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## **5.2 Social Impacts**

Since the publication of the Draft Environmental Impact Statement (DEIS), the following substantive changes have been made to this section:

- Added residential, business, and institutional facility relocations for the Refined Preferred Alternative (RPA).
- Added RPA relocation maps to the Potential Acquisitions and Relocations Map Series.
- Updated each section, as needed, to discuss impacts of the RPA.
- Updated estimate of available replacement residential properties for sale or lease in the project area.
- Updated estimate of available industrial, retail, mixed-use vacant land, and office space properties available in project area.
- Updated estimate of billboard relocations for the RPA.
- Updated discussion of daycare facilities as unique relocations.
- Added right of way lines of the RPA to the Human and Community Resources Map Series.

### **5.2.1 Introduction**

Construction of I-69 Section 6 could have both positive and negative social impacts on communities directly affected by the new highway. Due to its location, one of the main impacts of I-69 Section 6 will be the relocation of households and businesses. This section discusses residential, commercial, and institutional relocations, along with availability of replacement housing and replacement commercial property.

This section also discusses reasonably foreseeable impacts on local neighborhoods and community cohesion. Community cohesion is the degree to which local residents have a sense of belonging to their community or neighborhood. The relocation of households, businesses, and community facilities can negatively affect the normal functions of a community. Further, relocating households from a neighborhood can reduce the level of social support and neighbor-to-neighbor interaction which may reduce cohesiveness of the community or neighborhood.

All relocations resulting from this federally-funded project would be completed in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (Uniform Act), as amended, 49 CFR (Code of Federal Regulations) Part 24, Title VI of the Civil Rights Act (42 U.S.C. §2000(d) et seq.), and Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended (42 U.S.C. §3000(d) et seq.). The following sections discuss residential, commercial, and

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institutional relocations. The mitigation section further discusses the rights of affected residents and businesses under the Uniform Act.

I-69 Section 6 entails upgrading an existing multi-lane, divided transportation facility to a full freeway design. Approximately 40 percent of the right of way needed for the I-69 Section 6 project is already devoted to transportation use as part of existing SR 37. The impacts discussed in this section include only those outside the existing right of way of SR 37 and other existing transportation facilities.

**5.2.2 Methodology**

Geographic information system (GIS) tools and aerial photography, supplemented with site reconnaissance surveys, were used to assess relocation impacts of the alternatives considered in this FEIS. Site reconnaissance surveys consisted of collecting visual observations of properties from the existing transportation rights of way. The purpose of the surveys was to confirm the GIS data and the accuracy of the aerial photography. Relocations were calculated using the zoning designations found in county GIS parcel data. Based on the site reconnaissance surveys, approximately 38 properties were not correctly identified using the zoning designations. These properties were reclassified to more accurately present the relocation impacts. For example, a few agricultural properties were reclassified to the single-family category since impacts are primarily associated with the residential structure located on the property.

Local service roads are incorporated into each of the alternatives to minimize landlocked parcels and maintain access when local access would otherwise be altered or restricted. During final design, the details of some local service roads may change, resulting in either the potential acquisition of landlocked parcels due to a loss of access or the addition of local service roads to provide access. At this time, structures that would be landlocked with no access provided are included as relocation impacts. Vacant property that would be landlocked and not required for project construction is not included in the acquisition cost estimate or calculation of acres of property impacted. Landlocked parcels that are acquired by the project but not required for right of way would likely be converted to mitigation property or disposed of as excess land. Either of these actions would require additional evaluation under separate documentation.

The decision to acquire landlocked parcels or to provide local service roads for access will be determined in the final design and right of way acquisition phase based on estimated construction cost, right of way acquisition cost, and property owner request. Property owners may choose to retain ownership of landlocked parcels that are not required for proposed right of way. These property owners would be provided compensation for loss of access. Owners could then either sell the landlocked parcel to an adjacent property owner or purchase access rights from an adjacent property owner, allowing the existing land use to remain.



The greatest concentrations of relocations occur in areas of proposed interchanges. Other relocations are due to mainline adjustments, local service road development, or a loss of access. A residence, business, or institutional facility<sup>1</sup> is shown as acquired if it is located within the proposed project right of way or if reasonable access to the property cannot be maintained. Business relocations were reviewed by real estate professionals from the project team to determine where impacts, such as loss of parking spaces, could impact the ability to continue business operations. Businesses are identified as relocations where these impacts were judged to substantially impact operations.

Impacts to a property can sometimes create an “uneconomic remnant,” where the remainder of a partially acquired property is too small to be usable to the owner. Remnant parcels, defined as areas of land less than 0.1 acre or narrow strips, are considered to be property acquisition impacts. Where appropriate, right of way lines were drawn along property lines in order to eliminate uneconomic remnants; however, not all uneconomic remnants have been included. Beyond that, an assessment of whether impacted parcels would result in uneconomic remnants was not part of this analysis. Additionally, this assessment does not consider relocations that may be necessary due to impacts to private utilities, drinking water wells, or septic systems. These determinations would occur in the final design and right of way acquisition phases of project development.

The relocation of residences, businesses and institutional facilities is estimated based on anticipated right of way requirements, which are subject to revision during the final design and right of way acquisition phases of project development. Damages to properties and identification of “uneconomic remnants” will also be determined at that time.

