

DRAFT

PURPOSE AND NEED STATEMENT

for Tier 2, Section 5 (Bloomington to Martinsville)

of the I-69 Evansville to Indianapolis Project

November 8, 2005

This document describes the project goals for Section 5 of the Tier 2 I-69, Evansville-to-Indianapolis Study. Section 5 begins at approximately the intersection of SR 37 and Victor Pike, south of Bloomington, and continues northward to just south of the existing interchange of SR 37 and SR 39 in Martinsville. This section of the I-69 project extends through Monroe and Morgan Counties, Indiana, with the majority of the corridor being in Monroe County. This section is approximately 23 miles in length. The Study Area for Section 5 includes Monroe and Morgan Counties.

This Draft Purpose and Need Statement describes the goals of Section 5, explains how these goals were determined, and introduces the performance 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 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 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 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.

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

The purpose of I-69 between Evansville to Indianapolis was determined in the Tier 1 FEIS. As defined in Tier 1 EIS, the purpose for building I-69 between Evansville and Indianapolis is to provide an improved transportation link between the two communities 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: 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 that were 140 to 160 miles in length and were spread across a broad geographic area.

2.1.2 Tier 2 Purpose and Need for Section 5

The purpose of 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 between Victor Pike south of Bloomington and SR 39 in Martinsville
- Reduce existing and forecasted traffic congestion
- Improve traffic safety
- Support local economic development initiatives

These needs are defined in greater detail below in Section 2.3, *Needs Assessment*. Preliminary alternative alignments are being developed 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 project.

In March 2004, FHWA issued a Tier 1 Record of Decision (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 purposes of more detailed Tier 2 studies. Section 5 is the second section from the north; it extends from Victor Pike south 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. 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 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 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 ROD-approved route 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 organization (MPO) for each of those areas updated its 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 plans for each of the affected MPO areas.

Section 5 of the project begins near the southern boundary of the Bloomington metropolitan area. The Bloomington MPO 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 Bloomington MPO 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. The Technical Advisory Committee (TAC) includes state and local planners, engineers, transit operators and other transportation related professionals. The Citizens Advisory Committee (CAC) is made up of local citizens drawn from a broad cross-section of interests.

In May 2000, the Bloomington MPO adopted the *Bloomington/Monroe County Year 2025 Transportation Plan (2025 Plan)*. According to its Executive Summary, the plan will:

- “Serve as the basis from which to draw transportation projects for the

Transportation Improvement Program for the Bloomington Urbanized Area involving federal surface transportation funds;

- “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 2025 Plan’s Community Transportation Vision Statement highlights:

- “a well-integrated and all modes system;
- “a network of multi-use pathways;
- “a reduction in the number and length of auto trips;
- “optimization of traffic flow and relationship between land uses;
- “the widest possible range of alternatives to the auto;
- “transportation investments to reinforce development policies;
- “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”

In November 2003, the Bloomington MPO Policy Committee passed *Amendments to the Bloomington/Monroe County Year 2025 Transportation Plan (Long Range Plan) and the Transportation Improvement Program (TIP) (2003 Amendments)*. The 2003 Amendments updated the 2025 Plan Executive Summary as follows:

“The Bloomington Area Year 2025 Transportation Plan is to be reviewed and updated at least every five years, but may be amended more frequently if needed. 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. This amendment supercedes (sic) the language found on Page D-35 and any other similar language in the Long Range Plan as it relates to this project.”

The 2003 Amendment also updated the *Bloomington/Monroe County MPO Transportation Improvement Program for Fiscal Years 2004 through 2006* (Bloomington

2006 TIP) with the following I-69 Tier 2 studies:

- 1) Designation number 0300380 from US 231 cross county to State Road 37 south of Bloomington and,
- 2) Designation number 0300381 from south of Bloomington via the State Road 37 corridor to State Road 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 Bloomington MPO's emphasis on improving the transportation network to provide increased mobility, safety, and regional access.

