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# introduction

The Indiana Department of Transportation (INDOT) has developed this 2018-2045 Future Transportation Needs Report, more commonly referred to as a Long-Range Transportation Plan (LRTP). This report is an update to the previous 2013-2035 report, addressing the latest transportation needs in Indiana and conforming to new Federal and state transportation planning requirements. This 2018-2045 LRTP is a policy document that will guide INDOT in the development, management, and operation of a safe and efficient transportation system for the next 25-plus years.



## BACKGROUND

The prior 2013-2035 LRTP provided an overview of transportation needs in Indiana that were driven by its growing population, employment, and overall economy. The LRTP provided an overview of transportation improvements to address those needs. Since that time, demographics, the economy, and the Gross State Product all have shown growth, and projections are that they will continue to grow and to have a significant impact on the demand for INDOT's transportation facilities.

New transportation funding as part of INDOT's Next Level Roads Plan and Next Level Connections Initiative drives the need for robust statewide planning to ensure that the limited available funding is spent on the best possible projects, in the best possible way. The Next Level Roads Plan is a five-year, \$4.7 billion road maintenance and construction plan. It raised the gas tax by 10 cents a gallon and increased special fuel and motor carrier surcharges. The Next Level Connections Initiative includes a new \$1 billion investment in infrastructure projects, possible due to an increase in toll rates for heavy vehicles by 35 percent. INDOT is seeking to deliver an effective plan to work towards the best possible integrated multimodal transportation system for Indiana. The LRTP update will provide strategic guidance to preserve, maintain, and expand the multimodal transportation system

(individual maps for each mode are shown in Chapter 4, Transportation Trends) to meet future mobility demands of people and goods.

### INDOT Mission

INDOT's mission is to plan, build, maintain, and operate a superior transportation system enhancing safety, mobility, and economic growth. The LRTP update will help to serve that mission by performing an analysis of current and future needs for all transportation modes, with a concurrent analysis of transportation funding needs and issues. INDOT has set agency goals to take INDOT to the next level including:

- Deliver great service.
- Enhance Indiana's economic competitiveness and quality of life.
- Execute a 20-year road and bridge plan.
- Develop INDOT's 21st Century Workforce.

This plan, along with its proposed goals, objectives, policies, and strategies will help support INDOT in achieving these agency goals.



to the freight, aviation, railroad, transit, commuter rail, and water ports modes. INDOT also coordinates with the Indiana Department of Natural Resources for the bicycle and pedestrian modes of transportation. Additionally, INDOT oversees state and Federal programs directed to the county and city transportation systems.

## Federal Requirements

Statewide transportation planning is required by Federal and state regulations, and provides a framework for decision-making at INDOT. Federal legislation, in the form of the 2012 MAP-21 (Moving Ahead for Progress in the 21st Century Act) and the 2015 FAST Act (Fixing America's Surface Transportation Act), requires INDOT to develop, adopt, and implement a Long-Range Transportation Plan (LRTP). Building on the reforms of MAP-21, the FAST Act retained most of its planning requirements and strengthened its emphasis on performance-based planning. States are generally required to update their LRTP's every five years to address new trends and issues, and to incorporate new state and Federal regulations. INDOT is updating its current LRTP, known as the 2013-2035 Future Transportation Needs Report, with a new base year of 2018 and a planning horizon extended to the year 2045.

It is important to note that the LRTP is not project-specific; rather it identifies investment priorities based on current and projected needs as well as anticipated funding to 2045. Specific major corridor and project initiatives will be discussed.

## INDOT Responsibilities

INDOT is an active partner among a host of Federal, state, regional, and industry transportation players with interests in providing transportation in Indiana. INDOT administers and assists with a variety of programs serving multiple transportation modes.

The Indiana highway system is one of INDOT's primary responsibilities. INDOT is responsible for planning, construction, and maintenance of the Indiana highway system for non-tolled interstate highways, US highways, and state highways. Ancillary systems which are also INDOT's responsibility include adjacent overpasses, ramps, and bridges.

