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## **CHAPTER 2 – PURPOSE AND NEED**

Minor editorial changes have been made to this chapter since the publication of the Draft Environmental Impact Statement (DEIS). Most are in **Section 2.3.3** and **Section 2.3.4** to describe updates to local plans and studies.

The purpose and need of a project establishes the basis for developing reasonable alternatives and supports selection of a preferred alternative. It describes the transportation and transportation-related needs which a project is intended to address. It also provides the basis for performance measures which assess the relative ability of alternatives to address the project needs. A preferred alternative is determined by assessing the relative costs and impacts of alternatives, as well as their relative ability to satisfy the purpose and need.

The purpose and need for the overall I-69 project was established in the I-69 Tier 1 FEIS. The Tier 2 purpose and need for I-69 Section 6 applies the overall Tier 1 purpose and need goals to the more localized needs within the I-69 Section 6 project area. The I-69 Section 6 Purpose and Need Study Area is shown in **Figure 2-1**.

Local needs of I-69 Section 6 are defined based on existing transportation policies and plans, conditions identified during the scoping process, and public and agency input. A series of goals associated with meeting the purpose and need are described in this chapter, and performance measures are defined for evaluating how well these goals are achieved. These performance measures guide the screening process for defining reasonable alternatives in **Chapter 3, Alternatives**, and the comparison of alternatives in **Chapter 6, Comparison of Alternatives**.

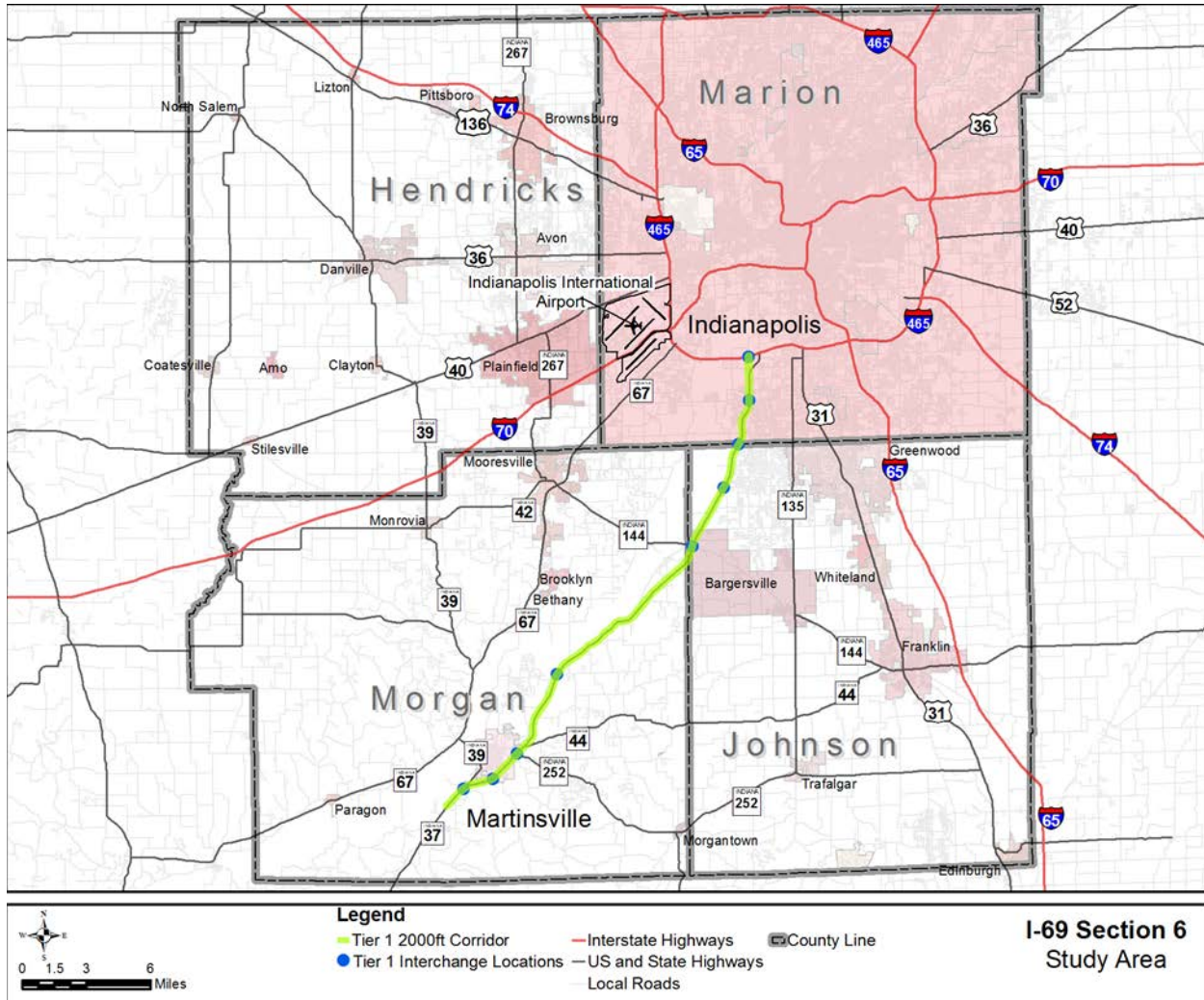
### ***2.1 Statement of Purpose and Need***

The purpose and need identified in Tier 1 for the I-69 Evansville to Indianapolis project has been carried forward into Tier 2 and remains the foundation of the purpose and need for each Tier 2 section. The purpose and need is further refined as part of the Tier 2 studies, involving the identification of goals specific to a particular Tier 2 section. These local goals are identified for each Tier 2 section as part of the scoping process in Tier 2. Therefore, the purpose and need for I-69 Section 6 consists of two parts: (1) the overall project purpose as defined in Tier 1 for the I-69 Evansville to Indianapolis project; and (2) local needs identified as part of the Tier 2 process.

The Tier 2 purpose and need for I-69 Section 6 also recognizes the completion of Sections 1 through 5 of I-69. Traffic forecasts assume that Sections 1 through 5 are completed in the no build scenario.



**Figure 2-1: I-69 Section 6 Four-County Purpose and Need Study Area**



### 2.1.1 Tier 1 Purpose and Need for I-69 from Evansville to Indianapolis

The purpose of I-69 between Evansville and Indianapolis was determined in the Tier 1 FEIS. As defined in the Tier 1 FEIS, the purpose of I-69 is to provide an improved transportation link between Evansville and Indianapolis that:

- Strengthens the transportation network in Southwest Indiana<sup>1</sup>
- Supports economic development in Southwest Indiana
- Completes the portion of the national I-69 project between Evansville and Indianapolis

<sup>1</sup> “Southwest Indiana” refers to 26-county Tier 1 study area. See **Figure 1.1** for map of Tier 1 study area.