In developing the alternatives, efforts were made to minimize relocation impacts. Relocation estimates are based on the alignments for each alternative and the additional right of way needed for interchange ramps, local service roads, and grade separations that may extend beyond the mainline of I-69. Houses and businesses were located on aerial photographs and then locations were field checked for accuracy. Recently constructed structures not shown on the aerials were noted and counted in the relocation totals if they are likely to be impacted.

Public input was sought (see **Section 11.3**) to understand access issues related to I-69 Section 6 that could impact area residents, farm operations, schools, emergency service access, and businesses. Residences and residential clusters that could lose access to an existing roadway were evaluated to determine whether it is feasible to provide access. Local service road configurations will be re-evaluated in final design to identify opportunities to maintain access where appropriate.

Right of way and relocation costs include the value of land and improvements, relocation costs, on-site access modifications, service costs for acquiring land, administrative fees, legal fees, and

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<sup>1</sup>An institutional facility is a property which is owned or operated by an established organization dedicated to public service, such as a religious facility, school, hospital, library, non-profit or other civic or community resource.



demolition costs. These estimates are included in the construction cost estimates (see **Table 6-19**). These are planning level estimates, subject to determination of more precise right of way definition during final design.

### 5.2.3 Potential Relocations

#### 5.2.3.1 Residential Relocations

As the RPA was refined, an effort was made to minimize or reduce the number of residential relocations. The total number of residential units (single-family homes, duplex units, mobile homes, and apartment units) potentially acquired for I-69 Section 6 right of way is 189 units for Alternative C1, 561 units for Alternative C2, 198 units for Alternative C3, 523 units for Alternative C4A, 216 units for Alternative C4B, and 185 units for the RPA. The estimated numbers of residential relocations for each alternative are shown by housing type in **Table 5.2-1**. Variations in relocations with Alternative C4 reflect interchange options at Southport Road.

**Table 5.2-1: Residential Relocations**

Type of Residence	Alt C1	Alt C2	Alt C3	Alt C4	RPA
Single-Family Homes (Option A/Option B) <sup>1</sup>	135	172	167	142/143 <sup>1</sup>	140
Duplex Units <sup>2</sup>	6	6	6	6	8 <sup>2</sup>
Mobile Homes <sup>2</sup>	6	39	13	39	9 <sup>2</sup>
Apartment Units (Option A/Option B) <sup>1</sup>	42	344	12	336/28 <sup>1</sup>	28
<b>Total (Option A/Option B)<sup>1</sup></b>	<b>189</b>	<b>561</b>	<b>198</b>	<b>523/216<sup>1</sup></b>	<b>185</b>

1. Values shown are for Southport Option A/Option B. Alternative C4 includes two interchange options at the Southport Road. Option A is the same as Alternative C2, except a diamond interchange would be used instead of a single point interchange. Option B uses a different interchange configuration, which would avoid the relocation of Aspen Lakes Apartments. See **Section 3.7.7** for a complete description of Options A and B at Southport Road.

2. Two duplex units and two mobile home units included in the DEIS as single-family homes were misclassified. The values are corrected in this table. The two additional mobile home units are not located within a mobile home community. They are on private property and maintained as single family homes.

Note: Final decisions regarding relocations will be made during final design and right of way acquisition phases.

Two alternatives, Alternative C2 and Alternative C4 as initially defined, include total acquisition of Aspen Lakes Apartments, with 332 apartment units. Alternatives C1 and C3 avoid Aspen Lakes Apartments. After the initial alternatives had been developed, interchange options were created for Alternative C4, referred to as Options A and B. Option A would impact all 332 units of Aspen Lakes Apartments. Option B would impact one building with 24 units. These options are described in **Section 3.7.7** and are evaluated in **Section 6.3.2.7**. Option B was incorporated as part of the RPA. Aspen Lake Apartments are shown in **Figure 5.2-1**.

The **Potential Acquisitions and Relocations Map Series** provided in a separate tab at the end of this section shows relocation impacts for all the build alternatives, including the RPA. Concentrations of residential relocations can be an indicator of disruptions to the community. Additional discussion about neighborhoods is provided in **Section 5.2.6**.

To maintain a fair and equitable property acquisition process, laws and programs are enforced to ensure

adequate consideration and compensation for federally-funded transportation projects. These laws and programs include the Uniform Act, which applies to all federal programs, and the INDOT relocation program and relocation advisory assistance program, which are in accordance with Title VI of the Civil Rights Act and the Fair Housing Act.

**Figure 5.2-1: Aspen Lakes Apartments Community**



### **Household Characteristics**

A total of 22,524 households are present within the Census Tract Block Groups that make up the socioeconomic study area (**Table 4.2-15**). **Table 4.2-11** shows that the population in the socioeconomic study area is predominately white (89.6 percent of the population). This is likely to be representative of overall households to be relocated, but there are relocations in areas with relatively higher minority concentrations. **Section 5.8** provides a discussion of the effects of the project, including relocations, on minority populations.

As noted in **Table 4.2-7**, 11.1 percent of the study area population is age 65 and older, making it probable that residential relocations would include some elderly persons. Field review and public outreach have identified one relocation that would impact elderly persons as a group. All alternatives, including the RPA, would impact the Grandview Health and Rehabilitation Center in Martinsville (see **Figure 5.2-2**). Operators of this 100-bed facility reported that it is routinely at capacity for long-term and short-term stays. This would require the relocation of 80 long-term residents, most of whom are aged 65 years and older.

