DRAFT

PURPOSE AND NEED STATEMENT

I-69 Tier 2 Evansville to Indianapolis Project

Section 4 (US 231 to SR 37)

November 15, 2005

This document describes the project goals for Section 4 of the I-69, Tier 2 Evansville to Indianapolis project. The south terminus of Section 4 begins at US 231 in Greene County, approximately seven miles south of the Town of Bloomfield. The corridor continues east/northeast through eastern Greene County into southwestern Monroe County. The north terminus is at SR 37 in Monroe County near Victor Pike southwest of the City of Bloomington. Section 4 is approximately 27 miles in total length. The Study Area for Section 4 includes Greene, Monroe, Owen, Martin, and Lawrence Counties.

This Draft Purpose and Need Statement describes the goals of Section 4, explains how these goals were determined, and introduces the performances measures that will be used to evaluate how well the alternatives meet those goals. This document contains the following five sections, which parallel the five sections of Chapter 2—*Purpose and Need* in the Tier 1 Final Environmental Impact Statement (FEIS).

- ***Section 2.1—Statement of Purpose and Need*** contains the Statement of Purpose and Need for Section 4 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 4. 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 4 are described in greater detail.

- ***Section 2.3—Needs Assessment*** describes the local needs that have been identified during the scoping process for Section 4.

- ***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 that will be 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 remains the foundation of the Purpose and Need for each Tier 2 Section. The only modification to the Purpose and Need in Tier 2 involves the identification of goals specific to a particular Tier 2 Section. These local goals have been identified for each Tier 2 section as part of the scoping process in Tier 2. Therefore, the Purpose and Need for Section 4 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.

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 Record of Decision (ROD), 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
- Completes the portion on the National I-69 Project between Evansville and Indianapolis

Specific goals were identified in Tier 1 that support this overall purpose. They are as follows, with core goals shown in *italics*. These core goals were identified in Tier 1 as core goals of the project, 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 which can support economic growth. Supporting economic growth is one of the nine overall policies stated in INDOT's current long-range plan. Accordingly, in view of the demonstrated needs in Southwest Indiana, goals related to supporting economic development were established in Tier 1. At the same time, transportation is one of a number of factors needed to support economic development. Therefore, no core goals were associated with supporting economic development.

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

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)

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. These goals are expressed for the entire southwest Indiana region which includes 26 counties and encompasses a quarter of the State of Indiana. These regional goals were used as the basis for evaluating alternatives in Tier 1 when the alternatives analysis involved comparing different corridors that were 140 to 160 miles in length and spread across a broad geographic area.

2.1.2 Tier 2 Purpose and Need for Section 4

The purpose of Section 4 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 Section 4 are:

- Complete Section 4 of I-69 between US 231 in Greene County and Victor Pike south of Bloomington
- Increase personal accessibility for area residents
- 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 alternatives are being developed in Section 4 that are 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."

The National I-69 Corridor was divided into 32 Sections of Independent Utility (SIUs), each considered to be an independent project for purposes of National Environmental Policy Act (NEPA) reviews and environmental studies. The Evansville to Indianapolis section of I-69 was designated as SIU #3 of the National I-69 Corridor.

In March 2004, FHWA issued a Tier 1 ROD for the Evansville to Indianapolis section of I-69. The Tier 1 ROD selected a "corridor" that is generally 2,000 feet in width, but narrower in some places and broader in others. In addition, the Tier 1 ROD divided the corridor into six separate sections for purposes of more detailed Tier 2 studies. Section 4 extends from US 231 in Greene County south of the Town of Bloomfield to SR 37 southwest of the City of Bloomington.

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. The Statewide Mobility Corridors are the highest level of the network and correspond closely to the previously identified Commerce Corridors. The Statewide Mobility Corridors include a link from Evansville to Indianapolis via Bloomington. According to the Long-Range Plan, these corridors are characterized by:

- Upper level design standards
- High speeds
- Free flowing conditions
- Serving long distance trips
- Large volumes of through 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 Update also 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 Tier 1 ROD issued by FHWA in March 2004 approved completion of I-69 as an Interstate from Evansville to Indianapolis, via Bloomington. The route approved in that study is consistent with the Commerce Corridor and Statewide Mobility Corridor designations in INDOT's long-range plans.

[Note: INDOT is currently in the process of updating its long-range plan. This section will be updated to describe the latest version of the plan when it becomes available.]

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 organizations (MPOs) for each of those areas updated their long-range transportation plans to reflect INDOT's preferred alternative 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 north terminus of Section 4 is immediately south of the Bloomington Urbanized Area boundary. The Bloomington/Monroe County Metropolitan Planning Organization is the designated MPO for the Bloomington Urbanized Area. The MPO develops the transportation plan and transportation improvement program (TIP) for the Bloomington Urbanized Area and provides guidance of an advisory nature to Monroe County and the Indiana Department of Transportation on projects outside the Urbanized Area boundary.

