## SEARCY LAND USE PLAN AND MASTER STREET PLAN UPDATE, 1993-2013

MAY, 1994

Prepared by: Searcy Advisory Committee

In Cooperation with: White River Planning and Development District Arkansas State Highway and Transportation Department

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## PLAN OVERVIEW

"After adoption and filing provided of plan as a (Comprehensive Land Use Plan and Master Street Plan Update in this case), no public way, ground, or open space; public building or structure: publicly or privately owned public utility line or terminal or transportation line or terminal: or public development or redevelopment or renewal project shall be acquired, constructed, or authorized unless such a project, proposal, or development has been submitted to the (planning) commission for review, recommendation, and approval as to its conformity with the plan." State Ordinance 14-56-412 (f)(1).

By referring to this plan, as well as the Searcy Master Street Plan, Year 2007, the City of Searcy will be able to consider the relationship between proposed developments and citywide goals, proposed roadway developments, population distribution, land use, public facilities, transportation problem areas, and traffic patterns. Cities that authorize construction without referring to plans such as these and without implementing measures to relieve situations created by the construction often create inefficient land use patterns, an inefficient roadway system, and environmentally damaging conditions.

In 1987 the City of Searcy adopted the "Searcy Master Street Plan, Year 2007" and has successfully implemented several projects from the Plan. City leaders knew that transportation problems are complex and multifaceted with items such as land use, population distribution, and traffic patterns being prominent factors in creating a safe, efficient, and convenient transportation system and improving the long term quality of life. The Searcy Comprehensive Land Use Plan and Master Street Plan Update, 1993-2013 has been created to provide some of these informational and some legislative needs to assist Searcy leaders in making informed policy decisions which affect the growth and future development of the City.

This plan remains flexible to provide Searcy decision makers with the ability to be innovative in their land use decision making. Wise decisions now on corridor preservation, set asides by developers, bicycle/pedestrian paths, sidewalks, or access control will: (1) allow for the safe and efficient movement of several modes of traffic (automobiles, pedestrians, and bicycles); (2) greatly reduce congestion even with a growth in population; (3) improve the environment for residential, commercial, and industrial uses; (4) decrease pollution; and (5) enable the city to meet citywide goals. This plan was created through the dedicated efforts of a thirteen member advisory committee. Each member has considerable knowledge of the Searcy area. The members are:

Wayne Sherrell, City of Searcy Engineer

Michael Beebe, State Senator

David Evans, Mayor of Searcy

Wayne Hartsfield, First National Bank

Glen Jones, White County Judge

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Buck Layne, Searcy Chamber of Commerce

J.R. Thomas, Searcy Police Department

Lott Tucker, Harding University

Jim Wilson, First Security Bank

Tony Wood, Superintendent of Searcy Schools

E.D. Yancey, Yancey and Associates, Inc.

Jan Smith, White River Planning and Development District Tod Sherman, Arkansas Highway and Transportation Department.

### GOALS AND OBJECTIVES

The intent of this plan is to promote the safety, order, convenience, and general welfare of the citizens of Searcy. The following goals and objectives have been identified to help achieve this intent. The first four goals/objectives have been taken directly from the "Searcy Master Street Plan, Year 2007." These goals remain as relevant today as they did in 1987 when the Master Street Plan was adopted.

- 1. "To provide an efficient transportation system for the safe and convenient movement of people, goods, and services throughout the Searcy area.
- 2. To expand and improve the transportation system in order to assist in the growth and development of the community.
- 3. To pursue the construction of new streets in areas where significant residential, commercial, and industrial development is anticipated to occur.
- 4. To complement the existing street network system serving the city."
- 5. To encourage a strong economic base to enable the city to carry out these goals. Also, to make use of funds in a wise and efficient manner.
- 6. To promote efficiency and economy in public and private developments.
- 7. To provide a land use pattern that seeks to make the best use of Searcy's transportation system, demographic makeup, and public and private resources. Also, to protect the city from incompatible land uses and allow for the orderly and logical distribution of industrial, commercial, agricultural, and service establishments throughout the community.
- 8. To provide the citizens with strong public facilities such as education, police and fire protection, transportation, utilities, and administrative services.
- 9. To implement development projects that will enhance the physical development of the area without unacceptable harm to the environment.

