

# Connections 2030 Compliance Amendment



Northwestern Indiana Regional Planning Commission



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CONNECTIONS

03/15/072007

NIRPC APPOINTMENTS (HEA 1010)

APPOINTING AUTHORITY

MEMBER

APPOINTING AUTHORITY

MEMBER

LAKE COUNTY

PORTER COUNTY

Lake County Commissioners  
Lake County Council  
Lake County Surveyor  
Mayor of Gary  
Mayor of Hammond  
Merrillville Town Council  
Munster Town Council  
Mayor of Hobart  
Mayor of East Chicago  
Griffith Town Council  
Highland Town Council  
Schererville Town Council  
Mayor of Crown Point  
Mayor of Lake Station  
Mayor of Whiting  
Dyer Town Council  
Cedar Lake Town Council  
Lowell Town Council  
Winfield Town Council  
New Chicago Town Council  
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Stanley Dobosz  
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Dan Klein  
Ron Good  
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Robert Rybicki  
Patricia Wisniewski  
Judith Walters  
William Teach  
Roger Pelfrey  
Sherry P. Sury  
Richard Ludlow

Porter County Commissioners  
Porter County Council

Porter County Surveyor  
Mayor of Portage  
Mayor of Valparaiso  
Chesterton Town Council  
Hebron Town Council  
Porter Town Council  
Kouts Town Council

Ogden Dunes Town Council  
Burns Harbor Town Council  
Beverly Shores Town Council  
Dune Acres Town Council  
Pines Town Council

LA PORTE COUNTY

La Porte County Commissioners  
La Porte County Council  
La Porte County Surveyor  
Mayor of Michigan City  
Mayor of La Porte  
Trail Creek Town Council  
Long Beach Town Council  
Kingsford Heights Town Council  
Kingsbury Town Council  
Michiana Shores Town Council  
Wanatah Town Council  
LaCrosse Town Council  
Pottawattamie Park Town Council  
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Bob Schaefer  
Rosalie Jacobs  
Ed Ritter  
Steve Millick  
Stephen Mockler  
vacant  
Susan Tochell  
vacant

Chester Dobis



To the Citizens of Northwestern Indiana:

We are proud to present to you the *Connections 2030* Regional Transportation Plan, as amended to be compliant with the Safe, Accountable, Flexible, Efficient Transportation Equity Act- A Legacy of Users (SAFETEA-LU) . That current Federal Surface Transportation Act was enacted on August 10, 2005 . This plan provides the framework for the development of the transportation system, including the network of roads and public transit services from now to the horizon year 2030. This plan addresses immediate and forecasted transportation needs with proposed spending on a variety of high-priority state and local initiatives such as the reconstruction and upgrades of interchanges, new interchanges and added travel lanes on arterial highways. Public transit service improvements are also anticipated. Complementing this plan are parallel planning activities by the Regional Bus Authority to identify the opportunities for new fixed-route bus services, and demand-responsive services to people with mobility limitations.

This plan was prepared with the involvement of many stake-holders, including local governments, operators of public transportation services, the Indiana Department of Transportation, advocates for minorities and persons with limited means, and advocates for protection of the environment. Our gratitude is extended to them for their generous investment of time and expertise in the development of this plan.

As part of a continuous, cooperative and comprehensive planning process, this plan will lay the foundation for future efforts that will continuously adapt to changes in the development patterns of Northwestern Indiana, and respond to the limitations of financial resources from federal, state and local sources. The plan is the product of one of the three planning domains for the Northwestern Indiana Regional Planning Commission (NIRPC). Economic Development and Environment are the other two domains. Together, the three domains are the subject of the comprehensive planning activities of the Commission. NIRPC's purpose is to create the conditions within which policy makers and the public can create a sustainable, vibrant regional community and quality of life for Northwest Indiana. We believe that this plan provides a strong start down that path.

Sincerely,

A handwritten signature in dark ink, appearing to read "John A. Swanson", written in a cursive style.

John A. Swanson  
Executive Director



**NORTHWESTERN INDIANA  
REGIONAL PLANNING COMMISSION**

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**RESOLUTION 07-13**

**A RESOLUTION OF THE NORTHWESTERN INDIANA REGIONAL PLANNING  
COMMISSION TO ADOPT AN AMENDMENT TO THE *CONNECTIONS 2030*  
REGIONAL TRANSPORTATION PLAN**

WHEREAS, the citizens of Northwest Indiana require a safe, efficient and effective regional transportation system that maintains and enhances regional mobility and contributes to improving the quality of life in the region; and

WHEREAS, the Northwestern Indiana Regional Planning Commission, hereafter referred to as "The Commission", being designated the Metropolitan Planning Organization for the Lake, Porter and LaPorte County Region, has established a region-wide, cooperative, comprehensive and continuing planning process to develop the unified planning work program, long-range transportation plan and transportation improvement program. The Commission enacts the plans and programs to facilitate federal, state and local funding for surface transportation improvements carried out by the Indiana Department of Transportation, the region's communities, counties and transit operators, and provides technical assistance and expertise to regional transportation interests; and

WHEREAS, the Commission performs the above mentioned activities to satisfy metropolitan transportation planning requirements under the Federal-Aid Highway Acts of 1962, 1970, 1973 and 1976, the Surface Transportation Assistance Acts of 1978, 1982, 1987, 1991 and 1998, the Urban Mass Transportation Act of 1964 as amended in 1970, 1974 and 1982, the Rail Reorganization Act of 1973, the Clean Air Act of 1970 as amended in 1977 and 1990, the Safe, Accountable, Flexible and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU, 2005) and other legislation mandating cooperative, comprehensive and continuing regional transportation planning activities; and

WHEREAS, the Commission has adopted, amended or updated various regional transportation plans for Lake, Porter and LaPorte Counties over the years in light of new information and changing conditions; and

WHEREAS, the Commission has conducted the *Connections 2030* planning process in an open and participatory manner, involving numerous people, including solicited public comment at various points in the process, including requesting comment on the draft *Connections 2030* Plan, and the Commission has reviewed and considered the comments received and recommended modifications to be effected to the draft *Connections 2030* Plan;

Resolution 07-13

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WHEREAS, the Commission has prepared a *Connections 2030* Regional Transportation Plan that identifies more than \$4 billion in likely available funds for public transportation and highway projects that operate, preserve and enhance the regional transportation system and support for ongoing transportation planning activities in northwest Indiana, provides support for projects to be implemented, and guides the selection process of the Commission's Transportation Improvement Program.

WHEREAS, the Commission has officially made an Air Quality Conformity Determination as required by federal and state law and regulation;

NOW, THEREFORE, BE IT RESOLVED that the Commission amends the *Connections 2030* Regional Transportation Plan (last amended September 21, 2006) to incorporate modifications consistent with the requirements of SAFETEA-LU.

Duly adopted by the Northwestern Indiana Regional Planning Commission on this twenty-first day of June, two thousand and seven.

Leigh Morris, Chairman

ATTEST:

Jerry Cooley, Secretary

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# INTRODUCTION

## 1 INTRODUCTION

### *COMPLIANCE WITH FEDERAL REQUIREMENTS*

NIRPC, as the Metropolitan Planning Organization (MPO), has the responsibility to conduct a transportation planning process for the Lake, La Porte, and Porter County region. This includes parts of two Census-defined urbanized areas in Indiana, which are the Chicago IL-IN, and Michigan City, IN-MI urbanized areas. The most significant federal influences in the development of metropolitan plans and programs are the surface transportation program authorization acts, which have added new prominence to metropolitan area planning. The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) and its predecessor, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), increased nationwide MPO responsibility in decision-making, and emphasized concepts such as congestion management, intelligent transportation systems and financially responsible planning. The Safe, Accountable, Flexible, and Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU) was signed into law on August 10, 2005, authorizing funding and programs for highway, public transportation and other modes for federal fiscal years 2005-2009. It builds on the foundation of changes from ISTEA and TEA-21. In addition, the

Clean Air Act Amendments of 1990 greatly impact the relationship between transportation and air quality, particularly transportation planning in non-attainment areas like Northwest Indiana.

According to SAFETEA-LU, state and metropolitan area transportation plans have to be compliant with the new federal requirements by July 1, 2007. SAFETEA-LU kept most of what was required in ISTEA and TEA-21.) Some significant MPO planning changes and additions are required by SAFETEA-LU, which have to be included in transportation plans and transportation improvement programs adopted after July 1. After that date all new Plans, TIPs and amendments to those documents have to be SAFETEA-LU compliant. During the last year, each MPO's planning process was reviewed by the federal transportation agencies (FHWA and FTA) for compliance with the law, a review called a "gap analysis." MPO plan documents and the underlying work activities have to meet federal expectations and close the gap.

With the passage of SAFETEA-LU, the eight planning factors (for both metro and statewide planning) are:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation sys-



- tem for motorized and non-motorized users;
- Increase the security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility of people and for freight;
- 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;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize the preservation of the existing transportation system.

The new federal planning regulation, issued on February 14, 2007 and effective a month later provides some specific language regarding compliance. The NIRPC transportation planning process is presently or is becoming compliant with both the spirit and letter of the law.

### **OVERVIEW**

The Connections 2030 *Regional Transportation Plan* has two particular roles which must mesh together.

The first role, as envisioned by local leaders, is one of developing consensus for vision and policy guidance in the region by developing a framework for considering how one major public investment, that of transportation, will affect and be affected by future changes in land-use, social, economic, environmental characteristics and concerns. While only one of many initiatives in the region for cooperation and coordination in the areas of economic and workforce development, education reform, enhancing social equity, local government finance, air and water quality management, biodiversity and other elements that affect the quality of life for our citizens and residents, the *Connections 2030 Regional Transportation Plan* is the one plan that is regionally adopted and must consider the interactions of these many elements in planning the location of transportation facilities and services for the foreseeable future.

The second role is an administrative one, where federal and state laws require a creation of a plan that meets certain requirements in order for the Northwest Indiana region, the state and the greater Chicago Metropolitan area to maintain certification

and continue to receive transportation funding.

The *Connections 2030 Regional Transportation Plan (Connections 2030)* is the latest in a series of transportation plans developed and adopted over the past 30 years for the three-county Northwestern Indiana region. The Northwestern Indiana Regional Planning Commission (NIRPC), as the designated Metropolitan Planning Organization (MPO), conducts the metropolitan area transportation planning process for the Lake, La Porte, and Porter County area. The long-range transportation plan, which is updated or replaced every three years, is one of the required products of the federally prescribed metropolitan area transportation planning process.

NIRPC is responsible for developing and updating a 20-year, regional transportation plan for the three-county region. The previous Plan was the *Vision 2020 Regional Transportation Plan*, adopted in 1999, and amended in 2001. *Connections 2030* identifies a network of multi-modal, regionally significant transportation corridors within which improvements are planned. When implemented, *Connections 2030* will more cost-effectively improve access, safety and mobility in the region. Its primary focus is preserving and improving the current transportation systems, while recommending limited expansion. It supports the development of

a multi-year Transportation Improvement Program, providing a commitment to projects and policies upon which projects are programmed.

The Northwest Indiana region is a diverse region that in terms of land-use development:

- Is urban, suburban and rural.
- Has areas of market-supported growth and areas of market abandonment.
- Has natural and historical features that must be protected and areas that need to be reclaimed and redeveloped.
- Has both pockets of poverty and areas of affluence.

In the *Connections 2030 Regional Transportation Plan*, NIRPC attempts to make the first steps to address the diverse desires, needs and aspirations of the region in a coordinating and consultative fashion. NIRPC recognizes that there is not a one size fits all solution, and that each part of the region has unique perceptions on how to best find its future prosperity within the larger framework.

#### THE NORTHWEST INDIANA REGION

Northwest Indiana is a region of 1,520 square miles comprising land-use extremes ranging from

the environmentally unique Indiana Dunes to one of the nation's largest concentrations of heavy industry. The region is a vital part of the sixteen county, 9.3 million person, Chicago-Naperville-Michigan City, IL-IN-WI Combined Statistical Area (CSA). The Census 2000 population of 741,468 in the three county region comprises a diverse mixture of social and economic characteristics. From 1990 to 2000 growth in the region reversed the negative trends of the 1980's which were primarily due to rapid restructuring of the industrial economy.

Central and southern Lake and Porter counties constitute some of the fastest growing sections of the region. The major industrial urban areas developed along Lake Michigan are experiencing redevelopment efforts. As a result of Census 2000, La Porte County was designated as a Metropolitan Statistical Area after reaching population density thresholds required for an urbanized area. Reasonable land prices, a strong housing market, lower real estate taxes and environmental resources continue to attract new residents to the area.

The continued transition of the national economy to a more productive, though reduced, manufacturing base, the rapid growth of service industries and the expansion of the wholesale and retail trade sector have allowed Northwest Indiana to recover and expand. With a major restructuring of its eco-

nomie base and the strategic national geographic position of the area, Northwest Indiana has continued to develop around the framework of the existing transportation system.

### *A Different Plan*

A transportation network that provides mobility and access is essential to Northwest Indiana and its economic resurgence and social interaction. The region's location at the southern tip of Lake Michigan forces the national surface transportation system to converge on Northwest Indiana. The national transportation system has contributed to the development of Northwest Indiana, although it has also been responsible for dividing regional communities. Northwest Indiana is a region some describe as segregated, and the Census demographic statistics support this perception. Is transportation part of the problem or is it part of the solution? Increased affordable mobility can reduce social barriers, allowing people of all races and incomes to travel freely, safely and economically to job, school, medical and recreation destinations. *Connections 2030* is different from the previous plans, for it very explicitly commits the use of transportation funds in a manner that supports and promotes social justice for all citizens.

The *Connections 2030* Plan was developed in a very open, public process including people from

throughout the region. This Plan was adopted by elected representatives from the three counties and their 41 cities and towns. While, when implemented, it will not cure all that ails the region, it does create public policies aimed at using transportation investments in ways which improve the existing urban and suburban areas. It promotes healthy growth and sustainable development. *Connections 2030* is a substantial demonstration of what can be accomplished in this region when citizens take the time and make the effort to talk to and listen to each other.

Making this planning effort work for the region was the task of the *Connections 2030* Working Group. The Working Group was representative of the ethnic and racial diversity of Northwest Indiana as well as the interest groups with a stake in transportation planning. This dedicated group of individuals began with crafting a new vision statement and goals and objectives and finished with a draft *Connections 2030* Plan two years later - not an easy feat for a group of people that included those familiar with the planning process as well as newcomers with a goal of a path to a different plan. The final product is the result of the common goal - a transportation system that will serve and improve Northwest Indiana.

### ***Major Themes***

During the development of the Plan several major

themes began to emerge that contributed to the finished product. How investment in public infrastructure impacts low-income persons and minorities, how benefits and burdens of major projects are distributed and articulating public policies that support redevelopment over green-field development were very much a part of the development of *Connections 2030's* goals and objectives.

Connecting transportation infrastructure to land-use received an extensive review during sessions in trying to come to terms with sprawl and smart growth. There was wide acceptance of the notion that smart growth meant dense development in and close to the existing urbanized area. It was characterized as having public infrastructure that is a natural extension of existing services. It was also characterized as being pedestrian and transit friendly with preservation of open spaces, important wetlands, and natural areas. Smart growth was also perceived to be more responsive to the needs of the poor and vulnerable.

Factors identifying where growth and development should occur included:

- Preservation of environmentally sensitive areas
- Availability of sewers and water and adequate streets and roads.

- Consideration of the changing nature of the region from industrial to more residential and commercial development, including in the unincorporated areas.
- Incentives to attract redevelopment to the urban core.
- Market attraction of growth areas

Discussion sessions held all over the region yielded several other issues that citizens wanted addressed.

- The heavy truck traffic through neighborhoods,
- Air quality,
- Preservation of environmentally sensitive areas and resources,
- Improved access to jobs, medical and shopping facilities via improved public transit,
- The need for a new expressway interchange,
- Better routes to Chicago,
- Expanded commuter rail,
- Preserve farmland and protect environmentally sensitive areas,
- Build more roads to encourage new growth.

Another issue discussed extensively in public meetings was funding of transportation projects. There is definite public support for an improved and expanded regional public transit system, including new commuter rail service. But there is no regional consensus on how to pay for such projects. There is both strong support for and against a new south Lake County east-west highway route, but there is definitely no local funding mechanism in place to build it.

While other states allow the use of sales tax by local entities for major infrastructure projects, Indiana reserves that source for state use only. There are other state-allowed avenues open to each county individually to adopt other types of local taxes that would generate the funds needed for large regionally significant projects. However, there does not appear to be clear public support or the political will to pursue these sources. However, a food and beverage tax is emerging as a politically palatable way to fund the Regional Bus Authority. Some local funding has been allocated to the Regional Development Authority. The Regional Bus Authority has begun to tap into that source for service evaluations.

The funding situation has a crippling effect in particular on how public transit is addressed in *Connections 2030*. With a federal requirement to be fiscally constrained and no dedicated source of

local funding to support it, the Plan is very light on new and expanded public transit projects.

### *Transportation Issues*

Many issues impact planning decisions relating to the future transportation system. These include:

- Continued preservation need of existing infrastructure and responding to deficiencies in the system.
- Relationship between transportation and land-use.
- Transportation induced development, environmental impacts, and social equity.
- The need to ensure intermodal mobility.
- The accelerated expansion of urban areas. Households have used the accessibility advantage of interstate and other highways, the ease of movement between the places they connect, to move away from central locations to larger homes and lots in the suburbs. Expansive, low density suburban and rural development (sprawl), central area disinvestment, has increased dependency in the private automobile and reduced the ability to provide cost effective transit services.

These issues are reflected by the pattern of development within Northwest Indiana. The decades-long decline in population within the urban core of the region has been offset by rapid residential growth in the outer suburban fringe of southern Lake County and central Porter County. Without a substantial change in land-use policy across Northwest Indiana, this pattern of development is expected to continue in the future.

It is often perceived by some that continually expanding the regional highway system is the only effective way to respond to network deficiencies, to improve regional mobility and to reduce air quality impacts. However the provision of major new highway facilities ultimately results in induced land-use development and induced demand for highway travel.

The highway network improvements recommended by *Connections 2030* are indicative of the effort to concentrate investments within the existing developed corridors to increase the potential for redevelopment and infill and to minimize the effect of induced development. This approach is consistent with the activities of other regional interests to reverse the trend of continued sprawl and to minimize the notion that building extensive new highway facilities is the solution to network congestion and air quality concerns.

Within the existing developed area, there are many physical deficiencies in the highway system. The historic development of the region along the shore of Lake Michigan has promoted the development of a transportation system that primarily accommodates east-west intra-regional movement. In addition, the highway network is often fragmented with irregular or incomplete links across municipal, county and state jurisdictions. This is particularly evident at the Illinois/Indiana state line where jurisdictional obstacles have limited arterial crossings to six locations in 38 miles.

The recent acceleration of development south and east into central Lake and Porter counties has illustrated major deficiencies in the highway network due to these physical limitations. The increased separation between regional industries and the workforce and the accelerated rate of interstate commuter traffic are some of the region's greatest mobility problems. Continued suburban development trends in both Northwest Indiana and adjacent areas in Northeast Illinois are likely to temper these problems in the future.

Conflicts between automobile traffic and both road and rail freight movement further complicate highway travel in this region. The region's heavy industrial base is responsible for generating an inordinate volume of both highway and rail freight contributing significantly to highway congestion

and air pollution. This situation is compounded by the convergence of national highway and rail freight traffic on the Chicago metropolitan area, which serves as a national transportation hub. Freight traffic represents a unique and difficult problem to be addressed by regional transportation providers. Urban development patterns have presented an impediment to an efficient transportation network. As essential as they are to the movement of goods, the interweaving railroads present a serious obstacle to the north-south movement of goods and people, restricting the orderly and timely movement of highway traffic in the region. In addition, access to key regional transportation facilities such as the Gary/Chicago International Airport and Indiana's International Port/Burns Harbor at Portage is impeded by transportation system conflicts and decentralized land-use activities.

The significant demographic and economic changes experienced in Northwest Indiana have resulted in a shift in the travel patterns of regional workers. The substantial decrease in employment in Hammond, East Chicago and Gary and the subsequent increase in employment in south Lake County and Porter and La Porte counties during the past 20 years have reduced the effectiveness of the historically municipal transit systems. Efforts have continued to implement more regional transit services to respond to the decentralization of em-

ployment, although progress has been limited to a few transit routes extending beyond their respective municipal limits.

Commuter rail passenger needs for the South Shore Line service include the provision of additional seating capacity to alleviate train overcrowding, a reduction in the number and duration of delays, an increase in express service (to reduce travel times), improved reverse commute service to destinations in Hammond, East Chicago, Gary and Michigan City, improved station facilities and boarding areas, increased parking availability, improved customer information and the ability to provide tickets by internet. Infrastructure needs for the Northern Indiana Commuter Transit District (NICTD) include the replacement or upgrade of bridges, the modernization of catenary and signal systems and an overhaul of existing passenger cars and future overhaul of 1992 cars.

Municipal bus service operators, through their individual surveys and collective discussions, have identified the lack of additional access destinations outside of their respective fixed route service areas as a principle deficiency in the existing system. Additionally, the desire for more frequent bus service, expanded hours of operations (including late night and weekend service), better consumer marketing and service information and increased coordination among existing transit services represent

needs to be addressed.

Users of demand-response bus services have described a variety of needs related to accessing and providing demand-response transit services. Improved and increased transit services for employment access as well as access to medical, social, educational and other services, appears to be a common theme expressed by all of the affected stakeholders.

Demand response service consumers participating either through surveys conducted by providers or at transit related public meetings have consistently identified the need for more dependable and timely transit services. Riders comments have also called for more system capacity during the morning and afternoon rush periods in order to accommodate work related trips. The demand response transit providers have identified a need for more efficient use of existing equipment and the coordination of communications, dispatching and service fare structures. Providers have also identified an increased demand for employment related transit service both earlier in the morning and later into the evening to accommodate second and third shift work schedules as a need to be addressed.

Transit users and providers alike have identified the need for improved public information and education for existing and potential transit users.



Continued coordination and cooperation between transit providers to establish a more efficient regional system of transit services has consistently been cited by stakeholders as a goal for improving the efficiency and effectiveness of regional transit service in Northwest Indiana.

The elimination of federal transit operating assistance to urban areas with a population over 200,000 has emphasized the need to establish local transit funding support in order to avoid reliance on funding from outside the region. In addition, improvement and expansion efforts are stifled by the lack of a local, sustaining source of revenue. The creation of a Regional Bus Authority (RBA) represents an appropriate mechanism to develop and administer a region-wide, sustaining source of local revenue for transit service.

### *Developing the Plan*

The first task in the development of the new Plan was to develop an expanded Vision for the process, a mission and new goals and objectives, including those that reflected a commitment to the principles of environmental justice, or social equity. Past long range planning committees, while open for membership to the public, consisted primarily of local and county highway department officials, municipal planning and economic development staff, transit operators, and consultant engineers.

In developing *Connections 2030*, Working Group members followed recommendations from two reports prepared by the Chicago Center for Neighborhood Technology (CNT) a non-profit organization that is active in finding creative ways to engage community based development. These reports are titled, “*Environmental Justice Planning Integration, Analysis of the Northwestern Indiana Regional Planning Commission’s, Unified Planning Work Program, Transportation Plan, Transportation Improvement Program*” and “*A Framework for Public Involvement.*” The CNT reports were prepared as part of a Federal Transit Administration (FTA) demonstration grant on better integrating the environmental justice principles into NIRPC’s transportation planning process, based on a finding that the *Vision 2020* Regional Transportation Plan adopted January 11, 1999, failed to fully address the elements of Federal Executive Order 12898 “Federal Actions to Address Environmental Justice in Minority and Low-Income Populations” (1992). The finding was subsequently rectified in the adoption of a NIRPC Environmental Justice Strategy in 2000. The Environmental Justice Center at Indiana University Northwest and the Environmental Justice Partnership, a coalition of civil rights, community development, environmental and religious groups, reviewed and targeted the recommendations of the reports and pressed to expand the scope and open the process for developing *Connections 2030*.

Based on those recommendations, NIRPC engaged additional Working Group members from a broader range of interests representing targeted populations. Developed initially by the Policy Subcommittee of the Working Group, the adopted Goals and Objectives clearly reflect the shift from the more bureaucratically driven goals of the previous plan towards a more socially responsive document. Therefore, the goal of the Working Group of taking a different path to a different plan is realized.

### **Vision and Mission**

The assessment of the diverse needs and aspirations of the region led to the articulation of a Vision, an idealized picture of how transportation and transportation policy and decision-making should interact to meet major regional goals. As can be seen, the Vision integrates transportation into the fabric of regional policy development and envisions a process that includes all members of the public in decision-making. The Mission connects the Vision to the more specific goals and objectives.

### **VISION**

That safe, efficient, effective, inter-modal transportation is provided to all residents of Northwest Indiana, that facilitates their movement within the

region to health care, work, recreational and life enhancing activities in an equitable manner, that improves, and protects the environment, promotes sustainable development and reinvestment of the older industrial communities without displacement, and emphasizes inclusion of public participation in the planning, decision-making, implementation and evaluation processes.

### **MISSION**

The Mission of the *Connections 2030 Regional Transportation Plan* is to guide the utilization of transportation funding resources in a manner that accomplishes the Plan's Vision, Goals and Objectives.

### **Goals and Objectives**

The precepts of the Vision are expanded in 12 Goals and 59 Objectives. In keeping with desire to integrate transportation planning, investment and policy into the fabric of the region the Goals and Objectives connect to important regional policy and programs that address the future of our region. These goals and objectives have guided the development of this plan and will also guide the development of future planning and the selection, development, design and programming of street, highway, transit, pedestrian, bicycle and other regional facilities and services. Of particular significance is Goal 7 – Make Decisions with Full Public

Participation, which are commitments to engage those who may benefit or who are hurt by regional decisions.

**Goal 1 - Promote Economic Growth and Development**

*Promote economic growth and development by providing regional transportation services that are designed to allow all people in the region access to jobs, health care, shopping and recreation, encouraging redevelopment and reinvestment in older core cities as well as development in suburban communities and planning economic development that is cognizant and supportive of the needs of low income people and people of color.*

**Objectives**

- Encourage transportation projects and policies that maximize use of existing infrastructure to promote high-density development, infill, redevelopment and adaptive use of existing buildings.
- Cooperatively explore with local and regional agencies the long-term implementation of high-quality / high-capacity local transit services such as light rail transit or bus rapid transit. Address land-use policies

required to achieve markets for viable services including increasing density to increase demand.

**Goal 2 - Provide Efficient and Effective Intermodal Transportation**

*Provide efficient and effective inter-modal transportation that promotes sustainable use of land that is not sprawl inducing, eliminates and/or reduces the burdens and that equitably distributes benefits and any remaining burden.*

**Objectives**

- Encourage regional cooperation in large infrastructure developments to avoid duplication and inefficiency.
- Encourage transportation improvements where there are established comprehensive plans for roads, sewers, water lines, schools, and other infrastructure.
- Encourage environmentally compatible development.

**Goal 3 -      *Create Environmentally Healthy Communities***

*Encourage the development of transportation projects that create environmentally healthy communities, improve regional air and water quality and enhance the social, economic and environmental quality of life of the region.*

**Objectives**

- Prioritize transportation investments which achieve improved air and water quality.
- Encourage environmentally friendly transportation projects.
- Minimize the health risks of transportation operations such as airborne particulate matter, carbon monoxide, and ozone.
- Reduce VOC, NOx and other precursors to ozone and support the state's air quality commitments for the region.
- Encourage communities to develop transit-oriented and/or transit friendly development.
- Encourage transportation investment that does not create adverse development in environmentally sensitive areas such as wetlands, recreational areas and historic and cultural

sites.

- Coordinate transportation planning and development with existing environmental programs, policies and projects.
- Give priority to projects and policies that reduce the conversion of agricultural and non-urban land to urban-type land-uses.
- Improve the influence of transportation upon public health.
- Reduce residential exposure to pollutants (noise, benzene, PM<sub>2.5</sub>) from high traffic areas.
- Reduce the health hazards such as obesity and social isolation of auto dependent landscapes by encouraging accommodations for safe pedestrian and bicycle access and links to public transit.

**Goal 4 -      *Plan for Sustainable Development***

*Plan for the economic and social realities of the region and facilitate economic development in areas with established infrastructures that will decrease the onset of urban sprawl. Transportation and economic development will encourage sustainability and principles of environmental justice in order to create healthy, livable, sustainable transportation systems that increase job and income opportunities, promote efficient and healthy*



*land-use patterns, and create environmentally safe communities.*

**Objectives**

- Promote the improvement and expansion of public transit services that reduce the barriers that impede access to jobs for people of color and low income persons.
- Reduce truck traffic in Environmental Justice communities through freight diversion to rail or other socially and environmentally sensitive alternatives.
- Give priority to transportation investment that decreases racial and economic segregation and supports the creation of affordable housing in all communities across the region.
- Give priority to transportation investment that is supported by comprehensive plans in the region that:
  - Promote sustainable land-use by concentrating new growth around existing centers and limiting growth in outlying areas.
  - Promote mixed-use development of jobs, services and housing.
  - Promote density for compact develop-

ment.

- Allow for pedestrian-friendly communities, preservation of natural areas and the existence of open space buffers between communities
- Give priority to transportation investment that promotes economic development in the core communities.

**Goal 5** -- *Plan and Create Multi-Modal Opportunities*

*Plan and create opportunities for all communities, especially environmental justice communities, to travel the region to access jobs, housing, health care, education and social activities emphasizing connectivity by all modes of transportation to the places where people work, live and socialize.*

**Objectives**

- Promote public transit opportunities that link environmental justice communities to important job, medical, shopping, recreation and education centers.
- Promote bus feeder systems and pedestrian/ bicycle access to commuter rail stations.
- Address barriers to pedestrian, bicycle, and

transit use due to safety, security and crime.

- Encourage a bicycle network that adds bicycle lanes to appropriate streets to provide the access to jobs and other opportunities in order to reduce traffic congestion and complement off-street trails.

**Goal 6 -- Consider Disproportionate Impact (of Benefit and Burden) on Communities**

*Consider impacts for all transportation policies and investment decisions that benefit certain communities and burden others (including social, psychological, physical, economic, long term, short term and cumulative impacts on people of color and low-income populations) and by considering the sprawl inducing effects of transportation planning.*

**Objectives**

- Conduct impact analyses to determine the disproportionate affect of transportation policies, decisions, projects, plans, and programs on senior citizens, youths and children, all forms of disability, low income households, minority persons and others.
- Reduce disproportionate impacts on senior citizens, youths and children, all forms of disability, low income households, minority persons and others.

Encourage initiatives that are cognizant and supportive of the needs of low income people and people of color.

**Goal 7 - Make Decisions with Full Public Participation**

Make transportation and investment decisions after having made real and tangible efforts to inform and engage the affected communities of the issues and after having given the citizens opportunities to provide input and feedback and consideration of their concerns, and inclusion of the public in planning, decision-making, implementation and evaluation of the plan.

**Objectives**

- Continuously work to develop a public participation process that is:
  - ⇒ Inclusive - involving the broadest possible cross-section of the community.
  - ⇒ Appropriate - tailored to the diverse needs of the community.
  - ⇒ Empowering - provide opportunities for the public to have input into the decision-making process.
  - ⇒ Be proactive in seeking

out and responding to the concerns of the Environmental Justice populations.

- Provide complete information to the public regarding the transportation planning process.
- Provide timely notice to the public for all public meetings and opportunities for feedback and comment.
- Provide full public access to key decisions.
- Provide opportunities for feedback and comment throughout the entire planning process.
- Provide early and continuing involvement opportunities throughout the entire planning process.

**Goal 8--** *Preserve Existing Transportation Network*

Preserve the existing transportation network in the region in order to insure the system continuity and continued flow of people and goods throughout the area.

Objectives

- Give investment priority to maintaining and rebuilding existing transportation infrastructure, operations and services.
- Prioritize the transportation infrastructure to enhance community and economic vitality.
- Preservation and maintenance of the existing multi-modal transportation system has a higher priority than highway expansion.

**Goal 9 -** *Promote a Cost-Effective Transportation System*

Promote a cost-effective transportation system in northwest Indiana by efficiently allocating the financial resources available to all modes and by exploring the expansion of these funding sources through new and creative financial mechanisms.

Objectives

- Promote savings through cost-effective use of regional and local infrastructure. Reduce transportation system costs, pursue stable long-term revenue options and allocate the available financial resources to all modes of regional significance.

- Promote infrastructure savings with smart growth instead of low-density development in low infrastructure areas
- Examine closely whether the planned expenditures of transportation policies and projects meet the test of benefits and burdens for minority and low-income populations.
- The NIRPC has responsibility to seek opportunities to pursue greater state local and federal funding.
- Local governments have responsibility to seek financial capacity to meet transportation obligations and match state and federal funds.

**Goal 10 -** *Improve Safety and Efficiency*

Improve the safety and efficiency of the system through better management and operation of existing transportation facilities.

**Objectives**

- Encourage pedestrian and bicycle friendly communities and roadways.
- Encourage local communities to define safety needs and strategies.
- When planning transportation projects con-

sider whether the proposed action will improve personal security.

- When planning transportation projects consider whether the proposed action will affect emergency response time.
- When planning transportation projects consider whether the proposed action will increase personal safety for non-motorist.

**Goal 11 -** *Promote Freight and Goods Movement*

Promote a high-capacity, cost-effective, safe, efficient transportation network that reduces impact and equitably distributes the benefits and burdens of freight movement and goods movement as a key to the region's economic vitality.

**Objectives**

- Assess and reduce the disparity of impact of freight movement operations in the region, in particular with respect to EJ communities.
- Encourage public sector investments to equitably improve the compatibility of freight movement services and facilities with adjacent communities.
- Promote safety at intersections and at-grade highway-railroad crossings.



- Encourage input from the inter-modal freight community.
- Promote transportation investment that improves or enhances the safety of hazardous materials routes.
- Promote transportation projects that reduce the pollution impact (e.g. air, noise, vibration) of freight movement within the region.
- Encourage input from communities most affected by freight movement.

**Goal 12 - *Promote a Secure Transportation System***

Promote a secure transportation system that protects the users and the communities of the region from injury or property damage resulting from criminal activity.

**Objectives**

- Protect transportation from damage.
- Provide system alternatives to enable continuation of social and economic activity.

***Who is the Northwestern Indiana Regional Planning Commission?***

The Northwestern Indiana Regional Planning Commission (NIRPC) was created by state statute in 1966. It is a multi-purpose, area-wide planning agency in Lake, La Porte and Porter Counties. The agency is a cooperative of local governments that represent the communities and counties of Northwest Indiana and the Governor of the State. In 2003, NIRPC's membership was expanded in a law passed by the Indiana General Assembly and signed by the Governor. It gives voting rights on the 51-member Commission only to elected officials who represent the counties, the cities and now, all of the towns in NIRPC's jurisdiction. The Indiana Department of Transportation (INDOT), and transit operators will continue to participate on the Commission as non-voting members, and fully partake in its activities and discussions.

NIRPC was designated as the Metropolitan Planning Organization in 1975, and conducts the metropolitan area transportation planning process for the three-county region. This planning is carried out in keeping with the federal transportation requirements of the Transportation Equity Act for the 21st Century, the Clean Air Act Amendments of 1990, and their predecessor acts. The transportation planning process remains certified by the United States Department of Transportation, with

NIRPC having undergone its most recent, Federal Planning Certification Review in 2005.

## 2 PUBLIC INVOLVEMENT

Over the course of the development of the *Connections 2030 Regional Transportation Plan* fifteen open houses were conducted for the purpose of soliciting citizen comments. An additional five open houses were held for public review of the *Regional Pedestrian & Bicycle Plan of 2004* component of Connections 2030. Also, NIRPC received 24 letters and emails during the review process.

All of the open houses were held in public, accessible places. All of the locations were accessible via demand response public transit. Several of the facilities were also located on bus transit routes. Public notice of the events was accomplished using media releases to major local print and radio outlets and the local public television station; announcements at public meetings; posting on the NIRPC website; and direct mailing to transportation stakeholders including the NIRPC Transportation Policy Committee, the Connections 2030 Working Group, public transit operators, and organizations and agencies representing social and human services, the environment and social justice concerns.

### Summary of Comments and Responses By Category

#### *Land Use, Sprawl, Smart Growth, Transit Friendly Development, Planning*

⇒ Twenty-five comments were received that addressed concerns with or support for better, coordinated land use planning resulting in less sprawl-type development, and more reinvestment in the urban and older suburban areas. Some felt the language in the plan was “weak” on encouraging and promoting anti-sprawl development practices. Others were pleased that the plan acknowledged the need to address the problem of sprawl and promote smart growth. Transit-friendly development was most often noted as a desirable strategy for both smart growth practices and development around the proposed expanded commuter rail stations. The negative effects of sprawl on the urban populations were noted by several people, including one comment that said “north county issues need to be addressed so that planning does not encourage sprawl and development away from developed areas”. Another noted that “auto dependent transportation is not good and sprawl has negative economic and social consequences”. Another noted “the Illiana Ex-

pressway and Peotone Airport are 100% encouragement of sprawl”. “To meet the goals and objectives of Connections 2030,” said one comment, “land use planning and regional reinvestment in the northern cities to end the sprawl cycle is needed.” Recommendations from the public included educating cities and towns on transit friendly development practices, and dropping proposals that facilitate flow out from already established areas to the “country”.

**Response:** *The Connections 2030 plan recognizes the link between land-use and transportation in its goals and objectives and discusses it in Chapter 5 Regional Land Use Planning and Design. NIRPC acknowledges that much still needs to be accomplished. With respect to land use policies NIRPC role is advisory and to that end we intend to engage municipal and county officials and planners in increasing awareness of concepts such as smart growth, sustainable development, and transit friendly development practices. Further, NIRPC is engaged in regional programs for watershed management and green infrastructure. The Marquette Plan and Commuter Rail Expansion Planning offer additional opportunities.*

**Roads - Local and State**

Sixteen people commented on plans for roads, streets and highways.

⇒ The extension of Vale Park Road in Valpa-

raiso generated several comments and letters, all in opposition to the proposal which will cross an environmentally sensitive area.

**Response:** *The extension Vail Park Road around a portion of Silver Lake was found to have negligible impact in terms of regional traffic or air quality. The city is no longer seeking federal funding. The road has been consistently on local thoroughfare plans and is a part of the regional street and highway network. Whether to complete the link and its design are City Valparaiso decisions.*

⇒ The concept of a new east-west route in south Lake County, referred to as the Illiana Expressway, was both supported and opposed. Supporters, including the South Suburban Mayors and Mangers Association in Illinois, spoke to the need to relieve congestion, improve access to Chicago, and to facilitate development if a new airport is built in Peotone, Illinois. Noted one writer, “There is a need to address growth in south Lake County, Porter County, and south Will County (Illinois) that improvements on the Borman don’t address such as Joe Orr Road-Main Street alignment and extension.” Those opposed to the concept cited its sprawl-inducing impact, degradation of existing quality of life, loss of prime agricultural land, and the disinvestment in the ex-

isting urban and suburban areas that such a project may cause.

**Response:** *At this point, a regional consensus does not exist on the desirability of an expressway type facility in the southern part of the region. INDOT has been carrying a proposal called a Suburban Needs Proposal in its long-range plan. The proposal is in the pending but unapproved 2005 update of the state's plan with the start of construction shifted to 2028. Connections 2030 includes the proposal only for further study and a resolution has been drafted for Commission approval. The Plan and the resolution call for a study of the impacts of the proposed facility.*

⇒ Pros and cons were cited about the proposed interchange at I-65 and 109<sup>th</sup> Avenue. One writer stated, "It would promote increased development away from the urban communities of Gary, Hammond, and East Chicago and push people, products and services further into the southern portion of the county. This has severe economic, social and employment issues for people in the northern areas of Lake County," Noted another, "New interchanges almost instantly become an unsightly and unnecessary collection of fast food restaurants and gas stations, which facilitate the lifestyle habits that are compromising the health of our popula-

tion." Supporters of the new interchange cited its necessity for access to the Purdue University Incubator development, and its positive potential impact on encouraging new development.

**Response:** *Localized consensus has developed for the location of the interchange at 109<sup>th</sup> Avenue, while there is still larger regional discord on the desirability of an interchange at all. A congressional earmark for the proposal is in the pending House-approved transportation bill and the proposal is in the INDOT Long-Range Transportation Plan. The proposal is included in Connections 2030, as there is committed funding and no significant impact with respect to air quality.*

⇒ Other specific road projects drawing comments included US 421. Several La Porte County residents noted the need to improve the intersection with US 20 and US 421. In Porter County widening US 6 east of SR 149 was recommended to increase the safety of persons turning onto and off US 6 on a hill.

**Response:** *Design and engineering considerations are addressed by INDOT or local sponsor as the project is developed. Comments received are forwarded to the people with design responsibility. Public meeting are generally held prior to start of construction.*

⇒ Opposition to the lane addition proposals on Route 51 and 61<sup>st</sup> Avenue, and to the extension of Wisconsin Street to US 30 was expressed based on the potential for negative impacts to environmentally sensitive areas including wetlands.

**Response:** *The people who commented will be referred to INDOT and City of Hobart. Route 51 and 61<sup>st</sup> Ave. are planned expansions. Wisconsin Street was not included in the plan.*

⇒ The proposed new interchange at I-94 and the Porter - La Porte County line drew opposition because it would destroy wetlands and sacred Native American ground.

**Response:** *The people who commented will be referred to INDOT and City of Hobart. Route 51 and 61<sup>st</sup> Ave. are planned expansions. Wisconsin Street was not included in the plan.*

⇒ Extending 53<sup>rd</sup> Avenue and improving it through to Main Street was recommended,

**Response:** *This proposal will be discussed with Lake County officials as potential local sponsors in the next plan update cycle.*

⇒ Designating US 12 as a scenic highway.

**Response:** *This proposal will be discussed with Lake*

*County officials as potential local sponsors in the next plan update cycle.*

⇒ Several general comments about roads were received. It was noted that strip malls are popping up and planning has gone “amok” because connecting roads and frontage roads are not available, making it difficult to access them.

**Response:** *This proposal will be discussed with Lake County officials as potential local sponsors in the next plan update cycle.*

### **Public Transit**

There were 28 transit-related comments submitted during the Connections 2030 planning process.

⇒ Specific to NICTD were comments in support of more frequent service to South Bend, a later evening train for those visiting Chicago for recreational purposes, more parking, and public transit service to the stations. Other recommended improvements were for removing the tracks from 11<sup>th</sup> Street in Michigan City and for extending the service south to the City of La Porte.

**Response:** *Proposals for the improvement of South Shore services have been forwarded to NICTD for input on cost and feasibility. Moving the tracks and*

*expanding service to La Porte have significant capital and long term operating impacts. The NICTD Board is presently addressing the issue of a later evening departure from Chicago.*

⇒ The proposed expansion of commuter rail to Valparaiso and Lowell drew mostly support from the public. Most often mentioned as reasons to proceed with the project were the need to increase access to the Chicago job market and the positive economic impact on northwest Indiana. The line to Lowell was viewed by some responders to be sprawl-inducing as the density currently does not exist in that corridor to support the new service. Several comments addressed the need to plan new commuter rail stations in neighborhoods so people could walk to the train, and to have bus service to the stations. Two comments addressed the need to consider other tracks for the commuter train as the proposed tracks are currently heavily used by freight trains.

**Response:** *The Plan supports the next phase in the development of new commuter rail service. Transit friendly development practices are promoted in the plans goals and objectives. The transit component of the Plan, Chapter 4, identifies the future need to address bus service to new commuter rail stations. The next phase in the development of new commuter rail requires extensive analyses of both market poten-*

*tial and appropriate track alignment.*

⇒ The majority of public comments on bus/demand response transit addressed the need for more public transit and the need to fund it better. Access to jobs across all three counties was most often mentioned as the reason to support public transit. In Lake County the need to access jobs at the new commercial development at the Purdue Incubator was called out as both a public transit need and an environmental justice issue. Several comments addressed the need for more transit in Porter and La Porte Counties.

**Response:** *Chapter 4 contains the details of the three-county regional transit plan. It includes recommended services to job and service centers from the urbanized areas as well as the suburban and rural areas.*

⇒ Also commented on was the need for more wheelchair accessible and affordable service during off-peak hours. NIRPC was also advised that people who plan and operate public transit need to understand how different levels of disabled people travel generally, and specifically how developmentally disabled people may not be able to understand headers or be able to read schedules.

**Response:** Chapter 4 contains the details of the three-county regional transit plan. It includes recommendations for increased capacity for demand response service in all three counties and for increased funding from the state and local governments. It however does not address the issues related to how different levels of disabled people travel and the impact of that on transit planning and operations. This is a significant issue for public transit operators, the RTA, and the MPO and will be pursued as a regional service development need.

⇒ Transit friendly development practices and the environmental benefits of transit were also mentioned in several comments addressing sprawl.

**Response:** Transit friendly development practices are incorporated into the Plan's goals and objectives.

### **Bike/Pedestrian Modes**

Five comments from the 2030 open houses focused on the need to make roads safer for pedestrians and bicyclists. Almost all of the comments called for either more dedicated trails or wider street rights-of-way dedicated to alternate modes. One writer noted that "It is now unsafe to ride bikes due to the type of developments." This group also recommended that sidewalks should be required and that the public be educated on sharing the road with bike riders.

An additional five open houses were held for public review of the pedestrian and bicycle plan component of Connections 2030. Nine comments were received. They were consistent with the comments from the 2030 open houses in terms of supporting more local trails. Nearly all of the respondents indicated that they would use trails to shop or commute to work if more were available. They were unanimous in their willingness to be advocates for more trails. It was also suggested by one attendee that more emphasis was needed for equestrian access.

**Response:** The Ped & Pedal Plan is a component of the Connections 2030 Plan. Included are recommendations for additional trails and design standards for wider shoulders. The need for more equestrian access was also acknowledged in the plan.

### **Planning (Generally)**

Five comments on planning in general were submitted. The need for more coordinated planning was identified as well as the need for more aggressive planning utilizing impact fees to cover public infrastructure costs. Several comments addressed the need to incorporate transit-friendly development practices into local and county subdivision and zoning ordinances.

**Response:** The Plan contains a commitment by NIRPC to seek funding to do a comprehensive land

use plan for the three-county area. It also includes a commitment to working to educate local planning bodies on smart growth strategies, and sustainable and transit friendly development practices.

### **Heavy Trucks**

A great deal of input was received from the Pulaski Park Neighborhood Association of Hammond about the impact of heavy truck traffic on their neighborhood. The neighborhood contains SR 312 Chicago Avenue. SR 312 serves as the main truck route into the industrial area across the state line from US 12/20 and SR 912 and North Lake County industries. Residents of the area recommended building a truck bypass. Similar input was heard in Gary on US 12/20 4<sup>th</sup> and 5<sup>th</sup> Avenues and elsewhere in the region. Representatives of the Lake County Fish and Game Commission pressed for shifting heavy trucks including permitted extra-heavy trucks to the Indiana Toll Road or Cline Ave with a new direct road link to the Lake Calumet area of Chicago. Other comments addressed the desire to move the trucks off the roads and onto trains as a means to address congestion.

**Response:** *The Connections 2030 plan recommends a freight needs study that addresses community compatibility with trucks and trains, but also recognizes the importance of freight movement to the regions economic vitality and quality of life. National estimate indicate that freight traffic will likely double*

*over the next 20 years. Much more knowledge is needed local and regional and through freight movements. See Chapter 9 of the Plan report.*

### **Social/Environmental Justice**

Nine comments were made on the social equity or environmental justice aspects of the plan. Several comments addressed the negative social and economic consequences of what was perceived as sprawl-inducing projects like the new interchange on I 65. NIRPC was advised to consider first how people could access the new commercial and employment opportunities created by construction of the interchange. Another stated “Allocating funds to suburban areas for growth is an environmental justice concern”. Other comments addressed the need to do more to relate the plan to the goals and objectives to facilitate an environmental justice analysis. One participant recommended having the plan reviewed for social justice impacts by an independent source who would also identify mitigation policies as needed.

**Response:** *Very early in the plan development process NIRPC engaged representatives from organizations represented by the Environmental Justice Coalition. This engagement led to Vision Goals and Objectives that expanded the plan’s purview beyond narrow transportation considerations. In addition, areas of the region with minority and/or low income popula-*



tions were identified. Proposal evaluation procedures for both the plan and TIP were devised to consider impacts on minority and low income populations. A major initiative to expand investment in public transportation was undertaken. An Environmental Justice evaluation report was prepared and is available for review.

### **Policy**

Three comments were made on policies that direct federal transportation funding. All three were opposed to the priority given to highways over public transit. One participant noted that federal policy is throwing billions at the worst mode (highways) and pennies at the best mode (transit). Others stated that federal funding policies force dependence on cars, which are more polluting and less safe and called for a reordering of priorities to transit at the local, state and federal levels. Another comment addressed how the plan's goals and objectives were ignored or watered down in the expansion project selection process.

**Response:** *The Connections 2030 plan is the result of a collaborative process of local state and federal interests. The foundation of the process is federal priorities and programs and administration structure which are inherently modal and certainly give priority to the highway mode over transit or other modes. For example, while it is possible to transfer STP funds from highway to transit, federal law only*

*allows the funds to be used for transit capital projects in Lake and Porter Counties when the real need is for assistance in operating services.*

### **Environmental**

Five comments addressed the environmental impacts of several projects. Opposition to the extension of Vale Park Road, improvements to 61<sup>st</sup> Avenue, SR 51 and 101<sup>st</sup> Avenue were all based on potential negative impacts to wetlands or watersheds and forested areas. Another issue for one participant was the need to address the potential for expanding warehousing and distribution centers versus the increase in air pollution and traffic congestion, especially in downtown Gary and around the Gary/Chicago Regional Airport. Other comments spoke to the need for fewer roads and more greenways, public transit and bikeways to promote personal and environmental health.

**Response:** *The Connections 2030 planning process greatly expanded its horizons to consider larger regional concerns and to coordinate with on-going water management, green infrastructure and economic development initiatives. NIRPC plans to more closely coordinate these activities.*

### **Summary of Public Participation in the Connections 2030 Compliance Amendment, Conformity Determination, and Fiscal Years 2008-2011 Transportation Improvement Program**

A thirty - day comment and review period and three open houses were held to provide opportunities for the public to comment on the proposed Compliance Amendment, new TIP and new conformity determination. Notice of the comment period and three open houses was advertised in legal notices to the four major dailies serving Lake, Porter and La Porte Counties. Notices were also sent to the extensive transportation stakeholders list and individual reporters who typically cover NIRPC activities. The draft documents and notice of the open houses were distributed to all public libraries in the three-county area and were available on the NIRPC website as well. The open houses were held in public places accessible by fixed route transit service in two cases, and demand response services in all three locations.

Information presented at each of the open houses included: 1) NIRPC as MPO, an explanation of the role of the MPO in transportation planning; 2) the proposed language to address compliance with the Safe, Accountable, Flexible Transportation Equity Act - A Legacy for Users (SAFETEA-LU); 3) the list of projects proposed for inclusion in the FY 2008-2011 Transportation Improvement Program (TIP); 4) the Air Quality Conformity Determination for the Compliance Amendment; and 5) citizen participation in regional planning. Visual techniques were employed to depict the

state's "Major Moves" proposed projects, the proposed safety planning component, the congestion management system planning component, the service recommendations of the Regional Bus Authority's Strategic and Operations Plan, and the MPO public participation process.

Overall attendance at the three open houses totaled eleven people. No substantive comments either in favor of or opposed to the draft documents were made. Conversations were held one-on-one with staff on storm water management related to state construction projects, the process of doing the conformity determination, NIRPC's weighted voting method, NIRPC's role in project implementation, relocation of the South Shore tracks off 11<sup>th</sup> Avenue in Michigan City, and INDOT policy on drive-way cuts on US 421.

Two letters opposing the Illiana Expressway were received as part of the public comment period. The Sierra Club and the Citizens Against the Privatized Illiana Toll Road submitted letters. The letters are included in Appendix D.

#### **Summary of Comments and Draft NIRPC Response**

**Comment:** Both letters addressed the need for NIRPC to conduct a more broadly defined study of the Illiana including a more detailed analysis

of impacts not only on the urban core but also on the rural and prime agricultural communities. CAPIT advocated for a study that addresses overall regional economic and transportation needs that focuses on urban revitalization, rural and agricultural preservation, and innovative and environmentally progressive land use practices and transportation methods. The Sierra Club advocates a study on alternatives to the Illiana that explores regional land use policies, supports ending dependence on cars for transportation, and supports renewal of the urban areas and preservation of the rural areas. Both organizations cited the recently-released report of the Brookings Institution Metropolitan Policy Program titled “The Vital Center: A Federal-State Compact to Renew the Great Lakes Region”.

**Response:** Based on public input from the Connections 2030 amendment in the fall of 2006 on the Illiana NIRPC included in its work program for fiscal year 2008 an Illiana Task Force. It is intended that the task force will serve as one source of input into the INDOT-sponsored Illiana feasibility study authorized in SB 105, which covers the area from I-65 west to I-57. The task force will focus on producing a draft regional policy position on the Illiana. It will look more closely at implications on regional land use, congestion, urban revitalization, and rural preservation. Membership on the task force will be open to the

public as well as NIRPC Commissioners.

NIRPC has already taken steps to create a multi-state planning process called for in the Brookings Institution report. Starting with the Wingspread Accord (2001) NIRPC has established working relationships with Southeast Wisconsin, Southwest Michigan and Northeast Illinois to form the type of “super-regional” approach to planning needed to address issues facing the Great Lakes region, especially the renewal of the existing urban core areas and the need for growth management strategies.

**Comment:** Both organizations also advocate for comprehensive regional land use planning.

**Response:** Based on public input from the first round of participation activities in the adoption of 2030 the fiscal year 2008 Unified Planning Work Program contains a work task to accomplish this. The description of this task is included in Appendix D.

**CAPIT Comment:** It should be clarified that NIRPC’s 2005 endorsement of the INDOT proposed feasibility study related only to the section from I-57 to I-65.

**Response:** CAPIT is correct. Clarifying lan-

guage to that effect will be added.

**CAPIT Comment:** Clearly document why NIRPC believes the Illiana would result in congestion relief on the Borman.

Clearly document the source of the forecast for a 50% increase in truck traffic on the Borman Expressway over the next 20 years.

**Response:** Lake and Porter Counties are currently designated as Moderate Nonattainment of the National Ambient Air Quality Standards for Ozone (8-hour standard). The Indiana Department of Environmental Management has submitted air quality monitor data that indicates the fact that Lake and Porter Counties are currently in attainment of the standard, and has requested redesignation of Lake and Porter Counties from non-attainment to attainment.

NIRPC completed a set of model runs in July, 2004 in the context of the evaluation of all proposals that were submitted for the Connections 2030 Regional Transportation Plan. The model runs included the committed network, (existing network with projects that were committed for construction) and the proposed projects. The projects were individually compared to the existing plus committed network and in-

cluded the change in regional vehicle-miles of travel, emissions of volatile organic compounds and emissions of nitrogen oxides. In all cases, the population, households and employment projections for all transportation analysis zones were held constant. The Illiana concept was tested from I-55 to I-65 as a freeway and as a tollway, with a 50 cent toll at each on-ramp. Two additional runs were done for the Illiana concept that included a modest redistribution of future population, households and employment growth in Lake County to the zones in the vicinity of the proposed facility. These two runs were labeled as Illiana Freeway with Sprawl and Illiana Tollway with Sprawl.

Without the redistribution of population, households and employment growth, the Illiana resulted in a reduction in VMT and emissions. With the redistribution, the Illiana as a freeway

	VMT	VMT Change	VOC (g)	VOC Change	NOx (g)	NOx Change
Committed Network	35,286,498		7,112,782		10,135,982	
Illiana Freeway	35,186,645	(99,853)	7,003,991	(108,791)	10,014,211	(121,771)
Illiana Tollway	35,062,533	(223,965)	7,008,285	(104,497)	10,004,090	(131,892)
Illiana Freeway with Sprawl	35,497,627	211,129	6,751,853	(360,929)	10,142,492	6,509
Illiana Tollway with Sprawl	35,386,594	100,096	6,758,764	(354,018)	10,135,085	(897)

resulted in an increase in VMT, but a reduction in VOC emissions and an increase in NOx emissions. As a toll way with the population, households and employment redistribution, the Illiana resulted in an increase in VMT and a decrease in emissions.

The change in year 2030 traffic volumes on I-80/94 and on US-30 were based on the analysis.

These projections are based on the existing forecasts of 2030 population, households and employment at the transportation analysis zone level, with a slight redistribution of growth to the areas around the proposed facility. The analysis did not include changes in fuel costs and higher costs for the trucking industry. The analysis includes the existing bus transit services and the existing South Shore service. The proposals for the expansion of commuter rail service to central Porter County and southern Lake County were

analyzed separately from the Illiana proposals.

**CAPIT Comment:** (Summarized) CAPIT objects to the tone of the language used in the Future Initiatives and Needs chapter as appearing biased in favor of building the Illiana as opposed to looking objectively at all issues and possible impacts equally between the urban areas and rural areas.

**Response:** Staff recommends a re-write of the applicable section (Part IV - Future Initiatives and Needs - Illiana Expressway Corridor) to reflect an objective approach to the issue as follows:

When NIRPC adopted its long-range transportation plan for the horizon year 2030 in April 2005 it also unanimously passed a resolution calling for the Indiana Department of Transportation (INDOT) to conduct a feasibility study to determine whether a need exists for a new interstate

highway in the southern portion of the region, which has been generally referred to as the Illiana Expressway. The resolution supported only the segment

Location	No Illiana		Illiana Scenario		Change	
	Total	H. Trucks	Total	H. Trucks	All Vehicles	H. Trucks
I-80/94 at Illinois State Line	206,295	38,551	178,916	30,775	-13.27%	-20.17%
I-80/94 from Cline to Burr	204,403	36,088	170,774	27,660	-16.45%	-23.35%
US-30 at Illinois State Line	45,755	3,201	40,940	1,304	-10.52%	-59.28%
US-30 from SR-53 to I-65	78,621	2,638	61,142	1,546	-22.23%	41.37%-
Illiana W. of I-65			78,028	16,001		
Illiana at Illinois State Line			81,354	18,207		

from I-65 west to I-57. In 2007 the Indiana General Assembly passed legislation authorizing a “feasibility study” of the Illiana. The state-supported feasibility study is narrower in scope and designed only to produce specific technical data.

As there is no existing regional consensus to build the Illiana, either on the part of local elected officials or the public, NIRPC proposed a task force to look at the broader implications of building or not building a south county expressway. The adopted UPWP contains a work task to address this. The description of this task is included in Appendix D. The effects on the environment, life styles north and south, the economy and regional mobility will be addressed. It is envisioned that the task force will be a source of input into the INDOT-sponsored “feasibility” study, in essence expanding the state scope to be more inclusive with a thorough look at all of the potential impacts, good and bad, urban and rural. The goal of the task force is to provide information upon which to base NIRPC’s position on the future of the Illiana.

**CAPIT Comment:** NIRPC needs to respects its own call for “extensive and meaningful input” on all future initiatives.

**Response:** NIRPC welcomes and encourages

public participation in all of its regional planning initiatives. The need to be especially inclusive in the Illiana discussions has been made very clear and NIRPC is committed to conducting an extensive outreach program under the Illiana Task Force work program activity. CAPIT and Sierra Club members, among others, will be invited to participate on the task force.

**Sierra Club Comment:** What happened to the urban growth boundary in the original 2030 plan?

**Response:** The growth boundary concept was discussed as a strategy but not adopted as regional policy. The growth boundary concept differs from the urbanized area boundary defined by census data and identified in the plan.



# **PART I**

## **BACKGROUND**

- 1- DEMOGRAPHIC TRENDS AND FORECASTS**
- 2- REGIONAL TRANSPORTATION SYSTEM**
- 3- REGIONAL LAND USE PLANNING & DESIGN**
- 4- ENVIRONMENTAL PLANNING**
- 5- ECONOMIC DEVELOPMENT PLANNING**

### **OVERVIEW**

Northwest Indiana is a region of 1,520 square miles comprising land-use extremes ranging from the environmentally unique Indiana Dunes to one of the nation's largest concentrations of heavy industry. The region is a vital part of the sixteen county, 9.3 million person, Chicago-Naperville-Michigan City, IL-IN-WI Combined Statistical Area (CSA). The Census 2000 population of 741,468 in the three county region comprises a diverse mixture of social and economic characteristics. From 1990 to 2000 growth in the region reversed the negative trends of the 1980's which were primarily due to rapid restructuring of the industrial economy.

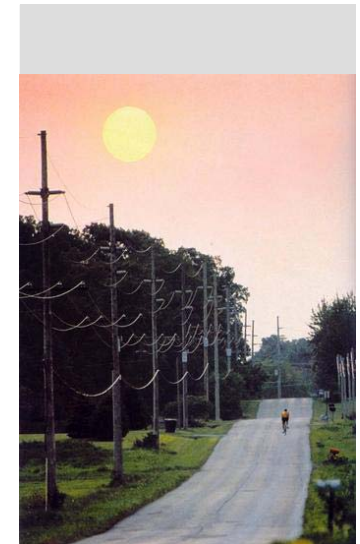
Central and southern Lake and Porter counties constitute some of the fastest growing sections of the region. The major industrial urban areas developed long Lake Michigan are experiencing redevelopment efforts. As a result of Census 2000, LaPorte County was designated as a Metropolitan Statistical Area after reaching population density thresholds required for an urbanized area. Reasonable land prices, a strong housing market, lower real estate taxes and environmental resources continue to attract new residents to the area.

The continued transition of the national economy to a more productive, though reduced, manufacturing base, the rapid growth of service industries and the expansion of the wholesale and re-

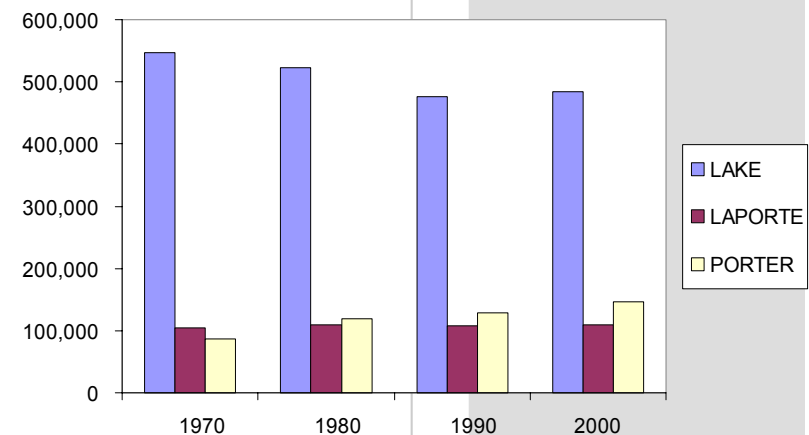
tail trade sector have allowed Northwest Indiana to recover and expand. With a major restructuring of its economic base and the strategic national geographic position of the area, Northwest Indiana has continued to develop around the framework of the existing transportation system.

**1 DEMOGRAPHIC TRENDS AND FORECASTS**

Essential in the transportation planning process is the preparation of credible forecasts of future population, household and employment distribution. This process involves review of historic demographic trends, regional issues impacting growth patterns and initiatives for future development within northwest Indiana. The result is the completion of demographic forecasts for Northwest Indiana to be utilized during the Con-



**Figure 1.1** COUNTY POPULATION 1970-1980





POPULATION CHANGE 1990-2000  
SUPER ANALYSIS ZONES

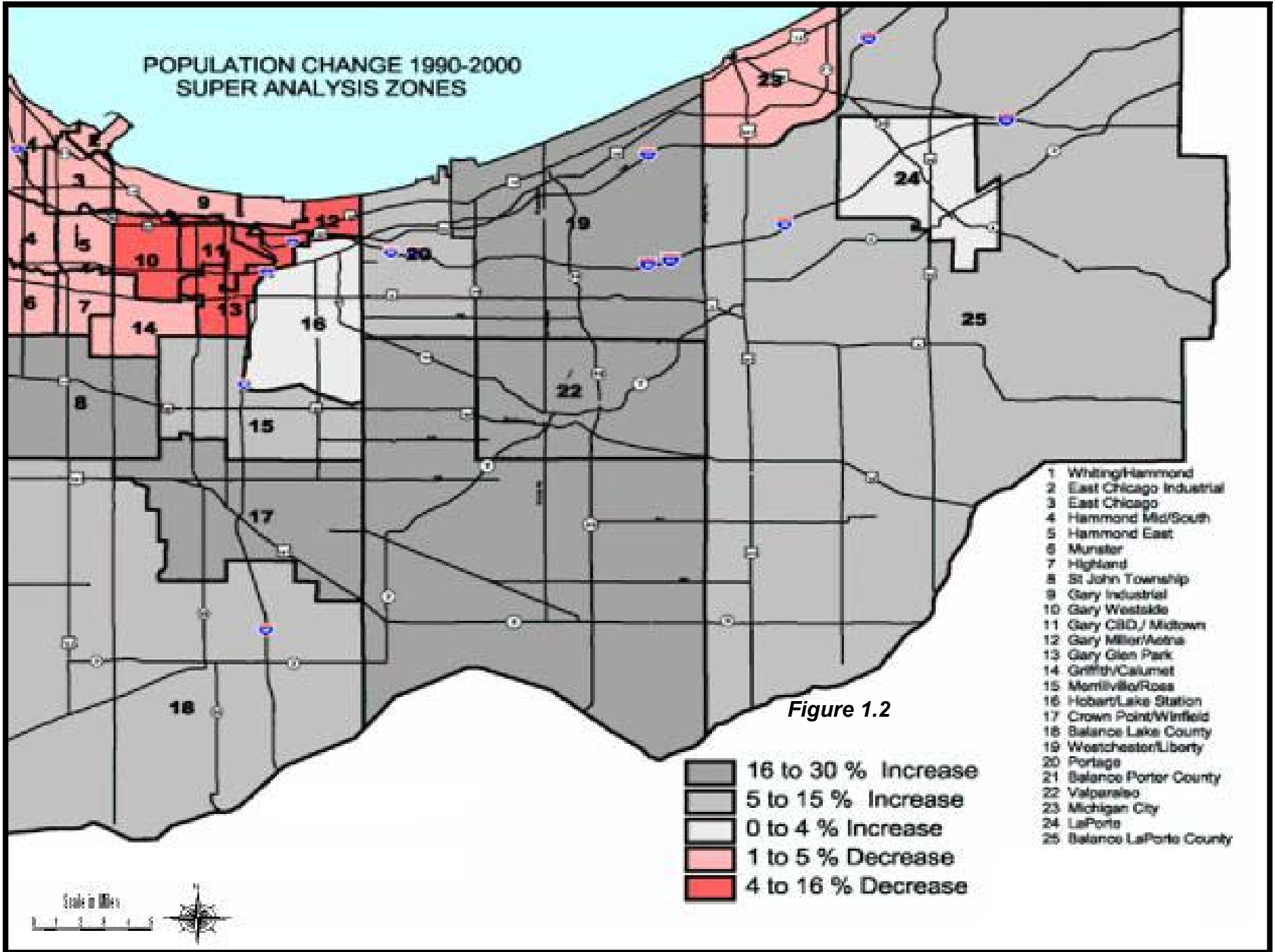


Figure 1.2

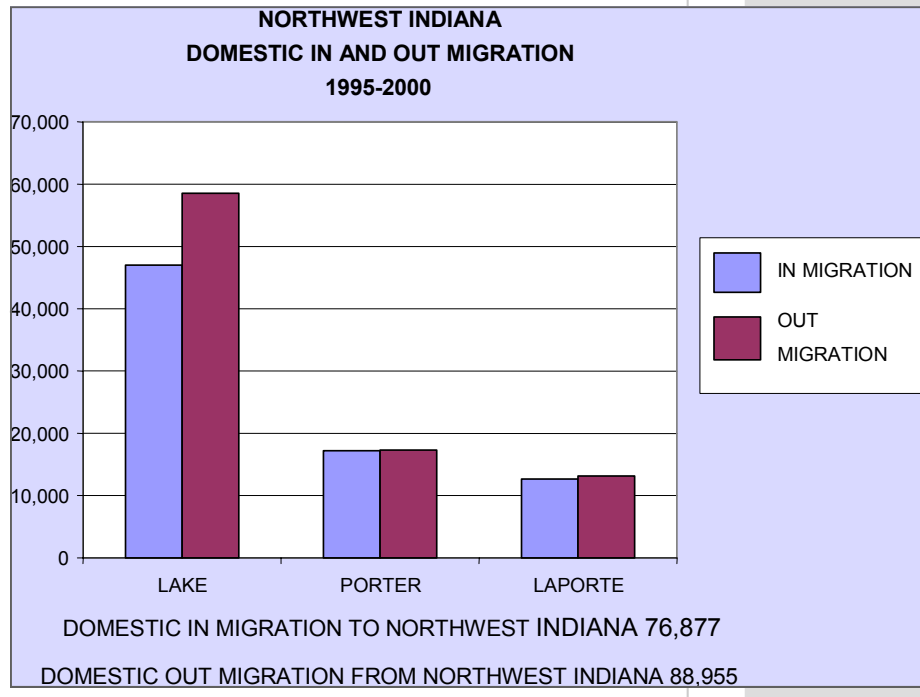
nections 2030 modeling and in the planning process for analyzing the regional transportation system.

**Demographic and Economic Trends in Northwest Indiana**

From 1990 to 2000, Northwestern Indiana experienced positive demographic and economic changes. Growth in the region during this decade reversed the overall population declines which began after 1970 and were accelerated by the negative trends from 1980 to 1990 due primarily to the rapid restructuring of the region’s steel industry. Population in the Lake, Porter and LaPorte county region increased from 711,592 in 1990 to 741,468 in 2000 reflecting a growth of 29,876 persons or 4.2 percent. By county from 1990 to 2000, Lake increased to 1.9 percent to 484,564, Porter increased 13.9 percent to 146,798, and LaPorte increased to 110,106 or 2.8 percent. Of the 29,876 person increase, 30 percent was in Lake, 60 percent was in Porter and the remaining 10 percent was in LaPorte. Population and workplace employment change 1990-2000 by areas within the three counties are shown on Figures 1.1 and 1.2.

Throughout northwest Indiana the domestic in-migration trends, prevalent even during the difficult 1980 -1990 decade, continued from 1990 to

2000. There were 76,866 persons who moved into Northwest Indiana from 1995 to 2000 and of those, 61,791 were from a different state. Of the persons who moved in from another state, 41,457 or 67 Persons from the Chicago metropolitan area accounted for 33,035 or 53 percent of all people moving to the region from a different state. Despite the continued growth in domestic in-migration to the region, domestic out-migration from northwest Indiana totaled 88,955 persons from 1995 to 2000, and of those, 58,826 moved to



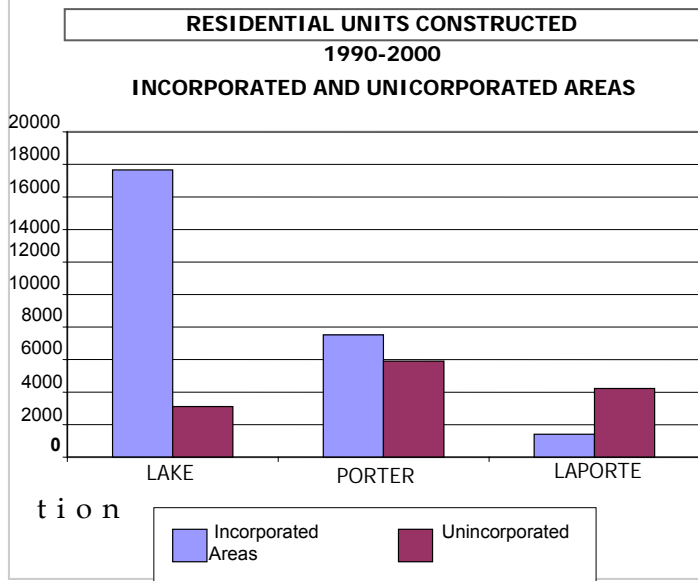
a different state. Of persons who moved from northwest Indiana to a different state, 12,407 moved to the Chicago metropolitan area. Population change by 2000 was also affected by the 9,772 foreign born persons living in the region who entered the Persons from the Chicago metropolitan area accounted for 33,035 or 53 percent of all people moving to the region from a different state. Despite the continued growth in domestic immigration to the region, domestic out-migration from northwest Indiana totaled 88,955 persons from 1995 to 2000, and of those, 58,826 moved to a different state. Of persons who moved from northwest Indiana to a different state, 12,407 moved to the Chicago metropolitan area. Popula-

change by 2000 was also affected by the 9,772 foreign born persons living in the region who entered the United States since 1995, an increase of 188 percent from 1990.