The median household income for individual Census Tract Block Groups within the study area ranges from \$21,800 to \$102,800 (**Table 4.2-22**). **Section 5.8** provides a discussion of the effects of the project on low-income populations.





### 5.2.3.2 Business and Institutional Relocations

Both the Martinsville area and Marion County have substantial business development adjacent to the existing SR 37 right of way and commercial relocations are concentrated in these areas.

#### Businesses

The project corridor is mainly urban and suburban in and around Martinsville, and rural north of Martinsville. Further north, within and near Perry Township, the area is best characterized by suburban development. As discussed in **Section 4.2.4**, the major employment sectors in Marion, Johnson and Morgan counties include education, health and social services, retail trade, and manufacturing. Businesses adjacent to the corridor are primarily retail, service, or industrial.



Figure 5.2-2: Grandview Health and Rehabilitation Center

The rural areas of the study area contain farmland where impacts could include acquisition of arable land, pasture, and/or farm structures (e.g., barns and garages). The potential impacts of the project on farmland and agricultural production are discussed in **Section 5.4** and **Section 5.24**.

Since each of the alternatives would upgrade an existing facility, most of the business and institutional relocations would occur adjacent to the interstate or near a proposed overpass or interchange. As discussed in **Chapter 4.2**, development has occurred along existing SR 37 since its construction in the 1960s and early 1970s. The following types of businesses or types of businesses would be relocated:

- Marion County: Trucking operations, construction contractors and suppliers, concrete plant, fast food or table service restaurants, gas stations, light industrial and industrial office spaces, and daycare facilities.
- Johnson County: Gas stations, retail establishments, automotive sales, and a fire station.
- Morgan County: Fast food or table dining, automotive repair/dealer, mental health facility, gas stations, business office, and Evening Lions Club.

It should be noted that business includes organizations such as churches, day care facilities, and medical facilities as well as retail, commercial, and industrial business. Business and employment financial impacts are discussed in **Section 5.5.3.5**.



A business is considered a relocation if it is located within the right of way, if reasonable access to the property cannot be maintained, or if impacts to the property are such that business operations would become untenable. Business relocations were reviewed by real estate professionals from the project team to determine where impacts, such as loss of parking spaces, could impact the ability to continue business operations. Where it was judged that these impacts may substantially impact operations, businesses were identified as potential relocations. The relocation of businesses is estimated based on anticipated right of way requirements and number of business per structure. The business relocation estimate is subject to revision during the final design phase. Table 5.2-2 shows the estimated number of business relocations for each alternative.

Table 5.2-2: Business and Institution Relocations

Business or Institution	Alt C1	Alt C2	Alt C3	Alt C4	RPA
Businesses <sup>2</sup> (Option A/Option B) <sup>1</sup>	83	77	89	78/94 <sup>1</sup>	81
Religious Facilities / Public Schools	--	1	--	1	--
Fire Station	--	1	--	1	1
Libraries	1	--	1	--	--
Non-Profit <sup>3</sup>	--	1	1	--	2
<b>Total (Option A/Option B)<sup>1</sup></b>	<b>84</b>	<b>80</b>	<b>91</b>	<b>80/96<sup>1</sup></b>	<b>84</b>

1. Values shown are for Southport Option A/Option B. Alternative C4 includes two interchange options at the Southport Road. Option A is the same as Alternative C2, except a diamond interchange would be used instead of a single point interchange. Option B uses a different interchange configuration, which would avoid the relocation of Aspen Lakes Apartments. See Section 3.7.7 for a complete description of Options A and B at Southport Road.

2. Includes Grandview Health

3. Includes Centerstone Behavioral Health Clinic and the Evening Lions Club

Note: Final decisions regarding relocations would be made during final design and right of way acquisition phases.

As with residential relocations in Table 5.2-1, there are variations in the number of business relocations in Alternative C4 due to interchange options at Southport Road. Option A would have fewer business relocations in the northwest quadrant of the interchange, but it would require the complete acquisition of Aspen Lakes Apartments (332 units) in the southeast quadrant. Option B, which was incorporated into the RPA, would require the acquisition of 16 more businesses, all in the northwest quadrant, but would reduce the number of apartment relocations to one building (24 units). These two variations of Alternative C4 are described in Section 3.7.7, and are evaluated in Section 6.3.2.7.

Billboards

Relocation of billboards may be necessary due to the requirement of new right of way or the lack of access. Potential billboard relocations are 38 for Alternative C1, 42 for Alternative C2, 25 for Alternative C3, and 43 for Alternative C4. The RPA would require the relocation of 47 billboards. Billboard locations were identified initially using aerial survey and confirmed during field investigations in the summer of 2015 and summer of 2017.





**Institutions**

For this analysis, an institution is identified as an established organization dedicated to public service, such as a religious organization, school, hospital, library, non-profit or other civic or community resource. Institutional relocations are included with business impacts in **Table 5.2-2**. The following summary describes institutions which may be impacted by the acquisition of right of way for the project. A more detailed discussion of each of these facilities follows.

**Religious Facilities / Schools**

**Martinsville Baptist Tabernacle Church and Christian School (Figure 5.2-3):** The Burton Lane overpass in Alternatives C2 and C4 would require relocation of both the church and school. Alternative C1 would include an elevated I-69 mainline and wall adjacent to the property which would not impact the property directly, but could require access changes. With the elimination of the Burton Lane overpass, Alternative C3 and the RPA would avoid the need to relocate this church and school.

