasonable. Aesthetic options will be coordinated with the public during the design phase.

11) Adjourn

Kia Gillette adjourned the meeting at 6 p.m.

Attendees:

Project Team	
Kia Gillette	HNTB
Seth Schickel	HNTB
John Myers	HNTB
Michelle Allen	FHWA
Patrick Carpenter	INDOT
Anuradha Kumar	INDOT
Anthony Ross	INDOT
Laura Hilden	INDOT
Dave Cleveland	Corradino Group
Leah Konicki	ASC Group
Luke Waltz	TSW
Erin Pipkin	Compass Outreach Solutions
Amy Hanna	Borshoff

Consulting Parties	
Hilary Barnes	Old Northside Neighborhood Association
Jeffrey Christoffersen (phone)	Lockerbie Square People's Club
Charles Hyde	Benjamin Harrison Presidential Site
Mandy Ranslow (phone)	Advisory Council on Historic Preservation
Chad Slider	IDNR - Division of Historic Preservation and Archaeology
Marjorie Kienle	Historic Urban Neighborhoods of Indianapolis/Lockerbie Square People's Club
Betsy Merritt (phone)	National Trust for Historic Preservation
Garry Chilluffo	Historic Urban Neighborhoods of Indianapolis