Specific goals were identified in Tier 1 that support this overall purpose. They are listed below, with core goals shown in italics. These core goals were identified in Tier 1 based on consideration of the policy/legislative framework, as well as the transportation and economic development needs assessment. For each of the core goals, the selected alternative was required in the Tier 1 study to achieve a substantial improvement over existing conditions. The selection of core goals also recognized that this is primarily a transportation project.

Improved transportation linkages constitute one of many factors that can support economic growth. In view of the demonstrated needs for economic development in Southwest Indiana, goals related to supporting economic development were established in Tier 1. At the same time, transportation is only one of a number of factors needed to support economic development. Therefore, none of the project *core goals* (shown in italics) were associated with supporting economic development.

#### **Tier 1 Transportation Goals**

*Goal 1: Improve the transportation linkage between Evansville and Indianapolis*

*Goal 2: Improve personal accessibility for Southwest Indiana residents*

**Goal 3:** Reduce existing and forecasted traffic congestion on the highway network in Southwest Indiana

**Goal 4:** Reduce traffic safety problems

#### **Tier 1 Economic Development Goals**

**Goal 5:** Increase accessibility for Southwest Indiana businesses to labor, suppliers, and consumer markets

**Goal 6:** Support sustainable, long-term economic growth (diversity of employer types)

**Goal 7:** Support economic development to benefit a wide spectrum of area residents (distribution of economic benefits)

#### **Tier 1 National I-69 Goals**

*Goal 8: Facilitate interstate and international movement of freight through the I-69 corridor, in a manner consistent with the national I-69 policies*

**Goal 9:** Connect I-69 to major intermodal facilities in Southwest Indiana

As defined in Tier 1, the goals of the I-69 Evansville to Indianapolis project are regional goals; that is, they are expressed as goals for the entire Southwest Indiana region, which includes 26 counties and encompasses a quarter of the State of Indiana. These broad, regional goals were used as the basis for evaluating alternatives in Tier 1, when the alternatives analysis involved comparing different corridors 140 to 160 miles in length spread across a broad geographic area.



### **2.1.2 Statement of I-69 Section 6 Tier 2 Purpose and Need**

The purpose of the I-69 Section 6 project is to advance the overall goals of the I-69 Evansville to Indianapolis project in a manner consistent with the commitments in the Tier 1 ROD, while also addressing local needs identified in the Tier 2 process. The local needs identified in Tier 2 for I-69 Section 6 include:

- Complete Section 6 of I-69, as determined in the Tier 1 ROD
- Reduce existing and forecasted traffic congestion
- Improve traffic safety
- Support local economic development initiatives

These needs are defined in greater detail in **Section 2.3**. Preliminary alternative alignments for I-69 Section 6 were developed to be consistent with the overall goals of Tier 1 and the local needs identified in this Tier 2 study.

## **2.2 Transportation Policies and Plans**

The purpose and need for a major transportation project must consider policies and plans that are prepared by agencies with authority for transportation planning in the project area. These policies and plans may make direct references to the project or they may document needs (such as safety, congestion relief, and economic development) which the project can address. This section reviews relevant federal, state, and regional policies and plans that reference the I-69 project or relate to the project purpose and need.

### **2.2.1 Federal Legislation and Policies**

Beginning in 1991, a series of federal laws was enacted that defined the “National I-69 Corridor,” including the segment referred to as Section 6 in this EIS (see **Section 1.1**). In response to these laws, and in consultation with INDOT and resource agencies, FHWA determined that a tiered environmental study would be most appropriate to meet NEPA requirements, resulting in the completion of a Tier 1 EIS to select a corridor between Evansville and Indianapolis, and Tier 2 studies for six sections of the corridor, including Section 6 (see **Section 1.2**).

### **2.2.2 State Legislation and Policies**

A state law passed in 1991 directed INDOT to designate a system of Commerce Corridors that would serve the state’s major economic centers and to specify levels of service to be achieved by highways designated as Commerce Corridors. Based on this law, INDOT identified a Commerce



Corridor connecting Evansville to Indianapolis via Bloomington as part of a statewide network of Commerce Corridors.

In 2001, INDOT issued its *2000-2025 Long-Range Transportation Plan*. In that plan, INDOT identified a statewide network consisting of three levels of transportation corridors: Statewide Mobility Corridors, Regional Corridors, and Local Access Corridors. The Statewide Mobility Corridors are the highest level of the network and correspond closely to the previously identified Commerce Corridors. According to the *2000-2025 Long-Range Transportation Plan*, these corridors are characterized by:

- Upper level design standards
- High speeds
- Free flowing conditions
- Serving long distance trips
- Large through volumes of traffic
- Heavy commercial vehicle flows
- Serving longer distance commuter trips
- Generally multi-lane divided design
- Full access control desirable, no less than partial access control
- Railroad and highway grade separations desirable
- Desirable to bypass congested areas
- No interaction with non-motorized vehicles or pedestrians
- Major river crossings

The *2000-2025 Long-Range Plan* retained the designation of Commerce Corridors and showed a Commerce Corridor connecting Evansville to Indianapolis via Bloomington (with the Evansville-to-Bloomington portion shown as an unbuilt section). The network of Statewide Mobility Corridors included the link from Evansville to Indianapolis through Bloomington, and SR 37 between Bloomington and Indianapolis. The route shown for I-69 in the Tier 1 ROD is consistent with the Commerce Corridor and Statewide Mobility Corridor designations in INDOT's long-range plans, both of which were in effect in 2004 at the time the Tier 1 ROD was issued.

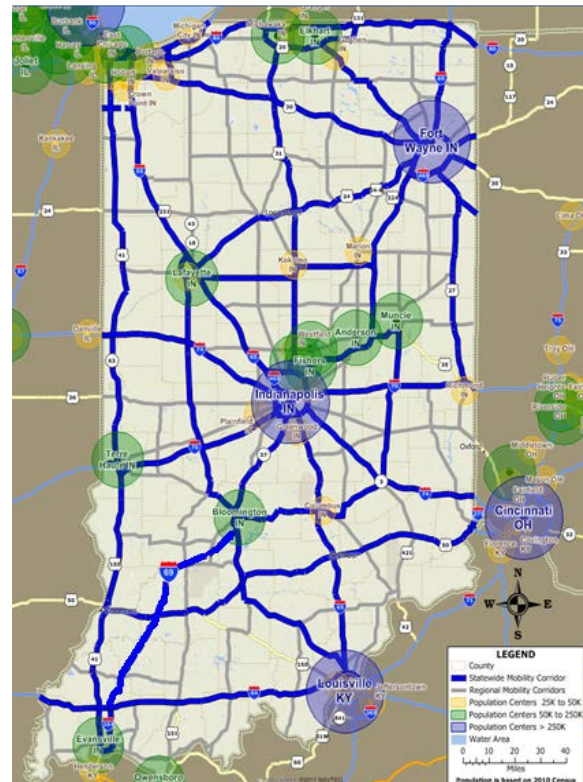
In June 2007 INDOT issued its *2030 Long-Range Plan 2007 Update*. This update retained both the Statewide Mobility Corridors and Commerce Corridors. In that document, I-69 between Evansville and Bloomington was shown as both a proposed Statewide Mobility Corridor and Commerce Corridor. SR 37 between Bloomington and Indianapolis was also shown as both a Statewide Mobility Corridor and a Commerce Corridor.



