Chapter 2—Purpose and Need

Since the publication of the DEIS, the following substantive changes have been made to this chapter:

- Sections 1 through 3 of the I-69 Project have been completed, and this information has been updated in the third paragraph below and in **Section 2.2.2**, *State Legislation and Policies*.
- Version 6.2 of the Indiana Statewide Travel Demand Model (ISTDM) has been finalized, and text has been updated in footnote 1.
- The text in **Section 2.2.3**, *Metropolitan Transportation Plans*, has been updated to reflect the status of the Bloomington/Monroe County Metropolitan Planning Organization (BMCMPO) Transportation Improvement Plan (TIP), the Indiana Statewide Transportation Improvement Program (STIP), and the Indiana Long-Range Transportation Plan.
- The I-69 Corridor Model forecasts have been updated based on the finalized ISTDM Version 6.2 and changes are reflected in **Section 2.3.2**, *Highway Congestion*, as well as **Figures 2-4** to **2-6** of this chapter.

This chapter describes the project goals for the Tier 2 study of Section 5 of the I-69 Evansville to Indianapolis Study. Section 5 begins at SR 37 southwest of Bloomington and continues to SR 39 in Martinsville. The Purpose and Need Study Area for Section 5 includes Monroe, Owen, Greene, Brown, and Morgan counties. Section 5 is approximately 21 miles in length.

The Section 5 project consists of upgrading SR 37 to interstate highway standards. SR 37 is a four-lane, divided highway which has multiple, diverse access points. Most of these access points are at grade. A major task in identifying alternatives for Section 5 is determining how to limit access points and still serve adjacent residential, commercial, and industrial development. By comparison, access issues in Sections 1 through 4 focused on where to place the new roadway and its access points.

The Draft Purpose and Need Statement was originally published on November 8, 2005, and reissued April 2, 2012, to incorporate several updates made to local and regional plans. This chapter incorporates the changes that have taken place since the original document was published in 2005 through the reissuance date. This includes updates to the I-69 corridor travel demand model.[1] These revisions include forecasts for the Year 2035 (updated from Year 2030

[1] This updated corridor model uses inputs from Version 6.2 of the updated Indiana Statewide Travel Demand Model (ISTDM) as the basis of its forecasts. INDOT finalized the Version 6.2 of the ISTDM in late 2012 after publication of the DEIS; the corridor model forecasts in the FEIS have incorporated forecasts from ISTDM Version 6.2.

forecasts in the previous version). These revisions incorporate recently published Year 2010 census data. Sections 1 through 3 of I-69 are completed and open to traffic. In addition, all portions of Section 4 are currently under construction, with completion anticipated by 2014. Accordingly, traffic forecasts for the analysis of the No Build scenario in Section 5 recognize the completion of Sections 1 through 4 of I-69.

This Purpose and Need Statement describes the goals of Section 5, explains how these goals were determined, and introduces the performance measures used to evaluate how well each alternative meets those goals. This document contains the following five sections, which parallel the five sections of Chapter 2—*Purpose and Need* in the Tier 1 FEIS.

- ***Section 2.1—Statement of Purpose and Need*** contains the Statement of Purpose and Need for Section 5 of the Tier 2 project.
- ***Section 2.2—Transportation Plans and Policies*** describes federal, state, and local policies used to determine the Purpose and Need for Section 5. State and federal policies are described in less detail than in the Tier 1 FEIS, to which the reader is referred for further information. Local plans and policies that pertain to Section 5 are described in greater detail.
- ***Section 2.3—Needs Assessment*** describes the local needs that have been identified during the scoping process for Section 5.
- ***Section 2.4—Public and Agency Input*** summarizes how public and agency input was used to determine the Purpose and Need.
- ***Section 2.5—Project Goals and Performance Measures*** identifies the local goals, describes how they support the overall project goals identified in Tier 1, and presents the performance measures used to evaluate the relative ability of alternatives to achieve these goals.

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 remain 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 being identified for each Tier 2 section as part of the scoping process in Tier 2. Therefore, the Purpose and Need for Section 5 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 goals identified as part of the Tier 2 process.

Modification of the Tier 2 Purpose and Need for Section 5 also recognizes the completion of Sections 1 through 3 of I-69 and the current construction of Section 4. Traffic forecasts assume that Sections 1 through 4 are completed in the No Build Scenario.

2.1.1 Purpose and Need, I-69 Between Evansville and Indianapolis

The purpose of I-69 between Evansville and Indianapolis was determined in the Tier 1 FEIS. As defined in 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;
- Supports economic development in Southwest Indiana; and,
- Completes the portion of the National I-69 Project between Evansville and Indianapolis.

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 a number of factors that can support economic growth. Supporting economic growth is stated as a key purpose in the Indiana Department of Transportation's (INDOT's) Long-Range Transportation Plan, *Indiana's 2013-2035 Future Transportation Needs Report*.[2] 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.

<u>Tier 1 Transportation Goals</u>

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

---

[2] The current version of this plan (dated April 16, 2013) states "INDOT will improve upon Indiana's transportation system to: reduce the cost of moving people, goods, and freight; connect Indiana with regional, national and international markets; provide communities with an edge in competing for jobs and business locations; and connect people with economic opportunities" (p. 10). The plan is posted on INDOT's web site (INDOT, *I 2013-2035 Future Transportation Needs Report*, http://www.in.gov/indot/2666.htm). Similar policy statements were made in previous versions of the *Long -Range Plan* dating back to 2002; these are available online (INDOT, *Transportation Long-Range Plan*, http://www.in.gov/indot/2502.htm).

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 Section 5 Tier 2 Purpose and Need

The purpose of the project in Section 5 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 Record of Decision (ROD), while also addressing local needs identified in the Tier 2 process. The local needs identified in Tier 2 for Section 5 include:

- Complete Section 5 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**, *Needs Assessment*. Preliminary alternative alignments for Section 5 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 Plans and Policies

2.2.1 Federal Legislation and Policies

In 1991, Congress passed the Intermodal Surface Transportation Efficiency Act (ISTEA), which designated "Corridor 18" from Indianapolis, Indiana, to Memphis, Tennessee, via Evansville, Indiana, as a high-priority corridor. This corridor was extended to the north and south in the National Highway System Designation Act of 1995. It was further modified in 1998 by the Transportation Equity Act for the 21st Century (TEA-21), which extended the corridor to provide a continuous link from the Canadian border to the Mexican border. In addition, TEA-21 designated Corridor 18 as "Interstate Route I-69." The entire I-69 corridor, from Canada to Mexico, is referred to in this study as the "National I-69 Corridor" (see **Figure 2-1**). All figures for this chapter can be found at the end of the chapter.

The National I-69 Corridor was divided into 26 Sections of Independent Utility (SIUs), each considered to be an independent project for purposes of NEPA reviews and environmental studies. The Evansville to Indianapolis section of I-69 was designated as SIU #3 of the National I-69 project.

In March 2004, the Federal Highway Administration (FHWA) issued a Tier 1 ROD for the Evansville to Indianapolis section of I-69. The Tier 1 ROD selected a "corridor" - that is, a band generally 2,000 feet in width, but narrower in some places and broader in others - for I-69 between Evansville and Indianapolis. In addition, the Tier 1 ROD divided the Evansville to Indianapolis project into six separate sections for more detailed Tier 2 studies. Section 5 is the second section from the north; it extends from SR 37 southwest of Bloomington to SR 39 in Martinsville.

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 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. **Figure 2-2** shows these three levels. The Statewide Mobility Corridors are the highest level of the network and correspond closely to the previously identified Commerce Corridors (shown in **Figure 2-3**). The Statewide Mobility Corridors include a link from Evansville to Indianapolis via Bloomington. According to the *2000-2025 Long-Range 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 un-built section).