Section 5 extends along the SR 37 corridor into Morgan County and the Town 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, which are discussed in Section 2.2.4 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 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 SR 37 which runs for 16 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 Land Use Plan* was adopted by the Monroe County Council in 2000. The plan’s introduction states that “discussions and studies are underway to transform a section of SR 37 into an extension of Interstate 69 (I-69) from Indianapolis south to the center of Monroe County and then to Evansville, Indiana, improving the County’s inter- and intra-state access. The construction of this highway is not certain; however, if it is built, then this Comprehensive Plan (Plan) should be reviewed and updated if necessary.”
- *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. The interstate extension would bring the financial resources to make existing State Road 37 limited access via interchanges, overpasses and road closings. The interstate extension should also bring some financial resources to create, enhance and improve the frontage road system.”

Finally, the plan states that “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 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. Its Land Use Policies include the needs 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;
 - “Pursue the creation of bicycle/pedestrian crossings along SR 37 to increase alternative transportation connectivity between residents and nonresidential services.”
- *Comprehensive Plan for Morgan County, Indiana* was adopted by the Morgan County Plan Commission in March 2001 and contains the county’s policy for the “Development of Public Places, Public Ways, Public Lands, Public Structures and Public Utilities.” Regarding I-69, it states 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.”

2.3 Needs Assessment

2.3.1 Completing Section 5 of I-69 between Victor Pike South 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 of 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 2000 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.

2.3.2 Highway Congestion

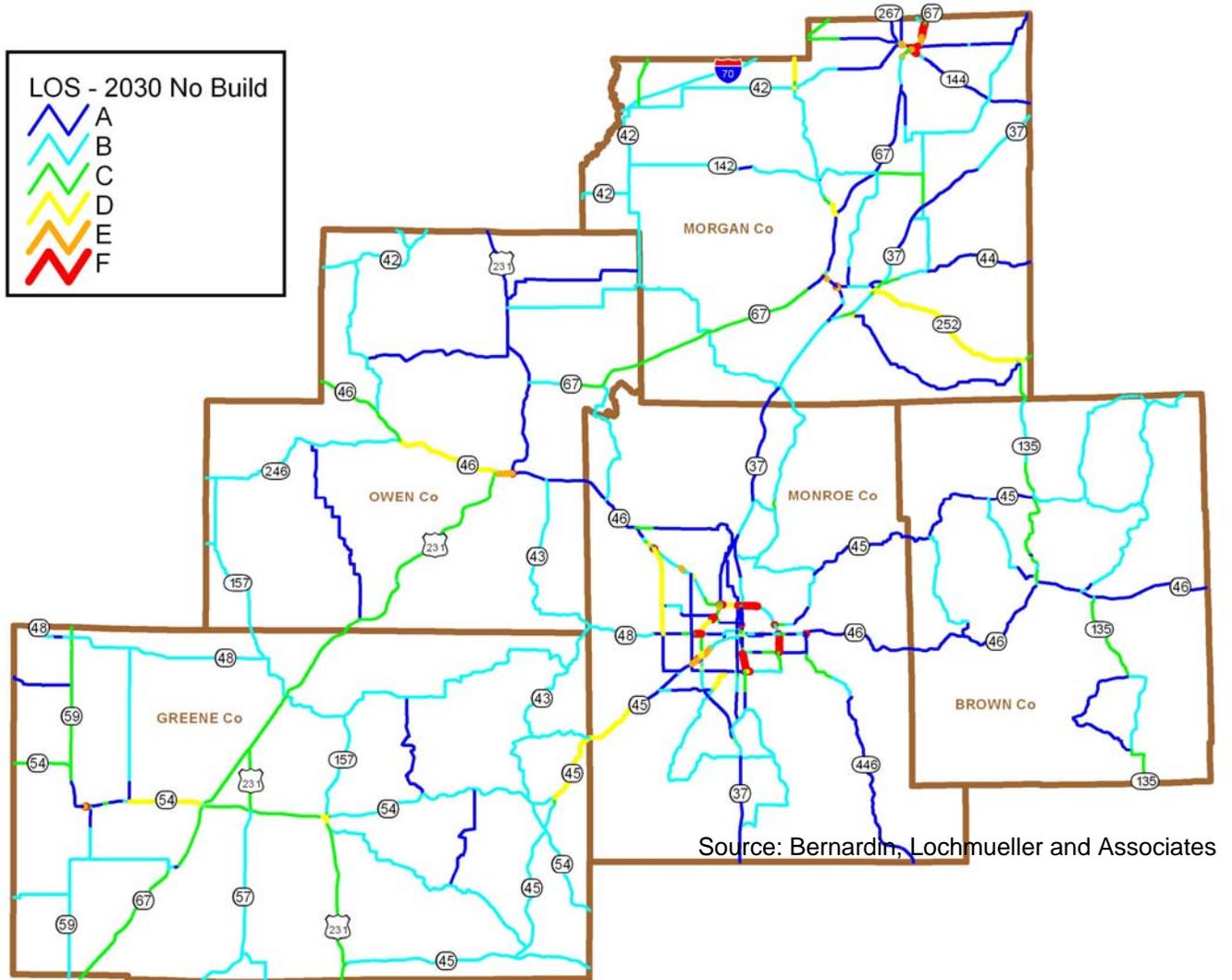
Traffic forecasts for the year 2030 show that, under the No-Build Scenario, there will be high levels of congestion in Section 5 along SR 37 and several major connecting roads.