On October 12, 2003, the MPO adopted amendments to the *Bloomington/Monroe County Year 2025 Transportation Plan (Long Range Plan)* and the *Transportation Improvement Program (TIP)*. Both plans were amended to include I-69 (along Corridor 3C) in their list of recommended transportation projects in Monroe County.

Regarding the recommended I-69 project, the Long Range Plan (LRP) amendment notes: "At this time (October, 2003), the Plan recognizes that the State of Indiana has made a decision concerning the preferred route of Interstate 69 along a corridor known as "Route 3C". This proposed corridor would pass through the MPO's Urbanized Area as well as the larger region studied by this Plan. Therefore, the Plan is hereby being amended to include this project in its listing of Highway Capital Improvement Projects for the State of Indiana in Monroe County. This amendment further directs the Bloomington MPO to work closely with the Indiana

Department of Transportation to study local transportation impacts associated with more limited access along this corridor. These impacts include future locations of interchanges, frontage roads, overpasses, and bicycle/pedestrian crossing points."

The LRP also notes "As a result of the increase in population and households, continuing decline in household size, increase in the number of vehicles per household, increase in employment in Monroe County as a regional retail and employment center, and increase in external travel passing through Monroe County, there will be a significant increase in trip-making activity from 1997 through 2025 – daily vehicle miles of travel increasing by 44 percent and daily congested vehicle-hours of travel increasing by 58 percent. Thus, the increase in the level of congestion over the next 29 years cannot be accommodated by merely taking transportation system management actions (low-cost capital investments such as intersection and signalization improvements) to preserve the capacity of the existing roadway network or by doubling public transportation's share of the person trips."

The overall Purpose and Need established for I-69 in Tier 1 and Section 4's locally identified goals are consistent with and supportive of the LRP's *Transportation Vision Statement.* The Transportation Vision includes:

- a well-integrated system using all available modes;
- transportation investments to protect and enhance the environment, conserve energy and improve quality of life;
- increased safety and security;
- the support of economic vitality;
- the improvement of goods movement;
- integrated transportation investments; and
- preservation of existing transportation investments.

2.2.4 Other Local Plans and Studies

The following plans and studies address the role of the I-69 project in meeting the transportation needs of the Study Area for Section 4:

- *2004-2025 Monroe County Comprehensive Land Use Plan* prepared by Monroe County, January 2004. This plan identifies Monroe County as "…already one of the most rapidly growing counties in Indiana." The plan further states: "This plan was developed with the expectation that this trend will continue through the next decade. The prospect of continued growth has prompted the County to take steps to promote economic vitality and manage growth through comprehensive planning." The Purpose and Need for Section 4 focuses, in part, on local and regional transportation needs.

- *Bloomington, Indiana, State Road 37 Corridor Accessibility Study* prepared by for the Bloomington/Monroe County MPO by Bernardin, Lochmueller and Associates, Inc., August 2004. This study states "The purpose of the State Road 37 Corridor Accessibility is to identify circulation patterns along the SR 37 Corridor in Bloomington and Monroe County in preparation for the possible I-69 Tier 2 Environmental Impact Studies."

In addition to planning documents, the Southwest Indiana Development Council (SWIDC) *Gateway to Southwest Indiana* web site (http://www.swidc.org/index4.html) includes proposed I-69 among the area's important transportation features. SWIDC is a regional economic development organization comprised of representatives from thirteen counties in Southwest Indiana, including Greene. SWIDC promotes Southwest Indiana to companies interested in expansion or relocation. Its members include representatives of local economic development organizations and Chambers of Commerce in each county, as well as other interested groups such as universities, utility companies, public officials, and private industry.

2.3 Needs Assessment

2.3.1 Completing Section 4 of I-69 between US 231 in Greene County and SR 37 in Monroe County

The completion of Section 4 of I-69 responds to the Congressional policy to complete the National I-69 Corridor. Based on feasibility studies of the corridor, this policy was adopted by Congress. 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 FEIS for I-69 from Evansville to Indianapolis focused on alternatives for completing I-69 as an Interstate highway. The Tier 1 FEIS selected a route for the project (defined as a "corridor" generally 2000 feet in width), and divided that corridor into six sections for Tier 2-level analyses. Section 4 of I-69, the segment analyzed in this document, is near the midpoint of the overall approved I-69 Evansville to Indianapolis corridor. Based on the Tier 1 FEIS and ROD, there is a need to complete I-69 as an Interstate highway between Evansville and Indianapolis, including Section 4.