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## 10. To provide a high quality of life for the citizens of Searcy.

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After adoption of this plan, there are several ways for the City to accomplish these goals. The City of Searcy can: (1) adopt and enforce subdivision regulations which influence roadway and building construction such as set-back regulations, and access controls (see Appendix 1); or (2) adopt and enforce zoning regulations. The City can also influence growth by managing the allocation of public facilities and services (such as utilities and fire protection). This Comprehensive Plan intends to provide Searcy decision makers with data for making informed decisions concerning the management of Searcy's resources.

### STUDY AREA

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Searcy is located approximately 50 miles northeast of Little Rock and is providing services to an increasing number of commuters to and from Little Rock. Searcy is situated approximately in the center of White County and is serviced by U.S. 67, S.H. 367, S.H. 267, S.H. 36, and S.H. 16. The planning area for the Searcy Comprehensive Plan extends beyond the City Limits to incorporate areas which have, or will have, an impact on the City of Searcy (Figure 1). The study area includes the Cities of Judsonia, Higginson, Kensett, and Sunny Hill.



#### SEARCY'S MASTER STREET PLAN, YEAR 2007

Searcy's "Master Street Plan, Year 2007" serves as a guideline for the implementation of future roadway developments and for the formulation of policies to meet the present and future needs for Searcy's transportation network. City leaders have implemented several high priority projects from the plan (i.e., S.H. 36 Relocation, Phase 1). To prepare for orderly long term growth, the transportation system must be compatible with the land use and development patterns. The transportation system not only includes roadways but also pedestrian and bicycle facilities.

<u>Using Both Plans</u> - With the adoption of both plans (Searcy Master Street Plan, Year 2007 and Searcy Comprehensive Land Use Plan and Master Street Plan Update, 1993-2013) the city has the tools to better assess the impact of proposed development projects. Resources available to analyze proposed developments, from the city, include zoning ordinances, land use regulations, flood plain maps, and functional classification maps. From the Searcy Comprehensive Land Use Plan and Master Street Plan Update, an analysis of the feasibility of a proposed project can be determined by looking at:

- 1. The goals and objectives of the City.
- 2. The Master Street Plan update (Figure 2) to determine the relationship of 'the proposed facility with future roadway (and pedestrian/bicycle path) construction plans.
- 3. Current and projected traffic volumes (Figure 3).
- 4. The distribution and characteristics of the population (Figures 5 and 6) to determine how well the citizens will be served.
- 5. Current and proposed public facilities (Figure 7) to determine the City's ability to service the establishment.
- 6. Areas where steep terrain inhibits growth (Figure 10).

From the Searcy Master Street Plan, Year 2007:

- 7. Projected traffic volumes (Figures 4, 5, and 6).
- 8. High accident locations (Figures 7 and 8) and Searcy's Problem and Needs areas (Figures 10 and 11) to determine if present problem areas will be exacerbated.

Situations affecting City Government are often complex and multifaceted. These plans along with innovation and a strong desire to carry out the goals of this plan will be effective tools to handle many situations. In most cases, a city cannot precisely control the location and timing of future developments but through a continued effort, City leaders can make informed decisions where they can exert authority.

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## MASTER STREET PLAN UPDATE

Due to changes within the study area from 1987 to present, an update of the Year 2007 Ten Year Construction Improvement Program was necessary. Some of these changes include:

- \* The opening of a Wal-Mart "Super Center Store" in the northeast section of the City.
- \* The expectation of considerable residential growth in the River Oaks area in the northeast section of the City (approximately 900 new residential units expected in the next ten years).
- \* The anticipated opening of Riverview School in the northeast section of Searcy.
- \* The recent annexation to the south.

Also, growth is expected to the west of Searcy along S.H. 36. The most congested street in Searcy remains U.S. 67B (Race Street).