INDOT's Multimodal Offices support its responsibilities



# OVERVIEW OF THE LRTP

## What is the LRTP?

INDOT's LRTP is a broad-based policy document that is used to guide the development of Indiana's transportation system. The purpose of the LRTP is to assure that the transportation infrastructure network will adequately serve future needs through the year 2045. The major components of this plan call for INDOT to:

- **Identify existing and emerging transportation challenges** – Based on the impacts of Indiana's expanding population, employment, and economy, as well as on new trends in the demand for transportation, changing public expectations for the transportation system, the desire for improved multimodal choices, and changing Federal regulations.
- **Document Indiana's vision for its transportation system** – Recognizing the full community of public agencies, private businesses, advocacy groups, and general public who have interests in Indiana's transportation system, the LRTP update public outreach effort will work with all stakeholders to craft a common vision for the future system and its priorities. Input from stakeholders will be cultivated each step of the way in the LRTP development process.
- **Define what is needed to meet future transportation demands to 2045** – While the LRTP will not develop specific projects, it will identify general topic areas of needs to meet Indiana's vision for their future transportation system.
- **Recommend strategies to ensure regional mobility** – Multiple strategies are possible to implement the general topic areas of transportation projects. The LRTP update will explore various options and recommend a set of strategies that are compatible and support each other while efficiently addressing all requirements and constraints.
- **Establish funding priorities for needed improvements** – Needed improvements are constrained by available funding, planning requirements, construction phasing, and their general physical environment. All these factors will be considered in developing general priorities for projects for short-term, medium-term, and long-term implementation. Priorities are built on the Next Level Roads Plan and Next Level Connections Initiative.
- **Map a course for meeting Indiana's transportation vision** – Pursuing the complex vision for Indiana's transportation future while balancing needs and constraints will require careful and robust planning. The 2018-2045 LRTP will develop an implementation process that is responsive, efficient, and effective at building the course to accomplish Indiana's vision for its transportation system.

Federal regulations require state DOTs to continually monitor their LRTP and to update it regularly to ensure it covers at least 20-years. This planning cycle accommodates





the need to consider and incorporate a wide range of dynamic factors that affect the demand for transportation, the supply of transportation, and the transportation planning process. These dynamic factors include changes in demographics and land use, economic development, new tools, updated technologies, and new planning-related regulations and requirements. The periodic update of the LRTP also provides a platform for transportation planning to consider emerging trends, challenges, and opportunities that may have an impact on the system over the next 20-plus years.

### Why Have an LRTP?

As a blueprint for the future transportation system, the LRTP will outline the robust planning process that is needed to fulfill the vision for developing Indiana's desired transportation system through the year 2045. As a performance-based plan, the LRTP will be set up to specifically define its present status, recommended actions, and measurable outcomes. This performance based LRTP includes:

**Goals and objectives** – The complex vision for the future Indiana transportation system will be quantified into specific goals and objectives for topical areas and for geographic areas.

**Fiscal and financial analysis** – Federal and state funding for transportation is distributed to different agencies such as the six INDOT Districts, the 14 Metropolitan Planning Organizations (MPOs), and the 12 Regional



**Planning Organizations (RPOs).** Funding is further grouped by Federal categories, with funding dedicated for specific purposes, such as new road construction, bridge replacements, congestion management and air quality, freight/rail, or transit capital assistance. Each group will be stratified by their programmatic requirements so that an accurate and practical picture of the transportation system's needs, applicable revenue streams, and funding gaps can be presented.

**Strategic actions to meet the LRTP goals** – Multiple strategies are available to implement the general topic areas of transportation projects. The LRTP update will explore various options and recommend a set of strategies that are compatible and support each other while efficiently addressing all requirements and constraints.



**Performance measures** – Specific and measurable performance measures will be developed so that progress towards the transportation system goals can be tracked. This feature is critical in allowing the LRTP to be monitored and adjusted as necessary to efficiently and effectively meet its adopted vision, goals, and objectives.