In April 2013, INDOT released its new long-range transportation plan, the *Indiana 2013-2035 Future Transportation Needs Report*.<sup>2</sup> This plan retains the designations of Statewide Mobility Corridors (p. 12), describing them as:

- The “top end” of the highway system
- Providing mobility across the state
- Safe, high-speed highways
- Serving long distance trips
- Connecting Indiana’s metropolitan areas
- Connecting to other states’ metropolitan areas
- Indiana’s freight arteries
- Vital for economic development
- Connecting metropolitan areas of 25,000 or greater population

Figure 2-2: Statewide Mobility Corridors



The *Indiana 2013-2035 Future Transportation Needs Report* shows I-69 between Evansville and Bloomington as a Statewide Mobility Corridor (see Error! Reference source not found.). SR 37 between Bloomington and Indianapolis (the route shown in Tier 1 for I-69 to Indianapolis) is shown as part of this Statewide Mobility Corridor. This plan also designated four high priority corridors, which due to their size, complexity, and cost are comprised of multiple projects expected to be completed after 2020. One of these high priority corridors included Sections 5 and 6 of I-69 between Bloomington and Indianapolis.

The *Indiana 2013-2035 Future Transportation Needs Report* (pp. 128 ff) addressed the eight statewide planning factors identified in MAP-21. The following planning factors (cited in that document) are relevant to the I-69 Section 6 project, and are consistent with the I-69 Tier 1 purpose and need (see **Section 2.1.1**) and the local needs of I-69 Section 6 (see **Section 2.1.2**):

- Support the economic vitality of the United States, the states, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency.
- Increase the safety of the transportation system for motorized and non-motorized users.

<sup>2</sup> The *Indiana 2013-2035 Future Transportation Needs Report* functions as the INDOT long-range transportation plan. The development of this report was carried out under 23 CFR 450.214 federal regulations, which requires states to develop and periodically update statewide transportation plans with a minimum of a 20-year planning horizon.



- Enhance the integration and connectivity of the transportation system, across and between modes throughout the state.

### 2.2.3 Metropolitan Transportation Plans

The corridor approved for the I-69 Evansville to Indianapolis project in the Tier 1 ROD connects three metropolitan areas: Evansville, Bloomington, and Indianapolis. In 2003, the Metropolitan Planning Organization (MPO) for each of those areas updated their long-range transportation plans to reflect INDOT's preferred corridor for the I-69 project. The route approved in the Tier 1 ROD is currently included in the long-range transportation plan for each of the affected MPO areas.

The *Indianapolis 2035 Long-range Transportation Plan (LRTP)* is the most current long-range transportation plan for the Indianapolis MPO. The plan's overall goals, increased mobility, and accessibility, and coordinating improvements to support regional economic development, are supported by the Tier 1 purpose and need.<sup>3</sup> It includes added capacity projects within the I-69 Section 6 study area, including I-69. Some projects will serve traffic to and from I-69. Others will provide parallel capacity to I-69.<sup>4</sup> Projects included in the current LRTP are listed below.

- Indianapolis MPO, *2035 Long-Range Transportation Plan, including amendments through Summer 2017*, for 2016 to 2035
  - Martinsville to Indianapolis: Convert SR 37 to freeway (I-69), with interchanges at SR 39, Ohio Street, SR 252/SR 44, Henderson Ford Road, SR 144, Smith Valley Road, County Line Road, Southport Road, Epler Avenue, and I-465. Two lanes in each direction between SR 39 and SR 144, three lanes in each direction between SR 144 and Southport Road, and four lanes in each direction between Southport Road and I-465.
  - Indianapolis: Added travel lane on I-465 between Mann Road and US 31, as well as added auxiliary lanes where needed. Required as part of SR 37 upgrade to I-69.
  - Indianapolis: Southport Road from Bluff Road to Meridian Road/SR 135 will be widened from one lane in each direction to two lanes in each direction.
  - Indianapolis: Southport Road from Meridian Road/SR 135 to East Street/US 31 will be widened from one lane in each direction to two lanes in each direction.

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<sup>3</sup> *The Indianapolis 2035 Long-range Transportation Plan: 2014 Update (LRTP)* was issued by the Indianapolis MPO along with the 2014-2017 Indianapolis Regional Transportation Improvement Program (IRTIP). The projects in the IRTIP also are included in the LRTP. Both documents have been amended several times since adoption. I-69 Section 6 information was updated in an amendment to the 2035 LRTP on June 14, 2017, and in an amendment to the 2018-2021 IRTIP on August 23, 2017.

<sup>4</sup> *The long-range transportation plan includes projects included in the fiscally-constrained plan, as well as illustrative projects (projects serving identified needs, but for which no funding is identified). Only future year projects included in the fiscally-constrained plan are part of the no-build network for traffic forecasting analysis in this EIS.*





- Indianapolis: County Line Road from SR 37 to Morgantown Road will be widened from one lane in each direction to two lanes in each direction.
- Indianapolis: County Line Road from Five Points to Franklin Road will be widened from one lane in each direction to two lanes in each direction.
- Indianapolis: Bluff Road from Thompson Road to SR 37 will be widened from one lane in each direction to two lanes in each direction.
- Indianapolis: Thompson Road from High School Road to Mann Road will be widened from one lane in each direction to two lanes in each direction.
- Greenwood: East-West Corridor - Worthsville Road Corridor from SR 135 to just east of the South 5 Points Road intersection will be widened from one lane in each direction to two lanes in each direction.
- Johnson County: East-West Corridor - Stones Crossing from SR 37 to SR 135 will be widened from one lane in each direction to two lanes in each direction.
- Johnson County: CR 200 N from SR 144 to US 31 will be widened from one lane in each direction to two lanes in each direction.
- Johnson County: Whiteland Road from CR 225 E to I-65 will be widened from one lane in each direction to two lanes in each direction.
- Indianapolis MPO, 2035 Long-Range Transportation Plan, including amendments through Fall 2016, Illustrative Projects<sup>5</sup>
  - Indianapolis: AmeriPlex Parkway/Camby Road Connector – A new terrain 4-lane roadway will be constructed from AmeriPlex Parkway at SR 67 to Camby Road.
  - Indianapolis: County Line Road from Morgantown Road to SR 135 will be widened from one lane in each direction to two lanes in each direction.
  - Indianapolis: Phase I – Kentucky Road to I-465: Mann Road from Kentucky Road to Southport Road will be widened from one lane to two lanes in each direction.
  - Indianapolis: Phase II: I-465 to Southport Road: Mann Road from Kentucky Road to Southport Road will be widened from one lane in each direction to two lanes in each direction including an interchange at I-465.
  - Indianapolis: Southport Road from Mann Road to SR 37 will be widened from one lane in each direction to two lanes in each direction.
  - INDOT: SR 135/Meridian Street from CR 500 N/Whiteland Road to CR 700 N/Stones Crossing Road will be widened from one to two lanes in each direction.