2.3.2 Personal Accessibility

Access for local residents and communities has been highlighted as a key factor to be considered in choosing the final alignment for I-69 Section 4. The communities within the project area are forecasted to have poor access in terms of mileage and travel time to the current Interstate system and to major destinations such as Crane NSWC and Bloomington/Indiana University (See Tables 2-1 and 2-2). Following are key findings illustrated by these tables:

- From the communities in the Study Area, the mileage to the closest existing Interstate access point ranges from 38 to 50 minutes, while the actual travel time ranges from 41 to 57 minutes.

- NSWC Crane is currently 50 miles from the closest Interstate and has forecasted travel times of 57 minutes to the closest Interstate, 98 minutes to Evansville, and 104 minutes to Indianapolis. NSWC Crane is the third largest Navy installation in the world and is the second largest employer in southern Indiana with nearly 4,000 Navy and Army employees. Over 50 percent of the employees are scientists, engineers, and technicians. There is $1.3 billion in facilities at the site and 650,000 tons of ordinance storage capacity. In addition to being an important economic center in southern Indiana, NSWC Crane is a vital defense facility. NSWC Crane supplies conventional ammunition to all branches of the U.S. military. The munitions are transported by rail and truck to military

throughout the world including the Middle East. NSWC Crane also supplies naval vessels with electronics necessary to keep the US fleets viable. "NSWC Crane is a world-class organization involved in virtually every ship, submarine, aircraft, and missile system fielded by the Navy. Every day, 24 hours a day, NSWC Crane is harnessing the power of technology for the warfighter."[1] Many of the munitions and electronics are transported via ground transportation leaving NSWC Crane on the existing highway network, which has poor access to the Iinterstate system and to major intermodal destinations.

- Bloomington is the nearest urban center to communities in the Section 4 Study Area. Typically, the actual travel time to Bloomington from these communities is at least 50% greater than the straight-line travel time. This is due both to the indirect nature of the highway network, as well as the limitations which topography imposes on travel speeds on existing state highways.

Table 2-1 Forecasted Difference in Actual and Straight-line Mileage to Key Destinations (miles)

	Distance to Current Interstate		Distance to Evansville		Distance to Washington		Distance to Crane		Distance to Bloomington		Distance to Indianapolis	
Location	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual
Bloomfield	30	38	81	90	28	35	11	13	24	27	66	75
Newberry	37	43	72	79	20	23	8	10	31	37	64	86
Scotland	39	47	75	87	24	31	3	5	26	31	71	80
Crane NSWC	46	50	73	84	22	30	-	-	27	37	73	86
Doans	40	48	75	88	24	32	4	4	25	30	70	79
Koleen	39	49	79	94	28	38	6	9	21	27	67	76
Owensburg	42	49	80	96	30	40	7	12	20	24	66	73
Hobbieville	37	43	85	102	34	46	12	17	15	18	61	66
Cincinnati	35	41	86	101	35	45	14	18	14	15	59	64
Solsberry	32	39	89	104	38	48	17	22	12	15	57	64
Stanford	31	38	92	108	41	52	20	26	8	9	53	57
Victor	35	43	92	111	42	55	20	28	8	9	54	59
Kirkland	36	44	91	110	41	54	19	27	9	11	56	60

Source: Indiana Statewide Travel Demand Model, Version 4, for 2030 E + C Network. Actual mileage is via shortest-time path on highway system.

[1] www.crane.navy.mil/whoweare/

Table 2-2 Forecasted Difference in Actual and Straight-line Travel Time to Key Destinations (minutes)												
	Travel Time to Current Interstate		Travel Time to Evansville		Travel Time to Washington		Travel Time to Crane		Travel Time to Bloomington		Travel Time to Indianapolis	
Location	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual	Straight-Line	Actual
Bloomfield	33	44	88	101	31	43	12	15	26	36	72	87
Newberry	40	47	79	89	22	28	11	14	34	47	81	91
Scotland	42	53	82	98	26	37	5	6	28	39	77	89
Crane NSWC	50	57	79	98	24	34	-	-	30	53	80	104
Doans	43	55	82	100	26	39	4	8	27	39	77	89
Koleen	42	57	86	108	30	48	7	17	23	37	73	87
Owensburg	46	56	87	109	32	49	8	17	22	32	72	83
Hobbieville	40	48	93	116	37	55	13	24	16	24	66	75
Cincinnati	38	46	94	116	38	54	15	24	15	22	65	72
Solsberry	35	44	97	119	41	57	18	30	13	22	62	73
Stanford	34	41	101	122	45	61	21	32	9	14	58	64
Victor	38	49	100	129	45	68	21	37	9	17	59	68
Kirkland	40	51	99	129	44	67	20	36	10	19	61	70

Source: Indiana Statewide Travel Demand Model, Version 4, for 2030 E + C Network. Straight-line travel time is that traveled at 55 mph via straght-line path. Actual travel time is average (24 hour) travel time via shortest time path.