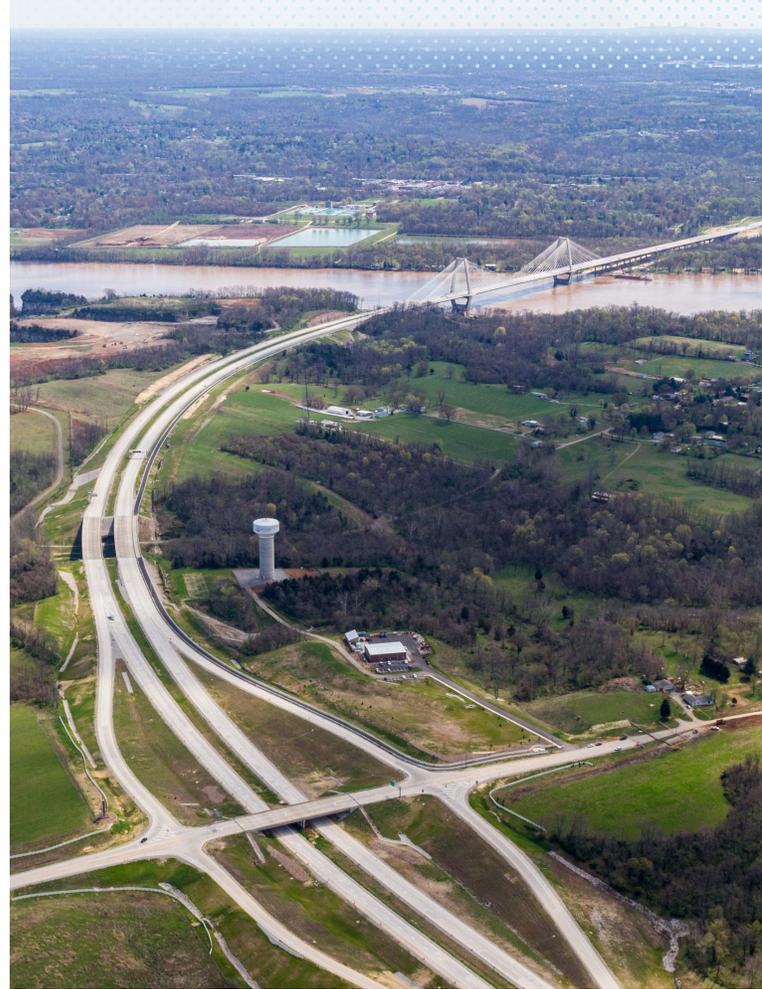
Federal guidelines state that the LRTP should be developed through a performance-driven, outcome-based approach. The planning process should be continuous, cooperative, and comprehensive, providing for consideration and implementation of projects, strategies,

and services that will address the ten Federal planning factors. Chapter 2 details how each planning factor is considered in the LRTP.

- 1 Support the economic vitality of the United States, individual states, metropolitan areas, and non-metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency.
- 2 Increase the safety of the transportation system for motorized and non-motorized users.
- 3 Increase the security of the transportation system for motorized and non-motorized users.
- 4 Increase accessibility and mobility of people and freight.
- 5 Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns.
- 6 Enhance the integration and connectivity of the transportation system, across and between modes.
- 7 Promote efficient system management and operation.
- 8 Emphasize the preservation of the existing transportation system.
- 9 Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation.
- 10 Enhance travel and tourism.

## Who is Involved in the LRTP?

While INDOT is a vital partner in transportation planning in Indiana, it does not act alone. The Indiana Toll Road Concession Company operates the tolled I-90, and local counties, cities, and towns are responsible for roadways



that are not on the state highway system as a designated state road, U.S. route, or interstate highway. Various Federal and state agencies, local jurisdictions, and private businesses are active partners in providing transportation functions. Advocacy groups and the Indiana public are also vital partners in the LRTP update. The various Federal and state agencies, local jurisdictions and other agencies, industry groups, and public partners providing transportation functions in Indiana include:

### Public Partners

The general public forms an important set of partners for the development of the LRTP. To accurately capture the complete picture of public opinions and needs for all transportation options, public involvement is essential. This LRTP update follows a comprehensive plan put forth to provide ample, continuous opportunities for the public and stakeholders to have meaningful input into the transportation planning process.