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<sup>5</sup> Illustrative projects are those that would be included in the approved transportation plan if reasonable additional resources beyond those identified in the financial plan were available



- INDOT: SR 39 from SR 37 to SR 67 – A new alignment roadway will be constructed but will remain one lane in each direction.
- Johnson County: CR 144 from SR 37 to Whiteland Road will be widened from one lane in each direction to two lanes in each direction.
- Johnson County: Smith Valley Road from Mann Road to SR 37 will be widened from one lane in each direction to two lanes in each direction.

#### 2.2.4 Other Local Plans and Studies

A number of regional and local transportation plans and comprehensive land use plans identify proposed future improvements in the I-69 Section 6 study area. Many of the recommendations for state and local roads provide for upgrades of existing roadway networks to serve the continued development in the northern part of the I-69 Section 6 study area. Some of the key elements in these plans are described below:

- The *Comprehensive Plan of Johnson County (2011)* and *Johnson County Comprehensive Plan Update (2003 – East-West Corridor)* both identify the SR 37 corridor as the selected location for I-69. Other added capacity projects support this corridor.
- The *2016 Marion County Thoroughfare Plan 2020* provides for increased capacity within the SR 37 corridor and increased capacity on Southport Road and County Line Road.
- The *Comprehensive Plan for the City of Martinsville (2010)* documents plans “to both capitalize on the proposed I-69 expansion and mitigate its impacts on the environment and community infrastructure.” It includes the Morgan County SR 37/144 Corridor Plan which has been developed to guide decisions for what is best for the community “today and in the future when I-69 reaches Martinsville.” The Corridor Plan suggests ways to “ensure the community gets the best and highest use from SR 37, whether it is upgraded to an interstate or not.”

In addition to the SR 37/SR 144 Corridor Plan, the comprehensive plan outlines strategies to plan for the extension and anticipated impacts of I-69. The plan includes the reconstruction of Ohio Street north of I-69 (assumed along existing SR 37) as a gateway into Martinsville, and calls for extending Grand Valley Boulevard over or under I-69.

- The *Morgan County Comprehensive Plan - Phase I and Phase 2 (2007 & 2010)* and the *SR 37/SR 144 Overlay Plan (2010)* focus on planning for the construction of I-69 along existing SR 37. The plan contains the county’s “statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.” It was funded, in part, by the I-69 Community Planning Program. The study designated the proposed I-69 project as a priority.

The impacts of I-69 on Morgan County are analyzed in the *Morgan County SR-37 / SR-144 Corridor Plan, (2010)*. This document “is a tool for promoting two of Morgan

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County’s prime economic assets while at the same time protecting the corridors from undesirable land uses and development practices.” Recommendations are given for several issues, including land use, access management, infrastructure and utilities, the environment, and aesthetics.

The previous version of the *Comprehensive Plan for Morgan County, Indiana*, (March 2001), stated that “the County supports the construction of I-69 in Morgan County, provided that it is routed to avoid disturbing existing communities, and provided that it creates new interchanges in close proximity to existing communities so that development pattern will not sprawl into new portions of Morgan County.”

The February 2010 study calls for greenway development within the county and states that “connections and relationships to destinations and other transportation modes and routes improve the value of the greenway.” The I-69 corridor is cited as an example of such an opportunity.

- The *Mooreville Comprehensive Plan (2009)* considers alternatives for added transportation capacity between Mooreville and I-69, assumed in the SR 37 corridor.
- Other plans (*Town of Avon Thoroughfare Plan (2006)*, *Plainfield Comprehensive Plan (2016)* and *Hendricks County Quality Growth Strategy (2006)*) state the need to support regional mobility, especially to the Indianapolis International Airport. These plans also emphasize improved east-west and north-south access in Hendricks County.

**2.3 I-69 Section 6 Needs Assessment**

The needs assessment describes the local needs that have been identified during the scoping process for I-69 Section 6. The purpose and need study area for I-69 Section 6 includes Morgan, Johnson, Hendricks, and Marion counties (see **Figure 2-1**).

**2.3.1 Completing Section 6 of I-69 between Martinsville and Indianapolis**

The completion of I-69 Section 6 responds to the Congressional policy to complete the National I-69 Corridor. This policy was adopted by Congress based on feasibility studies for the corridor. The decision by Congress to designate I-69 as a “high priority corridor” reflects a national commitment to complete this new interstate corridor as part of the National Highway System. For this reason, the Tier 1 EIS for I-69 from Evansville to Indianapolis focused on alternatives for completing I-69 as an interstate highway. The Tier 1 EIS selected a route for the project and divided that corridor into six sections for Tier 2 analyses. Section 6 is the last section of the approved I-69 Evansville to Indianapolis corridor.

Based on the Tier 1 EIS and ROD, there is a need to complete I-69 as an interstate highway between Evansville and Indianapolis, including I-69 Section 6.



### 2.3.2 Highway Congestion

Traffic forecasts for the year 2030 that were prepared in 2005 at the beginning of Tier 2 studies show that, under the no build scenario, there will be high levels of congestion in I-69 Section 6 along SR 37 and several major connecting roads. As part of this updated Purpose and Need Statement, the design year is extended to 2045. As stated in **Section 2.1**, traffic forecasts for the no build scenario in I-69 Section 6 recognize the completion of Sections 1 through 5 of I-69.

Level of service (LOS) is commonly used to evaluate a roadway’s functionality. LOS is a measure of operational conditions. These conditions are defined in terms of speed and travel time, maneuverability, and delay. Six levels of service are designated by the letters “A” through “F.” LOS “A” represents the most desirable operating conditions, while LOS “F” defines the most congested conditions. The INDOT Design Manual (Volume II, Part V: Tables 53-1 to 53-3 and Tables 53-6 to 53-8) calls for providing at least LOS “C” on freeways and all rural state highways of functional class collector and above; and for providing at least LOS “D” on all urban (intermediate and built-up) state highways of functional class collector and above.

I-69 will be designed to achieve LOS C or better. Local service roads will be designed to achieve the LOS called for in the INDOT Design Manual.<sup>6</sup> **Figure 2-3** shows roads forecasted to have levels of service in the unacceptable range (LOS E or worse) in 2045 in the no build scenario. These forecasts assume that committed projects in fiscally constrained state, regional, and local transportation plans have been constructed in addition to I-69 Sections 1 through 5 being open to traffic.