Figure 2 is the update of the Searcy Master Street Plan, Year 2007 Ten Year Construction Improvement Program. The corresponding list of problems and needs are provided below and broken into categories with "A" indicating immediate needs, "B" indicating intermediate needs, and "C" indicating long term needs. The updated problems and needs are provided on the following page:

Figure 3 is an update of the estimated average daily traffic volumes, as well as projected volumes for the year 2013, on the highways in Searcy.

## STREET CONSTRUCTION IMPROVEMENT PLAN

## <u>CATEGORY A (IMMEDIATE NEEDS)</u> - (Order does not indicate priority)

Phase 2 of the relocation of S.H. 36. S.H. 36 from U.S. 67B (Main Street) to U.S. 67 and S.H. 367. Extend 4 lanes with curb and gutter from U.S. 67B (Main Street) to Remington Road and 5 lanes with curb and gutter from Remington Road to U.S. 67 with a 4 quadrant interchange at U.S. 67. Traffic volumes for 1993 on the proposed extension are expected to run as high as 10,100 with a 20 year forecast average daily traffic (ADT) of 15,200. (From: Proposed S.H. 36/U.S. 67 Interchange Study, Planning and Research Division, Arkansas State Highway and Transportation Department). Also, connect **Park Avenue** near Harding University with the new S.H. 36.

U.S. 67B (Main Street) from Race Street to the new S.H. 36 Route - Upgrade to 3 lanes.

U.S. 67B (Race Street) from Main Street to Cross Street - Widen to 3 lanes with a continuous left turn lane. U.S. 67B (Race Street) from Cross to U.S. 67 -Widen to 5 lanes with a continuous left turn lane. Reconstruct the traffic signals at the intersections of Moss/U.S. 67B (Race Street) and at Grand/U.S. 67B (Race Street). Construct a traffic signal at the intersection of U.S. 67B (Race Street) and Poplar. Also, at the intersection of U.S. 67B (Race Street) and Maple Street improve turning radii.

N. Bypass Rd/Main Street to S.H. 16 - Create a new extension and build to minor arterial standards. This expansion will connect with S.H. 16 near the Fairmont/Covington area. Visibility to the north and south of this future intersection is very poor due to the rolling terrain. Implementation of this alternative will need to be accompanied by either a traffic signal or a reduction of grade on S.H. 16.

Honey Hill Road from S.H. 36 to Booth Drive and Booth Road from Honey Hill Road to S.H. 367 - Reconstruct to minor arterial two lane road standards (Page A-5 Searcy Master Street Plan). Booth Road is presently a gravel road. After this improvement, Booth Road and Honey Hill Road are intended to serve as a south bypass around the City. Figure 4 displays the approximate number and the direction traveled of vehicles that will be diverted if the upgrade presently existed (Based on origin and destination survey from Searcy Master Street Plan-Figure 21). A total of 270 vehicles per day would be diverted with the proposed improvement.

The intersection of **Benton Avenue and Park Avenue** - Warrants for signalization have been met. Currently, this intersection is being controlled by a four way stop sign. High peak hour traffic exists due to shift changes from the industrial park and Wal-Mart Distribution Center.

Construct a traffic signal at the intersection of S.H. 267 (Queensway) and S.H. 367 (Booth Drive).

The intersection of Race Avenue and Maple Street - Improve turning radii.

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CATEGORY B (INTERMEDIATE NEEDS) - (Order does not indicate priority)

**Higginson from S.H. 267 (Lincoln Avenue) to S.H. 367 (Booth Drive)** - Widen to three lanes with a continuous left turn lane. 1993 estimated ADT on Higginson is at 1,300 with a 2013 forecast ADT of 1,900. Vehicle queuing exists during schedule shifts of the industries located on Higginson.

S.H. 367 (Booth Drive) from U.S. 67B (Main Street) to S.H. 267 (Queensway) - Widen to four lanes.

S.H. 267 (Lincoln Avenue and Queensway) from U.S. 67B (Main Street) to S.H. 367 (Booth Drive) - Widen to four lanes.

**Benton from U.S. 67B (Race Street) to S.H. 267 (Queensway)** - Widen to five lanes with a continuous left turn lane. 1993 estimated ADT on Benton north of Park Avenue is 5,800 with a 2013 forecast ADT of 8,600. South of Park Avenue, the estimated ADT runs as high as 5,100 with a 2013 forecast ADT of 7,600.