Furthermore, the State followed the public involvement guidelines established under the FAST Act, to the maximum extent practicable, such as providing adequate notice of public participation activities; ensuring that public meetings

are held at convenient and accessible locations and times; using visualization techniques; responding to input received; and, adopting a collaborative and integrated approach to transportation decision-making. The outreach process also considers the needs of those traditionally underserved by transportation, such as low income and minority communities, the disabled, the elderly, and groups with limited English proficiency.

To share information and gather feedback on the L RTP, the public involvement process—detailed in Chapter 2— included public meetings, a telephone town hall, separate meetings with key stakeholders, and website updates.

### Federal Agency Partners

- **Federal Highway Administration (FHWA)** – Provides support through financial and technical assistance to state and local governments for constructing and improving the National Highway System and various Federal- and tribal-owned lands. 
- **Federal Motor Carrier Safety Administration (FMCSA)** – Enacts and enforces regulations to improve the safety of the commercial motor vehicle industry.
- **Federal Railroad Administration (FRA)** – Duties include creating and enforcing rail safety regulations, administering railroad financial assistance programs, and conducting research and development towards improving railroad safety. 
- **Federal Transit Administration (FTA)** – Provides financial and technical assistance to urban and rural public transportation systems. 
- **U.S. Army Corps of Engineers (USACE)** – Maintains waterway channels, locks, and dams of the Inland Waterway System. 
- **U.S. Environmental Protection Agency (EPA)** – Responsible for the critical link between transportation and the environment, including the quality and impacts on air, endangered species, land uses, and wetlands. EPA is also an important partner in supporting planning for public involvement. 

### State Agency Partners

- **Indiana Department of Environmental Management (IDEM)**– Provides expertise in planning for air quality issues, transportation’s impact on sensitive land, and water quality.

- **Indiana Department of Health (ISDH)** – Provides support and guidance for health and human services transportation and for the regional coordination of transportation across different transit providers. 

- **Indiana Department of Homeland Security (IDHS)** – Leads Indiana’s planning and response to natural and man-made disasters. Coordination with the transportation system is vital in responding to these types of incidents. 

- **Indiana Department of Natural Resources (DNR)**– Protects, enhances, preserves, and wisely uses natural, cultural, and recreational resources for the benefit of Indiana’s citizens through professional leadership, management, and education. DNR is also a vital partner in planning for the bicycle and pedestrian modes. 

- **Indiana Economic Development Organizations** – The Indiana Economic Development Corporation sponsors or supports numerous statewide and local organizations dedicated to promoting private business in Indiana. Organizations include the Ball State University Center for Business and Economic Research, the Indiana Economic Development Association, and the Conexus Indiana.
- **INDOT Office of Aviation** – Supports the development of the aviation mode in the state and encourages the establishment of airports, landing fields, and navigational facilities.
- **INDOT Office of Traffic Safety** – Administers programs to meet state and Federal safety goals. Although INDOT is responsible only for the state highway system, its Office of Traffic Safety works to reduce the frequency and severity of crashes on both the state highway system and local roads.
- **INDOT Office of Transit** – Provides financial and technical assistance to 17 fixed-route and 46 demand response public transit systems across the state, which results in support for more than 36 million passenger trips annually.
- **INDOT Districts** – INDOT has six regional districts that provide coverage for the entire state. Each district has either four or five subdistricts, and there is a total of 29 subdistricts. In addition to roadway operations, construction, and maintenance, Districts are active in transportation planning, asset management, and public involvement. A map of INDOT Districts is shown on page 24.
- **INDOT Freight Office** – Partners with others to

provide an integrated freight transportation and logistics system that ensures the efficient, reliable, safe, and secure movement of goods, materials and services, which supports the state's economic growth and competitive access to markets.

- **INDOT Rail Office** – Dedicated to preserving and developing freight and commuter rail corridors throughout the state.
- **Ports of Indiana** – As a statewide port authority it operates two ports on the Ohio River and one on Lake Michigan. Ports of Indiana is dedicated to growing the state's economy by developing and maintaining a world-class port system.

### Other Agency and Organization Partners

- **Local Governments** – Include county, city, town, and councils of government. These partners are responsible for major services that include building and maintaining transportation infrastructure such as public roads and bridges, bicycle and pedestrian pathways, and ports. Smaller cities and towns, not included in an MPO area, partner with INDOT Districts for transportation planning. Coordination with local government is done through the Association of Indiana Cities and Towns and Association of Indiana Counties.