The Tier 1 ROD issued by FHWA in March 2004 approved completion of I-69 as an interstate from Evansville to Indianapolis, via Bloomington. The ROD-approved route is consistent with the Commerce Corridor and Statewide Mobility Corridor designations in INDOT's long-range plans, both of which were in effect at that time, as well as throughout subsequent updates.

In June 2007 INDOT issued its *2030 Long-Range Plan 2007 Update*. This update retained both the Statewide Mobility Corridors and Commerce Corridors. In the 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 (which will be upgraded to complete I-69 to Indianapolis) was shown as both a Statewide Mobility Corridor and a Commerce Corridor.

In April 2013, INDOT released its new Long-Range Transportation Plan, *Indiana's 2013-2035 Future Transportation Needs Report*. This report shows I-69 between Evansville and Bloomington as a proposed Statewide Mobility Corridor. SR 37 between Bloomington and Indianapolis (which will be upgraded to complete 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 whose completion will extend beyond 2020. One of these high priority corridors includes Sections 5 and 6 of I-69 between Bloomington and Indianapolis.

Section 1 of the I-69 project is approximately 13 miles in length and runs from I-64 north of Evansville to SR 64 west of Oakland City. Section 2 is approximately 29 miles in length, from SR 64 west of Oakland City to US 50 east of Washington. Section 3 is approximately 26 miles in length from US 50 east of Washington to US 231 near Crane NSWC. The first three Sections

of I-69 are completed and open to traffic. Section 4 of the I-69 project is approximately 27 miles in length from US 231 near Crane NSWC to SR 37 southwest of Bloomington. Construction for all of Section 4 is under contract, with funds obligated for these contracts. Section 4 is expected to be completed and open to traffic by the end of 2014.

In 2006, the Indiana Department of Natural Resources (IDNR) issued its *Indiana State Trails – Greenways and Bikeways Plan*, more commonly known as "Hoosiers on the Move." In that plan, IDNR set a goal of having a trail within 7.5 miles or 15 minutes of all Hoosier residents by 2016. The plan also established a visionary system of statewide interconnected trail arterials. The statewide Visionary Trails Network includes a focus of study for a trail corridor along the I-69 corridor between Evansville and Indianapolis. The actual placement of trails within these corridors and the inclusion of other corridors in the statewide trails system will be determined as specific trails projects are proposed and completed based on more detailed planning efforts.

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 BMCMPO is the intergovernmental transportation policy group that manages transportation project funding for the Bloomington Urbanized Area. This area includes the City of Bloomington, portions of Monroe County, and the town of Ellettsville. The BMCMPO consists of a decision-making Policy Committee, a Citizens Advisory Committee, and a Technical Advisory Committee. The Policy Committee consists of municipal and county elected officials, as well as representatives from Indiana University, INDOT, and FHWA. The Technical Advisory Committee (TAC) includes state and local planners, engineers, transit operators, and other transportation-related professionals. The Citizens Advisory Committee (CAC) consists of local citizens drawn from a broad cross-section of interests. Approximately eight miles of the Section 5 project fall within the boundary of the BMCMPO Planning Area, beginning at the southern terminus of Section 5 and extending north to the intersection of SR 37 and Kinser Pike. The Urban Area Boundary and the Metropolitan Planning Area were reviewed and revised based on the 2010 US Census information.

In March 2006, the BMCMPO adopted the *2030 Long-Range Transportation Plan* (2030 Plan). The 2030 Plan was re-adopted in May 2010. According to its Executive Summary, the plan will:

- "Serve as the basis from which to draw transportation projects involving Federal surface transportation funds for the Transportation Improvement Program for the Bloomington Urbanized Area;"

- "Be incorporated by reference into the Indiana Statewide Long-Range Multi-Modal Transportation Plan when it is updated;" and,

- "Provide guidance of an advisory nature to Monroe County and the Indiana Department of Transportation on projects outside the Urbanized Area boundary."

In addition, the 2030 Plan's Community Transportation Vision Statement highlights:

- "a well-integrated, multi-modal transportation system;"
- "a network of multi-use pathways, bicycle routes, greenways, and sidewalks;
- "a reduction in "the number, length, and frequency of automobile trips;"
- "optimize the flow of traffic and the relationship between land uses;"
- "the widest possible range of transportation alternatives to automobile trip-making;"
- "transportation investments that support the development policies" of the communities within the BMCMPO, including the Indiana University Master Plan;
- "transportation infrastructure investments" made "in a manner that protects and enhances the environment, promotes energy conservation and improves quality of life;"
- "increase the safety and security of the motorized and non-motorized surface transportation systems;"
- "support economic vitality of the metropolitan area;"
- "improve the movement of goods;"
- "integrated and comprehensive viewpoint of transportation expenditures and revenues;" and,
- "preserve the investment in existing transportation systems."

The 2030 Plan provides a list detailing specific improvements along the I-69 Corridor recommended by the BMCMPO for the scenario where I-69 is constructed through Monroe County. Nevertheless, the interchange/overpass/access treatments listed "are those recommended by the MPO, not necessarily the final design treatments endorsed by INDOT." A similar list is provided for the scenario in which I-69 is not constructed. These lists include recommendations for treatment at various local roads along the corridor (no highway access, grade separation, or interchange). The plan also notes a recommendation by the BMCMPO for a separated multi-use path along I-69 throughout the Monroe County limits, and the desire for exclusive east/west bicycle and pedestrian crossings at various points along the corridor.

The 2003 Amendment to the *Bloomington/Monroe County MPO Transportation Improvement Program for Fiscal Years 2004 through 2006* (Bloomington 2006 TIP) included the following findings corresponding to Section 5:

- Designation Number 0300381 and includes the area from south of Bloomington via the SR 37 corridor to SR 39.

- The overall Purpose and Need established for I-69 in Tier 1 and Section 5's locally identified goals are consistent with and supportive of the BMCMPO's emphasis on improving the transportation network to provide increased mobility, safety, and regional access.

On March 9, 2012, the BMCMPO Policy Committee voted to include the construction of the Section 4 portion of I-69 that falls within the BMCMPO's Planning Area in the *Bloomington/Monroe County MPO Transportation Improvement Program for Fiscal Years 2012-2015*. INDOT requested an amendment of the BMCMPO TIP to include the portion of Section 5 which falls within the BMCMPO's Planning Area prior to using federal funds on post-NEPA activities. This amendment was approved during the BMCMPO's April 12, 2013, meeting. The *Bloomington/Monroe County MPO Transportation Improvement Program Fiscal Years 2014–2017* was adopted in July, 2013. The construction of Section 5 within the BMCMPO's Planning Area also is contained in this recently-adopted TIP.

One aspect of I-69 Section 5 (protective buying of flooded parcels for new interstate construction) was included in the *2012-2015 Indianapolis Regional Transportation Improvement Program*. In the Long-Range Transportation Plan, *Indiana's 2013-2035 Future Transportation Needs Report*, INDOT includes I-69 Section 5 as a high priority corridor. Furthermore, I-69 Section 5 is identified in INDOT's *2014-2017 Statewide Transportation Improvement Program* (STIP) with the estimated cost to complete the project.

Section 5 extends along the SR 37 corridor into Morgan County and the City of Martinsville. There currently is no MPO to plan or manage transportation projects for this portion of Morgan County; however, Morgan County has produced planning documents that are discussed in **Section 2.2.4,** *Other Local Plans and Studies*, below.