**Remington from Pleasure Avenue to S.H. 267 (Lincoln Avenue)** - Widen to three lanes with a continuous left turn lane. 1993 estimated ADT on Remington is at 3,100 with a 2013 forecast ADT of 4,600. Vehicle queuing exists during schedule shifts of industries located on Remington.

Intersection of S.H. 267 (Lincoln Avenue) and U.S. 67B (Main Street) - Realign intersection, improve turning radius.

N. Bypass Road from U.S. 67 to Main Street - Upgrade to minor arterial standards.

<u>CATEGORY C (LONG RANGE NEEDS)</u> - (Order does not indicate priority)

Moore Avenue from Main to Linda Lane - Add turn lanes where needed.

Benton Avenue from N. Bypass Road to Davis Drive - Reconstruction.

Valley View Road, Holmes Drive, and S.H. 16 from the proposed N. Bypass Road extension to S.H. 36 - Upgrade to minor arterial standards. Country Club Road south of S.H. 36, east on Country Club and North on Sawmill to S.H. 36 - Reconstruction. Construct center turn lane to Westside Elementary School. Construct sidewalks on east side of Country Club Road.

From new S.H. 36 to U.S. 67B (Race Street) - Extension.

The Advisory Committee also proposes the construction of a bicycle/pedestrian path which links together several parks and schools in the City of Searcy. The path will run along Deener Creek, Gin Creek and Iorio Creek (Figure 2). This location takes advantage of the aesthetic appeal of the creeks, provides access to recreational and educational facilities in the city, uses a minimum amount of developable land (much of the land is in a flood plain), and provides an alternative mode of travel thus relieving congestion on the roadways. The proposed bicycle/pedestrian path will be accessible to almost all citizens of Searcy.

The implementation of these recommended improvement projects will provide an adequate transportation infrastructure (supply) to help provide for the safe and efficient movement of goods and services in the City of Searcy. These improvement projects must be accompanied by a plan where the land use (the demand) is consistent with the current and future transportation infrastructure. In the long term, the characteristics and spatial distribution of land has a tremendous influence on travel patterns (roadway demand) and the roadway network greatly affects the spatial distribution of land. Therefore, to meet the goals stated previously, careful attention must be paid to both the transportation system as well as to land use plans and zoning regulations.







#### POPULATION DISTRIBUTION AND CHARACTERISTICS

The rate of growth for the City of Searcy (12 percent) was greater than the growth rate for White County (8 percent) between 1980 and 1990 (Table 1). Based on building permits issued in Searcy since 1990, it appears that future growth rates will exceed the growth rate from 1980 to 1990. This plan is intended to prepare Searcy to adequately provide for this future growth.

Table 1	- Population	······································
	<u>1980</u>	<u>1990</u>
Searcy	13,612	15,180
White County	50,835	54,676

Considerable future growth within the study area is expected to occur to the west off of S.H. 36. To the northeast, north of Moore, between Davis and U.S. 67, the expected construction of several new subdivisions should increase the number of living units in this area from 300 to 1,200 within the next ten years. Also to the northeast, Riverview High School will open soon with an estimated enrollment of 500 students. Enrollment is expected to increase to approximately 1,500 in the next several years. Growth is also expected to the south (which the city recently annexed) along S.H. 67B due to availability of developable space. Figures 5 and 6 display the distribution and the characteristics of the population by census block group.





### PUBLIC FACILITIES INVENTORY

Figure 7 displays the location of Searcy's public facilities, both current and proposed. The location of proposed facilities was determined by the roadway network, population distribution, knowledge of areas where growth is anticipated, and land use.

<u>Schools</u> - Harding University currently enrolls over 3,500 students. Searcy has three elementary schools; Ahlf Junior High School with an enrollment of 517, Southwest Middle School with an enrollment of 511, and Searcy High School with 637 students. Riverview High School will serve students from Kensett, Judsonia, and Higginson and has an anticipated enrollment of approximately 500 students and that enrollment is expected to increase to around 1,500 by 2003. A future elementary school is proposed on S.H. 267 (Gum Springs Road) to serve anticipated growth to the south.