New residents to the region and those relocating within the area occupied many of the 40,566 housing units constructed in Northwest Indiana from 1990 to 2000. During the decade there were 20,781 housing units constructed in Lake, 13,426 in Porter and 5,641 in LaPorte. Construction of 33 percent of these new units occurred in the unincorporated areas of the three counties continuing to change the transportation needs of the region

The three county region had 298,229 housing units in 2000 with 277,332 or 93 percent of the total units occupied. In 2000, there were 125,249 owner occupied units in Lake, 41,894 in Porter, and 30,861 in LaPorte. Renter occupied units totaled 56,384 in Lake, 12,755 in Porter, and 10,189 in LaPorte.

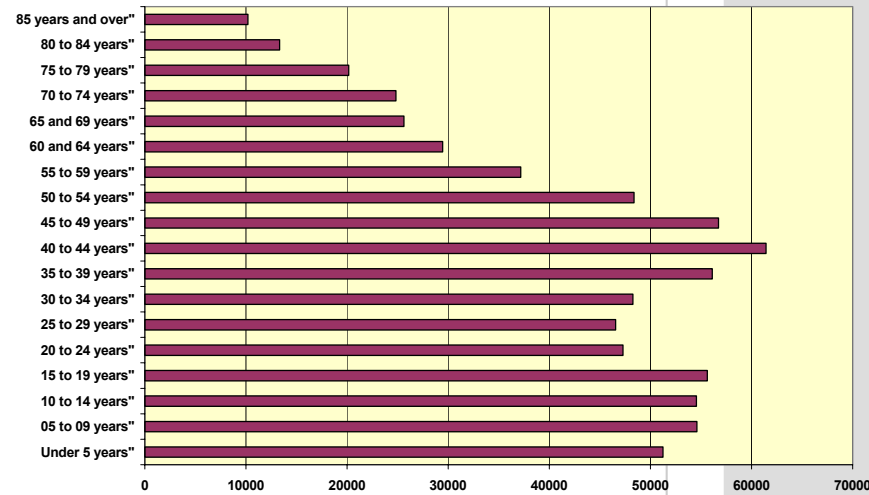
During the 1990 to 2000 decade the region experienced the continued aging of the population. The median age of the population in 2000 was 35.9 in Lake, 36.3 in Porter, and 37.1 in LaPorte, all higher than the median age which ranged from 32.7 to 34.2 in 1990. In 2000, the age composition of the region's population was very similar to 1990, with persons under 18 accounting for 26



percent of the population, those 18 to 64 comprising 61 percent and persons 65 and over accounting for 13 percent of the total. While all three counties experienced aging from 1990 to 2000, the changes were not as dramatic as the changes from 1980 when the median age was 28 and the proportion of the total population under 18 was 31 percent and persons over 65, 8 percent. Changes from 1990 to 2000 are primarily the result of less out-migration, continued in-migration and the aging of the “baby boom” generation whose significant impact on the 65 and over cohort is yet to come. From 1990 to 2000 annual births in the three county region decreased from 10,701 to 10,307 and annual deaths increased from 6,235 to 7,066. Lake and LaPorte counties each experienced 6 percent decline in total births from 1990 to 2000. In Porter county, which had the largest population growth from 1990 to 2000, total births increased 13 percent over the period. All three counties experienced increases in total deaths from 1990 to 2000 with an increase of 12 percent in Lake, 13 percent in LaPorte and 21 percent in Porter. The continuation of these trends will make migration the most significant component of population change.

In 2000, the population of Northwest Indiana was 29.6 percent minority, those persons other than White Non-Hispanics. The minority population

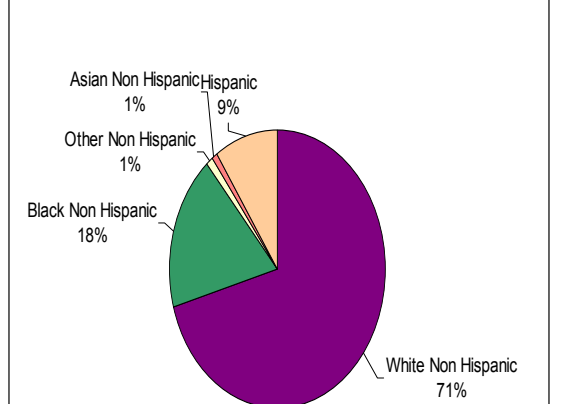
NORTHWEST INDIANA POPULATION BY AGE GROUPS  
2000



SOURCE: CENSUS 2000 SUMMARY FILE 1, INDIANA

of the region varied from 39 percent in Lake, 15 percent in LaPorte, to 8 percent in Porter. Examining the population by race, the region was 75 percent White; 18 percent Black or African American; 1 percent Asian, American Indian, Alaskan Native, Native Hawaiian, or Other Pacific Islander; 4 percent Other; and 2 percent Two or more races. The multi-race category of two or more was first tabulated in Census 2000. Persons of Hispanic origin, who may be of any race, accounted for 9 percent of the population.

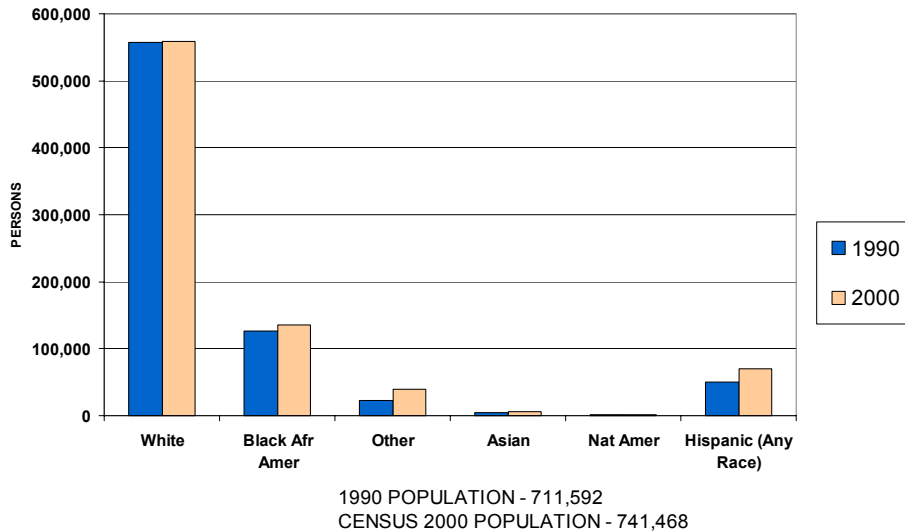
NORTHWEST INDIANA POPULATION BY MINORITY STATUS  
2000



For the two largest minority groups, Blacks or African Americans and Hispanics, the region exhibits geographic concentrations. Blacks or African Americans comprised 25 percent of the population of Lake, 10 percent of the LaPorte population and 0.9 percent of the population in Porter. As in 1990, over 90 percent of the Black or African American population of northwest Indiana lived in Lake county, 8 percent in LaPorte county, and 0.1 percent in Porter county. Hispanics represented 12 percent of the population of Lake, 5

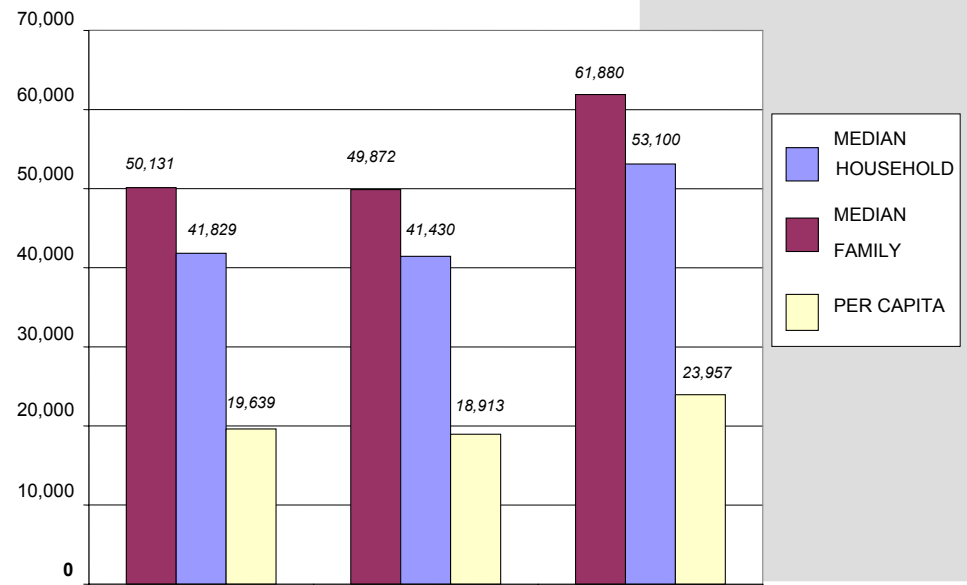
percent of Porter, and 3 percent of the LaPorte population. It is significant to note that in 1990 more than half of all Hispanics in Indiana lived in Northwest Indiana. This proportion dropped to one-third by 2000 despite the 1990 to 2000 39 percent growth of the region's Hispanic population of 69,609. The Hispanic population, which was concentrated over 90 percent in Lake county in 1990, had dispersed throughout the region by 2000 with 85 percent in Lake, 10 percent in Porter, and 5 percent in LaPorte.

**NORTHWEST INDIANA POPULATION BY RACE AND HISPANIC ORIGIN 1990 - 2000**

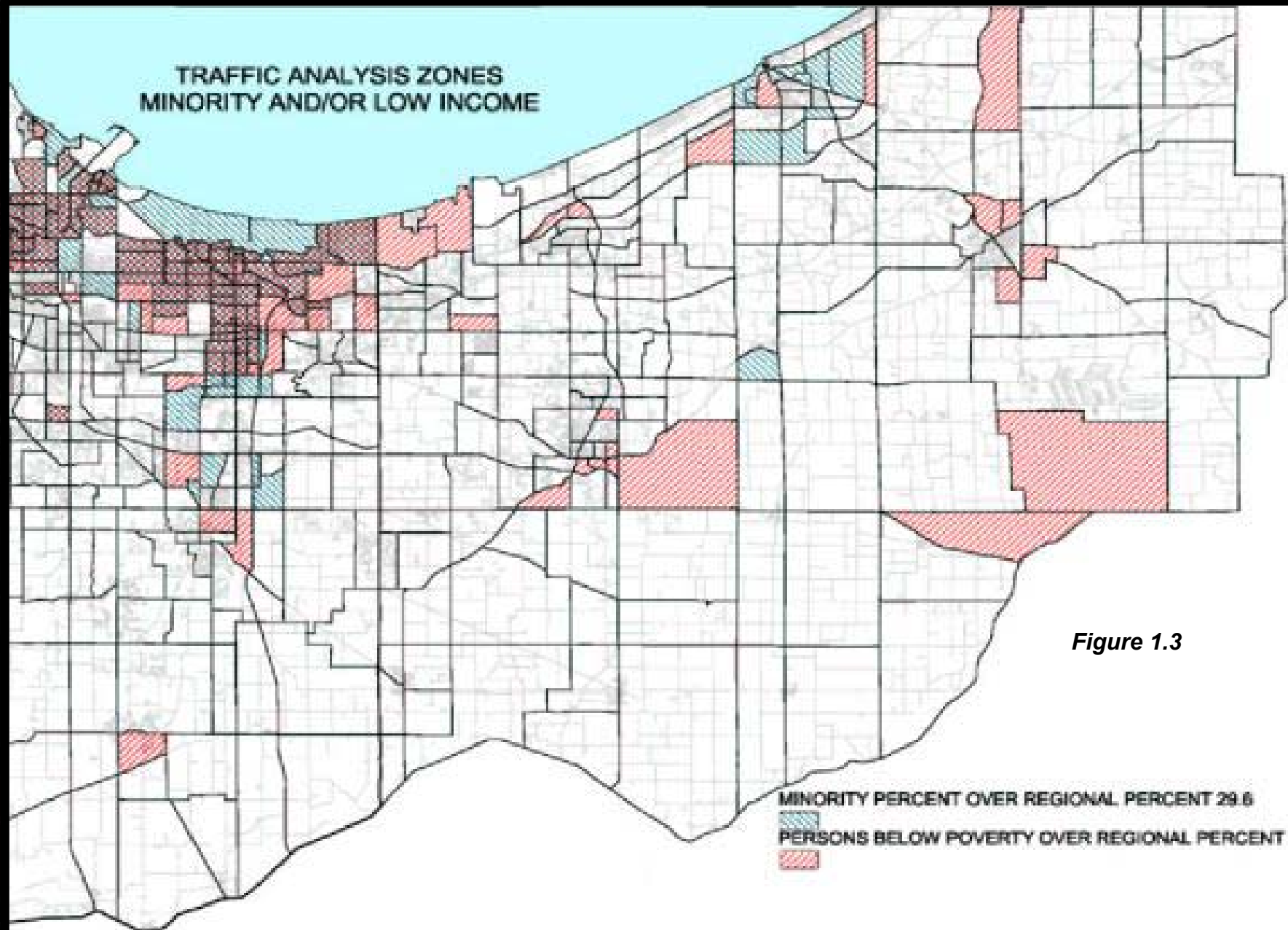


SOURCE: 1990 AND CENSUS 2000.

**ANNUAL MEDIAN INCOME BY COUNTY CENSUS 2000**



**TRAFFIC ANALYSIS ZONES  
MINORITY AND/OR LOW INCOME**



*Figure 1.3*

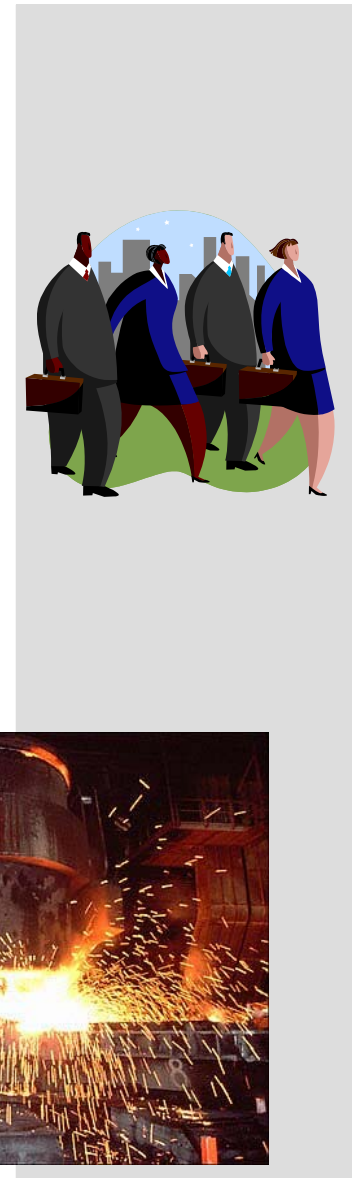
MINORITY PERCENT OVER REGIONAL PERCENT 29.6  
PERSONS BELOW POVERTY OVER REGIONAL PERCENT 10.4

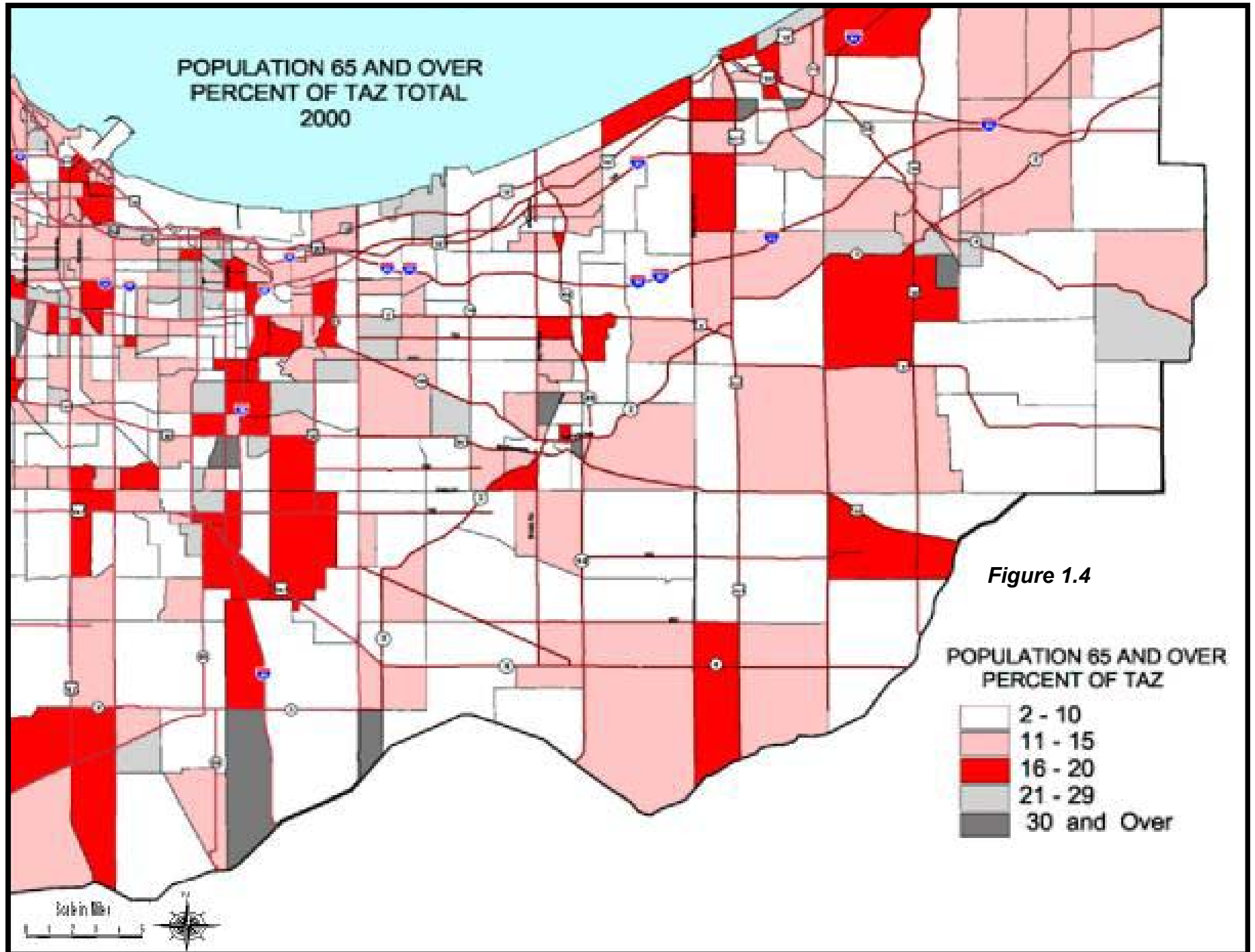


Income data in 2000 for Northwest Indiana showed recovery from the severe economic conditions of the 1980's (see table on next page). In contrast to 1990 when region incomes adjusted for inflation were lower than 1980, incomes in 2000 were higher than 1990 incomes adjusted for inflation. Median household income in 2000 was \$41,829 in Lake, \$41,430 in LaPorte, and \$53,100 in Porter. Median family income in 2000 was \$50,131 in Lake, \$49,872 in LaPorte, and \$61,880 in Porter. After 1990, steadily improving economic conditions, very low inflation, expanding employment opportunities, population growth and welfare reform contributed to income growth in the many areas of the region. Changes which occurred in the regional economy lowered the persons below poverty from 82,618 in 1990 to 70,875 in 2000, or 10.4 percent for the region. By county however, disparities continued to exist as 12 percent of persons were below poverty were in Lake, 6 percent in Porter, and 9 percent in LaPorte.

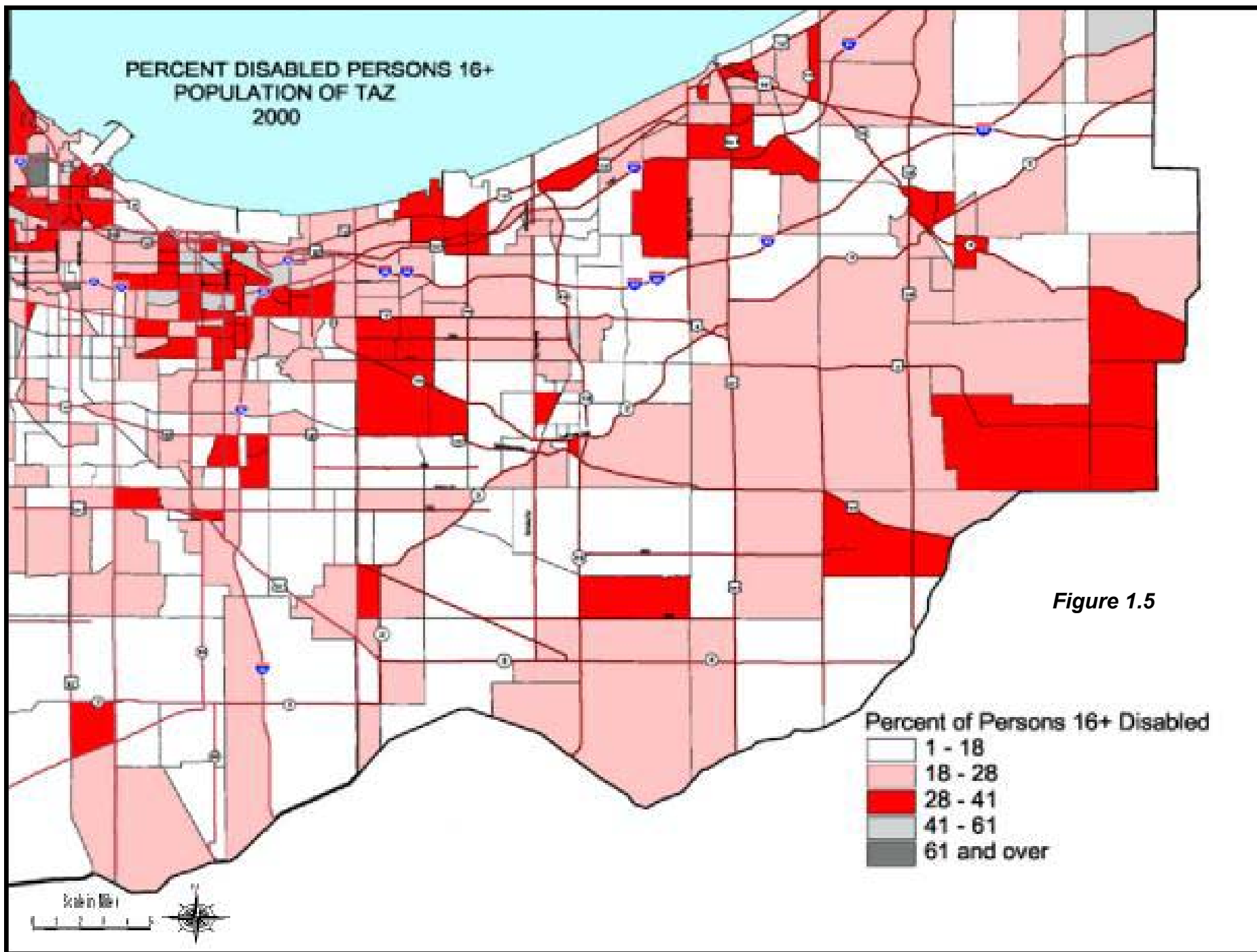
*Connections 2030* incorporates social equity in the transportation planning process to ensure participation; avoid, minimize, or mitigate disproportionately adverse effects on minority and low income populations; and prevent the denial of benefits to minority and low income populations. Minority traffic analysis zones (TAZ's) those over

the regional percent of 29.6 and/or low income TAZ's with percent of persons below poverty over the regional percent of 10.4 are identified on Figure 2.3. Poverty status in 1999 from the Census 2000 long-form questionnaire was tabulated using the Social Security Administration poverty definition which federal interagency committees revised in 1969 and 1980 and annually revise thresholds to allow for changes in cost of living. The Office of Management and Budget's Directive 14 prescribes this definition as the official poverty measure for federal agencies to use in their statistical work. The poverty status of families and unrelated individuals in 1999 for Census 2000 was determined using 48 thresholds (income cutoffs) arranged in a two dimensional matrix by unrelated individuals and family size and number of children. Poverty status is determined for all people except institutionalized individuals, people in military group quarters, college dormitories, and unrelated individuals under 15 years old.

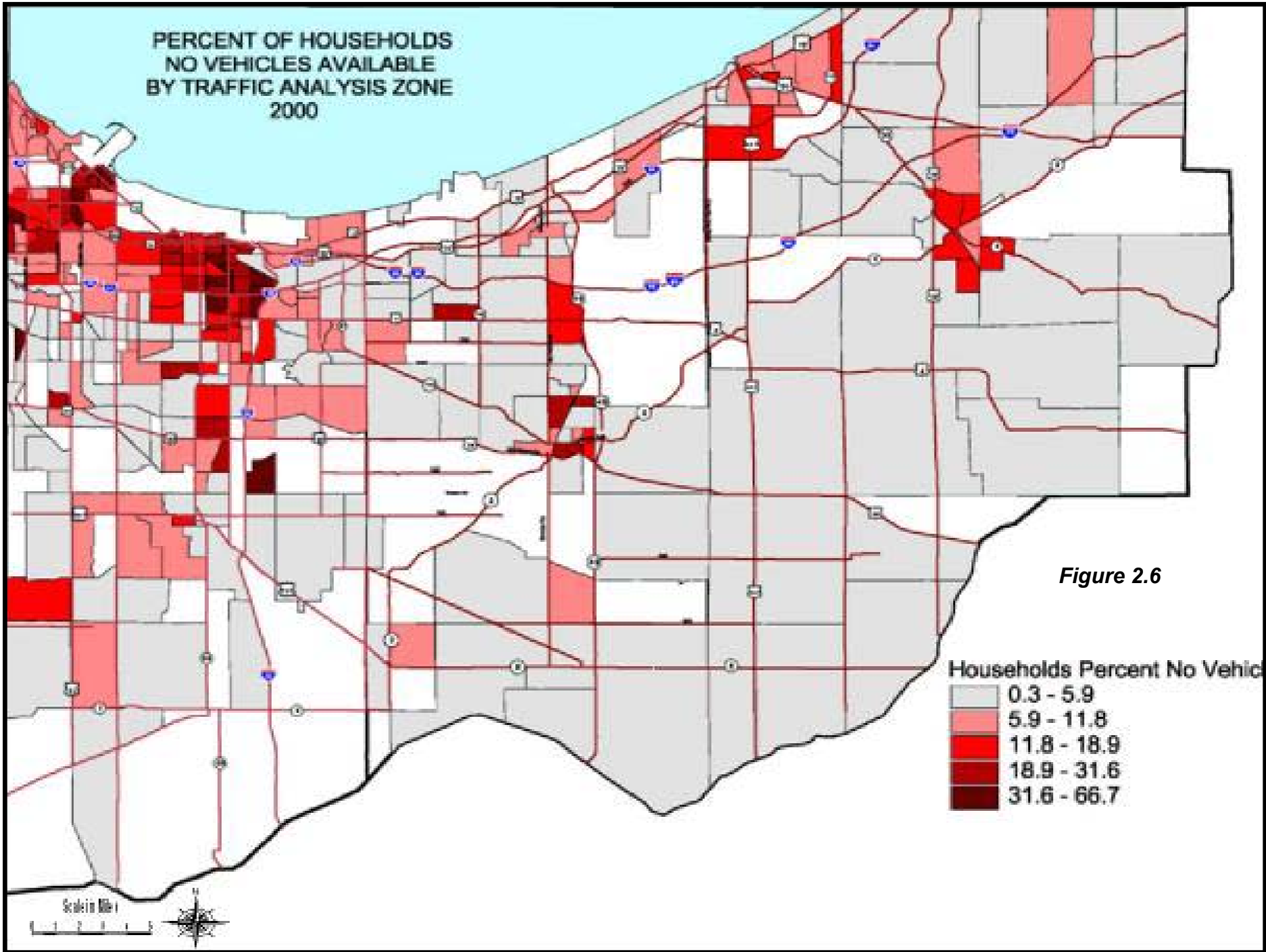








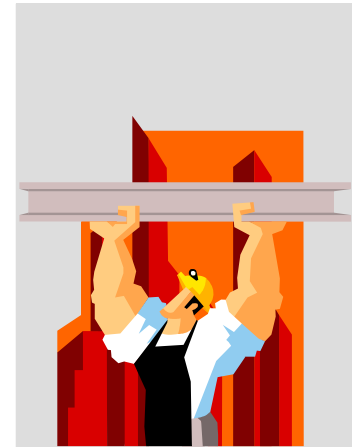
PERCENT OF HOUSEHOLDS  
NO VEHICLES AVAILABLE  
BY TRAFFIC ANALYSIS ZONE  
2000



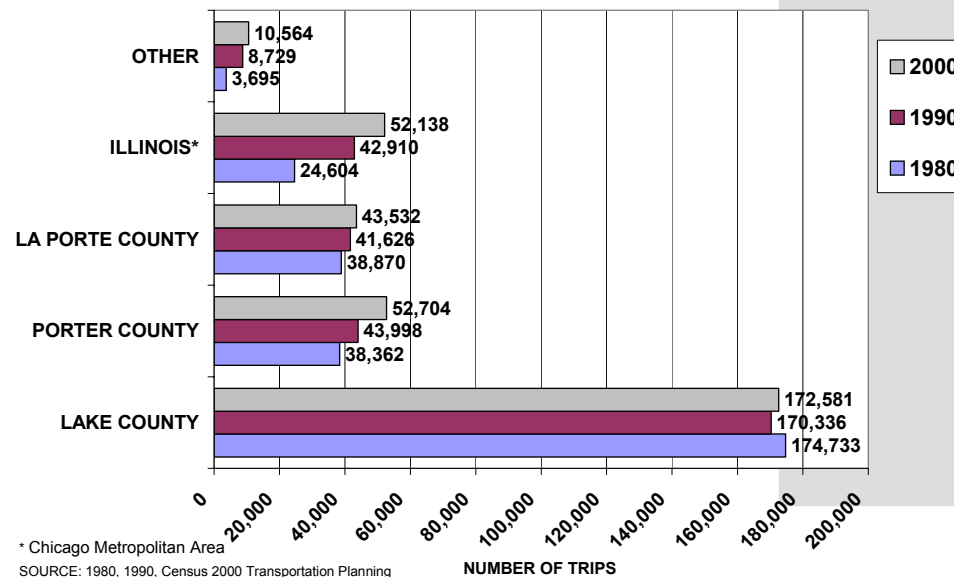
In addition to low income and minority populations, those traditionally underserved by the existing transportation system or those impacted by changes in transportation policy include the elderly, persons with disabilities, and households lacking vehicle availability. Persons 65 and over accounted for 12.7 percent of the total population in northwest Indiana in 2000. Disability status in Census 2000 was expanded to cover individuals 5 and over with sensory, physical, mental or self-care disabilities and persons 16 and over with disabilities which affected their ability to go outside the home or with employment. In 2000, persons with disabilities comprised 17.4 percent of the population in the region. Households with no vehicles available totaled 24,546 or 8.8 percent of all households and 95,341 or 34.3 percent of households had one vehicle available. See Figures 2.4, 2.5 and 2.6.

In 2000, the regional labor force, those workers residing in northwest Indiana, totaled 361,012. Unemployment, which climbed as high as 15.3 in 1983, declined to 6.3 in 2000. During the 1990 to 2000 decade northwest Indiana appears to have recovered from a severe and prolonged period of economic recession with a better integrated economy having a potentially more sustainable and diverse base. The devastating impact that the enormous loss of employment in the goods pro-

ducing sector had on the regional economy in the period from 1980 to 1990, was replaced by economic growth in new and expanding sectors from 1990 to 2000. Region residents with occupations in production and related fields totaled 105,318 in 2000, a decline of 8 percent or 9,424 workers since 1990. Workers with occupations in the sales and clerical fields increased 4 percent from 1990, reaching 89,077 workers in 2000. Region residents in professional and service occupations exhibited the largest increases from 1990 to 2000. Persons in the region with service occupations increased 10,108 or 24 percent from 1990



WORK TRIP DESTINATIONS  
NORTHWEST INDIANA RESIDENTS



\* Chicago Metropolitan Area  
SOURCE: 1980, 1990, Census 2000 Transportation Planning Packages

to 2000 reaching 52,638 in 2000. Professional, executive and managerial occupations exhibited the largest growth for region residents totaling 90,753 workers in 2000, an increase of 22,631 or 33 percent from 1990 to 2000.

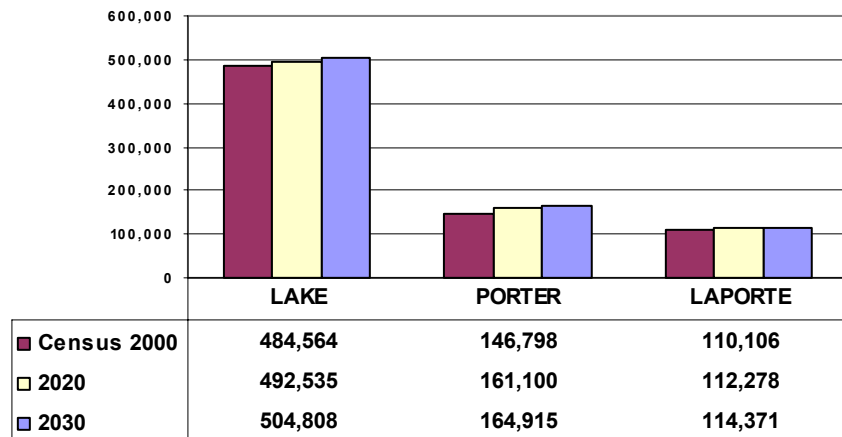
The demographic and economic changes which continue to be experienced in Northwest Indiana have resulted in shifts in work travel patterns based on an analysis of county to county worker flow files Census 2000. In 1990, 255,960 or 83 percent of workers residing in the three counties worked within northwest Indiana. In 2000, workers living and working in Northwest Indiana increased to 268,817, though the percent of those

workers decreased to 81 percent of the total. Persons living in Northwest Indiana and working in the Northeast Illinois metropolitan area rose from 42,910 in 1990 to 52,138 in 2000, an increase of 22 percent. By 2000, 16 percent of all workers living in Northwest Indiana worked in the Northeast Illinois region. Historically, from 1980 to 2000 the number of workers living in Northwest Indiana and working in Northeast Illinois has increased by 27,534 or 112 percent. In 2000, 72 percent of Lake county residents lived and worked in Lake county, 5 percent in Porter or LaPorte, 22 percent in Illinois, and 1 percent in other areas.



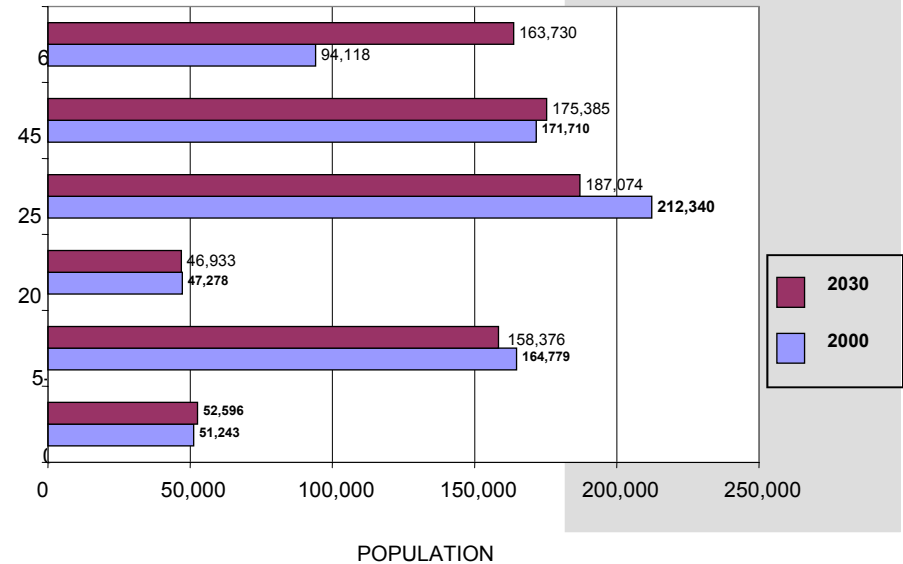
NORTHWEST INDIANA COUNTY POPULATION BY AGE GROUPS 2000-2030

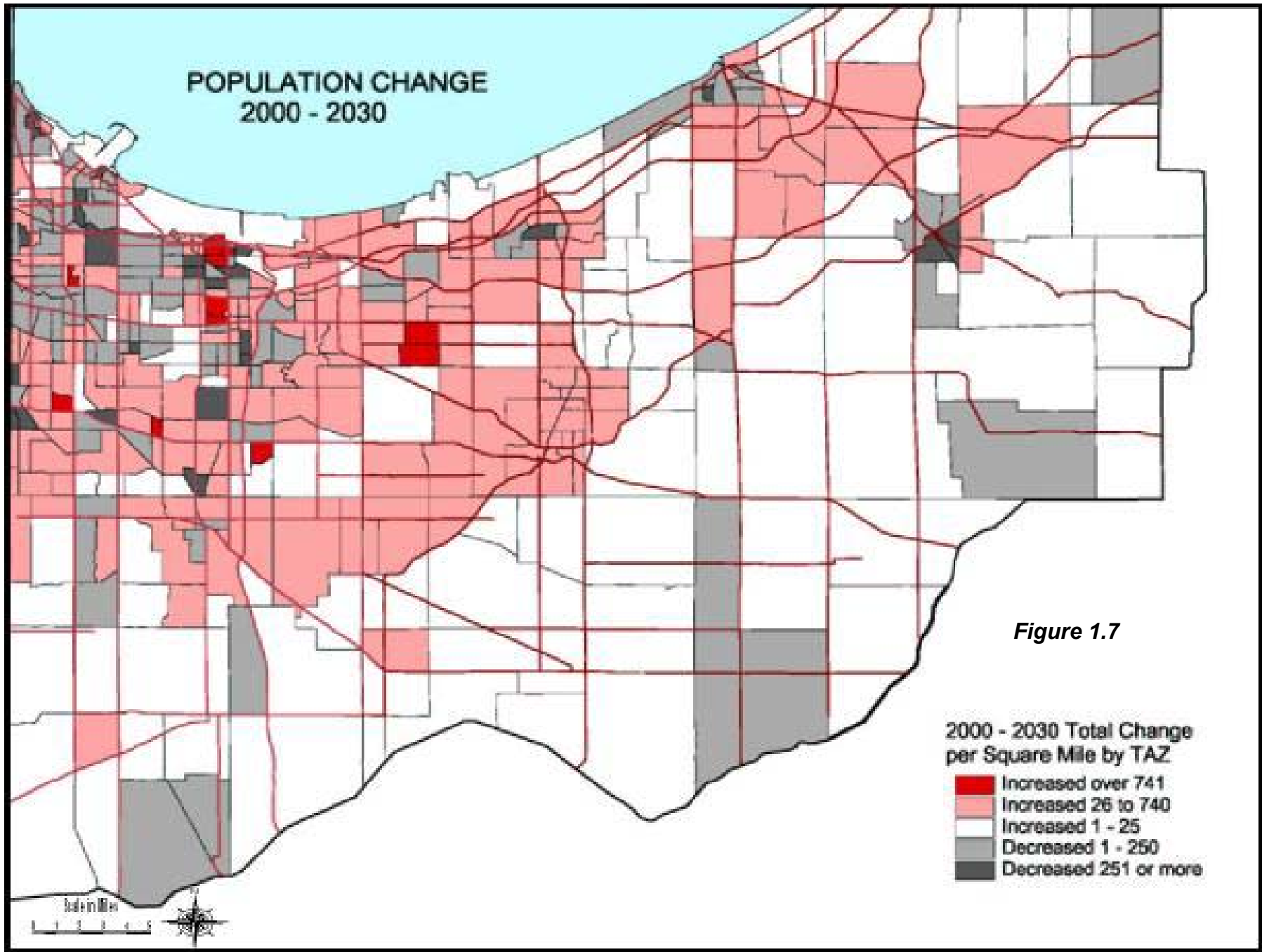
CONNECTIONS 2030 REGIONAL POPULATION PROJECTIONS SERIES 2003 INDIANA UNIVERSITY BUSINESS RESEARCH CENTER



SOURCE: INDIANA BUSINESS RESEARCH CENTER, IU KELLEY SCHOOL OF BUSINESS, RELEASED JULY 17, 2003

AGE GROUPS





*Figure 1.7*

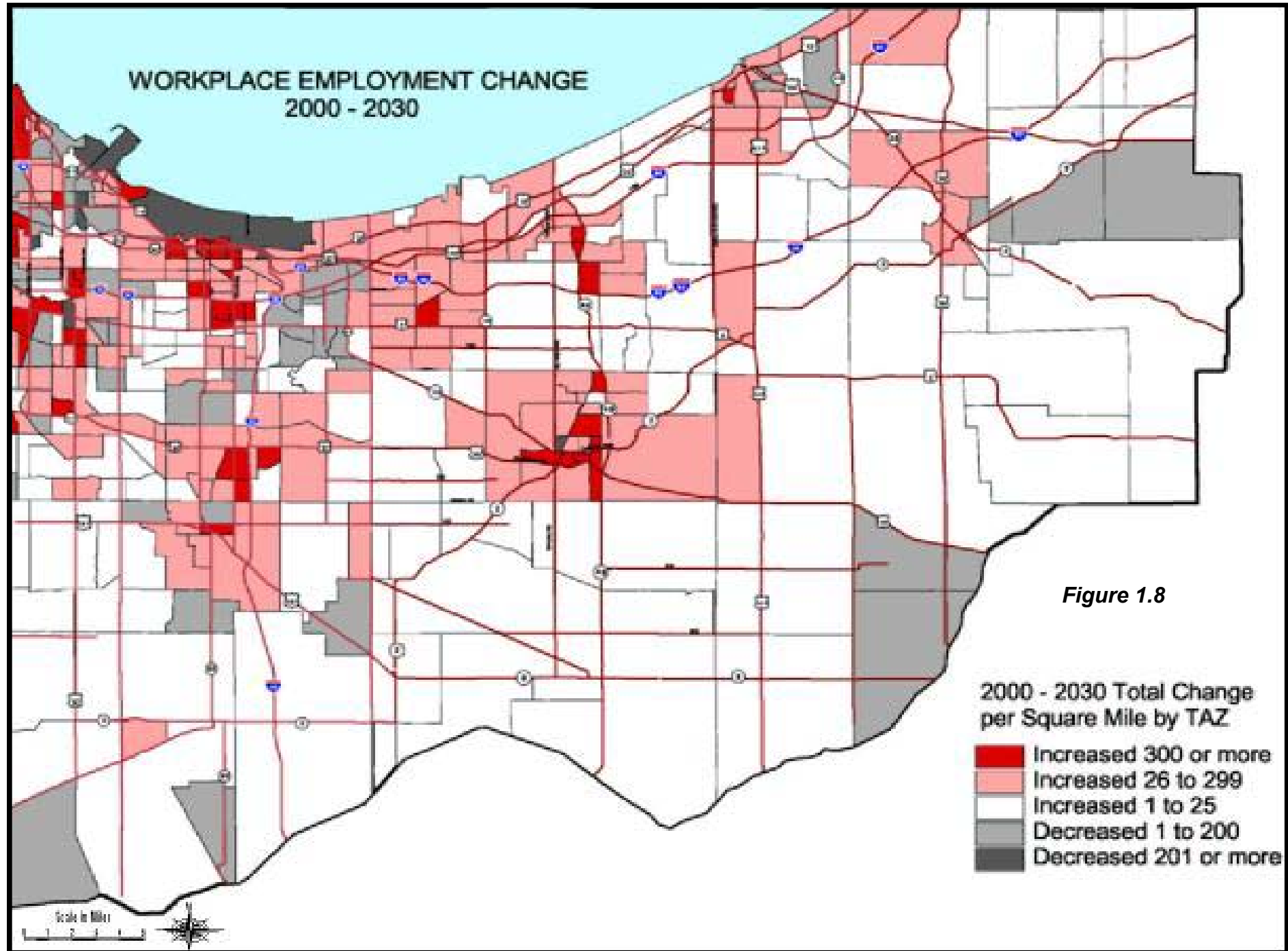


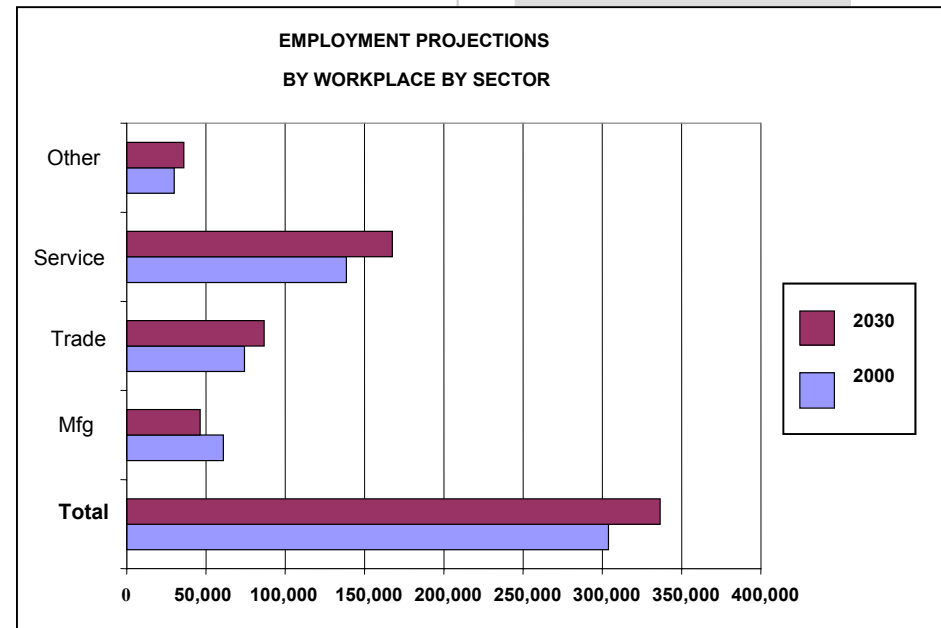
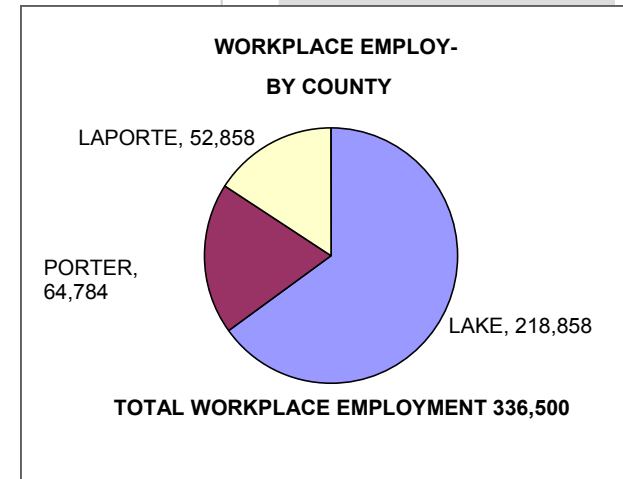
Figure 1.8

In Porter county in 2000, 56 percent of residents lived and worked in Porter county, 27 percent in Lake, 6 percent in LaPorte, 8 percent in Illinois and 3 percent in other areas. In 2000, 74 percent of LaPorte county residents lived and worked in the county, 9 percent in Porter county, 4 percent in Lake, 2 percent in Illinois and 11 percent in other areas. Journey to work data released from Census 2000 on worker trips show an increase in travel time to work for residents of all three counties. Mean travel time rose from 23.8 minutes in 1990 to 27.1 minutes in 2000 for Lake county residents; from 23.5 minutes in 1990 to 25.9 minutes in 2000 for Porter county workers; and from 19.5 minutes in 1990 to 22.0 minutes in 2000 for workers residing in LaPorte county. By mode, in 2000, 82.2 percent of workers living in the region drove alone compared to 79.9 percent in 1990. Workers who carpooled were 12.0 percent in 1990 and 10.3 percent in 2000. Public transportation to work was used by 2.8 percent of workers in 1990 and 2.4 percent in 2000. Workers who walked or worked at home increased to 5.0 percent or 16,730 workers in 2000, from 1.7 percent or 5,310 workers in 1990.

**Demographic Forecasts**

Demographic forecast information is essential to successfully model existing and proposed transportation networks to assess network deficien-

cies, effectiveness of proposed alternatives and air quality conformity. Demographic forecast information for the *Connections 2030* Regional Transportation Plan has been developed by NIRPC staff through a consultative process with local planners and managers, economic development professionals and decision makers. In order to reasonably evaluate future transportation and infrastructure needs through the year 2030, population, households and employment forecasts were required. Staff also coordinated with the Northeastern Illinois Planning Commission (NIPC) Forecast Technical Advisory Committee in the review of NIRPC’s proposed regional population,



employment and household forecasts used in the Northeastern Illinois 2030 planning process. Forecasts covered the six county NIPC region and external counties surrounding the NIPC planning area including the northwestern Indiana region. Projections developed for the NIRPC Vision 2020 Regional Transportation Plan and the 2025 update were initially supplied to NIPC as input into forecasts for the external counties. As the NIRPC Connections 2030 plan process advanced and the new series of county population projections was released, NIRPC and NIPC continued to coordinate on the review of regional projections.

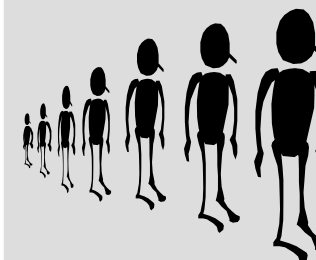
**County Population, Household and Employment Projections**

The county population control totals for the *Connections 2030* plan are from the Indiana Business Research Center, Indiana University Kelley School of Business. Indiana County and Region Population Projections 2005 to 2040 Issued July, 2003. The IBRC has maintained responsibility for Indiana's population projections since the mid-1960s and the most recent series was supported by the Indiana Department of Commerce. The IBRC county projections were produced using a variant of the cohort component method, which carries forward individual gender age cohorts in time, accounting for the separate impacts of

deaths and migration. The standard adopted for this set of projections was five-year age groupings and a time interval of five years between projection dates. The five-year age groups extend through 85-89, with the ultimate age group set at 90 and over. The base population for the projections is the Census 2000 population count by age and sex, as enumerated. The components of population change - fertility, mortality, and migration - were projected forward separately according to a set of assumptions. Assumptions incorporated into the set of projections were based on current trends as well as trends observed in the recent past, typically 1990 to 2000. The projection model used by the IBRC to produce population projections is strictly demographic in nature and no economic assumptions, either explicit or implicit, about future trends in employment were made. Changes in the economic, social and demographic conditions of an area can cause deviations from projected trends.

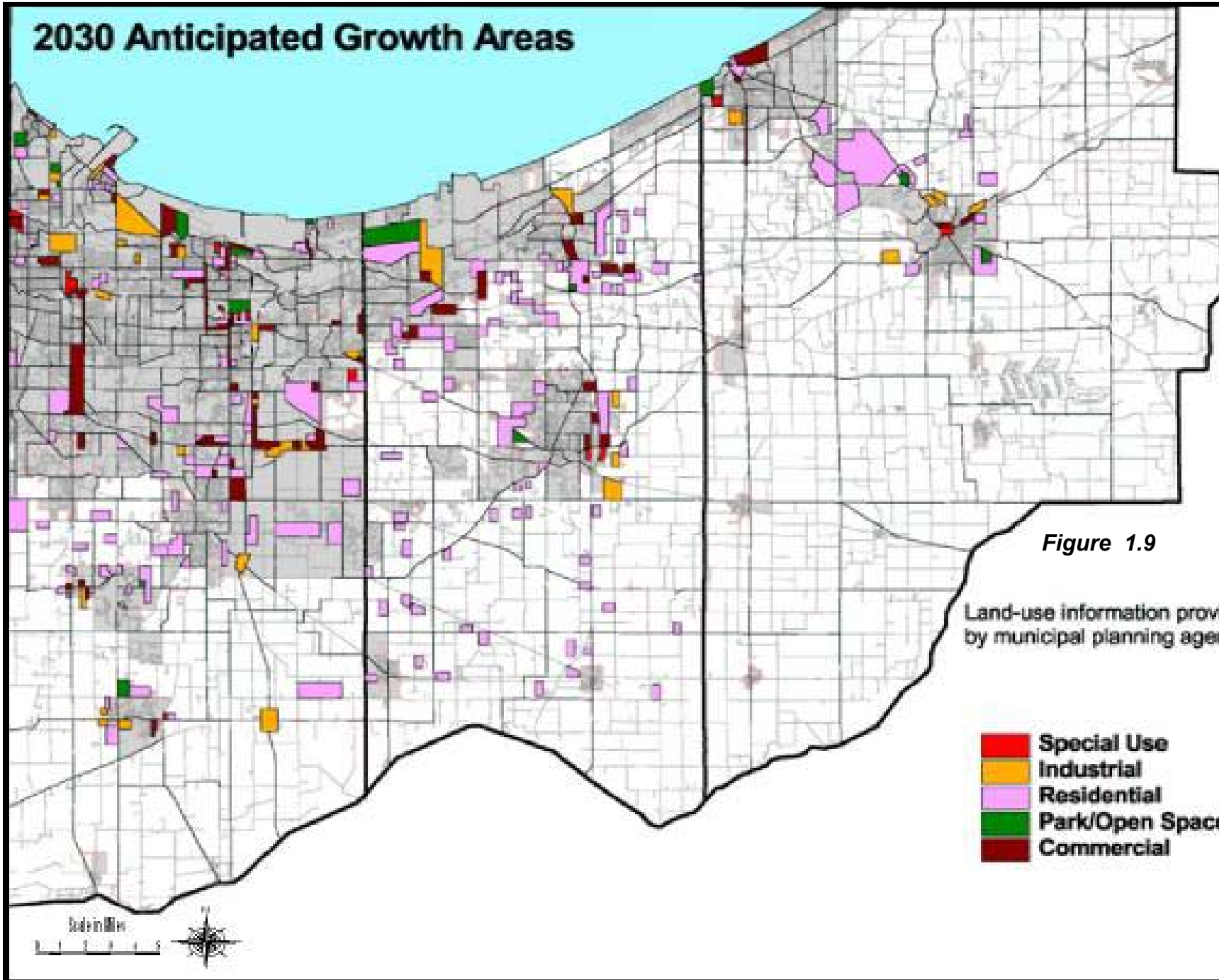
The three county population control total in 2030 is 784,094 an increase of 42,626 persons or 5.7 percent from 2000. The 2030 population projection for Lake County is 504,808, a 4 percent increase from 2000. The projected population of Porter County in 2030 is 164,915 an increase of 12 percent from 2000. LaPorte County is projected to have a population of 114,371 in 2030, a 4 percent increase from 2000.

*The three county population control total in 2030 is 784,094 an increase of 42,626 persons or 5.7 percent from 2000*





# 2030 Anticipated Growth Areas



*Figure 1.9*

Land-use information provided by municipal planning agencies.

- Special Use**
- Industrial**
- Residential**
- Park/Open Space**
- Commercial**

**CONNECTIONS 2030 POPULATION AND HOUSEHOLD PROJECTIONS  
SAZ-SUPER ANALYSIS ZONES**

SAZ	1990	CENSUS	2030	CENSUS	2030
	CENSUS	2000	PROJECTION	2000	PROJECTION
	POPULATION	POPULATION	POPULATION	HOUSEHOLDS	HOUSEHOLDS
1 WHITING/HAMMOND	25,532	24,803	24,930	9,725	9,808
2 EAST CHGO INDUSTRIAL	0	0	0	0	0
3 EAST CHGO	33,892	32,414	31,727	11,707	11,798
4 HAMMOND MID/SOUTH	40,113	39,670	39,365	15,091	15,706
5 HAMMOND EAST	22,446	22,416	22,325	8,663	8,780
6 MUNSTER	19,949	21,511	21,937	8,091	8,584
7 HIGHLAND AREA	24,996	24,842	25,210	10,274	11,012
8 ST JOHN TOWNSHIP	41,529	53,675	59,066	19,216	22,751
9 GARY INDUSTRIAL	0	0	500	0	250
10 GARY WESTSIDE	27,742	23,953	23,360	8,674	8,911
11 GARY CBD/MIDTOWN	42,316	36,471	37,007	14,215	15,728
12 GARY MILLER/AETNA	16,500	14,839	16,140	5,941	6,514
13 GARY GLEN PARK	32,491	29,839	31,666	10,324	11,390
14 GRIFFITH/CALUMET	23,968	23,639	23,728	9,060	9,512
15 MERRILLVILLE/ROSS	28,568	31,300	34,892	11,956	14,061
16 HOBART/LAKE STATION	40,022	40,798	43,011	15,504	16,947
17 CROWN POINT/WINFIELD	27,799	32,521	36,638	11,841	14,206
18 BALANCE LAKE COUNTY	27,731	31,873	33,306	11,343	12,706
19 WESTCHESTER/LIBERTY	27,543	32,305	35,441	12,260	14,116
20 PORTAGE	40,929	43,956	51,910	16,290	20,023
21 BALANCE PORTER COUNTY	24,750	28,926	31,580	10,174	11,768
22 VALPARAISO	35,710	41,611	45,984	15,925	18,826
23 MICHIGAN CITY	40,940	39,041	40,670	15,048	16,198
24 LAPORTE	25,340	26,356	25,551	10,534	11,327
25 BALANCE LAPORTE COUNTY	40,786	44,709	48,150	15,468	17,991
<b>TOTAL</b>	<b>711,592</b>	<b>741,468</b>	<b>784,094</b>	<b>277,324</b>	<b>308,913</b>

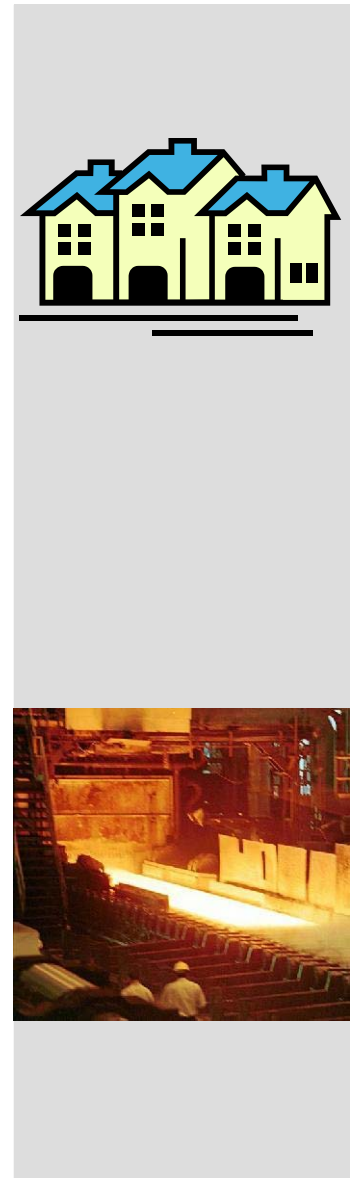
Population and workplace employment change from 2000-2030 per square mile by TAZ (see Figures 2.7 and 2.8) show patterns of development by 2030 in the region. The conservative population projection is influenced to a large extent by the aging population and the continued impact of the “baby boom” generation. The figure on the next page identifies the population cohort changes for the base year 2000 and the 2030 projection. By 2030, 1 in 5 persons in the region will be 65 and over resulting in significant implications for transportation planning. The 65 and over cohort is projected to total 163,730 in 2030 an increase of 69,730 from 2000 to 2030. The 45 to 64 age cohort increases 2 percent from 2000 to 2030. The age cohorts for persons 0 to 4 and 20 to 24 show almost no change from 2000 to 2030.

Persons 5 to 19 decline by 4 percent and persons 20 to 44 decline by 10 percent 2000 to 2030. Changing cohorts of younger persons could have serious implications for the provision of services required by an ever increasing older populations, however projections can be dramatically altered by changes in migration, economic restructuring, and social conditions.

The preparation of 2030 household projections relied on 2000 Census data, residential building permits, municipal plans and regional consulta-

tion. In 2000, the region had 277,332 households or occupied housing units an increase of 9 percent from 254,395 households in 1990. Since 1990, the region has benefited from a strengthened and diversified economy resulting in significant in-migration and active residential developments. While the number of households is projected to increase, household size is projected to decrease from 2.6 in 2000 to 2.4 in 2030. This reflects an overall change in household composition as the population ages and increases the proportion of older “empty-nesters” or one person households and the growth of smaller households for persons of many ages. There may however continue to be areas in the region experiencing growth from the in-migration of younger populations with higher household sizes.

The availability of employment projection totals does not extend beyond very general forecasts for the region. For the *Connections 2030* plan employment forecasting was derived from Indiana Department of Workforce Development data; municipal plans and input; Woods and Poole county employment projections by industry; and large area projections from the Bureau of Economic Analysis. Workplace data received from the Indiana Department of Workforce Development ES 202 employment files was geo-coded to traffic analysis zone (TAZ). The geo-coded data by detailed NAICS industrial classifications was



**CONNECTIONS 2030  
2000 EMPLOYMENT BY WORKPLACE - SAZ SUPER ANALYSIS ZONES**

<b>SAZ</b>	<b>MFG</b>	<b>TRADE</b>	<b>SERVICE</b>	<b>OTHER</b>	<b>TOTAL</b>
1 Whiting/Hammond	4,594	2,112	3,029	1,234	10,969
2 East Chicago Industrial	11,205	47	2,060	23	13,335
3 East Chicago	3,245	2,240	6,901	1,167	13,553
4 Hammond Mid/South	2,506	2,557	6,943	1,556	13,562
5 Hammond East	707	2,465	2,497	510	6,179
6 Munster	299	3,116	7,307	1,367	12,089
7 Highland Area	202	4,059	3,975	1,083	9,319
8 St John Township Area	871	4,378	6,962	1,644	13,855
9 Gary Industrial	8,039	657	2,978	455	12,129
10 Gary Westside	626	1,083	1,981	1,528	5,218
11 Gary CBD/Midtown	171	1,438	7,427	830	9,866
12 Gary Miller/Aetna	5	679	940	448	2,072
13 Gary Glen Park	85	1,369	4,174	615	6,243
14 Griffith/Calumet	684	2,074	3,069	1,593	7,420
15 Merrillville/Ross	845	13,924	16,549	3,179	34,497
16 Hobart/Lake Station	870	3,071	5,149	805	9,895
17 Crown Point/Winfield	768	2,144	10,155	1,350	14,417
18 Balance Lake County	1,010	2,351	2,284	1,058	6,703
<i>Total</i>	<b>36,732</b>	<b>49,764</b>	<b>94,380</b>	<b>20,445</b>	<b>201,321</b>
19 Westchester/Liberty	6,261	2,480	3,204	542	12,487
20 Portage	2,966	3,317	4,785	2,206	13,274
21 Balance Porter County	66	599	1,175	411	2,251
22 Valparaiso	2,905	7,014	14,145	2,050	26,114
<i>Total</i>	<b>12,198</b>	<b>13,410</b>	<b>23,309</b>	<b>5,209</b>	<b>54,126</b>
23 Michigan City	5,272	6,634	9,600	1,589	23,095
24 LaPorte	5,512	3,303	7,236	1,204	17,255
25 Balance of LaPorte County	1,280	1,150	4,102	1,521	8,053
<i>Total</i>	<b>12,064</b>	<b>11,087</b>	<b>20,938</b>	<b>4,314</b>	<b>48,403</b>
<b>Three County Total</b>	<b>60,994</b>	<b>74,261</b>	<b>138,627</b>	<b>29,968</b>	<b>303,850</b>

**CONNECTIONS 2030  
2030 EMPLOYMENT BY WORKPLACE - SAZ SUPER ANALYSIS ZONES**

<b>SAZ</b>		<b>MFG</b>	<b>TRADE</b>	<b>SERVICE</b>	<b>OTHER</b>	<b>TOTAL</b>
1	Whiting/Hammond	3,834	2,499	3,786	1,481	11,600
2	East Chicago Industrial	8,026	256	2,575	28	10,885
3	East Chicago	2,508	2,650	7,163	1,296	13,617
4	Hammond Mid/South	2,092	2,825	7,320	1,867	14,104
5	Hammond East	590	2,917	3,121	612	7,240
6	Munster	230	3,687	7,672	1,641	13,230
7	Highland Area	169	4,668	4,174	1,299	10,310
8	St John Township Area	727	5,180	8,702	1,873	16,482
9	Gary Industrial	5,125	1,027	4,997	546	11,695
10	Gary Westside	523	1,281	2,476	1,834	6,114
11	Gary CBD/Midtown	143	1,869	9,284	996	12,292
12	Gary Miller/Aetna Gary Glen Park	4	803	1,269	538	2,614
13		71	1,845	5,217	738	7,871
		<b>MFG</b>	<b>TRADE</b>	<b>SERVICE</b>	<b>OTHER</b>	<b>TOTAL</b>
14	Griffith/Calumet	571	2,183	3,222	1,673	7,649
15	Merrillville/Ross	705	15,219	18,204	3,615	37,743
16	Hobart/Lake Station	726	3,348	5,300	965	10,339
17	Crown Point/Winfield	641	2,537	12,389	1,620	17,187
18	Balance Lake County	843	2,781	2,993	1,269	7,886
	<i>Total</i>	<i>27,528</i>	<i>57,575</i>	<i>109,864</i>	<i>23,891</i>	<i>218,858</i>
19	Westchester/Liberty	3,579	3,371	4,725	727	12,402
20	Portage	2,358	3,991	7,056	2,960	16,364
21	Balance Porter County	59	721	1,733	551	3,064
22	Valparaiso	2,321	8,439	19,443	2,750	32,954
	<i>Total</i>	<i>8,317</i>	<i>16,522</i>	<i>32,957</i>	<i>6,988</i>	<i>64,784</i>
23	Michigan City	4,874	7,319	10,634	1,945	24,772
24	LaPorte	4,357	3,974	8,738	1,474	18,543
25	Balance of LaPorte County	1,183	1,326	5,323	1,711	9,543
	<i>Total</i>	<i>10,414</i>	<i>12,619</i>	<i>24,695</i>	<i>5,130</i>	<i>52,858</i>
	<b>Three County Total</b>	<b>46,259</b>	<b>86,716</b>	<b>167,516</b>	<b>36,009</b>	<b>336,500</b>

2000 POPULATION  
TRAFFIC ANALYSIS ZONE

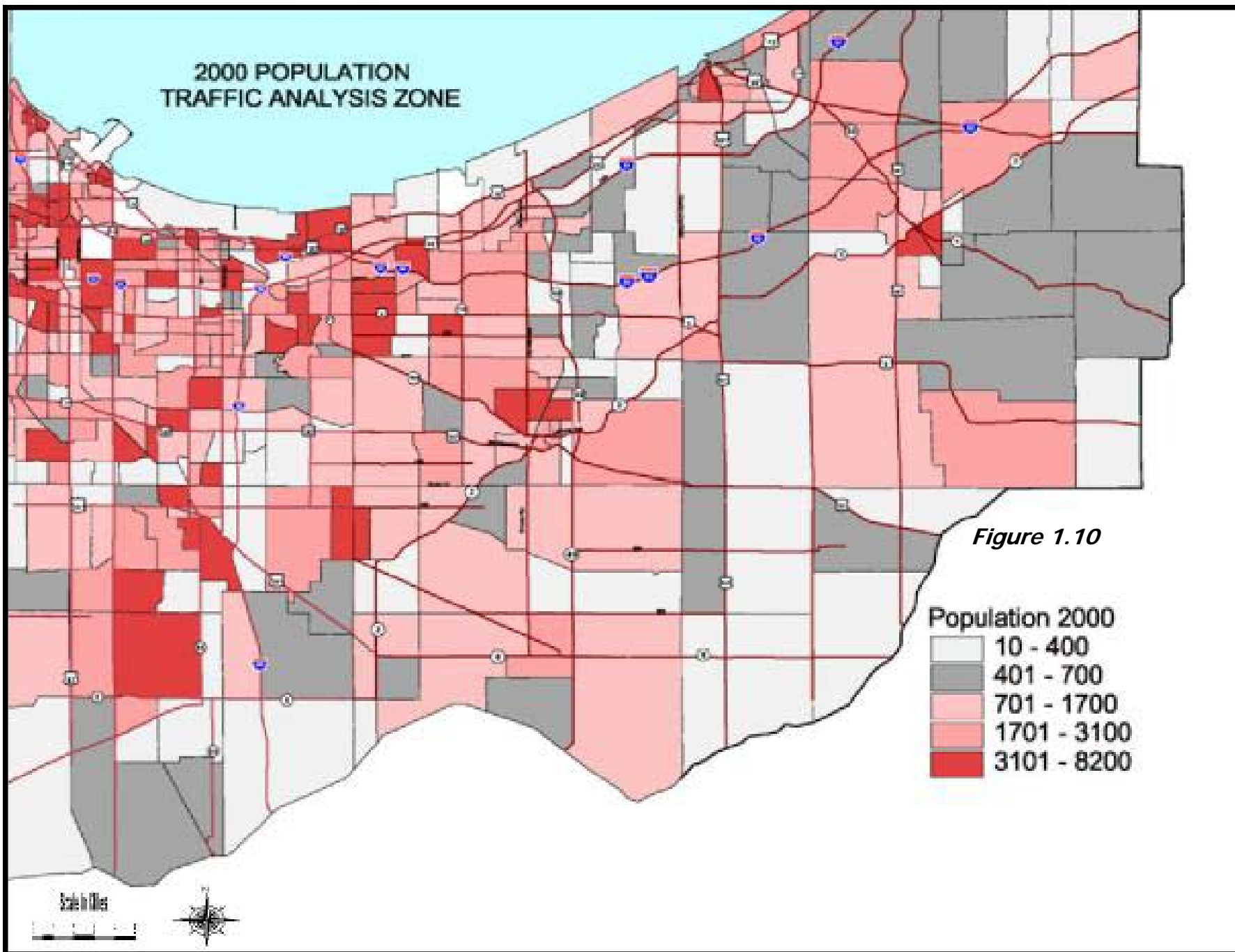


Figure 1.10

Population 2000

Light Gray	10 - 400
Medium Gray	401 - 700
Light Pink	701 - 1700
Medium Pink	1701 - 3100
Dark Red	3101 - 8200

2030 POPULATION  
TRAFFIC ANALYSIS ZONE

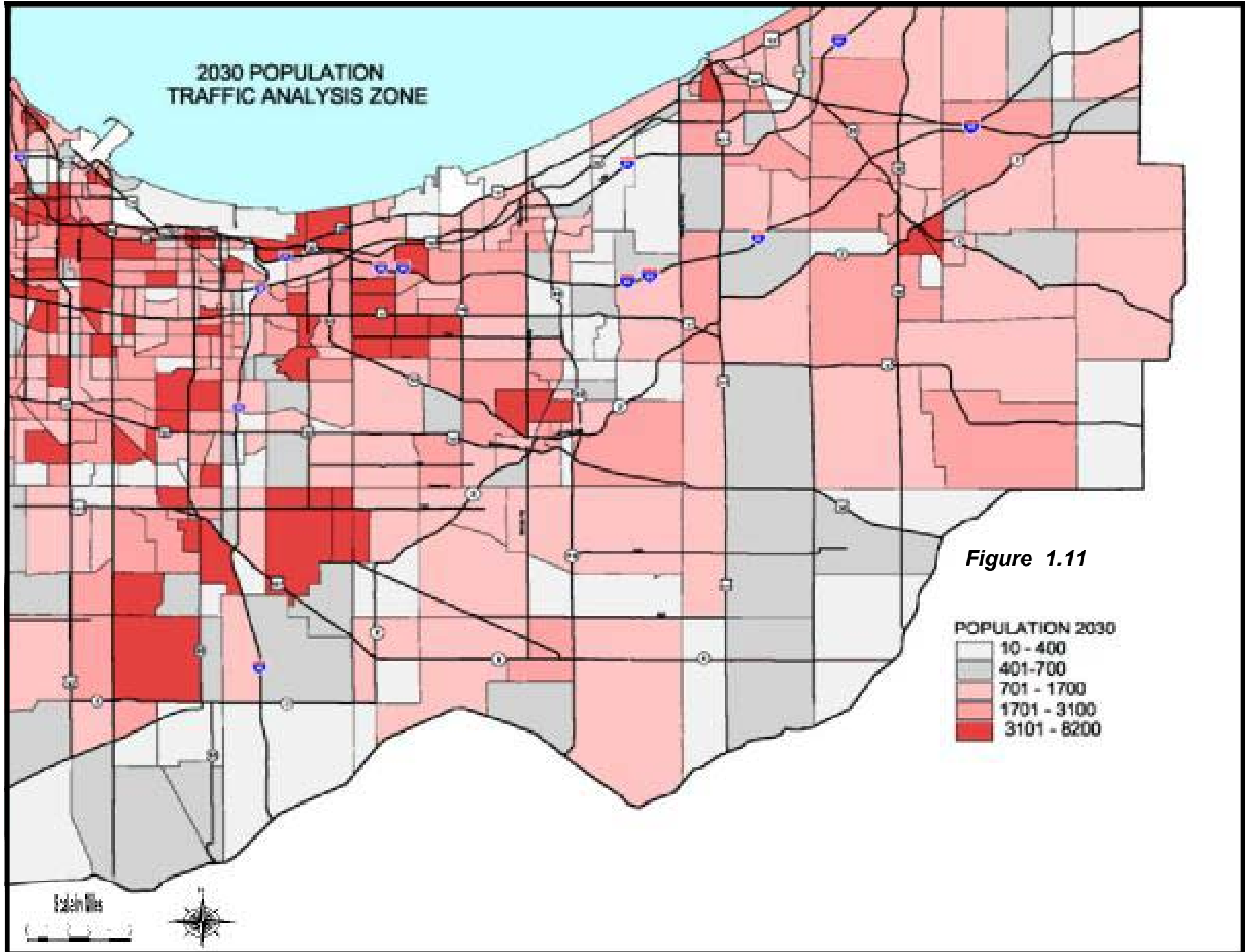


Figure 1.11

POPULATION 2030

10 - 400
401-700
701 - 1700
1701 - 3100
3101 - 8200

**NAICS TO CONNECTIONS 2030 SECTORS**

<b>NAICS Sector</b>	<b>Connections</b>
11 Agriculture, Forestry, Fishing, Hunting	Other
21 Mining	Other
22 Utilities	Other
23 Construction	Other
31-33 Manufacturing	Mfg
41-43 Wholesale Trade	Trade
44-46 Retail Trade	Trade
48-49 Transportation and Warehousing	Other
51 Information	Other
52 Finance and Insurance	Service
53 Real Estate, Rental and Leasing	Service
54 Professional, Scientific, Tech Services	Service
55 Management of Companies and Enterprises	Service
56 Administrative and Support Services	Service
61 Educational Services	Service
62 Health Care and Social Assistance	Service
71 Arts, Entertainment, and Recreation	Service
72 Accommodation and Food	Trade

- 81 Other Services Service
- 92 Public Administration Service

The expansion and diversification of the regional economy along with increasing rates of labor force participation, workers with multiple jobs and the postponed retirement of the “baby boom” generation will contribute to an increase in the regional workforce. Total employment by workplace in the three county region is projected to total 336,500 by 2030 an increase of 11 percent from 2000. By county, Lake will account for 64 percent; Porter for 20 percent; and LaPorte for 16 percent of workplace employment by 2030. The manufacturing sector is projected to decline to 46,260 jobs by 2030, a decrease of 24 percent from 2000. By 2030, trade is projected to grow to 86,716 by 2030, an increase of 17 percent from 2000 and the other sector is projected to grow to 36,009, an increase of 20 percent from 2000. The service sector which has been the leading sector in employment growth is projected to total 167,516 in 2030, an increase of 21 percent from 2000.