2.2.4 Other Local Plans and Studies

There are several local plans and studies that address the role of the I-69 project in meeting the transportation needs of the Study Area for Section 5:

- *Monroe County Street and Road Management System, Thoroughfare Plan and Capital Improvement Program* (Monroe County Thoroughfare Plan) was produced by the Monroe County Planning Department and adopted by the Monroe County Commissioners in December 1995. (This plan, as amended in 1997, remains the current Thoroughfare Plan for Monroe County). This plan describes the need for several future projects in Monroe County. It also contains Ordinance 97-07, an amendment to "reflect the proposed route of Interstate 69 through Monroe County, Indiana." The ordinance states that "Monroe County does not have an interstate; however, I-69 is proposed by the Indiana Department of Transportation in Monroe County… The Thoroughfare Plan functional classification map (Figure 7) and the Thoroughfare Plan Table 10 are amended to reclassify and show that section of State Road 37 which runs for sixteen miles from

Victor Pike to the Morgan-Monroe County Line as Interstate (formerly Principal Arterial)."

Ordinance 97-07 also amends the plan to define the term "Interstate" as: "the highest type of principal arterial highway, with full access control, high design speeds, and a high level of driver comfort and safety." The ordinance further states that "interstate roads are at least four lanes wide with a median in rural areas. Rights-of-way are a minimum of 400 feet wide. Access control is exercised to give preference to through traffic by providing access connections with selected public roads only and by prohibiting crossings at grade or direct private driveway connections."

The Plan also discusses INDOT transportation improvements in Monroe County: "Besides coordinating the Thoroughfare Plan with the Comprehensive Plan for Monroe County, the Thoroughfare Plan must work with the transportation projects of the INDOT… These projects include: The Indianapolis to Evansville Highway (I-69)."

- *Monroe County Comprehensive Plan* was adopted by the Monroe County Council on March 20, 2012. The plan states that "State Road 37 was identified by the State of Indiana as a future corridor for the proposed extension of Interstate 69." The plan also notes that "the proposed corridor from Indianapolis to Evansville would utilize both existing highway networks in addition to new terrain construction. The northern segment of the proposed corridor in the County overlays the existing route of SR 37. Interchanges are currently proposed at Sample Road, Walnut Street (Business 37 North), SR 46, SR 48, SR 45, Fullerton Pike, and SR 37 South. Grade separations are planned for Chambers Pike, Kinser Pike, Vernal Pike, Tapp Road, and Rockport Road. Frontage roads are proposed in some areas north of Walnut Street, along both sides of the proposed interstate that will assist with connectivity."

  The plan cites several significant documents "which identify the transportation, land use, and environmental impact of I-69" and have been adopted by the Monroe County Commissioners.

- *Monroe County Alternative Transportation and Greenways System Plan* was completed in 2006. The plan notes that "there is a desire to include a trail along the proposed I-69 corridor," and suggests a "freeway greenway" concept.

- *SR 37 Corridor Plan* was produced by the Bloomington Economic Development Corporation (BEDC) in March 2000. The plan encourages consensus building and stakeholder participation and states that "…the future of SR 37 is too important to leave to chance. No matter what the eventual route of the proposed I-69 extension; planning is needed now for SR 37 before options are lost to other forms of development."

  The plan further states that "I-69 is one solution to solving the growing constriction of traffic flow and allowing for the maximum development of employment sites along the corridor." It also describes that the interstate extension should bring the financial resources needed to fully develop the connector road system.

Finally, the plan states "In order to maintain traffic flow, SR 37 infrastructure must be continually improved. The highway's interchanges should be upgraded until they meet federal highway standards. As an additional aid to traffic, existing traffic signals should be eliminated."

- *City of Bloomington Growth Policies Plan* was developed by the Bloomington Plan Commission and adopted by the Bloomington City Council in December 2002. The plan was amended in 2005. The plan acknowledges that "the State Road 37 corridor on Bloomington's west side is one of the most important areas of the community in terms of its impact on growth and development." It references the BEDC plan, noting that it "focused particularly on how the State Road 37 corridor could be utilized as a prime location for employment development for the greater Bloomington community. The Growth Policies Plan is incorporating the State Road 37 Corridor Plan as a critical subarea to reflect the high priority being placed upon it. It should be noted that the BEDC corridor plan references the potential location of Interstate 69 on the existing State Road 37 corridor. Regardless of the outcome of the I-69 location study currently underway, careful planning and guidance is required for the State Road 37 corridor."

  This plan also echoes the BEDC SR 37 Corridor Plan in calling for significant upgrades to SR 37 to meet future mobility and access needs. It includes the need to:

  - "Develop State Road 37 and its interchanges to meet federal highway standards to improve safety and traffic flow;
  - "Avoid additional traffic signals and eliminate existing ones where feasible;
  - "Plan for a series of frontage roads on both sides of State Road 37 to remove local traffic from the highway corridor; and,
  - "Pursue the creation of bicycle/pedestrian crossings along SR 37 to increase alternative transportation connectivity between residents and nonresidential services."

- *Morgan County Comprehensive Plan* was completed in February 2010 and 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. Regarding I-69, 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 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 improves the value of the greenway." The I-69 corridor is cited as an example of such.

- *City of Martinsville Comprehensive Plan* (January 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 outlining the SR 37/SR 144 Corridor Plan, the Comprehensive Plan also outlines strategies to plan for the extension and anticipated impacts of I-69.

- *I-69/SR 37 Alternative Transportation Corridor Study* was prepared for the Monroe County Planning Department and the City of Bloomington Planning Department in June 2007. The study "takes into account the need to cross the SR 37 corridor through alternative transportation methods, whether or not it is upgraded to an interstate. Some of the alternative transportation methods taken into account were pedestrian traffic, bicycles, rollerblades, and even horseback in some instances. All of these methods are important to provide future connectivity between the alternative transportation systems of Monroe County and the City of Bloomington."

- *BMCMPO Complete Streets Policy* was adopted in January 2009. The policy was "written to empower and direct citizens, elected officials, government agencies, planners, engineers, and architects to use an interdisciplinary approach to incorporate the needs of all users into the design and construction of roadway projects funded through" the BMCMPO. The concept employs the design and construction of roadways that "adequately accommodate all users of a corridor, including pedestrians, bicyclists, users of mass, transit, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users."

  The Complete Streets Policy shall apply to "new construction and reconstruction of local roadways that will use Federal funds through the BMCMPO", as well as other local roadway projects that fall under the BMCMPO's jurisdiction. It does not apply to the I-69 project.

2.3 Needs Assessment

The Needs Assessment describes the local needs that have been identified during the scoping process for Section 5. The Purpose and Need Study Area for Section 5 includes Brown, Greene, Monroe, Morgan, and Owen counties.

2.3.1 Completing Section 5 of I-69 between SR 37 Southwest of Bloomington and SR 39 in Martinsville

The completion of Section 5 of I-69 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 (defined as a "corridor" generally 2,000 feet in width), and divided that corridor into six sections for Tier 2 analyses. Section 5, the project analyzed in this document, is the fifth of six sections (south to north) 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 Section 5.

Both the *2005-2030 Bloomington/Monroe County Long Range Transportation Plan* and the *2006 Monroe County Alternative Transportation and Greenways Systems Plan* propose that the I-69 project within Monroe County provide for access across I-69 for bicycles and other non-motorized transportation. Such facilities will be incorporated where reasonable and feasible into plans for Section 5.

These plans (as well as the IDNR 2006 *Hoosiers on the Move* trail plan) also recommend a separate facility for non-motorized transportation parallel to I-69 in Monroe County. While not specifically identified in these documents, there are multiple north-south opportunities for a "spine" of non-motorized transportation within Monroe County.

Determining the location of such a facility requires analysis of local travel patterns for multiple modes of transportation. The local travel patterns served by such a facility have no necessary relation to the regional, statewide, and interstate travel patterns that I-69 serves. Determining the location of such a non-motorized facility also requires analysis of its costs and impacts within multiple corridors, both within the I-69 right-of-way, as well as within other parallel corridors. A full range of reasonable alternatives for such a facility must be considered under the requirements of NEPA.