<u>Recreational Facilities (Parks, Play Fields, Bicycle/Pedestrian Path)</u> - Currently Searcy has several parks within the City limits including Barryhill Park (60 acres), Spring Park (20 acres), Yancy Park (15 acres), and Deever Park (approximately 35 acres). To take advantage of the aesthetic qualities of the Little Red River, a park is planned along the River north of the City. As discussed previously and shown in Figure 2, a bicycle/pedestrian trail linking Searcy's schools, parks, and the Searcy's Sports Complex has been planned which will be easily accessible to most residents. The trail will run through flood plains and along Searcy's creeks thereby improving the aesthetic appeal of the trail without using prime development land.

The Community Sports Complex located off of S.H. 267 features several softball, baseball, and soccer fields. Harding University offers their students a running track, as well as football, baseball, and soccer fields. Searcy also offers: 3 golf courses with a public course just off of the Little Red River; Baseball and basketball courts off of Skyline Drive; and a public swimming pool and a youth center just north of Race Street.

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<u>Fire Stations</u> - Searcy currently has one fire station located on Benton Avenue south of Race Street. To help reduce response time, two new fire stations are proposed, with one to the south along U.S. 67B and the other fire station to the west along S.H. 36.



## Legend

1	Park
2	Rehabilitation Center
3	Riverview School
4	Health Service Center
5	Searcy Solid Waste Transfer Stat
6	Hospital
7	Medical Center
8	National Guard Armory
9	Sidney Deener School
10	Golf Course
11	Fairground
12	Police Substation
13	Municipal Center
14	Searcy Fire Substation
15	Park
16	Berry Hill Park
17	Swimming Pool
18	Youth Center
(19)	Technical Institute
20	Searcy Junior High School
21	White County Courthouse
22	City Park
23	Library
24	Searcy Water & Sewer Operation
25	Doctors Building
26	Central Arkansas General Hospit
27	Sports Complex
28	Fire Station
29	National Guard Armory
30	Elementary School
31	Baseball Fields, Basketball Court
32	Carmichael Community Center
33	Searcy Shop & Recycling Center
34	City Hall
35	Chamber of Commerce
36	Lion Stadium
37	McRae Elementary School
38	U.S. Post Office
39	Police Department
40	Southwest Elementary
(1)	Central Fire Station
(42)	Water & Sewer Administration
43	Searcy High School
44	Fire Station
45	Westside Elementary School

## FIGURE 7 **Public Facilities**



1 Present 2 Proposed

## LAND USE

The City of Searcy encompasses approximately 14.5 square miles, of which approximately 60 percent has been developed. The planning area has an adequate supply of developable land available to accommodate future development. Proposed land use is shown on Figures 8 and 9.

Proposed industrial developments are intended to remain in the east and south sections of Searcy. Commercial growth will occur primarily along the highways. The concentration of commercial establishments along the highway has the advantage of channeling traffic to roads intended for high traffic volumes. This also provides merchants with a high volume of vehicular traffic passing their stores each day. But, without control of access along these routes, the capacity of the roads is greatly reduced. To improve capacity and safety it is recommended, when feasible, that areas intended for dense commercial and industrial activity have limited access and curb cuts spaced at logical distances (Appendix 1).

Also, where dense commercial development is expected to occur, sidewalks (preferably with a grassy buffer between the road and the sidewalk to improve safety) should be used to increase pedestrian traffic. These sidewalks could connect with the proposed pedestrian/bicycle path shown in Figure 2. Also, bicycle lanes in commercial areas which connects with the proposed path detailed in Figure 2 may improve the quality of the area and reduce traffic levels.