One critical element in formulating the projections was the review of existing development plans of local municipalities. The Connections 2030 Plan population and employment projections were in part developed from meetings held with planners, managers, and building department representatives throughout the three coun-



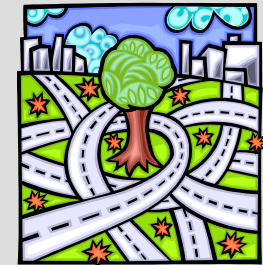


ties to obtain their evaluation and input regarding future development. Locally identified development patterns were also an input in the allocation of the 2030 population, household and employment forecasts to the traffic analysis zone (TAZ) level required in the modeling work of *Connections 2030*. These anticipated developments were allocated to a traffic analysis zone (TAZ) and converted using geographic information system technology (GIS) in order to generate a map of significant anticipated growth areas by broad land use categories for the entire region (see Figure 2.9). Completed forecasts of population, households, and employment by broad sectors were initially allocated to the 25 Super Analysis Zones (SAZ's) for Northwest Indiana having considered input from regional interests and statistical resources including Census 2000 Summary File 1 and Summary File 3, the Census 2000 Transportation Planning Package Part 1 Residence data, Indiana Department of Workforce Development employment data, school corporation enrollment trends, residential building permit files, local comprehensive plans and trends in vital statistics. The impact of current initiatives to promote urban area redevelopment was considered during the distribution of population, household and employment projections. The county projections were presented to the during public meetings, to the *Connections 2030* Working Group and Policy Committee and the Transporta-

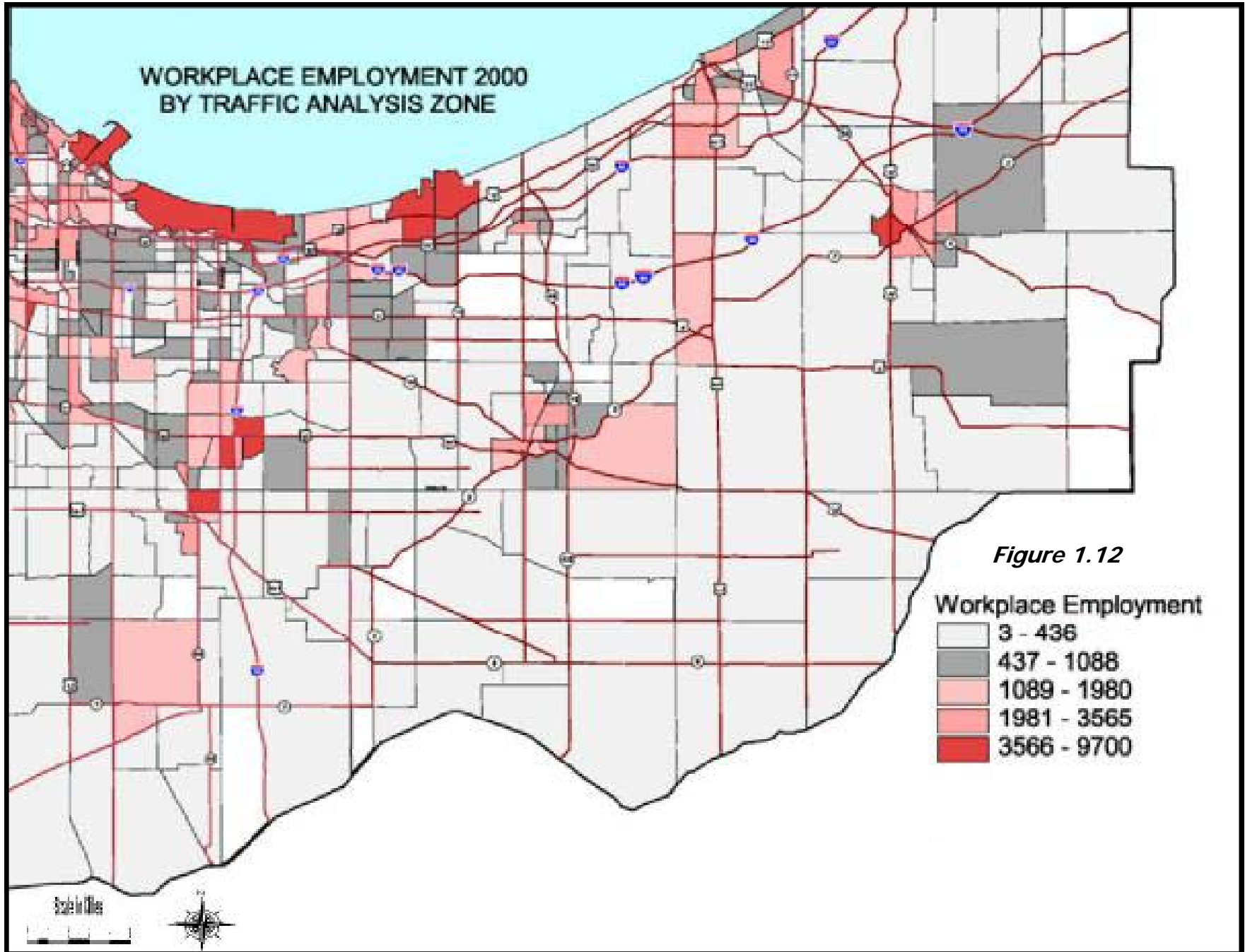
tion Policy Committee. The county projections allocated to the 25 SAZ's were subsequently approved by the *Connections 2030* Working group for use in development of the *Connections 2030* plan.

Further consultation with regional interests and consideration of statistical resources resulted in the distribution of the SAZ population, household and employment totals to the 455 Traffic Analysis Zones (TAZs) for northwest Indiana. Upon completion the 2000 and 2030 files of population, households, and employment by sector were ready for use in the modeling and evaluation process and to be incorporated in geographic information system projects (see Figures 2.10, 2.11, 2.12, and 2.13). For the purposes of completing the regional emissions analysis and air quality conformity determination, interim year forecasts are developed for the years 2002, 2005, 2007, 2010, and 2020.

Alternative 2030 scenario's of population and employment based on growth expansion in outlying areas or concentration of growth in areas of existing infrastructure, in-fill and redevelopment were prepared to model the effect on the existing transportation network. The expansion and in-fill scenarios, which adhered to the 2030 regional projection control totals, showed minimal network differences from results using the 2030 base



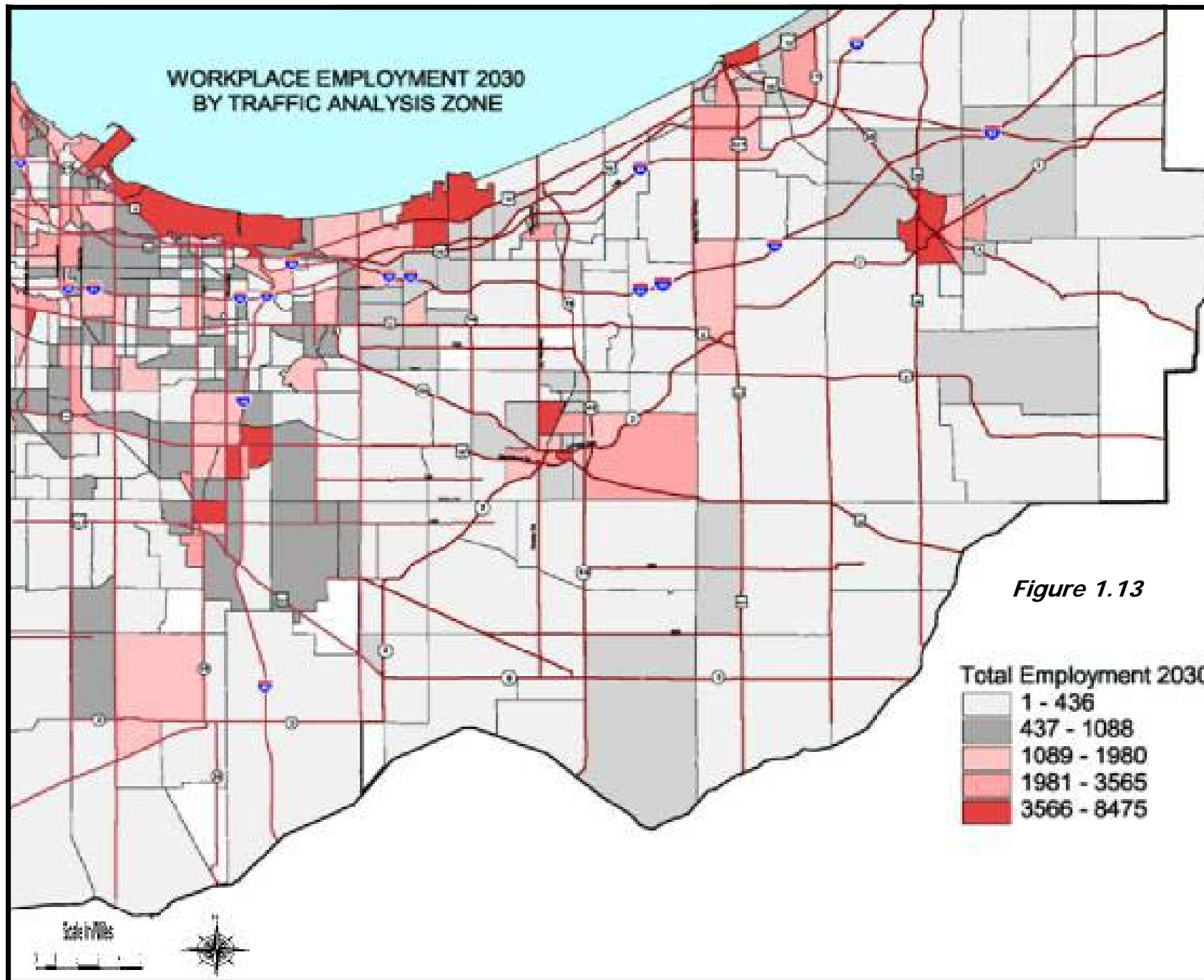
**WORKPLACE EMPLOYMENT 2000  
BY TRAFFIC ANALYSIS ZONE**



*Figure 1.12*

**Workplace Employment**  
3 - 436  
437 - 1088  
1089 - 1980  
1981 - 3565  
3566 - 9700

**WORKPLACE EMPLOYMENT 2030  
BY TRAFFIC ANALYSIS ZONE**



*Figure 1.13*

**Total Employment 2030**  
1 - 436  
437 - 1088  
1089 - 1980  
1981 - 3565  
3566 - 8475

POPULATION CHANGE  
2000 - 2030 PER SQUARE MILE  
INFILL SCENARIO

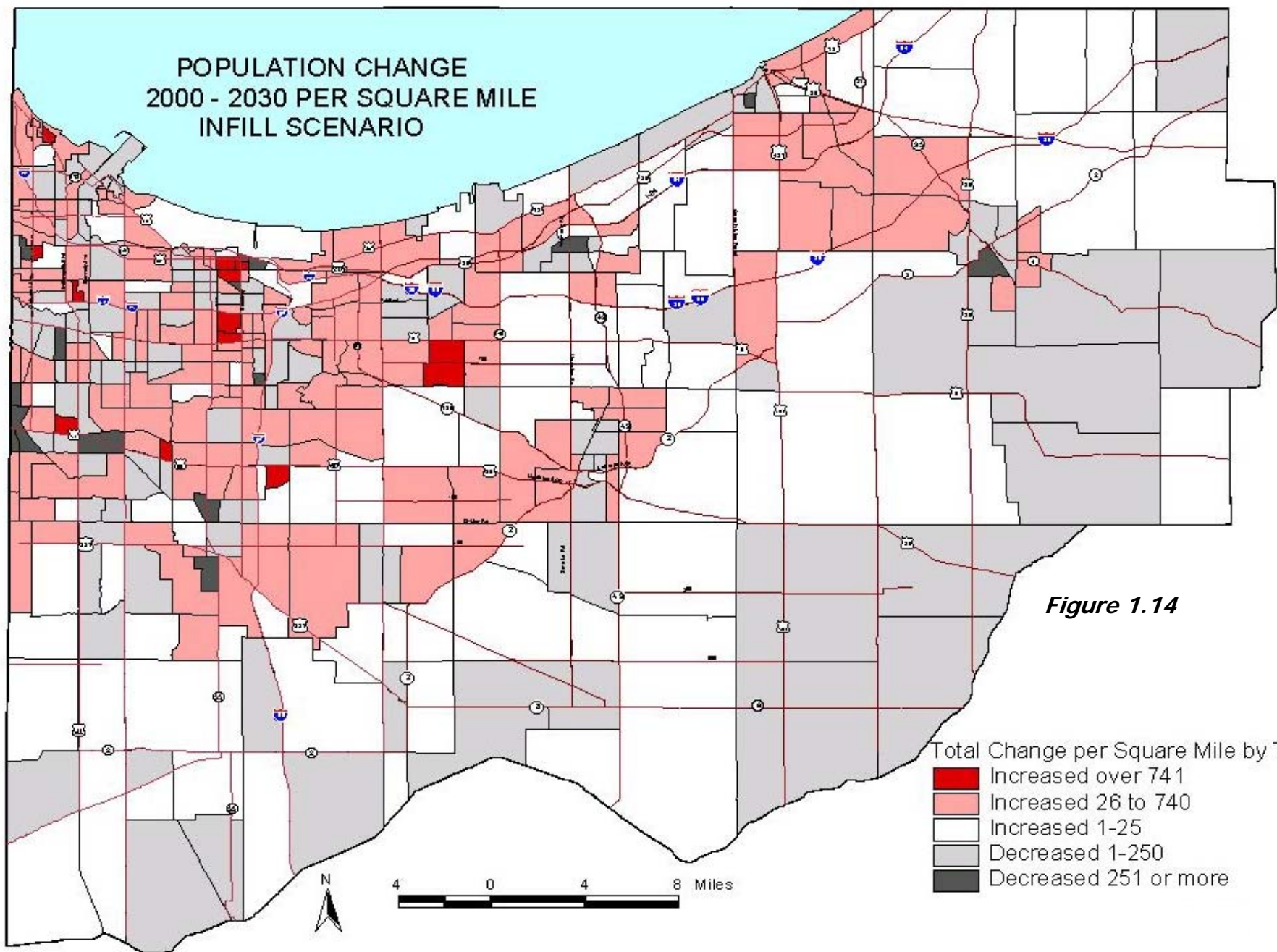
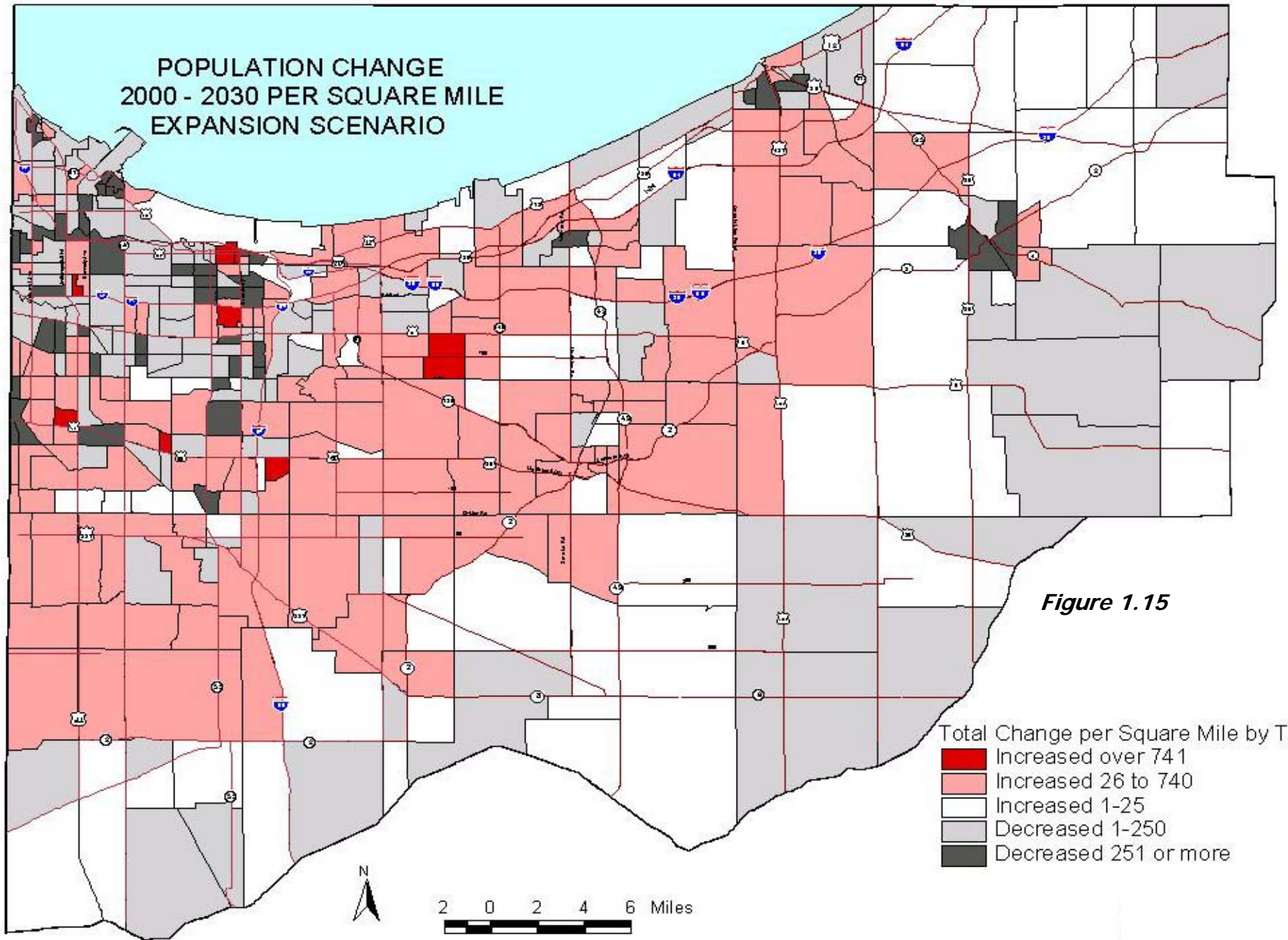


Figure 1.14

- Total Change per Square Mile by TAZ
- Increased over 741
  - Increased 26 to 740
  - Increased 1-25
  - Decreased 1-250
  - Decreased 251 or more

**POPULATION CHANGE  
2000 - 2030 PER SQUARE MILE  
EXPANSION SCENARIO**



*Figure 1.15*

Total Change per Square Mile by TAZ

- Increased over 741
- Increased 26 to 740
- Increased 1-25
- Decreased 1-250
- Decreased 251 or more



2 0 2 4 6 Miles

WORKPLACE EMPLOYMENT CHANGE  
2000 - 2030 PER SQUARE MILE  
INFILL SCENARIO

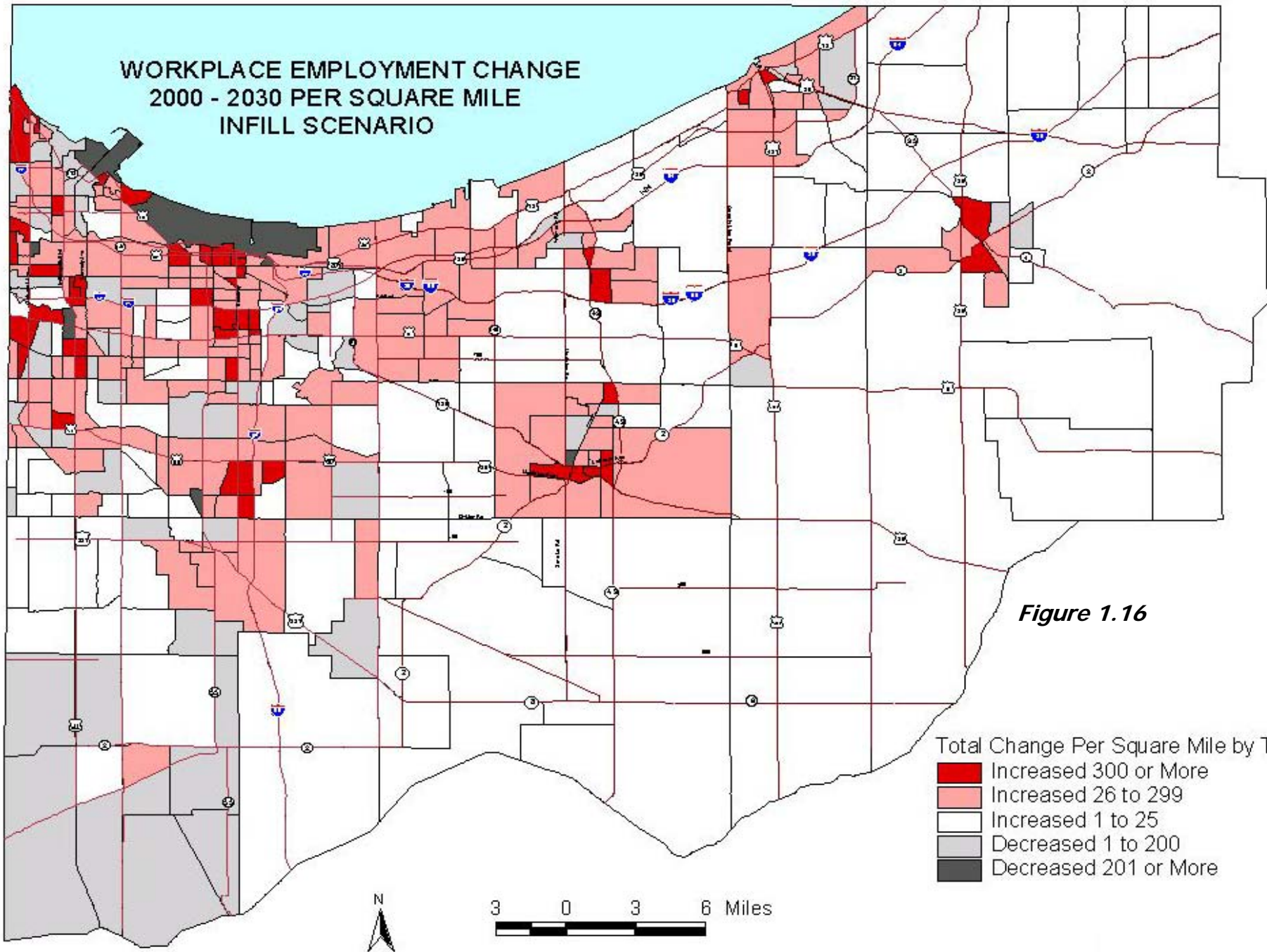
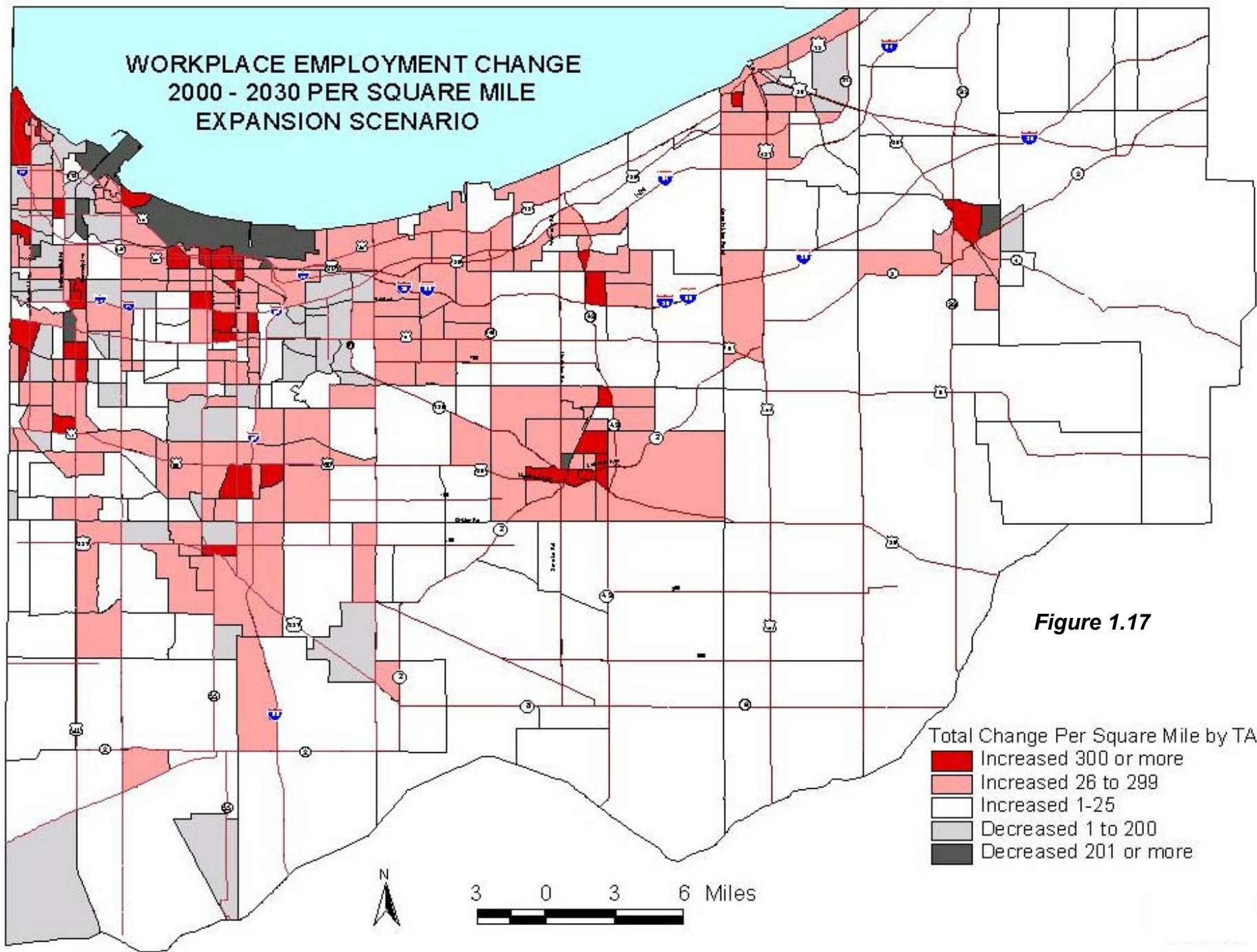


Figure 1.16

Total Change Per Square Mile by TAZ

<span style="color: red;">■</span>	Increased 300 or More
<span style="color: lightcoral;">■</span>	Increased 26 to 299
<span style="color: white;">■</span>	Increased 1 to 25
<span style="color: lightgray;">■</span>	Decreased 1 to 200
<span style="color: darkgray;">■</span>	Decreased 201 or More

**WORKPLACE EMPLOYMENT CHANGE  
2000 - 2030 PER SQUARE MILE  
EXPANSION SCENARIO**

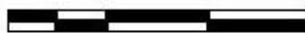


**Figure 1.17**

- Total Change Per Square Mile by TAZ
- Increased 300 or more
  - Increased 26 to 299
  - Increased 1-25
  - Decreased 1 to 200
  - Decreased 201 or more



3 0 3 6 Miles



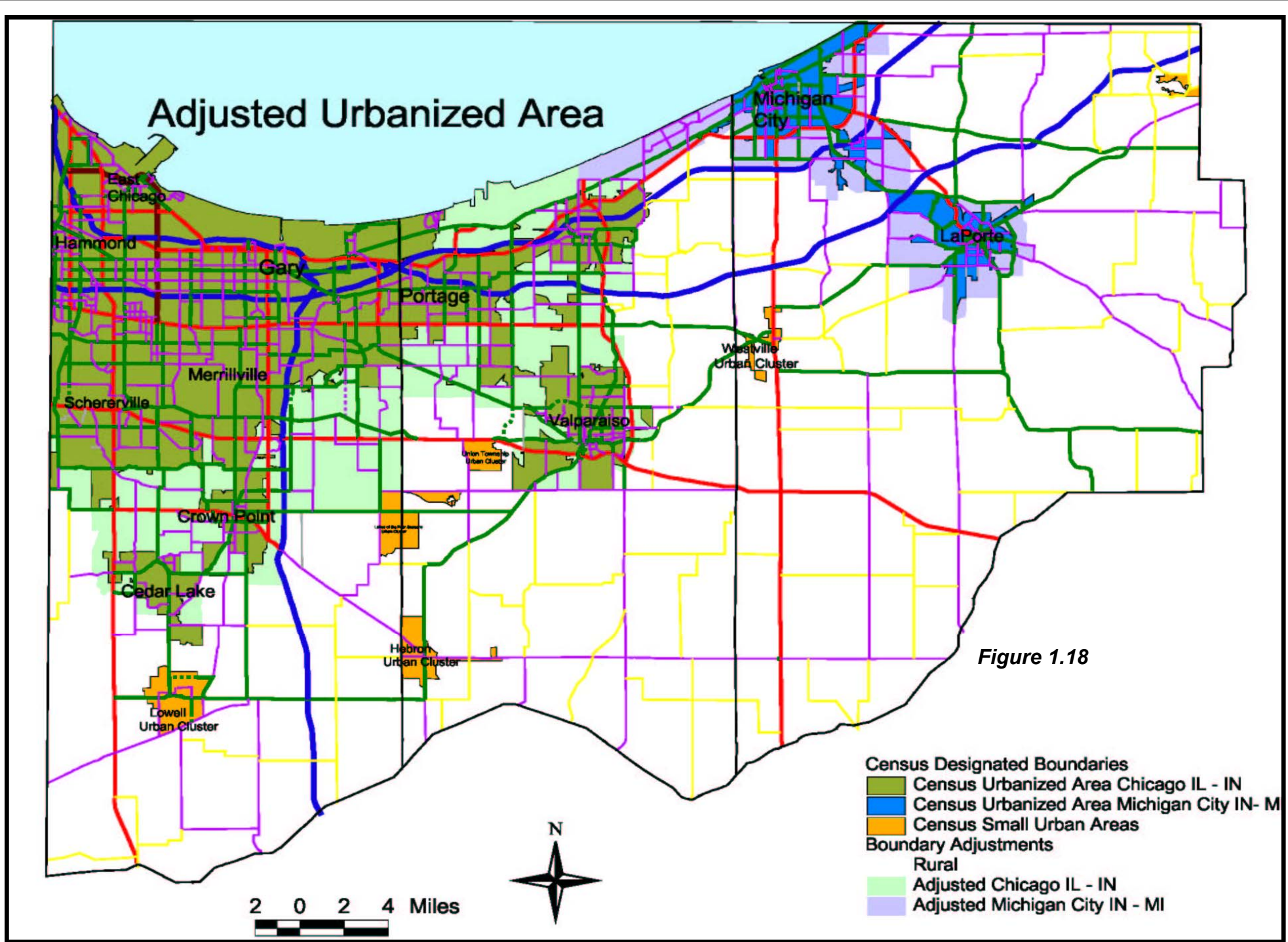


Figure 1.18



**2 REGIONAL TRANSPORTATION SYSTEM**

A transportation network that provides mobility and access is essential to Northwest Indiana and its economic resurgence. The region’s location at the southern tip of Lake Michigan forces a large portion of the national surface transportation system to converge on Northwest Indiana. The national transportation system has contributed, and will continue to contribute, to the development of the region, although it has also been responsible for dividing regional communities.



Three of the seven major east-west transcontinental interstate highways converge on northwest Indiana resulting in an extraordinary concentration of national traffic (for both people and

freight) on the regional highway system. The national railroad system also converges on Northwest Indiana with lines crossing the region from every direction. Trunk lines of three major eastern railroads pass through, offering further challenges for the orderly movement of traffic in the region.

Layered upon this complex transportation relationship, urban development patterns have presented another challenge to an efficient network. The initial major urban development occurred in the industrial towns along Lake Michigan and in the County Seats. More recent urban development is occurring in central Lake County and northern Porter County. The interweaving railroads present a serious challenge to the north-south movement of goods and people between these two major urbanized bands. In addition, access to key regional transportation facilities such as the Gary/Chicago Airport and Indiana’s International Port/Burns Harbor at Portage is slowed by transportation system conflicts and decentralized land use activities. Clearly, a holistic land use approach needs to be realized at all levels of government to help expedite the flow of people and goods within, and through, Northwestern Indiana and beyond.

Northwest Indiana Regional Highway System

### Overview

Each day approximately 2,350,000 vehicle trips occur in the northwest Indiana region. Almost two million of these daily trips involve travel entirely within the region while approximately 120,000 vehicle trips involve non stop passage straight through northwest Indiana. An additional 270,000 vehicle trips involve travel outside the region but originate or terminate within Lake, Porter or LaPorte County. All of these trips are accommodated on Northwest Indiana's highway system, which is a complex and well developed network of expressways, arterial highways, collector roads and local streets. Over 5,600 miles of roadways are maintained in northwest Indiana including over 3,500 miles of regional highways.

Between 1980 and 2000, the population in Northwest Indiana decreased 1% while traffic volumes on major highways in the region have increased approximately 50%. This phenomenon reflects the significant increase in regional mobility and the increased dependence on automobile travel often associated with decentralized development and urban sprawl. The situation is also indicative of the increased demand being placed on the existing regional transportation system and limited transportation funding resources.

### *Functional Street Classifications*

Roads serve two competing functions: access and mobility. Access to adjacent property and through traffic movement are conflicting uses for the same pavement. Roads are classified into a range of facilities to separate and differentiate these competing uses. These include roads that are meant to carry through traffic, such as Interstate highways and Urban Expressways. Such roads provide no direct access to adjacent land. At the opposite end of the spectrum, local streets are low speed roads that are meant for access and provide little or no utility for through traffic movement. Higher functional classifications should provide a higher level of connectivity as well as a higher level of mobility. Multiple travel lanes are often necessary to maintain traffic flow on these facilities. Regarding facility users, except for interstates and expressways where access is prohibited, streets and roads should accommodate pedestrians, bicycles and local transit to the greatest extent possible.

*Urban streets and highways* and *Rural Roads* are classified as Interstates, Expressways, Principal Arterials, Minor Arterials, Collectors and Local Streets.

Table 2.1 describes attributes of each functional classification. Figure 2.19 Illustrates the distribution of classified routes in Northwest Indiana.

### *Physical Characteristics*

The most identifiable element of the regional highway network is the Interstate highway system. The geographic location of Northwest Indiana results in the merger of three of the seven major east-west transcontinental Interstate highways through the region as they circumvent Lake Michigan. Northwest Indiana is traversed by four Interstate highways each representing an integral link in the national highway system. In 2000, the 135 miles of roadway designated as Interstate highways accommodated 29% of the total vehicle miles traveled (VMT) in Northwest Indiana.

The Frank Borman Expressway in northern Lake County is the most heavily traveled Interstate highway in the region and is one of the most heavily used truck routes in the United States. In 2002, Borman Expressway average daily traffic (ADT) volumes ranged from 136,160 vehicles between the Illinois state line and Calumet Avenue in Hammond and 73,960 west of Interstate 90 in Portage. By comparison, in 1975, ADT on the Borman Expressway ranged from 97,365 to 44,950 respectively, reflecting traffic volume increases of approximately 50% to 2002. Between 33% and 40% of the vehicles on the Borman Expressway are trucks and, in particular, five axle single trailer units (semi trailers) hauling freight within the region. The extremely high proportion of in-

terstate semi traffic on the Borman Expressway is indicative of the importance of this link in the national highway system.

The Borman Expressway provides three travel lanes in each direction and includes additional auxiliary lanes between critical interchanges. The Borman Expressway is designated Interstate 80/94 and completes links in U.S. Route 6 and U.S. Route 41. Interstate 80 and Interstate 94 split at the junction with the Indiana Toll Road. Interstate 80 continues east across Porter and LaPorte counties as part of the Indiana Toll Road. Interstate 94 continues northeast paralleling the lake-shore into the State of Michigan and onto Detroit. In 2004, the Indiana Department of Transportation (INDOT) began an ambitious expansion project on the Borman Expressway from the Illinois State line to Interstate 65. The plans include an extra lane in each direction (bringing the total to four each way), and the redesign and reconstruction of several bridges and interchanges. The project (currently under construction) is expected to be completed by 2007. The Illinois Department of Transportation (IDOT) will expand the Kingery Expressway to eight lanes from the state line to Interstate 394, which will be done in tandem with the planned Borman work.

**The Indiana Toll Road**, designated Interstate 90 in Lake County and Interstate 80/90 in Porter

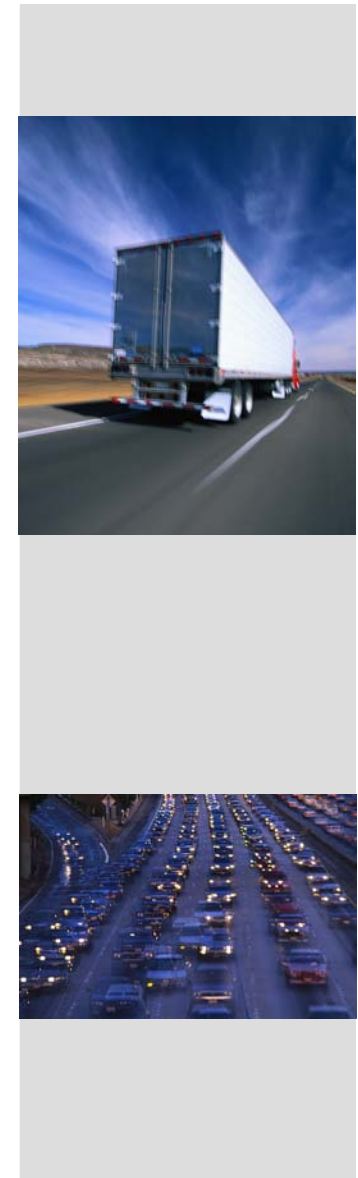
and LaPorte counties, completes the east to west Interstate highway links through Northwest Indiana. In 2002, ADT volumes on the Indiana Toll Road varied between 40,710 west of the Interstate 65 interchange in Gary and 22,430 at the Porter/LaPorte County line. Approximately 20% of the vehicles using the Indiana Toll Road are trucks. The Indiana Toll Road accommodates two lanes of traffic in each direction from Cline Avenue east beyond the region, and three lanes west of Cline Avenue to the Illinois State line. Plans are underway by INDOT to expand the toll road to three lanes in each direction from Cline Avenue to the Interstate 94 interchange. This section of Interstate 80/90 in Indiana represents the only toll highway facility in the state. In 2002, ADT on Interstate 65 ranged from 71,980 south of the Borman Expressway in Gary to 32,250 at the Newton County line. In 1975, the corresponding ADT range for Interstate 65 was 56,890 to 19,900 respectively. This amounts to a 79% increase on the Borman Expressway and a 62% increase on I-65 between the said limits. In Lake County, Interstate 65 provides three travel lanes in each direction from Interstate 80/94 south to U.S. 30, and two lanes of travel from U.S. 30 south to the Newton County Line.

An extensive and equally important network of non-interstate expressways and arterial highways supplements the Interstate highway system in

Northwest Indiana. In 2000, 16 miles of freeway and 762 miles of arterial highways provide for 44% of the total VMT in Northwest Indiana.

Indiana Route 912 is the only expressway in Northwest Indiana not designated part of the Interstate highway system. Also known in segments as Cline Avenue, Indiana Route 912 extends 11 miles from Interstate 90 in Hammond to River Street in Griffith. Indiana Route 912 provides three travel lanes in each direction from Interstate 90 to U.S. Route 12 and two lanes in each direction from U.S. Route 12 to River Street. In 1999, ADT volumes on Indiana Route 912 varied between 9,800 east of Interstate 90 in Hammond to 53,240 north of Interstate 80/94 in Hammond. In 1975, ADT for Indiana Route 912 north of Interstate 80/94 was 43,325.

U.S. Routes 6, 12, 20, 30, 41 and 231 represent the busiest of the U.S. designated highways with each providing an important link in the regional highway network. These highways are a legacy from the national highway system that preceded the Interstate highway system and provide access to all parts of the country. In urban areas these facilities are typically divided highways with two travel lanes in each direction while in rural areas they are typically bi-directional two lane highways. ADT volumes for the U.S. designated highways typically exceed 20,000 in urban areas. U.S.



<i>Facility</i>	<b>Interstate</b>	<b>Urban Expressway</b>	<b>Other Principal Arterial</b>	<b>Minor Arterial</b>	<b>Collector</b>
<i>Examples</i>	Borman, Toll Road, I-65, I-90	Cline Ave (SR-912), SR-49	US-30, US-41, Ridge Road, SR-53	Kennedy Avenue, Willow Creek Road	
<i>Purpose/Description</i>	<ul style="list-style-type: none"> <li>⇒ Longer regional and inter-urban trip</li> <li>⇒ High operating speeds</li> <li>⇒ Continuity with urban &amp; rural system</li> </ul>	<ul style="list-style-type: none"> <li>⇒ High speed access to major activity centers</li> <li>⇒ Supplement Interstate System</li> </ul>	<ul style="list-style-type: none"> <li>⇒ High degree of mobility and longer trips</li> <li>⇒ Higher operating speeds</li> <li>⇒ Continuity through urban area</li> <li>⇒ Serve CBD and major activity centers (Urban)</li> <li>⇒ Service to abutting land is subordinate to the major traffic</li> </ul>	<ul style="list-style-type: none"> <li>⇒ Interconnects with and augments the Urban Principal Arterial System</li> <li>⇒ Serves moderate trip lengths at a lower level of travel mobility than Principal Arterials</li> <li>⇒ Places more emphasis on land access than Principal Arterials</li> </ul>	<ul style="list-style-type: none"> <li>⇒ Serves both land access and traffic circulation through neighborhoods, commercial and industrial areas</li> <li>⇒ Channels traffic to and from the arterial system</li> </ul>
<i>Permitted Users</i>	Motor Vehicle Only	Motor Vehicle Only	Motor Vehicle, Pedestrians, Non-Motorized	Motor Vehicle, Pedestrians, Non-Motorized	Motor Vehicle, Pedestrians, Non-Motorized

Route 30 is the heaviest traveled U.S. designated highway with a 1999 ADT volume of 54,710 east of Interstate 65 in Merrillville to 37,910 east of U.S. 41 in Schererville. For U.S. 41, in 1999, an ADT volume of 34,070 was recorded just north of U.S. 30.

Within the last decade, much of southern Lake County has experienced a sharp increase in residential population, as well as commercial growth. Most of these new residents are migrating from Illinois, and hence commute back over the state line to their places of employment. U.S. 231 in Lake County, primarily west of Interstate 65 in Crown Point, has experienced the most impact route due to this emerging growth dynamic. In 1999, ADT volumes on U.S. 231 ranged from 13,004 west of I-65 in Crown Point, to 12,942 east of U.S. 41 in St. John. As a comparison, in 1975, the same locations reported 5,840 and 5,545 respectively, which accounts for an average increase of roughly 120% in daily traffic.

State designated highways provide connectivity between the interstate highways, U.S. designated highways and areas with limited access to either. While many state designated highways transverse the region, several provide only short linkages between facilities. The most heavily traveled state designated highways include Indiana **Routes 2, 49, 51, 53 and 152.**

Many routes under the jurisdiction of northwest Indiana’s municipalities and counties complete the regional arterial highway system by providing linkages between the higher volume Interstate, U.S. and state designated routes and local collector facilities. Typically ADT volumes on these routes vary between 5,000 and 10,000 although volumes exceed 30,000 in limited locations.

Local roads and the collector roads that provide the linkage between local roads and higher volume facilities complete the hierarchy of the regional highway system. The 1,021 miles of collector roads and 3,589 miles of local roads in the region are the jurisdiction of northwest Indiana’s municipalities and counties and accommodate approximately 27% of the region’s total VMT in 2000. The ADT volume for collector roads is typically between 1,000 and 5,000 although higher volumes can be observed adjacent to major facilities. For local roads, ADT volumes are typically less than 2,000. In nearly all cases local roads are not considered to be part of the regionally significant highway system within the context of the *Connections 2030* plan

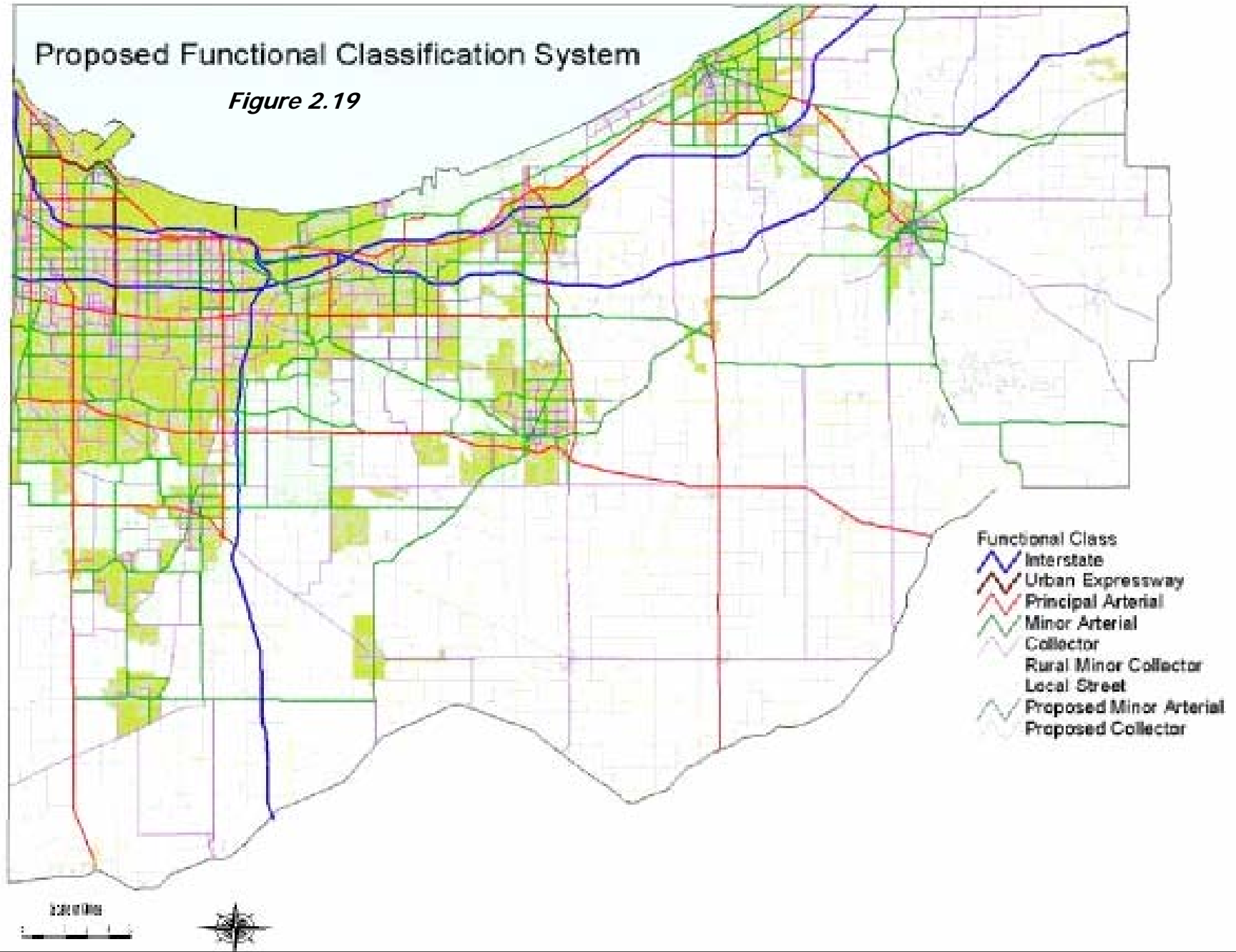
Northwest Indiana Regional Transit System

*Physical Characteristics*



# Proposed Functional Classification System

Figure 2.19



Several public and private operators provide transit passenger services in Lake, Porter and La-Porte counties. The public transit system includes five municipal services in the cities of East Chicago, Gary, Hammond, Michigan City and La-Porte and five demand-response providers. The Northern Indiana Commuter Transportation District operates Indiana’s sole commuter rail service between South Bend and Chicago’s Randolph Street Station.

Municipal Transit Services

East Chicago Public Transit

East Chicago Public Transit (ECPT) currently operates a fixed route transportation service with four routes within the city of East Chicago. ECPT operates the routes with six - thirty foot buses, all of which are handicap accessible. The City began providing its own complementary paratransit service in 1997 with one modified van. It now uses three vans to meet the demand in East Chicago.

Total passenger trips for ECPT in 2003 were 277,670, a slight decrease over 2002 (279,430). Complementary paratransit trips accounted for 6,095 of the 2003 trips. Vehicle miles for 2003 were 249,301, including both fixed route and demand response. Over the past five years rider-

ship has increased significantly (238,841 in 1999 to 277,670 in 2003) mainly due to a route restructuring and improved connections with the adjoining cities and the South Shore commuter rail.

There is no fare charged for using the ECPT system, including the complementary paratransit service. Funding is provided entirely through the municipality, federal grants and the Indiana Public Mass Transit Fund (PMTF).

ECPT connects with both the Hammond and Gary transit systems and the South Shore commuter rail. Service is available Monday - Friday 6:00 a.m. to 8:40 p.m., and Saturday from 9:00 a.m. to 4:40 p.m. There is no service on Sundays and holidays.

*Gary Public Transportation Corporation*

The Gary Public Transportation Corporation (GPTC) is the third largest bus operator in the State of Indiana. GPTC operates 16 routes with a fleet of 24 buses. GPTC also operates a complementary paratransit service with a fleet of 11 vans.

GPTC ridership in 2003 was 743,001. Ridership on the fixed route system has declined steadily over the past five years from a high of 1,336,241 in 1999. Complementary paratransit ridership





was 7,372 in 2003. The base fare for GPTC is \$1.25. Youth fare is \$1.00, and the fare for the elderly and disabled is \$.60. The South Broadway Express route carries a \$2.00 fare. GPTC is the only transit operator in the region with local taxing authority. It is also funded through federal grants and PMTF. GPTC had a 15% fare recovery rate in 2002. Service is available Monday through Friday from 5:00 a.m. to 11:00 p.m., and on Saturdays from 6:00 a.m. to 11:00 p.m. Service is not available on Sundays and holidays except for the Martin Luther King holiday.

The GPTC intermodal transit facility, the Adam Benjamin Metro Center at the junction of Indiana Route 53 (Broadway) and U.S. Route 12 in Gary, connects riders with the South Shore commuter rail service and Greyhound, Trailways and Indian Trails intercity buses. GPTC also connects to the East Chicago and Hammond transit systems. This “Tri-City” route also connects to the Gary Chicago International Airport.

GPTC operates two routes that connect its riders to destinations outside of the three urban cities. Its South Broadway route offers connections to Merrillville, Hobart, and Crown Point, and the US 30 Shuttle provides for east-west travel along the US 30 corridor from Schererville to Merrillville.

### *Hammond Transit System*

The Hammond Transit System (HTS) currently operates a fixed route bus transportation service covering five routes within the cities of Hammond and Whiting and parts of the towns of Munster and Highland. There is also one route operating on Saturdays along the Indianapolis Boulevard corridor from East Chicago to Highland. HTS also provides a complementary paratransit service compliant with ADA through contractual arrangements with a local cab company.

Ridership on HTS has remained fairly steady over the past five years. The 2003 ridership was just over 350,000. From 1999 to 2002 it ranged from 346,617 (1999) to 339,711 (2002). Complementary paratransit trips numbered 7,000 in 2003, which is subcontracted to a taxi cab company.

Fares for the Hammond system are \$1.25 base, \$1.00 for youth, and \$0.60 for elderly and disabled. HTS is also funded from city, federal and state funds. The fare recovery ratio for 2002 was 15%. Service on the Hammond system is available Monday through Friday from 6:00 a.m. to 7:00 p.m. Saturday service start times vary from 7:00 a.m. to 9 a.m. All services end at 7:00 p.m. Service is not available on Sunday.

HTS offers interconnections with all transit operators serving the greater Hammond area. These include PACE Suburban Bus Services (serving northeastern Illinois), the Chicago Transit Authority (CTA), South Shore commuter rail, Amtrak and the Tri-City Connection bus route with transfers to ECPT and GPTC. Service is also provided to the adjacent communities of Whiting, Highland and Munster.

#### *Michigan City Municipal Coach*

Michigan City Municipal Coach (MCMC) operates four fixed routes and demand response service with a fleet of six buses and three vans.

Ridership has remained fairly consistent over the past five years. 2003 ridership was 177,887. From 1999 to 2002 it ranged from 196,713 (1999) to 184,940 (2002).

MCMC service is funded through fares, federal grants and PMTF. The base fare is \$0.50. Youth, elderly and disabled citizens ride for \$0.25. The MCMC fare recovery ratio for 2002 was 9%.

Transit service in Michigan City is available Monday through Friday from 6:30 a.m. to 6:30 p.m. Saturday service is available from 8:30 a.m. to 6:30 p.m. There is no service on Sunday and holidays.

MCMC connects with the South Shore commuter rail and Amtrak. There are no other fixed route systems in LaPorte County to connect with.

#### *TransPorte*

TransPorte, operated by the City of LaPorte, provides service on a demand-response basis only, having formerly operated as a fixed route system. It operates five vans at peak times and has a total fleet of 8 vans. All are wheelchair – accessible.

Ridership for 2003 was 50,799. The system has remained very stable since 1999, with ridership ranging from 55,758 to 56,334 in 2002.

The base fare on TransPorte is \$2.50. Youth ride for a \$1.00, and the elderly and disabled pay \$1.75. The 2002 fare recovery ratio was 20%.

Service in the City of LaPorte is available from 6:00 a.m. to 9:00 p.m. during the week. Saturday service runs from 8:00 a.m. to 4:00 pm. There is no Sunday service.

There are no other systems operating in LaPorte for TransPorte to connect with.

#### Commuter Rail Service



### Northern Indiana Commuter Transportation District

The Northern Indiana Commuter Transportation District (NICTD) provides commuter rail passenger service between South Bend and Chicago. This service is commonly referred to as the “South Shore Line”. NICTD is the owner and operator of the South Shore Line service, which is available at twelve stations in Indiana and eight stations in Illinois. NICTD is the only commuter railroad operating within the State of Indiana.

NICTD passenger boardings in 2003 totaled 3,573,571, a slight decrease from 2002 (3,588,951). Ridership over the last five years has remained very stable, ranging from a high of 3,771,633 in 2001 to a low of 3,485,089 in 1999. The South Shore Line is used primarily to commute to and from downtown Chicago, with rush hour commuters constituting 71% of weekday ridership.

Train service is available seven days a week, starting at 4:00 a.m. on weekdays and 5:20 a.m. on Saturdays and Sundays. Service ends at 2:25 a.m. daily.

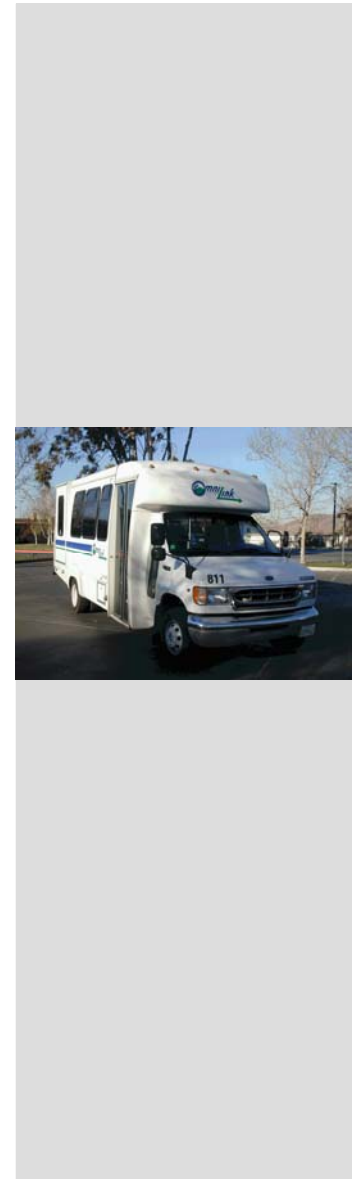
NICTD’s fare structure is based on zones where fares range from \$3.30 to \$10.35 for a one-way trip. Reduced fares for youth, elderly and disabled range from \$1.65 to \$5.15. In addition to

fares, funding for the service comes from federal grants and PMTF. NICTD has neither local taxing authority nor municipal funding support and is the only commuter rail carrier in the greater Chicago metropolitan area without a dedicated local funding source. NICTD’s fare recovery ratio for 2002 was 47%.

The South Shore Line provides opportunities for connection to ECPT, GPTC, HTS and MCMC fixed route bus services in Northwest Indiana, CTA bus and Metra commuter rail services in Northeast Illinois and South Bend Public Transportation Corporation (Transpo) bus services at the South Bend Regional Transportation Center. The South Shore Line also provides opportunities for connections to Amtrak passenger rail services and intercity bus services in northwest Indiana and intercity bus and commercial airline services in South Bend.

### Demand Response Bus Services

Demand response services are provided by several social services agencies in the three-county area. In most cases these services are provided only to the agencies’ clients, while in other cases service is accessible to the general public. The four providers of publicly accessible demand response services covering Northwest Indiana are Northwest Indiana Community Action, Inc.



(NICA), South Lake Community Services, Inc. (SLCS), North Township Dial-a-Ride, the Porter County Council on Aging (PCCA), and Opportunity Enterprises (OE).

#### *Northwest Indiana Community Action, Inc.*

NICA is the Area Agency on Aging for a six-county service area. It is also a Community Action Agency for Lake, Porter, Jasper and Newton counties, providing a variety of services authorized under the Economic Opportunity Act of 1965. NICA operates demand response transportation service open to the general public. It is used primarily by elderly and disabled persons. Its service area for trip origination is Lake County north of US 30, but NICA serves destinations in all of Lake and Porter Counties and portions of LaPorte County. NICA currently operates a fleet of 23 vehicles in the north Lake County service area. All are wheelchair accessible. Most of the fleet is 10-12 passenger buses with spaces for two or more wheelchairs.

In 2003 NICA provided 99,223 trips. Previous years' ridership figures for NICA included South Lake County Community Services' and Porter County Community Services' trips. These agencies separately reported trips of 17,063 and 39,579 respectively for a total of 155,865. Over the past five years the combined ridership decreased sig-

nificantly from a high of 276,700 in 1999 to just under 150,000 in 2002. NICA experienced both an agency management crisis and a funding crisis during that time period and both problems impacted negatively on the agency's transit services.

NICA's public demand response transit is funded through fares, federal and state grants, and local government subsidies. Local fund sources include the cities of Gary, Hammond, and East Chicago, the Lake County Board of Commissioners and the Lake County Council. NICA has a two-tiered fare structure: \$2.00 for elderly and disabled riders, and \$4.00 per trip for all other riders. The 2002 fare recovery ratio was 6%, including South Lake and Porter County figures.

The NICA demand response service is available Monday through Saturday from 6:00 a.m. to 8:00 p.m.

#### *South Lake County Community Services*

South Lake County Community Services provides social services under contract to NICA. It serves the seven southern townships of St. John, Winfield, Center, Hanover, Cedar Creek, West Creek and Eagle Creek. South Lake operates a fleet of four 12-passenger buses, all of which are

wheelchair accessible. The transit service is available to the general public. It is funded through state and federal grants and local contributions from the townships it serves.

In past years service statistics for South Lake were previously reported in the NICA total. Separate trip statistics are available for 2001-2003. South Lake provided 12,674 one way trips in 2001; 13,483 in 2002; and 17,063 in 2003.

South Lake also has a two-tiered fare structure of \$2.00 for elderly and disabled and \$4.00 for all other riders.

Service is available Monday through Friday, 8:00 a.m. to 4:30 p.m. There is no service on weekends, holidays or evenings.

#### *Porter County Community Services*

Porter County Community Services (PCCS) also provides social services under contract to NICA. The agency provides public demand response for elderly and disabled persons in Porter County. They receive federal, state and local (county) funds to operate.

Ridership in 2003 was 39,579. PCCS operates a fleet of seven vehicles to provide service Monday through Friday, 8:00 a.m. to 4:30 p.m. Fares are

\$2.00 each way.

#### *Opportunity Enterprises*

Opportunity Enterprises (OE) provides a range of services within Porter County for persons with physical and cognitive impairments. OE receives federal and state funds for its human services programs primarily through the FSSA.

Opportunity Enterprises operates a demand-response transit service that is open to the general public, although persons using other agency facilities primarily utilize this transit. Service is provided directly by OE utilizing a fleet of nineteen vehicles. OE does receive a small amount of federal funding and local support from the county. Fares are \$15.00 for in-county trips and \$20.00 for out-of-county service. Service is available Monday through Friday from 9:00 a.m. to 2:00 p.m.

Ridership has remained fairly stable over the past five years ranging from 110,160 in 1999 to 112,450 in 2003.

#### *North Township Dial-a-Ride*

The North Township Trustee's office operates a demand response transportation service for all residents of the township, which is located in the northwestern most corner of Lake County. It includes the Cities of Whiting, East Chicago and Hammond,



and the towns of Munster and Highland. Service is limited to destinations within the township.

North Township does not charge a fare for its service with funding provided primarily through the township's property tax revenues. It does receive a small amount of federal funding.

Service is available Monday through Friday, 7:30 a.m. to 3:30 p.m., with a fleet of five vehicles. There is no service on weekends, holidays and evenings. Ridership remained stable from 1999 to 2001, ranging from 10,780 to 10,956. Ridership increased in 2002 to 11,555, and in 2003 to 15,089.

**Bicycle and Pedestrian Facilities in Northwest Indiana**

***Introduction***

Northwest Indiana stands at the brink of becoming a premiere location in the development of routes that accommodate bicycle and pedestrian traffic. In the form of off and on-road facilities, the region has been successful in connecting several communities within its borders, with solid plans in the works to link to adjacent locations, most especially in Illinois and Michigan. The Northwest Indiana region thoroughly recognizes the value of creating opportunities for bicycle and

pedestrian transportation. Many benefits can be directly attributed to their development in a community, which include congestion mitigation, air quality, health, economic development and quality of life.

A detailed look at a wide range of trail characteristics was composed in the 2002 Indiana Trails Study, produced by the Eppley Institute of Indiana University, which only proved to buttress the fact that trails represent a tremendous benefit to its adjacent communities. One of the trails studied was the 8.9-mile Prairie Duneland Trail through Portage and Chesterton.

***Significant findings of fact included:***

An equal amount of users walked (39%) and biked (40%), in comparison to those who jogged (11%) and rollerbladed (10%).

The primary reason for visiting the trail was for health and exercise (74%), with recreation purposes being a distant second (26%) (*however, only 0.5% surveyed used the trail to commute to a specific destination like shopping or employment*).

82% of those surveyed on the trail stated that the location of the trail directly induced their participation in using the facility.

*As of the spring of 2007, the regional bike-ways system comprises approximately 75 miles of off-road trails located in segments, primarily across northern Lake and Porter counties.*



# Regional Trails & Shared Routes

Existing and Funded  
in Northwestern Indiana  
as of August, 2006

Figure 2.20



89% stated the route was a safe form of travel.

From a neighbor’s standpoint, many viewed the trail better than expected (68%), with 82% of them stating that they have used the trail within the last 12 months.

Statistics from the 2000 Census, however, show a large disparity between motorized and non-motorized travel for workers 16 years and over. According to figures compiled in the three county NIRPC region, out of 331,519 workers evaluated, only 6,699, or 2% walked to their place of employment, while even less, 607, or just 0.2% rode their bicycle to work. Clearly, with the advent of larger, regional trail networks, more must be done to shift from the overwhelming choice of automobile travel to non-motorized modes.

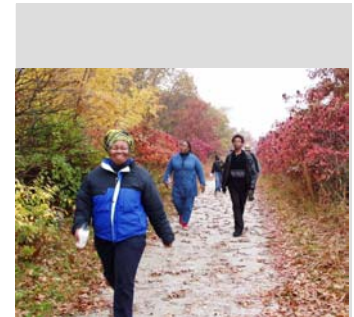
### Physical Characteristics

The NIRPC region provides for non-motorized trips through a network of off (Class I) and on-road (Class II & III) facilities, typically confined to municipal systems, but showing great progress towards the completion of an interconnected regional bikeway system as funding permits. As of the spring of 2007, the regional bikeways system comprises approximately 75 miles of off-road trails located in segments, primarily across northern Lake and Porter counties. In addition, there

are approximately 50 miles of bike trails that have already secured funding, either through federal enhancement dollars, or state and local revenues. The existing off-road, Class I network of trails generally follows a combination of abandoned railroad corridors, utility easements and flood control levees. See Figure 2.20 for a map of the facilities discussed below in this section.

There are ten principle regional trails that have been completed, or committed to. These are as follows:

1. The *Calumet Trail* extending 9 miles from Mineral Springs Road to the LaPorte County Line, parallel to the South Shore Line and U.S. 12 along a NIPSCO power line easement.
2. The *Erie Lackawanna Trail* extending 17.9 miles between Hammond and Crown Point at 93<sup>rd</sup> Avenue;
3. The *Little Calumet River Flood Control and Recreation Levee Trail*. Four miles have been built between Burr Street and Martin Luther King Drive in Gary;
4. The *Wolf Lake Trail* extending 0.8 miles in Hammond from Forsythe Park south to Wolf Lake Park on Calumet Avenue.





5. The *George Lake Trail* which starts on Calumet Avenue in Hammond, and runs approximately 1 mile on the north side of the lake to Whiting.

6. The *Marquette Trail* extending approximately two miles in the Miller section of Gary;

7. The *Prairie Duneland Trail* (E.J. & E. Railroad Corridor) extending nine miles between Portage and Chesterton;

8. The *Oak Savannah Trail* (E.J. & E. Railroad Corridor) extending eight miles from Griffith to Hobart;

9. The *Rogers-Lakewood Park Link* extending exactly 1.2 miles adjacent to Campbell/Meridian Road between Bullseye Lake Road and Rogers-Lakewood Park in Valparaiso; and

10. The *Munster Trails Network*, utilizing a series of abandoned rail right-of-ways, utility corridors, expanded sidewalks and painted bike lanes for a total of 11.15 miles.

In addition, there are another nine principle regional trails that have been funded, and currently under development which include:

1. The *Little Calumet River Trail* will extend six

miles along the river levee from Hammond at the western Highland border to Gary;

2. The *Grand Calumet River Trail* which will run from Hammond east into Gary - several segments have been funded as of spring 2007.

3. The *Erie Lackawanna Trail* extension from the current southern terminus of the trail, to Summit Street in Crown Point, a distance of 1.6 miles;

4. The *Veterans Memorial Trail* extending approximately 9 miles along the abandoned Pennsylvania Railroad corridor from Crown Point to Hebron;

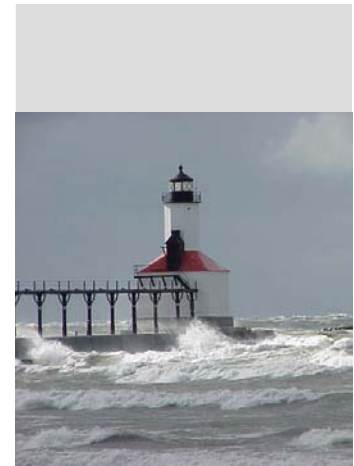
5. The *Oak Savannah Trail* extension to the Prairie Duneland trail through Hobart, a distance of 5.9 miles;

6. The *St. John Trail System* throughout the entire community for a total of 9.7 miles.

7. The *Iron Horse Heritage Trail* extending from the Prairie Duneland Trail west to the Little Calumet River Trail, a distance of five miles;

8. The *Town of Porter Trail* extending 3.5 miles from the northeast terminus of the Prairie Duneland Trail in Chesterton to the Calumet Trail.

9. The *Singing Sands/Lighthouse Trail* extending ap-



proximately three miles from the eastern termini of the Calumet Trail on U.S. 12 to Washington Park in Michigan City on the lakefront.

Apart from the growing off-road trail network developing in the NIRPC region, a significant regional network of on-road, or shared routes, have emerged. The on-road routes are broken down into Class II routes, which include painted, or marked lanes and direction signs designated for bike traffic, and Class III routes, which are directionally signed only. The largest of the Class III systems include the 142-mile *Porter County Bikeways System*, and the recently completed 420-mile *LaPorte County Bikeways System*, which comprises 20 loop rides throughout the county. Currently, NIRPC is working with county and municipal officials, including bicycle advocates, to develop a similar system in Lake County.

Flowing down from the regional perspective are those communities which have already developed an internal bicycle network, or have been funded for development. These include local networks in Munster, Highland, Hammond, Crown Point, Gary, Hobart, St. John, Portage, LaPorte, Michigan City, and Valparaiso. Of these, Munster and Valparaiso remain the only communities with a significant length of painted, or marked Class II bike lanes as part of their larger network.

On a national scale, the development of the American Discovery Trail (ADT), a 6,800-mile route stretching across 15 states from Delaware to California, continues to build momentum. The ADT splits into northern and southern routes in Cincinnati, OH, coming back together again in Denver, CO. The northern route of the ADT has been planned to pass directly through the Northwest Indiana area, and coordination has begun to secure this route along the planned Veterans Memorial Trail, into Illinois via the proposed and partially-funded Pennsy Greenway from Crown Point to Lansing, IL.

Another route of prime regional significance was delineated in the fall of 2006. NIRPC staff pieced together a proposed route from Calumet Park in Chicago, running east near Lake Michigan to New Buffalo, MI. This route, under the working title of the “Tri-State Trail”, represents a significant priority outlined in Rep. Pete Visclosky’s “Marquette Plan” from 2005, which calls for increased non-motorized access to the lakefront. The Tri-State Trail is actually a combination of several segments which includes the Whihala Beach Trail, George Lake Trail, Grand Calumet River Trail, Marquette Trail (Miller), Calumet Trail and Singing Sands Trail. Between these are links which are either proposed, or will be as part of this broad three-state vision.



2005 Ped & Pedal Plan

In response to the growing network of non-motorized routes in NW Indiana, during 2003 and 2004, NIRPC, in conjunction with the Transportation Enhancement Committee, began the process of updating the 1994 *Regional Bikeways Plan*. A major addition to this plan would be language to reflect the importance of planning for safe movement of pedestrians, since everyone at some point in their travels is considered a pedestrian.