In summary, there is insufficient basis for assuming that the I-69 right-of-way is the appropriate location for such a facility without a significant level of regional NEPA analysis that is outside the scope of the I-69 project. The Purpose and Need for the I-69 project is focused on completing an interstate highway. INDOT is supportive of such a multi-use transportation project as a separate effort from the I-69 project.

2.3.2 Highway Congestion

Traffic forecasts for the year 2030 that were prepared in 2005 show that, under the No Build Scenario, there will be high levels of congestion in Section 5 along SR 37 and several major connecting roads. As part of this updated Purpose and Need Statement, the design year is being extended to 2035. As stated in **Section 2.1**, *Statement of Purpose and Need*, traffic forecasts for the No Build scenario in Section 5 recognize the completion of Sections 1 to 4 of I-69. In addition, it should be noted that the No Build Scenario the DEIS inadvertently excluded the I-69 Ohio River Bridge between Evansville and Henderson. However, in this FEIS, the I-69 Ohio River Bridge was included in the No Build Scenario. This is consistent with previous Tier 2 EISs in Sections 1 through 4, which consistently included the Ohio River Bridge in the No Build Scenario.

Level of service (LOS) is the method commonly used to evaluate a roadway's functionality. LOS is a measure of operational conditions. These conditions are defined in terms of factors such as speed and travel time, maneuverability, and delay. There are six levels of service, designated by the letters "A" through "F." LOS "A" represents the most desirable operating conditions, while LOS "F" defines the most congested conditions. The *Indiana Department of Transportation 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.

Figure 2-4 shows forecasted LOS in the year 2035 on roads in the Section 5 study area. **Figure 2-5** and **Figure 2-6** show forecasted LOS in the year 2035 on roads in Monroe County and Morgan County, respectively. The forecasted LOS has changed from the DEIS due to the finalization of the ISTDM Model Version 6.2, and subsequently, the updates to the I-69 Corridor Model. Several other refinements were made since the DEIS to more accurately assess LOS. For further details, please refer to **Section 3.3.1.1**, *Congestion*, **Appendix GG**, *I-69 Corridor Model Documentation*, and **Appendix SS**, *Traffic Simulation Modeling Summary*, of this FEIS. Roads close to the Section 5 corridor that are projected in the year 2035 to operate at less than the minimum LOS for its functional classification under the I-69 No Build scenario include:

<u>Monroe County</u>

Rural Highways

- SR 48 from SR 43 to Hartstrait Road - LOS D
- SR 446 from Moores Pike to approximately Swartz Ridge Road - LOS D
- SR 46 from Getty's Creek Road to Brown County Line - LOS E
- SR 45 from S. Breeden Road to S. Harmony Road - LOS D

Rural Non-Highways

- Smithville Road from SR 37 to Strain Ridge Road - LOS D

- S. Fairfax Road from E. Dillman Road to approximately E. Scott Road - LOS D
- Strain Ridge Road from Smithville Road to Anne Avenue - LOS D
- Vernal Pike from N. Hartstrait Road to N. Curry Pike - LOS D
- Old SR 37 from Rogers Street to W. Zikes Road - LOS D

Urban Highways

- SR 37 Southbound approach to Vernal Pike - LOS E
- SR 37 Northbound and Southbound approaches to Tapp Road - LOS F

Urban Streets

- S. Henderson Drive/Walnut Street Pike between E. Hillside Drive and Winslow Road - LOS E/F
- Grimes Road from Rogers Street to Old 37 - LOS F
- Woodlawn Avenue at 1st Street - LOS F
- Jordan Avenue from 10th Street to Atwater Avenue - LOS E/F
- Adams Street at W. Kirkwood Avenue - LOS F
- Gates Drive at north leg of intersection with W. 3rd Street - LOS F
- 17th Street at N. Dunn Street - LOS E
- 17th Street at College Avenue - LOS E
- Vernal Pike at SR 37 - LOS F

Morgan County

Urban Highways

- SR 252 Westbound at SR 37 - LOS F

Rural Highways

- SR 67 from Owen County Line to West Street - LOS D
- SR 252 from Cramertown Loop to SR 135 - LOS D/E
- SR 39 from Hendricks County Line to W. Beech Grove Road - LOS D
- SR 39 from Robb Hill Road to SR 67 - LOS D
- SR 267 from Hendricks County Line to US 67 - LOS D
- SR 144 at US 67 - LOS F
- SR 135 from SR 252 to Brown County Line - LOS D

Rural Non-Highways

- Robb Hill Road from Goat Hollow Road to Blue Bluff Road - LOS D
- Henderson Ford Road from Centerton Road to SR 37- LOS D
- Centenary Road from Henderson Ford Road to SR 144 - LOS D
- Little Point Road (County Road 1100 W) from Hendricks County Line to SR 42 - LOS D
- County Line Road from Raceway Road to Slide Off Road - LOS F

Urban Streets

- Main Street at N. Indiana Street (Mooresville) - LOS F
- Indiana Street at SR 42 (Mooresville) - LOS F
- Gardener Avenue at SR 37 (Martinsville) - LOS F

Owen County

Rural Highways

- SR 67 from Jones Road to Morgan County Line - LOS D
- US 231 from Putnam County Line to SR 46 - LOS D/E

Rural Non-Highways

- County Line Rd from SR 67 to N. Texas Ridge Road - LOS D
- N. Texas Ridge Road County Line Road to N. Stinesville Road - LOS D
- N. Stinesville Road from N. Texas Ridge Road to SR 46 - LOS D

Brown County

Rural Highways

- SR 46 at Monroe County Line - LOS E
- SR 135 at Morgan County Line - LOS D

Greene County

Rural Non-Highways

- Connector Road between I-69 Interchange and SR 45 – LOS D

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 Section 5 Study Area (see LOS discussion above).

2.3.3 Highway Safety

The safety analysis conducted for the Tier 1 study indicated that major highways leading to Monroe County have high crash rates (refer to Tier 1 Appendix A, *Transportation Performance Measures*). Data compiled by the Indiana University Public Policy Institute to determine the crash rate by roadway classification in Indiana. It was found that more fatal crashes and accidents, in general, occur on non-interstate highways. One main difference between interstates and US and state highways are that interstates have fully-controlled access, whereas US and state highway have partial to no access control. These data are summarized in **Table 2-1** show, fatal crashes on Indiana interstates were 0.3 to 0.4 per 100 million vehicle miles, three to four times less than the number of fatal crashes on Indiana state-numbered highways, which was at 1.2 to 1.3 per 100 million vehicle miles. In addition, the number of crashes per 100 million vehicle miles is about three times less on Indiana interstate highways when compared to Indiana state-numbered highways. In other words, a driver traveling on a non-interstate state highway is three to four times as likely to be involved in a fatal crash, and about three times as likely to be involved in all crashes. The forecasting analysis tools used in this FEIS account for the diversion of traffic to new facilities, and estimate the resulting crash reductions due to upgrading SR 37, a partially-controlled access state-numbered highway, to a fully-controlled access interstate.

Table 2-1: Crash Rate Comparison, Indiana Highways

Facility Type	Crashes per 100 Million Vehicle Miles	
	Fatal Crashes	All Crashes
Indiana Interstate Highways	0.3-0.4	79-88
Indiana US-Numbered Highways	1.1	180-190
Indiana State-Numbered Highways	1.2-1.3	217-266

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

2.3.4 Local 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 Section 5 corridor is an essential component of this improved transportation system.