**Metropolitan Planning Organizations (MPOs)** – Work with local governments in an urbanized area to plan and implement transportation improvements for the region. There are 14 MPOs for urbanized areas in Indiana. As a group, MPOs are represented by the Indiana MPO Council, a statewide organization representing all 14 MPOs. The Council provides a forum for MPOs to discuss issues and share solutions. A map of each MPO's Metropolitan Planning Area is shown on page 24.

- **Native American Tribes** – Native American Tribes oversee tribal transportation infrastructure policy and transit programs as a sovereign entity. The National Park Service has identified 10 federally-recognized tribes with interests in the state, including bands of the Absentee Shawnee Tribe of Oklahoma, Delaware Nation of Oklahoma, Delaware Tribe of Indians, Oklahoma, Eastern Shawnee Tribe of Oklahoma, Forest County Potawatomi Community, Miami Tribe of Oklahoma, Peoria Tribe of Indians of Oklahoma, Pokagon Band of Potawatomi Indians, United Keetoowah Band of Cherokee Indians, and Wyandotte Nation. The Pokagon Band's 166 acres in South Bend is the first sovereign tribal land in the State.

- **Nonprofit Providers of Public Transportation** – Provide public transit service to the general public or to qualified clients. Providers may be sponsored by local governments or regional agencies, or may be privately operated.
- **Regional Planning Organizations (RPOs)** – Functioning similarly to MPOs, RPOs are regional councils of local governments serving defined multi-county geographic areas enabling citizens to address regional issues relating to transportation, the environment and community, and economic development. Indiana has 15 RPOs throughout the state. A map of each RPO and their planning areas is shown on page 24.

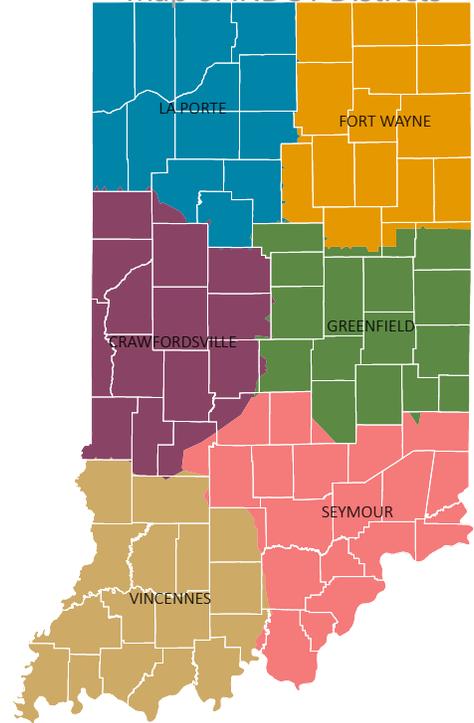
### Industry Partners

- **AMTRAK Commuter Rail** – Provides commuter rail service on five routes with stations in Indiana: the Capitol Limited, Cardinal, Hoosier State, Lake Shore Limited, and Michigan Services routes. 
- **CONEXUS Indiana Logistics Council** – A non-profit statewide group of stakeholders representing air, rail, trucking, water freight, transportation infrastructure, warehousing, and freight distribution.
- **Freight Shippers** – Focus on operations and safety of freight shippers for the truck, rail, air, and water modes. Groups include carriers and brokers, and may focus on one transportation mode or have a fully multi-modal scope.
- **Highway Safety Groups** – Promote highway safety through the developing and supporting programs that reduce the number and severity of traffic crashes in Indiana.
- **Intercity Bus** – Six carriers provide 18 routes with 48 stops in 46 cities in the State.
- **Major Employers** – Represent the transportation interests of their businesses.
- **Motor Carrier Industry** – Groups concerned with the operations and safety of the trucking industry. The Indiana Motor Truck Association is one example of a motor carrier industry group.
- **Northern Indiana Commuter Transportation District (NICTD)** – A commuter rail line operating the South Shore Line between South Bend and Chicago. The 130-mile route 