The final land use designation is "Urban Transitional" which means that the City of Searcy will approve or deny the construction of individual proposed developments on a case by case basis. The urban transitional designation provides the city flexibility which leads to creativity and innovation in future developments. Searcy has a steady growth rate and 40 percent of its land is undeveloped which gives the city an opportunity to grow in consideration of the aforementioned goals. With the Urban Transitional designation the city can:

- 1. Create multiple land use areas (i.e., areas with a mix of commercial, residential and even light industrial land uses) thereby reducing the length of trips and enabling citizens to reside within walking distance of their destinations. To improve the chances for success of multiple use areas, it is recommended that the area be conducive to pedestrians and bicyclists with, preferably, the area connecting into the bicycle/pedestrian path shown in Figure 2. These areas should contain plenty of attractive open space with the commercial establishments accessible, by foot, to as many residential units as possible.
- 2. Create a logical, integrated system of facilities for pedestrian and bicycle traffic which connect with homes, retail establishments,

recreational facilities, schools, and even jobs. The pedestrian/bicycle path is also intended to connect into the Little Red River, which offers the opportunity for attracting positive growth along the river which can be accentuated with perhaps a river walk. The urban transitional designation and multiple land use can provide the flexibility necessary for creative and more effective land use patterns.

Multiple land use areas, pedestrian/bicycle network, through streets, and access control strategies should help relieve congestion and provides for the safe and convenient movement of pedestrians and bicycle traffic as well as motorized vehicles while improving the quality of life of the citizens of Searcy.

<u>Steep Slopes</u> - Figure 10 depicts areas which have a slope range from 12 to 30 percent. These areas have severe limitations for most urban uses.





#### CONCLUSION

The Searcy Master Street Plan, 2007 and this Searcy Comprehensive Land Use Plan and Master Street Plan Update, 1993-2013 allow for Searcy decision makers to adequately manage and coordinate the transportation and land use needs. Using these plans as guidelines will result in informed decisions concerning the allocationUsing of resources and the enforcement of regulations. As congestion increases City leaders may wish to encourage demand reduction strategies such as staggered working hours and incentives to reduce peak hour traffic.

The City of Searcy has an opportunity to guide future development to where pedestrians, bicyclists, and automobiles can easily access most areas of the study area with minimal congestion while enhancing the aesthetic qualities of the city. With the improved facilities for non-motorized travel, mixed land use, and a logical network of streets, auto trips may be fewer and of shorter duration and the goals of this plan can be better realized.

## APPENDIX 1 LAND USE REGULATIONS

The Searcy Master Street Plan, Year 2007 and the Searcy Comprehensive Land Use Plan and Master Street Plan Update, 1993-2013 are the first steps for corridor preservation. These plans have provided the general location of corridors to be preserved and the design requirements for the various classifications of streets. Land Use Plans can require property owners to keep land proposed for future roadway corridors free from development and allow for the public purchase of the land. To preserve and protect the right of way and to protect capacity levels of the roadways, the following regulations can also be devised and adopted.

- A. Access Management protects the roadway capacity by requiring the property owner to limit entrances on the street.
- B. Set-Back Regulations prohibits the construction of any new structure or improvement within the setback lines. The distances can be established to protect the area needed for planned widening of the street.
- C. Exactions contributions by the developer of a project to the city to offset the public cost associated with the new development, in return for the city granting zoning, subdivision, or building permits. Exactions include in-kind contributions, land dedication, in lieu payments, and impact fees.
- D. Subdivision Regulations this includes the provisions requiring the attainment of right of way at the time of subdivision approval.

Based on design criteria for the functional classification of each street and based on areas identified as needing widening in the unconstrained plan, set back ordinances should be devised stating that no building can be constructed on the right of way necessary for the construction of the proposed streets. If traffic volumes do not initially justify a certain design criteria (i.e., minor arterial) stage construction may be implemented. This involves initially constructing the street to local standards, then as volumes dictate, upgrade the corridor to two lane collector standards and later to four lane collector standards.

Of the cities that are active in preserving right of way, 53 percent use Master Street Plans for protecting the right of way or limiting development along planned corridor routes. Forty-one percent use set-back regulations, 35 percent use subdivision regulations, and 15 percent use County Road Plans. (Figures from "Report on Corridor Preservation" AHTD).

These corridor preservation techniques are important steps in the right of way acquisition process. More information on right of way acquisition can be obtained by contacting the Arkansas State Highway and Transportation Department.

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