Land use and transportation planning initiatives in the Section 5 Study Area acknowledge I-69 as one factor in the overall economic development of Monroe and Morgan counties, particularly in the areas of Bloomington and Martinsville. Local plans identify locations where interstate access could facilitate and enhance economic development of specific areas targeted for growth. The *City of Bloomington Growth Policies Plan* calls for the establishment of employment centers with easy access to SR 37, which "should contain a mix of office and industrial uses providing

large-scale employment opportunities for the Bloomington community and the surrounding region." It further states that "Bloomington must continue to stress job creation as the community grows, and the provision of well-planned employment centers will allow Bloomington to keep pace with the new economy." The *State Road 37 Corridor Plan* refers to SR 37 as "Monroe County's most important transportation asset" and states that the plan is "an attempt to ensure that the community's most important infrastructure asset for economic development continues to support the local economy." This is stressed "regardless of the fate of I-69." While I-69 is not primarily an economic development project, it can serve to support clearly-defined local economic plans, such as those described below.

Monroe County/City of Bloomington

One method both the County and the City have used to promote economic development of specific areas, including those in the vicinity of the Section 5 corridor, is establishing Tax Increment Financing (TIF) districts. TIF districts are an increasingly popular means of financing local public investment intended to stimulate private sector investment and job creation, principally through infrastructure improvements. TIF is a type of financing that permits local governments to finance the redevelopment of target areas and enhance the economic development of rapidly developing areas.

When a TIF district is created, the aggregate equalized value of taxable and certain government-owned property is established. This is called the Tax Incremental Base. All regular taxing entities receive their share of the annual taxes generated by this "Base" throughout the life of the TIF. The city or county wherein the TIF is established then installs public improvements; development occurs and property values grow. Taxes paid on the increased value (growth) are called Tax Increments and are used to pay for public improvement projects undertaken by the city or county. School districts and other taxing jurisdictions do not benefit from taxes collected on value increases in the district until project costs have been recovered. After that, the TIF is closed and the added value is included in the apportionment process and shared by all taxing jurisdictions.

Six TIF districts have been identified as relevant to the I-69 Project in Section 5; three are located in the City of Bloomington and three are located just outside the city limits in Monroe County (see **Figure 2-7**).

Fullerton Pike TIF

This TIF district is located on the south side of Fullerton Pike, bounded by Rockport Road to the east and SR 37 to the west (**Figure 2-7**). The district lies outside of the Bloomington city limits and, therefore, falls under the planning jurisdiction of Monroe County. The Fullerton Pike TIF Area and associated boundaries were adopted on February 26, 2006, via Monroe County Redevelopment Commission Resolution. Eighty acres are included in its boundary, 63 of which are available for development.

State Road 37/Tapp Road TIF

This TIF district is located on the north and south sides of Tapp Road and east of SR 37 to the eastern boundary of the Woolery Farm Planned Unit Development (PUD) (**Figure 2-7**). The original 216-acre TIF district was established by City of Bloomington Resolution # 93-16. It was later amended by Resolution # 03-03 to included 25 additional acres to the east of South Weimer Road (the Woolery Farm PUD).

Whitehall/West Third TIF

This TIF district is located roughly between SR 48/3rd Street to the south and the CSX Railroad tracks to the north on both the east and west sides of SR 37 (**Figure 2-7**). The original 113-acre district was established by City of Bloomington Resolution # 98-04. It was later amended by Resolution # 00-03 to include 10 acres east of SR 37, south of SR 48/3rd Street. The goal of the TIF district was to use revenues from the Whitehall Crossing retail district to fund road improvements in the area.

Westside TIF

This TIF district is located roughly between SR 48/3rd Street to the south and just shy of Woodyard Road to the north, on the west side of SR 37 (**Figure 2-7**). The district lies outside of the Bloomington City limits, and therefore falls under the planning jurisdiction of Monroe County. The Westside TIF and associated boundaries were approved on February 25, 1993, and have been expanded since then, most recently via Monroe County Redevelopment Commission Resolution 2008-01. A total of 625 acres is included in its boundary.

Bloomington TIF (also referred to as North Park TIF)

The Bloomington, or North Park, TIF District consists of approximately 1,165 acres located west of SR 37 and roughly bisected by SR 46 (**Figure 2-7**). The district lies outside of the Bloomington city limits and, therefore, falls under the planning jurisdiction of Monroe County. The 46 Corridor Economic Development Area and associated boundaries were adopted on January 2, 2002, via Monroe County Redevelopment Commission Resolution 2002-01.

Kinser Pike/Prow Road TIF

This TIF district was established by City of Bloomington Resolution # 96-08 and covers approximately 161 acres east of SR 37 between Acuff Road and Kinser Pike (**Figure 2-7**). According to the *City of Bloomington Growth Policies Plan*, the district is "designated for employment, as defined in the Land Use Categories section of the Plan."

<u>Morgan County/City of Martinsville</u>

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 TIF districts 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 of the districts, such as a satellite fire station or 911 service center. Four districts are located north of the Section 5 study area: Morgan Street Corridor, Ohio Street Corridor, SR 37 Southeast Corridor, SR 39 Corridor. SR 37 Southeast Corridor is the closest TIF to Section 5. 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.

The Martinsville Common Council voted August 6, 2012 to approve the annexation to add 7.8 square miles to the city increasing its size to about 12.4 square miles. At the time of the FEIS preparation, the annexation was being challenged in court and had not been implemented.

2.4 Public and Agency Input

Public involvement and coordination with regulatory agencies has been extensive and ongoing since the beginning of the Tier 1 process, and will continue throughout Tier 2. Opportunities for public input are provided by public meetings, the I-69 project website (www.i69indyevn.org), and the Section 5 Project Office. The project office was established in June 2004, to afford interested parties the opportunity to visit with project planners and engineers, as well as view the most up to date maps and displays.

As part of the original public outreach activities, two CACs were established for Section 5 to learn about local interests and to share project information. Each CAC was composed of a cross-section of affected groups, agencies, and organizations with members representing various public interests. The original Monroe County/Bloomington CAC consisted of 32 members and was convened on three separate occasions to hear project updates and participate in workshops to provide valuable knowledge and insight on subjects such as land use, travel patterns, access, natural features, and neighborhoods. **Chapter 11**, *Comments, Coordination, and Public Involvement*, of this Tier 2 FEIS contains additional details about these meetings. Information

gained from these meetings was used to develop and evaluate alternative access plans for the Monroe County and Bloomington portions of Section 5.

The second CAC was established jointly with Section 6 for the City of Martinsville and Morgan County. This 25-member CAC held two meetings to discuss and provide input and suggestions for the Martinsville/Morgan County area. **Chapter 11**, *Comments, Coordination, and Public Involvement*, of this Tier 2 FEIS contains specifics about these meetings.

Given that the advancement of the Section 6 study (Martinsville to Indianapolis) is on a deferred time schedule, the previous Martinsville/Morgan County area membership was no longer considered appropriate as Section 5 moved forward with a robust public involvement and coordination effort. As such, a single CAC for Section 5 comprised of individuals located throughout the entire corridor (in both Monroe and Morgan counties) was formulated in 2012, and the first meeting took place on March 15, 2012. Other meetings have occurred since this time and are summarized in **Chapter 11**, *Comments, Coordination, and Public Involvement*, of this Tier 2 FEIS.

INDOT and FHWA extended invitations to Monroe and Morgan counties, the cities of Bloomington and Martinsville, and the Town of Ellettsville to become participating agencies for the Section 5 environmental studies. All five organizations accepted the invitation. The participating agency process provides an opportunity for early and timely input from local experts/local communities associated with these organizations. Regular monthly meetings are anticipated during the ongoing environmental studies. The first meeting was held February 15, 2012, with potential members to explain the roles and responsibilities of participating agencies. Section 6002 of SAFETEA-LU (enacted in 2005) describes the process for participating agency engagement in NEPA projects. Its provisions are not applicable to the use of participating agencies as part of the I-69 project (which predates SAFETEA-LU). However, its guidance is being informally used to respond to local agency interest and improve cooperation between INDOT, FHWA, and these local governmental entities. At their first meeting, participants were updated about ongoing activities, agreed upon a tentative meeting schedule for future meetings, and had the opportunity to pose questions. Subsequent meetings are documented in **Chapter 11**, *Comments, Coordination and Public Involvement.*

Based on these CAC and participating agency meetings, the public information meetings, the public hearing, as well as in regular communication from people visiting the Section 5 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 and the Bloomington TIF (also referred to as North Park development).