The culmination of the TE Committee's efforts, including several public hearings, or "open houses" to allow comments on the draft, was the formal adoption of the *2005 Ped & Pedal Plan* in January of 2005. The plan touched on a number of pertinent topics in the field of non-motorized transportation, which includes relevant issues, facility development, the existing inventory and goals with strategies for implementation. Several appendices were also added to concentrate on more pragmatic topics such as trail costs, a model bicycle ordinance and a complete inventory of trail and their lengths.

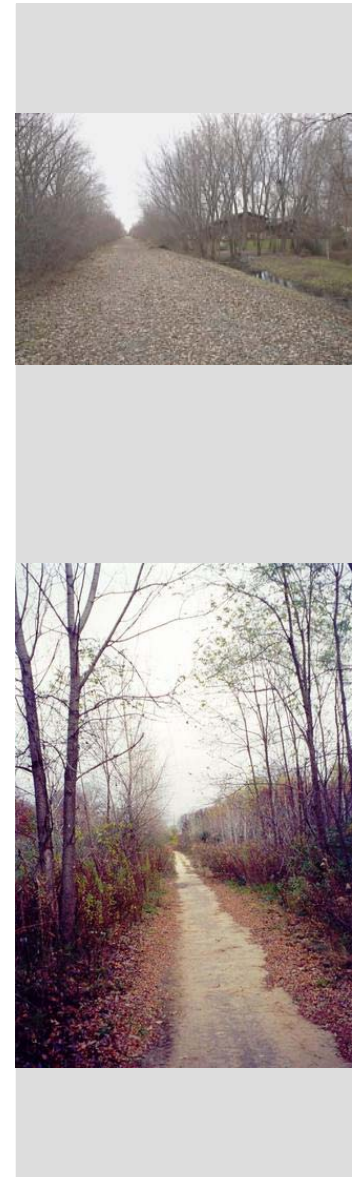
The heart of the plan focused on five major goals to be accomplished to help foster a non-motorized culture in NW Indiana. These are:

- 1) Encourage and promote regional coordination, partnership and planning;
- 2) Improve connections between sub-regional networks;
- 2) Encourage and increase bicycle and pedestrian access to and from all transit and intermodal facilities;
- 4) Increase the promotion of benefits of bicycle and pedestrian systems; and
- 5) Develop a set of funding priorities which encourages local monies to be leveraged by non-local money (grants, etc.) to allow for greater progress and development.

As a reflection of these renewed priorities, the committee renamed themselves the Ped & Pedal Committee (PPC), which now meets monthly at NIRPC to promote the goals of the plan, and to provide a forum for the exchange of ideas between member communities, advocate groups and individuals.

***Priority Corridor Routes***

The regional pedestrian and bikeway network is a series of corridors which interconnect major population areas and major scenic areas. In some



**Table 2.2**

	<b>High</b>	<b>Medium</b>	<b>Low</b>
POPULATION DENSITY	VERY HIGH	MODERATE DENSITY	MOSTLY RURAL
CONNECTS TO TRAILS OUTSIDE THE REGION	YES	ADJACENT TRAIL CONNECTS OUTSIDE REGION	NO
EJ POPULATION	YES, FULL LENGTH	PARTIAL	NO
CONSTRUCTABILITY	HIGH PROBABILITY NO GAPS	GAPS, BUT HAS DIRECT ON-STREET CONNECTION POSSIBLE	MANY GAPS NO DIRECT ON-STREET CONNECTION
EMPLOYMENT	HIGH CONCENTRATION	SOME EMPLOYMENT ADJACENT	LOW OR NO EMPLOYMENT ADJACENT

areas, the corridors follow waterways. In other cases, they utilize existing utility or abandoned rail corridors. In a few cases, the corridors are conceptual corridors with no specific route intended which are meant to connect population centers or scenic areas.

In the 1994 *Regional Bikeways Plan*, 27 routes were identified and ranked based on a number of criteria established by the committee working on the plan. In the 2005 *Ped & Pedal Plan*, the routes were re-worked and increased to 29 corridors, with a potential 500 miles of off-road trails envi-

sioned in the NIRPC region. The purpose of the map would aid those proposed projects that aimed to establish connections in corridors that are regional in scope.

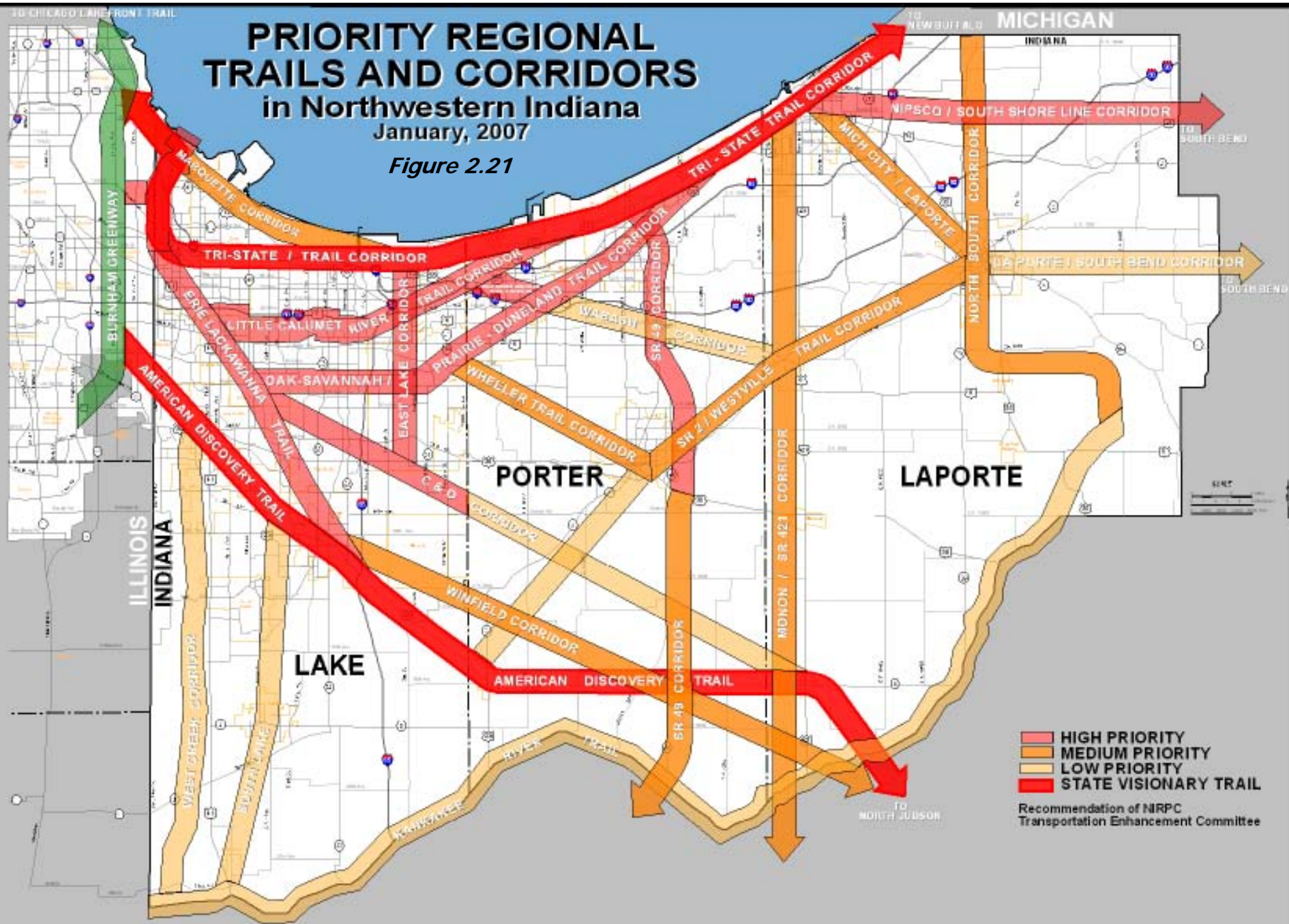
In response the release of the *Indiana State Trails Plan* in 2006, the PPC once again re-worked the map to include two top state “Visionary Trails” as defined in the plan. These include the American Discovery Trail and the Tri-State Trail, otherwise known as the “Marquette Greenway”. In response, the PPC affords heightened consideration to any trail projects which aim to complete either of these two corridors. Through the inclusion of these two routes, the total number of priority corridors were reduced to their current tally of 25.

The cost to construct the corridors shown in the network exceeds the anticipated funding available for this work. In addition to the corridors, linkage trails/bike lanes are envisioned to serve as feeder facilities to the corridors. As these projects will come from a variety of agencies, a prioritization of the corridors is necessary to guide the funding of these projects in the Transportation Improvement Program (TIP) developed by NIRPC as well as the Transportation Enhancement Activities (TE) funded through INDOT. The corridors were ranked as High, Medium, and Low Priority as explained below.

# PRIORITY REGIONAL TRAILS AND CORRIDORS in Northwestern Indiana

January, 2007

Figure 2.21



- HIGH PRIORITY
- MEDIUM PRIORITY
- LOW PRIORITY
- STATE VISIONARY TRAIL

Recommendation of NIRPC Transportation Enhancement Committee

Each corridor was reviewed in a qualitative manner against the following criteria. It was scored as 3-2-1 for whether it was considered a High, Medium or Low according to the individual criteria. Table 2.2 provides a chart outlining the criteria for each priority level.

This scoring was performed by a sub-committee of the PPC and was then reviewed with the full Committee. The updated version as of 2007 is shown in Figure 1.2.

**Implementation Strategies**

In summarizing what entities at all levels need to focus on; including NIRPC, the following broad strategies were outlined to help expedite projects that better aid their localities, but especially the region.

- Implementing the five goals as outlined in the *2005 Ped & Pedal Plan*.
- Promote the implementation and development of the bike and pedestrian plan as community centers connection - not as bike paths alone utilizing Class II and III routes. Talk with municipal councils, plan commissions and chambers of commerce to promote the development of trails as a quality of life en-

hancement.

- Explore flexible connections that would make implementation of this system more acceptable. Work with municipal, county highway departments and INDOT to allow for bike lanes and sidewalks as a part of future road resurfacing and reconstruction projects where allowable. These areas would include sidewalks on *both sides* of Principal and Minor Arterials, and Collector Routes, with Class I bicycle paths along Principal Arterials, with Class II and III bike routes considered on Minor Arterial and Collector roadways (however, Class I remains the preferred alternative where feasible). Identifying drainage easements and pipeline easements that can provide connectivity should also be implemented into this plan.
- Right-of-way acquisition must be the top overall priority of a new bike and pedestrian plan. Scoring criterion should be amended to take this priority into account.
- Prioritize the Regional Priority Corridors according to the following timetable:

-Funded Corridors 1-3 years

-High Priority 3-6 years

-Medium Priority 5-10 years

-Low Priority 10+ years

- Prioritize and fund any projects that complete the regional priority corridor network, especially those projects that complete gaps, or overcome obstacles (railroad and/or highway crossings) in the corridor.
- Local governmental official involvement at the planning level is critical to the implementation process. NIRPC staff must encourage including all regional priority corridors identified in this plan update in *all local* 5-Year Park Plans for all local governments (county, municipal and township) in the three county region.
- Promote and support nationwide programs to increase non-motorized travel such as Safe Routes to School and Bike to Work (or Shop). The former being supported by new funding as appropriated in SAFETEA-LU.
- Promote pedestrian trips as a preferred form of travel for distances of one mile or less, while advocating for increased safety measures such as sidewalks and painted crosswalks, with the addition of adequately-timed crossing signals at heavily-traveled intersections.

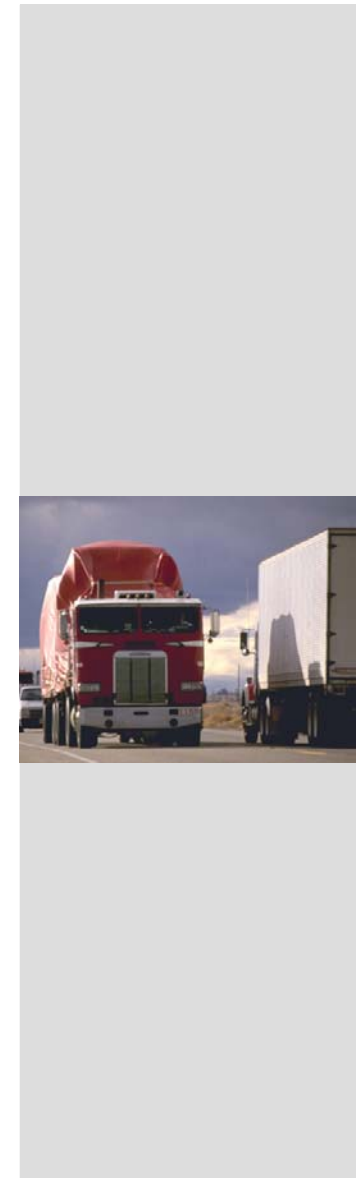
- Assist with local and regional bike and pedestrian advocacy groups, such as the Calumet Citizens for Connecting Communities (C4) and Valparaiso Pathways, to guide effective public participation in the land use decision-making arena.

NIRPC will also approve and forward the appropriate applications for TE funding to INDOT, and will maintain a current status report of projects within its jurisdiction. Additional funding avenues such as the Congestion Mitigation and Air Quality (CMAQ) program, the Indiana Department of Natural Resources Recreational Trails Program and Land and Water Conservation Fund grants should be advocated and projects evaluated for compliance to the goal of developing the larger, regional trail network in Northwest Indiana.

### Highway and Rail Freight in Northwest Indiana

#### *Physical Characteristics*

The combination of heavy industrial activity along the Lake Michigan shoreline, major national and international shipping facilities and proximity to the economic influences of the Chicago metropolitan area result in extraordinary freight transportation needs for northwest Indiana. The provision of efficient and safe service for



both highway and rail freight is critical to the economy of Northwest Indiana.

### *Highway Freight*

The utilization of trucks for transporting freight is reflective of the greater flexibility of this mode of freight transport. Interstate 80 provides the primary corridor for highway freight movement across northern Indiana. Over half of all highway freight traffic travels this corridor connecting the Midwest and beyond to the eastern coastal region of the United States. Manufactured goods and primary metal products are the primary product types shipped through this corridor. Interstate 65 provides an important link in the highway freight system linking the Chicago metropolitan region to the southeastern United States. Manufactured goods, primary metal products and agricultural products represent a significant proportion of highway freight along Interstate 65.

Within Northwest Indiana, the Interstate highway system, Indiana Route 912 and U.S. Route 30 represent the primary highway freight corridors. In 1995, an estimated 31,500 heavy truck (semi) trips occurred within northwest Indiana with approximately 15,500 or 49% of these heavy truck trips involving non-stop travel across the region. Interstate 80/94 (Borman Expressway) and Interstate 65 are reflective of the proportionally high

volume of heavy truck trips in the region. On Interstate 65 at the Kankakee River heavy truck volumes exceed 9,900 vehicles per day representing 32% of all traffic at this location.

The high proportion of heavy truck traffic in Northwest Indiana is a trend forecast to continue into the future. By the year 2030, daily heavy truck trips in the region are estimated to total 42,500, an increase of 35% over 1995 trips.

### *Rail Freight*

Northwest Indiana is served by a comprehensive network of rail freight lines as they converge on the Chicago metropolitan area, which has historically developed as a national rail transportation hub. Several prominent national rail companies have active trunk lines through Northwest Indiana in addition to regional and local access rail systems. Figure 3.4 identifies primary rail freight corridors through northwest Indiana. Coal, manufactured goods, primary metal products and farm produce represent the largest volume of products transported across the region using the rail system.

The main Norfolk & Southern trunk line, which extends from the Illinois state line at Hammond east along the lakeshore through Gary to Burns Harbor and then continues east through Chester-



ton and LaPorte to St. Joseph County, is the most heavily used rail line in Northwest Indiana. This corridor accommodates in excess of fifty trains per day.

The Norfolk Southern Railway second main trunk line carries between 31 and 40 trains daily and crosses the region diagonally from Hammond through Valparaiso toward Ft. Wayne, Indiana.

The Canadian National Railroad traverses central northwest Indiana on a single alignment. Over 50 freight trains use this line daily to move products including agricultural products, manufactured goods and coal. The Canadian National Railroad trunk line through Northwest Indiana was formerly part of the Grand Trunk Western Railroad acquired by Canadian National North America. The line passes through Munster, Merrillville and Valparaiso as it crosses the region west to east.

The CSX Railroad has a mainline route through Hammond, Gary, Portage and LaPorte County, which carries over 50 trains per day. CSX also owns several trunk lines crossing northwest Indiana, each typically carrying less than 20 trains per day. The CSX Railroad shares several lines with Amtrak passenger service originating at or destined for Chicago's Union Station.

The national rail trunk lines are complemented by an extensive system of regional railways and shortline or local access railroads. In Northwest Indiana, these railroads primarily provide for the delivery of raw materials between the lakefront steel manufacturing facilities and the rail trunk lines.

The Indiana Harbor Belt Railroad operates 51.5 miles of track providing access to East Chicago's steel production industries.

The Elgin, Joliet and Eastern Railway operates 312.2 miles of track circumscribing the Chicago metropolitan area from Waukegan, Illinois to Gary with 35.0 miles of track located in Northwest Indiana.

Management System, the growth management scenario is grouped with public transportation improvement scenarios in the evaluation of transit oriented development, where development is steered toward the existing public transportation service areas.

#### *Gary-Chicago-Milwaukee Corridor*

Started in 1994, the Gary-Chicago-Milwaukee (GCM) Corridor encompasses the greater metropolitan areas of the cities of Gary, Chicago and Milwaukee and includes contiguous portions of

Northwest Indiana, Northeast Illinois and Southeast Wisconsin. The 130-mile long corridor encompasses 16 counties in the three-state region with a combined population of over 10 million. This extensive corridor has been defined to allow for a wide range of solutions for improving mobility through the greater GCM region.

The GCM Corridor project is overseen by a Corridor Coalition managed by constituting representatives of participating federal and state transportation agencies. Various private consulting firms have been contracted to coordinate project tasks. The intent of the project is to improve mobility within the corridor by better managing the existing transportation system using Intelligent Transportation Systems (ITS) rather than expanding highway facilities. ITS infrastructure is comprised of nine integrated components including freeway management, incident management, emergency management services and multimodal traveler information. Bringing together this broad range of diverse technologies has helped reduce incidents, allows better response to emergencies, reduces congestion and increases efficiency.

In Northwest Indiana, INDOT has the lead role for implementing recommendations of the GCM Corridor project. The creation of the “Hoosier Helpers” roadside assistance program in July 1996 is a component of this effort. The Hoosier

Helpers continually patrol Interstate 80/94 (Borman Expressway) from the State Line to S.R. 249, and the northern most ten miles of Interstate 65 to provide emergency assistance to immobile or damaged vehicles. This rapid assistance helps reduce congestion and has cut secondary accidents by more than 1/3 since its inception. The Hoosier Helpers communicate roadway incident and traffic condition information to the INDOT Borman Traffic Management Center in Gary. This information is then able to be reported on the GCM Corridor internet site ([www.gcmtravel.com](http://www.gcmtravel.com)) and can be relayed to electronic media for regular traffic reporting, as well as police and news media outlets.

Future GCM endeavors include linking to the national 511 caller network, which provides traffic information for travelers. The entities involved with the GCM project has identified the 511 program as a top priority, and has moved forward on its eventual implementation regionally. Another project includes enhancing the flow of commercial goods through the three states with the creation of a virtual weight station that would screen and identify only those vehicles that may be overweight. This process in turn would help extend the life of road pavement by only focusing on those problem vehicles. Finally, all three states in the GCM Corridor are working together on a “Smart Corridors” program that

will aim to coordinate traffic signalization throughout the region.

*Transportation Modes Coordinated with Plan*

Several modes of transportation exist and function beyond the direct programming influence of NIRPC. However, these very systems are vital towards how we are able to efficiently transport people and goods in the region. In addition, these modes need to be carefully analyzed in order to correctly plan for those transportation systems that NIRPC has a direct hand in programming and advocating.

**Amtrak**

International passenger rail service is provided to Northwest Indiana by the National Rail Passenger Corporation, more popularly known as Amtrak, with routes crossing the NIRPC region as shown Figure 2.22. Amtrak service is available at three stations in Northwest Indiana including Hammond-Whiting, Dyer and Michigan City.

Amtrak’s Hammond-Whiting station, located on Calumet Avenue in Hammond, is the region’s busiest Amtrak stop with 8 trains daily. Between June 1997 and May 1998, 12,055 passengers boarded Amtrak trains at Hammond-Whiting

station. During the same period, 12,225 passengers disembarked Amtrak trains at this location.

**High Speed Rail**

Indiana has been involved with high-speed rail planning since at least 1982 when it became the third state to join the *Midwest Intercity Passenger High Speed Rail Compact*. Seven member states participated in the compact including Missouri, Illinois, Indiana, Ohio, Michigan, Pennsylvania and New York. The compact was dissolved in 2000 in favor of a more narrowly defined group, the *Midwest Interstate Passenger Rail Commission (MIPRC)*, which is hosted and administered by the Midwest Legislative Commission.

MIPRC brings together state leaders from across the region to advocate for passenger rail improvements. Formed by agreement in 2000, the Commission’s current members are Indiana, Minnesota, Missouri, Nebraska, North Dakota and Ohio (all Midwestern states are eligible to join).

*The Midwest Regional Rail Initiative (MWRRI)* is a cooperative and collaborative effort among nine Midwest states, the National Railroad Passenger Corporation (Amtrak) and the Federal Railroad Administration (FRA). The objectives of the MWRRI are to evaluate the potential for the im-

plementation of a Midwest Regional Rail System (MWRRS) providing a new transportation option for the Midwest region and to create a business plan for implementing the MWRRS.

In August 1998, the MWRRRI released a draft report outlining cost estimates and potential benefits of a MWRRS. The report identified an expanded, modern regional passenger rail system covering nine states with 110 mile per hour passenger rail service provided between metropolitan centers. The states of Indiana, Illinois, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio and Wisconsin are served by the 3,000 mile MWRRS. The eleven proposed "hub and spoke" routes are centered on Chicago, Illinois with destinations including Green Bay, Wisconsin, Minneapolis, Minnesota, Omaha, Nebraska, Kansas City, Cincinnati, Ohio, Cleveland, Ohio, and Pontiac, Michigan.

The MWRRRI report indicates that \$3.5 billion in funding is needed to implement the MWRRS, with \$3.0 billion for rail corridor improvements (including highway grade crossing safety improvements) and \$470 million for the acquisition of 328 railcars. The report suggested that with sufficient capital investment, the system could commence operation as early as 2003 and attain full implementation by 2005. It is estimated that as many as 8 million passengers could utilize the

MWRRS each year.

Five MWRRS routes on three alignments are proposed through Northwest Indiana. The first corridor would link Chicago to Cincinnati via Gary, Lafayette and Indianapolis, with a possible extension to Louisville. The second corridor would connect Chicago to Cleveland via Gary, Warsaw and Fort Wayne. The third corridor would link Chicago to Pontiac, Port Huron, Michigan and Holland, Michigan, via Gary and Michigan City. All four corridors are proposed to be routed through an air - rail terminal at the Gary-Chicago International Airport in Northwestern Indiana. See INDOT's High Speed Rail website at [http://www.in.gov/dot/modetrans/train/high\\_speed.html](http://www.in.gov/dot/modetrans/train/high_speed.html)

Figure 2.23 shows the alignment for high speed rail access across Northwest Indiana. These routes have been preliminarily accepted by INDOT subject to further feasibility and environmental evaluation. As alignments are finalized, and state and national funding commitments emerge, the following actions will need to be undertaken:

- Preserve right-of-way from encroachment;
- Remove at-grade traffic crossings through

grade separations or crossing closures;

- And Provide for protection regarding intrusion and trespassing.

*The Indiana High Speed Rail Association (INHSRA)* was incorporated in June 1994 as an advocacy to provide leadership for studying and implementing a high-speed rail network in the State of Indiana. INHSRA promotes high-speed rail transportation as “an economic, safe and efficient mode (of transportation) in highly traveled corridors”. The INHSRA contends that “high speed rail transportation is time sensitive, passenger friendly, cost competitive, environmentally sound, and, therefore, offers a solution to many of our environmental and social problems.

In addition to advocating for high-speed and improved commuter and intercity rail transportation in Indiana, the Association has established strategic alliances with the states of Illinois, Kentucky, Michigan, Ohio and Wisconsin for the development of the federal high-speed rail system in those states. The development of the Indiana portion of these high speed rail routes has involved INHSRA coordination and interaction with various agencies, including the Northwest Ohio Passenger Rail Task force, the Kentuckiana Rail Taskforce, the Chicago Department of Transportation, the Illinois and Michigan Departments

of Transportation, the Federal Railroad Administration and MWRRI. The mission of the INHSRA is “with a consensus of Indiana people, business and government...to develop a viable intermodal high speed rail network in Indiana with links to adjacent high speed rail networks consistent with environmental, business, personal and financial needs”.

The Indiana High Speed Rail Association coordinated with the Indiana Department of Transportation, in 1999, to support the completion of a passenger rail feasibility study that evaluated 11 intercity corridors in and around Indiana, and successfully lobbied, in 2003, the Indiana General Assembly for funding legislation that would fund an environmental impact study of the Chicago to Cincinnati corridor.

#### Airports Serving Northwest Indiana

Airline passenger travel, as well as air freight, has become an integral part of the regional transportation system. The use of aircraft for passenger, as well as freight, continues to increase yearly. Airports do not exist as an island unto themselves. They must be integrated into an efficient ground transportation system if they are to thrive as commercial air transportation hubs.

The Northwest Indiana area is served by four

commercial passenger airports. The Gary/Chicago International Airport is located at Interstate 90 (Indiana Toll Road) and Indiana Route 912 (Cline Avenue) in the City of Gary, Indiana. Midway International Airport is located south of Interstate 55 (Stevenson Expressway) and Illinois Route 50 (Cicero Avenue). O'Hare International Airport is located at the intersection on Interstate 90 (Kennedy Expressway) and Interstate 294 (Tri-State Tollway). Both of these airports are located in the City of /Chicago Illinois. South Bend Regional Airport is located southeast of the junction of Interstate 80/90 on U.S. Route 20/31 in the City of South Bend, Indiana.

Northwest Indiana is also served by eight Federal Aviation Administration approved, general aviation, public use airports, that accommodate smaller single and dual engine private and corporate owned aircraft. Some are capable of handling light jets.

#### *Gary-Chicago International Airport*

Northwest Indiana's largest airport, the Gary-Chicago International Airport (GCIA), at present encompasses approximately 712 acres, is located at the junction of Interstate 90, Indiana Route 912 (Cline Avenue) and U.S. Route 12 Industrial Highway in Gary, and is listed as a Class 1, Part 139 primary airport in the FAA classification sys-

tem. GCIA is the busiest airport in northwest Indiana serving approximately 47,000 operations and 45,000 scheduled corporate and charter passengers in 2004. The airport has one general transport category runway and one general utility category runway. GCIA is capable of accommodating virtually any general aviation aircraft and most commercial aviation aircraft. In 2004, the airport secured Southeast Airlines for commercial service 11 times a week to Florida, and Hooters Airlines four times a week to Myrtle Beach, SC and Nassau, Bahamas. Southeast Airlines went bankrupt and discontinued service in December, 2004. Facilities at the airport include a passenger terminal with 2 jetways, an twelve-hundred fifty car parking lot, private aircraft hangars, large commercial corporate hangars and an Aircraft Rescue and Firefighting Station. An air traffic control tower equipped with D'BRITE radar currently operates 17 hours daily at the airport with the ability to extend operations to 24 hours daily, if necessary.

The primary runway (Runway 12/30) is 7,000 feet long and 150 feet wide with a full length parallel taxiway. This runway is 3,600 feet long and 100 feet wide with a full length parallel taxiway and medium intensity runway lighting. Runway 12/30 is equipped with new high intensity halogen runway edge lighting as well as centerline lighting. A four-box precision approach path in-

indicator (PAPI) is available on runways 12 and 30. An instrument landing system (ILS) allows landings on runway 12/30 with as little as one half of a mile visibility and a two hundred foot ceiling. An RVR (Runway Visual Range) System is being installed and will allow these minimums to be reduced. GPS as well as RNAV/VNAV approaches are available to the other runways. The crosswind runway is categorized as general utility can accommodate aircraft up to 12,500 pounds gross weight. It is 3,600 feet long and 100 feet wide with a full length parallel taxiway and new medium intensity halogen runway lighting. Descent guidance for landing aircraft on the crosswind runway is provided by a two-box PAPI.

In addition to the commercial passenger terminal, one fixed base operator provides support for air traffic at GCIA. Gary Jet Center provides complete maintenance, refueling and passenger facilities for private and corporate customers, air charter and air taxi services. Aviation Professionals Incorporated (API) provides flight instruction at the airport. Over 12 acres of aircraft parking aprons are provided at GCIA. GCIA serves private and corporate aircraft, as well as commercial air carrier aircraft. The airport also serves as an airfreight destination in excess of two million pounds a year.

### *Initiatives*

facilities at the GCIA is an ongoing activity. Current plans for the airport include expansion of the existing commercial passenger terminal. The present snow equipment garage will be enlarged from 9500 square feet to 18,750 square feet. New airport administrative offices are included in the project and will be 6,300 square feet.

GCIA has an approved FAA master plan that extends the existing primary runway from 7,000 feet to 8,900 feet. The plan also identifies locations for a new terminal, when needed, as well as locations for air cargo development. The extension of the runway guides the relocation of the E & E Line at the northwest end of the runway to be adjacent to State Road 912.

The City of Chicago has supported the City of Gary by contributing, since 1995, \$14 million in Passenger Facility Charge (PFC) revenues from O'Hare International Airport and Midway Airport to maintain and enhance air service at Gary-Chicago International Airport. Contributions from the City of Chicago PFC Funds have enabled the purchase of airport safety, security and communication equipment. These funds have allowed refurbishment of the present terminal as well as the construction of an aircraft de-icing facility. Snow removal equipment as well as two Oshkosh Crash Fire Rescue trucks, have been purchased with these funds.

Since February 25, 2004, a scheduled air carrier has been operating between Gary and St. Petersburg, Florida. Sanford, FL and additional flight frequencies were added in May of 2004. Enplanements were 25,000 in 2004. These enplanements exceed the rate forecasted by the FAA in the 2001 master plan for the Gary/Chicago Airport. Since June 10, 2004, scheduled passenger service has been added between Gary and Myrtle Beach, South Carolina.

The Indiana Army National Guard is planning a \$25 million facility at the Gary-Chicago Airport. Four National Guard Units will be housed at the new facility. A five aircraft Blackhawk Helicopter Medevac Unit, a medical support unit, a weather observation unit, and a Weapons of Mass Destruction Civil Support Team will be located there. Construction should be completed by 2008.

The Gary Airport Development Zone (ADZ) was created to attract new businesses, assist existing business expansion, foster job creation and provide economic revitalization opportunities in the area surrounding the airport. The ADZ offers benefits and incentives similar to those provided in Urban Enterprise Zones including inventory tax abatement, gross income tax exemption, wage tax credit, investment credit, individual wage exemption, lender interest income tax credit and real estate tax abatement. The enabling legislation

provided for ADZ designation for an initial minimum period of 10 years.

Access to the airport is provided by Cline Avenue, State Road 912, Chicago Avenue and the Industrial Highway (presently U.S. 12). A detailed evaluation of these entrance routes will need proper attention as the GCIA continues to expand. Coordinated bus transit service and access to the adjacent commuter rail service are also priorities. The South Shore commuter rail station at Clark Road is in need of substantial renovations, including improved multi-modal access. A map of the airport footprint, including a listing of proposed improvements, can be found in Figure 2.23.

*Griffith/Merrillville Airport* located south of Main Street in Griffith has a single paved general utility runway 4,000 feet long and 50 feet wide. This runway has non-standard medium intensity runway lighting and can accommodate all single engine and twin engine propeller driven aircraft and small jets.

*Porter County Municipal Airport* at the junction of U.S. Route 30 and Indiana Route 49 in Valparaiso has two paved runways serving. The primary general transport runway is 6,000 feet long and 150 feet wide with a full length parallel taxiway, high intensity runway lighting and an instru-



ment landing system. The crosswind runway is 4,000 feet long and 75 feet wide and replaces the 1,800 feet long, 50 feet wide basic utility crosswind runway.

Porter County Municipal Airport primarily serves general aviation and corporate aircraft although the airport is approved by the Federal Aviation Administration for small commercial aircraft.

*LaPorte Municipal Airport* at the junction of Indiana Route 39 and LaPorte County Road 250S in LaPorte is LaPorte County's busiest general aviation airport. LaPorte Municipal Airport has one paved basic transport category runway and one turf crosswind runway. The primary runway is 5,000 feet long and 100 feet wide and can accommodate turbo jet powered aircraft up to 60,000 pounds gross weight.

***Michigan City Municipal Airport located at the junction of*** U.S. Route 20/35 and Indiana Route 212 in Michigan City is the site of the formerly privately owned Phillips Airport. This general aviation airport has a single active runway 4,250 feet long and 40 feet wide.

*Hobart Sky Ranch* is a basic utility facility with a single paved runway 3,125 feet long and 40 feet wide.

*Lowell Airport* is a basic utility airstrip with a single non-paved runway 3,850 feet long and 100 feet wide.

*Orthodontic Strip* is a basic utility airstrip located south of Michigan City in LaPorte County. *Orthodontic Strip*, operated by T.P. Laboratories, a dental laboratory, has a single unpaved runway 2,440 feet long and 160 feet wide.

*Flying U Ranch* is another basic utility facility with a single non-paved runway 2,700 feet long and 95 feet wide, and is located at Union Mills in south LaPorte County.

#### Maritime Facilities in Northwest Indiana

##### *Physical Characteristics*

The Great Lakes extend 2,300 miles from Lake Superior to the Atlantic Ocean covering an area in excess of 95,000 square miles. Together, the Great Lakes have acted as a gateway for shipping and trade and Northwest Indiana is strategically located on the shores of Lake Michigan enabling access to this unique transportation resource. Currently four seaports provide Northwest Indiana with bulk cargo access to international markets. These ports include Indiana's International Port/Burns Harbor at Portage, Indiana Harbor Canal, Buffington Harbor and Gary Harbor.

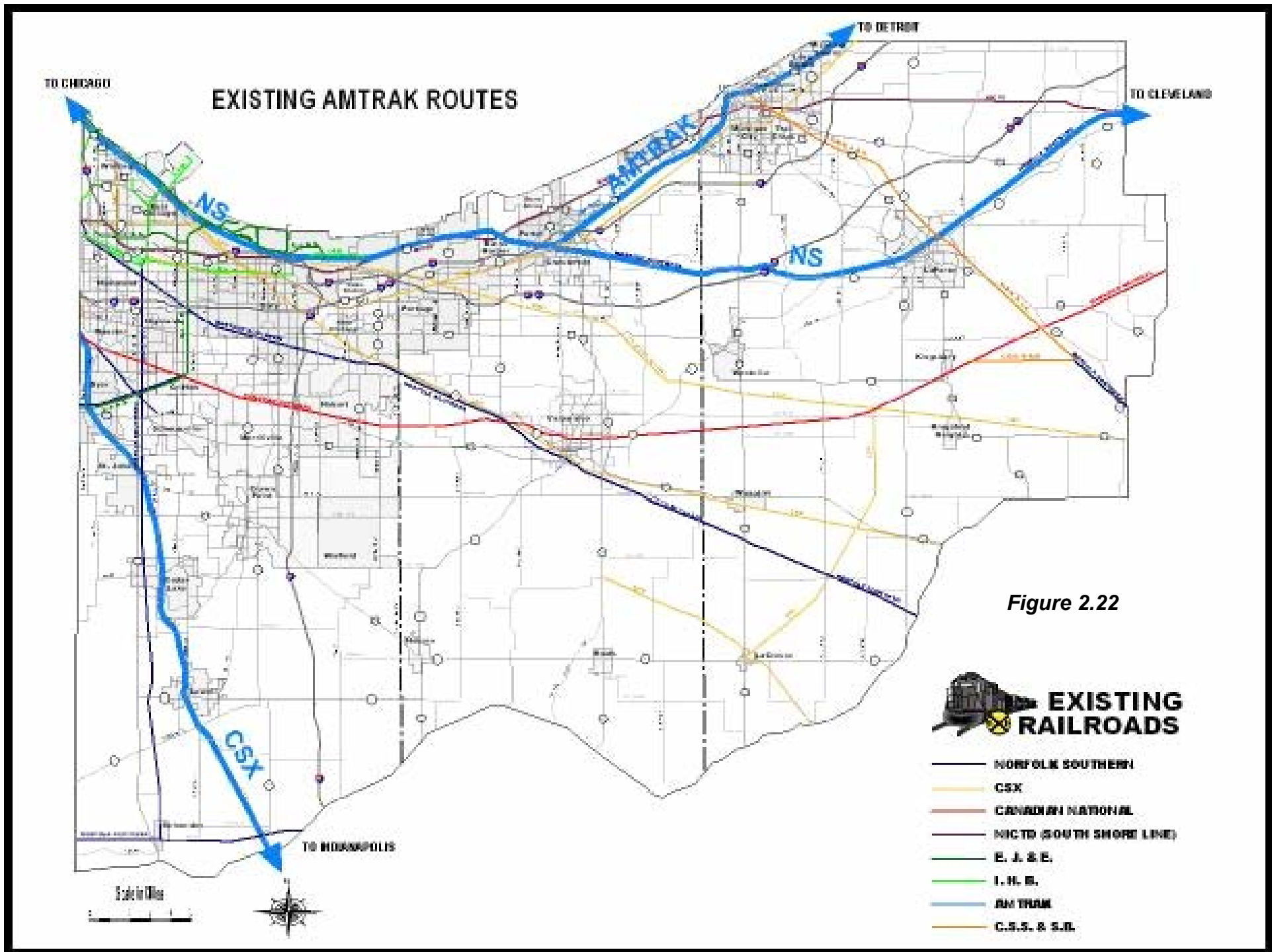


Figure 2.22

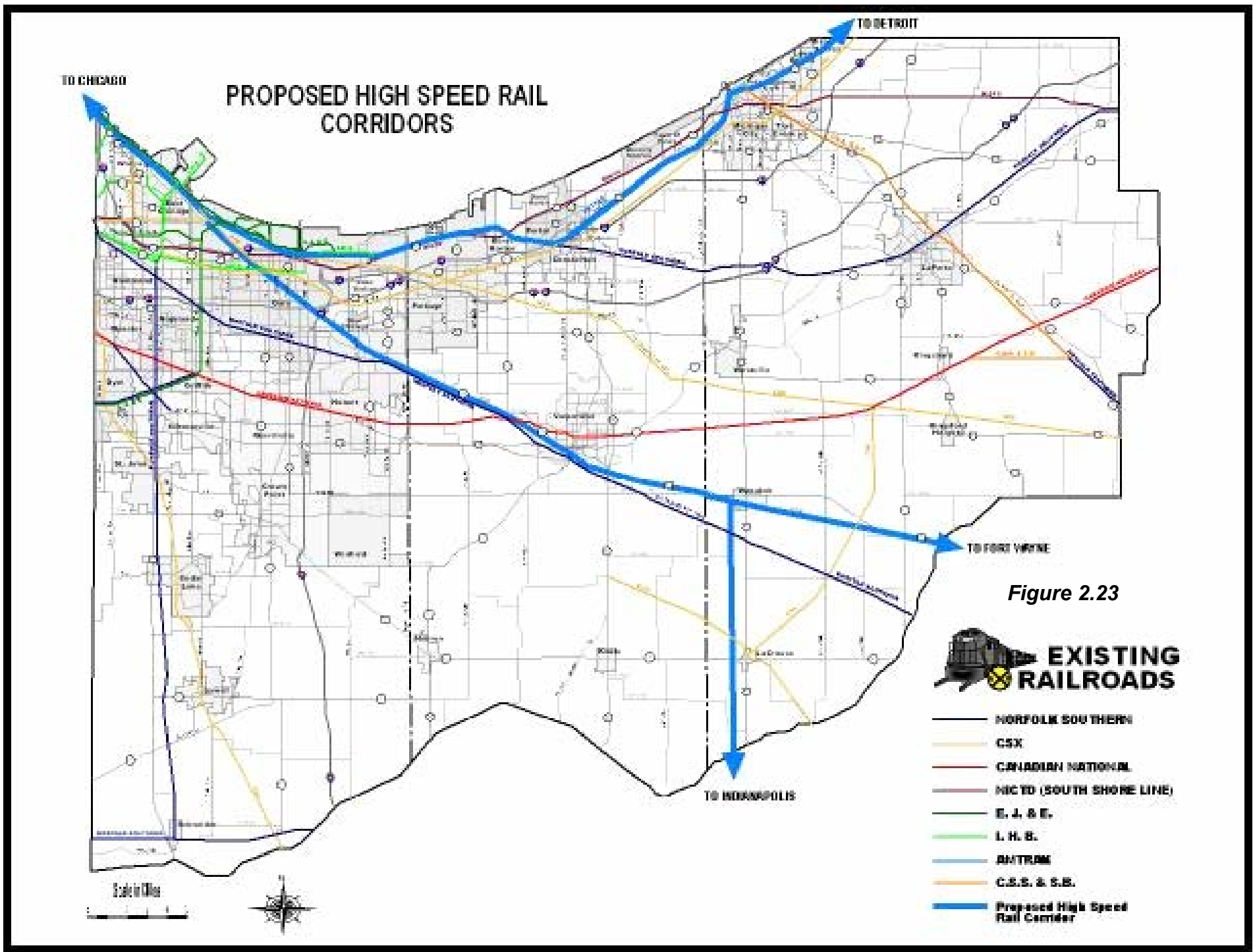


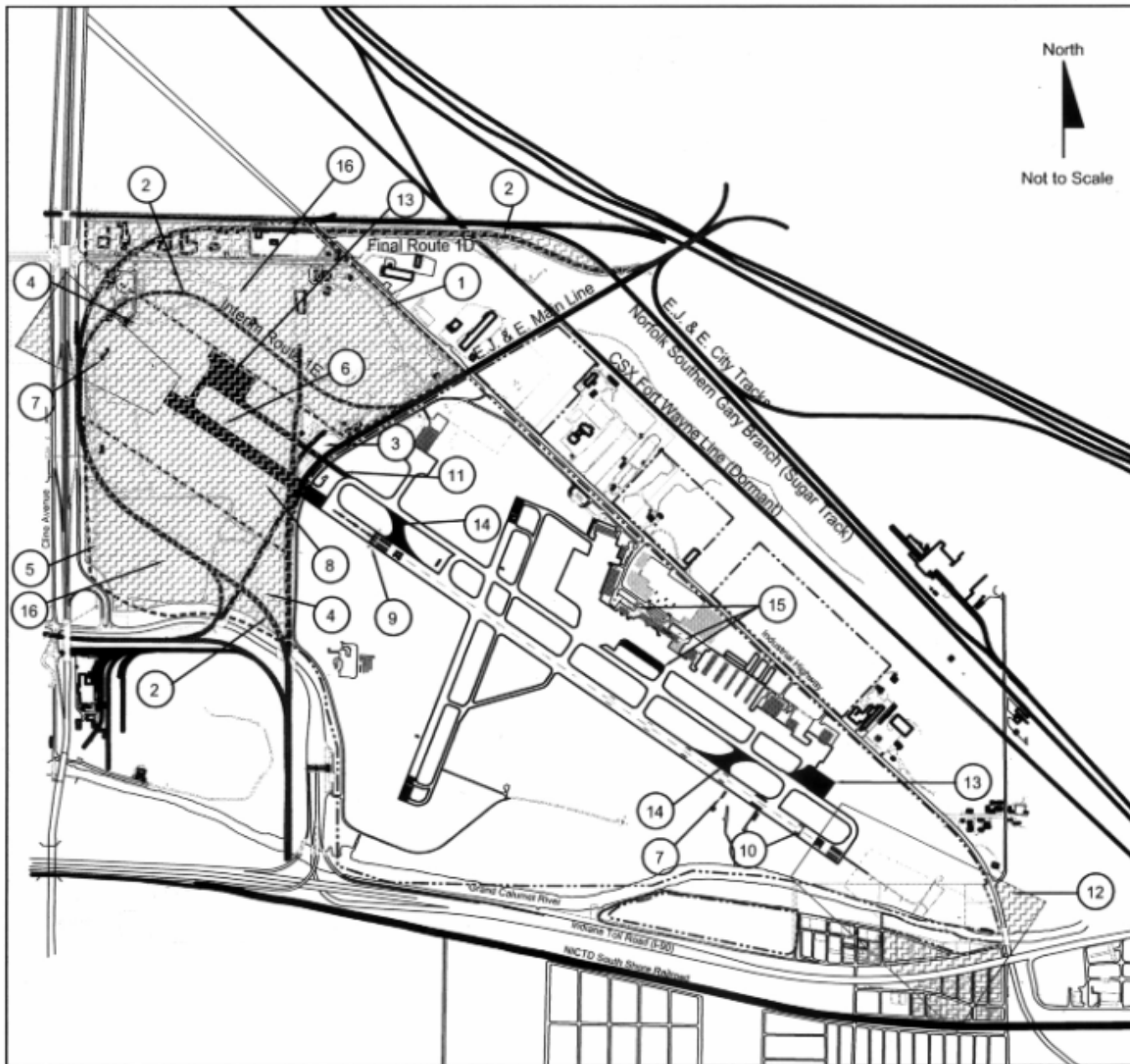
Figure 2.23

**Figure 2.23**

**Proposed GCIA  
Improvements**

Legend:

1. Acquire Land Northwest of Airport
2. Relocate EJ&E Railroad Interim and Final Routes (including modification to Cline Avenue frontage road)
3. Modify On-Going Cleanup
4. Relocate Airside Perimeter Road and Southwest Access Road
5. Bury Powerline
6. Extend Runway 12-30
7. Relocate Nav aids for Runway 12-30
8. Interim Safety Area Improvements
9. Threshold Improvements for Runway 12
10. Displace Runway 30 Threshold using Declared Distance
11. Extend Parallel Taxiway A
12. Acquire Land Southeast of Airport
13. Construct Deicing Hold Pads
14. Develop Two High Speed Rail Exit Taxiways
15. Passenger Terminal Expansion at Existing Terminal Site
16. Analysis of Sites for Future Aviation-related uses-Passenger Terminal and Air Cargo Facilities



### 3 REGIONAL LAND USE PLANNING & DESIGN

#### Regional Land Use and Transportation Planning in Northwest Indiana

During the development of the *Connections 2030* plan, a spirited debate arose regarding NIRPC's role in addressing land use issues in the region, and proposing strategies to encourage effective development patterns. The debate stemmed from NIRPC's former role in this capacity back in the 1970's where two such comprehensive land use plans were created to guide regional growth. The 1976 *Comprehensive Regional Plan for Northwestern Indiana* undertook an ambitious study of all facets influencing development patterns, and proposed several goals to help address pressing issues of concern. These concerns included human & economic development, environmental protection, spatial development and intergovernmental relations. This document also included a land use map component which graphically outlined a regional framework for development in all major land use categories, and proposed an orderly growth pattern allowing for the reasonable extension of infrastructure, and the preservation of open spaces.

Once the *Connections 2030 Plan* development process began in earnest, a renewed push begun

by regional officials for NIRPC to revisit the comprehensive plan issue, and provide a new direction in light of the current economic climate, and the continued inefficiencies of uncoordinated growth and parochial attitudes between communities. Furthermore, a new direction of "smart" growth has emerged in the field of planning, with a multitude of new strategies which have evolved to help stem the current shortcomings embedded in local development decisions. Although it is clearly recognized that NIRPC cannot override the local decision-making process, it has been widely acknowledged that NIRPC represents the best agency to tackle, on a regular basis, the complexities inherent in regional land use planning. To this end, this chapter of the *Connections 2030 Regional Transportation Plan* has been devoted to explore the relation between transportation and land use policies in Northwest Indiana.

The *Vision 2020 Plan*, adopted in 1999, examined smart growth type strategies and focused on redevelopment of the urban core. Through this initiative, NIRPC has worked with U.S. EPA to develop evaluation methods and tools that will be useful in assessing the impact of transportation proposals on land use. NIRPC will continue to work with the U.S. EPA to identify, collect, and share examples of smart growth activities that may benefit the region. This may include

example legislation, codes, ordinances, project concepts, and plans that have been developed in other communities. A method for developing and sharing smart growth resource information will be developed for use by local governments in the region.

### *Development of Definitions and Recommendations on Sprawl and Smart Growth*

#### *Background*

The subjects of sprawl and smart growth, or sustainable development, emerged as major discussion points during the development of the goals and objectives for the *Connections 2030* Regional Transportation Plan. While definitions of both terms were agreed to and used in that process, questions and issues continued to arise that bespoke the need for a more focused discussion to include the roles of transportation generally and, more specifically, NIRPC.

Under the 2030 Working Group structure two discussion sessions were held. The focus of the first session was to define sprawl and smart growth (or sustainable development), and look at NIRPC's roles in addressing them as both the transportation planning agency and the regional council of governments. The second session focused on developing a consensus definition of

both terms, and formulating recommendations for addressing sprawl and promoting smart growth in the 2030 Plan. Both sessions were open to all 2030 Working Group members, all stakeholders in the NIRPC Transportation and Environmental Policy Committees, and the general public.

#### *Who Was Discussed*

The entire sprawl discussion benefited from the participation of people representing a wide range of interests. There were no taboo subjects. Racism's influence in the region's development patterns was articulated, as was the need to view transportation policies through the human factors of environmental justice and social equity. Representatives of growing communities brought a perspective of growth as needed for communities to remain viable, and the need to respond to market demand. The participation of citizen environmentalists as well as organization representatives brought a more refined focus to defining sustainable development and helped increase the visibility of improved public transit and pedestrian access as key components in a smart growth strategy. Preservation of farmland also had a voice at the table.

#### *What Are Sprawl and Smart Growth?*

A wide variety of characteristics of these development practices were identified during the initial discussion session. The definition of sprawl used in the early stages of developing 2030 goals was as follows:

“Sprawl - The commercial and residential development of land away from the urban core into areas that have low or no population that results in the increased need for roads, cars, (and other) infrastructures, and which promote further segregation economically and racially, further isolating low income and people of color from economic and social opportunities.”

Sprawl was characterized as being individualistic, when development does not consider the common good. It was viewed as the opposite of planned growth, and growth not connected to an existing community. The presence or absence of typical public infrastructure confirmed sprawl to some, while others felt that density of housing and jobs was a good barometer to distinguish between growth and sprawl. Increasing auto dependency and/ or single occupant vehicle miles traveled was noted to be characteristic of sprawl, as was the lack of adherence to a master plan. Sprawl was also described as not considering the needs of the poor and vulnerable. Several participants noted that the cost of sprawl is borne by the whole community and that this further disad-

vantages the existing urbanized area.

Defining smart growth or sustainable development (the terms were used interchangeably by participants) proved somewhat easier. The definition used initially was as follows:

“Smart growth means mixing land uses and more compact, walkable, and transit-oriented development. It is also about directing development toward existing communities, and redeveloping the older urban and close-in suburban areas. It is also about preserving open space, farmland, and critical environmental areas.”

There was wide acceptance of the notion that smart growth meant dense development in and close to the existing urbanized area. It was characterized as having public infrastructure that is a natural extension of existing services. It was also characterized as being pedestrian and transit friendly with preservation of open spaces, important wetlands, and natural areas. Smart growth was also perceived to be more responsive to the needs of the poor and vulnerable.

The discussion also considered factors identifying where growth and development should occur. Preservation of environmentally sensitive areas was viewed as important, as was the availability of sewers and water and adequate streets

and roads. It was stated that planning for the future must consider the changing nature of the region from industrial to more residential and commercial development, including in the unincorporated areas. “It needs to be done in the right fashion”, noted one participant.

The need to have incentives to attract redevelopment to the urban core was also stated to be an important component of discouraging sprawl and promoting smart growth. Another participant encouraged the group to be inclusive in looking at issues related to why development occurs where it does. Knowing why people move could help develop incentives to attract them back to the urban core.

Ultimately the group did approve definitions of both terms for use in the 2030 Plan. The final definition of sprawl reads:

The commercial and residential development of land away from *urban* communities into areas that have lower or no population that results in the increased need for roads, cars, infrastructures, and which *could* promote further segregation economically and racially, *thereby* isolating low income and people of color from economic and social opportunities.

The final definition of smart growth reads:

Smart growth means mixing land uses *with more sustainable* compact, walkable, and transit oriented development. It is also about directing development toward existing communities, and redeveloping the older urban and close-in suburban areas. It is also about *creating* and preserving open space, *protecting critical environmental areas*, and *promoting farmland preservation*.

#### *What is NIRPC's Role?*

The second major focus of these two sessions was how to address sprawl and development in the context of the Connections 2030 Plan. While it was acknowledged that NIRPC does not make land use decisions, the connection between land use and transportation was clearly recognized. It was also noted with the restructuring of NIRPC to include all municipalities, the time was right to pursue comprehensive planning as a regional activity.

The need for a comprehensive land use plan that impacts growth was voiced by several participants. Some felt that NIRPC's goal should be to provide guidance to communities, not make decisions for them. Another perspective was that a regional land use plan that controlled sprawl is what's needed. However, others felt that a comprehensive plan was outside of NIRPC purview



as NIRPC does not control land use. Others brought up the need to identify influences in land use decision making such as market demand. It was also stated that NIRPC needed a realistic statement of their role and responsibilities versus local agencies' responsibilities in land use planning. "Land use is a local issue, not a regional issue", opined one participant.

Ultimately there was consensus that a comprehensive land use plan would be recommended and that it would serve as a policy guide for development, include a menu of "best practices," and recommend a program for educating land use decision makers. There was agreement that the plan would have to be developed cooperatively with county and municipal planning authorities.

The importance of involving the local plan commissions to determine why they approve remote subdivisions was pointed out. Educating land-use decision makers and developers about low impact and sustainable development practices, urban design standards, transit friendly development, and other smart growth strategies was identified by several participants as a role for NIRPC, as was seeking improvements to annexation laws to be more favorable to municipal growth plans.

More needed to be done to determine the true cost of sprawl, according to others. There was no consensus on whether or not the cost of sprawl is spread among all taxpayers. Several participants advocated for impact fees or other type of assessment that would result in only people paying who benefit from a development. The discussion underlined the need for an analytical process to establish the facts.

In addition to the definitions of sprawl and smart growth, the second discussion session ended with the approval of several recommendations for inclusion in the Connections 2030 Plan.

That *Connections 2030* include a commitment by NIRPC to pursue funding to prepare a regional comprehensive land use plan, in collaboration with citizens and local elected officials, prior to the 2040 update due in three years. The purpose of the comprehensive land use plan is to provide a policy guide to the region's land use decision makers, contain best practice recommendations, and serve as an educational tool.

- That NIRPC develop the capacity to assist municipalities and counties with determining the true cost of development.
- That NIRPC take a more active role in creating more opportunities for education on best

*NIRPC Regional Land Use Program is developed to support the development of the Regional Transportation Plan, environmental policy making, and economic development considerations.*

practices and in improving the dialogue among land use decision makers, including watershed, equity, preservation and other interests.

- That NIRPC increase advocacy for better state legislation that discourages sprawl (impact fees, annexation, planning practices).

Based on the previous discussion, NIRPC took a more active role and developed a two-year Regional Land Use program. The objective of this 2-program is to support the development of the Regional Transportation Plan, environmental policy making, and economic development considerations.

This program subcategory will be based on a traditional planning model, using stakeholder-driven partnerships, public involvement, and regional collaboration to craft a regional vision which will make up the key components of the program. Comprehensive plans, zoning ordinances and economic development trends will be examined to initiate efforts to better coordinate regional development. Concentration on regional land use planning is predicated on a growing concern of regional sustainability by stakeholders and the need to focus on development from a regional perspective.

Specific objectives will be identified and substan-

tiated via feedback from the local stakeholders; however examples of likely goals and objectives are as follows:

Develop a framework that provides regional consistency on issues of common importance and functional compatibility, while allowing individual entities to retain their individual and autonomous authority.

- Promote development of a sustainable regional community that works together to help individual counties and municipalities achieve local goals.
- Integrate the regional planning activities into structures that provide more value to local, state and federal governmental leadership, local and national business, and the public at large.
- Support the identification and integration of existing regional environmental data in long range land use plan activities, for the purpose of fostering resource preservation and regional education.
- Support the integration of existing Connections 2030 Transportation Plan into regional land use framework and outcomes.
- Identify and address potential land use and jurisdictional conflicts that may develop out

**NIRPC Regional Land Use Plan Goal:**

*Develop a framework that provides regional consistency on issues of common importance and functional compatibility, while allowing individual entities to retain their individual and autonomous authority.*

of the collaborative and comprehensive planning process.

*Linking Transportation, and Land-Use through Regional Planning and Design*

Past and many present development trends in Northwest Indiana make the automobile essential mainly due to a separation of land uses, lack of regional transit, and roads not designed to accommodate multi-modal mobility. Such development patterns can create economically distressed areas, promote auto-dependent communities, and put a strain on the transportation network. Concern over current impacts and questions about future effects of existing development patterns have caused many community organizations, special interest groups, public officials, and general public to agree on the value of looking at transportation, and land use issues collectively.

This chapter describes current development and design issues that have a direct impact on the region transportation system. It also discusses *Connections 2030* planning strategies intended to create an efficient multi-modal transportation network and encourage sustainable land-use.

*Land Use Relevant 2030 Goals:*

- Provide efficient and effective inter-modal transportation.

- Plan and create multi-modal opportunities.
- Plan for sustainable development.

**Effective Inter-modal Transportation**

*Planning Street Network Hierarchy*

Generally, the road network serves two competing functions; access to property and through movement. Usually roads are engineered according to their recommended function. Northwest Indiana is a highly traveled region for both people and goods with a substantial percentage consisting of semi-trucks.

Truck traffic on local roads is a significant issue throughout the region. Toll fees, traffic congestion, lack of connection to desired local destinations, and weight limitations are just some of the reasons many trucks may not use the Interstate or Indiana Toll Road. The results are trucks utilizing roads that are not physically design to handle the weight loads, as well as trucks traveling through residential and downtown areas. Many municipalities have expressed safety and monetary concerns over this issue. Heavy traffic in addition to semi-trucks moving through areas that are designed to serve residential areas and Central Business Districts (CBD) pose quality of life and safety issues to pedestrians especially children.

The Borman Expressway is scheduled for expansion to four lanes in each direction with construction scheduled to begin in March of 2004 through 2008. This improvement will likely have an impact on the number of trucks using local roads and will be closely observed. Despite the scheduled improvements to the Borman, the *Connections 2030 Plan* discussions have alluded to development of alternative truck routes to divert trucks away from local streets. Current projects proposals include building the South Suburban Expressway and extending of SR-312 to the Illinois State Line. To date no practical resolution has been developed, however efforts to identify viable options for rerouting truck traffic will continue beyond the adoption of this plan.

### **Multi-modal Opportunities**

#### *Incompatible Street Design*

Some of Northwest Indiana's major arterials do not maintain the same design standards throughout its entirety. Bottlenecks, soft shoulders, traffic signals, curb cuts, and other inconsistencies cause interruption or congestion in the traffic movement. The *Vision 2020 Plan* established "Regional Corridors" which are designated essential east/west and north/south corridors given some priority for project selection. The *Connections 2030 Plan* added the State Route 49 corridor to the ex-

isting "Regional Corridors" network.

Additionally, the plan recommends amendments to the "roadway functional classifications" and the "urbanized area boundary". All these factors play a role in roadway design and eliminating some the inconsistencies in the region's transportation network.

### **Create Multi-modal Facilities**

Portions of corridors such as US-30, US-41, and US-421 are cases of heavily developed corridors dominated by essentially automobile traffic. Such corridors and the surrounding land uses are designed exclusively for automobiles with large parking areas and lack a means of pedestrian, bicycle, or transit access.

The *Connections 2030 Plan* advocates design practices; (sidewalks, bus pullouts, landscaping, lighting, bike lanes/paths and medians) that support alternative modes of mobility, improve traffic circulation, and are compatible with the existing area. The destinations along the street, the quality of the streetscape and the appeal of building facades are all critical. The *Connections 2030 Plan* initiates discussion on the development of urban design policies and criteria that may require particular design amenities in future transportation projects. Additionally this plan uses project selection criteria to encourage local mu-

municipalities to incorporate design infrastructure improvements to be both multi-modal as well as inter-modal.

### **Sustainable Development/Smart Growth**

#### *Transit Orientated Development*

Regional transit is limited in Northwest Indiana and access to employment and services can be difficult for many. Additionally, the region is dominated by an aging population. These factors have been labeled vital concerns for the future and as a result many municipalities are making serious efforts to improve existing service or establish new services.

Because of the growing need and emphasis on transit, land uses and streetscapes should be designed to accommodate pedestrian and transit access. The *Connections 2030 Plan* encourages transit friendly development to be incorporated into local land use developments as well as regional transportation projects. Elements such as provisions for higher densities, zero lot line setbacks, centralized parking, sidewalks, trail systems, and bike lanes with links to transit stops are some of the suggestions resulting from discussions on transit oriented development.

Currently, there is a proposal to expand commuter rail lines to southwest and central portions

of Lake County in addition to the central portions of Porter County. Such a development warrants effective strategies to implement transit oriented development through planning and designing land uses, roads, rail stations, and bus stops along these corridors to provide affordable housing, job opportunities, and services that have safe and convenient access for transit riders. These strategies should be developed through collaborative planning efforts between NIRPC and effected communities.

#### *Mixed Use Development*

Large green field development is characteristic of many new developments in Northwest Indiana. Most of these developments are served exclusively by automobile traffic. This leaves transportation planners with the issue how to manage traffic and make road improvements to accommodate development.

In addition to designing multi-modal transportation facilities, mixing land uses places jobs, services, and residences closer to one another areas could be a method of decreasing the generation of vehicle trips and increase walking, biking, and use of transit. Many of the goals of the *Connections 2030 Plan* encourages integrating land uses through redevelopment, adaptive reuse of existing structures, and mixing land uses in new developments as a means of containing develop-

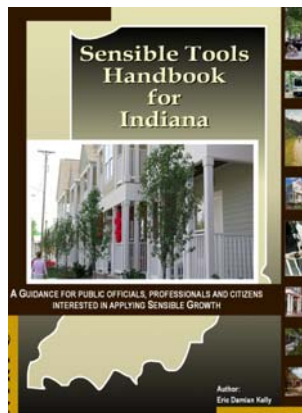
ment.

**Growth Management**

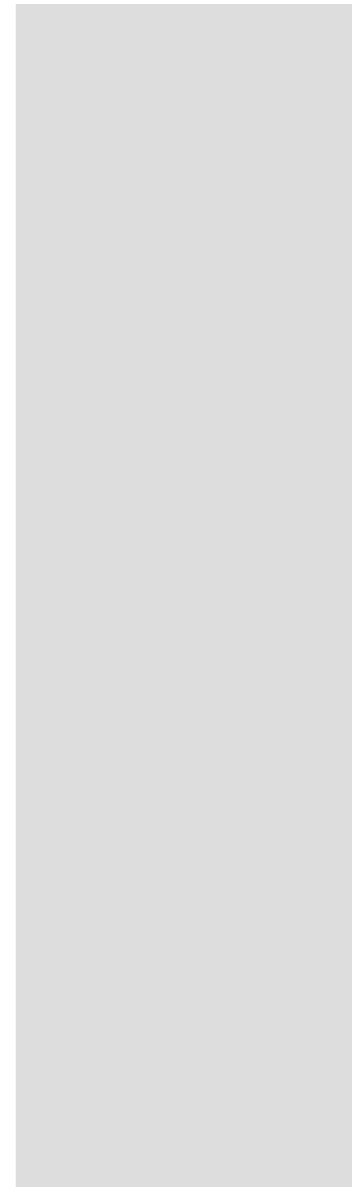
A number of suggestions resulted from the discussions on “urban sprawl” in Northwest Indiana. Some of these include; creation of an urban growth boundary (UGB), development of a regional land use plan, and education of growth management “best practices”. To date no growth management policies have been adopted by the state or local communities. However, NIRPC will continue to encourage and explore the development of effective growth management tools and policies such as open space protection, purchase of development rights, tax incentives, land acquisition, and protective zoning beyond the 2030 planning cycle.

**NIRPC New Land Use Publication**

NIRPC recently produced a guidebook to the implementation of principles of Sensible Growth in Indiana. It is intended to serve as a reader, reference source and handbook for public officials, professionals and citizens interested in applying principles of



good planning and Sensible Growth in their communities. The workbook will be based upon Indiana planning and zoning law and best practices of smart growth that have been applied within the state.



**4 ENVIRONMENTAL PLANNING**



**ENVIRONMENTAL MITIGATION ACTIVITIES**

In order to begin discussions on environmental mitigation activities, NIRPC is developing a list of appropriate agencies with regional/local contact information, where available (see appendix A). As NIRPC updates its current plan, these agencies will be contacted as part of the public review process. As NIRPC begins developing the 2040 plan, these agencies will be invited to serve on the appropriate committees to ensure that environmental impacts and associated mitigation is included in project evaluation.

During proposal screening and evaluation process there is already an environmental impact scoring item which will be reviewed during plan update.

When reviewing environmentally sensitive areas, more types of environmentally sensitive areas may be listed (e.g., wellhead protection areas, steep slopes, floodplains). Every effort should be made to minimize the impact of the transportation projects on these areas. During the update of the regional plan, NIRPC will work with the regulatory agencies to develop a process for evaluating any additional impacts and providing appropriate mitigation including a review of available conservation plans, maps, and inventories. Impacted areas requiring a state or Federal permit (e.g., wetlands, floodplains) usually will include the appropriate mitigation requirements. If there are other areas that NIRPC and the regulatory agencies decide require mitigation in order to restore and maintain environmental functions, they will be worked through on a project-specific basis. Any mitigation would ideally occur in the sub-watershed where the impact occurred.

**CONSULTATION AND COOPERATION**

As noted in the previous section there are plans to ensure that all agencies are consulted or participate in the plan development.

The current plan includes an overview of two local planning efforts: the Marquette Plan and the regional Green Infrastructure Vision. In ad-

dition to these two plans, NIRPC will compare the transportation plans with the regional watershed management plan, the draft Greenways and Blueways plan, and the Coastal Zone Management Plan.

### LINKING TRANSPORTATION, AND ENVIRONMENT THROUGH REGIONAL PLANNING

In an effort to begin coordinating between the transportation and environmental planning activities at NIRPC, funding was set aside to develop a highway stormwater runoff best management practices program. The objective of the project is to develop a comprehensive education and training program for municipal and county highway departments in northwest Indiana to facilitate the application of suitable highway BMPs intended to promote proper highway runoff management in general and NIRPC's Rule 13 Stormwater Management Program in particular. The project will provide highway and road practitioners with scientific and economic information needed for selection and design of conventional Best Management Practices (BMPs) and Low Impact Development (LID) approaches for control of highway stormwater runoff. The program will serve as a model for implementation state-wide by other Municipal Separate Storm Sewer System (MS4) entities as

they work to integrate BMPs for their highway planning.

### COORDINATION WITH HISTORICAL AND ANTHROPOLOGICAL PLANNING

NIRPC has compiled a list of agencies that will be added to our notification list provided in appendix B.

NIRPC is also developed a list of historical sites in Northwest Indiana (see appendix B). These sites will be added as a layer to the GIS map. When transportation projects are proposed during the planning and project development processes, historical sites that could be affected by the proposed project can be indicated and the proper agency or organization can be contacted for their input and included for consideration when evaluating the project.





## 5 ECONOMIC DEVELOPMENT

### Introduction

Economic Development became a new NIRPC planning domain in 2003 when the Indiana State Legislature changed NIRPC's statutory structure. NIRPC became a Council of Governments, membership on the Board was increased to 51 members, and NIRPC received broader responsibilities in the process, including economic development planning. NIRPC formed an Economic Development Committee and its first goal was to determine what NIRPC's responsibilities should be in economic development planning and its relationship to other state, regional and local economic development planning organizations in the region.

### Determining NIRPC's Role in Economic Development Planning

The NIRPC Economic Development Policy Committee contracted with Bill Sheldrake, Policy Analytics, LLC to suggest what NIRPC's role in Economic Development should be. Interviews and focus groups were conducted across the region with members of NIRPC and other stakeholders. Policy Analytics reviewed more than fifty regional and local planning reports or studies over the previous six year period for relevant informa-

tion regarding strategic economic development directions for the NIRPC region. These documents were used to identify five strategic directions for NIRPC. An economic profile was developed from national and state datasets to describe the region's current economy and make inferences about its future directions.

### Economic Development Framework Two Phased Approach

There are two phases in the economic development process. Phase one is planning and preparation. The public sector takes a lead role in the technical aspects of economic development such as the creation of physical plans, public finance mechanisms including special districts, land acquisition and other regulatory matters. Regional commissions, such as NIRPC should coalesce site-specific projects into region-wide, long-range strategic planning documents.

Phase two is deal-making which is private-sector driven. In this phase the planning function is supportive, on call to troubleshoot and assist as issues arise. The public sector plays a leadership role in negotiating economic development packages.

### Regional Collaboration

The key actors whose geographic scope lies within or parallels NIRPC's and in broader con-

text includes key actors whose larger geographic scope overlaps the NIRPC region. Among the key actors in northwest Indiana are NIRPC, the Northwest Indiana Forum, the Northwest Indiana Quality of Life Council, the Regional Development Authority, and the Indiana Economic Development Council, a number of federal and state agencies, regional operator Center of Workforce Innovations. Also, entities serving multiple markets such as major firms like NIPSCO and non-profit funders, for instance the Gaylord and Dorothy Donnelly Foundation, and professional partners for the Chicago metropolitan area, including southeast Wisconsin and southwest Michigan.

**Strategic Directions**

The economic development themes for NIRPC are

**1. Pro-Growth Climate - Foster Land Use Planning**

The first responsibility for NIRPC is to foster region-wide economic development planning that incorporates a *coordinated land use plan for the region*. NIRPC’s regional role in land use planning is one of coordination and technical assistance. NIRPC can best foster a pro-growth climate by developing a regional database of municipal zoning and a repository

of economic development, transportation and environmental planning best practices. As a coordinator and technical assistant, NIRPC should house such resources to facilitate information-sharing across municipal boundaries. An example of a collaborative initiative supported by NIRPC, is the public domain **IndianaMap Viewing Application** developed by a consortium of public and private agencies in Indiana to provide a tool for economic development professionals as well as municipalities, counties and regions. The application provides access to the high resolution Indiana Statewide 2005 digital orthophotography by county and township and includes 70 layers of economic, transportation and environmental data to utilize in research and analysis. Geographic information system users can perform analyses, add and/or export data into GIS applications, and perform other customization. Decision makers can to work together utilizing a single frame of reference in relevant, specialized maps for projects and programs.

The second responsibility for NIRPC is to maintain a high quality transportation infrastructure and extend the definition of infrastructure to include the broadband and communications infrastructures as well.

**NIRPC’S ROLE  
ACROSS THE REGION**

*During a series of stakeholder interviews, including elected officials, private sector leaders, appointed officials, and academics, NIRPC was identified as fulfilling to a greater or lesser degree the following roles and responsibilities:*

- *Planner*
- *Forecaster*
- *Convener*
- *Integrator*
- *Communicator*
- *Technical Assistance*
- *Trouble Shooter*

Partnerships between public and private entities must be developed to sustain a pro-growth environment. NIRPC and the Northwest Indiana Forum both view their partnership as a strategic one, especially with respect to intermodal infrastructure to support the Advanced Logistics or TDL industry. **See the section on Freight Operations in Part III** for a further explanation of this partnership and how both agencies are integrating economic development and transportation planning.

## 2- Transportation - Coordinate with Land Use Planning

Stakeholders across the region are demanding transportation planning that is coordinated with comprehensive land-use planning which is directed towards the region's economic development priorities. The coordination between municipalities and across counties is NIRPC's primary function in this arena.

Specific priorities should be given to the following issues:

- Development of the Gary-Chicago International Airport,
- Expansion of the South Shore Commuter Railroad (West Lake Corridor project),
- Development of a regional bus system through the Regional Bus Authority,

- Include freight interconnections within its transportation and economic development priorities and work with business leaders to understand freight rail priorities (**See Freight Operations in Part III**),
- Assist in planning for the proposed Illiana Expressway and provide technical assistance to those who will work to see it accomplished,
- Highlight transportation priorities with other stakeholder organizations and business leaders to grasp and subsequently follow.