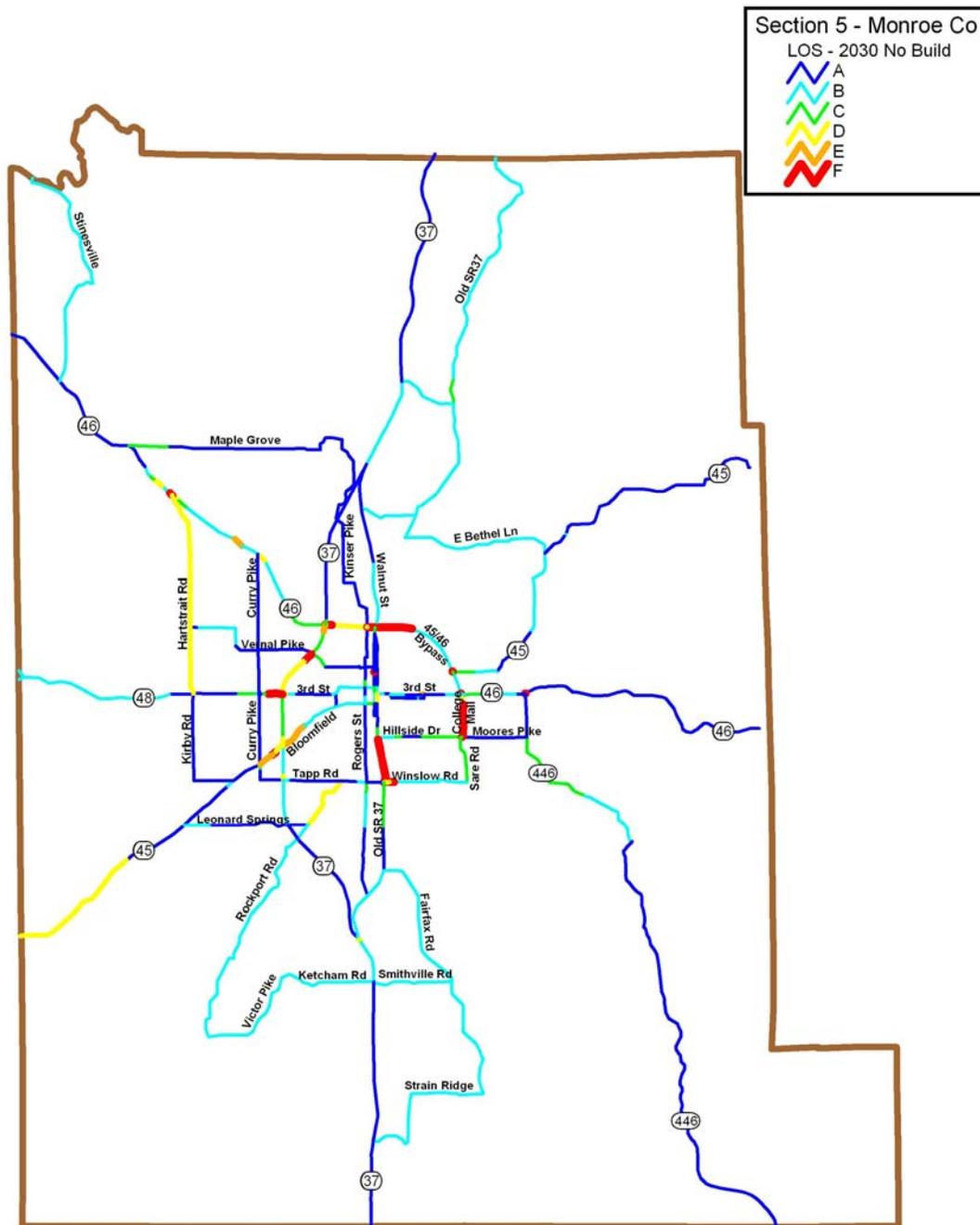
Level of service (LOS) is the method commonly used to evaluate a roadway's functionality. LOS is a measure of operational conditions. These conditions are defined in terms of factors such as speed and travel time, maneuverability, and delay. There are six levels of service, designated by the letters "A" through "F." LOS "A" represents the most desirable operating conditions, while LOS "F" defines the least acceptable. INDOT's policies call for providing at least LOS "C" on all rural state highways.