Chapter 11 of the Tier 2 FEIS, *Comments, Coordination, and Public Involvement*, contains detailed information regarding the public input process, the key issues that were raised, and how they were addressed in the Purpose and Need Statement.

2.5 Project Goals and Performance Measures

All of 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 evaluated the ability of the alternatives to meet local goals, which are refinements of the Tier 1 project goals. These performance measures were considered part of the overall evaluation of alternatives, along with impacts and costs. Impacts and costs have had as important a role as performance measures in selecting a preferred alternative in Section 5. As stated in **Section 2.1.2**, *Statement of Section 5 Tier 2 Purpose and Need*, **the proposed action in Section 5 (completing I-69 between SR 37 in Bloomington and SR 39 in Martinsville) 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. In Section 5, four local goals have been identified, primarily through an extensive public involvement process that is summarized in **Chapter 11**, *Comments, Coordination, and Public Involvement*. This process included comments from the general public, local officials, local business owners/managers, members of the Section 5 CACs, and others.

Performance measures associated with each goal have been developed to aid in the evaluation of alternative alignments with Section 5. These measures were used in the alternatives evaluation process and in the selection of a preferred alternative. In addition to the performance measures, the evaluation of alternatives within Section 5 will consider other relevant factors, including environmental impacts, socioeconomic impacts, and cost. Section 5 goals and their performance measures are described below, and are summarized in **Table 2-2**. It is possible that some or all of the alternatives will be similar in their ability to meet these goals. The ability of build alternatives to satisfy these performance measures and meet this Tier 2 Purpose and Need is evaluated in **Section 3.3**, *Detailed Performance Analysis of Preliminary Alternatives.*

GOAL 1: COMPLETE SECTION 5 OF I-69 BETWEEN SR 37 SOUTHWEST OF BLOOMINGTON AND SR 39 IN MARTINSVILLE

- Tier 1 Goals Supported: Goals 1, 8, and 9
- Performance Measure: *Development of a freeway that meets current design standards*. A new freeway would meet current design standards. All build alternatives would be equal in their ability to satisfy this criterion.

GOAL 2: REDUCE EXISTING AND FORECASTED TRAFFIC CONGESTION IN THE SECTION 5 STUDY AREA

- Tier 1 Goal Supported: Goal 3
- Performance Measure: Reduction of traffic congestion in Section 5 Study Area. The LOS, as well as other measures of congestion relief, will be calculated and compared for each alternative.

GOAL 3: REDUCE CRASHES ON LOCAL AND STATE ROADS IN THE SECTION 5 STUDY AREA

- Tier 1 Goal Supported: Goal 4
- Performance Measure: Reduction of crashes in the Section 5 Study Area. The reduction in the number of fatal, injury, and property-damage accidents will be calculated for each alternative.

GOAL 4: SUPPORT LOCAL ECONOMIC DEVELOPMENT INITIATIVES

- Tier 1 Goal Supported: Goals 6 and 7
- Performance Measure: Improve or maintain access of area businesses. Alternatives will be evaluated and compared for the overall level of accessibility which they provide to businesses. This will include consideration of the location of interchanges, grade separations and access roads that provide appropriate access to I-69 for local commercial and industrial interests. Travel times and distances between representative locations (most of which include specific local commercial, retail and employment areas) will be compared for each alternative.

The goals and performance measures associated with the Purpose and Need for Section 5 are summarized in **Table 2-2**. As discussed in **Chapter 3**, *Alternatives*, each of the goals identified would be met by any of the proposed build alternatives.

Table 2-2: Section 5 Goals and Performance Measures

TIER 1 GOALS *(Core goals in italics)*	Tier 2 Section 5	
	Section 5 Goals	**Section 5 Performance Measures**
***GOAL 1**—Improve the transportation linkage between Evansville and Indianapolis.* ***GOAL 8**—Facilitate interstate and international movements of freight through the I-69 corridor.* **GOAL 9**—Connect I-69 to major intermodal facilities in Southwest Indiana.	**GOAL 1**—Complete Section 5 of I-69 between SR 37 southwest of Bloomington and SR 39 in Martinsville.	Development of a freeway that meets current design standards. (All alternatives would be equal in their ability to satisfy this criterion.)
GOAL 3—Reduce existing and forecasted traffic congestion on the highway network in Southwest Indiana.	**GOAL 2**—Reduce existing and forecasted traffic congestion on the highway network in the Section 5 Study Area.	Reduction of traffic congestion in the Section 5 Study Area. The LOS, as well as other measures of congestion relief, will be calculated and compared for each alternative.
GOAL 4—Improve safety levels in Southwest Indiana.	**GOAL 3**—Reduce crashes on local and state roads in the Section 5 Study Area (Monroe and Morgan Counties).	Reduction of crashes in the Section 5 Study Area. The reduction in the number of fatal, injury, and property-damage accidents will be assessed for each alternative.
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.	**GOAL 4**—Support local economic development initiatives.	Alternatives will be evaluated and compared for the overall level of accessibility they provide to local businesses. Travel times and distances between representative locations (most of which include specific local commercial, retail and employment areas) will be compared for each alternative.

Chapter 2 Figure Index

(Figures follow this index.)

Figure Reference		Number of Sheets
Figure 2-1:	National I-69 Corridor	1 Page
Figure 2-2:	INDOT 2001 Plan – Planning Corridor Hierarchy	1 Page
Figure 2-3:	Indiana's Commerce Corridor	1 Page
Figure 2-4:	No Build 2035 Forecasted Levels of Service, Section 5 Study Area	1 Page
Figure 2-5:	No Build 2035 Forecasted Levels of Service, Monroe County	1 Page
Figure 2-6:	No Build 2035 Forecasted Levels of Service, Morgan County	1 Page
Figure 2-7:	Monroe County/City of Bloomington TIF Districts	1 Page