In addition to the data cited above, other key sources that have identified increased personal accessibility as a local need:

- ***2004-2025 Monroe County Comprehensive Land Use Plan.*** This document notes that Monroe County anticipates construction of I-69 "…will improve the County's interstate and intrastate access." Alternatives will be evaluated during Tier 2, in part, on how well they can provide increased personal accessibility to area residents.

- ***Bloomington, Indiana, State Road 37 Corridor Accessibility Study.*** This study identified lack of accessibility to residents and businesses in eastern Greene County and southwestern Monroe County as a significant local need. The study notes "INDOT made a commitment in the I-69 FEIS not to add an interchange in southwest Monroe County between the SR 37 interchange and SR 54 interchange where the Monroe County Comprehensive Land Use Plan seeks to limit growth due to karst terrain. Nevertheless, an interchange in southwest Monroe County should be reconsidered because of the great distance between presently proposed interchanges. The lack of an interchange creates emergency access concerns to the surrounding area as well as to I-69 itself, and general access concerns for eastern Greene County and southwest Monroe County to Bloomington and the Crane Naval Weapons Support Center. SR 45 is a very congested commuter route between Bloomington in Monroe County and Bloomfield in Greene County, and may see only minimal relief without an interchange on proposed I-69 near the Monroe/Greene County Line."

- ***Community Input.*** Improved access for local residents has been identified as a key need that this project can address. Community input has been provided by letters received from local governments (Greene County Board of Commissioners, Greene County

Council, Monroe County Board of Commissioners), representatives of the Section 4 Community Advisory Committee (CAC), attendees of the Section 4 Project Office Open House (July 1, 2004), attendees at a Public Information Meeting (June 16, 2005), and many visitors to the Section 4 Project Office. Community input will be described in detail in the Section 4 Tier 2 Draft Environmental Impact Statement (DEIS), Chapter 11, *Comments, Coordination, and Public Involvement*.

2.3.3 Highway Congestion

Traffic forecasts for the year 2030 show that, under the No-Build Scenario, there will be high levels of congestion on several major highways within and near the Section 4 corridor. 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, which are designated by the letters "A" through "F." LOS "A" represents the most desirable operating conditions, while LOS "F" defines the least acceptable. INDOT's policies call for providing at least LOS "C" on all rural state highways. Figures 2-1 and 2-2 show forecasted LOS (in the year 2030) for roads in the Section 4 study area. Figure 2-1 shows forecasted LOS for all counties in the Section 4 study area, and Figure 2-2 shows forecasted LOS for Monroe County, only. These forecasts include all committed road projects in the Study Area, but do not include I-69 in the build network.