Figure 2-1 shows forecasted levels of service in the year 2030 on roads in the Section 5 study area. Figure 2-2 shows forecasted levels of service in the year 2030 on roads in Monroe County. Roads with levels of service in the unacceptable range (LOS D or worse) include:

- SR 46/Curry Pike intersection and west: LOS D and E
- SR 46 at Hartstrait Road intersection and west: LOS E and D
- Hartstrait Road from SR 48 to SR 46: LOS D
- College Street/10th Street intersection: LOS F
- College Street/3rd Street intersection: LOS D
- 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 Road between 3rd Street and Moores Road: F
- SR 46/Smith Road intersection: LOS F
- SR 37/Dillman Road intersection: LOS D
- SR 45 between Harmony Road and County Road 1390: LOS D
- SR 37/SR 46 interchange: LOS E and F
- SR 37 between Vernal Pike and SR 48/3rd Street: LOS D
- SR 46 from SR 37 east to Fee Street: LOS D
- SR 48 from SR 37 west to Curry Pike: LOS F
- SR 45 from SR 37 west to Curry Pike/Leonard Springs Road: LOS E
- SR 45 from SR 37 east to Weimer Road: LOS E
- SR 37/Tapp Road intersection: LOS D
- Rockport Road between Fullerton Road and Tapp Road: LOS D

Figure 2-1: 2030 Forecast Levels of Service, Section 5 Study Area





Source: Bernardin, Lochmueller and Associates

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

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 (Tier 1 Technical Report 3.3.4.1). Multi-use, divided highways with partial access control, such as SR 37, have higher crash rates than fully access controlled highways, such as interstates.

As the data in Table 2-1 shows, a driver traveling on a 4-lane divided highway with partial access control is more likely to be involved in a fatal crash and over twice 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 safer facilities, and estimate the resulting crash reductions.

Table 2-1: Crash Rate Comparison, Rural Roads		
Facility Type	Crashes per 100 Million Vehicle Miles	
	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

2.3.4 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; 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. In addition, 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.” 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 City and County 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 becoming 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 blighted areas and enhance the economic development of rapidly developing areas.

When a TIF 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.

Four TIF districts have been identified as relevant to the I-69 Project in Section 5; three are located in the City of Bloomington, and one is located just outside the city limits in Monroe County (see Figure 2-3).

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 (Figure 2-3). The original 216-acre TIF district was established by City of Bloomington Resolution # 93-16. It was later amended by Resolution # 03-03 to include 25 additional acres to the east of South Weimer Road (the Woolery Farm PUD).

Kinsler 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 Kinsler Pike (Figure 2-3). 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.”