**Figure 5.2-3: Martinsville Baptist Tabernacle Church and School**



**Libraries**

**Waverly Branch of Morgan County Public Library (Figure 5.2-4):** This facility is located in the northwest quadrant of the SR 37 and SR 144 intersection. Alternatives C2 and C4 would utilize a guardrail to allow a steeper side slope off SR 144. The steeper slope would avoid direct impacts to the library’s parking lot and therefore avoid direct impacts or relocation of this facility. Alternatives C1 and C3 would directly impact the library’s parking area, resulting in a potential relocation due to loss of parking. The RPA would avoid direct impacts and relocation of this facility through use of a folded diamond interchange on the west side of SR 37.

**Figure 5.2-4: Waverly Branch of Morgan County Public Library**



## **Fire Departments**

**White River Township Fire Department (WRTFD) Fire Station #53 (Figure 5.2-5):** This fire station is located near the intersection of SR 37 and Smith Valley Road. Each of the alternatives includes a proposed interchange at Smith Valley Road, and each would impact the fire station. Alternatives C2, C4, and the RPA would require relocation of the fire station to allow construction of the northbound exit ramp from I-69 to Smith Valley Road. Alternatives C1 and C3 would allow the building to remain, but would restrict traffic circulation and emergency operations of the firehouse.

**Figure 5.2-5: White River Township Fire Department Fire Station #53**



## **Non-Profit**

**Centerstone Behavioral Health Clinic:** The Martinsville Clinic of Centerstone of Indiana, Inc. (Centerstone Behavioral Health Clinic) is located at 1175 Southview Drive. Centerstone Behavioral Health Clinic is a not-for-profit provider of community-based behavioral health care. Right of way would be required from this facility with all alternatives, including the RPA, and would require its relocation.

**Martinsville Evening Lions Club (Figure 5.2-6):** The Lions Club, a non-profit organization, owns their facility just east of the proposed interchange with SR 252. Alternatives C2, C3, and the RPA would directly impact this facility and would require its relocation.

**Figure 5.2-6: Martinsville Evening Lions Club**



### **5.2.4 Availability of Replacement Housing**

Sufficient replacement housing is available to accommodate the expected number of residential relocations within the project corridor. Considerable land



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is available both for farming and for future growth and development. Although conditions may change over time, housing is available to accommodate anticipated relocations. The data for this replacement housing analysis was originally collected in the summer of 2016 and revised in the summer of 2017 as part of the FEIS.

Available replacement housing information was obtained from various national real estate websites that are accessible to the general public. These websites include: [www.zillow.com](http://www.zillow.com) and [www.homes.com](http://www.homes.com), which show housing for sale, as well as [www.apartments.com](http://www.apartments.com). These sites allow users to search a specific place and cite specific housing criteria, including a price range. The geographical area used for this search included Johnson, Marion, and Morgan County zip codes.

**Table 5.2-3** summarizes results of the search for properties for sale and rent in areas near the I-69 Section 6 project. The number of units available for rent varies among the sources. **Table 5.2-3** reports the highest number of available rental units identified in August 2017, including both single- and multi-family residences.

**Table 5.2-3: Residences Available for Sale and Lease in I-69 Section 6 Project Area**

Zip Code	Community	Houses for Sale	Units for Rent (single-family and multi-family)
46151	Martinsville	429	2
46143	Greenwood	446	234
46142	S. County Line Rd. - N. Smith Valley	206	181
46217	SR 37 - I-465	135	160
46158	SR 37 west to Mooresville	155	58
46113	Friendswood	112	117
46221	SR 37 - (west of White River)	101	147
46106	Bargersville	101	32
<b>Total</b>		<b>1685</b>	<b>931</b>

Sources: [www.zillow.com](http://www.zillow.com), [www.apartments.com](http://www.apartments.com), [www.rent.com](http://www.rent.com) and [www.homes.com](http://www.homes.com) as of August 2017

Note: To provide a conservative estimate of available replacement housing, the lowest number of houses for sale or units for rent from the identified sources was used in the analysis.

According to the listings, there is an adequate supply of available housing in most price ranges to accommodate anticipated single-family residential relocations. As a result, there is an adequate supply of decent, safe, and sanitary houses for purchase in these three zip codes. Single-family residential relocations from the I-69 Section 6 project likely could be accomplished using INDOT-approved relocation procedures. Depending on the size of affected single-family properties, some impacted residents could relocate on the same property, outside the proposed right of way of the future road. Similarly, there could also be opportunities to relocate impacted mobile homes to other areas of the mobile home park that are outside the proposed right of way.



Although rental units were available in the socioeconomic study area as a whole, rental properties in Martinsville, Mooresville, and Bargersville were limited as of August 2017. This may result in a localized shortage of decent, safe, and sanitary rental housing in these three communities. Should this occur, INDOT could utilize housing of last resort.<sup>2</sup> This program would be used if comparable replacement housing were not available or if it would be unavailable within the relocated person's financial means (and the replacement payment exceeds the state legal limitation). Federal laws require that decent, safe, and sanitary replacement housing within a person's financial means be made available for immediate occupancy before that person is asked to relocate.