Figure 2-1: National I-69 Corridor

Figure 2-2: INDOT 2001 Plan - Planning Corridor Hierarchy

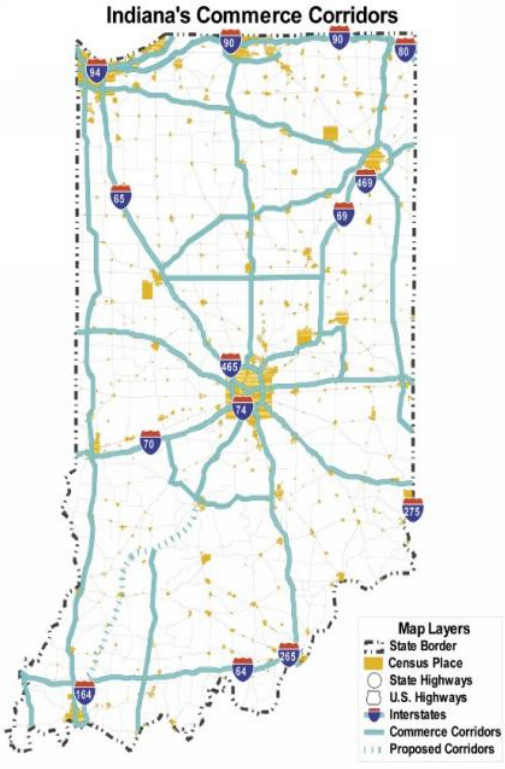

Figure 2-3: Indiana's Commerce Corridor

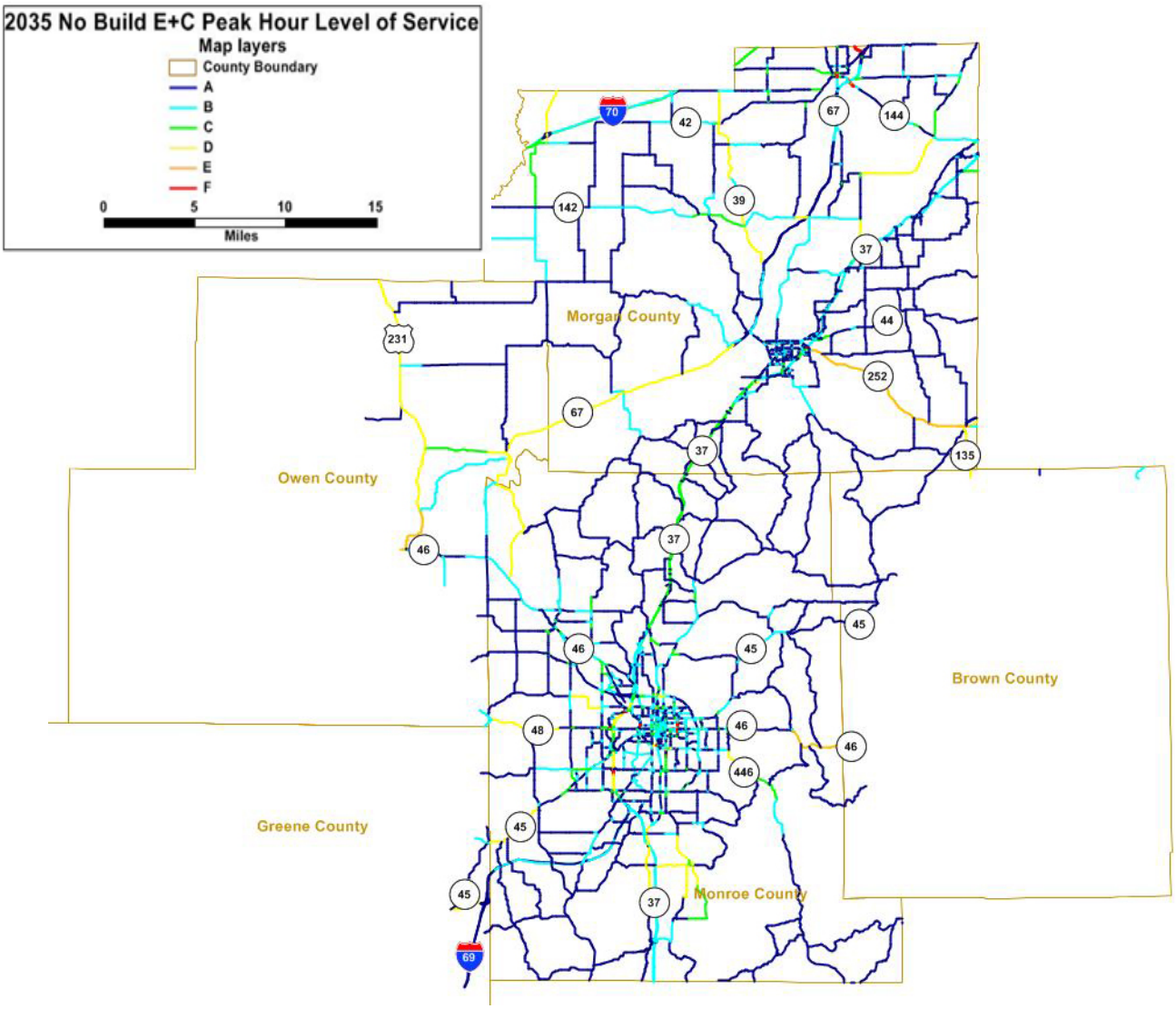

Figure 2-4: No Build 2035 Forecasted Levels of Service, Section 5 Study Area
Source: Bernardin, Lochmueller and Associates

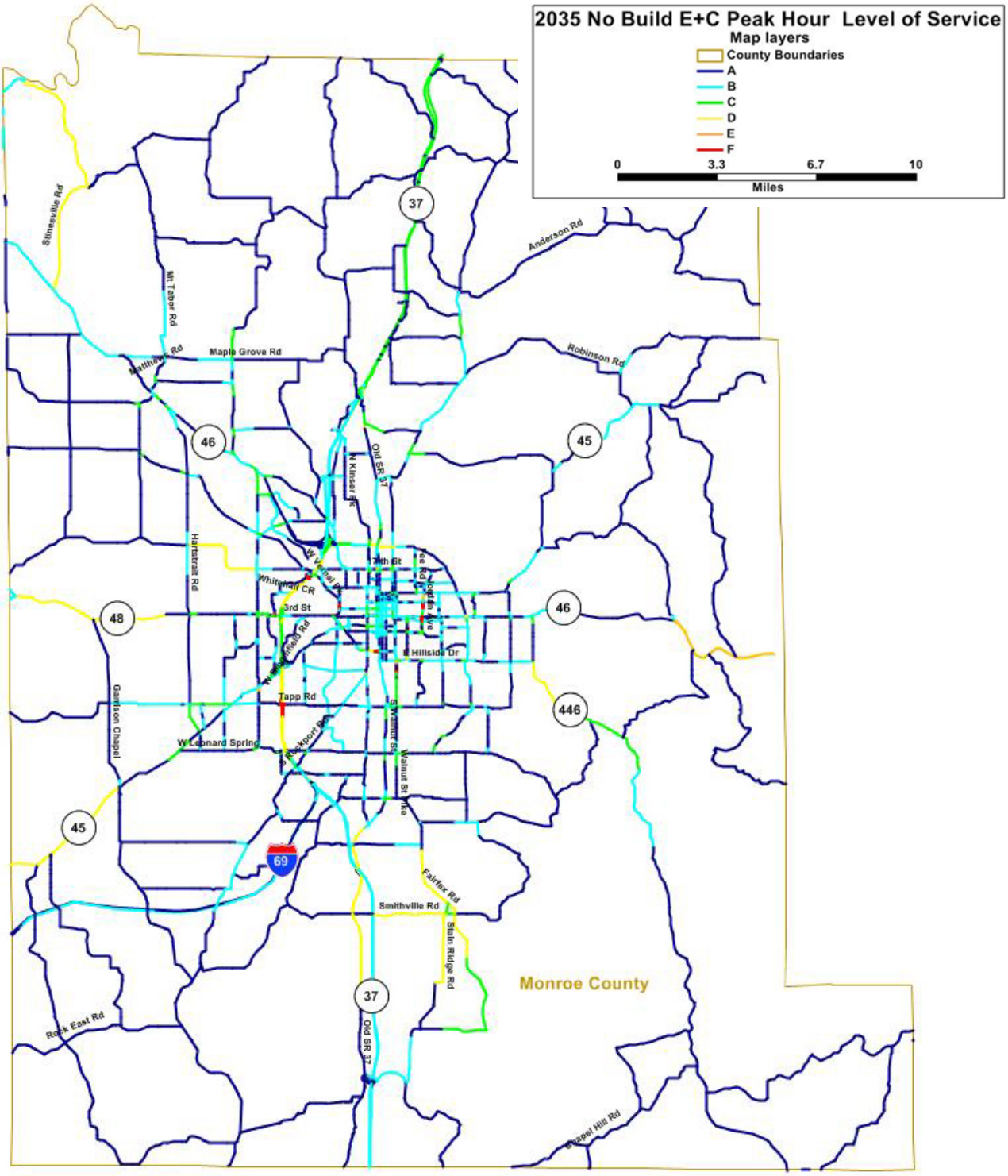

Figure 2-5: No Build 2035 Forecasted Levels of Service, Monroe County
Source: Bernardin, Lochmueller and Associates