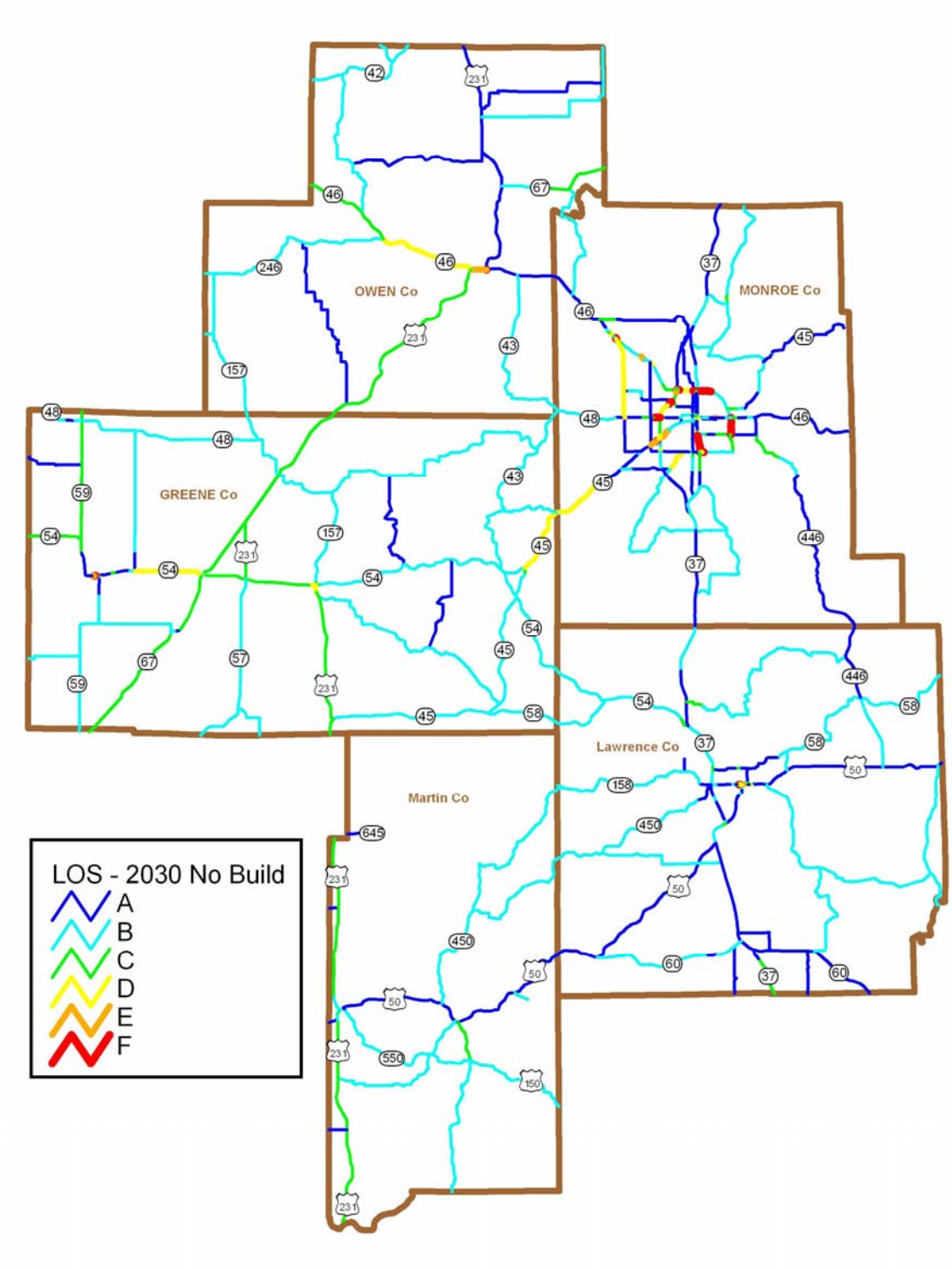

Figure 2-1: 2030 Forecasted Levels of Service, Section 4 Study Area

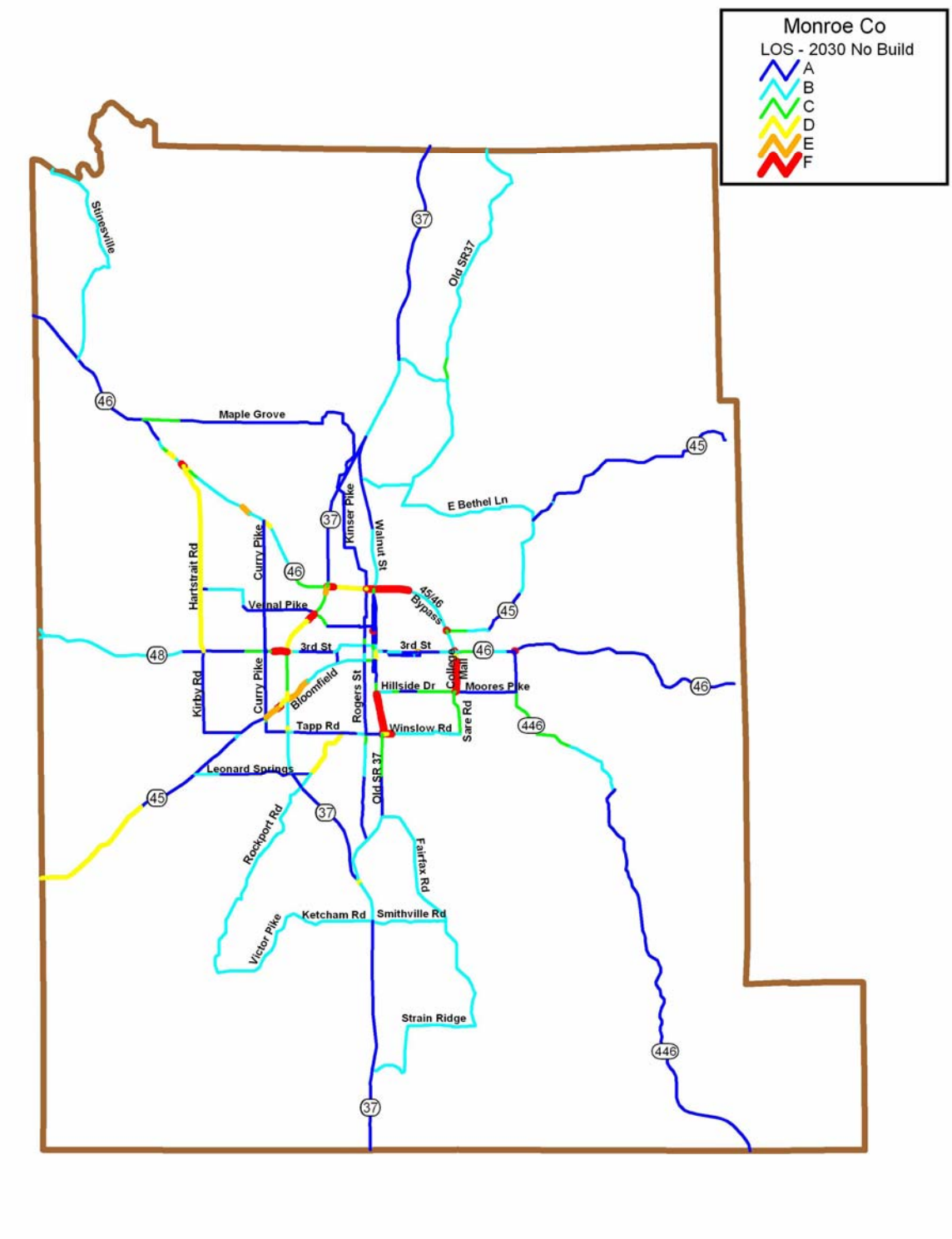

Figure 2-2: 2030 Forecasted Levels of Service, Monroe County

Roads projected to have a less than acceptable LOS (LOS D, E or F) by 2030 under this I-69 No-Build scenario include:

- Monroe County:
    - Various local arterials within Bloomington – LOS D, E and F
    - SR 46/Curry Pike intersection and west - LOS D and E
    - SR 46 at Hartstrait Road intersection and west - LOS D and F
    - Hartstrait Road from SR 48 to SR 46 - LOS D
    - College Street/10th Street intersection - LOS - F
    - College Street/3rd Street intersection - LOS E and F
    - College Street between Hillside and Tapp Road - LOS F
    - 3rd Street/Jordan Avenue intersection - LOS E
    - SR 46 Bypass/10th Street intersection - LOS F
    - College Mall between 3rd Street and Moores Pike - LOS F
    - SR 46/Smith Road intersection - LOS F
    - SR 37/Old SR 37 intersection - LOS D
    - SR 45 between Harmony Road and County Road 1390 - LOS D
    - SR 37/SR 46 interchange - LOS D and F
    - SR 37 between Vernal Pike and SR 48/3rd Street - LOS D and F
    - SR 46 from SR 37 east to Fee Lane - LOS D and F
    - SR 48 from SR 37 west to Curry Pike - LOS F
    - SR 45 from SR 37 west to Curry Pike/Leonard Springs Road - LOS D, E and F
    - SR 45 from SR 37 east to Weimer Road - LOS E
    - SR 37/Tapp Road intersection - LOS E
    - Rockport Road between Fullerton Pike and Tapp Road - LOS D
- Lawrence County:
    - Two intersections on US 50 in Bedford – LOS D and F

- Greene County:
    - Two intersections on SR 59 in Linton – LOS D and E
    - SR 54 from CR 1100 West and SR 67 (Switz City) – LOS D