## 3- Environment - Coordinate and provide technical assistance in five areas:

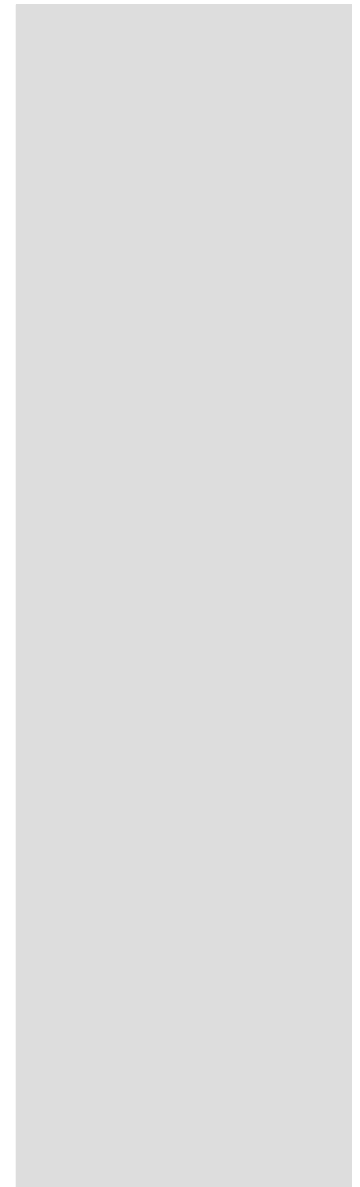
- Air - action to reduce emissions,
- Land - foster sustainable land use best practices,
- Water - foster improved water quality, quantity and access and coordinate a regional watershed management plan,
- Waste - foster waste reduction,
- Biodiversity - provide technical assistance for protecting and restoring native plant and animal habitats.

## 4- Workforce Development - Communicate how education and workforce issues impact activities and outcomes within the planning continuum.

## 5- Leadership - Take responsibility to tackle the

tough issues by acting as a convener to bring public and private sector stakeholders around issues in order to affect solutions.

6- Quality of Life - NIRPC's role as planner, coordinator and technical assistant can equip decision-makers with tools and information germane to quality of life matters.



## **PART II**

# **TRANSPORTATION PROGRAM DEVELOPMENT**

- 1. FINANCIAL CAPACITY & PROJECTION**
- 2. 2030 PLAN PROJECT EVALUATION & SELECTION**
- 3. 2030 REGIONAL TRANSPORTATION PROJECT**
- 4. TRANSPORTATION IMPROVEMENT PROGRAM GUIDANCE (TIP)**

**1 FINANCIAL CAPACITY & PROJECTION**

**5. AIR QUALITY CONFORMITY DETERMINATION**

**Introduction**

The development of reliable funding estimates is essential to the development of a realistic transportation plan that is consistent with the federal requirements for fiscal constraint. Funding for operating, maintaining and improving the transportation system is available from federal, state and local sources. In accordance with the provisions of 23 CFR §450.322, a metropolitan regional transportation plan must demonstrate how the transportation plan is to be implemented:

- a. System-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways.
- b. All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.
- c. Revenue/Cost estimates that support the transportation plan must use an inflation rate(s) to reflect “year of expenditure dol-

lars.”

Federal transportation funding from the U.S Department of Transportation is derived primarily from federal taxes imposed on motor fuels. The State of Indiana derives transportation funding from a motor fuels tax, vehicle license, title and driver license fees, motor carrier surtax, tolls and state general sales and use tax. Local transportation funding is derived from a variety of sources including user fees and fares, local property and income taxes, vehicle registration fees, casino revenues and special purpose bonds.

Routine maintenance of existing local highway infrastructure is typically funded with revenues from local sources. These funds are considered to be sufficient for maintaining the local highway infrastructure in its current condition with funding for local highway reconstruction, rehabilitation and expansion historically provided from limited federal sources. The maintenance of designated Interstate, national and state highways is the jurisdiction of the Indiana Department of Transportation (INDOT)..

In 2005, INDOT was directed to examine the highway construction budget and evaluate its ability to deliver projects. The study revealed a \$1.8 billion gap over the next ten years (2006 - 2015) to build necessary road improvements. IN-

DOT was to review and prioritize projects based on a solid set of criteria including safety, mobility and economic development. INDOT and the Office of Management of Budget began reviewing innovative financing solutions to close the gap. The draft *Major Moves* highway plan was introduced and included more than 200 new construction and 200 major preservation highway projects with funds available to counties for local transportation projects. The funding would come from a combination of federal and state gas tax monies and revenues from leasing the Indiana Toll Road (ITR) to a private company. Leasing the ITR required approval from the Indiana General Assembly and the offer of \$3.85 billion to maintain and operate the ITR for 75 years was accepted and *Major Moves* was signed into law. In 2006, INDOT introduced the final, funded 10-year *Major Moves* highway plan. Annual new construction will quadruple during the program from \$213 million in FY 2006 to \$874 million in 2015. In addition to state highway projects, all 92 counties receive a share of \$150 million in additional funds for their local transportation projects. The counties where the ITR is located received one-time payments of between \$40 million and \$120 million for local transportation projects. As a result of *Major Moves*, the Northwest Indiana Regional Development Authority will receive \$20 million from the State in FY 2007. For the next eight years, the State will distribute \$10 million per

year to be used for both operations and investment in RDA approved projects through FY 2015. Total annual revenue is \$27.5 million when the state distribution is combined with the total \$17.5 annual county and city contributions.

For the purpose of calculating the level of federal funding expected to be available to implement the transportation system improvements recommended in the *Connections 2030* Plan, funding projections were developed for the programs authorized in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Legacy funding programs (i.e., those which pre-date SAFETEA-LU) rely upon historical apportionments received as the basis for future apportionments. New funding programs use actual apportionments from 2006 and 2007 only as the basis for projections of funding during the period covered by the Plan. For the High Priority/Demonstration projects NIRPC has used actual earmarks received during the period. There is a reasonable expectation that the three-county metropolitan area will receive similar levels of funding during the period covered by this plan.

In developing projections for the Plan, there were two major highway reconstruction projects which skewed future projections. These were the recent reconstruction (with added capacity) of I-

80/94 and I-90 (Toll Road). NIRPC concluded that it was not reasonable to assume that such a significant reinvestment will occur again during the life of the Plan. The cost of the I-80/94 project was \$0.225 billion and that for I-90 was 0.125 billion. Projected costs and revenues over the life of the Plan were lowered to reflect these one-time only projects.

*Reasonably Expected Financial Resources (Forecasts)*

**Table 2.1** summarizes the funding that is reasonably expected to be available for both preservation and modernization projects and for expansion projects. It is assumed that federal funds will be leveraged fully and that the availability of federal funding will drive both state and local expenditures. Amounts shown are reflected in “Year of Expenditure” format.

Public Transportation services have a much more substantial public funding requirement for operations. Federal funding generally does not support this component. Constraints on local and state resources for operations drive the extent of service offerings more than federal support for creation, preservation, renewal and preventive maintenance of infrastructure and vehicles.

**Table 2.2** addresses how reasonable anticipated funds will likely be distributed between preservation and modernization needs and expansion of capacity. The first priority (and the much larger sum) is towards the preservation and modernization of existing transportation facilities. All amounts shown are reflected in “Year of Expenditure” format..

Following is a discussion of most current major funding programs.

Locally-Controlled Federal Funds/ Federal Highway Administration (FHWA) Funds

*Surface Transportation Program (STP) Group I*

These are STP and Equity Bonus funds which INDOT allocates to northwest Indiana for use in the Indiana portion of the Chicago Urbanized Area. During the period 1998 through 2003, Northwest Indiana’s average annual apportionment was about \$10.4 million per year. Under STEA and SAFETEA-LU, this average has increased to about \$11.2 million per year. Based upon the current average, the prospect of additional funds in new transportation authorization bills, and a steady rate of inflation, it is reasonable to expect the region to receive an average of approximately \$16.9 million in STP Group I funds per year over the life of the Plan—or a total



of \$389.2 million.

**Surface Transportation Program (STP) Group II**

These are STP and Equity Bonus funds which IN- DOT allocates to Northwest Indiana for use in the Indiana portion of the Michigan City/LaPorte Urbanized Area. INDOT first allocated funds to this UZA in 2003—and it has received an average of \$1.4 million per year since. It is reasonable to expect that this sum will increase slightly each year and, with inflation, will average \$1.85 million per year over the life of the Plan for a total of \$42.4 million.

**Congestion Mitigation/Air Quality (CMAQ) Program**

The Congestion Mitigation and Air Quality (CMAQ) program provides a flexible funding source to state and local transportation agencies for projects and programs that contribute to meeting the requirements of the Clean Air Act of 1970 (CAA), as amended. Eligible activities include transit improvements, travel demand management strategies, traffic flow improvements and public fleet conversions to clean fuels.

CMAQ funding is only available for use in areas that are identified as non- attainment for failing to achieve the National Ambient Air Quality

Standards (NAAQS), as well as former non-attainment areas that are now in compliance (maintenance areas). EPA named all three counties in Northwest Indiana as being in non-attainment of the new eight-hour standard for ozone and PM 2.5. LaPorte County was also declared to be in non-attainment for ozone (for the first time).

Under TEA-21, the Lake-Porter County Non-Attainment Area was allocated \$19.4 million in CMAQ funds—an average of \$3.25 million per year. More recent apportionments under STEA and SAFETEA-LU have averaged \$2.9 million per year. With a low rate of inflation, it is reasonable to expect approximately \$4.23 million in CMAQ funds per year over the life of the Plan—a total of \$75 million. For the LaPorte County Non-Attainment Area NIRPC has received three apportionments which averaged \$0.51 million per year. It is reasonable to expect approximately \$0.75 million in CMAQ funds per year over the life of the Plan—for a total of \$17.3 million.

**Highway Safety Improvement Program (HSIP)**

This program, created by SAFETEA-LU, allocates funds on an annual basis for safety-related projects. The Chicago UZA was allocated \$1.5 million in FFY 2006 and \$1.03 million in FFY 2007. it is reasonable to expect that apportionments un-

der this program will rise gradually to an average of \$1.4 million per year over the life of the Plan, for a total of \$32.5 million total.

The Michigan City UZA was allocated \$0.5 million in FFY 2006 and \$0.14 in FFY 2007. It is anticipated that apportionments under this program will rise again gradually to an average of \$0.17 million per year for the UZA over the life of the Plan, for a total of \$3.9 million total.

INDOT-Controlled Federal Funds/  
Federal Highway Administration Formula Funds

*National Highway System (NHS)*

The NHS in Indiana consists of 2,897 miles of highway including 1,138 miles of Interstate highway and 1,759 miles of other expressways and principle arterial highways. In addition to 135 miles of Interstate highway, 103 miles of other expressways and principle arterial highways comprise the NHS in northwest Indiana representing 8.2% of the state total. Based on a reasonable expectation for Northwest Indiana to receive a proportionate share of NHS funds through 2030, approximately \$11.4 million in federal funding will be available per year for National Highway System maintenance and improvement in this region. This represents \$262 million over the

life of the Plan.

*Interstate Maintenance*

The State of Indiana has 1,138.42 miles of Interstate highways with 134.77 miles (11.8%) located in northwest Indiana. Based on a reasonable expectation for Northwest Indiana to receive a proportionate share of IM funds, approximately \$39.7 million per year in IM funds (\$913.3 million total) will be available for Interstate highway maintenance in this region through 2030.

*Surface Transportation Program (STP) & Equity Bonus*

STP/Equity Bonus funds provide states and local agencies with flexible funding that may be used for projects on any Federal-aid highway facility, including the NHS. INDOT allocates some STP funds to Indiana's urbanized areas (for use on local projects) and utilizes the balance for its own projects. A wide variety of projects are eligible for STP funding including roadway maintenance, preservation and expansion projects, bridge rehabilitation and replacement projects, transit capital projects, transportation system enhancement projects and safety improvement projects. Based on a reasonable expectation for northwest Indiana to receive a proportionate share of State STP funds, approximately \$35.3 million per year in State STP

and Equity Bonus funds (\$812.4 million total) will be invested by INDOT in highway projects in the region through 2030.

#### ***INDOT-Selected Local STP Projects***

STP Group III funds are apportioned for use in all cities in Indiana with a population between 5,000 and 200,000. STP Group III funds are not available to cities represented in the STP Group I and II fund categories. STP Group III funds are administered by INDOT and made available to qualifying municipalities on a “first come first served” basis. In Northwest Indiana, Lakes of the Four Seasons (through Lake County and Porter County), Lowell, and Westville qualify for STP Group III funding.

STP Group IV funds are apportioned for projects in areas where the population does not exceed 5,000 or in unincorporated areas. STP Group IV funds are typically split between INDOT and local agencies. Local agency funds are administered by INDOT and distributed on a “first come first served” basis. In Northwest Indiana, Lake County, LaPorte County and Porter County are eligible for STP Group IV funds in addition to incorporated rural communities of Hebron, Kingsbury, Kingsford Heights, Kouts, LaCrosse, Schneider and Wanatah.

During the period 2000 through 2007, INDOT selected four Group III and one Group IV projects for funding in Northwest Indiana. Based upon this pattern, it is reasonable to expect the region will receive approximately \$3.1 million per year in STP Group III (\$72.5 million total) and \$0.7 million per year in STP Group IV funding (\$15.5 million total) for these types of transportation projects in northwest Indiana between 2008 and 2030.

#### ***STP Transportation Enhancement (TE)***

Ten percent (10%) of Indiana’s STP allocation is set aside for transportation enhancement activities encompassing a broad range of environmentally related activities. Northwest Indiana has been very successful in receiving this funding for bicycle/recreational trails, historic preservation, and similar projects. It is believed that the region’s pattern of success in receiving these funds will continue and that approximately \$3.2 million per year in Transportation Enhancement funds (\$99.8 million total) will be received in the region through 2030.

#### ***Bridge (BR) Funds***

For the years 2005 through 2007, Northwest Indiana received approximately \$4.1 million in Bridge funds for seven (7) projects. This is a significant increase over 1992 through 1998, when only \$2.9 million in Bridge funds were provided

for two projects. It is more reasonable to expect the region to receive approximately \$53.4 million in federal funding will be available for local agencies for bridge replacement and rehabilitation projects in Northwest Indiana between 2008 and 2030.

***Highway Safety Improvement Program (HSIP)***

This program, created by SAFETEA-LU, allocates funds on an annual basis for safety-related projects. INDOT allocated itself \$12.5 million in FFY 2006 and \$15.1 million in FFY 2007. Because NW Indiana contains 8.2% of all NHS route miles, 11.8% if all interstate route miles, and over 20% of the projects listed on INDOT's 2007 Five Percent Report, it is reasonable to expect that about 10% of all future HSIP apportionments will be expended in NW Indiana, for an annual spending average of \$1.8 million per year over the life of the Plan, for a total of \$40.6 million total.

*Federal Transit Administration Funds*

***FTA Section 5310***

The FTA Section 5310 program provides federal funding for the procurement of capital equipment used for the transportation of elderly persons and persons with disabilities. Eligible applicants include not-for-profit organizations and, under very limited circumstances, local units of govern-

ment. In Indiana, applications for Section 5310 funds are prioritized locally and then forwarded to INDOT for project selection. FTA subsequently makes grant awards to INDOT, which procures the necessary equipment and conveys it to successful applicants. Northwest Indiana has six grantees who traditionally receive Section 5310-funded equipment. It is believed that the region's pattern of success in receiving these funds will continue and that approximately \$0.16 million per year in Section 5310 funds (\$2.75 million total) will be received in the region through 2030.

***Urban Area Formula Grants – Sections 5307/5340 Growing States***

The FTA Section 5307/5340 formula grant program provides subsidies for public transit service provided within an urbanized area (UZA) having a population of 50,000 or more. FTA makes grant awards directly to the eligible recipients for each UZA as designated by the Governor of each state. Funds may be used for any eligible mass transportation project contained in Part 53 of Title 49, United States Code. FTA distributes Section 5307 funds to large UZAs (i.e., those with a population greater than 200,000) in accordance with a formula that considers population, population density and service statistics reported by transit operators. FTA distributes Section 5307 funds to small UZAs on the basis of population and popu-



lation density.

The Federal Transit Administration apportions funds to UZAs, not transit providers. Thus, FTA apportions funds to both the Chicago UZA as a whole and the Michigan City/LaPorte UZA. NIRPC, the Regional Transportation Authority of Northeast Illinois (RTA) and the Chicago Metropolitan Agency for Planning (CMAP) - formerly known as the Chicago Area Transportation Study (CATS) - maintain a written Letter of Understanding which governs the manner in which the Section 5307/5340 funds allocated to the Chicago UZA are divided between Northwest Indiana and Northeast Illinois. The current Letter, which is valid through Federal Fiscal Year 2009, allocates these funds on the same basis that FTA uses in allocating them across the nation. It is likely that, when new Letters are executed, this same distribution mechanism will be retained.

There are three (3) FTA grantees in the Indiana portion of the Chicago UZA. These are the Gary Public Transportation Corporation (GPTC), Northern Indiana Commuter Transportation District (NICTD) and NIRPC. NIRPC provides Section 5307 assistance, on a pass-through basis to seven (7) other eligible transit operators: City of East Chicago, the City of Hammond, Northwest Indiana Community Action (NW-ICA), Opportunity Enterprises, Inc., the Trustee of Lake

County's North Township, South Lake County Community Services, Inc., Porter County Aging & Community Services, Inc., and the City of Valparaiso.

Under TEA-21, STEA, and SAFETEA-LU, Northwest Indiana received an average of \$9.8 million per year in Section 5307 funds for the Chicago UZA. It is our reasonable expectation that this trend will continue and that that the average annual apportionment will increase somewhat, under the new federal transportation authorization bill, to approximately \$13.2 million per year, or \$303.9 million over the life of the Plan.

The Michigan City/LaPorte UZA is under 200,000 in population--therefore, the Section 5307/5340 funds allocated there are apportioned to the Governor, who has designated the City of Michigan City and NIRPC (on behalf of the City of LaPorte) to administer grants for the two transit operators. The two operators there desire to maximize their use of their annual apportionment for operating assistance and to seek alternative means of funding capital equipment.

The Michigan City/LaPorte UZA was first apportioned Section 5307 funds in 2003—and was allocated approximately \$700,000. In 2007 it was allocated approximately \$770,000. It is reasonable to expect that this sum will continue to increase

slightly each year and will average \$1.1 million per year over the life of the Plan for a total of \$24.2 million..

***Capital Investment Grants—Section 5309 (Rail Modernization)***

Rail Modernization funding is intended to support the modernization of urban commuter rail systems throughout the country. By definition, these systems include only facilities that are at least seven years of age. Section 5309(m)(2)(B) funds are apportioned to each UZA with a qualifying commuter rail system.

Like the FTA Section 5307 program within the Chicago UZA, there is a Letter of Understanding between NIRPC and the Northeast Illinois RTA that governs the distribution of Section 5309(m)(1)(a) funds. The current Letter allocates 6.29% of the Chicago UZA’s rail modernization apportionment to northwest Indiana. Each preceding letter beginning in 1992 has featured this same percentage split. It is thus reasonable to expect that this same distribution percentage split will continue to be utilized and that NW Indiana will receive an average of \$14.9 million per year from the Chicago UZA, for a total of \$342.9 over the life of the Plan..

***Job Access/Reverse Commute Program (Section***

***5316)***

FTA Job Access/Reverse Commute (FTA Section 5316) funds began being allocated to the Chicago Urbanized Area beginning in 2006 and to INDOT for other portions of the three-county area in accordance with the requirements of SAFETEA-LU. This grant program provides transit service subsidies targeted to lower income persons. FTA makes grant awards directly to designated recipients in each large UZA..

The Indiana portion of the Chicago UZA was allocated \$0.25 million in FFY 2006 and \$0.27 in FFY 2007. It is expected that Indiana portion of the Chicago UZA will be apportioned an average of \$0.7 million per year over the life of the Plan, for a total of \$16.4 million.

Furthermore, it is expected that the other portions of the three-county area will qualify for this funding through INDOT’s competitive program at an average rate of \$0.1 million per year for a total of \$2.3 million over the life of the Plan.

***New Freedom Program (Section 5317)***

FTA New Freedom (FTA Section 5317) is a new program created by SAFETEA-LU. Funds are apportioned to the Chicago Urbanized Area and to INDOT for other portions of the three-county

area. This grant program provides transit service subsidies targeted to enhanced services for persons with disabilities. FTA makes grant awards directly to designated recipients in each large UZA and to the state for all other areas.

The Indiana portion of the Chicago UZA was allocated \$.170 million in FFY 2006 and \$.0169 in FFY 2007. It is expected that Indiana portion of the Chicago UZA will be apportioned an average of \$.047 million per year over the life of the Plan, for a total of \$10.7 million.

Furthermore, it is expected that the other portions of the three-county area will qualify for this funding through INDOT's competitive program at an average rate of \$.01 million per year for a total of \$2.3 million over the life of the Plan.

*Existing Options for Increased Transportation Funding*

*Local Property Taxes & Reassessment*

At the time of the development of *Connections 2030* the property tax situation in Indiana was in a state of change. Indiana was in the process of moving from a long standing depreciation system of assessing property values to a fair market system. Concurrently, the state settled lawsuits with major industries in Lake County over their share of local property taxes. The large reduction of the

industries' assessed valuation contributed to substantial increases in homeowners' property tax bills in Lake County, especially in the urban core communities of Gary, Hammond, and East Chicago, necessitating the implementation of a circuit breaker property tax cap. While the impact of the change to fair market value has been less pronounced in LaPorte and Porter Counties, local governments region wide have begun reducing costs to mitigate the increases in property taxes as well as looking to new sources of revenue. In 2006, for 2007 taxes, local assessors began a process called *trending*, the annual update of real property assessments by local area and property class based on changes in average sales prices. Future reductions in the property tax replacement credit, changes to the homestead credit, the effect of trending and the elimination of the inventory tax, will increase property taxes particularly for homeowners and consequently local property taxes are not seen currently as a politically or financially viable source of new funding for transportation expansion projects.

*Major Moves*

As a result of the Indiana Department of Transportation's final, funded 10-year *Major Moves* plan, in 2006 and 2007 all 92 Indiana counties receive a share of \$150 million for their local transportation projects. The amount varies by county

Table 2.1: Financial Projections FFY 2008-2030

Source of Funds	Apportionments		FFY 2008-2030		
	2008-2009	Average per Year	Annual Growth Rate	Projected Total (2008-2030)	Grand Total
<b>Locally Allocated</b>					
<b>Highways</b>					
FHWA STP Group I	\$26,559,674	\$12,328,523	2%	\$362,722,108	\$389,281,782
FHWA STP Group II	2,777,728	1,317,930	2%	39,665,079	42,442,807
HSIP Large Urban	2,130,235	932,826	2%	30,419,091	32,549,326
HSIP Small Urban	255,125	175,789	2%	3,643,046	3,898,171
Local "Major Moves" Funding	-	18,801,286	0%	94,006,432	94,006,432
Non-Federal Operations/Maintenance	86,824,553	43,664,731	2%	1,284,697,700	1,371,522,253
<b>Subtotal</b>					<b>\$1,933,700,771</b>
<b>Transit</b>					
FTA Sec 5307/5340 Large Urban	\$20,026,767	\$9,760,102	2%	\$283,876,858	\$303,903,625
FTA Sec 5307/5340 Small Urban	1,585,062	763,845	2%	22,634,180	24,219,242
FTA Sec 5309 Rail Modernization	22,408,587	10,574,384	2%	319,987,557	342,396,144
FTA Sec 5316 JARC	1,078,778	320,471	2%	15,404,610	16,483,388
FTA Sec 5317 New Freedom	703,427	208,966	2%	10,044,712	10,748,139
<b>Subtotal</b>					<b>\$697,750,538</b>
<b>CMAQ</b>					
CMAQ: Lake/Porter Counties	\$6,370,545	\$2,945,194	2%	\$90,968,378	\$97,338,923
CMAQ: LaPorte County	1,129,426	531,917	2%	16,127,840	17,257,266
<b>Subtotal</b>					<b>\$114,596,189</b>
<b>Total Locally Allocated</b>	<b>\$171,849,907</b>	<b>\$102,325,964</b>		<b>\$2,574,197,591</b>	<b>\$2,746,047,498</b>



Table 2.1: Financial Projections FFY 2008-2030 Continued

Source of Funds	Apportionments		FFY 2008-2030			
	2005-2007	2008-2009	Average per Year	Annual Growth Rate	Projected Total (2008-2030)	Grand Total
<b>State or Federally Allocated Highways</b>						
FHWA STP Group III	\$10,342,000	\$1,689,200	\$2,406,240	2%	\$70,796,062	\$72,485,262
FHWA STP Group IV	2,624,800	-	524,960	2%	15,445,301	15,445,301
Safety/HSIP State	3,395,200	3,000,000	1,279,040	2%	37,631,739	40,631,739
STP/Equity Bonus	121,820,400	13,883,000	27,140,680	2%	798,529,354	812,412,354
Bridge	5,770,000	2,820,640	1,718,128	2%	50,550,526	53,371,166
National Highway System (NHS)	44,536,384	9,000	8,909,077	2%	262,121,632	262,130,632
Interstate Maintenance (IM)	180,868,500	60,640,000	48,301,700	2%	852,675,585	913,315,585
FHWA High Priority Funds	24,476,393	9,248,900	6,745,059	2%	198,452,187	207,701,087
Other Appropriations	12,171,295	7,000,000	3,834,259	2%	112,811,041	119,811,041
State Funded Projects ( <i>inclu. Major Moves</i> )	167,575,574	180,105,028	69,536,120	2%	274,357,349	454,462,377
Toll Road Projects (Toll Proceeds)	\$129,931,000	\$ -	\$25,986,200	1%	\$404,970,991	\$404,970,991
<b>Subtotal</b>						<b>\$3,356,737,535</b>
<b>Transit</b>						
FTA Sec 5310	368,157	450,000	163,631	2%	2,300,000	2,750,000
FTA Sec 5309 New Starts	16,400,500	10,000,000	5,280,100	2%	155,350,376	165,350,376
FTA Sec 5309 Bus	1,241,500	800,000	408,300	2%	11,500,000	12,300,000
FTA Sec 5316 JARC	-	100,000	20,000	2%	2,300,000	2,400,000
FTA Sec 5317 New Freedom	-	100,000	20,000	2%	2,300,000	2,400,000
Electric Rail Service Fund/ Commuter Rail Service Fund	29,865,582	19,682,383	9,909,593	2%	291,569,274	311,251,657
Public Mass Transportation Fund	19,926,129	13,128,258	6,610,877	2%	194,504,314	207,632,572
<b>Subtotal</b>						<b>\$704,084,605</b>

*Table 2.1: Financial Projections FFY 2008-2030 Continued*

Source of Funds	Apportionments		FFY 2008-2030			
	2005-2007	2008-2009	Average per Year	Annual Growth Rate	Projected Total (2008-2030)	Grand Total
<b>All Locally, State, and Federally Allocated Federal &amp; State Funds</b>						
<b>Subtotal</b>	<b>\$1,017,086,894</b>	<b>\$494,506,316</b>	<b>\$302,318,642</b>	2%	<b>\$6,218,356,890</b>	<b>\$6,712,863,206</b>
FHWA Transportation Enhancements	11,115,000	5,000,000	3,223,000	2%	94,826,662	99,826,662
NW Indiana Regional Development Authority (RDA)*	13,750,000	13,750,000	5,500,000	0%	55,000,000	68,750,000
<b>Grand Total</b>	<b>\$1,041,951,894</b>	<b>\$13,256,316</b>	<b>\$311,041,642</b>		<b>\$6,368,183,552</b>	<b>\$6,881,439,868</b>

Table 2.2: Amounts for Preservation/Modernization and Expansion Continued

Source of Funds	Grand Total (Table 6.1)	Local Match	Total Expendi- ture	Preservation & Maintenance		Expansion	
				Percent	Amount	Per- cent	Amount
<b>State or Federally Allocated</b>							
<b>Highways</b>							
FHWA STP Group III	\$72,485,262	\$18,121,316	\$90,606,578	100%	\$90,606,578	0%	\$ -
FHWA STP Group IV	15,445,301	3,861,325	19,306,626	100%	19,306,626	0%	-
Safety/HSIP State	40,631,739	10,157,935	50,789,674	100%	50,789,674	0%	-
STP/Equity Bonus	812,412,354	203,103,089	1,015,515,443	75%	761,636,582	25%	253,878,861
Bridge	53,371,166	13,342,791	66,713,957	100%	66,713,957	0%	-
National Highway System (NHS)	262,130,632	65,532,658	327,663,290	75%	245,747,468	25%	81,915,823
Interstate Maintenance (IM)	913,315,585	228,328,896	1,141,644,481	100%	1,141,644,481	0%	-
FHWA High Priority Funds	207,701,087	51,925,272	259,626,358	25%	64,906,590	75%	194,719,769
Other Appropriations	119,811,041	29,952,760	149,763,801	50%	74,881,901	50%	74,881,901
State Funded Projects <i>(include. Major Moves)</i>	454,462,377	-	454,462,377	50%	227,231,189	50%	227,231,189
Toll Road Projects	404,970,991	-	404,970,991	50%	202,485,496	50%	202,485,496
<b>Subtotal</b>	<b>\$3,356,737,535</b>	<b>\$624,326,042</b>	<b>\$3,981,063,577</b>		<b>\$2,945,950,540</b>		<b>\$1,035,113,037</b>
<b>Transit</b>							
FTA Sec 5310	2,750,000	687,500	3,437,500	75%	2,578,125	25%	859,375
FTA Sec 5309 New Starts	165,350,376	41,337,594	206,687,970	10%	20,668,797	90%	186,019,173
FTA Sec 5309 Bus	12,300,000	3,075,000	15,375,000	75%	11,531,250	25%	3,843,750
FTA Sec 5316 JARC	2,400,000	2,400,000	4,800,000	50%	2,400,000	50%	2,400,000
FTA Sec 5317 New Freedom	2,400,000	2,400,000	4,800,000	50%	2,400,000	50%	2,400,000
Electric Rail Service Fund/Commuter Rail Service Fund	311,251,657	-	311,251,657	100%	311,251,657	0%	-
Public Mass Transportation Fund	207,632,572	207,632,572	415,265,144	100%	415,265,144	0%	-
<b>Subtotal</b>	<b>\$704,084,605</b>	<b>\$257,532,666</b>	<b>\$961,617,271</b>		<b>\$766,094,973</b>		<b>\$195,522,298</b>

Table 2.2: Amounts for Preservation/Modernization and Expansion by Type and Account

Source of Funds	Grand Total (Table 6.1)	Local Match	Total Expenditure	Preservation & Maintenance		Expansion	
				Percent	Amount	Percent	Amount
<b>Locally Allocated</b>							
<b>Highways</b>							
FHWA STP Group I	\$389,281,782	\$97,320,446	\$486,602,228	70%	\$340,621,559	30%	\$145,980,668
FHWA STP Group II	42,442,807	10,610,702	53,053,509	50%	26,526,754	50%	26,526,754
HSIP Large Urban	32,549,326	8,137,331	40,686,657	100%	40,686,657	0%	-
HSIP Small Urban	3,898,171	974,543	4,872,714	100%	4,872,714	0%	-
Local "Major Moves" Funding	94,006,432	-	94,006,432	50%	47,003,216	50%	47,003,216
Non-Federal Operations/Maint.	1,371,522,253	-	1,371,522,253	90%	1,234,370,028	10%	137,152,225
<b>Subtotal</b>	<b>\$1,933,700,771</b>	<b>\$117,043,021</b>	<b>\$2,050,743,792</b>		<b>\$1,694,080,928</b>		<b>\$356,662,864</b>
<b>Transit</b>							
FTA Sec 5307/5340 Large Urban	\$303,903,625	\$75,975,906	\$379,879,531	98%	\$372,281,941	2%	\$7,597,591
FTA Sec 5307/5340 Small Urban	24,219,242	24,219,242	48,438,484	100%	48,438,484	0%	-
FTA Sec 5309 Rail Modernization	342,396,144	85,599,036	427,995,180	100%	427,995,180	0%	-
FTA Sec 5316 JARC	16,483,388	10,302,118	26,785,506	75%	20,089,129	25%	6,696,376
FTA Sec 5317 New Freedom	10,748,139	6,717,587	17,465,726	75%	13,099,294	25%	4,366,431
<b>Subtotal</b>	<b>\$697,750,538</b>	<b>\$202,813,889</b>	<b>\$900,564,427</b>		<b>\$881,904,028</b>		<b>\$18,660,398</b>
<b>CMAQ</b>							
CMAQ: Lake/Porter Counties	\$97,338,923	\$35,285,360	\$132,624,283	85%	\$112,730,640	15%	\$19,893,642
CMAQ: LaPorte County	17,257,266	6,255,759	23,513,025	85%	19,986,071	15%	3,526,954
<b>Subtotal</b>	<b>\$114,596,189</b>	<b>\$41,541,119</b>	<b>\$156,137,308</b>		<b>132,716,711</b>		<b>\$23,420,596</b>
<b>Total Locally Allocated</b>	<b>\$2,746,047,498</b>	<b>\$361,398,029</b>	<b>\$3,107,445,526</b>		<b>\$2,708,701,668</b>		<b>\$398,743,859</b>

Table 2.2: Amounts for Preservation/Modernization and Expansion Continued

Source of Funds	Grand Total (Table 6.1)	Local Match	Total Expenditure	Preservation & Maintenance		Expansion	
				Percent	Amount	Percent	Amount
All Locally, State, and Federally Allocated Federal & State Funds							
<b>Subtotal</b>	<b>\$ 6,806,869,638</b>	<b>\$ 1,243,256,736</b>	<b>\$ 8,050,126,374</b>		<b>\$ 6,420,747,181</b>		<b>\$ 1,629,379,193</b>
FHWA Transportation Enhancements	99,826,662	24,956,666	124,783,328	0%	-	100%	124,783,328
NW Indiana Regional Development Authority (RDA)*	68,750,000	-	68,750,000	50%	34,375,000	50%	34,375,000
<b>Grand Total</b>	<b>\$ 6,975,446,300</b>	<b>\$ 1,268,213,402</b>	<b>\$ 8,243,659,702</b>	<b>78%</b>	<b>\$ 6,455,122,181</b>	<b>22%</b>	<b>\$ 1,788,537,521</b>

and is based on the Motor Vehicle Highway formula. The first payment distribution of \$75 million occurred in October 2006 and the second follows in October 2007. The seven counties where the Indiana Toll Road is located received a one-time bonus payment in September 2006. Local distributions of Major Moves revenues are shown on **Table 2.3**.

Local County Option Income Taxes

*County Adjusted Gross Income Tax (CAGIT)*

By state legislation (IC 6-3.5-1.1), the county council of any Indiana county can adopt a County Adjusted Gross Income Tax (CAGIT). CAGIT is based on the adjusted gross income of all residents of the county and any non-residents who have their principal place of business or employment in a county (provided their county of residence does not impose a similar local option tax). A CAGIT rate of 0.5%, 0.75%, or 1.0% for resident county taxpayers is set at the discretion of the county council. Eligible non-resident taxpayers must pay a CAGIT rate of 0.25%. LaPorte County has adopted CAGIT at a rate of 0.5%.

CAGIT revenues are allocated, distributed and used by civil taxing units and school corporations as certified shares and property tax replacement

**Table 2.3: MAJOR MOVES LOCAL DISTRIBUTION 2006 AND 2007**

<b>DISTRIBUTION OF BASED ON MVH FORMULA</b>		
October 13, 2006 First Distribution		
(Second Distribution - October 2007)		
<b>Area</b>	<b>Oct-06</b>	<b>Oct-07</b>
<b>Lake County</b>	\$1,283,432	\$1,283,432
Cities and Towns	\$3,047,374	\$3,047,374
<b>LaPorte County</b>	\$828,996	\$828,996
Cities and Towns	\$463,920	\$463,920
<b>Porter County</b>	\$792,753	\$792,753
Cities and Towns	\$586,736	\$586,736
<b>ONE TIME DISTRIBUTION TO TOLL ROAD COUNTIES</b>		
September, 2006 Distribution		
<b>Area</b>	<b>Sep-06</b>	
<b>Lake County</b>	\$4,448,332	
Cities and Towns	\$10,551,678	
<b>LaPorte County</b>	\$25,667,168	
Cities and Towns	\$14,332,832	
<b>Porter County</b>	\$14,369,910	
Cities and Towns	\$10,630,090	

credits. Property tax replacement credits are used by all units of government for property tax relief, however certified shares are used only by civil taxing units. A few counties have utilized CAGIT for operating jails, detention centers and courthouse repairs. CAGIT revenues are used primarily to reduce property taxes and its potential for

utilization on transportation improvement projects is remote.

**County Option Income Tax (COIT)**

State legislation (IC 6-3.5-6) provides for any county to impose a County Option Income Tax (COIT). COIT is assessed on the adjusted gross income tax of individuals who reside in the county imposing the tax or individuals whose principal place of business or employment is in the county imposing the tax (provided that person's county of residence does not impose a similar local option tax). COIT is imposed on resident taxpayers at a rate of 0.2% for the first year and increases at a rate of 0.1% per year until a maximum rate of 1.0% is reached. The rate for eligible non-resident taxpayers is 25% of the rate imposed on resident taxpayers. COIT rates can also be decreased or frozen by action of the county.

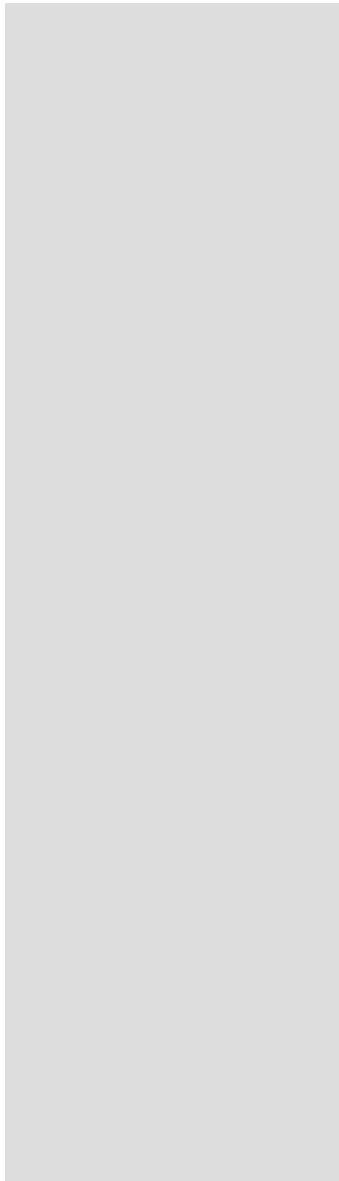
COIT revenues may be used to replace lost property tax revenue due to increased homestead credits, to finance certain economic development bonds and for other general purposes. Revenues not retained for specific purposes are distributed to all civil taxing units in an amount equal to a respective share of total property taxes. COIT provides a potential resource for use on specific transportation improvement projects and, in particular, revenues may fund the operation of a

public transportation corporation.

**County Economic Development Income Tax**

*(CEDIT)* In accordance with state legislation, the County Economic Development Income Tax (CEDIT) can be adopted by ordinance of the county council or the county income tax council. CEDIT is imposed on the adjusted gross income tax of residents or non-residents who work in the county and live in a county that does not impose a similar local tax. The tax may be imposed at the rates of 0.1%, 0.2%, 0.25%, 0.3%, 0.35%, 0.4%, 0.45%, or 0.5% (with certain exceptions). In counties that impose CAGIT and CEDIT, the combined rate may not exceed 1.25% (with certain exceptions). In COIT counties, the combined COIT and CEDIT rate may not exceed 1.0% (with certain exceptions). LaPorte County has adopted CEDIT at a rate of 0.45% and Porter County at a rate of 0.5%.

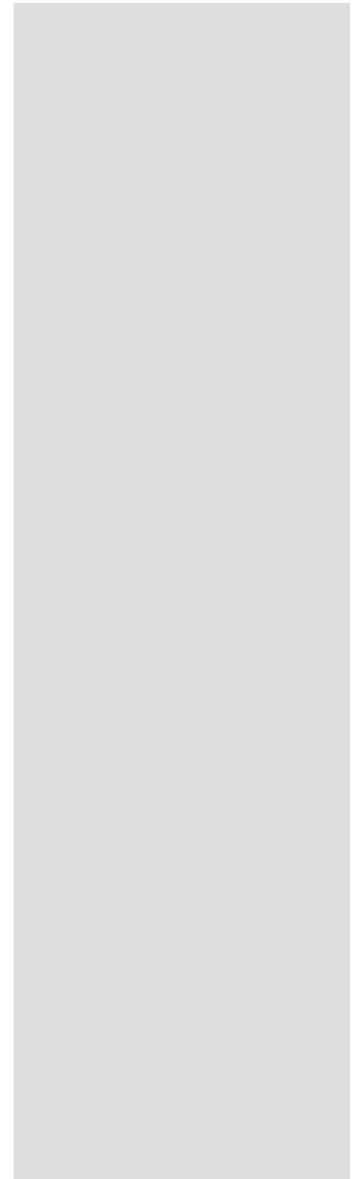
Revenues from CEDIT may be used for an economic development project that has been determined to promote significant opportunities for employment, retain or expand an existing business or attract new business to the area. Eligible economic development projects can include the acquisition of land, the completion of site and infrastructure improvements, the construction of



buildings and other structures and the rehabilitation, renovation or expansion of facilities. Eligible activities also include administrative expenses associated with the implementation of a project, contract payments to a nonprofit corporation whose primary purpose is to assist government in planning and implementing economic development projects and operating expenses of a governmental entity that plans or implements economic development projects. Counties may use a portion of CEDIT revenues to provide additional homestead credits up to the total amount of the residential tax shift in the county resulting from a 100% inventory deduction. CEDIT provides limited potential for use on transportation system improvements where the improvement will sustain or stimulate economic development. CEDIT revenues are typically distributed between cities, towns and the county. In most instances, CEDIT is distributed to these municipal units proportional to that unit's share of the total property taxes due or by that unit's share of the total population of the county. Depending on the time of CEDIT adoption, a county's fractional amount can be based on several different criteria including distributive shares based on property taxes or population.

The implementation of local option income taxes at the maximum allowable rates would generate combined revenues in excess of \$4.0 billion be-

tween 2005 and 2030 for the three counties of Northwest Indiana. Table 2.4 provides an estimate of the annual revenue that could be derived from the implementation of the local option income taxes in Northwest Indiana. Presently, Lake County is one of only two of the ninety-two counties in Indiana that does not impose one or more of the local option income taxes.





*Table 2.4 Local Option Income Tax Estimated Annual Revenues*

*County Adjusted Gross Income Tax On Taxable Adjusted Gross Income 2005*

<i>County</i>	<i>Taxable Adjusted</i>	<i>Revenue Estimates</i>		
	<i>Gross Income 2005</i>	<i>0.5%</i>	<i>0.75%</i>	<i>1%</i>
<i>Lake</i>	\$8,735,812,255	\$43,679,061	\$65,518,592	\$87,358,123
<i>Porter*</i>	\$3,563,060,555	\$17,815,303	\$26,722,954	-
<b>Total</b>	<b>\$12,298,872,810</b>	<b>\$61,494,364</b>	<b>\$92,241,546</b>	

\* Porter County has adopted CEDIT at rate of 0.5% and could have a maximum CAGIT/CEDIT rate of 1.25% if CAGIT was adopted

*County Option Income Tax On Taxable Adjusted Gross Income 2005*

<i>Year</i>	<i>Rate</i>	<i>Revenue Estimates</i>	
		<i>Lake</i>	<i>Porter*</i>
1	.2%	\$17,471,625	\$7,126,121
2	.3%	\$26,207,437	\$10,689,182
3	.4%	\$34,943,249	\$14,252,242
4	.5%	\$43,679,061	\$17,815,303
5	.6%	\$52,414,874	-
6	.7%	\$61,150,686	-
7	.8%	\$69,886,498	-
8	.9%	\$78,622,310	-
9	1.0%	\$87,358,123	-

\* Porter County has adopted CEDIT at a rate of 0.5% and would be restricted to a combined maximum COIT/CEDIT rate of 1.00% if COIT is adopted

**Table 2.4 Continued: County Economic Development Income Tax (CEDIT) On Taxable Adjusted Gross Income 2005**

Rate	Revenue Estimates
	Lake
.1%	\$8,735,812
.2%	\$17,471,625
.25%	\$21,839,531
.3%	\$26,207,437
.35%	\$30,575,343
.4%	\$34,943,249
.45%	\$39,311,155
.5%	\$43,679,061

Note: LaPorte County has adopted CAGIT at a rate of 0.5% and CEDIT with a rate of 0.45%. The 2006 certified revenue distribution for CAGIT totals \$9,124,620 and CEDIT \$8,330,156. Porter County has adopted CEDIT at a rate of 0.5% resulting in a 2006 certified distribution of \$16,882,107

Sources: Indiana Department of Revenue - Tax Policy Division

Based on 2005 County Taxable Adjusted Gross Incomes Indiana Legislative Services Agency. Indiana Handbook of Taxes, Revenues, and Appropriations. FY 2006

**Municipal Option Income Tax**

In 2001, state legislation (IC 3.5-8) was enacted, which permitted the fiscal bodies of municipalities located in Lake County to adopt a municipal option income tax on residents and nonresident taxpayers of the municipality. The municipal income tax option remained in effect until December 31, 2005. Under the legislation, the fiscal body of the municipality could increase or decrease the municipal option income tax using the same procedures as for the adoption of the tax. The municipal option income tax for Lake County was not implemented by any municipality, however as municipalities throughout the region are facing significant fiscal challenges, the municipal option income tax has been included in the recent *Hometown Matters* initiative of the Indiana Association of Cities and Towns as one of the potential solutions to local finance needs. Revenue demands and revenue generated would vary significantly depending on the municipality implementing the tax. Under the lapsed legislation, the maximum rate of the municipal option income tax imposed on a resident municipal taxpayer was 1.0%. The maximum rate of .05% would be imposed on all nonresident municipal taxpayers defined as nonresidents who maintain their principal place of business or work in the municipality and did not reside in a county or municipality in which a county income tax was

in effect.

***Motor Vehicle Excise Surtax***

An ordinance to impose an annual Motor Vehicle Excise Surtax on all vehicles subject to the Indiana Motor Vehicle Excise Tax, including passenger cars, motorcycles and trucks with a gross weight of 11,000 pounds or less, may be adopted by any county council under state legislation (IC 6-3.5-4). Vehicles exempt from the surtax include those owned or leased by the federal, state, or local government, vehicles held in inventory by manufacturers or dealers and vehicles owned or leased by an institution of higher learning. In accordance with state legislation, a county council can only adopt the Motor Vehicle Excise Surtax simultaneous with the Vehicle Wheel Tax.

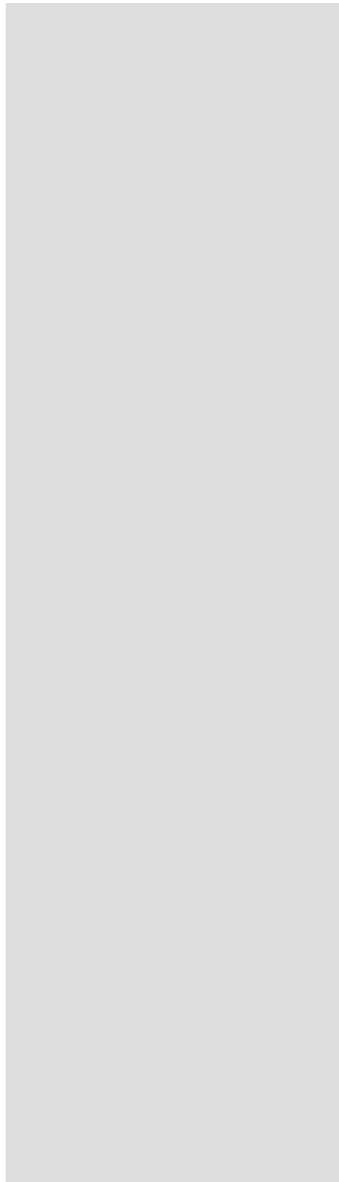
The Motor Vehicle Excise Surtax can be assessed at a rate between 2.0% and 10.0% of the Vehicle Excise Tax rate that would have been due under the pre-1996 excise tax rate table. Alternatively, a flat fee in an amount up to \$25.00 can be assessed as the Motor Vehicle Excise Surtax. In both alternatives, the minimum surtax payable is \$7.50. Motor Vehicle Excise Surtax funds are allocated by the county auditor to the county and each city or town based on the population/mileage formula used for the Local Road and Street Account. The revenue from the excise surtax is used to con-

struct, reconstruct, repair, or maintain streets and roads. If the surtax maximum rates are in effect, counties can issue bonds for road and bridge repairs with surtax funds. The potential annual revenue available from the adoption of the Motor Vehicle Excise Surtax in Northwest Indiana is shown in Table 2.5 .

***Vehicle Wheel Tax***

The Vehicle Wheel Tax (IC 6-3.5-5) is a flat fee charged on all vehicles that are not subject to the Indiana Motor Vehicle Excise Tax. County councils cannot adopt the wheel tax without imposing the Motor Vehicle Excise Surtax simultaneously. Vehicles registered as buses, recreational vehicles, semi-trailers, tractors, trailers over 3,000 pounds, trucks not subject to the Motor Vehicle Excise Surtax are subject to the Vehicle Wheel Tax. Government vehicles and buses owned by a religious or non-profit youth organization are exempt from the Vehicle Wheel Tax.

The Vehicle Wheel Tax rate for a particular class or weight classification of vehicles may not be less than \$5.00 and may not exceed \$40.00. The Vehicle Wheel Tax may be used to construct, repair, or maintain streets and roads, pay a debt service on county road and bridge bonds or as a contribution to a multiple county infrastructure authority. The potential annual revenue available



from the adoption of the Vehicle Wheel Tax in northwest Indiana is shown on **Table 2.6** .

**Food and Beverage Tax**

Indiana counties may impose the Food and Beverage Tax (IC 6-9) on purchasers of food and beverages prepared for consumption at a specific location or on equipment provided by a retail merchant and sold to patrons on a “to go” basis. Effective January 1, 2004, this includes food or beverages sold in a heated state or heated by the seller. The tax rate is 1.0% of retail sales price. Revenue generated from the tax may be used for purposes specified in the individual counties enabling statute and can include economic development and tourism projects, infrastructure projects, civic and convention centers and other various capital improvements. The estimated potential annual revenue from the implementation of the Food and Beverage Tax in Northwest Indiana is shown in **Table 2.7**. Implementation of the Food and Beverage Tax has been sought to fund the Regional Bus Authority.

**Casino Admission and Wagering Taxes**

From 1996-2006, the five Northwest Indiana riverboat gaming casinos have generated over \$2.3 billion in admissions and wagering taxes. The four cities where the riverboats are docked re-

**Table 2.5 Motor Vehicle Excise Surtax Estimated Annual Revenues**

<i>County</i>	<i>Excise Surtax Vehicles</i>	<i>10% Maximum Rate* (Minimum \$7.50 )</i>	<i>Minimum \$7.50 Set Rate</i>	<i>Maximum \$25.00 Set Rate</i>
<i>Lake</i>	347,601	5,322,293	\$2,659,148	\$8,742,165
<i>LaPorte</i>	95,963	1,469,337	\$734,117	\$2,413,469
<i>Porter</i>	130,016	1,990,740	\$994,622	\$3,269,902
<b>Total</b>	<b>573,580</b>	<b>\$8,782,370</b>	<b>\$4,387,887</b>	<b>\$14,425,537</b>

*Notes: Revenue estimates include branch fee deduction of \$0.15 per collection*

*\*Pre-1996 Vehicle Excise Tax Rate Table*

*Source: Guide to Revenue Calculations: Local Option Highway User Tax. Purdue University*

*Estimate of Potential Revenue From a Local Option Excise Surtax*

*Purdue University, Indiana Local Technical Assistance Program, October 2005*

*Bureau of Motor Vehicles - 2006 Vehicle Registrations*

ceived combined wagering and admission tax revenue of \$490 million since the inception of riverboat gaming. Lake county and cities and towns in Lake county without riverboats have had revenue of \$143 million from 1996-2005. LaPorte county received \$28 million and \$16.6 million was distributed to the County Convention and Visitors Bureaus in Lake and LaPorte counties. Additional 1996-2005 distributions from the riverboat admissions tax include \$200 million to the Indiana Horse Racing Commission; \$30 million

**Table 2.6 Vehicle Wheel Tax Estimated Annual Revenue**

<i>County</i>	<i>Eligible Vehicles</i>	<i>Registrations</i>	<i>Minimum \$5.00 Tax</i>	<i>Maximum \$40.00 Rate</i>
<i>Lake</i>	Buses	222	1,077	8,847
	Rec-Veh	2,527	12,256	100,701
	Semitrailers	6,525	31,646	260,021
	Tractors	216	1,048	8,608
	Trailer	20,789	100,827	828,442
	Other	1,336	6,480	53,240
<b><i>Subtotal</i></b>		<b>31,615</b>	<b>\$153,333</b>	<b>\$1,259,858</b>
<i>LaPorte</i>	Buses	21	102	837
	Rec-Veh	1,498	7,265	59,695
	Semitrailers	1,754	8,507	69,897
	Tractors	86	417	3,427
	Trailer	9,269	44,955	369,370
	Other	1,465	7,105	58,380
<b><i>Subtotal</i></b>		<b>14,093</b>	<b>\$68,351</b>	<b>\$561,606</b>
<i>Porter</i>	Buses	132	640	5,260
	Rec-Veh	1,723	8,357	68,662
	Semitrailers	3,374	16,364	134,454
	Tractors	160	776	6,376
	Trailer	12,117	58,767	482,862
	Other	1,167	5,660	46,505
<b><i>Subtotal</i></b>		<b>18,673</b>	<b>\$90,564</b>	<b>\$744,119</b>
<b><i>Total</i></b>		<b>64,381</b>	<b>\$312,248</b>	<b>\$2,565,583</b>

Note: Revenue estimates include branch fee deduction of \$0.15 per collection  
 Source: Guide to Revenue Calculations: Local Option Highway User Tax,  
 Estimate of Potential Revenue From Local Option Wheel Tax.  
 Purdue University. Indiana Local Technical Assistance Program, October 2005  
 Bureau of Motor Vehicles - 2006 Vehicle Registrations

**Table 2.7 Food and Beverage Tax**

**Estimated Annual Revenue 2006**

<b>County</b>	<b>Est. Food and Beverage Retail Sales</b>	<b>1% Rate</b>
<b>Lake</b>	\$760,841,748	\$7,608,417
<b>Porter</b>	\$167,711,734	\$1,677,117
<b>LaPorte</b>	\$148,484,894	\$1,484,849
<b>Total</b>	<b>\$1,077,038,376</b>	<b>\$10,770,384</b>

Sources: Census Bureau. 2002 Economic Census. Geographic Area Series Indiana.  
Indiana Department of Revenue. Annual and Monthly Reports.  
Indiana Gaming Commission. Casino Licensing Evaluations.  
Indiana Legislative Services Agency. Indiana Handbook of Taxes, Revenues, and Appropriations.  
FY 2006  
Bureau of Labor Statistics. Consumer Price Indexes.

**Table 2.8: Local Option Retail Sales Tax Estimated Annual Revenue**

<b>County</b>	<b>Total Sales</b>	<b>Taxable Sales</b>	<b>1% Rate</b>
<b>Lake</b>	\$9,521,025,458	\$2,587,466,987	25,874,670
<b>Porter</b>	\$5,480,200,683	\$984,149,681	9,841,497
<b>LaPorte</b>	\$2,514,920,239	\$581,827,568	5,818,276
<b>Total</b>	<b>\$17,516,146,380</b>	<b>\$4,153,444,236</b>	<b>\$41,534,443</b>

Note: Estimate 2004 Retail Sales Adjusted for Inflation 2006  
Source: Indiana Department of Revenue, Annual Report.

to the Indiana Division of Mental Health and \$46 million to the Indiana State Fair Commission. Significant legislative changes in 2002 to the riverboat gaming legislation which provided for flexible scheduling (dockside gaming) reduced the revenue from admission tax and altered wagering tax revenues. Distribution of riverboat gaming wagering tax revenues now include revenue sharing with counties and municipalities without casinos; the property tax replacement fund; and a cap on Build Indiana revenue distributions now primarily used for vehicle excise tax reductions and pension funds. Due to the potential variable nature of the industry in the region and continued state legislative changes in revenue distribution and use, long term dependence on this revenue source and expectations of expanded regional use of the revenues for transportation projects should be cautiously approached.

**Potential New Options for Increased Transportation Funding**

***Local Option Retail Sales Tax***

In Indiana, the ability to collect and use Retail Sales Tax revenues presently resides with the State. Revenue from the 6.0% Indiana Retail Sales Tax is utilized primarily for the State General Fund and the Property Tax Replacement Fund which account for 99% of tax distribution. The

remaining 1% is distributed to the Public Mass Transportation Fund, the Industrial Rail Service Loan Fund and the Commuter Rail Service Fund.

With appropriate state legislative action, local units of government could be empowered to adopt a Local Option Retail Sales Tax similar to those utilized by several counties in Northeast Illinois. The purpose of a local option retail sales tax would be to allow a project to be funded from an additional sales tax imposed at the option of local government. There is precedent in Indiana for a local option sales tax. In 1987, the General Assembly gave Marion County the option to adopt a special county sales tax applicable throughout the county at a rate of either 0.5% or 1% for a period of one year. Certain transactions were exempt from the tax under the statute such as vending machine sales. In addition, the City-County Council was authorized to exempt other transactions. This sales tax was never imposed and it was repealed by the legislature in 1989. However, it is a source of financing that could be resurrected in the right circumstances. **Table 2.8** shows the estimated annual revenue that could be generated with the adoption of a 1.0% Local Option Retail Sales Tax in northwest Indiana.

***Local Option Gasoline Retail Sales Tax***

A Local Option Gasoline Retail Sales Tax would

be assessed in addition to the existing 6.0% Indiana Retail Sales Tax on the sale price of gasoline and other motor fuels. **Table 2.9** estimates the revenues that could be generated in northwest Indiana from the adoption of a Local Option Gasoline Retail Sales Tax at rates of between 1.0% and 5.0%. State legislation (IC 36-7-26) currently enables Hammond to retain a portion of the retail sales tax generated in a specific Economic Development Project District and tax revenues derived from the district are utilized for public investment projects to stimulate economic investment and redevelopment. Hammond has significant retail gasoline sales in the Economic Development Project District as a result of sales to Illinois residents attempting to avoid typically higher Illinois gasoline prices.

***Local Option Motor Fuel Tax***

The implementation of a Local Option Motor Fuel Tax would provide Motor Fuel Tax revenues in addition to those currently collected by the State of Indiana. In Indiana, Motor Carrier Fuel Tax is assessed during retail sale at a rate of \$0.16 per gallon and Motor Carrier Surcharge Tax is at a rate of \$0.11 per gallon. Local Option Motor Fuel Tax could also be collected at the time of retail sale or during wholesale distribution. **Table 2.10** demonstrates the estimated annual revenues that could be generated in Northwest Indiana follow-

ing the implementation of a Local Option Motor Fuel Tax.

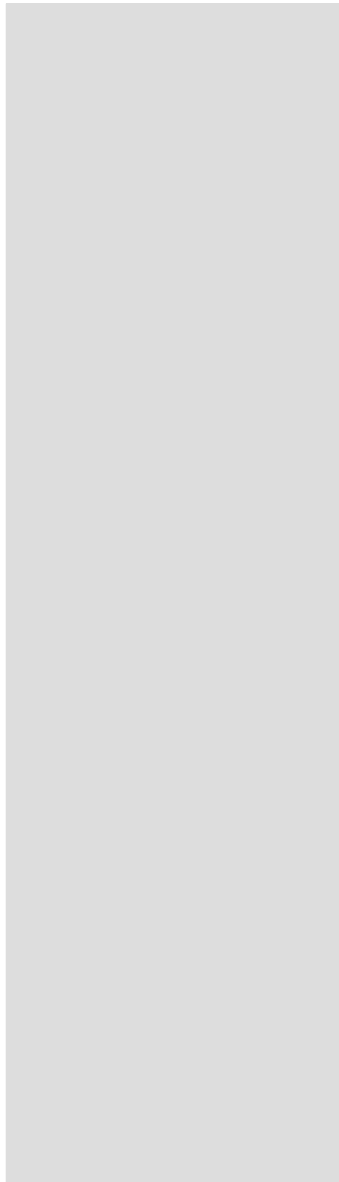
***Local Option Motor Vehicle Wheel Tax***

A local option motor vehicle wheel tax, if enacted, would be imposed on passenger cars, motorcycles and trucks with a gross weight of 11,000 pounds or less. Vehicles exempt from the tax include those owned or leased by the federal, state, or local government, vehicles held in inventory by manufacturers or dealers and vehicles owned or leased by an institution of higher learning. Revenue generated from the local option motor vehicle wheel tax at a rate of \$50.00 per vehicle are shown on **Table 2.11**.

***Additional Financing Options***

*Impact Fees* on new real estate developments to defray or mitigate capital costs of infrastructure or to pay debt service on an obligation to provide infrastructure.

*General obligation bonds* are obligations payable out of taxes levied and collected on all of the taxable property in the political subdivision issuing the bonds. General obligation bond financing is available for a broad range of projects and might be available for a particular economic development project undertaken for a valid public pur-





**Table 2.9 Local Option Gasoline Retail Sales Tax Estimated Annual Revenue**

<i>County</i>	<i>Taxable Gallons</i>	<i>Taxable Sales</i>
<i>Lake</i>	154,802,538	\$400,938,573
<i>Porter</i>	42,818,465	\$110,899,824
<i>LaPorte</i>	23,054,145	\$59,710,236
<b><i>Total</i></b>	<b>220,675,148</b>	<b>\$571,548,633</b>

<i>Rate</i>	<i>Lake</i>	<i>Porter</i>	<i>LaPorte</i>	<i>Total</i>
1%	\$4,009,386	\$1,108,998	\$597,102	\$5,715,486
2%	\$8,018,771	\$2,217,996	\$1,194,205	\$11,430,973
3%	\$12,028,157	\$3,326,995	\$1,791,307	\$17,146,459
4%	\$16,037,543	\$4,435,993	\$2,388,409	\$22,861,945
5%	\$20,046,929	\$5,544,991	\$2,985,512	\$28,577,432

*Note: Based on Estimated Share of 2006 State Gasoline Tax - Taxable Gallons*

*Taxable Sales excludes State and Federal taxes*

*Sources: Indiana Department of Revenue, 2006 Annual Report*

*Indiana Legislative Services Agency. Handbook of Taxes, Revenues and Appropriations Fy 2006*

*Bureau of Labor Statistics. Consumer Price Index - Average Price Data-Gasoline 2006*

**Table 2.10 Local Option Motor Fuel Tax Estimated Annual Revenues**

<i>County</i>	<i>Taxable Gallons</i>
<i>Lake</i>	183,206,240
<i>Porter</i>	50,674,944
<i>LaPorte</i>	26,332,182
<i>Total</i>	260,213,366

<i>Rate/Gallon</i>	<i>Lake</i>	<i>Porter</i>	<i>LaPorte</i>	<i>Total</i>
<b>\$0.01</b>	\$1,832,062	\$506,749	\$263,322	\$2,602,134
<b>\$0.02</b>	\$3,664,125	\$1,013,499	\$526,644	\$5,204,267
<b>\$0.03</b>	\$5,496,187	\$1,520,248	\$789,965	\$7,806,401
<b>\$0.04</b>	\$7,328,250	\$2,026,998	\$1,053,287	\$10,408,535
<b>\$0.05</b>	\$9,160,312	\$2,533,747	\$1,316,609	\$13,010,668

*Note: Based on Estimated Share of 2006 State Taxable Gallons  
Source: Indiana Department of Revenue, 2003 Annual Report.  
Indiana Department of Revenue, Tax Policy Division*

**Table 2.11 Local Option County Motor Vehicle Wheel Tax**

<i>County</i>	<i>Total Vehicles</i>	
	<i>\$50.00 Rate</i>	<i>Revenue</i>
<i>Lake</i>	347,601	17,380,050
<i>LaPorte</i>	95,963	4,798,150
<i>Porter</i>	130,016	6,500,800
<i>Total</i>	<b>573,580</b>	<b>\$28,679,000</b>

*Source: Bureau of Motor Vehicles - 2006 Vehicle Registrations*

pose. A major exception to the ability to use general obligation bond financing is the financing of county roads and bridges.

*Lease financing* is available to finance projects that would ordinarily be financed with general obligation loans to avoid the 2.0% constitutional debt limit. This financing is much more complex from a legal standpoint and has numerous state statutory and constitutional law requirements

*Economic Development Project Districts* established in Hammond, South Bend, Fort Wayne and Evansville to encourage redevelopment and stimulation of economic development allow not more than a total of one million dollars (\$1,000,000) of net increment (gross retail sales and use taxes remitted multiplied by an adjustment factor) be paid to the city during each year that a district exists.

*Tax Increment Financing (TIF)* provides for the temporary allocation to redevelopment districts of increased tax proceeds (known as "increment") in an allocation area generated by increases in assessed value. TIF permits municipalities to use increased tax revenues stimulated by redevelopment to pay for the capital improvements needed to induce the redevelopment. An example is the Town of Merrillville currently using TIF for several major road improvement projects. The sunset

date of December 31, 1995, first established by the Indiana legislature in 1992, for the creation of an allocation area, has been extended until December 31, 2005. With this extension, the legislature also added a provision which requires Redevelopment Commissions to specify an expiration provision upon establishing an allocation area that is not later than 30 years from the date of the creation of the area.

***Cumulative Capital Development Funds*** funded from property taxes

***Extra property tax levies*** under very limited circumstances

***Special Taxing Districts*** can be delineated for geographic areas within which a special tax may be levied and collected on an ad valorem basis on property tax for the purpose of financing local public improvements that are of special benefit to the residents and property of the area and are not political or governmental in nature.

**2 2030 PLAN PROJECT EVALUATION & SELECTION**

*Proposal Evaluation and Selection*

Over the period of the Connections 2030 Plan Development, the Connections 2030 Working Group and staff screened and evaluated 154 highway and transit proposals. In the end, a total of 44 highway expansion proposals were selected to be individually listed in the financially constrained portion of the plan, which is subject to air quality conformity.

In addition, the planning process identified proposals that the region should pursue and develop but at this time do not have a funding source sufficiently identified to be contained in the financially constrained portion of the plan. Included in this category are the public transit proposal discussed in Chapter 4 and the proposed commuter rail expansion and the freight rail realignment which are discussed in Chapter 9.

The planning process also permits preservation and modernization proposals, both those for which proposals were submitted and many more yet to be identified to be evaluated in the rolling five year Transportation Improvement Program process. Substantial portions of the federal transportation funding expected to be available to the

region have been reserved for this purpose.

The proposal screening and evaluation process consisted of the following steps:

Screening to remove:

- Committed Proposals
- Preservation And Modernization Proposals
- Proposal Scoring and Evaluation
- Air Quality Emissions Evaluation
- Congestion Evaluation
- Financial Constraint

*Screening*

As a result of a call for proposals first issued on May 15, 2003 with a follow-up on December 2, 2003, 154 proposals were received. The proposals included:

- 74 proposals from INDOT on state highways
- 4 proposals from local governments on state highways
- 24 proposals from local governments for regional highways in Lake and Porter Counties
- 36 proposals from local governments for regional highways in LaPorte County
- 9 proposals from Northern Indiana Commuter Transportation District and 1 pro-

posals from Valparaiso for commuter rail expansion

- 1 proposal for railroad expansion

**Appendix 4** includes illustrative lists of projects.

The first screening sought to identify the proposals that were so far along in the development process that they were for all practical purposes ready for construction or implementation. Over the span of the plan’s development many of these proposals have started construction and in some cases construction has been completed. Twenty-three proposals were removed from further evaluation. These projects were treated as if they were completed and operational in the subsequent evaluation of proposals for air quality conformity and congestion. Figure 2.1 locates the projects that are currently considered committed. These are listed in Table 2.12.

The second screening consisted of classifying proposals as expansion proposals or preservation and modernization proposals. Expansion proposals, which under federal transportation planning regulations must be evaluated with respect to whether they increase harmful air emissions, were carried forward for further evaluation. Expansion proposals increase the capacity of a facility or service to move people or goods and in-

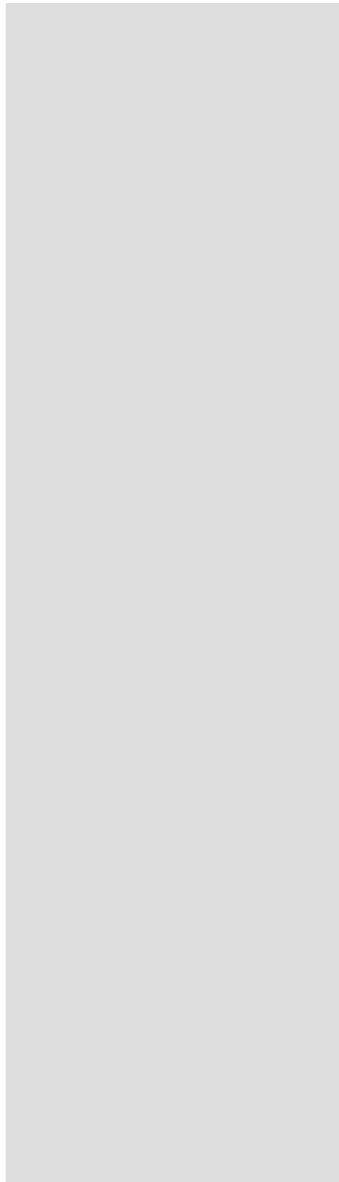
clude:

- New streets or highways.
- Added travel lanes to existing roadways.
- New Interchanges
- New transit routes.
- Expansion of rail or guide-way capacity.

Preservation or modernization proposals are those that do not expand capacity and do not require an evaluation with respect to air quality. In many cases the cost of these projects may exceed the cost of an expansion project. Preservation and modernization projects do qualify for federal funding, but individual proposal selection is performed with the development of the 5 year Transportation Improvement Program (TIP).

Preservation and modernization projects include:

- Reconstruction of an existing roadway, bridge or other feature that preserves or restores intended functionality and does not substantially increase capacity.
- Installation of turn lanes, medians, median lanes, intersection improvements and traffic signals on existing streets and highways
- Safety and operational improvements including transportation system management (TSM) improvements and intelligent transportation systems.
- Transit vehicle preventive maintenance and replacement.