Roads within or close to the I-69 Section 6 corridor that are projected in 2045 to operate at less than the minimum LOS condition for its functional classification under the I-69 no build scenario include:

#### Morgan County

- SR 37 from SR 44 to SR 252 – LOS E

#### Johnson County

- SR 144 at SR 37 – LOS E
- SR 144 from Johnson Road to SR 67 – LOS E
- SR 37 at Smith Valley Road – LOS E

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<sup>6</sup> Exceptions to this general rule include: for urban freeways, minimum LOS “D” may be used for reconstruction projects; for certain urban arterials, desirable LOS is “C” and minimum LOS is “D”; for all urban collectors and most local streets, desirable LOS is “C” and minimum LOS is “D” (desirable LOS is “D” for some urban local streets); for rural local roads, desirable LOS is “B” and minimum LOS is “D.” Source: INDOT 2013 Design Manual, Tables 53-1, 53-5 through 53-9.



- SR 37 at County Line Road – LOS E

Hendricks County

- Ameriplex Parkway from SR 67 to I-70 – LOS E

Marion County

- SR 37 from County Line Road to Wicker Road – LOS E
- SR 37 at Southport Road – LOS E
- Southport Road west of SR 37 – LOS E
- SR 37 from Banta Road to Edgewood Avenue – LOS E
- I-465 from Mann Road to US 31 – LOS E

Alternatives are evaluated in Tier 2, in part, based on how well they reduce congestion, defined as vehicle-miles travelled (VMT) and vehicle-hours travelled (VHT) on congested roads within the I-69 Section 6 study area. Congestion relief of alternatives is addressed in the traffic operations analysis presented in **Section 5.6.3**.

**2.3.3 Highway Safety**

The safety analysis conducted in Tier 1 indicated that major highways leading to the I-69 corridor have high crash rates (refer to Tier 1 FEIS, Volume II, Appendix A, *Transportation Performance Measures*). Data compiled by the Indiana University Public Policy Institute to determine the crash rate by roadway classification in Indiana (**Table 2-1**) indicates that accident rates are significantly lower on interstate highways than on any other class of roadway.

**Table 2-1: Crash Rate Comparison, Indiana Highways**

Facility Type	Crashes per 100 Million Vehicle Miles	
	Fatal Crashes (2008 – 2009)	All Crashes (2008 – 2009)
Interstate Highways	0.3 – 0.4	79 – 88
US-Numbered Highways	1.1 – 1.1	184 – 190
State-Numbered Highways	1.2 – 1.3	217 - 266
County Roads	0.9 – 1.3	131 – 142
Local/City Roads	1.0 – 1.3	575 – 621

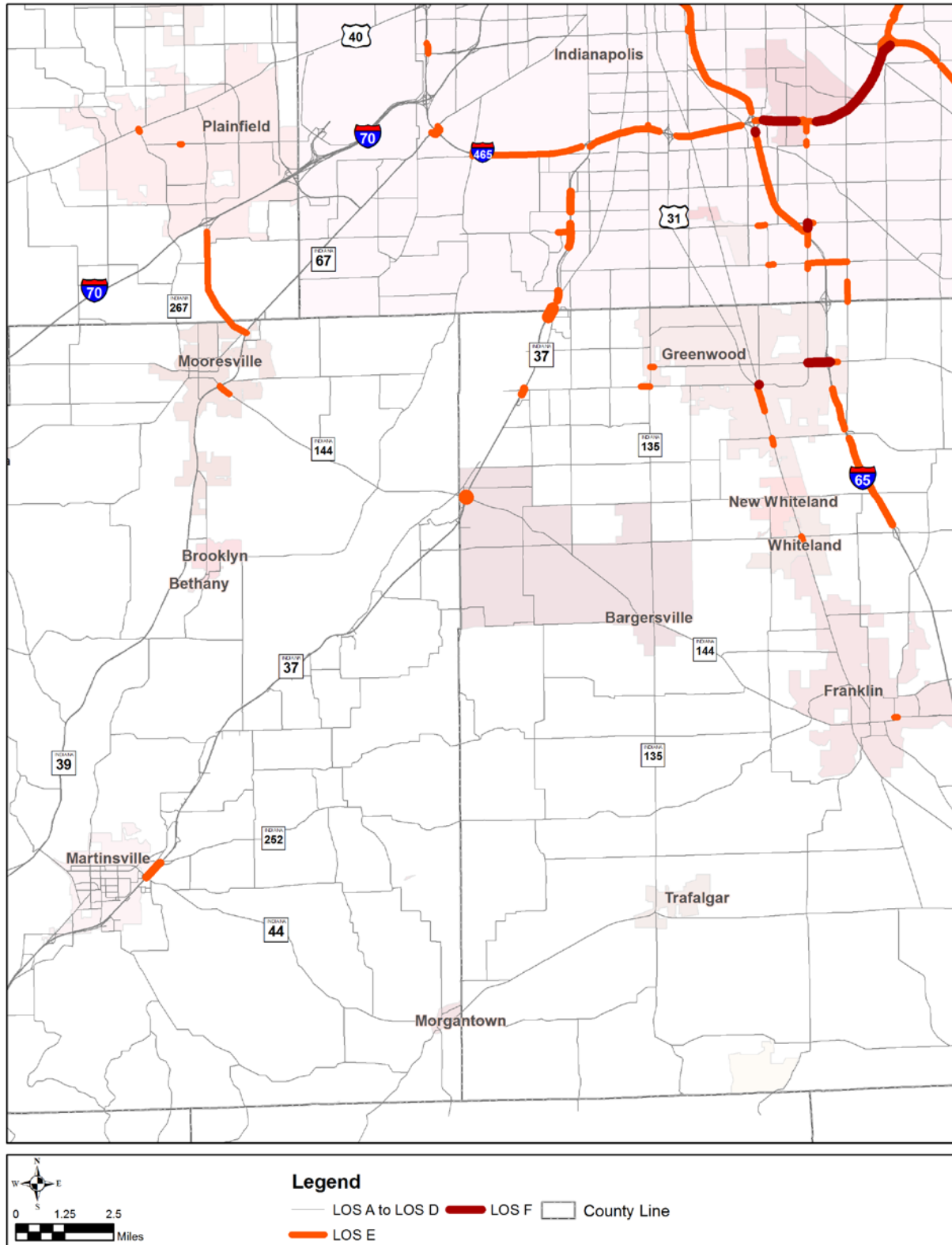
*Source: Indiana Crash Facts 2009, Indiana University Public Policy Institute, Center for Criminal Justice Research, 2010 and: Indiana Crash Facts 2008, Indiana University Public Policy Institute, Center for Criminal Justice Research, 2009.*



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Figure 2-3: Forecasted 2045 Levels of Service





In Indiana, fatal crashes on interstate highways occur at about one third the rate per vehicle mile traveled of those on all other types of roadway. For all crashes, the accident rate on US and state-numbered highways is 2 to 3 times higher than on interstate highways. Accident rates on local and city roads are 7 to 8 times higher than on interstates. These higher accident rates result from the lack of access control and safety features that are built into interstate highways.