Whitehall/West Third TIF

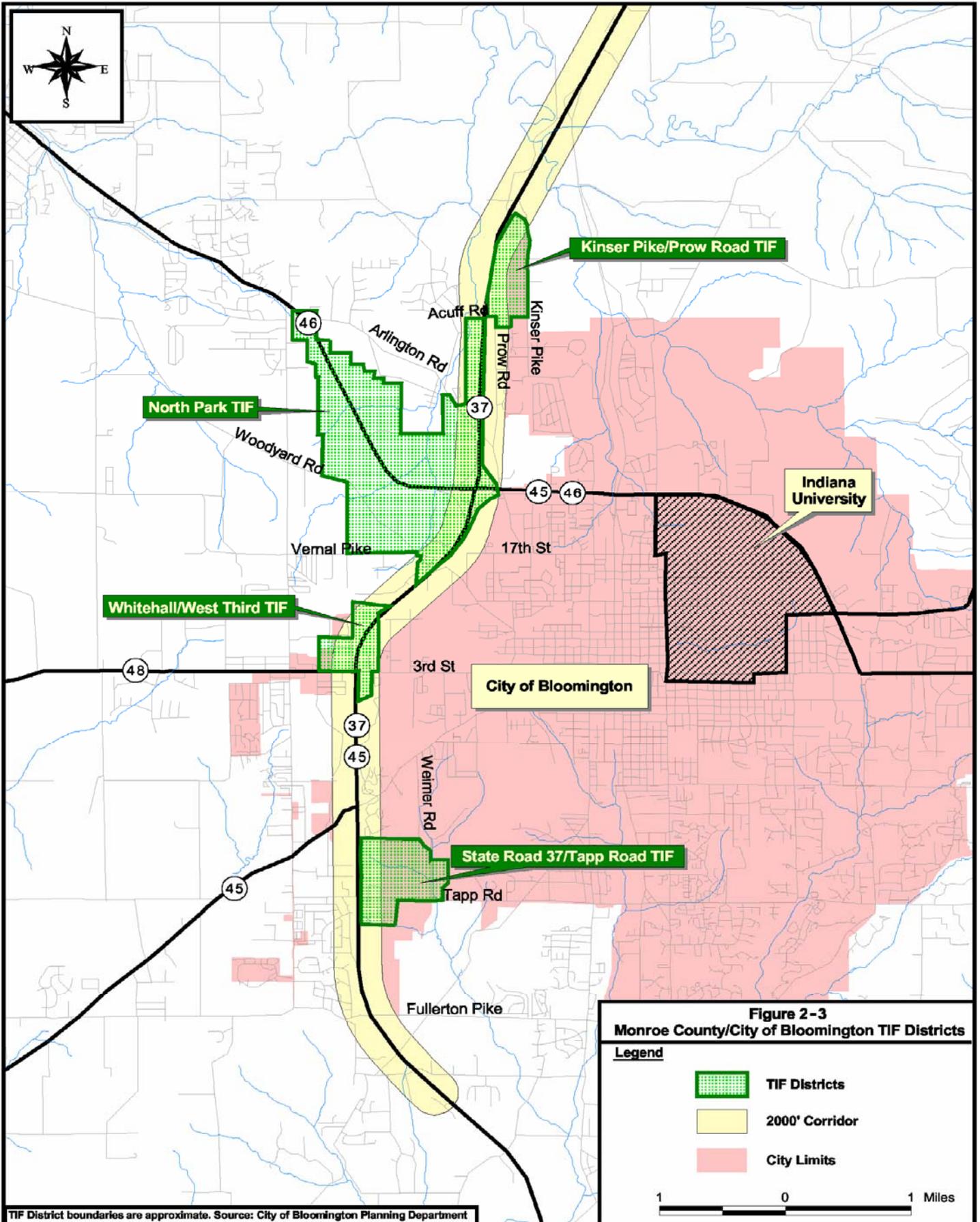
This TIF district is located roughly between Third Street to the south and the CSX Railroad tracks to the north on both the east and west sides of SR 37 (Figure 2-3). The original 113-acre district was established by City of Bloomington Resolution # 98-04. It was later amended by Resolution # 00-03 to include 10 acres east of SR 37, south of 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.

North Park TIF

The North Park TIF District consists of approximately 1,165 acres located west of SR 37 and roughly bisected by SR 46 (Figure 2-3). 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 approved in January 2002 via Monroe County Redevelopment Commission Resolution 2002-01.