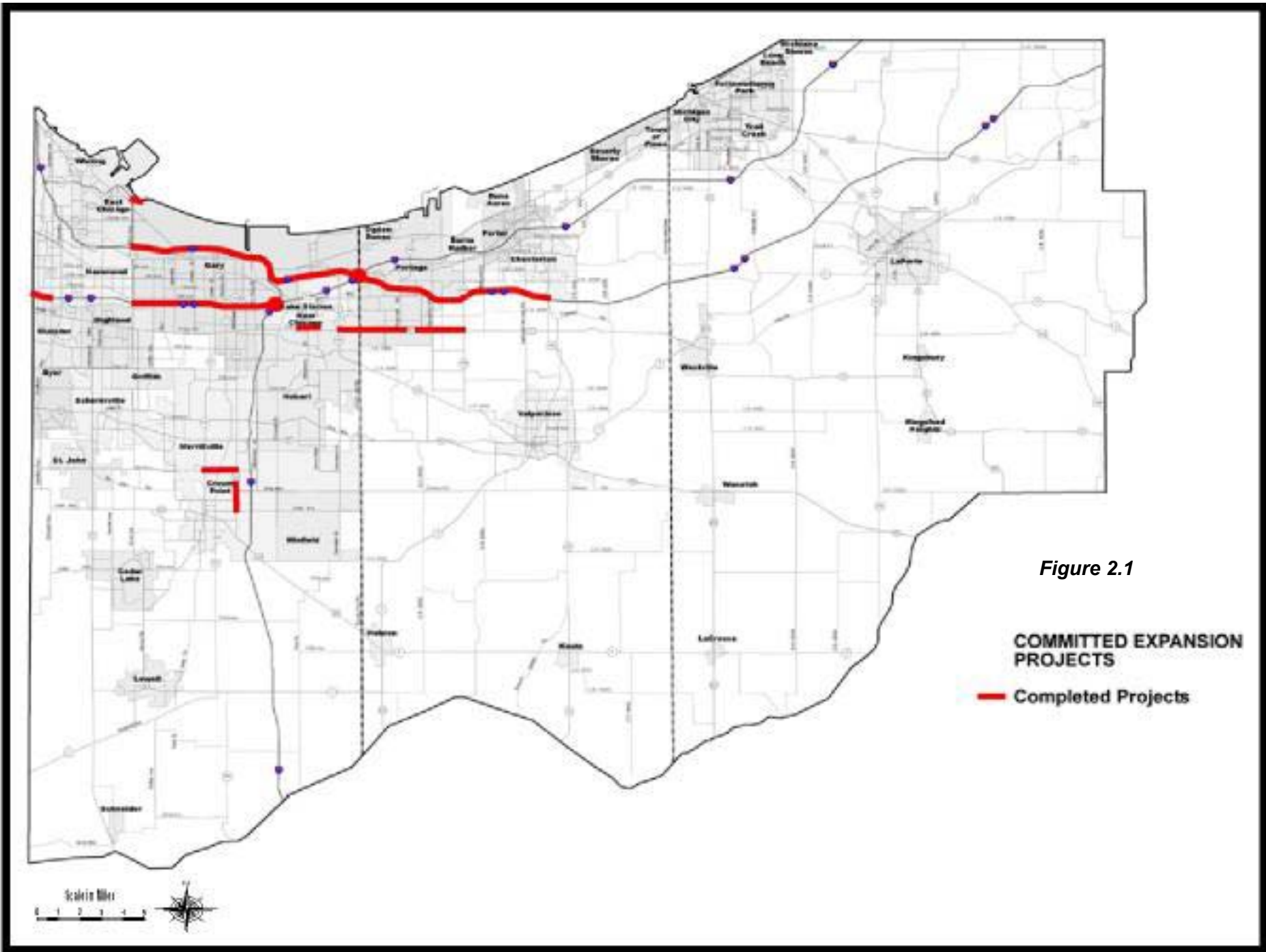


Figure 2.1

**COMMITTED EXPANSION PROJECTS**  
— Completed Projects

*Table 2.12 Committed Expansion Projects*

	<u>Road</u>	<u>From</u>	<u>To</u>	<u>Description</u>
1	Gary Marina Access Road	SR 912	Buffington Harbor	4 lane road on new alignment with ramps to SR 912
2	93rd Avenue Phase 2	SR-55	SR-53	Reconstruction and Widening from 2 to 4 Travel Lanes
3	I-80/94	Illinois State Line	Calumet Ave.	Reconstruction and Widening from 6 to 8 Travel Lanes
4	I-80/94	Cline Ave. (SR 912)	I-65	Reconstruction and Widening from 6 to 8 Travel Lanes
5	I-80/94 Interchange	at I-90		Reconstruction and Reconfiguration of the Existing Interchange
6	I-90	SR-912 Cline Avenue	SR-49	Reconstruction and Widening from 4 to 6 Travel Lanes
7	Ridge Road Phase 3	Lake Park Ave	Indiana Street	Reconstruction and Widening from 2 to 4 Travel Lanes
8	US-6	Scottsdale Road	SR-149	Reconstruction and Widening from 2 to 4 Travel Lanes
9	US-6	SR-51	Scottsdale Road	Reconstruction and Widening from 2 to 4 Travel Lanes
10	I-65 Interchange	at I-80/94		Reconstruction of interchange and widening of northbound to westbound and eastbound to southbound ramps from 1 to 2 lanes
11	SR 53 Broadway	93rd Ave	101st Ave	Reconstruction and Widening from 4 to 6 Travel Lanes

- Track, power, signal, replacement and modernization.
- Station improvements including station parking.

Proposals must be included in transportation plans and/or improvement programs if the street or highway affected is classified as a collector (except rural minor), minor or principal arterial, expressway or interstate (including toll highways). Local streets and roads are generally not eligible for federal funding and therefore are not considered. **Figure 2.2** summarizes the proposals that were carried forward as highway expansion proposals.

Several transit proposals were received that were considered to be expansion proposals. After screening one proposal - track and switching changes at Kensington junction on the South Shore was determined to be a modernization. The remaining proposals were related to the proposed Commuter Rail line to connect Chicago with Munster, Lowell and Valparaiso. These were consolidated and are discussed in Chapter 9. The Connections 2030 Working Group collaborated with the Board of the Regional Transportation Authority to create a comprehensive proposal for the region. This proposal is also discussed in Chapter 4.

Also received was a proposal for the reinstatement and upgrading of an alternate freight railroad route through northern Lake and Porter counties. This proposal had received limited funding through the Congestion Management Air Quality Program. The proposal is discussed in Chapter 9.

*Scoring and Evaluation*

After screening, the remaining expansion proposals were then scored, based on criteria that were established prior to soliciting for proposals. These criteria were based upon the goals and objectives of Connections 2030 that are presented in the introduction.

**Table 2.13** is the Expansion Project scoring sheet. Certain criteria were scored by NIRPC staff based on regional resources while others depended upon documentation from the project sponsors. Criteria were set-up so that if the sponsor failed to document a criterion the lowest score, zero, was given. Many sponsors, notably INDOT, did not document their proposals beyond those scored by NIRPC staff.

The following are the criteria by which all highway proposals were scored initially and then again in some cases after discussions with the sponsors. Transit and other proposals were



# 2030 PROPOSALS

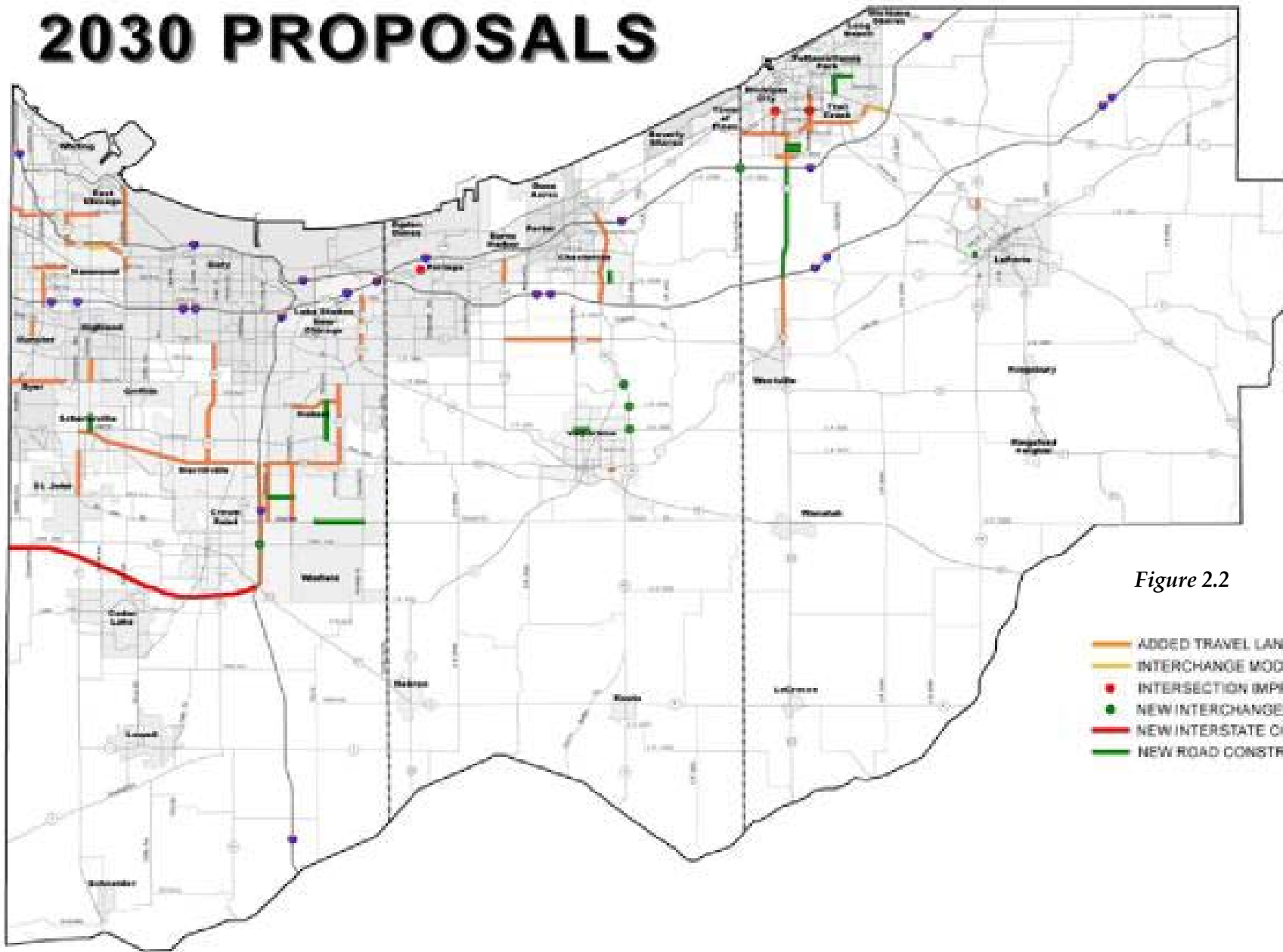


Figure 2.2

- ADDED TRAVEL LANES
- INTERCHANGE MODIFICATION
- INTERSECTION IMPROVEMENT
- NEW INTERCHANGE CONSTRUCTION
- NEW INTERSTATE CONSTRUCTION
- NEW ROAD CONSTRUCTION

evaluated differently as discussed further below. **Figures 2.3 to 2.6** illustrate several of these criteria. The highest possible score from these criteria was 89. The best scoring proposal on these criteria was 42.

*Regional Priority Facility* – Is the proposal on a designated highway that provides regional connectivity?

*Regional Priority Corridor* – Is the proposal within a designated priority corridor.

*Air Quality* – Does the proposal reduce emissions that worsen air quality? See discussion below.

*Traffic Volumes* – Existing Highways with higher volumes scored more points.

*Future Volume to Capacity Ratio without Improvement* – This is an indicator of future congestion. See the future transportation demand and congestion management discussions below.

*Environmental Justice Zones Served* – Analysis zones that were above the regional average in terms of either the percent of population that is in a racial or ethnic minority class or the percent of households that are below poverty level were designated as Environmental Justice zones. Proposals that were within or less than 1/4<sup>th</sup> mile away from an

Environmental Justice zone received points, because the proposal is considered to be serving that population.

*Employment Connectivity* – Does the highway that is proposed to be improved serve larger employment concentrations? Points awarded for number of concentrations served.

*Regional Connectivity* – Points awarded if the proposed project improves connectivity between regional priority highways and/or arterial facilities outside the region.

Proposals were also scored on the basis of sponsor provided documentation. INDOT and several local sponsors did not provide documentation and received zeros on these criteria. These scores were used to enhance proposals in the STP-1 and STP-2 funding programs for the Lake-Porter urbanized area and LaPorte urbanized area respectively. These criteria cover:

- Environmental and Community Impact
- Accessibility of Environmental Justice Areas
- Alternative Modes Served by facility
- Inter-Modal Connectivity
- Inclusion in Local Comprehensive Plan

- Does not encourage inappropriate development
- Included in a Designated Development Zone

**Future Transportation Demand**

The process of determining the best transportation to serve Northwest Indiana in the future involves assessing how well the existing transportation system will likely serve future demand and then identifying and evaluating possible solutions. Future demand for highways, transit and other transportation derives from the locations of various types of land-uses throughout the region and in adjacent regions and the interaction of people and commerce between them. Chapter 2 discusses recent trends in population, households and employment and in **Part I: Figures 2-11 and 2-13** the base case distribution of population and employment for 2030 are presented.

NIRPC uses a travel demand forecast model called EMME/2 to convert the distribution of population and employment into autos and trucks on regional highways and riders on buses and trains. These are determined for very small segments. **Figures 2.8 and 2.9** show the degree of congestion that will likely occur by 2030 if no more that what is committed to be built were completed. A similar analysis was performed for

two alternate scenarios, one an infill scenario and a second assuming greater geographic expansion of development. The alternates provided results that were much the same as the base scenario. In addition, the base forecast was also developed for 2005, 2007, 2010 and 2020. A technical discussion of the transportation modeling process can be found in *Model Documentation Report*, January, 1999.

**Air Quality**

One of the outputs from the travel demand model is used to forecast the future emissions of Volatile Organic Compounds (VOC's) and Nitrous Oxides (NOx's) two precursors of ozone in our region. A model, called Mobile 6, is required to be used by the U.S. Environmental Protection Agency. **Figure 2.7** is a graph that shows declines in the emissions of both VOC and NOx even as there is a modest increase in vehicular use as measured by vehicle-miles of travel (VMT). The dashed lines are the maximum emissions limits that have been established by the Indiana Department of Environmental Management and the U.S. Environmental Protection Agency. Over time, the region will find emission levels drop to well below the budgets.

Each of the expansion highway proposals and the commuter rail proposal were tested for

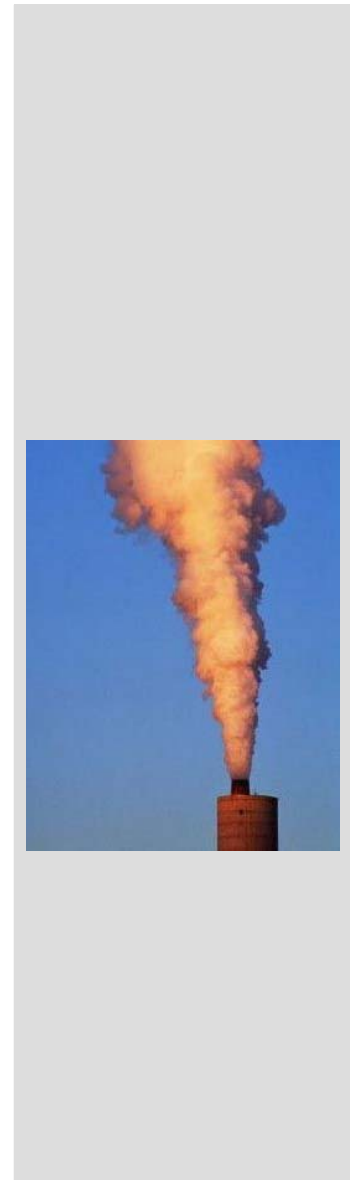


Table 2.13 Scoring

<p style="text-align: center;"><b>SCORING CATEGORY</b> <i>Scoring Item</i></p>	<p style="text-align: center;"><b>Points Possible</b></p>	<p style="text-align: center;"><b>Item Score</b> <i>Indicate self-score and note the appropriate documentation</i></p>
<b>REGIONAL PRIORITY SCORING ITEMS</b>		
<p>1.. <b>Priority Facility</b> (Scored by NIRPC staff) Project is on a <b>Regional Priority Highway Facility</b></p>	5	<b>NIRPC Staff Score</b>
<p>2. <b>Priority Corridor</b> (Scored by NIRPC staff) Project is within a <b>Regional Priority Corridor</b></p>	6	<b>NIRPC Staff Score</b>
<b>ENVIRONMENTAL AND COMMUNITY IMPACTS SCORING ITEMS</b> <i>You may combine maps/documentation if clearly marked and easy for staff to read and interpret.</i>		
<p>3. <b>Air Quality</b> (Scored by NIRPC staff when model results become available - estimated project emissions will be established using the approved regional <b>Air Quality Model</b> and 2030 demographic forecasts.) Projects demonstrating a documented improvement in air quality will be ranked in order based on air quality improvement.</p> <p><b>1) Projects ranked in top third</b> <b>2) Projects ranked in the middle third</b> <b>3) Projects ranked in bottom third</b> <b>4) Documented degradation in Air Quality</b></p>	7 2 1 0	<b>Future NIRPC Model Projection</b>
<p>4. <b>Environmentally Sensitive Areas</b> (Sponsor must provide documentation) Project <b>does not require</b> permanent right of way acquisition of more than <b>four acres</b> of environmentally sensitive per mile of right of way. <i>Provide a map or aerial view of the project area clearly showing wetlands or other environmentally sensitive areas with a sketch of the project and necessary dimensions.</i></p>	4	

<p>5. <u>Recreational, Historical or Culturally Significant Sites</u> (Sponsor must provide documentation)  Project <b>does not require</b> permanent right of way acquisition of <b>more than 0.5 acres</b> of significant area per mile of right of way. Search the Indiana Access website for specific lists of approved sites. An aerial view of the project site is usually sufficient to show there are no such approved sites.</p>	4	
<p>6. <u>Agricultural Areas</u> (Sponsor must provide documentation)  Project <b>does not require</b> permanent right of way acquisition of <b>more than eight acres</b> of agriculturally zoned land per mile of right of way or more than <b>20% of the setback area</b> of any one residentially zoned lot. Provide a map or aerial view of the project area clearly showing agricultural and residential zoned land with a sketch of the project and necessary dimensions.</p>	4	
<p>7. <u>Existing Residential Neighborhoods</u> (Sponsor must provide documentation)  Project <b>does not require</b> permanent right of way acquisition affecting <b>more than 20%</b> of the setback area of any one or more residentially zoned lot. Provide a map or aerial view of the project area clearly showing residential zoned land with a sketch of the project and necessary dimensions.</p>	4	
<p>8. <u>Business Impact</u> (Sponsor must provide documentation)  Project <b>does not require</b> removal of <b>more than one ongoing</b> business concern per mile. Usually, an aerial view of the project site is usually sufficient to show there are no such areas Show the name/location of the one business to be removed if appropriate..</p>	4	
<b>MOBILITY SCORING ITEMS</b>		
<p>9. <u>Average Daily Traffic</u> (Scored by NIRPC staff)  If highway or street, has Average Daily Traffic (measured on a Tuesday, Wednesday or Thursday)</p> <p>1) 20,000 or more  2) 15,000 to 19,999  3) 10,000 to 14,999  4) less than 10,000</p>	<p>5 3 1 0</p>	<p><b>NIRPC Staff Score</b></p>
<p>10. <u>Future Volume to Capacity Ratio w/o improvement</u> (Scored by staff when model results become available - estimated using the approved regional air quality model, 2030 demographic forecasts and existing plus committed network)</p> <p>1) 2.0 or more  2) 1.5 to 1.99  3) 1.0 to 1.49  4) 0.5 to 0.99</p>	<p>3 2 1 0</p>	<p><b>Future NIRPC Model Projection</b></p>

ENVIRONMENTAL JUSTICE (EJ) SCORING ITEMS		
<p>11. <u><b>E.J. Zones Served</b></u> (Scored by NIRPC staff)  Number of transportation analysis zones <b>within 1/4<sup>th</sup> mile</b> of facility which are designated as E. J.</p> <p>1) <b>6 or more</b>  2) <b>3-5</b>  3) <b>1-2</b></p>	<p>6 4 1</p>	<p><b>NIRPC Staff Score</b></p>
<p>12. <u><b>Accessibility of EJ Areas</b></u> (Sponsor must provide documentation)  <i>Increases the accessibility of persons residing in EJ Areas:</i></p> <p>1) <b>to Employment Centers</b>  2) <b>to Hospitals and Clinics</b>  3) <b>to Shopping</b>  <i>The NIRPC website has a map of EJ zones.</i></p>	<p>3 1 1</p>	
CONNECTIVITY SCORING ITEMS		
<p>13. <u><b>Employment Connectivity</b></u> (Scored by staff when model results become available - estimated using the approved regional air quality model, 2030 demographic forecasts and existing plus committed network)  Number of transportation analysis zones within 1/4<sup>th</sup> mile of facility which <b>exceed 75<sup>th</sup> percentile</b> for employment in 2030 forecasts</p> <p>1) <b>6 or more</b>  2) <b>3-5</b>  3) <b>0-2</b></p>	<p>6 4 0</p>	<p><b>NIRPC Staff Score</b></p>
<p>14. <u><b>Alternative Modes Served</b></u> (Sponsor must provide documentation)  Modes operating along or adjacent to roadway</p> <p>1) <b>Public Fixed Route Bus</b>  2) <b>Bicycle Facility</b>  3) <b>Pedestrian Facilities</b>  <i>Show the location of #1-3 on a map of the project. For #3, indicate whether the project will include sidewalks.</i></p>	<p>2 2 2</p>	
<p>15. <u><b>Inter-Modal Connectivity</b></u> (Sponsor must provide documentation)  Alternative transportation modes served by, or directly accessible from, proposed facility</p> <p>1) <b>Passenger Rail Facility</b>  2) <b>Off-Street Bicycle/Pedestrian Facility</b>  3) <b>Regional Airport</b>  4) <b>Truck Terminals, Rail/Truck Terminals, Commercial Harbors</b>  <i>Show the location of #1-3 on a map of the project. For #3, indicate whether the project will include sidewalks.</i></p>	<p>2 2 2 2</p>	

<p>16. <b><i>Regional Connectivity</i></b> (Scored by staff when model results become available - estimated using the approved regional air quality model, 2030 demographic forecasts and existing plus committed network)  Project <b>does provide</b> connectivity between two or more Regional Priority Highway Facilities and/or arterial facilities outside the region.</p>	2	<b>NIRPC Staff Score</b>
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**PRIOR COMMITMENT SCORING ITEMS**

<p>17. <b><i>Continued Federal Investment</i></b> (Sponsor must provide documentation)  Project is a <b>continuation of federal investment</b> in similar construction phase in the past 10 years <b>on a section within one mile</b> of the same facility.  <i>This item means that the proposed project is a continuation or a disconnected section of a previously federally-funded roadway. Indicate the name and endpoints of the previously funded roadway, the construction phase(s), name, years and amount of the previous federal fund(s).</i></p>
--

**ECONOMIC DEVELOPMENT/LAND-USE COMPATIBILITY SCORING ITEMS**

<p>18. <b><i>Included in a comprehensive e plan</i></b> (Sponsor must provide documentation)  Project is identified in an adopted municipal, county or regional comprehensive plan, per Indiana Statute. <i>Submit a copy of the cover page showing the name, adopting agency and date of the Comprehensive Plan, and the few relevant pages of the plan referring to the proposed project.</i></p>
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<p>19. <b><i>Does not encourage development</i></b> (Sponsor must provide documentation)  Project does not increase the potential for the development of environmentally sensitive areas or agricultural lands. <i>Most expansion project proposals are intended to encourage development. To receive points, submit a map showing the project, the current environmentally sensitive areas and or agricultural lands and the current zoning designation.</i></p>
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<p>20. <b><i>Included within a designated zone</i></b> (Sponsor must provide documentation)  <b>Over 50%</b> of the project is bounded by or within a recognized Urban Enterprise Zone, Airport Development Zone, Empowerment Zone or a recognized redeveloping "Brownfield" site. (Sponsor must provide documentation) <i>To receive points, submit a map showing the project and the designated zone..</i></p>
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<p><b>TOTAL PRELIMINARY SELF-SCORE</b>  <b><u>DUE FEBUARY 6, 2004</u></b></p>
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# Regional Priority Highways

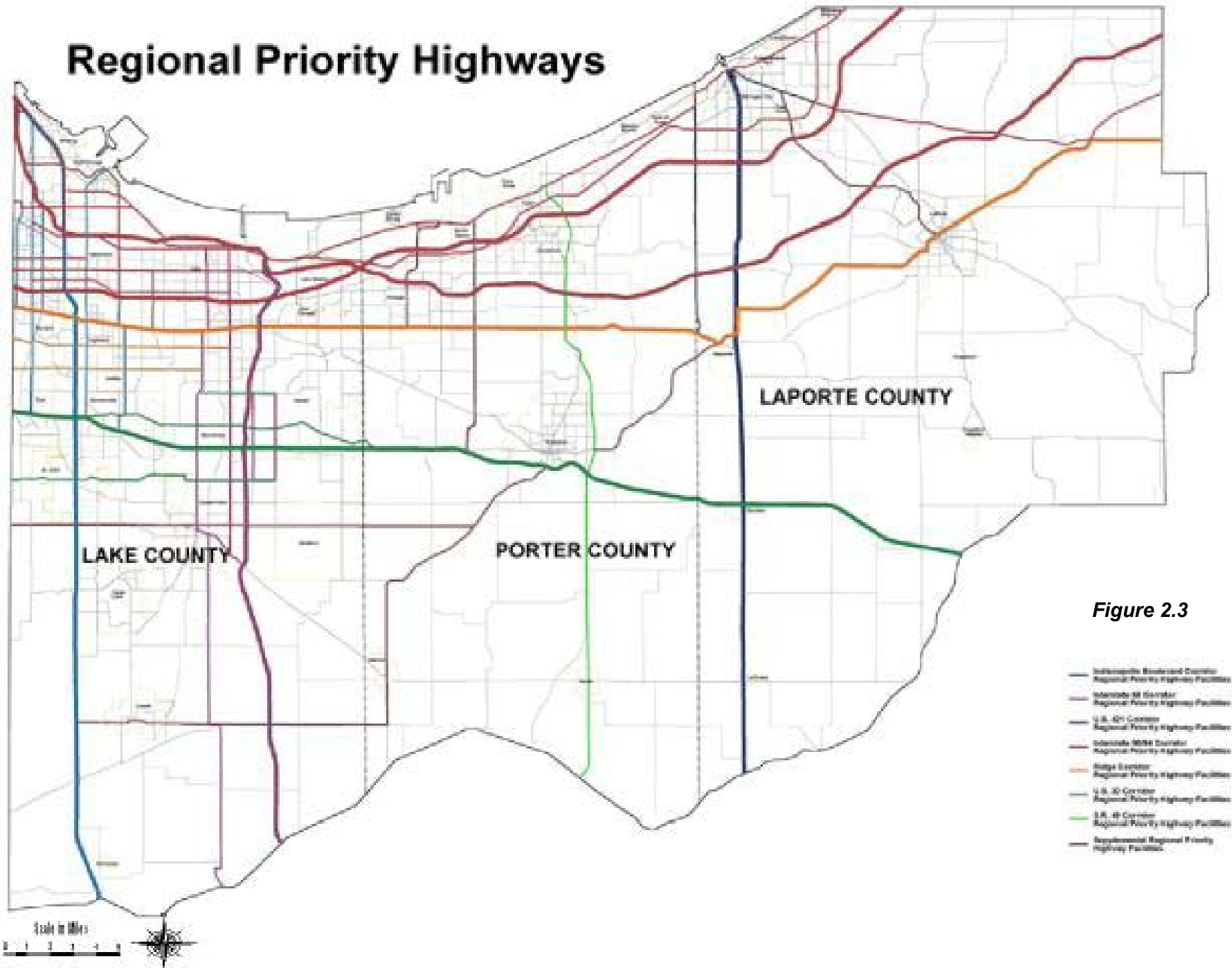


Figure 2.3



# HIGH PRIORITY CORRIDORS

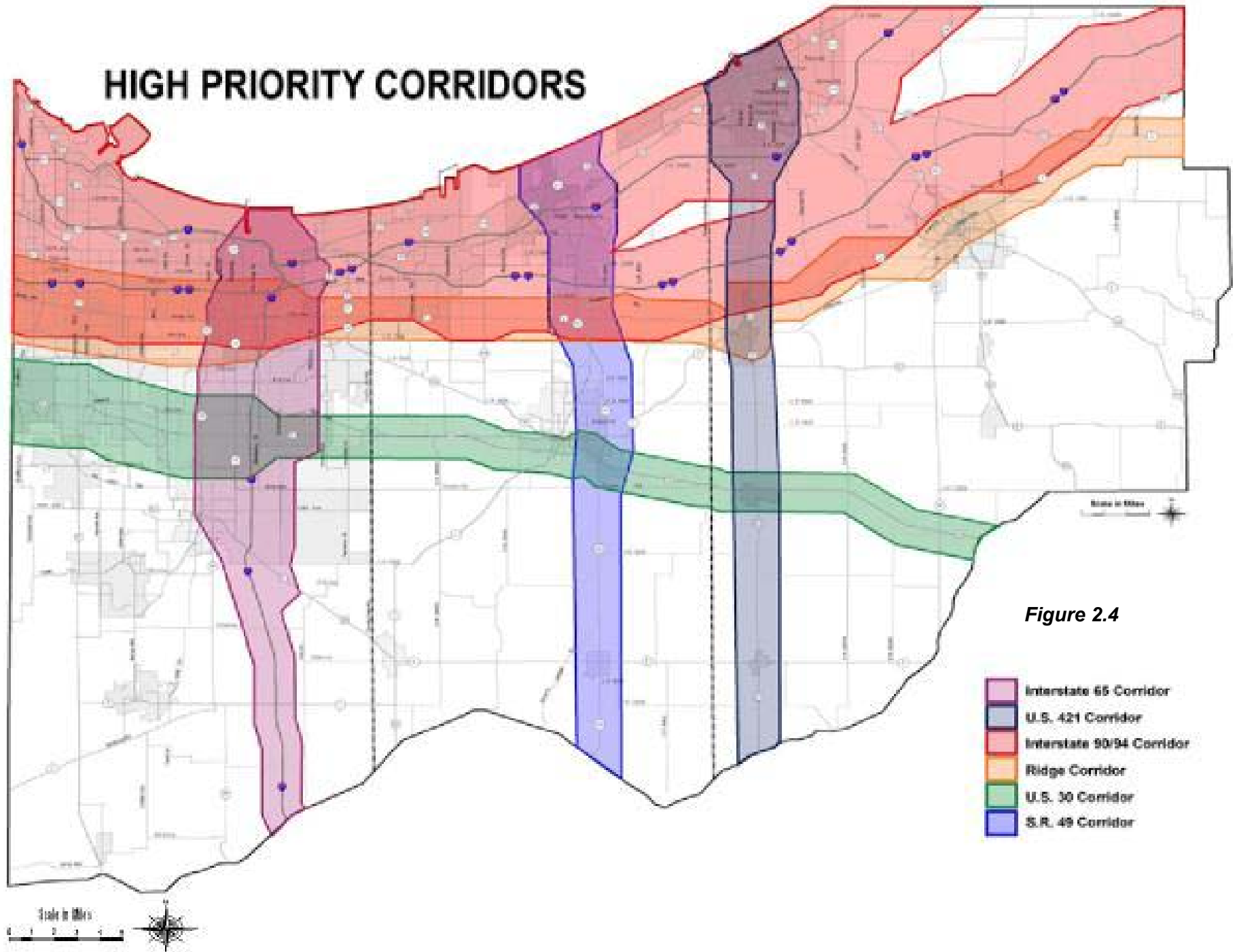


Figure 2.4

- Interstate 65 Corridor
- U.S. 421 Corridor
- Interstate 90/94 Corridor
- Ridge Corridor
- U.S. 30 Corridor
- S.R. 49 Corridor

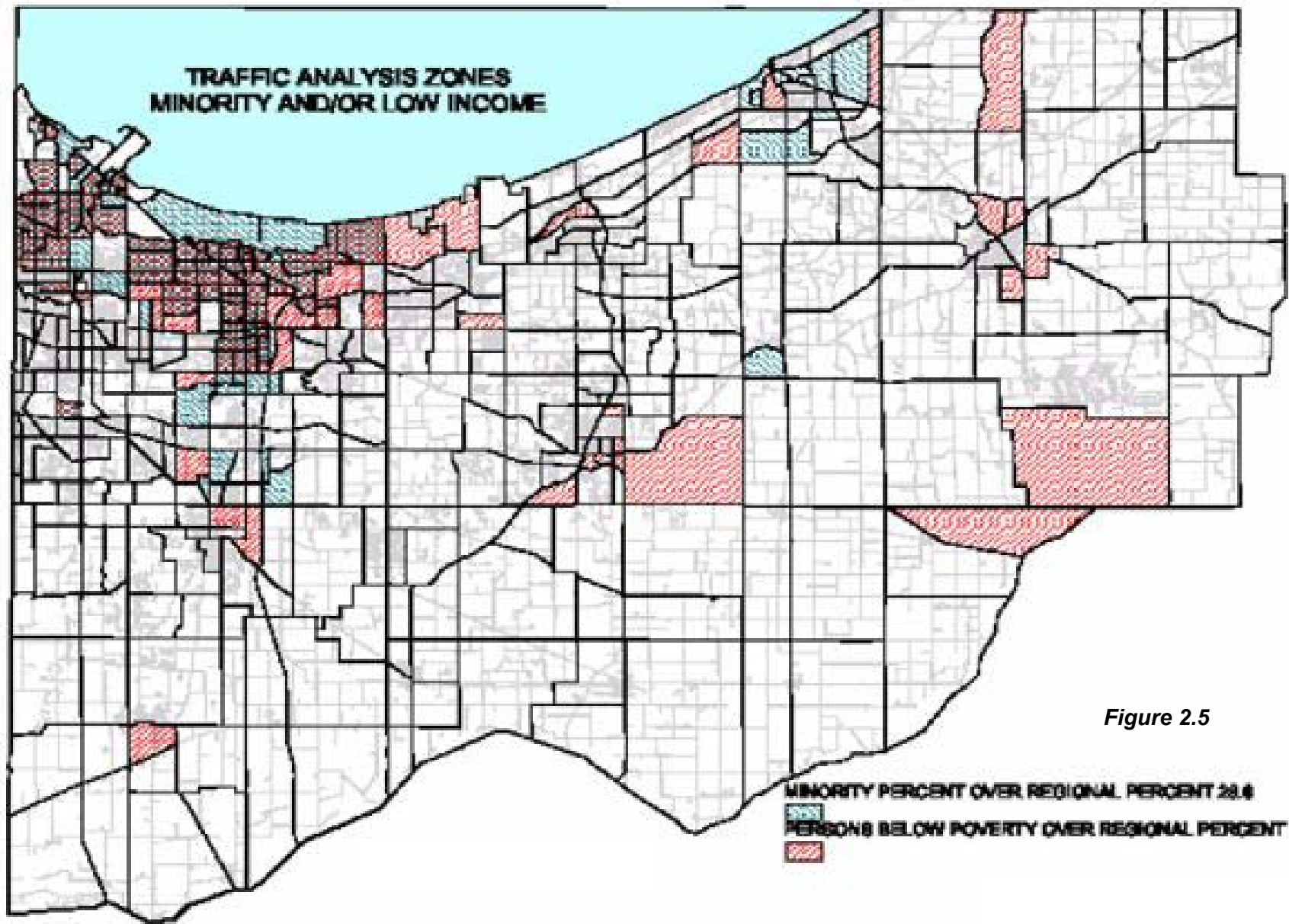


Figure 2.5



# 75th Percentile Employment Zones

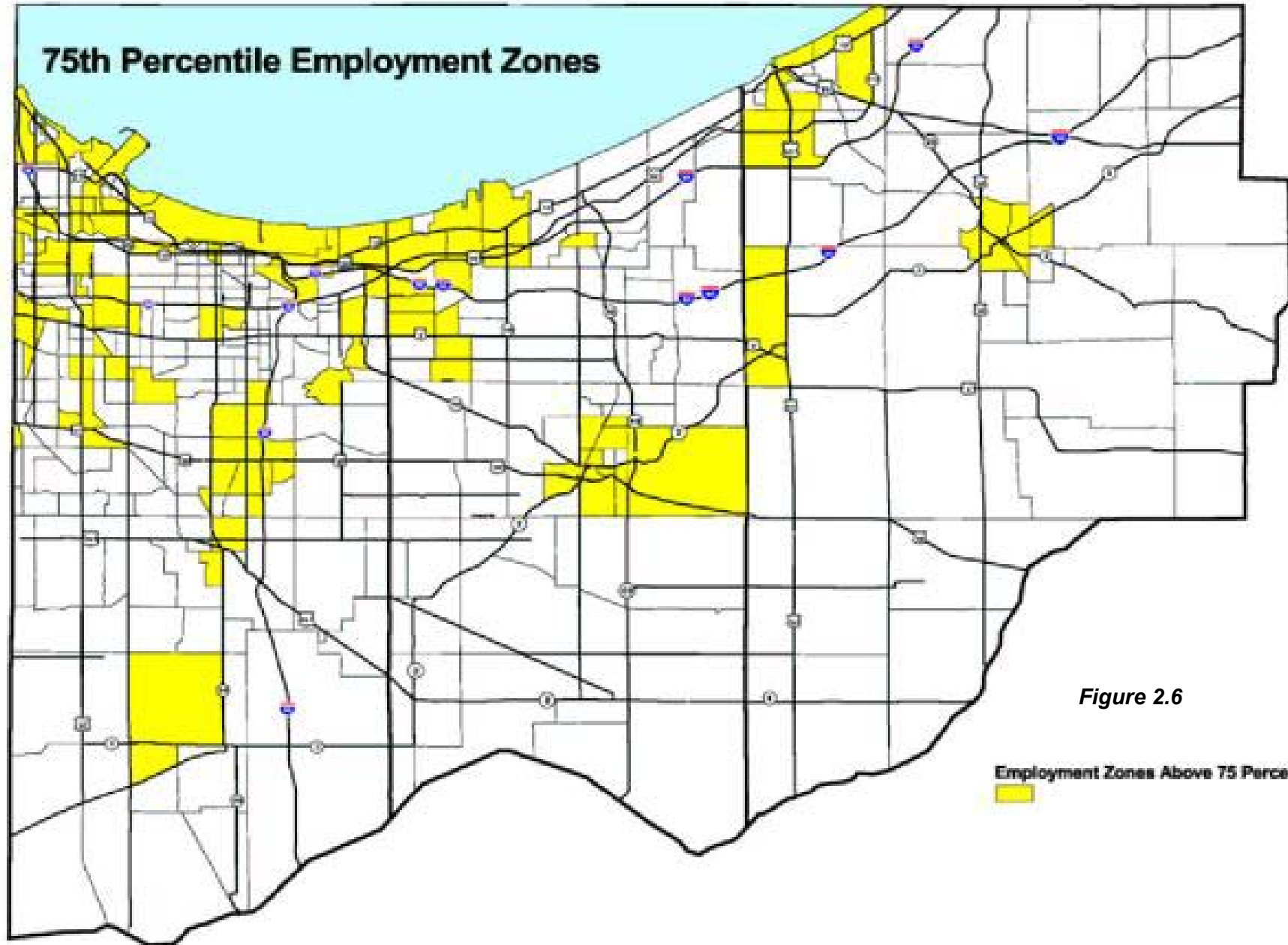
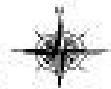


Figure 2.6

Employment Zones Above 75 Percent

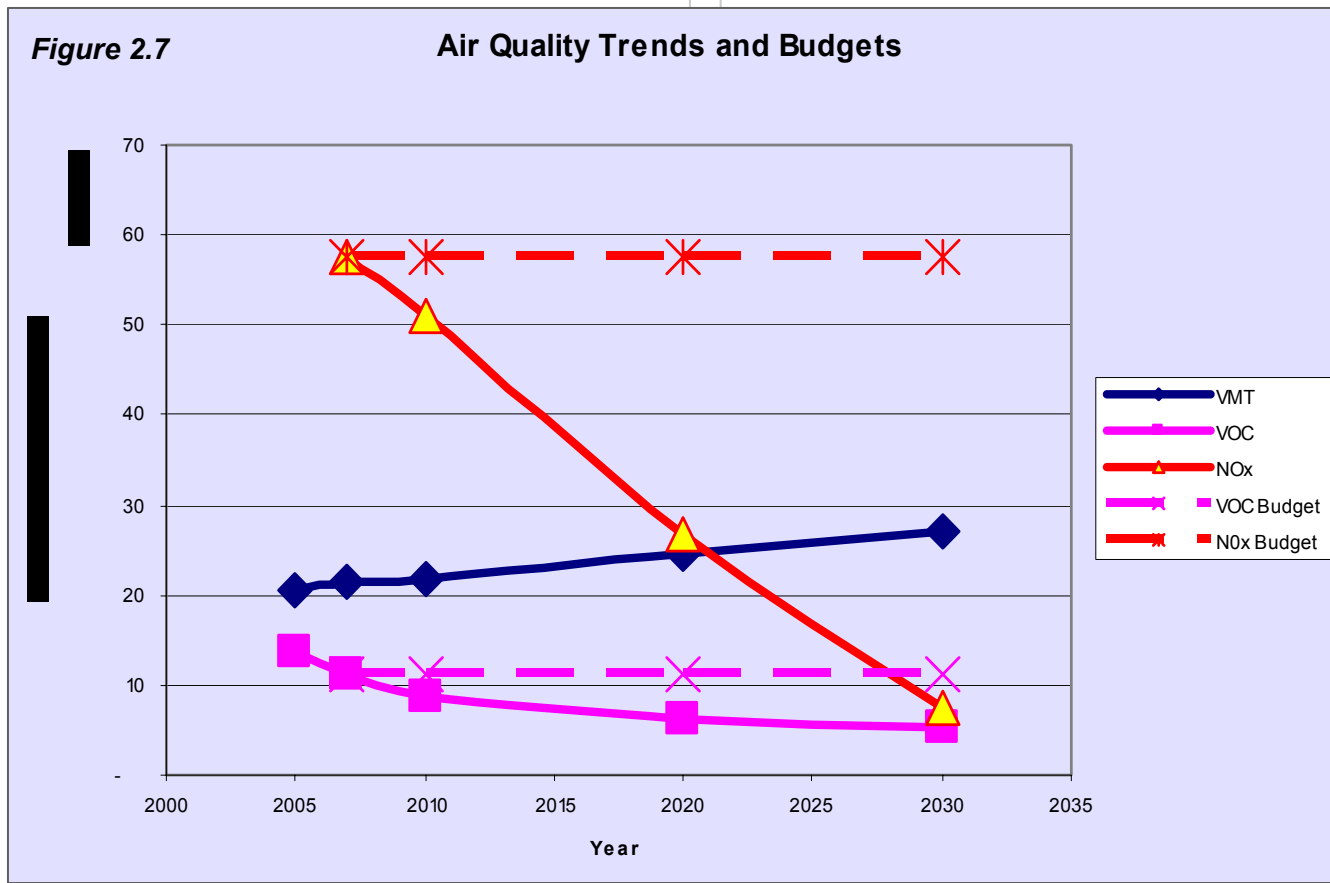
Scale in Miles  
0 1 2 3 4



changes in VOC and NOX emissions and VMT. The critical characteristics (new or added travel lanes for example) were made to the road segments on the model that were affected by the proposal. The EMME/2 model was run individually for each change. Emission factors from Mobile 6

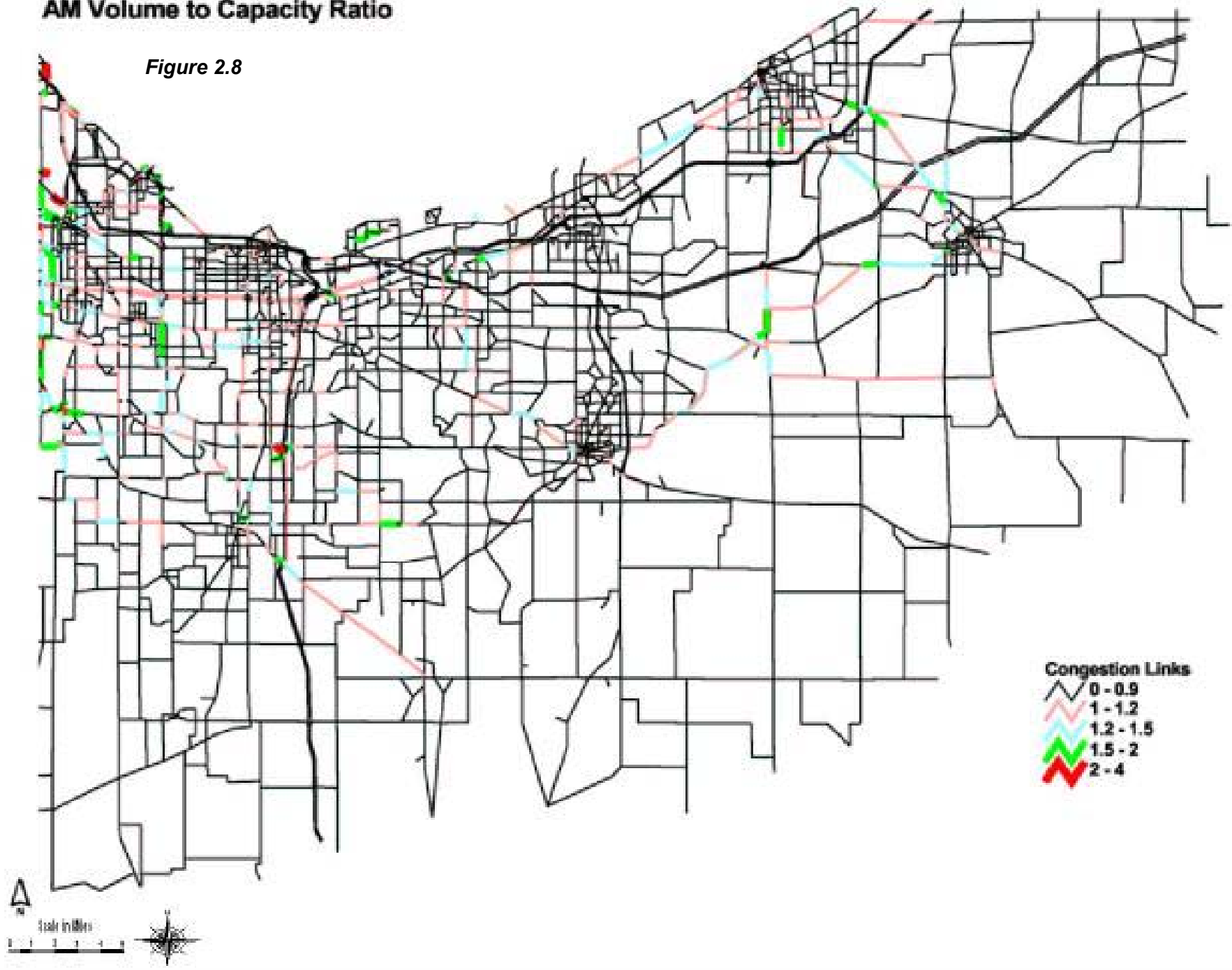
were applied to produce the change in emissions and VMT for the proposed expansions.

**Table 2.14** summarizes the results from each proposal. Overall the changes were small with less than 0.15 % decrease or increase. Sixteen of the



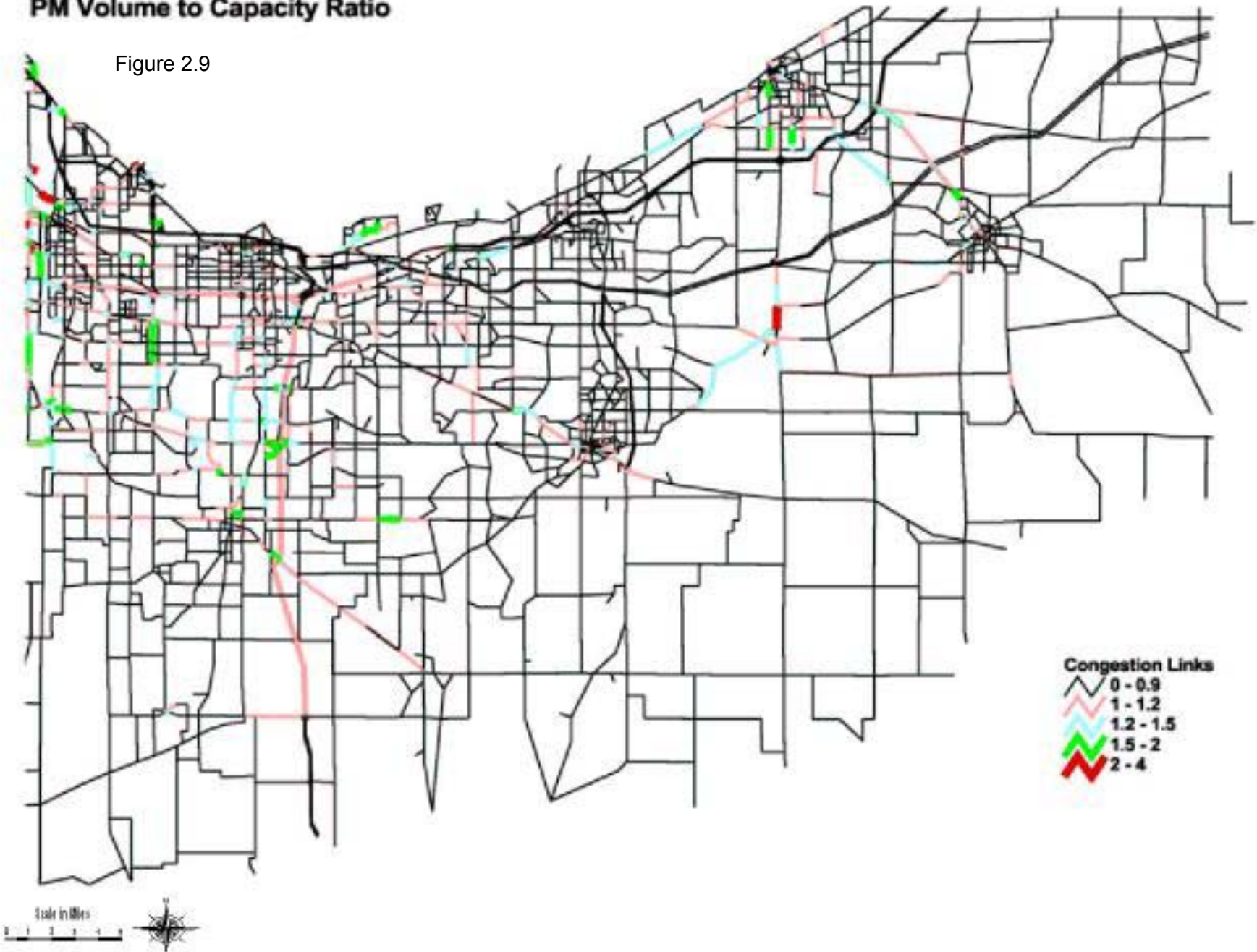
# AM Volume to Capacity Ratio

Figure 2.8



# PM Volume to Capacity Ratio

Figure 2.9



**Table 2.14 Air Quality Impacts - Selected Proposal Improvements  
2030 Base Population, Household & Employment Forecast**

Committed Network														
		35,286,498			7,112,782			10,135,982						VOC and
Sponsor	Project	VMT	VMT Change		VOC	VOC Change		NOx	NOx Change		VMT Rank	VOC Rank	Nox Rank	Average Rank
INDOT	US-30 from US-41 to I-65	35,266,788	(19,711)	-0.06%	7,102,314	(10,467)	-0.15%	10,125,794	(10,189)	-0.10%	1	1	1	1
INDOT	SR-312 from Johnson Rd to Columbia Ave	35,271,712	(14,786)	0.04%	7,106,783	(5,999)	-0.08%	10,130,401	(5,582)	-0.06%	2	2	2	2
INDOT	US-421 from I-94 to US-20	35,283,462	(3,037)	0.01%	7,110,680	(2,102)	-0.03%	10,134,285	(1,697)	-0.02%	3	3	3	3
Valparaiso	Lincolnway from Marks to Mayfield	35,284,661	(1,837)	0.01%	7,110,932	(1,850)	-0.03%	10,135,028	(954)	-0.01%	4	4	4	4
Munster	Calumet Avenue from Ridge Road to Fisher Street	35,288,200	1,701	0.00%	7,112,652	(130)	0.00%	10,135,940	(42)	0.00%	10	7	5	5
INDOT	SR-49 from I-94 to Oak Hill Road	35,286,591	93	0.00%	7,112,807	25	0.00%	10,136,034	51	0.00%	5	8	6	6
LaPorte	Lake Street from Madison Street to Hoelocker Drive	35,287,668	1,169	0.00%	7,112,907	125	0.00%	10,136,160	178	0.00%	7	9	7	7
Valparaiso	Vale Park Road from Campbell to Valparaiso St	35,290,504	4,006	0.01%	7,112,489	(293)	0.00%	10,136,436	454	0.00%	13	6	10	8

Michigan City	Springland Avenue from Karwick Road to Royal Road	35,288,054	1,555	0.00%	7,112,958	176	0.00%	10,136,246	264	0.00%	8	10	8	9
Hammond	Chicago Avenue from Illinois to Calumet Avenue	35,295,021	8,522	0.02%	7,112,472	(310)	0.00%	10,138,041	2,059	0.02%	19	5	14	10
INDOT	SR-51 from 10th Street to US-30	35,288,057	1,558	0.00%	7,113,083	301	0.00%	10,136,360	378	0.00%	9	11	9	11
INDOT	US-20 from SR-212 to I-94	35,291,967	5,468	0.02%	7,113,720	938	0.01%	10,137,860	1,877	0.02%	16	12	12	12
INDOT	US-20 from SR-152 to SR-912	35,287,416	918	0.00%	7,113,888	1,107	0.02%	10,136,627	644	0.01%	6	14	11	13
Crown Point	I-65 at 109th	35,298,838	12,339	0.03%	7,113,757	976	0.01%	10,137,965	1,983	0.02%	23	13	13	14
INDOT	US-6 from SR-149 to SR-49	35,291,854	5,356	0.02%	7,114,174	1,392	0.02%	10,138,066	2,084	0.02%	15	15	15	15
Michigan City	Westwind Drive from Westwing Drive to Cleveland Ave	35,293,363	6,865	0.02%	7,114,952	2,170	0.03%	10,138,622	2,640	0.03%	17	20	17	16
INDOT	I-65 from US-231 to US-30	35,303,117	16,619	0.05%	7,114,180	1,398	0.02%	10,139,659	3,677	0.04%	33	16	21	17
Schererville	Kennedy Avenue from Junction Street to US-30	35,288,380	1,882	0.01%	7,115,723	2,941	0.04%	10,138,492	2,510	0.02%	11	25	16	18
INDOT	US-20 Ramp from US-20 to US-20/35	35,295,663	9,165	0.03%	7,115,073	2,291	0.03%	10,139,409	3,427	0.03%	20	22	19	19
INDOT	US-20 from County Line Road to Ohio Street	35,299,487	12,989	0.04%	7,114,877	2,095	0.03%	10,139,832	3,849	0.04%	25	19	22	20



INDOT	US-20 from Ohio Street to US-421	35,301,156	14,658	0.04%	7,114,837	2,056	0.03%	10,140,101	4,118	0.04%	29	18	23	21
INDOT	US-41 from 93rd Ave to 77th Ave	35,301,460	14,962	0.04%	7,114,715	1,933	0.03%	10,140,436	4,454	0.04%	31	17	27	22
INDOT	SR-49 at CR-400N	35,301,091	14,593	0.04%	7,114,987	2,205	0.03%	10,140,252	4,269	0.04%	28	21	25	23
Hobart	Wisconsin Street from 61st Ave. to Old Lincoln Highway	35,290,740	4,241	0.01%	7,116,184	3,402	0.05%	10,139,143	3,161	0.03%	14	29	18	24
INDOT	US-421 from SR-2 to SR-2	35,294,825	8,326	0.02%	7,116,284	3,502	0.05%	10,139,623	3,640	0.04%	18	30	20	25
INDOT	SR-39 from US-35 to Sev-ers Rd	35,301,051	14,553	0.04%	7,115,300	2,518	0.04%	10,140,503	4,521	0.04%	27	23	28	26
INDOT	US-20 from US-421 to SR-212	35,300,898	14,400	0.04%	7,115,729	2,947	0.04%	10,140,407	4,425	0.04%	26	26	26	27
Hobart	61st Avenue from Colorado Street to SR-51	35,303,325	16,827	0.05%	7,115,598	2,816	0.04%	10,140,836	4,854	0.05%	34	24	31	28
INDOT	US-421 from SR-2 to I-80/90	35,296,408	9,909	0.03%	7,117,259	4,477	0.06%	10,140,202	4,219	0.04%	21	32	24	29
INDOT	SR-49 from I-80/90 to I-94	35,299,368	12,870	0.04%	7,116,004	3,222	0.05%	10,140,519	4,537	0.04%	24	28	29	30
INDOT	US-6 from I-80/94 to 37th Ave.	35,306,063	19,565	0.06%	7,115,782	3,000	0.04%	10,141,672	5,689	0.06%	37	27	34	31
Michigan City	Karwick Road from Springland Avenue to US-35	35,301,794	15,296	0.04%	7,116,303	3,522	0.05%	10,141,093	5,110	0.05%	32	31	32	32

Munster	Main Street from Illinois to Highland	35,288,957	2,458	0.01%	7,118,581	5,800	0.08%	10,140,786	4,803	0.05%	12	36	30	33
INDOT	US-30 from I-65 to SR-51	35,297,489	10,990	0.03%	7,118,297	5,515	0.08%	10,141,669	5,687	0.06%	22	35	33	34
INDOT	SR-149 from Lenburg Rd to US-20	35,301,222	14,724	0.04%	7,117,481	4,699	0.07%	10,141,924	5,941	0.06%	30	33	35	35
INDOT	SR-912 from US-12 to I-80/94	35,305,516	19,018	0.05%	7,117,594	4,812	0.07%	10,142,419	6,437	0.06%	36	34	36	36
INDOT	SR-312 from Columbia Ave to Railroad Ave	35,308,829	22,330	0.06%	7,119,206	6,424	0.09%	10,143,178	7,195	0.07%	38	37	37	37
Chester-ton	Dickensen Road from Sand Creek to CR-1100N	35,304,416	17,918	0.05%	7,120,858	8,076	0.11%	10,144,068	8,085	0.08%	35	39	38	38
Merrill-ville	93rd Avenue from Mississippi Street to Colorado St	35,314,473	27,975	0.08%	7,119,868	7,086	0.10%	10,145,504	9,521	0.09%	40	38	40	39
INDOT	US-20 from SR-312 to SR-152	35,309,070	22,571	0.06%	7,121,724	8,942	0.13%	10,145,011	9,029	0.09%	39	41	39	40
INDOT	SR-51 from US-6 to Cleveland Rd	35,321,589	35,091	0.10%	7,121,038	8,256	0.12%	10,147,651	11,668	0.12%	41	40	41	41

**Table 2.15: Air Quality Analysis Results - INDOT Suburban Needs**

	VMT	VMT Change	% Change	VOC	VOC Change	% Change	NOx	NOx Change	% Change
Base Scenario	35,286,498			7,112,782			10,135,982		
New Freeway	35,186,645	(99,853)	-0.28%	7,003,991	(108,791)	-1.53%	10,014,211	(121,771)	-1.20%
New Tollway	35,062,533	(223,965)	-0.63%	7,008,285	(104,497)	-1.47%	10,004,090	(131,892)	-1.30%

**Table 2.16: Air Quality Analysis Results - Commuter Rail Proposals**

	VMT	VMT Change	% Change	VOC	VOC Change	% Change	NOx	NOx Change	% Change
Base Scenario	35,286,498			7,112,782			10,135,982		
Commuter Rail Extension to Valparaiso	35,274,215	(12,283)	-0.03%	7,108,831	(3,951)	-0.06%	10,132,880	(3,103)	-0.03%
Commuter Rail Extension to Lowell	35,287,706	1,208	0.00%	7,115,671	2,889	0.04%	10,139,173	3,191	0.03%

proposals showed a reduction in emissions and 43 showed small increases. Those with decreases in emissions scored points in the evaluation scoring while those with increases did not.

The INDOT Suburban Needs proposal was modeled as both a freeway and a tollway in the base scenario and in the expansion scenario. As shown in **Table 2.15** either facility would reduce VOC and NO<sub>x</sub> emissions and VMT in Indiana. However, the new highway was coded as part of an extension of a bypass highway around Chicago. Further coordination and demand and emissions modeling is required to be performed in collaboration with the Chicago Metropolitan Agency for Planning in Northeastern Illinois.

The Commuter Rail Expansion proposals were also modeled, as shown in **Table 2.16**. These very preliminary results showed slight reductions in a service to Valparaiso and slight increases in a service to Lowell. Additional modeling will be performed as the proposals continue to develop.

***Congestion Management***

One of the outputs of the EMME/2 transportation demand model is the identification of highway segments that would likely be congested in the future. A simple metric of forecasted traffic volume as a ratio of carrying capacity was calcu-

lated for each three-hour AM and PM peak period. These ratios were categorized and mapped as shown in **Figures 2.8 and 2.9**, presented earlier. To test the sensitivity of the model to potential forecast variability, forecast volume to capacity ratios for the alternative scenarios discussed above and in Chapter 2 were also reviewed. Little difference was found among the three alternatives so proposal evaluation on congestion was performed on the base scenario only.

The congestion evaluation addressed these questions.

1. Were there any highways for which expansion proposals should be sought that were not addressed directly or indirectly with a proposal?
2. Do the expansion proposals effectively address future congestion or could a non-expansion improvement or the application of various management systems suffice?

An ad hoc Congestion Management Systems subgroup from the membership of the Connections 2030 Working Group evaluated the first question by reviewing the road segments showing substantial future congestion, those with volume to capacity ratios of 1.2 or greater. Model inputs



were verified with actual conditions, predicted traffic volumes were evaluated and potential solutions were explored. In the end it was determined that on none of the potentially congested roads was the congestion so imminent or severe that new proposals needed to be developed for immediate inclusion in the plan. INDOT, county and municipal staffs have been asked to further review the results in several areas and develop non-expansion proposals to be included in regular Transportation Improvement Program development or, if warranted, expansion proposals for future long-range plan updates.

To address the second question, different evaluation processes were used for projects on state highways and projects evaluated for regionally programmed federal highway funding.

### *State Highways*

The process of selecting expansion proposals on state highway which includes Interstates US highways and state routes, involved collaboration with INDOT as their staff was simultaneously developing the INDOT statewide long range plan. The regional and INDOT staffs shared information, model results and evaluations. With INDOT-originated proposals, most proposals were included in both the state and regional plans. There were several proposals where both

parties agreed that non-expansion modernization solutions were more appropriate, and are not carried as listed projects in Connections 2030.

There are two areas of exception. The first is the INDOT Suburban Needs proposal. The INDOT Long Range Plan will list the proposal for funding and construction in the 2020 to 2030 time-frame and estimates the cost at \$500 million. As noted earlier in this chapter, NIRPC tested several options of an extension of a circumferential highway in Northeast Illinois from I-57 to I-65, with positive result. There continue to be many unresolved questions about the proposal, so the proposal is included in Connections 2030 but for an investment study only. NIRPC will work with INDOT to get this study underway within the upcoming three year plan update cycle.

The second exceptions are six locally originated proposals on state highways that will not be included in the INDOT Long Range Plan listed in **appendix C**. These proposals continue to enjoy local support and the region will continue to advocate for these proposals to be planned and programmed by INDOT.

### *Regional Highways*

Regional highways are collector and arterial streets or highways that are owned by a county,

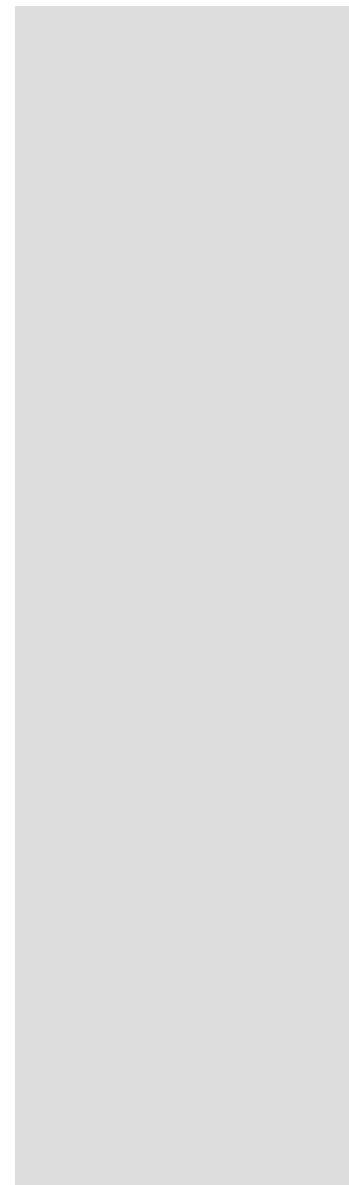
city or town. Federal funding for these highways is allocated to the two urbanized areas in North-west Indiana, in Lake and Porter County and in LaPorte County, and project funding decisions are made through the Transportation Improvement Program development by NIRPC.

To address the second congestion management question for regional proposals, the Congestion Management Systems sub-group evaluated whether the proposal:

- Addressed a highway that was either presently congested or forecasted to be congested and the expansion would relieve the congestion,
- The proposed expansion would relieve congestion on a nearby and parallel highway.
- The congestion relief of the proposed expansion project could not be accomplished by other non-expansion projects on this or other highways.

For Lake and Porter counties, ten expansion proposals listed in **appendix c** were found to meet these criteria and four proposals were found not to meet one of these criteria and were dropped from further consideration. In the LaPorte County area, all thirteen proposals were found to

meet one of these criteria. Those results are listed in **appendix c**.



***Financial Constraint***

The finance section discusses and evaluates the financial resources that are expected to be available for transportation in the region from 2005 through 2030 for both preservation and expansion. As summarized in **Table 2.17** over \$2.3 billion is forecasted to be available for ongoing preservation and modernization of existing highways, expansion of existing highways and creation of new highways and interchanges.

Funds that are controlled by INDOT constitute the largest portion of the region’s expected highway investment. The amount that INDOT determines to be available for expansion is determined by the INDOT Long Range Plan. INDOT included \$730 million in expansion projects which includes \$500 million for the Suburban Needs proposal which the region has recommended for a major investment study.

In the Lake and Porter urbanized area, the policy adopted in the Vision 2020 Regional Transportation Plan continued that no more than 30% of forecasted funds be used for expansion. This caps funding for expansion at \$100 million of the \$2.3 billion. The proposals that evolved through the project selection process total \$55 million, well under the preset cap.

The LaPorte urbanized area is a newly designated urbanized area with a much smaller share of allocated funding, \$52 million. Elected local officials representing the area have determined that no more than 50% or \$26 million should be for expansion projects. The proposals that have evolved from the project selection process total \$19 million also well under the preset cap.

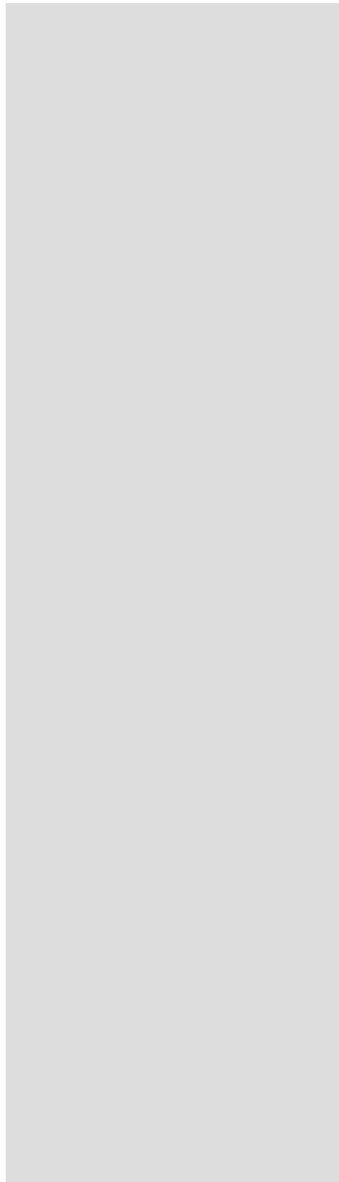
*Fiscally Constrained Capacity Expansion Proposals*

As discussed in this Chapter, a large field of proposals was screened and evaluated. The result for highways is a plan that includes 42 capacity expanding proposals on state and regional highways and a proposal for a major investment study in the southern part of the region. The evaluation process meets all the federal criteria.

**Table 2.18** consolidates from previous tables the proposals contained in this portion of the plan and is also presented in the Executive Summary.