The forecasting analysis tools used in this EIS account for the diversion of traffic to I-69, and apply accident rates by facility type to estimate changes in the number of accidents in the study area. Crash reductions would occur not only from the upgrades of SR 37 to interstate standards, but also throughout the I-69 Section 6 study area, as I-69 serves traffic diverted from highways, county roads, and local/city roads that have significantly higher crash rates. Safety benefits of alternatives are addressed in the traffic safety analysis presented in **Section 5.6.4**, and in the project performance analysis presented in **Section 3.4.2.1**.

### 2.3.4 Regional Economic Development

The analysis of economic conditions in Southwest Indiana during the Tier 1 study determined the need to enhance economic development opportunities in the region. The study evaluated the role an improved transportation system could play in addressing this need. The study concluded that improving the transportation system can lead to enhanced economic growth by reducing business costs; increasing business access to employees, customers, and suppliers; and directly improving the economic well-being of individual consumers. Continuation of I-69 through the I-69 Section 6 corridor is an essential component of this improved transportation system.

I-69 Section 6 is part of a Statewide Mobility Corridor. The *Indiana 2013-2035 Future Transportation Needs Report* recognizes that supporting economic vitality is a statewide planning factor in MAP-21, and identifies Statewide Mobility Corridors as “vital for economic development” (see **Section 2.2.2**).

The *Morgan County Comprehensive Plan* states that economic development in the county:

“can be structured to improve the property taxes paid by the residential sector, increase in-county employment opportunities for our residents, and develop new and better services that are desired by the people of our county. To meet these objectives while accepting continued growth in Morgan County, it will be the policy of our county to plan to encourage growth to take place where existing infrastructure allows development to be absorbed into the community without imposing burdensome costs for new infrastructure development. Such infrastructure currently tends to be located in proximity to existing population areas. We will seek to discourage development in areas that still retain an agricultural character, rural scenery, and small community feel, especially when the infrastructure in those areas will not readily support new development.”



In addition, the City of Martinsville approved four tax increment financing (TIF) districts<sup>7</sup> within its existing city limits and plans to annex portions of Morgan County to expand city limits. In March 2011, the Martinsville Common Council gave final approval to establish the TIF districts. The establishment of TIF districts is designed to generate revenue in the districts from increases in assessments. The money generated could be used in a variety of ways, such as helping reduce the cost of property acquisition or equipment for business or to help pay for the cost of increasing sewer capacity for the district. The money generated within the district must be spent for improvements within the district unless it is for something that would benefit all the districts, such as a satellite fire station or 911 service center.

The four districts located in Martinsville are: Morgan Street Corridor, Ohio Street Corridor, SR 37 Southeast Corridor, and SR 39 Corridor. The SR 37 Southeast Corridor is the closest to I-69 Section 6. It includes the Grand Valley Boulevard shopping area and extends southwest to Mahalasville Road and Ohio Street, including the Martinsville industrial park, the John Walton Ford car dealership, and 84 Lumber.

Four additional TIF areas are located just outside the Martinsville city limits in Morgan County along or near SR 37. These are: Eagle Valley, Henderson Ford Interchange, Old Morgantown Road, and Waverly TIF areas). All eight of the TIF districts in the I-69 Section 6 project area are generating TIF revenue.

The *Indianapolis 2035 Long-range Transportation Plan: 2014 Update* (see **Section 2.2.3**) also has the objective of supporting regional economic development. Supporting economic development is consistent with the I-69 Tier 1 goals, current INDOT statewide policies, and the Indianapolis long-range transportation plan.

Economic development benefits of alternatives are addressed in the business and employment analysis presented in **Section 5.5.3.5**, and in the project performance analysis presented in **Section 3.4.2.1**.

## 2.4 Public and Agency Input

Public involvement and coordination with regulatory and other agencies has been ongoing from the beginning of the Tier 1 process through the completion of this Tier 2 DEIS. Opportunities for public input regarding I-69 Section 6 have been provided by public meetings, the I-69 project website (<http://www.in.gov/indot/projects/i69/>) and the I-69 Section 6 project office. The I-69 Section 6 project office was initially open from 2004 – 2012, then was reopened in spring 2015. The project office has enabled interested parties to consult with project planners and engineers as well as view the most up-to-date maps and displays.

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<sup>7</sup> Tax increment financing (TIF) is a public financing method that captures future increased property taxes generated from new development in a designated district to pay present costs for infrastructure in that district. The Indiana TIF process is formally established in Indiana Code (IC 36-7-14 and IC 36-7-25).





Two Community Advisory Committees (CACs) and one Stakeholder Working Group (SWG) were established for I-69 Section 6 to advise about local interests and to share project information. These CACs have assisted INDOT and FHWA by providing input on community issues and feedback on specific aspects of the I-69 Section 6 project. They have also served as liaisons to their respective constituents and organizations.

Each CAC is composed of a cross-section of affected groups, local agencies, and organization members representing various public interests. The North CAC consists of members within the northern portion of the study area (Hendricks, Marion, Johnson, and the northern portion of Morgan County). The South CAC consists of members located within southern portion of the study area (city of Martinsville and southern Morgan County).

The SWG established for I-69 Section 6 includes technical experts from local communities. This group has provided technical feedback to INDOT. SWG members have also relayed project information to other members within their organization. An expert land use panel (ELUP) was convened to assist in allocating future growth and development occurring due to I-69. This information is used to support the corridor traffic forecasting model for I-69 Section 6.

INDOT sponsored a speakers bureau for the project study area. This bureau has addressed meetings of local groups which have an interest in the I-69 project. Examples include realtor boards, chambers of commerce, and economic development groups. INDOT's role at these meetings includes making a presentation about the project and answering questions. INDOT also hosts a project website (<http://www.in.gov/indot/projects/i69/>), Twitter account (@i69Section6), and a Facebook account (I-69 Section 6).

Meetings have been held with state and federal resource agencies at key project milestones. These milestones include project scoping, purpose and need, screening of alternatives, review of DEIS comment responses, and definition of the Refined Preferred Alternative (RPA). Formal agency feedback and comments were sought at these general meetings. In addition, meetings with individual agencies and local government representatives have occurred throughout the project.

Based on these CAC, SWG, resource agency, and public information meetings, as well as in regular communication from people submitting comments on-line or in visits to the I-69 Section 6 project office, the following key points have been raised:

- I-69 should provide improved mobility, accessibility, and safety for residents, businesses, industry, bicyclists, pedestrians, and emergency service vehicles.
- I-69 should support local economic initiatives, including the TIF districts near and adjacent to the corridor.
- With five sections of I-69 between Evansville and Indianapolis complete or soon to be complete, there is a sense of urgency in completing I-69 Section 6 to meet the safety and traffic needs of the corridor.



**Chapter 11, Comments, Coordination, and Public Involvement** contains detailed information regarding the agency and public input process, the key issues that were raised, and how they were addressed in the purpose and need of I-69 Section 6.

### **2.5 I-69 Section 6 Goals and Performance Measures**

All the alternatives considered in Tier 2 are essentially equal in terms of their ability to meet the broad, regional objectives contained in the Tier 1 Statement of Purpose and Need. Therefore, the transportation performance measures used in Tier 2 are structured to evaluate the ability of the alternatives to meet local goals, which are refinements of the Tier 1 project goals. These performance measures are considered part of the overall evaluation of alternatives, along with impacts and costs.