    - US 231/SR 54/SR 157 intersection (Bloomfield) – LOS D
    - SR 45 from SR 445 to Monroe County line – LOS D
- Owen County:
    - SR 46 from SR 246 to US 231 – LOS D and E

Alternatives will be evaluated during Tier 2, in part, based on how well they can improve the projected LOS on roads within the Section 4 Study Area.

2.3.4 Highway Safety

The safety analysis conducted for the Tier 1 study identified many rural counties and rural highways in Southwest Indiana as having above-average crash rates for serious crashes[2]. These highways include SR 37, SR 45, and SR 67 in Greene and Monroe Counties (Tier 1 Technical Report 3.3.4.1, p. 5). In addition, Owen, Martin, and Lawrence counties in the Section 4 Study Area had above-average county-wide crash rates, when compared with other rural counties in Indiana (Tier 1 FEIS, Figure 2-20). In part, alternatives will be evaluated during Tier 2 based on how well they divert traffic from other, less safe rural highways to a safer freeway facility.

As the data in Table 2-3 shows, a driver traveling on a rural two-lane highway without access control is twice as likely to be involved in a fatal crash and four times as likely to be involved in a crash resulting in injuries, than if traveling the same distance on a fully access controlled freeway, such as an Interstate highway. To the extent that travelers can make their trips on a multi-lane, divided highway, they are much less likely to be involved in serious crashes. The forecasting and analysis tools used in this study account for the diversion of traffic to new facilities, and estimate the resulting crash reductions.

[2] A "serious" crash is one resulting in at least one fatality or serious injury.