**3 2030 REGIONAL TRANSPORTATION PLAN PROJECTS**

The 2007 amendment of the *Connections 2030 Regional Transportation Plan* affects the list of projects in two ways. First, the amendment reacts to the State of Indiana’s Major Moves initiative to align the project list with the changes in the Indi-



# Regional Transportation Plan Projects

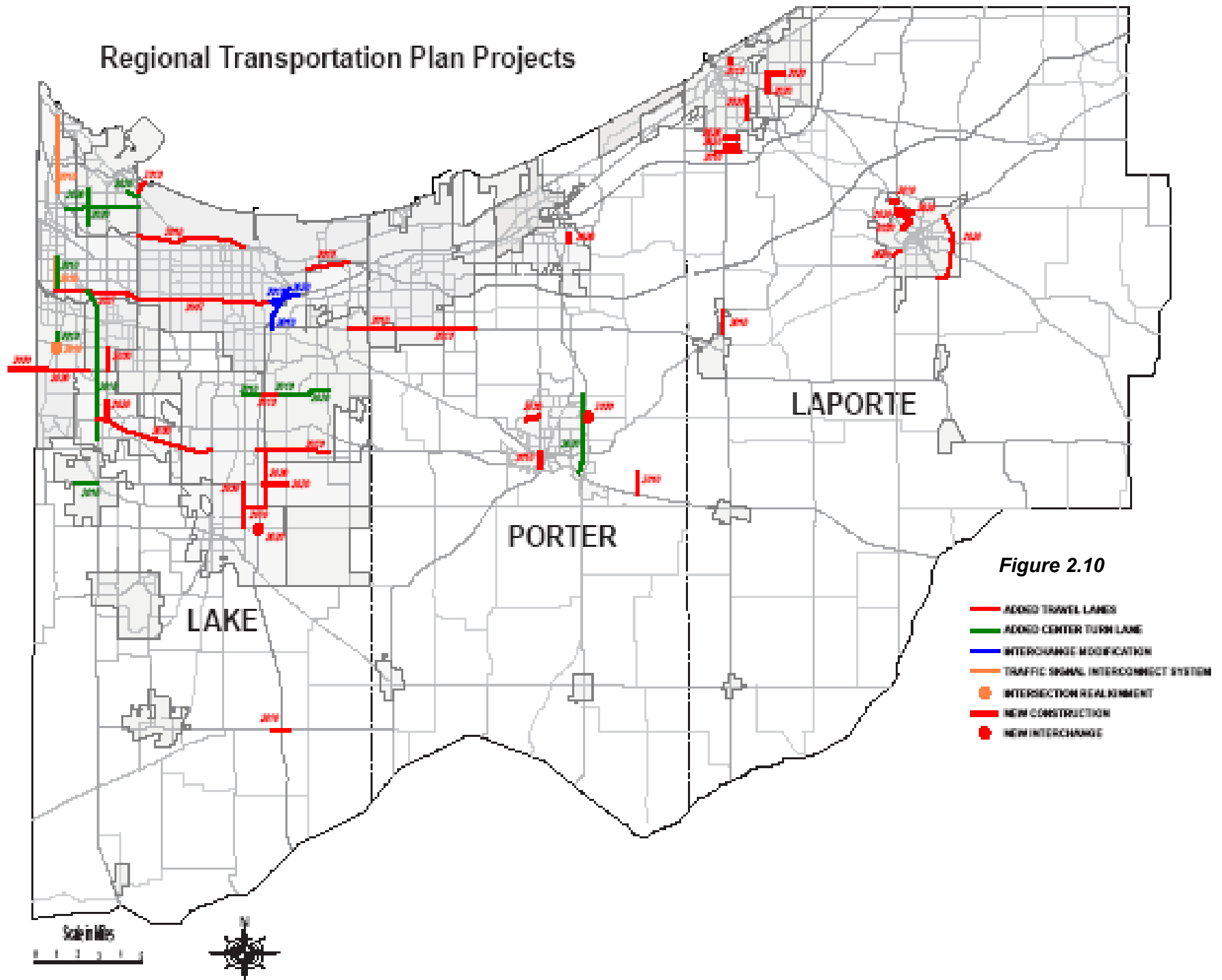


Figure 2.10

- ADD TRAVEL LANES
- ADD CENTER TURN LANE
- INTERCHANGE MODIFICATION
- TRAFFIC SIGNAL INTERCONNECT SYSTEM
- INTERSECTION REALIGNMENT
- NEW CONSTRUCTION
- NEW INTERCHANGE

Table 2.17: *INDOT Proposed Highway Projects*

ID	Agency	INDOT	Completion	2007	2007 Cost	\$43,000
18a	Road	I-80/94	Concept	Interstate Highway	Year of Construction Cost	\$43,000
0500579	From	Calumet Avenue	Scope	Added Travel Lanes (Painting Lane Markings)	Federal Cost	\$34,400
	To	SR-912	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$8,600
ID	Agency	INDOT	Completion	2007	2007 Cost	\$57,000
18b	Road	I-80/94	Concept	Interstate Highway	Year of Construction Cost	\$57,000
0500579	From	SR-912	Scope	Added Travel Lanes (Painting Lane Markings)	Federal Cost	\$45,600
	To	I-65	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$11,400
ID	Agency	Gary	Completion	2010	2007 Cost	\$16,335,497
38	Road	Buffington Access	Concept	Collector Street and Access Improvements	Year of Construction Cost	\$16,995,451
0300679	From	SR-912	Scope	Added Travel Lanes and Interchange Modifications	Federal Cost	\$13,596,361
0300681	To	Casinos	Model Representation	Add 1 lane in each direction and link re-configuration	Non-Federal Cost	\$3,399,090
ID	Agency	Hobart	Completion	2010	2007 Cost	\$7,284,751
125b	Road	61st Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$7,430,446
	From	Liverpool Street	Scope	Added Center Turn Lane	Federal Cost	\$5,944,357
	To	Colorado Street	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$1,486,089
ID	Agency	Hobart	Completion	2010	2007 Cost	\$2,128,663
125a	Road	61st Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$2,171,236
0100881	From	Marsella Lane	Scope	Added Travel Lanes	Federal Cost	\$1,736,989
	To	Liverpool Street	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$434,247



ID	Agency	INDOT	Completion	2010	2007 Cost	\$25,000,000
17a	Road	I-65	Concept	Interstate Highway	Year of Construction Cost	\$26,010,000
0500590	From	37th Avenue	Scope	Interchange Modification Phase 1 of 3	Federal Cost	\$20,808,000
	To	I-80/94 East of SR-53	Model Representation	Add 1 travel lane in each direction and add interchange links	Non-Federal Cost	\$5,202,000
ID	Agency	INDOT	Completion	2010	2007 Cost	\$37,850,000
17b	Road	I-65	Concept	Interstate Highway	Year of Construction Cost	\$37,850,000
0065300	From	South of I-80/94	Scope	Interchange Modification Phase 2 of 3	Federal Cost	\$30,280,000
0400932	To	North of I-80/94	Model Representation	Add 1 travel lane in each direction and add interchange links	Non-Federal Cost	\$7,570,000
ID	Agency	INDOT	Completion	2010	2007 Cost	\$14,000,000
27	Road	US-6	Concept	Principal Arterial Highway	Year of Construction Cost	\$14,000,000
0600397	From	Scottsdale Road	Scope	Added Travel Lanes	Federal Cost	\$11,200,000
	To	SR-149	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$2,800,000
ID	Agency	INDOT	Completion	2010	2007 Cost	\$17,215,849
28	Road	US-6	Concept	Principal Arterial Highway	Year of Construction Cost	\$17,215,849
9229935	From	SR-51	Scope	Added Travel Lanes	Federal Cost	\$13,772,679
	To	Scottsdale Road	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$3,443,170
ID	Agency	INDOT	Completion	2010	2007 Cost	\$9,789,088
121	Road	SR-2	Concept	Principal Arterial Highway	Year of Construction Cost	\$10,184,567
9706420	From	one half mile West of I-65	Scope	Added Travel Lanes	Federal Cost	\$8,147,654
	To	one half mile East of I-65	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$2,036,913

*Table 2.18: Lake & Porter County Highways*

ID	Agency	INDOT	Completion	2010	2007 Cost	\$7,351,853
85	Road	US-421	Concept	Principal Arterial Highway	Year of Construction Cost	\$7,801,845
0201302	From	N. Jct SR-2	Scope	Added Travel Lanes	Federal Cost	\$6,241,476
	To	S. Jct. SR--2	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$1,560,369
ID	Agency	INDOT	Completion	2010	2007 Cost	\$12,083,600
209	Road	US-41	Concept	Principal Arterial Highway	Year of Construction Cost	\$12,325,272
9966160	From	Ridge Road	Scope	Added Center Turn Lane	Federal Cost	\$9,860,218
	To	77th Avenue	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$2,465,054
ID	Agency	INDOT	Completion	2010	2007 Cost	\$1,080,000
210	Road	US-41	Concept	Principal Arterial Highway	Year of Construction Cost	\$1,101,600
0300741	From	165th Street	Scope	Traffic Signal Interconnect System	Federal Cost	\$881,280
to 0300746	To	175th Street	Model Representation	Increase free flow speeds by 3 mph	Non-Federal Cost	\$220,320
ID	Agency	INDOT	Completion	2010	2007 Cost	\$698,751
211	Road	US-41	Concept	Principal Arterial Highway	Year of Construction Cost	\$712,726
0300752	From	US-12/20	Scope	Traffic Signal Interconnect System	Federal Cost	\$570,181
to 0300754	To	Toll Road	Model Representation	Increase free flow speeds by 3 mph	Non-Federal Cost	\$142,545
ID	Agency	INDOT	Completion	2010	2007 Cost	\$10,562,710
212	Road	US-41	Concept	Principal Arterial Highway	Year of Construction Cost	\$10,773,964
8665870	From	165th Street	Scope	Added Center Turn Lane	Federal Cost	\$8,619,171
	To	175th Street	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$2,154,793

ID	Agency	ITR Concessions Company	Completion	2010	2007 Cost	\$44,432,000
76	Road	I-90	Concept	Interstate Highway	Year of Construction Cost	\$45,320,640
	From	SR-912 (MP 10)	Scope	Added Travel Lanes	Federal Cost	\$0
	To	SR-53	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$45,320,640
ID	Agency	ITR Concessions Company	Completion	2010	2007 Cost	\$19,688,000
77a	Road	I-90	Concept	Interstate Highway	Year of Construction Cost	\$20,081,760
	From	Clay Street	Scope	Added Travel Lanes	Federal Cost	\$0
	To	SR-51	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$20,081,760
ID	Agency	La Porte	Completion	2010	2007 Cost	\$1,415,000
109	Road	East Shore Court	Concept	Collector Street	Year of Construction Cost	\$1,443,300
0500843	From	US-35	Scope	New Construction	Federal Cost	\$0
	To	McClung Road	Model Representation	New link, 1 travel lane in each direction, collector attributes	Non-Federal Cost	\$288,660
ID	Agency	Merrillville	Completion	2010	2007 Cost	\$2,550,000
213	Road	61st Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$2,653,020
0501003	From	SR-53	Scope	Added Center Turn Lane	Federal Cost	\$2,122,416
	To	I-65	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$530,604
ID	Agency	Merrillville	Completion	2010	2007 Cost	\$6,500,000
214	Road	101st Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$6,500,000
	From	SR-53	Scope	Added Travel Lanes	Federal Cost	\$0
	To	Mississippi Street	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$6,500,000

ID 215	Agency Road From To	Michigan City Lake Avenue US-12 Fogarty Street	Completion Concept Scope Model Representation	2010 Minor Arterial Street New Construction New links, 1 travel lane in each direction, Minor Arterial attributes	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$1,022,500 \$1,063,809 \$0 \$1,063,809
ID 107	Agency Road From To	Michigan City Kieffer Road Ohio Street Cleveland Avenue	Completion Concept Scope Model Representation	2010 Minor Arterial Street Added Travel Lanes Add 1 travel lane in each direction	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$1,265,000 \$1,316,106 \$1,052,885 \$263,221
ID 216 0090280	Agency Road From To	Munster Calumet Avenue Fisher Street 45th Avenue	Completion Concept Scope Model Representation	2010 Minor Arterial Street Added Center Turn Lane Increase capacity by 10%	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$1,078,000 \$1,143,982 \$915,186 \$228,796
ID 217 0710056	Agency Road From To	Munster Calumet Avenue N or 45th Avenue S of 45th Avenue	Completion Concept Scope Model Representation	2010 Minor Arterial Street Intersection Realignment Reconfigure intersection links	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$5,526,780 \$5,865,063 \$4,692,051 \$1,173,013
ID 218 0710063	Agency Road From To	St. John 93rd Avenue White Oak Avenue US-41	Completion Concept Scope Model Representation	2010 Minor Arterial Street Added Center Turn Lane Increase capacity by 10%	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$1,633,928 \$1,699,939 \$1,359,951 \$339,988

ID	Agency	Valparaiso	Completion	2010	2007 Cost	\$2,500,000
219	Road	CR-450E	Concept	Minor Arterial Street	Year of Construction Cost	\$2,601,000
	From	US-30	Scope	Added Travel Lanes	Federal Cost	\$0
	To	CR-150N	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$2,601,000
ID	Agency	Valparaiso	Completion	2010	2007 Cost	\$4,500,000
220	Road	Vale Park Road West	Concept	Minor Arterial Street	Year of Construction Cost	\$4,681,800
	From	Saddlebrook Crossing	Scope	New Construction	Federal Cost	\$0
	To	Kickbush	Model Representation	New links, 1 travel lane in each direction, Minor Arterial attributes	Non-Federal Cost	\$4,681,800
ID	Agency	Valparaiso	Completion	2010	2007 Cost	\$6,250,000
221	Road	South Campbell Street	Concept	Minor Arterial Street	Year of Construction Cost	\$6,502,500
	From	SR-130	Scope	New Construction	Federal Cost	\$0
	To	US-30	Model Representation	New links, 1 travel lane in each direction, Minor Arterial attributes	Non-Federal Cost	\$6,502,500
ID	Agency	Chesterton	Completion	2020	2007 Cost	\$30,000,000
222	Road	Dickinson Road	Concept	Minor Arterial Street	Year of Construction Cost	\$37,301,229
	From	Porter Avenue	Scope	New Construction	Federal Cost	\$0
	To	Michael Drive	Model Representation	New links, 2 travel lanes in each direction, Minor Arterial attributes	Non-Federal Cost	\$37,301,229
ID	Agency	East Chicago	Completion	2020	2007 Cost	\$6,500,000
223	Road	US-20	Concept	Principal Arterial Highway	Year of Construction Cost	\$6,897,852
	From	151st Street	Scope	Added Center Turn Lane	Federal Cost	\$0
	To	Columbus Drive	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$6,897,852

ID	Agency	East Chicago	Completion	2020	2007 Cost	\$6,000,000
224	Road	SR-312	Concept	Principal Arterial Highway	Year of Construction Cost	\$6,367,248
	From	Columbia Avenue	Scope	Added Center Turn Lane	Federal Cost	\$0
	To	SR-912	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$6,367,248
ID	Agency	East Chicago	Completion	2020	2007 Cost	\$6,000,000
225	Road	US-12	Concept	Minor Arterial Street	Year of Construction Cost	\$6,367,248
	From	Alder Street	Scope	Added Center Turn Lane	Federal Cost	\$0
	To	SR-912	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$6,367,248
ID	Agency	Hobart	Completion	2020	2007 Cost	\$12,000,000
226	Road	61st Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$14,920,492
	From	Colorado Street	Scope	Added Center Turn Lane	Federal Cost	\$0
	To	SR-51	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$14,920,492
ID	Agency	INDOT	Completion	2020	2007 Cost	\$56,100,000
17c	Road	I-80/94	Concept	Interstate Highway	Year of Construction Cost	\$57,222,000
0500593	From	West of I-65	Scope	Interchange Modification Phase 3 of 3	Federal Cost	\$45,777,600
0300012	To	East of I-65	Model Representation	Add 1 travel lane in each direction and add interchange links	Non-Federal Cost	\$11,444,400
ID	Agency	INDOT	Completion	2020	2007 Cost	\$8,260,000
29	Road	SR-49	Concept	Principal Arterial Highway	Year of Construction Cost	\$10,270,272
0200977	From	one half mile N. of CR-400N	Scope	New Interchange to Replace At-grade Intersection	Federal Cost	\$8,216,217
	To	one half mile S. of CR-400N	Model Representation	New links, 1 travel lane in each direction, ramp attributes	Non-Federal Cost	\$2,054,054

ID	Agency	INDOT	Completion	2020	2007 Cost	\$20,000,000
95	Road	I-65	Concept	Interstate Highway	Year of Construction Cost	\$24,867,486
	From	one half mile N of 109th Avenue	Scope	New Interchange	Federal Cost	\$19,893,989
	To	one half mile S of 109th Avenue	Model Representation	New links, 1 travel lane in each direction, ramp attributes	Non-Federal Cost	\$4,973,497
ID	Agency	INDOT	Completion	2020	2007 Cost	\$3,695,861
124	Road	SR-2	Concept	Minor Arterial Street	Year of Construction Cost	\$4,000,519
0500100	From	K Street	Scope	Added Travel Lanes	Federal Cost	\$3,200,415
	To	1st Street	Model Representation	Update to 2 travel lanes in each direction	Non-Federal Cost	\$800,104
ID	Agency	La Porte	Completion	2020	2007 Cost	\$1,050,000
99	Road	Lake Street	Concept	Collector Street	Year of Construction Cost	\$1,230,242
	From	Madison Street	Scope	New Construction	Federal Cost	\$0
	To	Hoelocker Drive	Model Representation	New Links, 1 travel lane in each direction, collector attributes	Non-Federal Cost	\$1,230,242
ID	Agency	La Porte	Completion	2020	2007 Cost	\$2,098,182
110	Road	Polk Street	Concept	Collector Street	Year of Construction Cost	\$2,182,949
0710383	From	US-35	Scope	New Construction	Federal Cost	\$986,890
	To	McClung Road	Model Representation	New Links, 1 travel lane in each direction, collector attributes	Non-Federal Cost	\$1,196,059
ID	Agency	La Porte	Completion	2020	2007 Cost	\$1,400,357
112	Road	Hoelocker Drive	Concept	Collector Street	Year of Construction Cost	\$1,741,168
	From	Truesdell Avenue	Scope	New Construction	Federal Cost	\$0
	To	Polk Street	Model Representation	New Links, 1 travel lane in each direction, collector attributes	Non-Federal Cost	\$1,741,168

ID 115	Agency	La Porte	Completion	2020		2007 Cost	\$11,318,800
	Road	Boyd Boulevard	Concept	Minor Arterial Street		Year of Construction Cost	\$14,073,505
	From	US-35	Scope	Added Travel Lanes		Federal Cost	\$0
	To	SR-2	Model Representation	Add 1 travel lane in each direction		Non-Federal Cost	\$14,073,505
ID 97	Agency	Merrillville	Completion	2020		2007 Cost	\$3,200,000
	Road	93rd Avenue	Concept	Minor Arterial Street		Year of Construction Cost	\$3,978,798
	From	Mississippi Street	Scope	New Construction		Federal Cost	\$0
	To	Colorado Street	Model Representation	New Links, 1 travel lane in each direction, MA attributes		Non-Federal Cost	\$3,978,798
ID 105	Agency	Merrillville	Completion	2020		2007 Cost	\$6,300,000
	Road	Mississippi Street	Concept	Minor Arterial Street		Year of Construction Cost	\$7,833,258
	From	US-30	Scope	Added Travel Lanes		Federal Cost	\$0
	To	101st Avenue	Model Representation	Add 1 travel lane in each direction		Non-Federal Cost	\$7,833,258
ID 68	Agency	Michigan City	Completion	2020		2007 Cost	\$4,893,000
	Road	Karwick Road	Concept	Minor Arterial Street		Year of Construction Cost	\$6,083,830
	From	Springland Avenue	Scope	New Construction		Federal Cost	\$0
	To	US-35	Model Representation	New link, 1 travel lane in each direction, MA attributes		Non-Federal Cost	\$6,083,830
ID 88	Agency	Michigan City	Completion	2020		2007 Cost	\$860,000
	Road	Springland Avenue	Concept	Minor Arterial Street		Year of Construction Cost	\$1,069,302
	From	Karwick Road	Scope	New Construction		Federal Cost	\$0
	To	Royal Road	Model Representation	New link, 1 travel lane in each direction, MA attributes		Non-Federal Cost	\$1,069,302



ID 98	Agency Road From To	Michigan City Westwind Drive US-421 Cleveland Avenue	Completion Concept Scope Model Representation	2020 Collector Street New Construction New Links, 1 travel lane in each direc- tion, collector attributes	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$923,000 \$1,147,634 \$0 \$1,147,634
ID 106	Agency Road From To	Michigan City Woodland Avenue Greenwood Avenue US-20	Completion Concept Scope Model Representation	2020 Collector Street Added Travel Lanes Add 1 travel lane in each direction	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$2,200,000 \$2,735,423 \$0 \$2,735,423
ID 108	Agency Road From To	Michigan City Larkspur Lane US-421 Cleveland Avenue	Completion Concept Scope Model Representation	2020 Collector Street New Construction New Links, 1 travel lane in each direc- tion, collector attributes	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$469,000 \$583,143 \$0 \$583,143
ID 86	Agency Road From To	Munster Main Street Burnham Avenue Highland Corp. Limit	Completion Concept Scope Model Representation	2020 Minor Arterial Street Added Travel Lanes and New Con- struction New links, 2 travel lanes in each direc- tion, Minor Arterial attributes	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$8,360,000 \$10,394,609 \$0 \$10,394,609
ID 96	Agency Road From To	Schererville Kennedy Avenue Junction Road US-30	Completion Concept Scope Model Representation	2020 Minor Arterial Street New Construction New Links, 1 travel lane in each direc- tion, MA attributes	2007 Cost Year of Construction Cost Federal Cost Non-Federal Cost	\$10,000,000 \$12,433,743 \$0 \$12,433,743

ID	Agency	Valparaiso	Completion	2020	2007 Cost	\$10,000,000
227	Road	Silhavy Road	Concept	Minor Arterial Street	Year of Construction Cost	\$10,612,080
	From	Burlington Beach Road	Scope	Added Center Turn Lane	Federal Cost	\$0
	To	US-30	Model Representation	Increase capacity by 10%	Non-Federal Cost	\$10,612,080
ID	Agency	Highland	Completion	2030	2007 Cost	\$4,000,000
119	Road	Kennedy Avenue	Concept	Minor Arterial Street	Year of Construction Cost	\$5,712,985
	From	45th Avenue	Scope	Added Travel Lanes	Federal Cost	\$0
	To	Main Street	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$5,712,985
ID	Agency	INDOT	Completion	2030	2007 Cost	\$8,000,000
61	Road	SR-53	Concept	Principal Arterial Highway	Year of Construction Cost	\$11,425,970
	From	93rd Avenue	Scope	Added Travel Lanes	Federal Cost	\$9,140,776
	To	109th Avenue	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$2,285,194
ID	Agency	INDOT	Completion	2030	2007 Cost	\$33,000,000
82	Road	US-30	Concept	Principal Arterial Highway	Year of Construction Cost	\$47,132,126
	From	US-41	Scope	Added Travel Lanes	Federal Cost	\$37,705,701
	To	SR-55	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$9,426,425
ID	Agency	INDOT	Completion	2030	2007 Cost	\$11,000,000
83	Road	US-30	Concept	Principal Arterial Highway	Year of Construction Cost	\$15,710,709
	From	I-65	Scope	Added Travel Lanes	Federal Cost	\$12,568,567
	To	SR-51	Model Representation	Add 1 travel lane in each direction	Non-Federal Cost	\$3,142,142

ana Department of Transportation’s long range transportation plan. This includes the deletion of several INDOT capacity-expansion projects. The most notable examples are the deletion of the re-configuration of the interchange between I-80/94, I-80/90 and SR-51 and the deletion of the added travel lanes on SR-912 from US-12 to I-80/94. The amendment also includes the addition of some other INDOT projects. Second, the amendment includes regionally significant projects that local agencies are working to implement with their own resources.

Ther NIRPC staff met with staff of the Indiana Department of Transportation to review the list of INDOT projects. The review resulted in the update of the INDOT projects to be included in the plan. The NIRPC staff also worked with a group of local agency stake-holders and the air quality conformity consultation group to develop criteria for regional significance and guidance for local agencies in the disclosure of locally funded regionally significant capacity expansion projects. Locally funded projects were solicited and added to the final list of projects in the *Connections 2030 Regional Transportation Plan*.

**Regional Priority Corridors**

A network of regional priority corridors was originally established in 1999 within Northwest

Indiana’s Vision 2020 Regional Transportation Plan as part of the framework for prioritizing the selection and implementation of transportation projects in the northwest Indiana region. These corridors represent the base of the existing transportation system and encompass the primary regional facilities of all modes and remain in effect.

Regional priority corridors were part of the framework for evaluating proposals for inclusion in the plan with priority given to projects identified within the regional priority corridors. Prioritization of projects by regional priority corridor was consistently reflected over all project types and all transportation modes but did not exclude proposals from outside the corridors being considered. The multi modal regional priority corridors encompass the most significant transportation facilities within the region and represent the primary corridors for moving people and goods through the region. Regional priority corridors for northwest Indiana are defined as follows:

- The **Interstate 90/94 Corridor** which generally extends from the lake shore to 2½ miles south of Interstate 80 from the Illinois state line to the Michigan state line/ St. Joseph County line excluding the area more than 2 miles south of Interstate 94 and north of Interstate 90 east of the Interstate 90/94 cross over;

- The *Ridge Corridor* which generally extends 2 miles north and south of Ridge Road/U.S. Route 6 from the Illinois state line to Interstate 65 and then 1 mile north and south of U.S. Route 6/Indiana Route 2 to St. Joseph County;
- The *U.S. 30 Corridor* which generally extends 2 miles north and south of U.S. Route 30 from the Illinois state line to Colorado Street and then 1 mile north and south of U.S. Route 30 to the Starke County line;
- The Indianapolis *Boulevard Corridor* which generally extends 2 miles east and west of Indianapolis Boulevard from the Illinois state line to U.S. Route 30 and then 1 mile east and west of Indianapolis Boulevard to the Newton County line;
- The *Interstate 65 Corridor* which generally extends 2 miles east and 2½ miles west of Interstate 65 from Interstate 90 to Indiana Route 231 and then 1 mile east and west of Interstate 65 to the Newton County line;
- The *U.S. 421 Corridor* which generally extends 2 miles east and west of U.S. Route 421 from U.S. Route 12 to Interstate 94 and then 1 mile east and west of U.S. Route 421 to the Starke County line.

The Regional Priority Corridors for northwest Indiana are illustrated in **Figure 2.3**.

In order to strengthen the process for evaluating local highway proposals, regional priority highway facilities were defined within each of the corridors. The regional priority highway facilities represent the primary highway route (s) within each corridor, and facilities that duplicate or substitute service on the primary facility (s).

Regional priority highway facilities generally comply with the following guidelines:

1. Facilities with traffic volumes in excess of 10,000 vehicles per day;
2. Facilities that accommodate high volumes of truck traffic and/or provide direct access to freight facilities (e.g. airports, sea ports, rail yards, industrial facilities);
3. Identified congested location in accordance with the preliminary CMS analysis;
4. Facilities that accommodate fixed route transit;
5. Facilities that provide access to major commercial, industrial, institutional, recreational or tourism activity centers;

6. Facilities that have multiple jurisdictions and/or provide connectivity between communities both within and adjoining northwest Indiana.

Some regional priority highway facilities include short segments that do not presently exist but if constructed would provide logical connectivity for the facility. The regional priority highway facilities for northwest Indiana are as follows:

Interstate 90/94 Corridor

***Interstate Highways (Primary Regional Highways):***

- Interstate 90 from the Illinois state line to the St. Joseph County line;
- Interstate 94 from the Illinois state line to the Michigan state line.

***Supplemental Regional Highways:***

- 112th Street from the Illinois state line to Indianapolis Boulevard;
- Cline Avenue from Interstate 90 to Interstate 80/94;
- U.S. Route 12 from Indianapolis Boulevard to the Michigan state line;

- Indiana Route 212 from U.S. Route 12 to U.S. Route 20;
- Indiana Route 312 from the Illinois state line to U.S. Route 12;
- Michigan Street/Carroll Street/U.S. Route 20 from Calumet Avenue to the St. Joseph County line;
- 165th Street from the Illinois state line to Kennedy Avenue;
- 169th Street/15th Avenue from the Illinois state line to Interstate 65;
- 173rd Street/Orchard Drive/25th Avenue from Calumet Avenue to Broadway.

Ridge Corridor

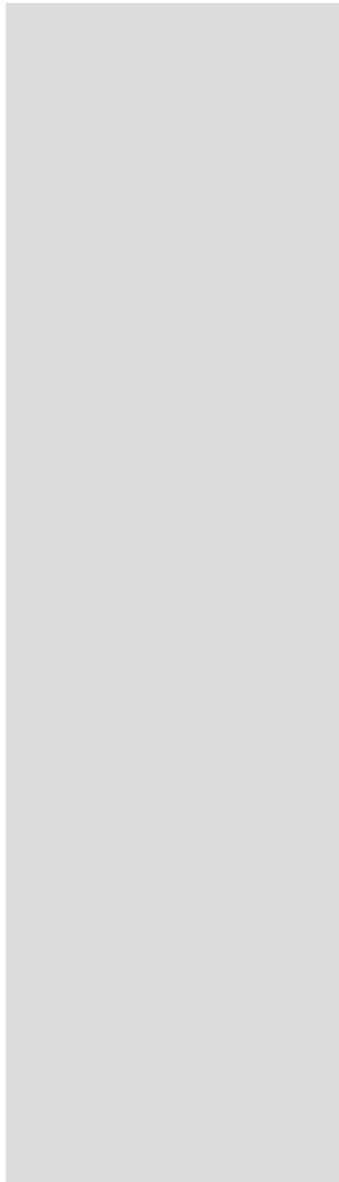
***Primary Regional Highway:***

- Ridge Road/U.S. Route 6/Indiana Route 2 from the Illinois state line to the St. Joseph County line.

***Supplemental Regional Highways:***

- 45th Street/45th Avenue from the Illinois state line to Broadway;
- Main Street/53rd Avenue from the Illinois state line to Indiana Route 55.

U.S. 30 Corridor



**Primary Regional Highway:**

- U.S. Route 30 from the Illinois state line to the Starke County line.

**Supplemental Regional Highways:**

- 61st Avenue from Indiana Route 55 to Colorado Street;
- Joliet Street/73rd Avenue/Old Lincolnway from U.S. Route 30 to U.S. Route 30;
- 93rd Avenue from the Illinois state line to Colorado Street.

Indianapolis Boulevard Corridor

**Primary Regional Highway:**

- Indianapolis Boulevard/U.S. Route 41 from the Illinois state line to the Newton County line.

**Supplemental Regional Highways:**

- Hohman Avenue from Indiana Route 312 to Ridge Road;
- Calumet Avenue from Indianapolis Boulevard to U.S. Route 30;
- Columbia Avenue from Chicago Street to Ridge Road;
- Michigan Avenue/Kennedy Avenue from Cline Avenue to U.S. Route 30;

- Cline Avenue from Interstate 80/94 to Ridge Road and from Joliet Street to U.S. Route 30;
- Broad Street from Ridge Road to Joliet Street.

Interstate 65 Corridor

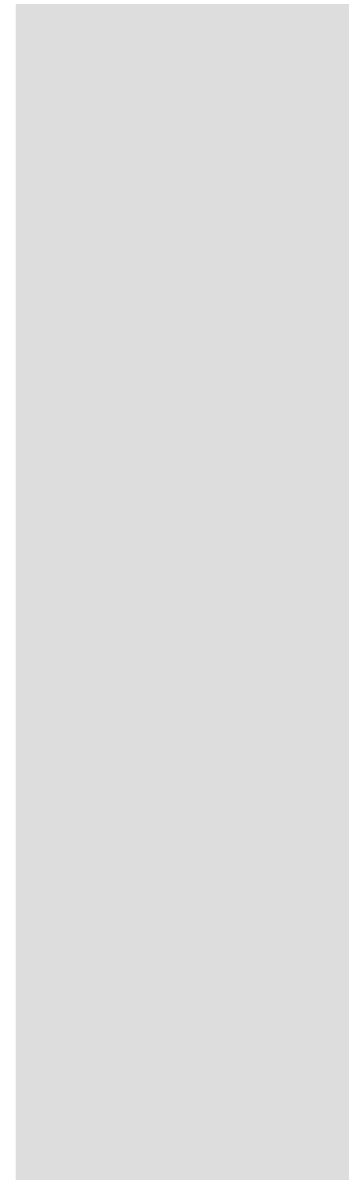
**Primary Regional Corridor**

- Interstate 65 from Interstate 90 to the Newton County line.

**Supplemental Regional Highways:**

- Indiana Route 55 from Ridge Road to the Newton County line;
- Indiana Route 231 from Indiana Route 55 to Interstate 65;
- Grant Street from U.S. Route 12 to Ridge Road;
- Broadway from U.S. Route 12 to Indiana Route 231;
- Mississippi Street from 61st Avenue to 93rd Avenue;
- Colorado Street from 61st Avenue to 93rd Avenue.

U.S. 421 Corridor



**Primary Regional Highway:**

- U.S. Route 421 from U.S. Route 12 to the Starke County line.

**Supplemental Regional Highway:**

- LaPorte County Line Road from U.S. Route 12 to U.S. Route 6;
- U.S. Route 35 from U.S. Route 12 to U.S. Route 20.

Seven secondary routes that do not fall within the regional priority corridors but which generally satisfy the selection guidelines, provide a complementary function to the supplemental regional highways and complete strategic connectivity between corridors have been identified as Secondary Regional Highways.

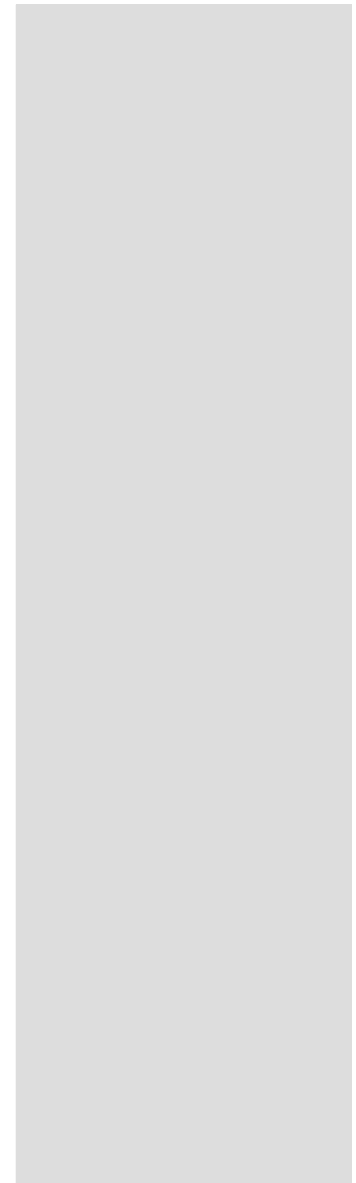
The Secondary Regional Highways for northwest Indiana are as follows:

**Secondary Regional Highways**

- Burr Street from 15th Avenue to Ridge Road;
- Indiana Route 249/Willowcreek Road from U.S. Route 12 to U.S. Route 6;
- Indiana Route 149 from U.S. Route 12 to U.S. Route 30;

- Indiana Route 49 from U.S. Route 12 to U.S. Route 30;
- Johnson Road/U.S. Route 35 from U.S. Route 35 to Indiana Route 2;
- Indiana Route 2 from U.S. Route 41 to U.S. Route 6.
- Boyd Boulevard from U.S. Route 35 to Indiana Route 2.

**Figure 2.3** illustrates the Regional Priority Highway Facilities in northwest Indiana.



4 TRANSPORTATION IMPROVEMENT PROGRAM GUIDANCE (TIP)

Background

Most federal funds for transportation projects from the U.S. Department of Transportation (U.S. DOT) are allocated to Urbanized Areas (UZA's) on an annual basis. Portions of Lake and Porter Counties lie within the Chicago UZA and most of northwest LaPorte County (and extreme north-eastern Porter County) lies within the Michigan City/LaPorte UZA. In addition, the Indiana Department of Transportation (INDOT) is also allocated federal funds from the U.S. DOT for projects on Interstate, US, and State-numbered roadways in Lake, Porter, and LaPorte Counties.

What is a Transportation Improvement Program?

A Transportation Improvement Program (TIP) is a list of federally funded local transit and highway projects (including state highway projects) in a metropolitan planning area. (The entire three-county area constitutes the metropolitan planning area.) The TIP also includes significant transportation projects funded without federal funds. All projects contained in a TIP must be consistent with the Regional Transportation Plan—but all capacity expansion projects must be discretely

identified in the Plan. In effect, the TIP is the short range program of projects derived from the long range list of transportation improvements recommended in the regional transportation plan (RTP). Both the RTP and TIP must conform with the State Implementation Plan for Air Quality (SIP).

Who Develops the TIP?

Regulations of the U.S. Department of Transportation require that Metropolitan Planning Organizations (MPO's), in cooperation with the State and affected transit operators, develop a transportation improvement program (TIP) for a designated metropolitan area. The Northwestern Indiana Regional Planning Commission (NIRPC) is the designated MPO for Northwest Indiana and is responsible for developing the TIP.

Stakeholder Involvement in TIP Development.

The TIP development process is largely carried out by groups of stakeholder committees. Stakeholder committees are maintained for highways (2), transit (2), Congestion, Mitigation and Air Quality or CMAQ (2), and Transportation Enhancement. Membership is open to the public. Meeting notices are posted on the NIRPC Website and mailed to transportation stakeholders. Each committee reviews and reaches consensus

Transportation Improvement Program (TIP):

A Transportation Improvement Program (TIP) is a list of federally funded local transit and highway projects (including state highway projects) in a metropolitan planning area.



upon the project selection criteria and relevant selection policies to be used in the selection process. Each stakeholder committee reviews project applications and recommends a list of projects to be selected for funding. INDOT maintains a separate project development process for its own projects.

*Mandated TIP-Related Plan Provisions from Prior Transportation Plans*

The local TIP process was significantly restructured per instructions contained in the Vision 2020 Regional Transportation Plan (1998). That plan called for specific changes in the programming process—most significantly, it called for a streamlining of the entire process. These mandated changes and their current status follow:

- *Increase the level of local commitment to projects and strengthen local implementing agency accountability for implementing projects.* This was accomplished through expansion of the TIP to a five-year program of projects—with the level of local (and MPO) commitment to projects varying by program and year of placement in the TIP. The TIP is now updated every two years, at which time the status of each project is reviewed and new projects are added.

- *Establish project type specific selection criteria for selecting local agency projects for inclusion in the ... Transportation Improvement Program with criteria reflecting differing project type element priorities.* Project selection criteria were developed and are maintained for each locally selected federal funding category.
- *NIRPC will continue to honor the unwritten regional policy of separate funding categories for different modes with the exception of the Congestion Mitigation and Air Quality program. NIRPC will develop uniform CMAQ project selection criteria to explore the best alternative to resolve a particular transportation system deficiency, regardless of mode.*

Rather than combining all federal funds allocated to the metropolitan area into a common pool and then selecting projects from that pool, the existing (modal-based) federal appropriation categories have been retained and funding targets are established under each. There is, however, increased interest in the inter-modal utilization of these funds. This is evidenced by the Michigan City/LaPorte UZA's use of highway STP Group 2 and CMAQ funds for transit projects on an annual basis. Additionally, FTA Section 5307/5340 funds are being used for bicycle & pedestrians projects and STP Group 1 highway stakeholders have used those funds for bicycle and pedestrian projects. There is significantly greater intermodal

use of funds than prior to FFY 1998. Non-modal specific CMAQ project selection criteria have been used since 1998.

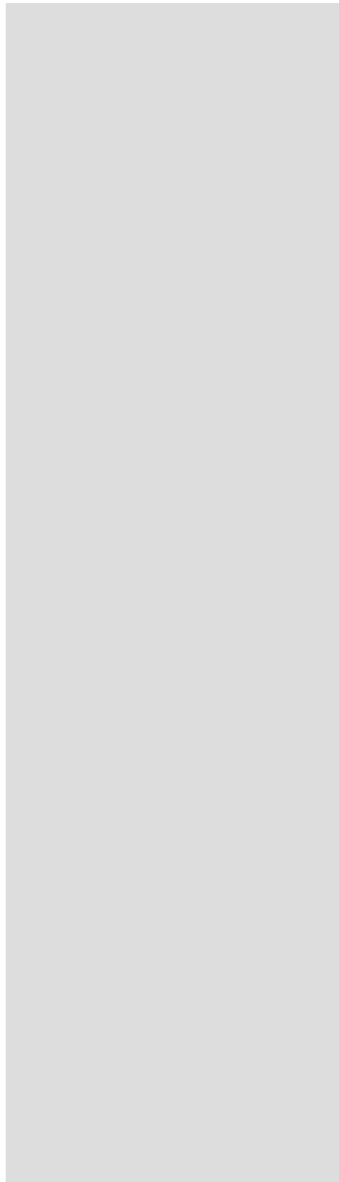
- *Review the NIRPC Transportation Enhancement Activities process to redefine the role and responsibilities of the Transportation Enhancement Committee and identify regional priorities for Transportation Enhancement Activities.* The task of evaluating the role of the Committee was accomplished and this group has gone on to complete an update of the Regional Bicycle/Pedestrian Plan, the Transportation Enhancement Project Selection Criteria and Process.
- *Reestablish and sustain the NIRPC Safety Improvement Program to ensure the continued implementation of transportation safety improvement projects in northwest Indiana.* Both urbanized areas now receive an annual allocation of Highway Safety Improvement Funds. A Safety stakeholder group will be convened in the summer of 2007 to develop a strategy for using these funds.
- *Strengthen NIRPC’s ability to plan and program STP Group III and IV projects in order to ensure a proportionate share of STP Group III and IV funds are directed towards improvements in northwest Indiana.* Some progress was made in this area. However, the designation of the

new Michigan City/LaPorte UZA in 2002 and expansion of the Chicago UZA severely reduced the number of Group 3-eligible areas from 12 to five (5).

- *NIRPC will coordinate with INDOT to effect changes in the state’s bridge policy that will enable projects in the urbanized area fair access to statewide bridge funds.* To supplement statewide bridge funds, some STP Group I funds will be targeted specifically for expenditure on bridge preservation projects. NIRPC (and the statewide MPO Council) did make some progress in this area. While it is undetermined as to whether the changes in the selection process represent “fair access” to statewide bridge funds, a number of bridge projects were funded in the region.

***Connections 2030 Plan Goals & Objectives***

The introduction section of this plan identifies 12 goals and 52 objectives which were adopted by the Commission in December 2003. In March 2004 an ad hoc committee was established to review each goal and objective—and determine its relevance to the selection of projects within the Transportation Improvement Program (TIP) process. Many of the objectives provided specific guidance pertaining to the investment of U.S. Department of Transportation funds. Others iden-



tify specific planning tasks to be undertaken and others still provided guidance specific to the planning process itself and associated public involvement activities.

The ad hoc committee prepared a summary document which, after presentation to the Transportation Policy Committee, was presented to each Stakeholder Committee for use while updating each project selection system. The intent of this exercise was to ensure that the adopted goals and objectives were reflected in each TIP project selection system—especially in the new selection systems within the Michigan City Urbanized Area.

Goal 8, Objective #1 requires that “investment priority” be given to projects involving the preservation and maintenance of the existing transportation network. This has been construed to mean “a level of funding greater than for network expansion.” Consequently, in order to comply with this requirement, at least 51% of the STP and Section 5307 funds programmed for new projects added to the TIP (during each biennial update) must be for preservation and maintenance purposes.

### General TIP Policies

#### *TIP Updates: Content, Format, and Frequency*

TIP updates will generally be prepared every other year. These updates will be prepared in writing and electronic copy, exposed to public comment, and acted on by the NIRPC Transportation Policy Committee and NIRPC Board. Each Update should be prepared within a time frame that is consistent with INDOT’s normal INSTIP development and approval cycle.

Incomplete projects from a prior TIP will be included in TIP Updates as appropriate and listed as an “ongoing” project in Year #1 of the TIP. The purpose of this will be to maintain current TIP support for such projects.

Planning projects funded with FHWA STP and FTA Section 5307 funds will appear in the TIP for informational purposes only. These projects are developed as a part of the Unified Planning Work Program (UPWP) process.

Funding targets within each category of federal funding will be established. These targets, which should be considered to be flexible in nature and amendable from time to time, should (at a minimum) be reviewed for appropriateness prior to the solicitation for projects as a part of a TIP Update.

### *TIP Update Procedures*

Each TIP will encompass a five-year period—identifying projects that will receive federal funding over five Federal Fiscal Years. Projects contained in the first four years will be formally recognized as committed by the INDOT and the federal agencies (i.e., FHWA and FTA). Locally selected projects in the last year of the TIP, although considered to be locally committed, will not be recognized as being programmed or committed by INDOT and/or the federal approving agencies.

The general process to be followed in performing a TIP Update follows:

- *Stakeholder Review/Modification of Selection Systems.* The stakeholder committees will be responsible for reviewing and updating each existing project selection system prior to a TIP Update. The purpose of this effort is to ensure that the subject system remains consistent with the Regional Transportation Plan, federal requirements, and local priorities.
- *Solicitation for Projects.* The Transportation Policy Committee (TPC) will review the Project Selection systems and authorize a solicitation for projects prior to a TIP Update. A notice of the solicitation will be mailed to each

eligible local unit of government and include a photocopy of the application document(s).

- *NIRPC Staff Review of Applications.* NIRPC staff will review applications received for completeness and will communicate with the applicant, in writing, in instances where the application is incomplete and/or where the application submitted (including supporting documentation) does not appear to support the project.
- *Assessment of Impact on Certain Populations.* An impact analysis will be conducted on each TIP Update to determine the impact of transportation policies, decisions, projects, plans, and programs on senior citizens, youths and children, persons with disabilities, low income households, minority persons and others. This impact assessment will be performed both individually and cumulatively, toward the end of ascertaining if there is (or will be) any disproportionately high and adverse effect on these populations.
- *Financial Constraint.* Federal regulations require that Transportation Improvement Programs be financially constrained by year and include a financial plan that demonstrates 1) How the approved TIP can be implemented, 2) indicates resources from public and private sources that are reasonably expected to be

made available to carry out the TIP, and 3) recommends any additional financing strategies for needed projects and programs. NIRPC will consult with transit operators and INDOT in developing projections of available funds for a TIP Update.

Federally funded projects included in the first year of the TIP shall not exceed the level of funding actually committed by FTA, FHWA, and other federal agencies. Federally funded projects included in the second through fourth year of the TIP may not exceed levels of funding committed, or reasonably expected to be available.

- *Stakeholder Committee Review.* Each stakeholder committee will review all project scores and rankings from their respective areas and recommend a (draft) program of projects to the Transportation Policy Committee.
- *NIRPC Approval of TIP.* The Transportation Policy Committee (TPC) will reach consensus on the program of projects (including project selection), and release the recommended program of projects for public comment. The TPC will afterward consider all public comments received, authorize a response to each, and then forward the recommended program of projects to the NIRPC Board. The Commission (or Executive Board) will take action to

adopt the TIP.

**TIP Amendments**

The new joint FHWA/FTA Planning Regulation, at 49 CFR 450.326, allows for the amendment of a TIP “at any time under procedures agreed to by the cooperating parties....” NIRPC has agreed to cooperate with other MPO’s in Indiana in developing a common set of TIP amendment terms, amendment procedures, and categories or types of TIP amendments. It is anticipated that these new procedures will supersede, to some extent, those published below.

Existing Procedures. If it is necessary to modify the scope or level of federal participation of any project already in the TIP or add an entirely new project outside of a normal (two-year) TIP Update cycle, a TIP Amendment is required. Requests for TIP Amendments should always be submitted to NIRPC in writing. They will be handled in one of three ways:

1. *Formal:* TPC Authorizes a Public Comment Period, TPC considers comments received, TPC recommends NIRPC Board consideration of an Amendment, followed by a NIRPC Board Resolution adopting same.
2. *Semi-Formal:* NIRPC’s TPC recommends

NIRPC Board consideration of an Amendment, followed by a NIRPC Board Resolution adopting same.

3. *Administrative (via letter):* NIRPC will simply issue a letter to INDOT requesting modification of an existing project. No Board Action. New projects will generally not be added via this type of amendment.

Changes normally subject to a semi-formal amendment may be processed as an administrative amendment on an emergency basis, as determined by the Director of Transportation, in consultation with the TPC Chair. New projects may be added via an emergency administrative amendment only if the Director of Transportation and TPC Chair conclude that a delay in adding the project to the TIP would adversely affect public well-being or safety.

TIP Updates will always be subjected to the formal amendment process. Funding changes in existing projects will usually be handled through the semi-formal amendment process. Administrative amendments will be limited primarily to INDOT-controlled projects which are air quality neutral and the correction of errors, clerical or otherwise, for locally sponsored projects. NIRPC may initiate an amendment to move funds from one project to another in order to prevent their

lapse or to avoid the loss of funds.

Non-exempt projects will be added to the extent permitted by the conformity determination process.

*Public Involvement.* While it is NIRPC’s general policy to expose every federally funded project to the public at least once, if a new project is of obvious benefit to the public and is non-controversial in nature, it may be added to the TIP via the semi-formal process. TIP staff will consult with the public involvement coordinator concerning each amendment request. This policy will be included in a revision to the Public Participation Plan.

These TIP Amendment procedures are subject to modification by the Commission at any time.

**Federal Funds Apportioned to Northwest Indiana**

***FHWA Surface Transportation Program Progress Toward Implementation – Milestones***

Local Public Agencies (LPA’s) whose projects are selected for funding are expected to implement their project within the timeframe outlined in their most recent application document. Toward the end of monitoring LPA progress, a number of milestones have been established:

- *Environmental Approval* - The environmental phase of project plan preparation is to be completed and approved by the Federal Highway Administration (FHWA). This approval is evidenced by the transmittal letter from INDOT to the local public agency (LPA) advising environmental approval has been received from the FHWA.

- *Preliminary Field Check* - The preliminary field check occurs after INDOT has received and reviewed preliminary plans. The preliminary field check can be evidenced by a copy of the field check notes by the project engineer.

- *Design Approval* - Upon completion of the environmental approval, preliminary field check and public hearing requirements, design approval is provided by INDOT. This milestone is evidenced by the design approval notification from INDOT to the LPA.

- *ROW Appraisals* - With design approval, the project can move into the right of way (ROW) phase. Initial activities include preparation of plats, descriptions and appraisals. This milestone will be considered complete when the LPA certifies to NIRPC that the appraisals are complete, or that the project does not require ROW.

- *Final Check Prints* - The final plan stage includes determination of quantities, specifications, pay item descriptions and final cross sections. These are submitted to INDOT for review as final check prints, and would be evidenced by a copy of the LPA submittal letter to INDOT.

- *ROW Certification* - Once ROW is purchased, the LPA provides INDOT with documentation of the acquisition process. INDOT reviews these documents and certifies that the ROW is clear for letting. The certification letter from INDOT to the LPA evidences this milestone.

***Highway Project Critical Milestones by Year in TIP***

Generally, as noted above, only those projects which have received Design Approval will be programmed in the first three years of the TIP. All other projects will be listed in the out-years. Projects to be let prior to the next TIP Update will be programmed in the first two years of the TIP.

LPA's with STP projects programmed are expected to inform NIRPC of significant events which may adversely affect progress toward implementation. ***Lack of Progress***

The status of all STP-funded projects in the cur-

rent TIP will be reviewed by NIRPC staff in conjunction with the Biennial TIP Update process. Where a lack of progress is indicated [i.e., the project has not achieved at least one additional milestone from the time it was (originally) selected for inclusion into the TIP or since the prior TIP Update], the LPA may be asked to submit a Project Status Report—which consists of a letter issued by the LPA’s Chief Executive or Elected Official explaining the delay.

All such letters of explanation will be reviewed by the Transportation Policy Committee (TPC) at the first meeting following the submission of applications for the new TIP. The TPC may find the explanations satisfactory or recommend action on same. Such action may consist of the simple deferral of a project to a later year of the TIP—but may include other actions, up to and including a recommendation that the Commission act to re-

move the project from the TIP. The Commission may take such action(s) as it finds appropriate.

It is expected that all applicants will prepare and submit accurate estimates of cost with their original project application documents.

During a TIP Update, any applicant may request additional funds for their projects; however, projects within 24 months of letting will receive funding priority for the new funds. Outside of a TIP Update process, applicants may also obtain supplemental funds for one project by “borrowing” funds from another project.

In 2006 INDOT adopted new design process thresholds. Applicants submitting a construction cost estimate that is higher than the amount listed in the TIP will need to secure the balance of funds before INDOT will submit the request for design approval. All applicants, including those with projected letting dates beyond the next TIP

Figure 2.11

Milestone	1st Year	2nd Year	3rd Year	4th Year	5th Year
Environmental Approval	•	•	•	•	
Preliminary Field Check	•	•	•	•	
Design Approval	•	•	•		
ROW Appraisal Complete	•	•	•		
Final Check Prints Submitted	•	•			
ROW Certified Clear	•				



Update, will need to secure all project funding. Applicants may “borrow” funds from another project to comply with this requirement.

Applicants who need additional funds and whom have only one funded project should contact NIRPC to determine if there is any unallocated obligation authority. The applicant may also make arrangements with another applicant to “borrow” funds from that applicant’s project.

Major requests for supplemental funding (i.e., those exceeding \$1.0 million or more in federal funds) must be requested via letter from the applicant’s Chief Executive or Elected Official. All such requests must explain why the additional funds are needed and indicate a source of the funds.

Applicants may “borrow” funds from one or more of their funded projects in years three through five in the TIP in order to fully fund one or more that is in the first two years of the TIP. The restoration of any funds so “borrowed” is at the discretion of the stakeholders during the TIP Update.

**General Restrictions on Use of Funds— STP Group 1**

- LPA’s shall not apply for nor will they be granted STP funding for preliminary engineering or right-of-way acquisition.
- No single project or phase of a project shall exceed 50% of the amount targeted for availability within the Roadway Preservation and Intersection Improvement project categories.
- All roadway capacity expansion projects must be listed in the Regional Transportation Plan.
- All projects involving the construction of bicycle travel facilities (i.e., dedicated lanes on streets or separated trails) must be listed in the LPA’s Bicycle/Pedestrian Plan.
- All STP-funded construction projects must generally include the provision of a sidewalk on at least one side of the roadways (unless the LPA submits “compelling” evidence that such are unnecessary).
- Whenever one LPA applies for funding to construct improvements to transportation facilities owned by another LPA, the owner of the facility must authorize (in writing) submission of the application.

**General Restrictions on Use of Funds – STP Group 2**

- LPA’s may request STP funding for preliminary engineering and/or right-of-way acquisition.
- LPA’s shall not apply for nor will they be granted STP funding for Bridge projects or Transportation Enhancement activities.
- All STP funded projects must be physically located within the UZA.
- All roadway capacity expansion projects must be listed in the Regional Transportation Plan.
- All STP-funded construction projects must generally include the provision of a sidewalk on at least one side of the roadway (unless the LPA submits “compelling” evidence that such is unnecessary).

**Congestion Mitigation/Air Quality**

**Non-Attainment Status**

Lake, Porter, and LaPorte Counties are currently designated as in “non-attainment” of the National Ambient Air Quality Standards (NAAQS). Additionally, the Lake-Porter County Area is also

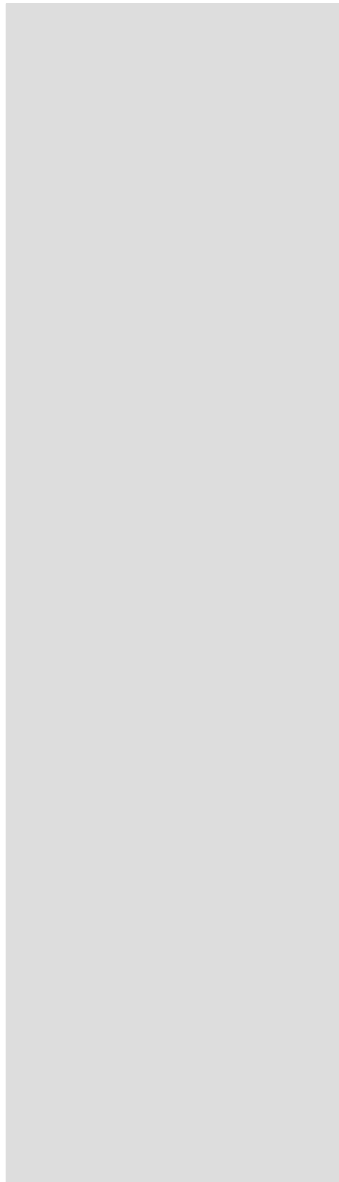
in non-attainment for particulate matter. There are two non-attainment areas (Lake-Porter, and LaPorte) and two allocations of CMAQ funds.

**Eligible CMAQ Project Sponsors**

Eligible sponsors of CMAQ-funded projects include units of general local government (i.e., counties, cities, towns, and townships). Transit projects may be sponsored by only one of the following entities: Northern Indiana Commuter Transportation District (NICTD), Gary Public Transportation Corporation (GPTC), City of Michigan City, and Northwestern Indiana Regional Planning Commission (NIRPC).

**Eligible CMAQ Project Applicants**

Eligible applicants include all of the above plus any other legal entity or organization (for-profit or not-for-profit) that enters into a written *cooperative agreement* with one of the Eligible Sponsors identified above. This includes governmental entities established by either a unit of local government or the State of Indiana (e.g., Soil and Water Conservation Districts, Conservancy Districts, Boards of Parks and Recreation, etc.). Project Applicants who rely upon a Project Sponsor for their eligibility to apply for CMAQ funds must provide the Sponsor with (at least) a 30-day notice of its (the Applicant’s) intent to abandon a CMAQ-funded project.



### *Project Selection System*

The pre-existing Lake-Porter Non-Attainment Area CMAQ project selection system was updated in 2006. The selection system will be updated in 2008 (pursuant to FHWA's interim guidance of October 31, 2006) prior to a new solicitation for projects. The CMAQ project selection system for the LaPorte County Non-Attainment Area was developed in early 2007 and used in its initial selection of projects.

### ***FTA Sections 5307 and 5340***

*Chicago UZA – Movement of Funds among Funding Targets (Cascading Funds)* If, during stakeholder review of project applications submitted, targeted funds remain in any of the six priorities after initial selection of projects, these unprogrammed funds will be transferred into a reallocation pool. Funds placed into the reallocation pool will be applied to the highest priority categories first, beginning with Priority #2 (Preservation and Maintenance) and (if funds remain) proceeding downward toward Priority #5. No additional funds will generally be made available through this process for Priority #1 (Operating Subsidy) projects unless determined as necessary by the Transit Stakeholder Committee.

### ***Chicago UZA – Special Procedures for NIRPC Subrecipients***

After the initial list of project applications is developed for a TIP Update, NIRPC Transportation Development staff will transmit a list of projects submitted by NIRPC sub-recipients to NIRPC's Executive Director and Subrecipient Oversight Program staff. Subrecipient Oversight Program staff will communicate directly with applicants if there are project management concerns regarding any project or projects.

NIRPC Subrecipients should communicate at the earliest possible time (prior to the application submission deadline) with NIRPC Subrecipient Oversight staff to discuss the scope of any non-traditional Section 5307-funded project. Pre-approval of projects by NIRPC Subrecipient Oversight Department staff is required for all projects submitted by NIRPC subrecipients.

### ***Chicago UZA – 1% Transit Enhancement and 1% Safety/Security Funds***

All reasonably expected Transit Enhancement and Safety/Security funds will be programmed during each TIP Update. This fact will be so noted within the text of the TIP Update document. The annual post-apportionment funding adjustment will accurately assign the required

2% of the apportionment to the grantees.

***Michigan City/LaPorte UZA – Funding Priorities***

Funds will be allocated for operating assistance in the same manner that they were allocated in prior years: Each operator will be allocated sufficient funds in order to receive a similar percentage reimbursement of their respective net operating expense.

The balance of the FTA Section 5307 funds will be allocated for FTA-eligible capital projects. Alternative funding sources will be sought to meet each system’s capital needs.

***FTA-Mandated Title VI Components***

If previous Title VI deficiencies have been found by an FTA grantee or FTA, corrective actions to remedy such deficiencies will be incorporated into the TIP upon receipt of a written request issued by the grantee or FTA.

**FTA Capital Investment Funds (Section 5309).**

***Rail Modernization***

The Northern Indiana Commuter Transportation District (NICTD) is responsible for the utilization of Rail Modernization funds allocated to the Chicago UZA. NICTD is responsible for developing

its own project selection criteria and utilizing same in selecting Rail Modernization projects. NICTD must request each project’s inclusion in the TIP and provide an assurance that the local matching funds needed will be available at or prior to the time they are needed to pay project-related expenses.

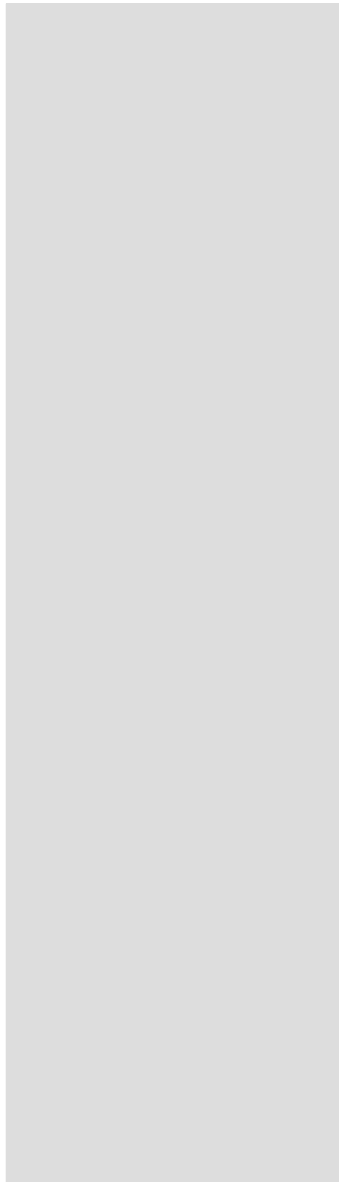
***New Starts and Bus***

These are treated as demonstration projects. The affected grantee must request the project’s inclusion in the TIP and provide an assurance that the local matching funds needed will be available at or prior to the time they are needed to pay project-related expenses. The project will continue to be listed in the TIP until such time that the project is either completed or abandoned by the grantee.

**Other Programmed Projects**

***INDOT-Selected Projects***

INDOT will select its own respective programs of projects using its own process or processes on an annual basis (or other time frame). INDOT will transmit (to NIRPC) a list of projects it has selected to be included in the TIP. All projects so listed will be included in the TIP, provided that all are then eligible for inclusion.



NIRPC will presume that any project which appeared on a prior list and is not on the then current list has been completed (and therefore no longer in need of TIP support). Specific exceptions to this general rule include Transportation Enhancement (TE) funded projects and local projects funded with State Congestion Mitigation/ Air Quality (CMAQ) funds. These projects will be included in the TIP until they are either implemented or abandoned by the project sponsor.

Projects selected by other INDOT Sections (e.g., Public Transit, Rail, Toll Road, etc.) will be included after NIRPC is notified of their selection by INDOT.

**Demonstration Projects**

Demonstration projects funded by the U.S. DOT may be programmed in the TIP after notification has been received of the project (from either the LPA, INDOT or by U.S. DOT. The affected LPA must request the project’s inclusion and provide an assurance that the local matching funds needed will be available at or prior to the time they are needed to pay project-related expenses. The project will continue to be listed in the TIP until such time that the project is either completed or abandoned by the LPA.

**3 AIR QUALITY CONFORMITY DETERMINATION**

*Air Quality Conformity*

The air quality conformity determination establishes the compatibility between the state implementation plan, the regional transportation plan and transportation improvement program. The transportation plan includes the region’s guide for transportation system development over a twenty-year period. The transportation improvement program (TIP) includes the region’s choices for Federal spending on expansion and preservation of the transportation system over a three to five year period. The State Implementation Plan (SIP) includes strategies for attainment and maintenance of the National Ambient Air Quality Standards (NAAQS). The conformity determination is based on a regional emissions analysis that demonstrates compatibility among these three planning documents. The regional emissions analysis uses the region’s transportation network model and the USEPA’s mobile-source emissions model to quantify the emissions from all vehicles on the future transportation system. For Lake and Porter Counties, annual emissions of fine particles and nitrogen oxides must not exceed their levels of 2002 and Summer day emissions of Volatile Organic Compounds and Nitrogen Oxides must not exceed budgets established in the State Implementation

Plan and the budgets in the proposed Maintenance State Implementation Plan. For La Porte County, Summer day emissions of Volatile Organic Compounds and Nitrogen Oxides must not exceed their levels of 2002 and the budgets in the proposed Maintenance State Implementation Plan. The system that was analyzed includes all regionally significant capacity expansion projects in the Lake, Porter and La Porte County area, and significant projects in northeastern Illinois, regardless of the funding sources.

If the State Implementation Plan included transportation control measures (TCM) as part of a strategy to contain mobile source emissions, those measures would be mandated to receive implementation priority. The conformity determination would provide a report on the status of the implementation of the TCM and a discussion of the steps being taken to keep them on schedule. The SIP does not include a TCM, so that part of the conformity determination does not apply.

The conformity determination has been conducted in consultation with the Federal and State agencies that participate in this process. The consultation is an on-going process that includes discussions about every aspect of the technical process. During 2006, consultation discussions included new methods for calculating emissions and setting proposed motor vehicle emission budgets for the proposed

air quality maintenance State Implementation Plans for the two 8-hour ozone non-attainment areas. The recent discussions in preparation for the 2007 amendment of the Connections 2030 Regional Transportation Plan were primarily centered on the thresholds of regional significance and procedures to insure that regionally-significant capacity expansion projects are disclosed to NIRPC for inclusion in the regional emissions analysis.

The regional emissions analysis included all capacity expansion projects in the Connections 2030 Regional Transportation Plan and all regionally significant capacity expansion projects that local agencies propose to implement with local resources. Significant projects in northeastern Illinois that have the potential to influence travel in northwestern Indiana have been included as well as significant auxiliary lane projects and traffic signal interconnection projects.

The assumptions about the design scope of the projects included in the analysis do not preclude the consideration of other alternatives in the National Environmental Policy Act (NEPA) process. When project implementers prepare environmental assessments, they must include an analysis of all reasonable alternatives. These analyses could lead to the selection of alternate projects. The future air quality conformity determinations

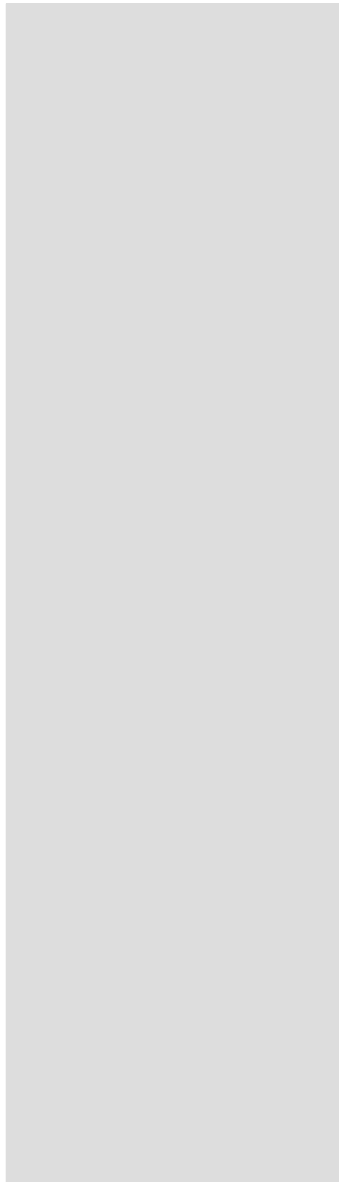
will be based on the current preferred alternative for each of these projects and will be subject to change according to the eventual project selections.

The Connections 2030 Regional Transportation Plan and Transportation Improvement Program must be fiscally constrained to include only those projects that the agencies can afford to implement. The conformity determination is based on the latest planning assumptions. New transit services in Valparaiso have been incorporated into the analysis as part of the update of planning assumptions. The conformity determination is based on the latest emission factor model, Mobile 6.2. The parameters and settings in the emission factor model have been prepared in cooperation with the Indiana Department of Environmental Management.

The projects in the plan meet the criteria of adherence with the applicable motor vehicle emission budgets in the SIP, and the criteria of interim reductions in cases where no motor vehicle emission budgets exist.

The Summer day emissions of the precursors of ozone (VOC and NOX) that result from the implementation of the projects in the Connections 2030 Regional Transportation Plan and Fiscal Year 2008 to 2011 Transportation Improvement Program, as defined by the action scenarios in Lake and Porter Counties for 2007, 2010, 2020 and 2030 are less than

the Motor Vehicle Emission Budgets established in the State Implementation Plan and the proposed Motor Vehicle Emission Budgets in the proposed Maintenance State Implementation Plan. The Summer day emissions of the precursors of ozone (VOC and NOX) that result from the implementation of the projects in the Connections 2030 Regional Transportation Plan and Fiscal Year 2008 to 2011 Transportation Improvement Program, as defined by the action scenarios in La Porte County for 2010, 2020 and 2030 are no greater than the 2002 emissions and the proposed Motor Vehicle Emission Budgets in the proposed Maintenance State Implementation Plan for La Porte County. The annual direct PM2.5 and nitrogen oxide emissions in the bi-state PM2.5 non-attainment area that result from the implementation of the projects in the Connections 2030 Regional Transportation Plan and Fiscal Year 2008 to 2011 Transportation Improvement Program as defined by the action scenarios for 2010, 2020 and 2030 are no greater than the 2002 emissions. Therefore, the Connections 2030 Regional Transportation Plan and Fiscal Year 2008 to 2011 Transportation Improvement Program have been found to conform to the requirements of section 176(c) of the Clean Air Act Amendment and the related requirements of the Final Transportation Conformity Rule (40 CFR Part 51 and 40 CFR Part 93) with respect to ozone and PM2.5.



<b>La Porte County</b>	2002	2010	2020	2030
VOC Draft Budget	n.a.	5.25	3.40	3.40
VOC Emissions	8.67	3.07	1.92	1.88
NO <sub>x</sub> Draft Budget	n.a.	18.85	6.50	6.50
NO <sub>x</sub> Emissions	41.63	8.17	3.31	2.45
<b>PM<sub>2.5</sub></b>				
tons per year				
<b>Northeastern Illinois</b>				
Direct PM <sub>2.5</sub> Emissions	3,070.78	1,634.99	1,042.49	1,029.25
NO <sub>x</sub> Precursor Emissions	167,630.81	78,495.92	26,035.81	18,853.12
<b>Northwestern Indiana</b>				
Direct PM <sub>2.5</sub> Emissions	562.64	159.16	114.31	116.47
NO <sub>x</sub> Precursor Emissions	30,397.97	8,459.90	3,002.86	2,065.35
<b>Nonattainment Area Total</b>				
Direct PM <sub>2.5</sub> Emissions	3,633.42	1,794.15	1,156.80	1,145.72
NO <sub>x</sub> Precursor Emissions	198,028.78	86,955.82	29,038.67	20,918.47
Sum of PM <sub>2.5</sub> Emissions	201,662.20	88,749.97	30,195.47	22,064.19

*Figure 2.12*



# **PART III**

## **TRANSPORTATION SYSTEM STRATE- GIES**

- 1. TRANSPORTATION MANAGEMENT & OPERATIONS**
- 2. CONGESTION MANAGEMENT PROCESS**
- 3. FREIGHT OPERATIONS**
- 4. INTELLEGINT TRANSPORTATION SYSTEM**
- 5. TRANSPORTATION SAFETY**
- 6. TRANSPORTATION SECURITY**

## 1 OPERATION MANGEMENT & OPERATIONS

### Overview

The transportation system is a significant asset that requires resources for management and operation. Without the continuous management and operation of the system, transportation facilities, equipment and services would tend to deteriorate and provide diminished utility. The management and operation costs are necessary to keep the system in optimal condition to provide the greatest possible utility at the least cost to the users. Part II of this plan includes the documentation of the financial capacity to implement its recommendations. In this section, several of the elements of system management and operation are discussed.

The capital improvements included in the Connections 2030 Regional Transportation Plan are limited to those improvements that would add capacity, such as new road segments, added lanes and some other traffic flow improvements. These projects utilize roughly thirty percent of anticipated federal resources. The Transportation Improvement Program includes these major capital improvements along with several projects to facilitate the management and operation of the

system. Seventy percent of federal resources are reserved for major system preservation projects. Management and operation activities have significant needs for the highway network, public transportation system, trails and related support systems. Significant amounts of state and local resources are devoted to these activities. These funds come from state gas taxes channeled through the Local Road and Street (LRS) fund and Motor Vehicle Highway Account (MVH) to local units of government and to the Indiana Department of Transportation's sub-districts. For transit systems, the fare box revenues are supplemented by the Public Mass Transportation Fund (PMTF) and in the case of the Gary Public Transportation Corporation, a dedicated local property tax. In La Porte County, federal funds are available for operating assistance.

Management and Operation include the following activities:

- Traffic incident management
- Travel information services
- Roadway weather information
- Freeway management
- Automatic vehicle location
- Traffic signal coordination

- Work zone management
- Electronic payment/toll collection
- Transit priority/integration
- Emergency response and homeland security
- Freight management
- Transportation demand management

**Transit fleet management and dispatching**

Traffic incident management is the full range of activities that state and local emergency response agencies provide when crashes occur on the transportation network. Emergency medical response provides life-sustaining treatment at crash sites and transport to medical facilities. State and Local police control traffic at crash sites and document the crashes. Road crews clean up debris and spilled chemicals, as appropriate.

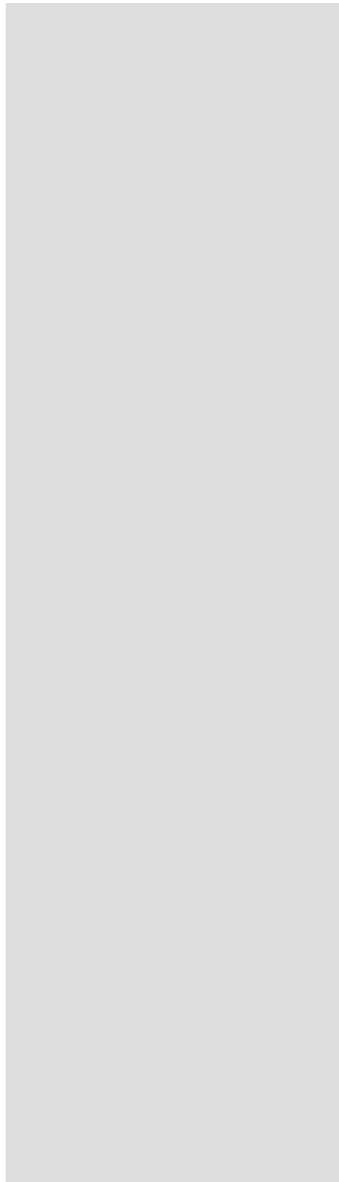
Travel information services include the provision of information to system users. The Borman Expressway Advance Traffic Management System includes a system of traffic surveillance using vehicle motion detection sensors and cameras to monitor traffic. The information is processed on a set of computers and portrayed on variable message signs and on the Borman Traffic Information website <http://pws.indot.org/pws/nw>.

Segments of I-80/94 and I-65 are depicted with a color-coded map, with frequently updated camera images showing traffic conditions to users. Travel information is also broadcast on local radio and television stations, and incident information is provided on INDOT’s Highway Advisory Radio 530 AM.

Roadway weather information is available for state jurisdiction highways on the Indiana State Police website <http://www.state.in.us/isp/roadinfo/weather.html>.

Freeway management is provided by the Indiana Department of Transportation for I-80/94, part of I-94 and part of I-65 through the Borman Advanced Traffic Management System. The system uses state-of-the-art technology to monitor traffic, detect incidents, provide timely response, and get information out to users through the travel information services. The Hoosier Helper program provides an additional layer of on the scene management. The Hoosier Helper vehicles are equipped for motorist service, as well as with video surveillance capabilities and wireless network access to the full set of freeway management capabilities.

The Indiana Toll Road Concessionaire is in the process of installing a freeway management system for the Indiana Toll Road (I-90 and I-80/90).



Automatic vehicle location is a tool for transit agencies to monitor the location of buses. The Northern Indiana Community Action bus system is in the process of installing an AVL system to aid in the management of their demand-responsive bus fleet. This system will help NICA to offer shorter wait times for rides.

Traffic signal coordination has been installed in various locations in Northwestern Indiana. The coordination can be done in two forms, including a localized closed-loop system and a centralized computer-controlled system. The City of Hammond and Town of Highland have installed a centralized computer controlled system. In addition, closed loop systems are being installed on segments of US-41 in Hammond.

Work zone management includes the strategies to maintain traffic flow or provide alternative routes when facilities are being reconstructed. This usually includes lane restrictions, and can include strategies to encourage the use of public transportation and provide information about alternatives available to system users. Often, this also includes the staging of tow trucks in the construction zone to assist vehicles that have breakdowns to quickly move them out of the travel lanes.

Electronic payment/toll collection is being in-

stalled by the Indiana Toll Road Concessionaire on the Indiana Toll Road (I-90 and I-80/90). The IZOOM system includes wireless communication between in-vehicle transponders and the toll collection facilities. When vehicles pass through the facilities, tolls are deducted from the users' accounts. Initially, this will be done in conventional toll booth lanes to allow the vehicles to avoid coming to a complete stop for toll payment. Eventually, the system will be enhanced with "open road tolling". Vehicles that are not equipped with transponders will be required to enter toll lanes and stop to pay the toll, at a higher dollar amount. Vehicles that are equipped will be able to bypass the toll booth facilities and cruise through at highway speeds and have a lower toll amount deducted from their user accounts. A recent issue regarding the amount of the tolls for local residents as opposed to out of state users has been resolved. All users of transponder-equipped vehicles will enjoy the lower toll amounts.