Impacts and costs are considered in conjunction with performance measures in selecting a preferred alternative in I-69 Section 6. As stated in **Section 2.1.2**, the proposed action in I-69 Section 6 (completing I-69 between Martinsville and Indianapolis) supports the overall project purpose identified in Tier 1 while also addressing local needs. To do this, it is necessary for the preferred alternative to perform at a level similar to that identified in the Tier 1 ROD.

Seven local goals have been identified for I-69 Section 6, primarily through an extensive public involvement process that is summarized in **Chapter 11, Comments, Coordination, and Public Involvement**. This process included comments from the public, local officials, local business owners/managers, members of the I-69 Section 6 CACs and SWG, and others.

Needs associated with these goals are defined in greater detail in **Section 2.3** of this chapter. Alternatives developed for I-69 Section 6 need to be consistent with the overall goals of the Tier 1 FEIS and the local needs identified in this Tier 2 study.

I-69 Section 6 goals associated with the local needs, their relationship to Tier 1 goals, and their performance measures are summarized in **Table 2-2** and presented at the end of this chapter. The ability of alternatives to satisfy these performance measures and meet this Tier 2 purpose and need is evaluated in the development of alternatives in **Chapter 3, Alternatives**, and in **Chapter 6, Comparison of Alternatives**.

More specifically, the Tier 2 purpose and need is used as a basis to define reasonable alternatives for evaluation in this DEIS. The process begins with a broad set of conceptual alternatives that serve the purpose of the project. All conceptual alternatives are defined to provide an improved linkage between Martinsville and Indianapolis, improve personal accessibility, reduce overall traffic congestion, etc. as defined in **Table 2-2**, but the alternatives do not perform equally. In **Chapter 3, Alternatives**, differing levels of performance in meeting project need are used in conjunction with relative cost and impact measures and public input to define a set of reasonable alternatives for evaluation.



**Table 2-2: I-69 Section 6 Goals and Performance Measures**

Tier 1 Goals	Section 6 Goals	Section 6 Performance Measures
<p><b>GOAL 1</b> —Improve the transportation linkage between Evansville and Indianapolis</p> <p><b>GOAL 8</b>—Facilitate interstate and international movement of freight through the I-69 corridor, in a manner consistent with the national I-69 policies</p>	<p><b>GOAL 1</b>— Improve transportation linkage between Martinsville and Indianapolis</p>	<p>Completion of Section 6 of I-69.</p> <p>Travel time savings between the northern limit of I-69 Section 5 and I-465 in Indianapolis.</p>
<p><b>GOAL 2</b> —Improve personal accessibility for Southwest Indiana residents</p>	<p><b>GOAL 2</b>— Improve personal accessibility in the I-69 Section 6 study area</p>	<p>Travel time between major travel destinations in the I-69 Section 6 study area.</p>
<p><b>GOAL 3</b> —Reduce existing and forecasted traffic congestion on the highway network in Southwest Indiana</p>	<p><b>GOAL 3</b>— Reduce future traffic congestion on the highway network of the I-69 Section 6 study area</p>	<p>Reduction of traffic congestion on area roadways.</p>
<p><b>GOAL 4</b> — Reduce traffic safety problems</p>	<p><b>GOAL 4</b>— Improve traffic safety in the I-69 Section 6 study area</p>	<p>Reduction of crashes in the I-69 Section 6 study area.</p>
<p><b>GOAL 5</b> —Increase accessibility for Southwest Indiana businesses to labor, suppliers, and consumer markets.</p> <p><b>GOAL 6</b> —Support sustainable, long-term economic growth (diversity of employer types).</p> <p><b>GOAL 7</b> —Support economic development to benefit a wide spectrum of area residents (distribution of economic benefits).</p>	<p><b>GOAL 5</b>— Support growth in economic activity in the I-69 Section 6 study area</p>	<p>Increases in personal income, total employment, and employment in key employment categories in the I-69 Section 6 study area.</p>
<p><b>GOAL 8</b>— Facilitate interstate and international movement of freight through the I-69 corridor, in a manner consistent with the national I-69 policies</p>	<p><b>GOAL 6</b>— Facilitate freight movements in the I-69 Section 6 study area</p>	<p>Reduction in daily truck vehicle hours of travel (VHT) in the I-69 Section 6 study area.</p>
<p><b>GOAL 9</b>— Connect I-69 to major intermodal facilities in Southwest Indiana</p>	<p><b>GOAL 7</b> —Support intermodal connectivity to locations in the I-69 Section 6 study area</p>	<p>Travel time between key entry points into the study area and major intermodal centers.</p>



The reasonable alternatives are evaluated in **Chapter 6, Comparison of Alternatives** based on their effectiveness in achieving project performance measures while serving project goals effectively at acceptable cost and impact. None of these factors provide the sole measure for determining the preferred alternative. Performance, cost, and impacts of the alternatives are described based on localized factors within a series of small decision areas. Using this approach, the relative effectiveness of alternatives in meeting project needs can be evaluated with cost and impact trade-offs in defining the components of the preferred alternative.

**GOAL 1: IMPROVE TRANSPORTATION LINKAGE BETWEEN MARTINSVILLE AND INDIANAPOLIS**

Tier 1 Goals Supported: Goals 1 and 8

Performance Measure: *Completion of Section 6 of I-69.* A new freeway would complete I-69 from Martinsville to Indianapolis. All build alternatives would be equal in their ability to satisfy this criterion.

Performance Measure: *Travel time savings between the northern limit of I-69 Section 5 and I-465 in Indianapolis.* The Tier 1 study compared travel time between I-64 and I-465 as the performance measure for this goal. This performance measure compares travel time from the end of I-69 Section 5 at SR 39 to key destinations within the region to identify representative travel time savings using the I-69 Section 6 Corridor Model.

**GOAL 2: IMPROVE PERSONAL ACCESSIBILITY IN THE I-69 SECTION 6 STUDY AREA<sup>8</sup>**

Tier 1 Goal Supported: Goal 2

Performance Measures: *Travel time savings between major travel destinations in the I-69 Section 6 study area.* Travel time savings to Indianapolis International Airport, downtown Indianapolis, and I-69 on the northeast side of Indianapolis are measured using the I-69 Section 6 Corridor Model.

**GOAL 3: REDUCE FUTURE TRAFFIC CONGESTION ON THE HIGHWAY NETWORK OF THE I-69 SECTION 6 STUDY AREA**

Tier 1 Goal Supported: Goal 3

Performance Measure: *Reduction of traffic congestion on area roadways.* Roadways are considered congested when operating at level of service (LOS) “E” or “F” in urban portions of the corridor and LOS “D” through “F” in rural areas. This measure is an

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<sup>8</sup> The study area with respect to Section 6 purpose and need is Morgan, Johnson, Hendricks, and Marion counties.



estimate of the total reduction in daily vehicle miles<sup>9</sup> of congested travel in the four-county study area compared with the no build scenario, determined through application of the I-69 Section 6 Corridor Model.