Morgan County

The *Comprehensive Plan for Morgan County, Indiana* 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.”



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.

Two Community Advisory Committees (CACs) have been established for Section 5 to learn about local interests and to share project information. Each CAC is composed of a cross-section of affected groups, agencies, and organizations with members representing various public interests. The Monroe County/Bloomington CAC consists of 32 members and has 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. Information gained from these meetings has been used to develop and evaluate alternative access plans for the Monroe County and Bloomington portions of Section 5.

A second CAC has been established jointly with Section 6 for the City of Martinsville and Morgan County. This 25 member CAC also has held three meetings to date to discuss and provide input and suggestions for the Martinsville/Morgan County area.

The public and agency input process has included to date two public meetings, six CAC meetings (three for each group), and two formal meetings with government agencies. In these meetings, 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 new North Park development.

Chapter 11 of the Tier 2 DEIS, *Comments, Coordination, and Public Involvement* chapter, 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 performance measures used in Tier 2 will evaluate the ability of the alternatives to meet local goals. These performance measures will be considered as part of the overall evaluation of alternatives, along with environmental impacts and cost. It is very possible that these other relevant factors (impacts and costs) will have a more

important role than performance measures in selecting an alternative in Section 5.

As stated in sub-Section 2.1.2, **the proposed action in Section 5 supports the overall project purpose identified in Tier 1 while also addressing local needs.** In Section 5, four local goals have been identified, primarily through an extensive public involvement process that is summarized in Section 2.4 above. This process included comments from the general public, local officials, local business owners/managers, members of the two 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 will be 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.

GOAL 1: COMPLETE SECTION 5 OF I-69 BETWEEN VICTOR PIKE SOUTH OF BLOOMINGTON AND SR 39 IN MARTINSVILLE

Tier 1 Goals Supported: Goals 1, 8 and 9

Performance Measure: *Development of a freeway which meets current design standards.* (All alternatives would be equal in their ability to satisfy this criterion.)

GOAL 2: REDUCE EXISTING AND FORECAST 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 level of service, 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 from three representative local origin points to 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.

TABLE 2-2—SECTION 5 GOALS AND PERFORMANCE MEASURES

	TABLE 2-2—SECTION 5 GOALS AND PERFORMANCE MEASURES	
TIER 1 GOALS (core goals in <i>italics</i>)	TIER 2 Section 5	
	Section 5 Goals	Section 5 Performance Measures
<p>GOAL 1—<i>Improve the transportation linkage between Evansville and Indianapolis</i></p> <p>GOAL 8—<i>Facilitate interstate and international movement of freight</i></p> <p>GOAL 9— Connect I-69 to major intermodal facilities in Southwest Indiana</p>	<p>GOAL 1—Complete Section 5 of I-69 between Victor Pike south of Bloomington and SR 39 in Martinsville</p>	<p>Development of a freeway which meets current design standards. (All alternatives would be equal in their ability to satisfy this criterion.)</p>
<p>GOAL 3 —Reduce existing and forecasted traffic congestion on the highway network in Southwest Indiana</p>	<p>GOAL 2—Reduce existing and forecasted traffic congestion on the highway network in the Section 5 Study Area</p>	<p>Reduction of traffic congestion in the Section 5 Study Area. The level of service, as well as other measures of congestion relief, will be calculated and compared for each alternative.</p>
<p>GOAL 4 —Improve safety levels in Southwest Indiana</p>	<p>GOAL 3— Reduce crashes on local and state roads in the Section 5 Study Area (Monroe and Morgan Counties)</p>	<p>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.</p>
<p>Goal 6 — Support sustainable, long-term economic growth (diversity of employer types)</p> <p>GOAL 7 — Support economic development to benefit a wide spectrum of area residents.</p>	<p>GOAL 4—Support local economic development initiatives</p>	<p>Alternatives will be evaluated and compared for the overall level of accessibility they provide to local businesses. Travel times and distances from three representative local origin points to specific local commercial, retail and employment areas will be compared for each alternative.</p>

2.6 References

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