Table 2-3: Crash Rate Comparison, Rural Roads		
	Crashes per 100 Million Vehicle Miles	
Facility Type	Fatal Crashes	Injury Crashes
Freeway, Full Access Control	1.2 – 1.6	24
4-Lane Divided, Partial Access Control	1.6 – 2.0	65 – 81
2-Lane	2.8 – 4.0	83 – 107

Source: The Highway Economic Requirements System, Technical Report, Jack Faucett Associates for FHWA, July 1991

2.3.5 Local Economic Development

The analysis of economic conditions in Southwest Indiana during the Tier 1 Study indicated a 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 and increasing the amount of economic activity. This leads to job growth and increased personal income, which directly improves the economic well-being of individual consumers.

Land use and transportation planning initiatives in the Section 4 Study Area identify I-69 as a catalyst for development, while at the same time citing the need for advance planning in anticipation of the development and growth that would be initiated by the construction of the new Interstate.

The *2004-2025 Monroe County Comprehensive Land Use Plan* identifies transportation access as the primary factor in location of large-tract industrial uses within the county. The plan identifies "An area of approximately 1,000-acres around Dillman Road and SR 37 is recommended as an excellent location for employment uses." The plan also notes "The construction of I-69 proximate to this location would enhance it for large-tract industrial uses." The SR 37/Dillman Road intersection is located immediately south of the north terminus of Section 4.

A *Survey of Bloomington Area Businesses* was prepared in 2004 for the Bloomington Economic Development Corporation and the Monroe County Plan Commission by the Indiana Business Research Center, Kelley School of Business, Indiana University. The survey noted: "Many firms pointed out the poor highway links between Bloomington and other places businesses need to connect to, including Indianapolis, Evansville and other cities, plus the lack of access to other places by air."

An industrial park, known as *West Gate @ Crane Technology Region* is being developed approximately one-mile south of the south terminus of Section 4 at US 231, approximately 1 mile from the entrance to the Crane Naval Surface Warfare Center. The technology region is located near the junction of Daviess, Greene, and Martin Counties, and is closely associated with the concentration of technology-related employment at the Crane Naval Base. Providing the Technology Region with reasonable access to the Interstate system and the local transportation

network continues to be an important issue and, as such, is being studied in concert with the I-69 Section 4 Tier 2 Studies.

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. The public and agency input process into the Section 4 Purpose and Need Statement has included, to date: a Section 4 Project Office Open House (July 1, 2004), a Public Information Meeting (June 16, 2005)[3], three CAC meetings (December 2, 2004; April 7, 2005; and, May 26, 2005) and meetings with government agencies. In these meetings, as well as in other communications, the following key points were raised by the public:

- Providing local and regional accessibility for residents.
- Supporting local economic initiatives.
- Improving regional accessibility for businesses and industries.

Chapter 11 of the Tier 2 DEIS, *Comments, Coordination, and Public Involvement,* will contain 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 Purpose and Need statement. Therefore, the transportation performance measures used in Tier 2 will evaluate the ability of the alternatives to meet local goals. Performance measures associated with each local goal have been developed to help in the evaluation of alternative alignments within the Section 4 corridor. These performance measures will be considered as part of the overall evaluation of alternatives, along with impacts and cost. It is very possible that these other relevant factors (impacts and costs) will have a more significant role than performance measures in selecting an alternative in Section 4.

As stated in sub-Section 2.1.2, the proposed action in Section 4 supports the overall project purpose identified in Tier 1 while also addressing local needs. In Section 4, four local goals have been identified, primarily through an extensive public involvement process that is summarized in Section 2.4. This process included comments from the general public, local officials, local business owners/managers, and representatives from the Section 4 CAC.

Section 4 goals and their performance measures are described below, and are summarized in Table 2-4. It is possible that some or all of the alternatives will be similar in their ability to meet these goals.

[3] A second public information meeting is scheduled for November 16, 2005. Input received at this meeting will be included in future documentation.

GOAL 1: COMPLETE SECTION 4 OF I-69 BETWEEN US 231 IN SOUTHERN GREENE COUNTY AND SR 37 SOUTHWEST OF BLOOMINGTON

Tier 1 Goals Supported: Goals 1, 8, and 9

Performance Measure:

G1-A *Development of a freeway which 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: ENHANCE THE TRANSPORTATION NETWORK IN THE SECTION 4 STUDY AREA TO IMPROVE PERSONAL ACCESSIBILITY FOR RESIDENTS OF THE AREA

Tier 1 Goal Supported: Goal 2

Performance Measures:

G2-A *Increase in access of area communities to the Interstate system.* To evaluate the ability of each build alternative to access the Interstate system, travel distance and travel time to the Interstate system from the following communities will be measured:

- *Greene County*: Bloomfield, Newberry, Scotland, Doans, Koleen, Owensburg, Cincinnati, Hobbieville and Solsberry
- *Monroe County*: Stanford, Kirksville and Victor

The present distance and travel time from a community to the nearest Interstate interchange will be compared with the distance and travel time to the nearest Interstate interchange upon completion of I-69. An overall measure will be derived which weights the improvement for each community by the population of each community.