**GOAL 4: IMPROVE TRAFFIC SAFETY IN THE I-69 SECTION 6 STUDY AREA**

Tier 1 Goal Supported: Goal 4

Performance Measure: *Reduction of crashes in the I-69 Section 6 study area.* Regional traffic safety is measured by the reduction in annual crashes at a system level throughout the four-county study area, as determined through application of the I-69 Section 6 Corridor Model.

**GOAL 5: SUPPORT GROWTH IN ECONOMIC ACTIVITY IN THE I-69 SECTION 6 STUDY AREA**

Tier 1 Goals Supported: Goals 5, 6, and 7

Performance Measures: *Increases in personal income, total employment, and employment in key employment categories in the I-69 Section 6 study area.* Additional wages earned and regional gross domestic product resulting from the I-69 Section 6 project are evaluated using TREDIS, a suite of tools that assess economic impacts, benefits, and costs of transportation policies, plans, and projects from alternative perspectives. It uses travel model assignments to assess the economic benefits of transportation improvements. TREDIS uses the I-69 Section 6 Corridor Model network and Freight Analysis Framework (FAF) of INDOT to evaluate the cumulative additional economic benefits over a 20-year period within the four-county study area.

**GOAL 6: FACILITATE FREIGHT MOVEMENTS IN THE I-69 SECTION 6 STUDY AREA**

Tier 1 Goal Supported: Goal 8

Performance Measure: *Reduction in daily truck vehicle hours of travel (VHT) in the I-69 Section 6 study area.* Truck hours of travel is the measure which best reflects the relative efficiency of freight travel among alternatives. The VHT<sup>10</sup> of regional freight truck travel within the four-county study area roadway network are compared with the no build scenario to identify total vehicle-hours saved. This performance measure is comparable to the Tier 1 measure, which was comparative reduction in truck VHT among alternatives.

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<sup>9</sup> A vehicle mile of travel (VMT) is one vehicle traveling one mile. It is a measure commonly used to capture volume and distance of traffic operating in a transportation network.

<sup>10</sup> A vehicle hour of travel (VHT) is one vehicle traveling for one hour. It is a measure commonly used to capture volume and travel time for vehicles operating in a transportation network.



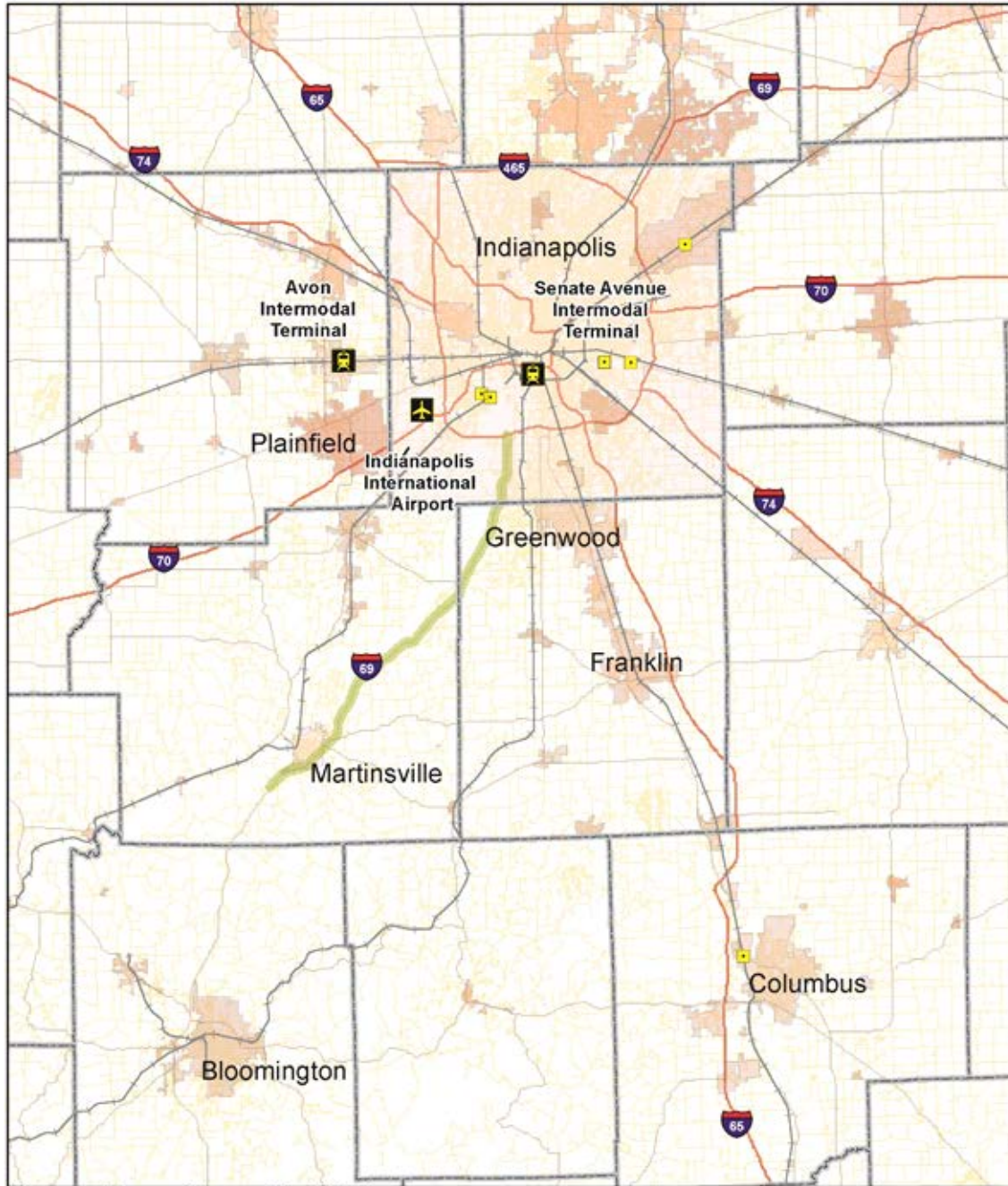
**GOAL 7: SUPPORT INTERMODAL CONNECTIVITY TO LOCATIONS IN THE I-69 SECTION 6 STUDY AREA**

Tier 1 Goal Supported: Goal 9

Performance Measure: *Travel time between key entry points into the study area and major intermodal centers.* Three major intermodal centers have been identified in the study area (CSX Avon Yard, Indianapolis International Airport, Indiana Rail Road Senate Avenue Yard (see **Figure 2-4**). Performance is measured by estimated travel times between these locations and major entry points into the study area (interstate highways and other multi-lane, divided highways) for comparison among alternatives.



**Figure 2-4: I-69 Section 6 Intermodal Facilities**



Sources: Bureau of Transportation Statistics