### 5.2.5 Availability of Commercial and Institutional Property

**Table 5.2-2** provides a summary of the potential commercial and institutional relocations associated with the project. Available real estate listings from the Indiana Commercial Board of Realtors multiple listing service<sup>3</sup> were obtained to determine the number of locations available within Johnson, Marion, and Morgan counties. Total listings throughout these three counties are appropriate as a reasonable representation of the area where most businesses and institutions would seek to relocate. Listings include industrial, retail, mixed-use vacant land, and office space. As of August 2017, this multiple listing service showed 872 industrial and commercial properties available in Johnson, Marion, and Morgan counties. The maximum number of estimated relocated businesses and institutions is 96 (Alternative C4). It is estimated the RPA would impact 73 businesses and institutions. Sufficient quantities of property are available to accommodate the variety of commercial and institutional facilities impacted.

### 5.2.6 Neighborhoods

As shown in **Table 4.2-27**, the socioeconomic study area contains 72 neighborhoods, apartment complexes and mobile home parks. Care was taken in development of each alternative to ensure that properties not being acquired and neighborhoods near the corridor would retain access to I-69. For properties not being acquired, access that was available to and from SR 37 has been accounted for in each alternative through inclusion of interchanges and local service roads.

Some of the I-69 Section 6 neighborhoods would be directly affected by the alternatives, but most would experience only minimal impacts due to partial property acquisition and/or changes in access. Partial property acquisition would leave the affected property with a parcel size that is still considered viable or worthwhile. The location of possible interchanges and the treatment (grade

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<sup>2</sup> *The purpose of the program is to allow broad latitude in methods of implementation by the state so that decent, safe, and sanitary replacement housing can be provided. This program is used, as the name implies, only as a "last resort," when there is no adequate opportunity for relocation within the area.*

<sup>3</sup> [www.icrex.net](http://www.icrex.net)



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separation, relocation, or closing) of local service roads that currently have access to SR 37, but may not have access to I-69, could affect neighborhoods through changes in local travel patterns and accessibility.

Discussions were held with emergency responders, school districts, and the general public to determine what routes they considered critical for access to their service areas. This information was among the data used to identify routes that should remain open. Detailed discussion of travel patterns and accessibility is included in **Section 5.6**.

The **Human and Community Resources Map Series** provided in a separate tab at the end of **Section 5.3** shows direct land use impacts of the alternatives, including locations of neighborhoods in relation to alternatives, potentially relocated structures, and potential access changes.

**5.2.7 Community Cohesion**

Community cohesion is generally defined as the degree to which residents have a sense of belonging to their neighborhood, their level of commitment to the community, or a strong attachment to neighbors, groups, and institutions, usually as a result of continued association over time. Community cohesion and neighborhood impacts can, therefore, be examined by evaluating changes affecting residents, businesses, and parking availability resulting from relocations and partial acquisitions.

Among the various impacts of the construction of a highway or other major transportation improvement project, the acquisition of real property, including residences and businesses, is the action that often incurs the most concern among those directly involved. A relocation involves the full acquisition of a property that would require the occupants of residential and non-residential units to be relocated by the project. Residents would relocate to another property, as would any businesses intending to remain in operation. A partial acquisition occurs when a small area of a property is acquired, but use of the property and dwelling structures, including multi-family units, remains.

As described in the **Section 5.2.3.1**, a number of residences and properties would be relocated from neighborhoods in the I-69 Section 6 study area. Because the neighborhoods have developed along existing SR 37, their eastern or western boundaries tend to fall in line with the boundaries of existing SR 37 right of way. For that reason, residential relocations tend to occur along the fringe of neighborhoods, which generally has less impact on the cohesive nature of affected neighborhoods.

One potential exception to this is the Greenwood Mobile Home Park, which is located northwest of SR 37 and Stones Crossing Road. Alternative C1 includes a new local service road that would bisect the mobile home park by turning existing Old SR 37 into a local service road. Old SR 37 used to be continuous across Travis Creek, but it currently dead-ends at Travis Creek and serves





as an internal roadway to the park. Alternatives C2, C4, and the RPA would provide a new local service road immediately adjacent to I-69 to avoid the need to extend a local service road through the park. Old SR 37 would continue to serve as an internal roadway in the park. Alternatives C2, C4, and the RPA would require residential relocations, but would not divide the mobile home park with the local service road. See Sheet 21 of the **Potential Acquisitions and Relocations Map Series** provided at the end of this section.

In Alternatives C1, C2, C4, and the RPA, the improved connectivity provided by the new local service road would result in increased traffic, which could change the character of the neighborhood. Alternative C3, which would not include a new local service road, would not divide the mobile home park or increase traffic through the mobile home park since Old SR 37 currently ends immediately north of Greenwood Mobile Home Park. Alternatives C1 through C4 would construct a bridge to route Stones Crossing Road over I-69 at this location. The Stones Crossing Road bridge over I-69 would not be constructed in the RPA.

Community cohesion can also be affected by relocations of key businesses and essential services. **Section 5.5** describes the numbers and types of businesses and institutions that would be relocated. Business and institutional relocations that could impact community cohesion include Martinsville Baptist Tabernacle Church and Christian School, Waverly Branch of Morgan County Public Library, Martinsville Evening Lions Club, Centerstone Behavioral Health Clinic, and Grandview Health and Rehabilitation. Of these, the RPA would impact the Evening Lions Club, Centerstone Behavioral Health Clinic, and Grandview Health and Rehabilitation.

Centerstone Behavioral Health Clinic, located at 1175 Southview Drive in Martinsville, is a not-for-profit provider of mental health services, substance abuse treatment, and intellectual and developmental disabilities services. The current facility would be relocated with all alternatives, including the RPA. Clinic staff have stated an intent to relocate approximately 2.5 miles northeast to be near the IU Health Morgan County Hospital and medical campus. This would allow easier access from Martinsville residential areas and interstate access similar to the current location.