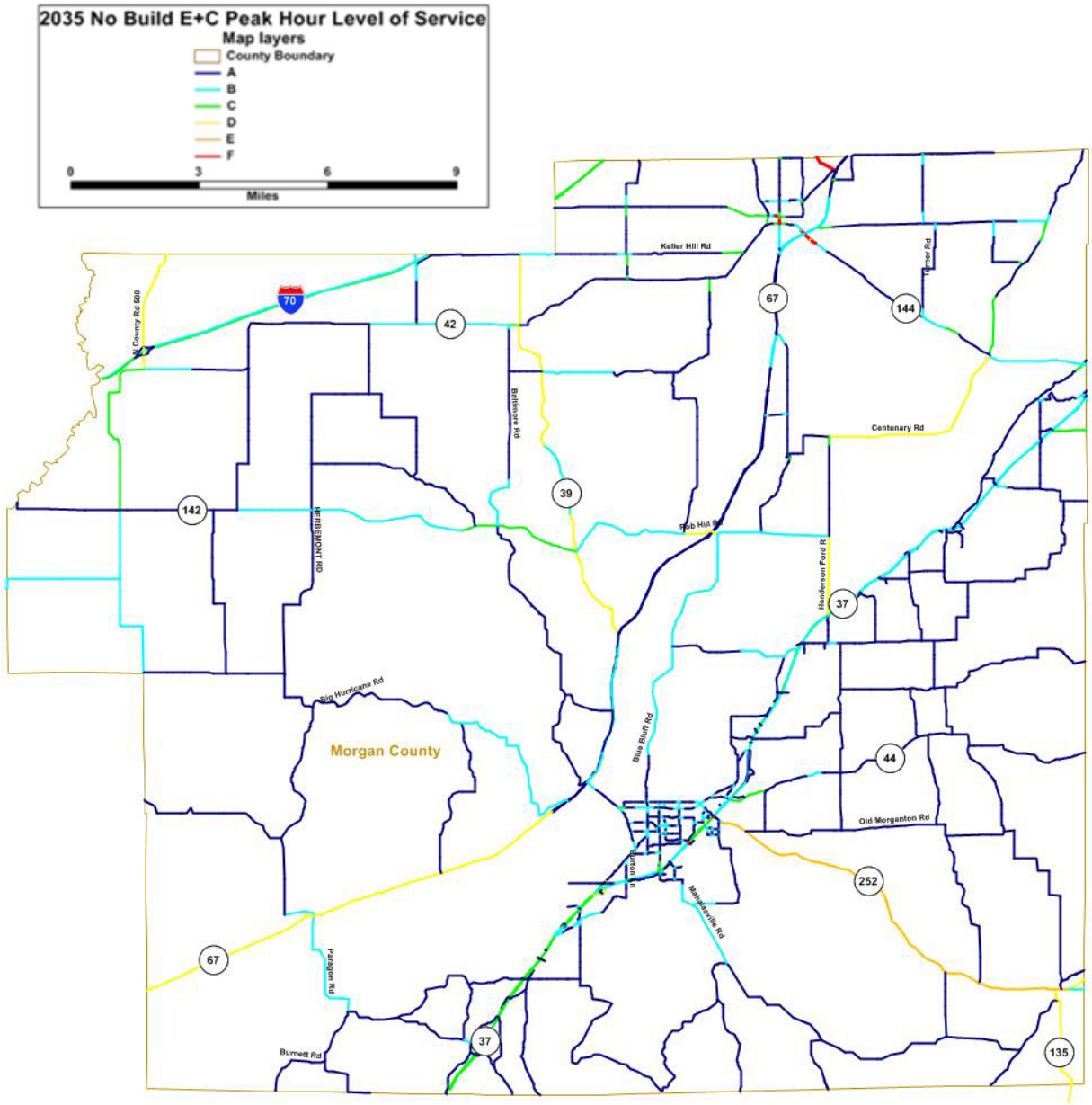

Figure 2-6: No Build 2035 Forecasted Levels of Service, Morgan County
Source: Bernardin, Lochmueller and Associates

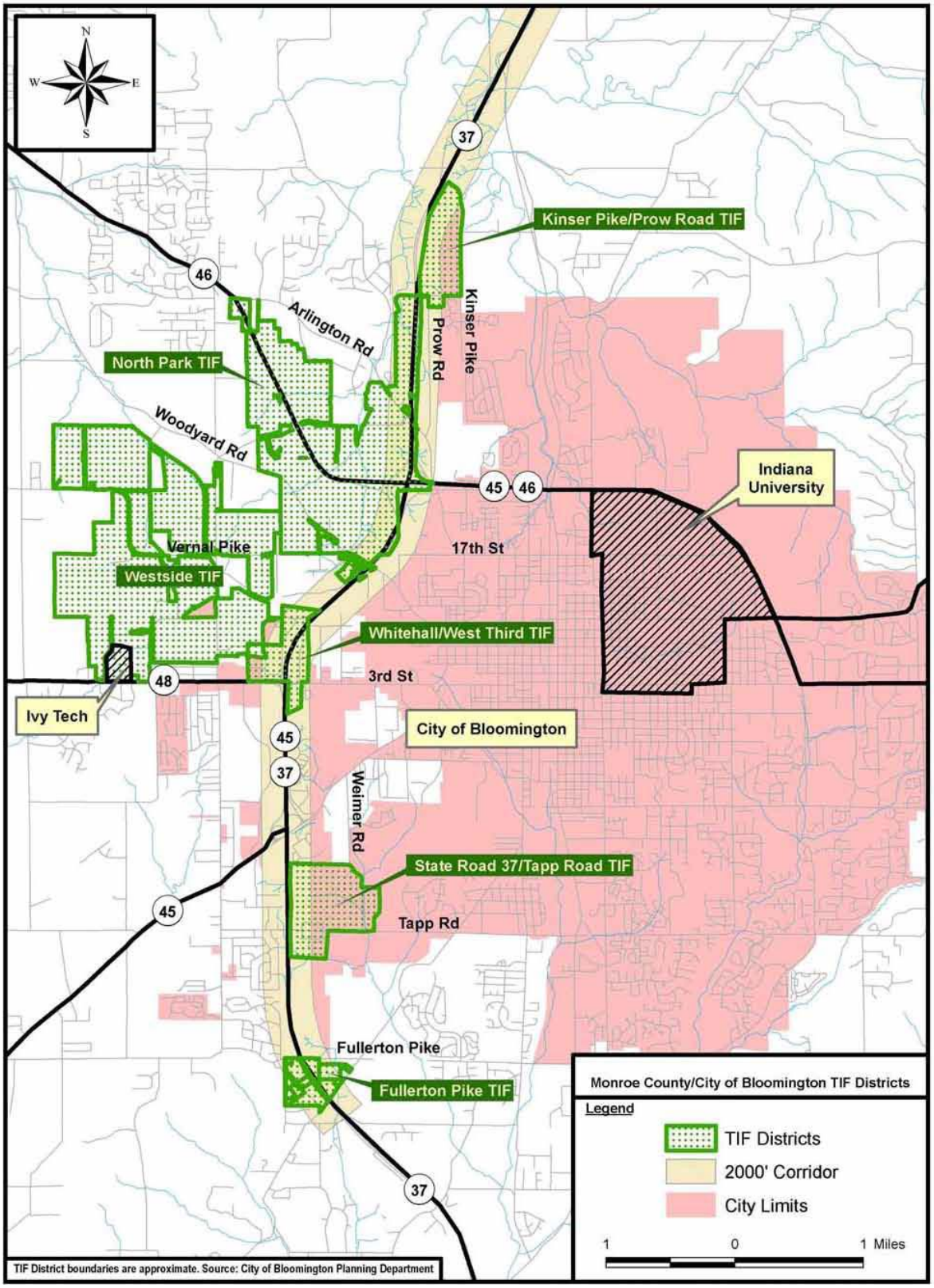

Figure 2-7: Monroe County/City of Bloomington TIF Districts