G2-B *Reduction in travel time to regional destinations (Evansville, Bloomington and Indianapolis).* The selected Tier 1 alternative (Alternative 3C) was found to provide significant improvement in travel time to these destinations. The quality of improved accessibility will be measured by comparing the travel time between each community identified under Goal 2-A to Evansville, Bloomington, and Indianapolis. The travel time provided under each alternative will be compared to that offered in the no-build case.

GOAL 3: REDUCE EXISTING AND FORECASTED TRAFFIC CONGESTION ON THE HIGHWAY NETWORK IN THE SECTION 4 STUDY AREA

Tier 1 Goal Supported: Goal 3

Performance Measure:

G3-A *Reduction in congestion on rural roadways.* Indicators for this goal will include the number of lane-miles of roadway and numbers of intersections in the study area operating at congested levels of service (LOS D, or lower). Other performance indicators will be used, as appropriate.

GOAL 4: REDUCE CRASHES ON LOCAL AND STATE ROADS IN THE SECTION 4 STUDY AREA

Tier 1 Goal Supported: Goal 4

Performance Measure:

G4-A *Reduction in number of crashes in the Section 4 Study Area.* The reduction in the number of fatal, injury, and property-damage accidents in the Study Area will be calculated for each alternative.

GOAL 5: SUPPORT LOCAL ECONOMIC DEVELOPMENT INITIATIVES

Tier 1 Goals Supported: Goals 5, 6 and 7

Performance Measures:

G5-A *Increase in access of area businesses to the Interstate system.* To evaluate the ability of each build alternative to provide business access to the Interstate system, travel distance and travel time to the Interstate system from study area communities will be measured. The communities include:

- *Greene County*: Town of Bloomfield and *West Gate @ Crane Technology Region*

The present distance and travel time from a community to the nearest Interstate interchange will be compared with the distance and travel time to the nearest Interstate interchange upon completion of I-69. An overall measure will be derived which weights the improvement for each community by total employment in each community.

G5-B *Reduction in travel time to regional business destinations (Evansville, Bloomington and Indianapolis).* The selected Tier 1 alternative (Alternative 3C) was found to provide significant improvement in travel time to these destinations. The quality of improved accessibility will be measured by comparing the travel time between each community identified under Performance Measure 5-A to Evansville, Bloomington, and Indianapolis. The travel time provided under each alternative will be compared to that offered in the no-build case.

Table 2-4 summarizes the goals and performance measures associated with the Purpose and Need for Section 4.

	TABLE 2-4—SECTION 4 GOALS AND PERFORMANCE MEASURES	
TIER 1	**TIER 2 Section 4**	
	Section 4 Goals	**Section 4 Performance Measures**
GOAL 1—*Improve the transportation linkage between Evansville and Indianapolis* **GOAL 8**—*Facilitate interstate and international movement of freight* **GOAL 9**— Connect I-69 to major intermodal facilities in Southwest Indiana	**GOAL 1—Complete Section 4 of I-69 between US 231 in Southern Greene County and SR 37 southwest of Bloomington**	**G1-A Development of a freeway which meets current design standards**
GOAL 2 – *Improve personal accessibility for Southwest Indiana residents*	**GOAL 2—Enhance the transportation network in the Section 4 Study Area to improve personal accessibility for residents**	**G2-A Increase in access of area communities to the Interstate system** **G2-B Reduction in travel time to regional destinations (Evansville, Bloomington and Indianapolis)**
GOAL 3 —Reduce existing and forecasted traffic congestion on the highway network in Southwest Indiana	**GOAL 3—Reduce existing and forecasted traffic congestion on the highway network in the Section 4 Study Area**	**G3-A Reduction in congestion on rural roadways.**
GOAL 4 —Improve safety levels in Southwest Indiana	**GOAL 4—Reduce crashes on local and state roads in the Section 4 Study Area**	**G4-A Reduction in the number of crashes in the Section 4 Study Area**
GOAL 5 - Increase accessibility for Southwest Indiana businesses to labor, suppliers, and consumer markets **GOAL 6** — Support sustainable, long-term economic growth. **GOAL 7** — Support economic development to benefit a wide spectrum of area residents.	**GOAL 5—Support local economic development initiatives**	**G5-A Increase in access of area businesses to the Interstate system** **G5-B Reduction in travel time to regional business destinations (especially Evansville, Crane NSWC, Bloomington and Indianapolis)**