Per discussion with Grandview Health and Rehabilitation, it is their intent to relocate approximately 0.6 mile south of their current facility on Grandview Avenue near where they are building a continuing care retirement facility. Access to this location would be similar to their current facility both from local roads and the interstate.

## 5.2.8 Unique Relocation Situations

### 5.2.8.1 Mobile Homes

Mobile home parks represent a unique relocation situation because the acquisition of a mobile home lot potentially represents both a loss of a business rental income and a residential relocation



including a potential relocation of the mobile home itself. Potential residential relocations include portions of two mobile home parks: Spring Valley and Sun Valley Mobile Home Parks in Martinsville and Greenwood Mobile Home Park at Stones Crossing Road and SR 37. The RPA would not acquire any mobile home units from the Sun Valley Mobile Home Park in Martinsville, and acquisition in the Spring Valley Mobile Home Park would be reduced to one unit. The Uniform Relocation Act requires that comparable decent, safe, and sanitary replacement housing within a person's financial means be made available before that person may be displaced.

Subpart F of the Uniform Act includes specific provisions for mobile home renters, multiple party ownership of mobile home sites, mobile home owners who rent the site being acquired, consideration of both the cost of the mobile home and a replacement site, and special provisions governing utility costs.<sup>4</sup> This subpart describes the requirements governing the provision of relocation payments to a person displaced from a mobile home and/or mobile home site who meets the basic eligibility requirements of this part. Except as modified by this subpart, such a displaced person is entitled to a moving expense payment in accordance with Subpart D of the Uniform Relocation Act and a replacement housing payment in accordance with Subpart E of the Uniform Relocation Act, to the same extent and subject to the same requirements as persons displaced from conventional dwellings.

### **5.2.8.2 Long-Term and Health Care Facilities**

Approximately 80 long-term residents of Grandview Health and Rehabilitation Center in Martinsville (Grandview Health) may need to be relocated to a new Grandview Health facility or to other suitable facilities.

**With alternatives** evaluated for I-69 Section 6, property may be acquired from the Waters of Martinsville, which is a long-term nursing care facility. With Alternative C4, approximately 25 feet of right of way would be acquired from the eastern edge of the property resulting in a loss of a driveway alongside the facility. There is adequate space to reconstruct this driveway on the property and access to the side and rear of the building will be maintained. The main parking area and main entrance would not be affected. The RPA would not acquire property from this facility.

Table 5.2-4 indicates other long-term care facilities in the Martinsville area that may offer suitable replacement housing for relocated residents. Occupancy at each facility varies, but it generally ranges from 80 to 95 percent.<sup>5</sup> Based on the typical number of long-term care beds listed in **Table 5.2-4** and the typical occupancy rate, it is estimated that 5 to 19 beds for rehabilitation patients and 19 to 77 long-term care beds would be available in the Martinsville area. If Grandview Health does

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<sup>4</sup> See [http://www.fhwa.dot.gov/real\\_estate/uniform\\_act/policy\\_and\\_guidance/uafags.cfm#f](http://www.fhwa.dot.gov/real_estate/uniform_act/policy_and_guidance/uafags.cfm#f).

<sup>5</sup> Information obtained from Care.com and Medicare.gov in August 2017.



not relocate and other facilities are 95 percent occupied, there is a potential lack of available long-term care beds in the Martinsville area to accommodate all relocated Grandview Health residents.

With alternatives evaluated for I-69 Section 6, property may be acquired from the Waters of Martinsville, which is a long-term nursing care facility. With Alternative C4, approximately 25 feet of right of way would be acquired from the eastern edge of the property resulting in a loss of a driveway alongside the facility. There is adequate space to reconstruct this driveway on the property and access to the side and rear of the building will be maintained. The main parking area and main entrance would not be affected. The RPA would not acquire property from this facility.

Table 5.2-4: Martinsville Area Long-Term Care Facility Replacement Housing Options

Facility	Beds <sup>1</sup>	City
Waters of Martinsville	103	Martinsville
Morgantown Health Care	39	Morgantown
Springs of Mooresville	70	Mooresville
Miller's Merry Manor	98	Monrovia
Meadow Lakes	137	Mooresville
Morgantown Health Care Inn	39	Morgantown
<b>Total Available Beds, Other Facilities</b>	<b>486</b>	

Note: Grandview Health is not included in Table 5.2-4 as it will be a relocation in all alternatives, including the RPA.

1: Because most of these facilities are privately owned, for-profit businesses, the number of beds assigned to long-term vs. rehabilitation care can fluctuate based on demand. As of November 2016, approximately 20% of the beds listed above were assigned to rehabilitation patients, with the remainder to long-term care.

### 5.2.8.3 Federal Emergency Management Agency (FEMA)

In 2008, there was substantial flooding in several areas of the project corridor, and some homes and businesses were damaged. Due to the extent of the damage, some property owners were eligible for financial assistance from the Federal Emergency Management Agency (FEMA). In addition, some communities, including Morgan County, applied for and received federal assistance through the Hazard Mitigation Grant Program to purchase damaged properties in flood-prone areas. No construction is allowed on properties acquired under the Hazard Mitigation Grant Program without formal approval from FEMA.