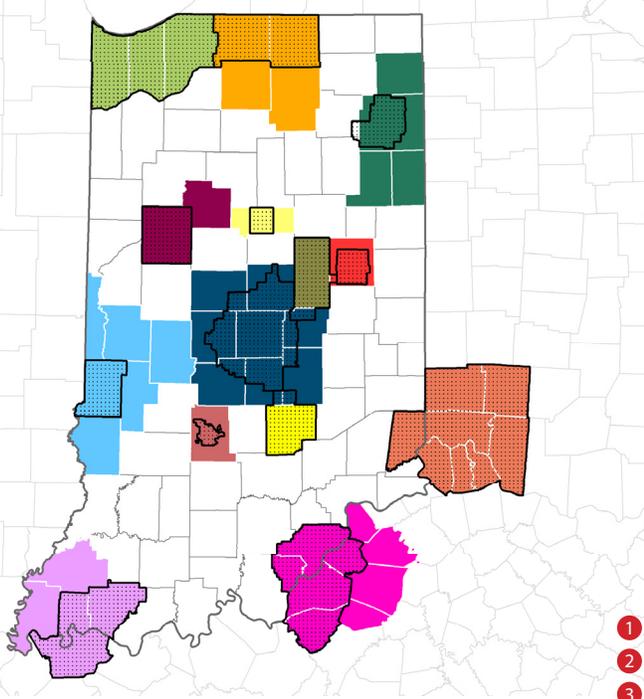
is served by 19 stations and flag stops.

- **Railroads** – Public and private companies operate and maintain railroad tracks and trains for the movement of freight. There are 46 separate freight rail operators in Indiana with tracks in all but two of Indiana’s 92 counties.
- **Toll Roads** – Indiana Toll Road – owned by the Indiana Finance Authority, the Indiana Toll Road Concession Company (ITRCC) operates eight travel plazas and 156 miles of I-80/90 that stretches across northern Indiana.
- **Louisville-Southern Indiana Ohio River Bridges** – The Kentucky-Indiana Joint Board operates three toll bridges over the Ohio River: the new Lewis and Clark Bridge (I-265), the new Abraham Lincoln Bridge (I-65), and revamped John F. Kennedy Memorial Bridge (I-65) in downtown Louisville.

Map of INDOT Districts



Map of INDOT MPOs

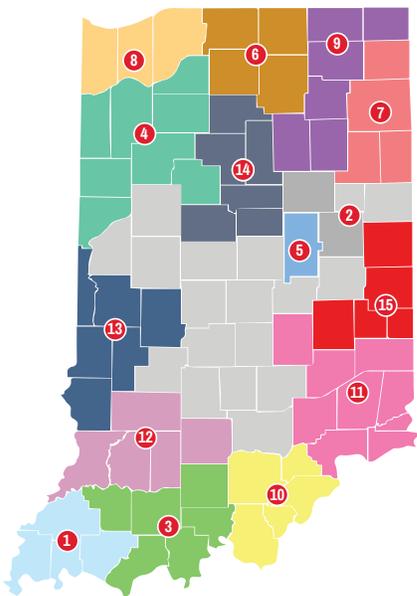


Metropolitan Planning Areas

**Metropolitan Planning Organizations**

NIRPC	MCCOG
MACOG	DMMP
NIRCC	BMCMP
TCAPC	CAMPO
KHCGCC	EMPO
WCIEDD	KIPDA
IMPO	OKI

Map of Indiana RPOs



- 1 Economic Development Coalition of Southwest Indiana
- 2 East Central Indiana Regional Planning District
- 3 Indiana 15 Regional Planning Commission
- 4 Kankakee - Iroquois Regional Planning Commission
- 5 Madison County Council of Governments
- 6 Michiana Area Council of Governments
- 7 Northeastern Indiana Regional Coordinating Council
- 8 Northwestern Indiana Regional Planning Commission
- 9 Region III-A Economic Development District and Regional Planning Commission
- 10 River Hills Economic Development District and Regional Planning Commission
- 11 Southeastern Indiana Regional Planning Commission
- 12 Southern Indiana Development Commission
- 13 West Central Indiana Economic Development District

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