The RPA includes refinements to the alignment of the Egbert Road bridge over I-69 to avoid properties purchased through the Hazard Mitigation Grant Program. INDOT is exploring options to obtain necessary approvals from FEMA to readjust the alignment and use a portion of the grant program property to construct a shorter, less expensive bridge.



Recognizing the effect the Hazard Mitigation Grant Program could have on the viability of the approved I-69 Section 6 corridor, INDOT purchased several of the flood damaged properties under the provisions of protective buying. These provisions allow INDOT, when certain criteria are met, to acquire properties for a federally-funded transportation project before the full environmental review for that project is completed. The purchase of these flooded residential properties met the required criteria. Property owners had the opportunity to sell the flooded property to INDOT, but they were not required to do so. INDOT purchased 37 residential properties. The protective purchases were processed under separate federal environmental reviews prior to purchase.

#### **5.2.8.4 U.S. Department of Housing and Urban Development (HUD)**

According to county tax information, one residential relocation would impact a property owned by the U.S. Department of Housing and Urban Development (HUD). This property is located on the east side of SR 37 north of County Line Road. Further coordination with HUD will be required during final design regarding any special acquisition or relocation requirements.

#### **5.2.8.5 Daycare and Child Care Providers**

According to the Indiana Family and Social Services Administration child care provider database<sup>6</sup>, there are 16 daycares or child care providers along SR 37 between Martinsville and Indianapolis. Of those, right of way would be acquired from the Learning Land Child Care, Inc., Precious Playmates Daycare Ministry, Sonshine Kids Care Daycare, Adventures Child Care and Learning Center, Inc., and Rainbow Child Care Center (**Figure 5.2-7**) for at least one alternative.

Learning Land Child Care, Inc. is located at 1630 South Ohio Street in Martinsville. This facility serves children aged infant to 12 years. Learning Land Child Care, Inc. is privately owned and operated since 2009. Strip right of way will be required from this facility with the RPA. I-69 Section 6 is not anticipated to affect the long-term operations of the daycare.

Precious Playmates Daycare Ministry is located at 3496 East Morgan Street in Martinsville. This facility is associated with the Prince of Peace Lutheran Church and serves children from 2 to 5 years of age with additional services for elementary aged students. This facility has been in operation since 1995. Strip right of way will be required from Prince of Peace Lutheran Church with the RPA. I-69 Section 6 is not anticipated to affect the long-term operations of the daycare or church.

Sonshine Kids Care Daycare is located at 3150 East Myra Lane in Martinsville. This facility is associated with the First United Methodist Church and serves pre-kindergarten children. Strip right

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<sup>6</sup> <https://www.in.gov/fssa/childcarefinder/>

of way will be required from the First United Methodist church with the RPA. I-69 Section 6 is not anticipated to affect the long-term operations of the daycare or church.

Adventures Child Care & Learning Center is located at 300 Western Boulevard adjacent to SR 37 just south of Fairview Drive. This facility serves children aged infant to 12 years. This facility is independently owned and operated, and has been in operation since 1995. No right of way will be acquired from this facility with the RPA.

Rainbow Child Care Center of Perry Township located at 6848 South Belmont Avenue in Indianapolis. This facility serves children aged infant to 12 years. The Rainbow Child Care Centers are a multi-state organization with eight other locations within the greater Indianapolis area. This facility has been in operation since 2015. This facility will require relocation with the RPA.

**Figure 5.2-7: Rainbow Child Care Center**



### **5.2.9 Mitigation**

In the development and evaluation of alternative alignments within the I-69 Section 6 corridor, extensive efforts have been made to avoid or minimize impacts to residents, businesses, institutions, and communities.

Public involvement has played a major role in this project. Local government officials and residents, as well as members of the potentially affected farming and business communities, had opportunities to provide input into the project's development. Public input identified potential loss of access to residences, farmland, businesses, and other land uses and destinations as a major concern related to the project.

The project team has identified potential opportunities to avoid and minimize impacts to affected properties. These refinements will be explored during final design. Relocation resources and relocation assistance advisory services will be available to all residential or non-residential relocations without regard to race, creed, color, national origin, or economic status, as required by Title VI of the Civil Rights Act, Title VIII of the Civil Rights Act (42 U.S.C. §3601 et seq.), the





Fair Housing Act- Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended (42 U.S.C. §3000(d) et seq.), and Executive Order 11063 (27 FR 11527, November 24, 1962).

All acquisitions and relocations required by this project will be completed in accordance with the Uniform Act and Title VI of the Civil Rights Act. No person displaced by this project will be required to move from a displaced dwelling unless comparable replacement housing is available to that person. INDOT will take required actions to ensure fair and equitable treatment of persons displaced as a result of this project, up to and including providing replacement housing of last resort as defined in 49 CFR §24.404. Relocation resources for this project are available to relocated residents and businesses without discrimination. At the time right of way is acquired, a relocation agent will be assigned to this project to ascertain the needs and desires of the potentially displaced persons to provide information, answer questions, give help in finding replacement property, and issue last resort housing payments, if needed. Advisory services will be made available to farms and businesses, with the aim of minimizing the economic harm of relocations.

If a displaced resident cannot be relocated due to the unavailability of comparable housing, or because comparable housing is not available within the statutory limit of the Uniform Act, housing of last resort<sup>7</sup> will be made available. Last resort housing includes rental assistance, additions to existing replacement dwellings, construction of new dwellings, and dwelling relocation. Replacement dwellings must meet decent, safe, and sanitary standards established by FHWA.

Resources will be available to all relocated residents without regard to race, creed, color, sex, national origin, or economic status, as required by the Uniform Act and Title VI of The Civil Rights Act. Financial assistance will be available to eligible persons displaced by this project. Payments received are not considered as income under the provisions of the Internal Revenue Code of 1954; or for the purposes of determining any person's eligibility, or the extent of eligibility, for assistance under the Social Security Act or any other federal law.

### 5.2.10 Summary

The I-69 Section 6 project corridor includes use of existing SR 37, which means many of the relocation impacts are associated with development of interchanges and access roads. **Table 5.2-5** provides a summary of the residential, business, and institutional relocations by alternative.

As shown in **Table 5.2-5**, the refinements to Alternative C4 in defining the RPA result in a notable reduction in relocations for I-69 Section 6. The RPA has fewer residential relocations, fewer business relocations, and fewer total relocations than any other alternative. Relocations for billboards are increased in the RPA. Relocations of institutions is decreased in the RPA with no

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<sup>7</sup> The purpose of the program is to allow broad latitude in methods of implementation by the state so that decent, safe, and sanitary replacement housing can be provided. This program is used, as the name implies, only as a "last resort," when there is no adequate opportunity for relocation within the area.



relocations of religious facilities or schools and no relocations of libraries. The RPA does include relocation of two non-profits and one fire station which were all include in Alternative C4. Changes to Alternative C4 to achieve these reductions are detailed in the description of the RPA provided in **Section 3.8** of this FEIS.

Sufficient replacement housing is available to accommodate the expected number of residential relocations within the project corridor. There are rental units available in the socioeconomic study area, although the communities of Martinsville, Mooresville, and Bargersville had few rental properties available as of August 2017. This may result in a localized shortage of decent, safe, and sanitary rental housing in these three communities. Additionally, depending on the availability of long-term care beds, there may be a shortage of decent, safe, and sanitary long-term care beds in the Martinsville area. Should either of these occur, INDOT could utilize housing of last resort.

**Table 5.2-5: Estimated Residential, Business, and Institutional Relocations by Alternative**

Type	Alt C1	Alt C2	Alt C3	Alt C4	RPA
Residential Relocations					
Single-Family Homes (Option A/Option B) <sup>1</sup>	135	172	167	142/143 <sup>1</sup>	142
Duplex Units	6	6	6	6	8 <sup>2</sup>
Mobile Homes	6	39	13	39	9 <sup>2</sup>
Apartment Units (Option A/Option B) <sup>1</sup>	42	344	12	336/28 <sup>1</sup>	28
<b>Subtotal (Residential) (Option A/Option B)<sup>1</sup></b>	<b>189</b>	<b>561</b>	<b>198</b>	<b>523/216<sup>1</sup></b>	<b>187</b>
Business/Institutional Relocations					
Businesses <sup>3</sup> (Option A/Option B) <sup>1</sup>	83	77	89	78/94 <sup>1</sup>	81
Religious Facilities / Schools	--	1	--	1	--
Fire Station	--	1	--	1	1
Libraries	1	--	1	--	--
Non-Profit <sup>4</sup>	--	1	1	--	2
<b>Subtotal (Business/Institutional)</b>	<b>84</b>	<b>80</b>	<b>91</b>	<b>80/96<sup>1</sup></b>	<b>84</b>
<b>Total Relocations (Option A/Option B)<sup>1</sup></b>	<b>273</b>	<b>641</b>	<b>289</b>	<b>603/312<sup>1</sup></b>	<b>271</b>

Note: Final decisions regarding relocations would be made during final design and right of way acquisition phases.

1. Values shown are for Southport Option A/Option B. Alternative C4 includes two interchange options at the Southport Road. Option A is the same as Alternative C2, except a diamond interchange is used instead of a single point interchange. Option B uses a different interchange configuration, which would avoid the relocation of Aspen Lakes Apartments. See **Section 3.7.7** for a complete description of Options A and B at Southport Road.
2. Two duplex units and two mobile home units included in the DEIS alternatives as single-family homes were misclassified. The two additional mobile home units are not located within a mobile home community. They are on private property and maintained as single family homes.
3. Includes Grandview Health
4. Includes Centerstone Behavioral Health Clinic and Martinsville Evening Lions Club

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The housing of last resort program would be used if comparable replacement housing were not available or if it would be unavailable within the relocated person's financial means and the replacement payment exceeds the state legal limitation. Federal laws require that decent, safe, and sanitary replacement housing within a person's financial means be made available for immediate occupancy before that person is asked to relocate. There is a sufficient quantity of commercial and institutional property available for sale or lease in Johnson, Marion, and Morgan counties to accommodate the businesses and institutions that would be relocated as a result of the project.

Community cohesion could be impacted in the Greenwood Mobile Home Park, which is located northwest of SR 37 and Stones Crossing Road. A new local service road in Alternative C1 would bisect the mobile home park into two separate properties. Alternatives C2, C3, C4, and the RPA would not bisect the mobile home park with a new local service road. Key business and institutional relocations that could impact community cohesion include Martinsville Baptist Tabernacle Church and Christian School in Alternatives C2 and C4; Waverly Branch of Morgan County Public Library in Alternatives C1 and C3; Martinsville Evening Lions Club in Alternatives C2, C3, and the RPA; and Centerstone Behavioral Health Clinic and Grandview Health and Rehabilitation in all alternatives, including the RPA.