Transit priority/integration can be used on signalized arterials with fixed route bus services to promote time savings and schedule adherence for the buses and their riders. This strategy is being tested by the Gary Public Transportation Corporation on a segment of 35<sup>th</sup> Avenue near the campuses of Indiana University Northwest and IVY Tech.

Emergency response and homeland security measures are under development in Northwestern Indiana. A task force of emergency response agencies has formed to prepare for major emergency situations, such as a large chemical spill. These agencies perform annual drills to evaluate readiness for such events.

Freight management is the subject of a group of stake-holders, including local and national railroads. The CREATE plan in neighboring Northeastern Illinois is intended to smooth the flow of rail freight through the Chicago region, by building strategic grade separations between railroads and facilitating better movement of freight among the railroads. These railroads are also working on companion freight enhancement projects in Northwestern Indiana. Additionally, the potential for intermodal facilities is being explored as a strategy to enhance the efficient movement of freight from rail to highway and waterborne modes.

Transportation demand management is part of the set of strategies in the Congestion Management Process. TDM strategies include the encouragement of carpools and vanpools, with strategies to make those options more useful to the system users. Northwestern Indiana is covered by the “Share the Drive” carpool match system being offered by the Northeastern Illinois

PACE suburban bus system. The system includes a web-based carpool matching service. Some other national commercial web-based match systems are also available. The strategies being explored include the financial support for users, including a taxi ride for unusual circumstances when unforeseen travel is needed and they don’t have their personal vehicles. Other strategies include the encouragement for employers to provide bus ticket sales and information to employees and flexible work hour options.

Transit fleet management and dispatching is related to automated vehicle location system strategies. This involves the computerized management and dispatching of transit vehicles. The buses can contain data terminals in wireless contact with the administrative center. The system can provide two way data communication, containing vehicle operating parameters and information for bus drivers and passengers, such as arrival times of other buses on connecting routes.

#### Highway Management and Operation

Asset Management includes the activities of state and local governments to maintain the highway infrastructure. Even a well maintained highway facility has a limited useful life. Northwestern Indiana, like most of the United States is faced with the challenges posed by weather conditions.

The winter weather takes a heavy toll on the condition of pavement. Freeze-thaw cycles tend to cause significant pavement deterioration as water settles into cracks, freezes, expands and displaces pavement material. The result can be a large number of pavement failures that can damage vehicles and adversely affect the safe use of the system.

In order to preserve and extend the life of these facilities, a rigorous program of maintenance is required. Maintenance of highway facilities includes a process to monitor the condition of pavement, spot filling of pot holes and crack sealing. On a periodic basis, roadway facilities require resurfacing. Usually, this includes the grinding and scraping of a layer from road surfaces and the addition of a new layer of asphalt, and application of lane markings and other painted traffic controls at intersections. In some cases in rural areas, a chip and seal process is used, where a new layer of loose gravel is applied and allowed to settle into a hard surface. Each governmental jurisdiction that owns roadway facilities has a budget for these management and maintenance activities, supported by the LRS and MVH accounts.

Maintenance can only extend the useful life of facilities for a limited amount of time. Eventually, replacement is needed. The largest expense

for management of the system is the cost for reconstruction of road and street facilities. This includes the complete replacement of pavement, (usually coupled with minor geometric changes to bring the facility up to current design standards). Examples include reconstruction with minor widening to attain desired lane width, drainage improvements with curb and gutter construction as well as provision of sidewalks where appropriate. These are typically expensive projects that require specific planning and development by the agency in possession of the facility. Often federal funds or special appropriations at the local level are needed for these activities.

Bridges are an important part of the highway infrastructure. Failure of a bridge structure can be a serious concern for safety. The Indiana Department of Transportation and county highway departments are charged with the continuous management of bridges. Each bridge must be inspected every three years. The inspection includes an analysis of the support structure, spans and surface. Where necessary, bridges are painted, rehabilitated or replaced according to the conditions found in these inspections.

Intersections require a degree of attention, because they are often the location of traffic conflicts leading to congestion or crashes. Where

intersection geometries are determined to be inadequate, an intersection channelization project may be warranted. This is often accompanied by geometric improvements to increase turning radii, allowing for more efficient turning movements and turns by large vehicles, such as heavy trucks and buses. Intersection improvements often include provisions for pedestrian crossings in residential and commercial districts.

Traffic signals are common on urban streets and at major rural intersections. Traffic signals include electrical equipment that requires periodic replacement, including light bulbs, controllers, wiring and fixtures. In order to enhance the efficient movement of traffic, periodic attention to the timing of the traffic signal cycles and upgrades to the actuation schemes are necessary. These can include fixed time cycles, demand-actuated cycles and coordinated cycles that are controlled by a centralized computer system with system monitoring and surveillance systems. The systems for vehicle detection and surveillance require maintenance and periodic replacement.

Railroad crossings are usually assets owned by the railroads themselves. This is due to the fact that in most cases, the railroads existed and owned the right of way before the urban development and construction of the street network

occurred. The railroad crossings require periodic maintenance, including the reconstruction of sections of pavement near the rails and keeping the surfaces smooth. Where highway volumes are high or train speeds are high, crossing protection equipment require installation or upgrades. Crossings are protected at a minimum by warning signs and at a maximum by four-quadrant gates, with bells and flashers. This equipment is actuated by electrical equipment including sensors and switches. Where state or local governments own the crossing right of way, the maintenance and operation of these devices are the responsibility of these agencies. In cases where highway volumes are high, grade separation can be necessary. Once built, the bridges require management.

Where safety is identified as a serious problem, highway facilities can be determined to be deficient in other ways, such as with respect to the camber of pavement, the horizontal and vertical curve profiles and the need for guardrails and illumination. In congested areas, the number of traffic conflicts can be related to the number and location of access points. A program of access management can be necessary to improve traffic flow and improve the safe and efficient access to adjacent land.

Highway system operation includes the activities

provided by local and state agencies to keep the system functioning day to day. This includes providing funding for the electrical utilities providing service to traffic signals, controllers and street lights. This also includes the continuous cleaning of the pavement and right of way to remove debris from crashes, tire debris, tree debris from storm damage and road kill, as well as mowing or control of vegetation in the right of way to maintain sight lines and to reduce the chance for animal or child incursions into the travel lanes. This also includes the need to clear snow and ice from the roads. Each jurisdiction provides the financial resources necessary for snow plowing and spreading of salt or other chemicals to melt snow and ice as needed. These costs are variable, depending on weather conditions.

#### Conflict Caused by Projects

Transportation system maintenance and management activities can have a negative effect on traffic flow. Where the maintenance activities are minor, the local jurisdictions are encouraged to perform the work during the off peak hours with respect to traffic. Where the activities are more significant, a relatively long term lane or facility closure may be required. The road network is then affected and an analysis of the system is necessary to determine the amount of congestion

that could result, and the optimal sequence for projects to minimize the adverse impacts. Where necessary, projects are deferred or accelerated to fit into a schedule that seeks to minimize system disruption. For major projects, a “maintenance of traffic” component is necessary, which can include lane restrictions and strategies to encourage the re-routing of traffic.

#### Transit Management and Operation

Northwestern Indiana’s transit system includes the Northern Indiana Commuter Transportation District’s South Shore Line as well as a group of fixed route and demand-responsive bus systems. The South Shore railroad was originally built in 1908, and some elements of its infrastructure date to that year. The South Shore consists of a fully electric propulsion system, using electrically driven rail cars. The physical assets of the South Shore include track right of way, track bed, rails, highway crossing pavement, catenary, catenary support structures, electrical substations and distribution systems, rail switches, controllers, signal systems, highway crossing protection equipment, communication systems, rail cars, stations, platforms, parking lots, rail yards, maintenance facilities and administration offices with furniture and equipment. These items are all included in maintenance and repair schedules. During the 1980’s a program to replace passenger cars was



undertaken. All of the old rail cars were then replaced with efficient and durable new rail cars. Many of these cars have reached their mid-life rebuild milestone and are in the process of major rehabilitation. In an effort to enhance the utility of the system, the Northern Indiana Commuter Transportation District has built high-level platforms at three stations and is working to do the same at several others. This will reduce the time need to move passengers in and out of stations and improve the travel time for users.

The operation of the railroad includes the cost for employment of staff to drive trains, collect tickets, maintain facilities and equipment, and provide security for the assets and users. The operation also includes costs for the purchase of electricity and rights to operate on a section of the Metra Electric line in Northeastern Illinois and use of the commuter stations and yards in Chicago.

The bus systems operated by the Gary Public Transportation Corporation, Hammond Transit System, East Chicago Transit, Michigan City Municipal Coach, Northwest Indiana Community Action and La Porte TransPorte, use the local and state highways rather than dedicated busway facilities. The significant assets that these bus systems manage are the rolling stock, including the fleet of buses and support vehicles, and bus

stations in Gary and Hammond. The Gary Public Transportation Corporation also has a large bus maintenance facility, which serves as its base of operations. Bus stop shelters are located in various public right of ways at major intersections. The significant management cost for the bus systems is the maintenance and replacement of vehicles.

The operation of the bus system includes the cost for employment of staff to drive buses, maintain facilities and equipment. The operation also includes the cost of fuel for the transit vehicles.

#### Trail Management and Operation

Pedestrian and bicycle trails are relatively new assets for the Northwestern Indiana region. These are mainly located on former railroad right of way, but are also located on utility easements and river levees. Like highways, the maintenance and management of pavement is a primary concern for the local governments. Where trails and roads are grade-separated, the integrity of related bridges must be maintained. The

Operational expenses related to trails include the on-going need to control vegetation in the right of way, such as mowing and weed control.

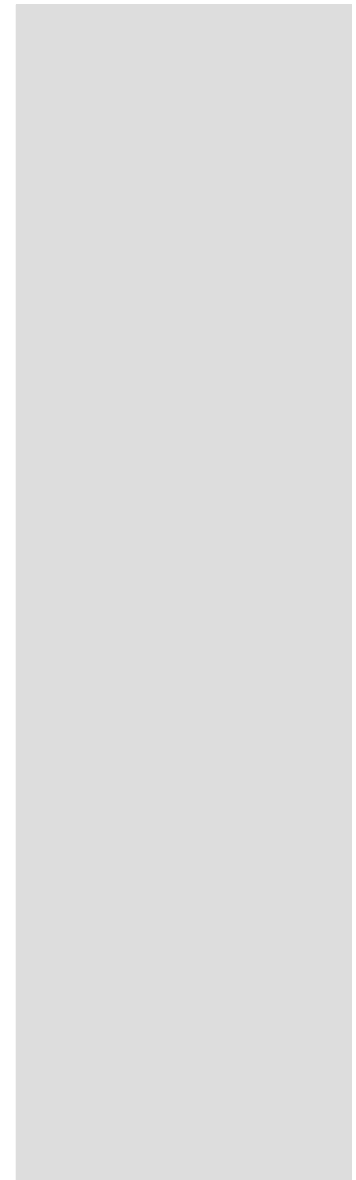
#### Support Systems

All of the transportation system elements are supported by emergency response services. These include state and local police, local fire departments, and emergency medical services. In the case of the South Shore railroad, this includes transit police. These agencies respond to crashes and other emergency situations of the transportation infrastructure, and enforce laws that are part of the effort to promote the safe and efficient operation of these systems. With the exception of the transit police, these agencies are funded separately from the transportation system management and operation.

**Commitment to Continue Management and Operations Planning**

The Northwestern Indiana Regional Planning Commission is committed to the comprehensive evaluation of these management and operations strategies. NIRPC will convene meetings of stake-holders, including INDOT, ITR Concessions LLC, local governments, NICTD and bus transit operators to discuss these strategies, gather information on the activities underway and their costs. By July 1, 2008, NIRPC will have established a working group of these stakeholders. The working group will select the operations and management strategies that make sense for Northwestern Indiana. My July 1, 2009,

the costs for the operation and management strategies will be quantified.



**2 CONGESTION MANAGEMENT PROCESS**



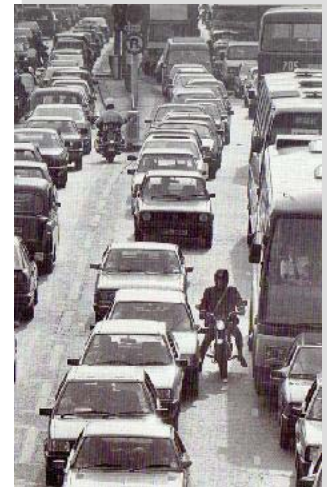
Congestion means the level at which transportation system performance is no longer acceptable due to traffic interference. The level of acceptable system performance may vary by type of transportation facility, geographic location (metropolitan area or sub area, rural area) and/or time of day. A Congestion Management Process (CMP) provides information on transportation system performance and alternative strategies to alleviate congestion and enhance the mobility of persons and goods. A CMP includes methods to monitor and evaluate performance, identify alternative actions, assess and implement cost-effective actions and evaluate the effectiveness of implemented actions.

*Regulatory Basis*

The Intermodal Surface Transportation Efficiency Act (ISTEA) in 1993 established the congestion management system as a process for selecting strategies to minimize traffic congestion and to improve the efficiency of the transportation system. In 2006, these rules were officially updated with the Congressional adoption of the Safe, Accountable, Flexible, Efficient Transportation Equity Act - A Legacy for Users, or SAFETEA-LU. On February 14, 2007, the Final Rule was published in the Federal Register, with the regulatory basis for congestion management processes noted in 23 CFR 500.109.

*Congestion Management Process Committee*

The NIRPC Congestion Management Process Committee is a group of local elected officials, transit service providers, municipal and county highway engineers, representatives of federal and state transportation and environmental agencies and environmental advocacy organizations. The committee set the course for scheduling a detailed series of analysis from July of 2007 to March of 2008 through the establishment of performance measures, and several levels of alternatives which aim to provide various levels of congestion relief in the NIRPC region.



### *Performance Measures*

Performance measurement is the use of statistical evidence to determine progress toward specific defined organizational objectives. This includes both evidence of actual fact, such as measurement of pavement surface smoothness, and measurement of customer perception such as would be accomplished through a customer satisfaction survey.

A series of potential performance measures were reviewed by the Committee. Based on NIRPC's ability to successfully accommodate each measure, many were discarded based on either significant updating of the EMME/2 travel demand forecast model, or staffing limitations for those measures that require extensive field work. In the end, the Committee chose two simple measures of performance for the highway system:

- 1) *Ratio of roadway segment volume to capacity* - this measure was chosen due to the availability of data, the ease of computation and consistency with the statewide congestion management system. For transit, the load factor was selected.
- 2) *Travel time per link* - measures the average time to travel from an origin to a destination on a trip that might include multiple modes of travel. This includes travel times on all roadway and mode types under both recurring and non-recurring traffic conditions. The unit of measurement is minutes per trip.

### *Thresholds*

The Congestion Management System Committee has defined the highway congestion thresholds based on geographic location (rural, urban/suburban and the vicinity of major traffic generators). In the rural areas, the system is considered congested when the roadway segment traffic volumes reach 70% of capacity. In the urban and suburban areas, the system is considered congested when the roadway segment traffic volumes reach 80% of capacity. In the vicinity of major traffic generators, the system is considered congested when the roadway segment traffic volumes reach 90% of capacity.

The transit congestion thresholds will be identified by the Congestion Management System Committee based on geographic location (suburban, urban and the vicinity of major traffic generators) as well as the type of transit service. Load factor congestion thresholds have been established for Express, Local Radial, Local Connective, and Circulator type services, with thresholds ranging from 0.30 to 1.00.

### *Proposed Data Collection and Integration*

The data collection for the NIRPC Congestion Management Process will include five phases. For the first phase the CMP will use existing observed traffic information to reflect 2010 congestion. Each subsequent phase will occur in 5-year

increments, with projected traffic information to reflect the congestion anticipated to occur in the subsequent years of 2015, 2020, 2025, and 2030.

Existing traffic information will be provided from the NIRPC and INDOT traffic counting programs. The INDOT traffic count data is seasonally adjusted with one database file for each of the three counties. The NIRPC traffic count data will be factored using the INDOT seasonal adjustment factors to convert raw counts to annual average daily traffic (AADT). Annual adjustment factors were used to adjust the data to a common year. At that point, the databases included annually and seasonally adjusted daily traffic data.

The traffic counts were applied to the database of road segments. The road segment file began as an export of the transportation demand model network. The file, containing 6,400 road segment records, was converted to Paradox database format. Fields were added to include road name, termini descriptions, county, area, functional class, direction, CMS area designation, congestion threshold, lane capacity, and associated traffic count station number. The station number provided the link between the road segment file and the traffic count file. Three types of links were performed. For road segments where actual traffic counts were available, the linkage was direct. For segments on the same road in the vicinity of a traffic count station, the count station identifier was used and the linkage was less di-

rect. For road segments that had no nearby traffic counting stations, an indirect linkage used the identifier for a record in the traffic count database representing the average traffic volume for the same functional class as the road.

Most of the records in these databases included two way traffic count data. Some locations were sampled separately by direction and included in the databases as directional counts. Where non-directional count data as used, morning and evening directional factors were applied. Hourly adjustment factors were used to convert average daily traffic into morning and evening peak hour traffic. The volume to capacity ratios were computed and compared to the thresholds. Three groups of links were formed, based on the severity of congestion and a corresponding severity code was given. The resulting networks were then converted back into EMME/2 format for display purposes.

Future year traffic congestion was identified directly from the EMME/2 model assignments for 2020. The assigned traffic volumes and link capacities were compared using the model network calculator. The same codes were used to group the congested links by severity. Intermediate years were not analyzed because it was assumed that congestion in those years would be a subset of the congestion in 2020 and separate evaluations would represent a time-consuming duplicative effort.

The Northern Indiana Commuter Transportation District (NICTD) and Michigan City Municipal Coach will provide transit system load factors. The data provided will determine a load factor between Chicago and Gary. No other transit system congestion will be identified.

### *Alternatives*

The federal planning regulations call for consideration of various alternative strategies to reduce traffic congestion. The alternatives to be considered include travel demand management (TDM), including growth management, transportation system management (TSM) (including intelligent transportation systems) and public transportation system improvements. Where the alternatives are not able to reduce or eliminate congestion, added highway capacity might be considered. The next alternatives for study will include Public Transportation and Growth Management strategies.

### *Travel Demand Management*

Travel demand management (TDM) is a type of strategy that aims to reduce the number of vehicles on the region's roads during peak travel periods. The strategies can range from providing information and matching service for travelers who are interested in ridesharing to the establishment of regulations to require actions by employ-

ers to limit the vehicle usage for employees traveling to and from work. The Employee Commute Options (ECO) program is an example of such a travel demand management program. These tactics reduce vehicle trips most effectively when they are part of a comprehensive set of related strategies. Where parking for single occupant vehicles is made less convenient or costs are imposed, and where convenient transit service is provided, the efforts to influence workers to use alternatives to single occupant vehicles for work trips are enhanced. Conversely, the availability of convenient free parking at the workplace and inconvenient or nonexistent transit service are factors that impede potential TDM strategies. Since the TDM programs should be evaluated in combined strategies, it is necessary to use a model that can consider the interaction of complementary strategies.

The analysis of travel demand management alternatives used a combination of the regional EMME/2 travel demand forecast model and the COMSIS Travel Demand Management Evaluation Model. The COMSIS TDM Evaluation model provided an opportunity to evaluate comprehensive packages of measures, including employer strategies and area wide strategies. The TDM model uses trip tables from the EMME/2 model as a base and applies modifications based on the TDM programs being tested. The TDM model

provides summary reports as well as modified trip tables that are reinserted into the network model.

The TDM Evaluation Model is a tool for the evaluation of strategies separately or grouped into packages. The TDM Evaluation Model is like an enhanced mode choice model and complements the standard 4-step transportation network modeling process. Area-Wide strategies are primarily suitable for evaluation with the combination of the TDM Evaluation Model and the traditional 4-Step Transportation Network Model. Employer-Based strategies can be evaluated separately using the TDM Evaluation Model to determine the effectiveness of strategies at a single work site or a cluster of work sites. The TDM Evaluation Model can be applied to specific travel markets, including trips whose destination is in a particular area, leaving the remainder of the study area unaffected.

For this updated analysis, three overall TDM scenarios will be tested, each with four variations representing the voluntary through mandatory nature of the potential implementation regulation. The three TDM scenarios will be identified as Minimum, Moderate, and Maximum programs. The following describes each scenario, with various TDM's employed as determined by the Committee members. Each TDM is divided into either Employer-Based Strategies (EMP), or

Area Wide, or Government Applied Strategies (GOV). It is assumed that all strategies at a higher scenario level already incorporate those strategies from previous scenarios.

*Minimum Program Scenario:*

1. Regional rideshare matching service and a regional transit information center (GOV).
2. In-house carpool and vanpool matching services (EMP).
3. On-site bus pass sales (EMP).  
Guaranteed ride home for workers having unexpected travel needs (EMP).

*Moderate Program Scenario:*

1. Preferential parking for high-occupancy vehicles (EMP).
2. Reduction in transit fares by 50 cents (GOV).  
High occupancy vehicles would have access to dedicated expressway lanes to reduce travel times (GOV).

*Maximum Program Scenario:*

1. Flexible work hours, supported by a quarter/half/full time coordinator (10 percent of the employees would be eligible for flexible work hours

and ten percent would be eligible for staggered work hours) (EMP).

Monetary vanpool development including financial assistance and flexible work hours (EMP).

In an Area-Wide (GOV) analysis, strategies are expressed as changes in four values:

- Savings in Transit Costs representing subsidies to particular users or reductions in fare across the board. Cost savings are dollars and cents savings to the individual user on a one-way trip.
- Savings in Transit Time including Access Time (walking or driving to reach transit service and to reach the destination after using transit), Waiting Time (vehicle headways or scheduled arrival times), Transfer Time (waiting for a connection) and In-Vehicle Time (determined by the directness of the route, number of stops, and whether the vehicle is running in mixed traffic or on an exclusive right of way).
- Time Savings in High Occupancy Vehicle Lanes including the in-vehicle travel time savings for carpool users, specified by the number of occupants that constitute a carpool.
- Parking Costs and Subsidies including the increase or decrease in costs to vehicles at four occupancy levels. This could represent a

tax on parking that would be passed on to users.

The four strategies described above would be applied to each traveler in the analysis the same, without regard to the length of trip. The TDM Evaluation Model can also test these strategies with respect to the differences in the distances traveled among trips. This could represent strategies such as congestion pricing, where the imposed price is linked to the trip length, gasoline taxes, and transit or HOV time savings that would increase for longer trips.

In addition to these motorized strategies, the Committee left open future analysis involving non-motorized TDM methods. These include:

- Developing off-road trails where opportunities exist (GOV).
- Install bike lanes and sign routes where feasible (GOV).
- Installation of adequate bicycle parking at businesses, schools and places of commerce (EMP/GOV).
- Install showers and lockers at places of employment (EMP).
- Establish “bike pooling” system as you would carpooling (EMP).



- Cash payments equivalent to the value of free car parking and/or reimbursement for bicycle repairs or bicycle/bicycle accessory purchase (EMP).
- Work with school corporations on establishing “Safe Routes to School” programs in their districts (GOV).

*Establishment of land use ordinances which mandate trails and sidewalks in new residential, commercial and light industrial developments (GOV).*

Transportation System Management and Intelligent Transportation Systems

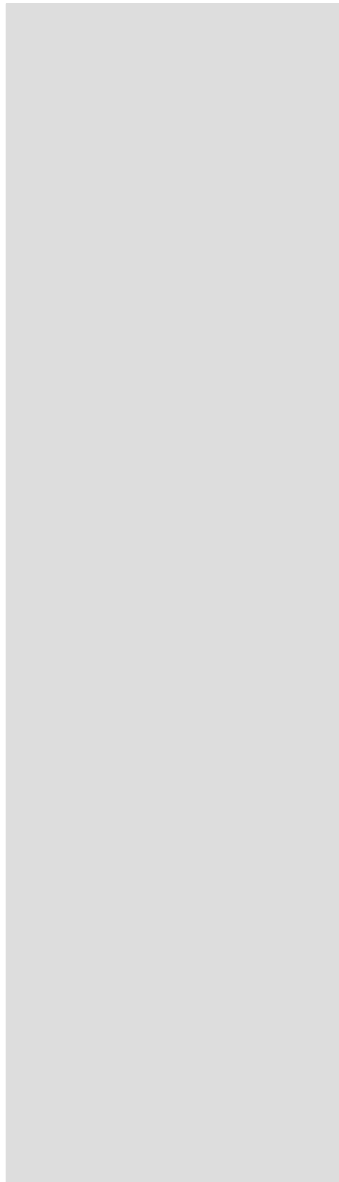
Transportation system management (TSM) is a type of strategy to improve the efficiency of the existing transportation system. TSM strategies use operational improvements to enhance traffic flow without adding to the capacity of the system. Intelligent Transportation Systems (ITS) encompass a broad range of wireless and wire-line communications-based information, control and electronics technologies. When integrated into the transportation system infrastructure, and in vehicles themselves, these technologies help monitor and manage traffic flow, reduce congestion, provide alternate routes to travelers, enhance productivity, and save lives, time and money.

Strategies to be analyzed in NIRPC’s CMP include TSM’s and selected ITS strategies which include:

- 1) Traffic signal timing and coordination (TSM/ITS).
- 2) Intersection channelization and construction of auxiliary lanes (TSM).
- 3) Access controls (TSM). These standards would help to maintain traffic flow by reducing friction between through traffic and turning movements for access to adjacent land. This would be accomplished by providing adequate spacing between access points and restricting median openings.
- 4) Deployment of intelligent transportation system (ITS) technology (ITS). Surveillance information and emergency response.

*An Example: Gary-Chicago-Milwaukee Corridor*

Started in 1994, the Gary-Chicago-Milwaukee (GCM) Corridor encompasses the greater metropolitan areas of the cities of Gary, Chicago and Milwaukee and includes contiguous portions of Northwest Indiana, Northeast Illinois and Southeast Wisconsin. The 130-mile long corridor encompasses 16 counties in the three-state region with a combined population of over 10 million.



This extensive corridor has been defined to allow for a wide range of solutions for improving mobility through the greater GCM region.

The GCM Corridor project is overseen by a Corridor Coalition managed by constituting representatives of participating federal and state transportation agencies. Various private consulting firms have been contracted to coordinate project tasks. The intent of the project is to improve mobility within the corridor by better managing the existing transportation system using Intelligent Transportation Systems (ITS) rather than expanding highway facilities. ITS infrastructure is comprised of nine integrated components including freeway management, incident management, emergency management services and multimodal traveler information. Bringing together this broad range of diverse technologies has helped reduce incidents, allows better response to emergencies, reduces congestion and increases efficiency.

In Northwest Indiana, INDOT has the lead role for implementing recommendations of the GCM Corridor project. The creation of the “*Hoosier Helpers*” roadside assistance program in July 1996 is a component of this effort. The Hoosier Helpers continually patrol Interstate 80/94 (Borman Expressway) from the State Line to S.R. 249, and the northern most ten miles of Interstate 65 to provide emergency assistance to immobile or

damaged vehicles. This rapid assistance helps reduce congestion and has cut secondary accidents by more than 1/3 since its inception. The Hoosier Helpers communicate roadway incident and traffic condition information to the INDOT Borman Traffic Management Center in Gary. This information is then able to be reported on the GCM Corridor internet site ([www.gcmtravel.com](http://www.gcmtravel.com)) and can be relayed to electronic media for regular traffic reporting, as well as police and news media outlets.

Future GCM endeavors include linking to the national 511 caller network, which provides traffic information for travelers. The entities involved with the GCM project has identified the 511 program as a top priority, and has moved forward on its eventual implementation regionally. Another project includes enhancing the flow of commercial goods through the three states with the creation of a virtual weight station that would screen and identify only those vehicles that may be overweight. This process in turn would help extend the life of road pavement by only focusing on those problem vehicles. Finally, all three states in the GCM Corridor are working together on a “*Smart Corridors*” program that will aim to coordinate traffic signalization throughout the region.

*Public Transportation System Improvements*

### *and Growth Management*

Where public transportation projects or growth management are found to have an impact on relieving congestion, highway capacity expansion may not be warranted. The Northwestern Indiana Regional Planning Commission has demonstrated their commitment to improving the transit network through the release of the *Regional Transit Needs Analysis* in 2000, which looked primarily at bus service and demand response coverage. In 2001, the Northern Indiana Commuter Transportation District (NICTD) analyzed a significant expansion of their South Shore Line service with the release of the *West Lake County Major Investment Study*. This report researched potential expansion lines to Lowell and Valparaiso.

Growth management encompasses the community development approaches and strategies that address the economic, social and environmental considerations and challenges that arise out of growth. The concept of smart growth takes on different meanings in different communities, but generally, it is a growth management tool used to assist communities in planning for and accommodating growth. The key to successful growth management is recognizing that there is no one approach. No two communities are identical; therefore growth management strategies and initiatives should be developed and decided by

each individual community. It is the local government officials, economic planners, and members of the business community who best understand the underpinnings of their local economies, their community needs and the cultural environment.

Growth management strategies embody the following principles:

- Local control over land use planning
- Integration of land uses
- Infill development and reuse of brownfields
- Long-term planning that takes into account future growth needs of a community
- Public/private partnerships

Diversity of shopping opportunities which will reduce required travel distances for a community  
 Open public hearings during local decision-making process.

**Implementation Strategies:** The *Vision 2020 & Connections 2030* plans have established target amounts of Surface Transportation Program (STP) Group funds to be programmed for capacity expansion (30%), bridge preservation (7%), roadway preservation (35%), signalization (5%), intersection improvements and auxiliary lanes (20%) and other (3%) projects. Review and ranking of STP and CMAQ projects should strongly consider the installation of adequate non-

motorized facilities in all new applications.

**Schedule of CMP Completion**

NIRPC is committed to regularly analyzing strategies to improve congestion. The CMP Committee decided upon a five-level series of review stages that take into account all strategies identified in this section. The following details the Year One schedule of completion for NIRPC’s initial CMP analysis. The Committee has designated NIRPC staff to execute a CMP in each subsequent year starting in July. Each subsequent CMP analysis will be buttressed by increased performance measures as dictated by the technical ability, and manpower, of NIRPC at the time of initiation. For Year One, the two performance measures will be *Ratio of roadway segment volume to capacity* and *Travel time per link*.

Year One CMP Schedule (subject to change):

- |   |   |
|---|---|
| <b>LEVEL 1 - July 1 to September 1, 2007:</b> | Establishment of base year (2010) for congestion, and for future congestion outlooks in years 2015, 2020, 2025 and 2030.                                      |
| <b>LEVEL 2 - Sept 1 to October 1:</b>         | Model congestion using TSM and ITS strategies.  |
| <b>LEVEL 3 - Oct. 1 to December 15:</b>       | Model congestion using TDM strategies as outlined in the three scenarios.   |
| <b>LEVEL 4 - Dec. 15 to Feb 1:</b>            | Model congestion using Transit Improvement strategies. Committee recommends establishment of sub-committee of transit operators to define new service routes. |
| <b>LEVEL 5 - Feb. 1 to March 1:</b>           | Model congestion using Growth Management strategies.  |

**3** FRIGHT OPERATIONS



The Northwest Indiana Intermodal Task Force

The Northwest Indiana Intermodal Task Force (ITF), a public/private partnership, was formed in late 2006 to provide a venue to discuss and address public and private infrastructure and economic development issues relating to the movement of freight within, from and into the region. The ITF is jointly sponsored by the Northwestern Indiana Regional Planning Commission (NIRPC) and the regional partnership of private industry and businesses – the Northwest Indiana Forum. The ITF meets monthly and its members include Board members from both NIRPC and the Forum and representatives of the railroads, the trucking industry, the Gary-Chicago International Airport,

the Port of Indiana at Portage/Ogden Dunes, state and regional economic development and transportation planning organizations, and the regional workforce development agency. A mission statement was adopted at the first meeting in December, 2006:

*The mission is to engage leaders in the northwest Indiana and northeast Illinois region in a public-private partnership to support the economic competitiveness of the region and the global economy and to advance the region's freight movement by promoting safe and efficient freight transport as an integrated element of the region's long-range transportation planning and programming processes.*

*Measures of ITF Effectiveness*

The Intermodal Task Force intends to regularly assess its effectiveness in fulfilling its mission. The measures of effectiveness chosen by the ITF are to

- Understand key strengths and vulnerabilities in freight movement and identify the priorities to address as we move forward.
- Foster a better relationship with INDOT, especially in terms of receiving relevant data and information for freight planning.
- Identify potential intermodal sites in northwest Indiana, and

- Identify, with the help of industry and community experts, key regional projects that would foster economic development.

*Short-term Freight Study*

Chapter 1 identifies the existing public and private infrastructure which is used to carry most of the freight in, from and through the region. The next step is to identify the locations of impediments to the efficient movement of freight, i.e. the bottlenecks, choke-points, modal conflicts and other hazards that lead to chronic or incidental congestion and crashes. Safety data has recently become available through INDOT and which is currently being analyzed to identify locations of the most hazardous locations of vehicle crashes involving trucks and trains (see section 3 of this chapter).

NIRPC and the ITF recognize the need to conduct a formal freight study to collect valid data, such as weight, units and value of freight carried by each mode (railroad, trucks, air and maritime), to identify the locations of congestion and delays, and to plan for future increases in freight movement. The locations of the most frequent congestion and crashes would be further analyzed to identify the infrastructure or operational improvements necessary to alleviate the impediments to efficient and safe movement of freight.

ments to efficient and safe movement of freight.

NIRPC currently does not have the staff or monetary resources to conduct a formal freight study but hopes such resources would be available during the next fiscal year. During the current year, the ITF agreed that NIRPC staff would concentrate on conducting an informal survey of ITF members and other selected freight shippers to identify some bottlenecks and choke points that they experience during their operations and their suggestions for improving the infrastructure and operations of the transportation network.. The ITF would then determine which improvements could be implemented within in the short-term, say the next 5-10 years, especially those that would foster economic development in the region. Funding for these improvements would be identified and pursued.

*Intermodal Readiness and Economic Development*

Several sites in northwest Indiana have been identified as potential intermodal facilities: La Porte County, Gibson Yards in Hammond, I-65 and 15<sup>th</sup> Avenue in Gary. Negotiations are being conducted privately and it is apparent that within the next year or two enormous changes could occur that would affect the infrastructure and operations of freight movement in the re-

gion. The ITF realizes the region needs to anticipate and prepare for such infrastructure and operational changes and be ready to reassess and take advantage of the economic development opportunities that would arise.

Local land-use and master plans are being catalogued and reviewed in preparation for changes to the freight network. In planning for intermodal facilities, local plans that are current (less than 10 years old) will be added to the NIRPC GIS map and they will be analyzed to determine the municipality’s readiness to respond to changes in intermodal freight movements and willingness to take advantage of intermodal and logistics related economic development opportunities. Communities whose master and land use plans are either non-existent or older than 10 years have been notified that NIRPC and the ITF encourages local communities to update their plans and to consider future changes to freight movement.

The Northwest Indiana Forum is working to understand the intermodal and logistics industry better and to understand how the northwest Indiana region can respond to their needs and attract them to locate and develop their facilities in the region. A focus group of about 10 logistic firms already located in the region has been scheduled to begin the process of better under-

Mode	Volume Measure	Velocity Measure	Possible Source
Highway (per corridor and aggregate)	AADT	Average MPH	INDOT
Railroad (per corridor and/or aggregate)	Number of Cars	Average MPH	Railroads
Intermodal Facility or Terminal	Lift count by terminal	Average Number of Lifts per day	Not yet applicable
Air - Gary-Chicago International Airport (GYG)	Number of tons of freight through GYG	On time performance	GYG, FAA
Port of IN - Portage	Tons	Time waiting in port to be unloaded	Port of Indiana, Army Corps of Engineers
Air Quality Indicator	Ozone, NOx, CO2		Transportation Model

standing their needs and the region’s preparedness to welcome them. Based on the information gathered from the focus group, survey questions will be developed and a more complete survey of other logistics and intermodal firms will be conducted.

**Table 3.1**

*Coordination with CMAP, SSMMA and INDOT*

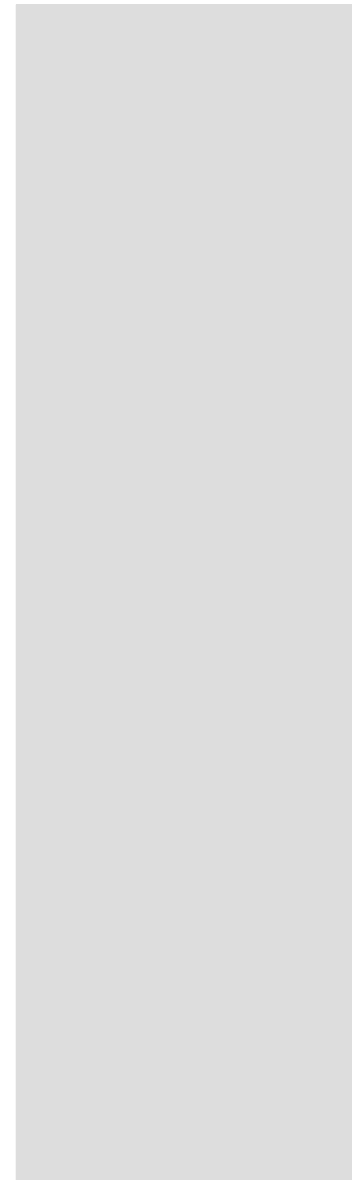
NIRPC and the Chicago Metropolitan Planning Agency (CMAP) are sharing and coordinating their intermodal task force activities. CMAP was recently formed through the consolidation of the two agencies - the Northeastern Illinois Planning Commission (NIPC) and the Chicago Area Transportation Study (CATS). The Intermodal Advisory Task Force was a standing committee under CATS for about a decade and it has been expanded under CMAP. Since freight movement is a supra-regional issue, NIRPC and CMAP staffs attend each other's meetings and share information. NIRPC staff also works with the South Suburban Mayors and Managers Association (SSMMA) staff by sharing information and attending each other's meetings on freight. SSMMA recently contracted with a consultant to conduct a freight study which will yield valuable information for northwest Indiana.

INDOT may also conduct a Freight Study within the next year and its information will provide further context for a NIRPC Freight Study.

*Freight Operations Performance Measures*

Since the Northwest Indiana Intermodal Task Force is relatively new, it has not developed original performance measures for freight move-

ment. However, CMAP has a proposed list of performance measures these could be proposed to the ITF and then modified to reflect the region's conditions. A NIRPC Freight Study can further modify these performance measures, since it would become more clear which are available from public sources and which would be only available through expensive or otherwise unattainable sources. These performance measures would be used before and after operational improvements to analyze the effectiveness of the improvements. The proposed performance measures that will be introduced to the ITF for a first review are summarized as follows:





**4 INTELLIGENT TRANSPORTATION SYSTEM (ITS)**

*The Process*

The Northwestern Indiana Regional Planning Commission (NIRPC), in cooperation with the Indiana Department of Transportation (INDOT) initiated the development of the Northwestern Indiana Regional Intelligent Transportation System (ITS) Architecture in 2000. A regional ITS Task Force of stakeholders from the region was formed in 2000 to develop the regional ITS Architecture. The Task Force met a number of times over two years to select the ITS elements to be deployed in the region and to develop information flow tables to illustrate the exchange of data and functionality over a 20-year horizon. NIRPC developed the Regional ITS Architecture database, utilizing the Turbo Architecture Version 2.0 software, from the functional flow tables created by the regional stakeholders. The regional ITS data from the Turbo Architecture was submitted to the Indiana Division of the Federal Highway Administration (FHWA).

*The Regional Intelligent Transportation Systems (ITS) Architecture*

The Northwest Indiana ITS Architecture text document and appendix of information flow ta-

bles was adopted by NIRPC on July 21, 2005 in Resolution 05-21. It was submitted to the FHWA Indiana Division and it was subsequently approved.



**5** TRANSPORTATION SAFETY

Consideration of Safety in the Connections 2030 Plan



**SAFETEA-LU Requirements for Safety**

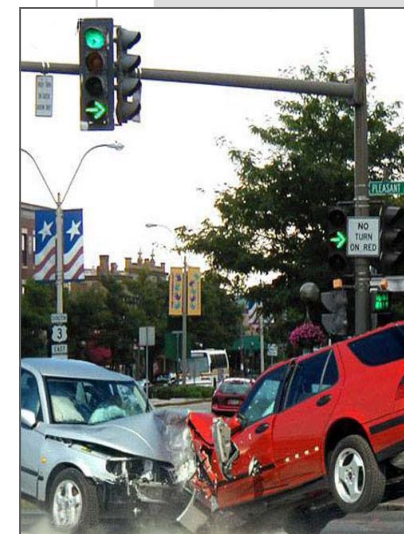
The Safe, Accountable, Flexible, Efficient Transportation Act: a Legacy for Users (SAFETEA-LU), which was passed by Congress and signed by the President in August of 2005, established new requirements for the preparation of Long Range Transportation Plans. One of these new requirements is that Northwestern Indiana Regional Planning Commission (NIRPC), as the Metropolitan Planning Organization for the region, clearly addresses safety in updating its Metropolitan Transportation Plan, *Connections 2030* (which was

adopted in 2006).

*Safety* - SAFETEA-LU establishes a new core Highway Safety Improvement Program that is structured and funded to make significant progress in reducing highway fatalities. It creates a positive plan for increased safety on our highways by almost doubling the funds for infrastructure safety and requiring strategic highway safety planning, focusing on results. Other programs target specific areas of concern, such as work zones, older drivers, and pedestrians, including children walking to school, further reflect SAFETEA-LU's focus on safety.

**Overview**

The Indiana State Department of Transportation (INDOT) with coordination and support from the Federal Highway Administration (FHWA) has outlined a statewide goal to reduce traffic related fatalities from .98 per 100 Million Vehicle Traveled (HMVMT) in 2008 and .92 HMVMT in 2010. In response to this goal and the requirements in SAFETEA-LU, INDOT has created the Indiana Strategic Highway Safety Plan (SHSP). This plan identifies a number of local, regional, and statewide initiatives and strategies targeted towards the overall traffic safety. The plan outlines a



broad approach which recognizes the need for local collaboration, coordination and better communication between state, regional, and local agencies.

In response to the Indiana SHSP, NIRPC took the initiative to localize plan for Northwest Indiana using the four building blocks (Four E's); Engineering, Education, Enforcement, and Emergency services. These building blocks, in conjunction with INDOT's proposed emphasis areas, will be used to create a safety framework that is completely compatible with the State's SHSP and can be used as a catalyst for local customization and implementation. In this direction, NIRPC conducted a safety assessment for all type of crashes in the region that take place on the state system. In this assessment process, NIRPC staff investigated all type of crashes on all public roads within the three Counties Lake, Porter and La-Porte. This uniform assessment provide the region with a more reliable, more comprehensive understanding of crashes that took place regardless of roadway classification that would effectively lead to more mitigation efforts.

#### *NIRPC's Safety Framework*

NIRPC's Safety Framework includes data gathering and analysis, development of goals and objectives, and a safety initiative leading to an over-

all safety planning process.

#### *The Development Process*

The development process of the safety framework began with gathering data and creating and analyzing information. The purpose of this process is to serve as a guide for long-range improvement and to help community leaders better understand safety issues and trends occurring within the region. This information can help them develop recommendations for any issues raised by the data.

To evaluate safety within the region, two major assessments were performed. First, the number and type of crashes in the region were identified. Second, GIS-based maps were created to visually identify crash locations.

#### *Data Sources*

The primary source for transportation safety data is the crash report. These reports are filled out at the crash scene by a law enforcement officer and are valuable in summarizing the details of a crash. The crash data was all derived from Indiana State Police the Vehicle Crash Records System (VCRS), which provide source data for all roads crashes. In Indiana, MPOs are allowed access to that relatively new state database. Trans-

portation planners and engineers around the region will find these data useful for analysis, resulting in timely and informed decisions about safety improvement projects. These data play a key role in maintaining and enhancing Northwest Indiana transportation system in the most efficient way possible.

The crash report includes primary factors or driver behaviors that caused the crash, location of the incident and if it is located within school or construction zone, weather condition, driver characteristics, vehicle types, and other information needed to analyze transportation safety. The data were derived on a regional and local level to identify high crash locations, which types of transportation modes are involved, areas where public education and outreach may be necessary and identifying specific demographics level to collisions.

**Geographic Information Systems (GIS)**

The Geographic Information system (GIS) was utilized as one of the analysis tools to assist in highlighting geographic concentrations of the crashes. The (VCRS) site provides source data in an Access sheets format. The report sheet includes latitude and longitude data. This data was added as x & y coordinates to a map then was converted to shapefiles. The shapefiles were pro-

jected to the map coordinate system and displayed as points of crash location.

**Data Analysis**

*All Crashes*

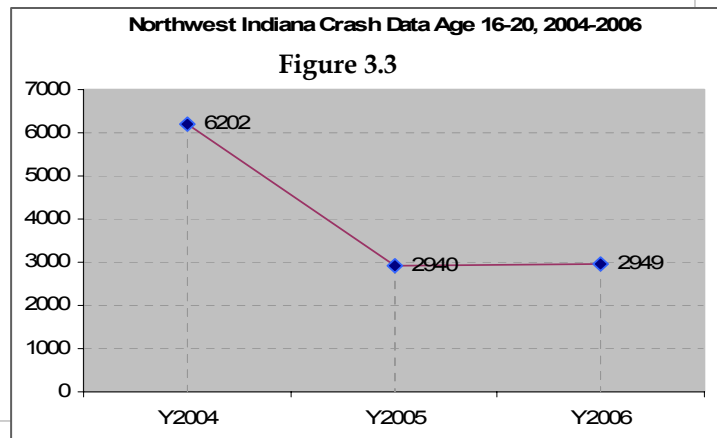
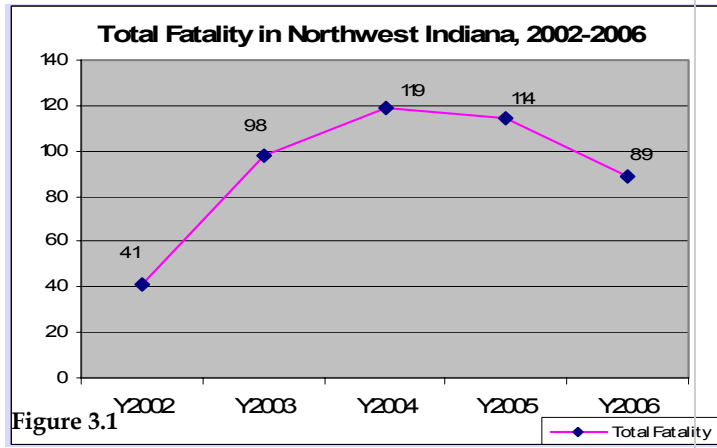
The analysis of the crash data examines the three counties composing the NIRPC region, Lake, Porter, and LaPorte counties from 2002 to 2006. While traffic crashes statewide decreased by (7%) between 2002 and 2006, from (207,586) to (192,678) respectively, fatalities grew by 150% statewide and 117% in Northwest Indiana over the same period (41 fatalities in 2002 to 89 fatalities in 2006 (see figure 3.1).

According to table 3.2, the total crashes in the three counties decreased by approximately 7% between 2002 and 2006 while the fatality rate hit the highest in 2004. During 2004 traffic crashes

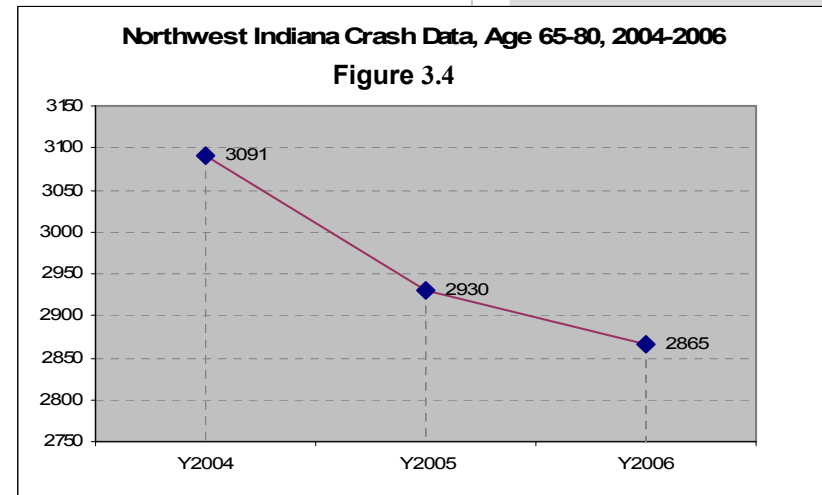
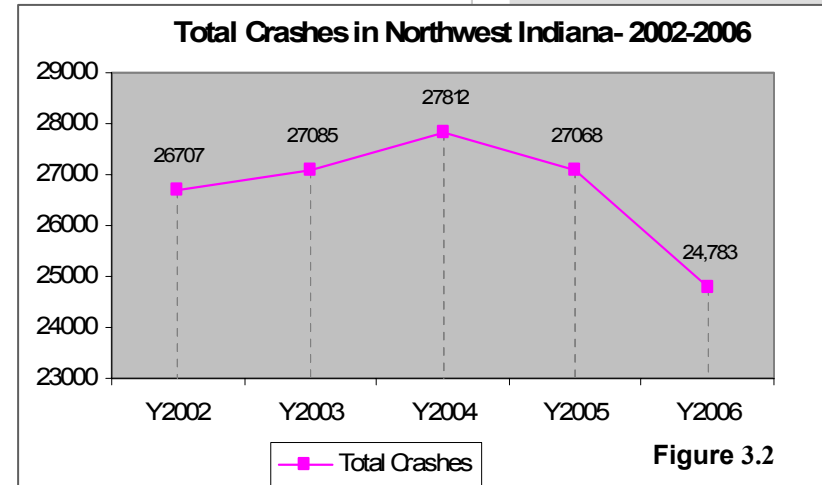
Table 3.2 : Five-Year Crash Data for Northwest Indiana Region

Crashes	Y2002	Y2003	Y2004	Y2005	Y2006	Total
Total Crashes	26707	27085	27812	27068	24783	1334
Fatal Crashes	32	93	105	101	80	411
% of Crashes with Fatality	0.12%	0.34%	0.38%	0.37%	0.32%	0.31
Injury Crashes	6099	5860	5761	5479	5017	2821
% of Crashes with Injuries	23%	22%	21%	20%	20%	21%
Total Fatality	41	98	119	114	89	461
Total Injury	9103	8453	8270	7811	7074	4071

claimed 119 lives (13% of total State fatality) and left 8,270 injured (14% of State injures) in the Northwest Indiana region. The fatality crashes represent about 0.35% of total crashes for five years data 2002 to 2006. Based on the five years traffic crash data, there are 72 traffic crashes a day and one fatality crash every four days in Northwest Indiana.



As shown in figure 3.6, 55% of the crashes are occurred by men and 44% by women. Based on three years data (2004-2006), 15 % of total crashes in Northwest Indiana represent age group 16-20 (figure 3.3 ), and 11% for age group 65-80 (figure 3.4).



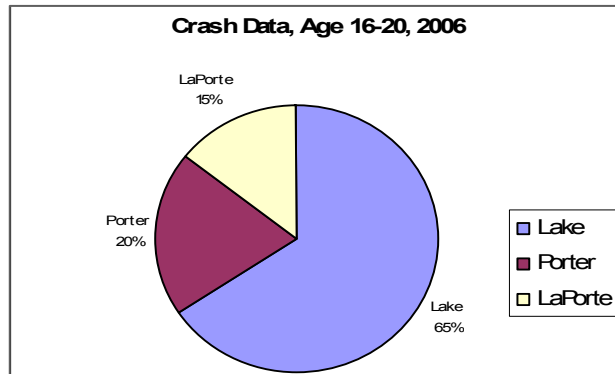


Figure 3.5

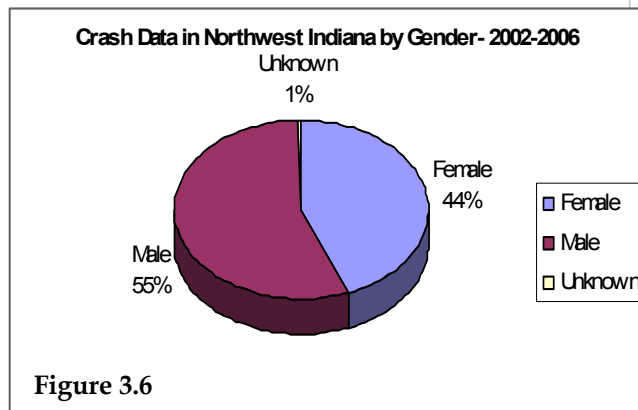


Figure 3.6

### Non-Motorized Crashes

#### Bicycle Crashes

Bicycle crashes represent 0.1% of all total crashes from 2002 to 2006 in Northwest Indiana. Nationally, bicyclists account for 1.6 percent of injuries and 1.5 percent of fatalities in collisions involving motor vehicles (Source: NHTSA). Although this bicycle crash rate (0.1%) is much lower than the National rate (1% in 2003), the safety of a bicyclist is an important factor in choosing this form of transportation and should be considered.

As the demand for this mode of transportation increases, the Northwest Indiana region should continue to collect additional data and monitor changing bicycle safety trends. Introducing rates and risks of bicyclists and their conflicts with other transportation modes are indicators of bicycle safety in the region.

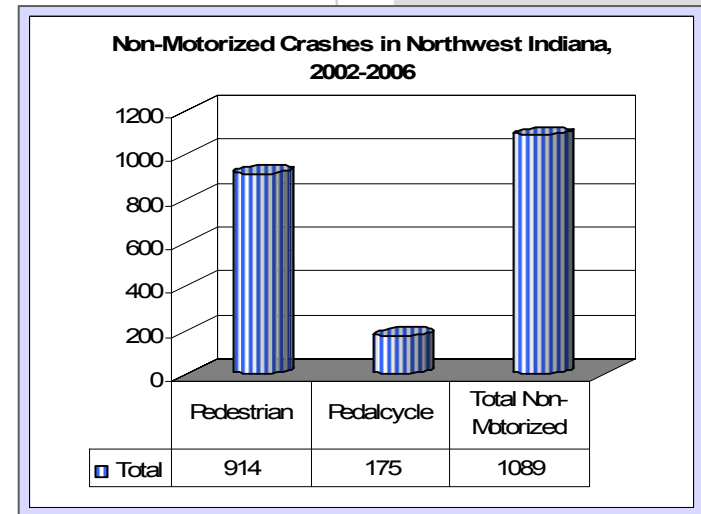


Figure 3.7

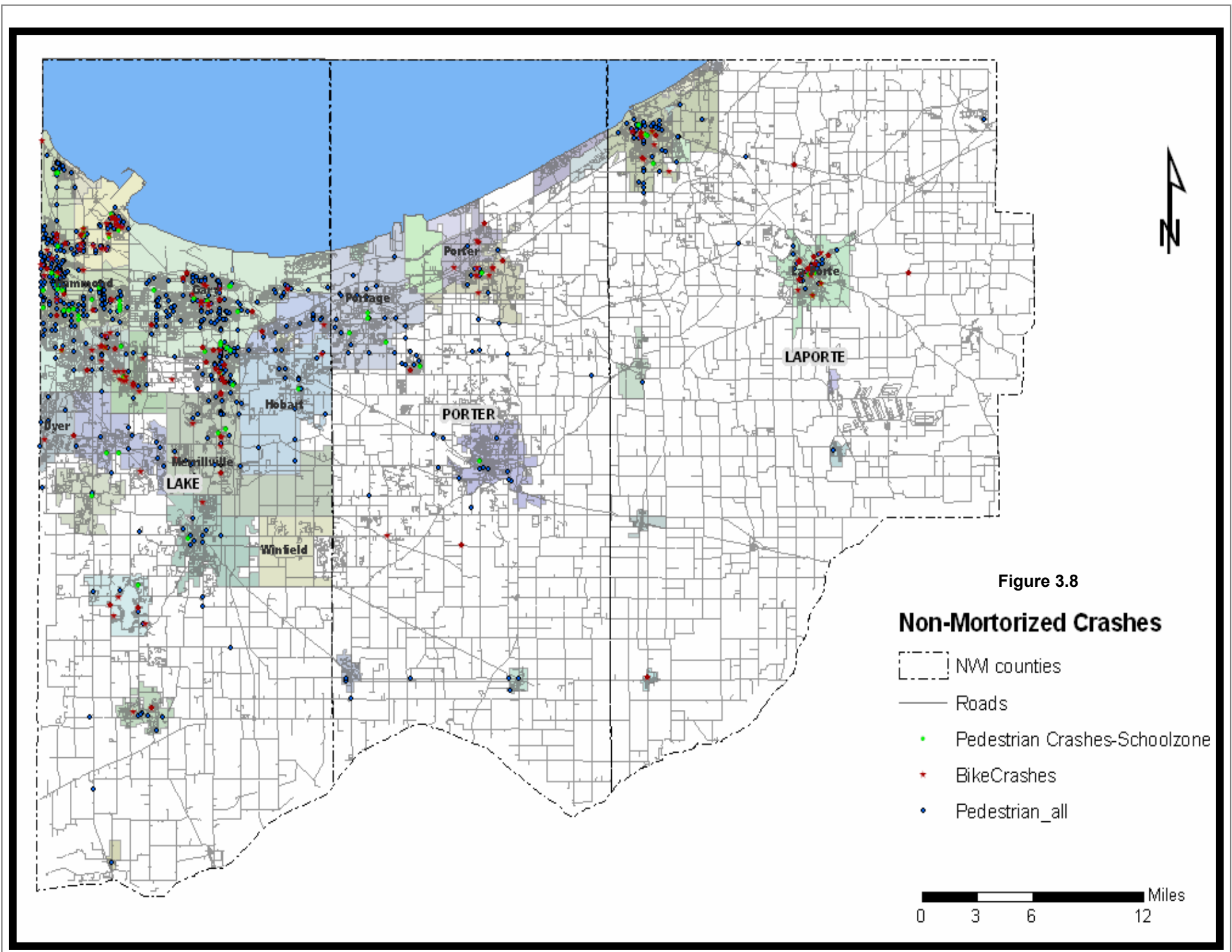


Figure 3.8

### Non-Motorized Crashes

- NWI counties
- Roads
- Pedestrian Crashes-Schoolzone
- ★ BikeCrashes
- Pedestrian\_all

0 3 6 12 Miles

*Pedestrian Crashes*

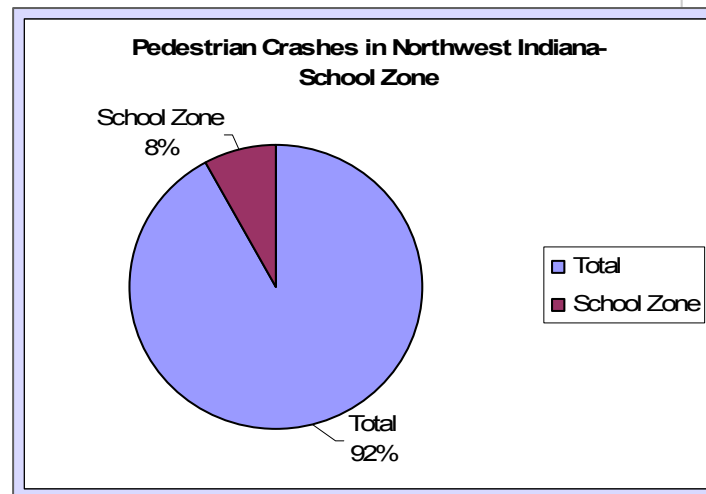


Motor vehicle crashes involving a pedestrian are a regional concern because those hit by a vehicle have a great chance of being seriously injured or killed.

Pedestrians were involved in 0.7% of all crashes reported in the Northwest Indiana region from 2002 to 2006. Similar to bicycle safety, the regional pedestrian crash rates are much lower than the national rates (11% of total fatalities and 2.4% of injuries are pedestrians) because the rate of walking in the region is suspected to be low.

In the State of Indiana 9.3% of fatalities involved non-motorists as of 2004. The state objective is to reduce the number of crashes involving bicycles and pedestrians 10% by 2008.

Figure 3.9 shows the percentage of pedestrian crashes occurred in a school zone area, which represents 8% of all pedestrian crashes. Safety is a major concern for parents especially if schools are not providing school bus service for their addresses. NIRPC will incorporate the school zone crash data into the Safe Routes to School (SRTS) program and classify crash locations as priority locations. Figure (3.8) shows the location and concentration of these crashes for all non-motorized crashes in the region.





Roadway Name	Crash Count
US41	23
BROADWAY	20
COLUMBIA AVE	14
HOHMAN AVE	14
SR53	13
INDIANAPOLIS BLVD	12
FRANKLIN ST	11
CALUMET AVE	10
KENNEDY AVE	10
RIDGE RD	8
21ST AVE	7
5TH AVE	7
BURR ST	7
MAIN ST	7
US20	7
US6	7
15TH AVE	6
169TH ST	6
173RD ST	6
CENTRAL AVE	6
MICHIGAN ST	6
TAFT ST	6
WILLOWCREEK RD	6
165TH ST	5
175TH ST	5
GEORGIA ST	5
GRANT ST	5
PARRISH AVE	5
SIBLEY ST	5
SR2	5
SR2E	5
SR53N	5
36TH AVE	4
BARKER AVE	4

**Table 3.2 Pedestrian Crashes - Top-Down, High Spot Crash Location, 2002-2006**

ROADWAY Name	Crash Count
SR53	4
INDIANAPOLIS BLVD	3
PORTER AVE	3
SR2E	3
US35N	3
169TH ST	2
21ST AVE	2
45TH ST	2
ARBOGAST ST	2
BARING AVE	2
BARKER AVE	2
BROAD ST	2
BROADWAY AVE	2
COLUMBIA AVE	2
FRANKLIN ST	2
GRAND BLVD	2
GRANT ST	2
HIGHWAY AVE	2
INDIAN BOUNDARY RD	2
KENNEDY AVE	2
LINCOLN ST	2
MAIN ST	2
PENNSYLVANIA ST	2
RIDGE RD	2
TAFT ST	2
US41	2

**Table 3.3 Bicycle Crashes - Top-Down, High Spot Crash Location, 2002-2006**

**Truck Crashes**



Truck crashes represent 3.4 % of all crashes in Northwest Indiana from 2002-2006. The fatality rate (0.3 %) is considered a much lower rate compare to Indiana fatality rate (17% in 2004). However, when large

Truck Crashes by Roadway Class in Northwest Indiana, 2002-2006	
US Route	650
State Road	378
County Road	261
Interstate	619
City/Local Rd.	1854
Unknown	711
<b>Total</b>	<b>4473</b>

Truck Crash Data, 2002-2006	
<b>Total</b>	<b>4473</b>
Lake	3135
Porter	764
LaPorte	574

trucks are involved in crashes it is severe than other motor vehicles crashes. Special attention should be given to commercial motor vehicles crashes particularly as large number of trucks pass through the region everyday because of the concentration of industrial sites.

41% of truck crashes occurred in city and local roads as shown in figure 3.10.

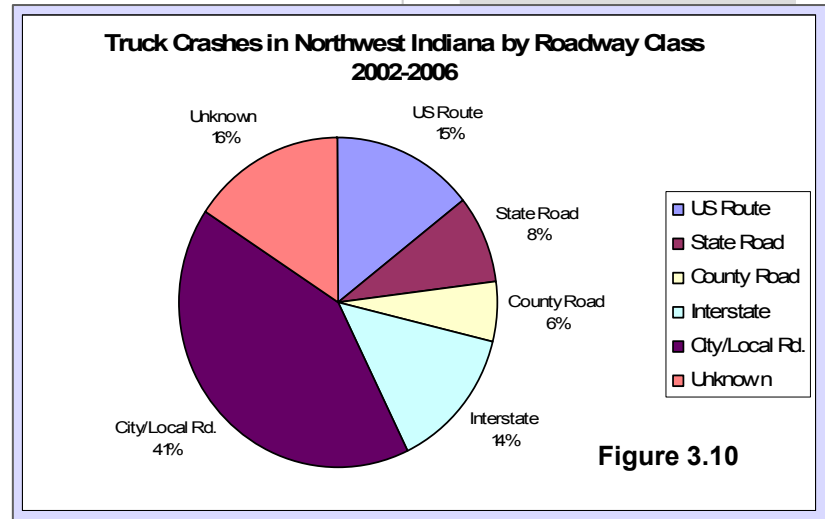


Figure 3.10

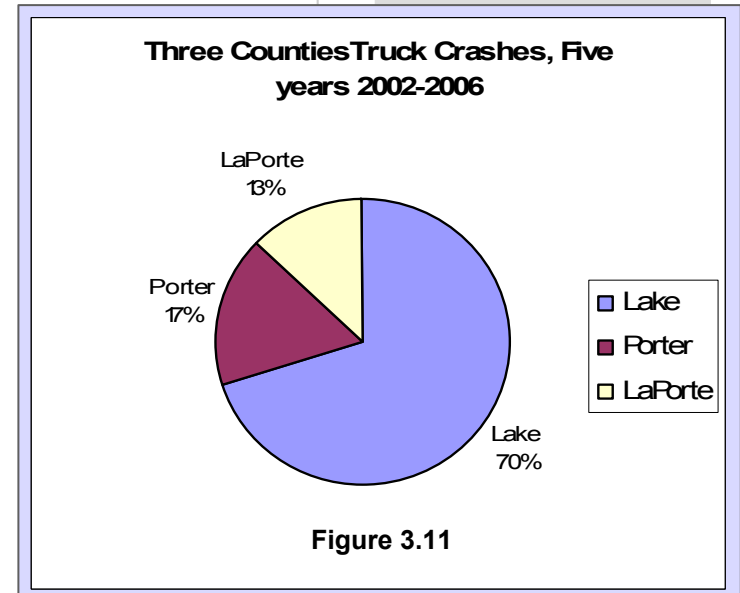


Figure 3.11

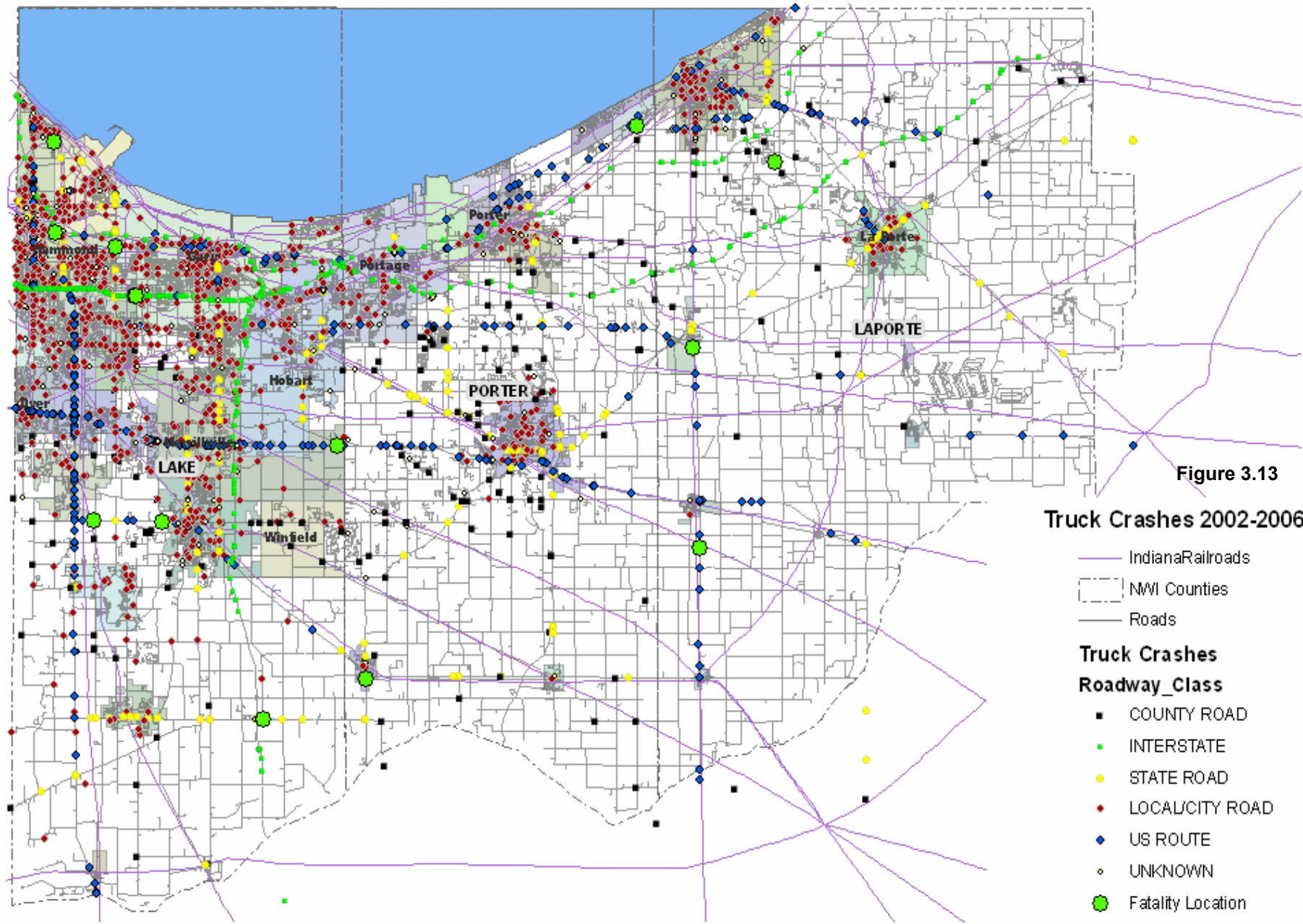


Figure 3.13

**Truck Crashes 2002-2006**

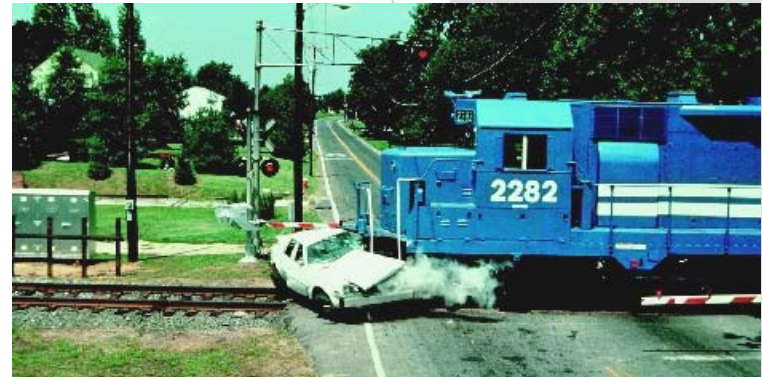
- Indiana Railroads
  - NWI Counties
  - Roads
- Truck Crashes**
- Roadway\_Class**
- COUNTY ROAD
  - INTERSTATE
  - STATE ROAD
  - LOCAL/CITY ROAD
  - ◆ US ROUTE
  - UNKNOWN
  - Fatality Location

0 3 6 12 Miles

Truck Crashes - Top-Down High Spot Crash Location	
Roadway Name	Crash Count
I80	342
US41	160
US30	149
US20	101
I65	89
CALUMET AVE	85
RIDGE RD	60
SR2	60
INDIANAPOLIS BLVD	59
I90	57
KENNEDY AVE	47
GRANT ST	46
US6	43
I94	40
BROADWAY	39
SR49	37
165TH ST	36
MAIN ST	35
US 30	32
US421	32
US 41	31
CLINE AVE	30
US12	30
5TH AVE	27
HOHMAN AVE	27
RIPLEY ST	27
CHICAGO AVE	26
I 80	26
CALUMET	25
169TH ST	24
COLUMBIA AVE	23
SR53	23
LINCOLNWAY	22
I80W	20

**Railroad Crossing Crashes**

Figure 3.14 shows the locations of railroad crossing crashes in Northwest Indiana, which represent 0.1 % (155) of all crashes (133,455). Although the total number of crashes is significantly low, the fatality rate represents 10% (15) of all railroad crossing crashes in the region between 2002 and 2006.



**Traffic Control Operational Devices & Signage Crashes**

Crashes involved traffic control operational devices and signage represent 43% of the total crashes occurred between 2002 and 2006 in the region. The traffic control crashes include flashing signal, lane control, no passing zone, railroad crossing gate/flagman, railroad crossing sign, traffic control signal, officer/crossing guard/flagman, stop sign, and yield sign.

Traffic Control Devices & Signage Crashes, 2002-2006

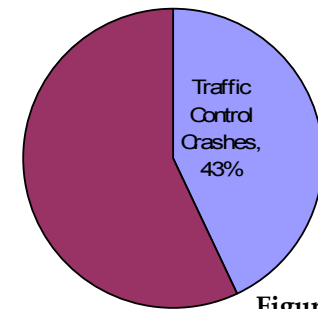


Figure 3.12

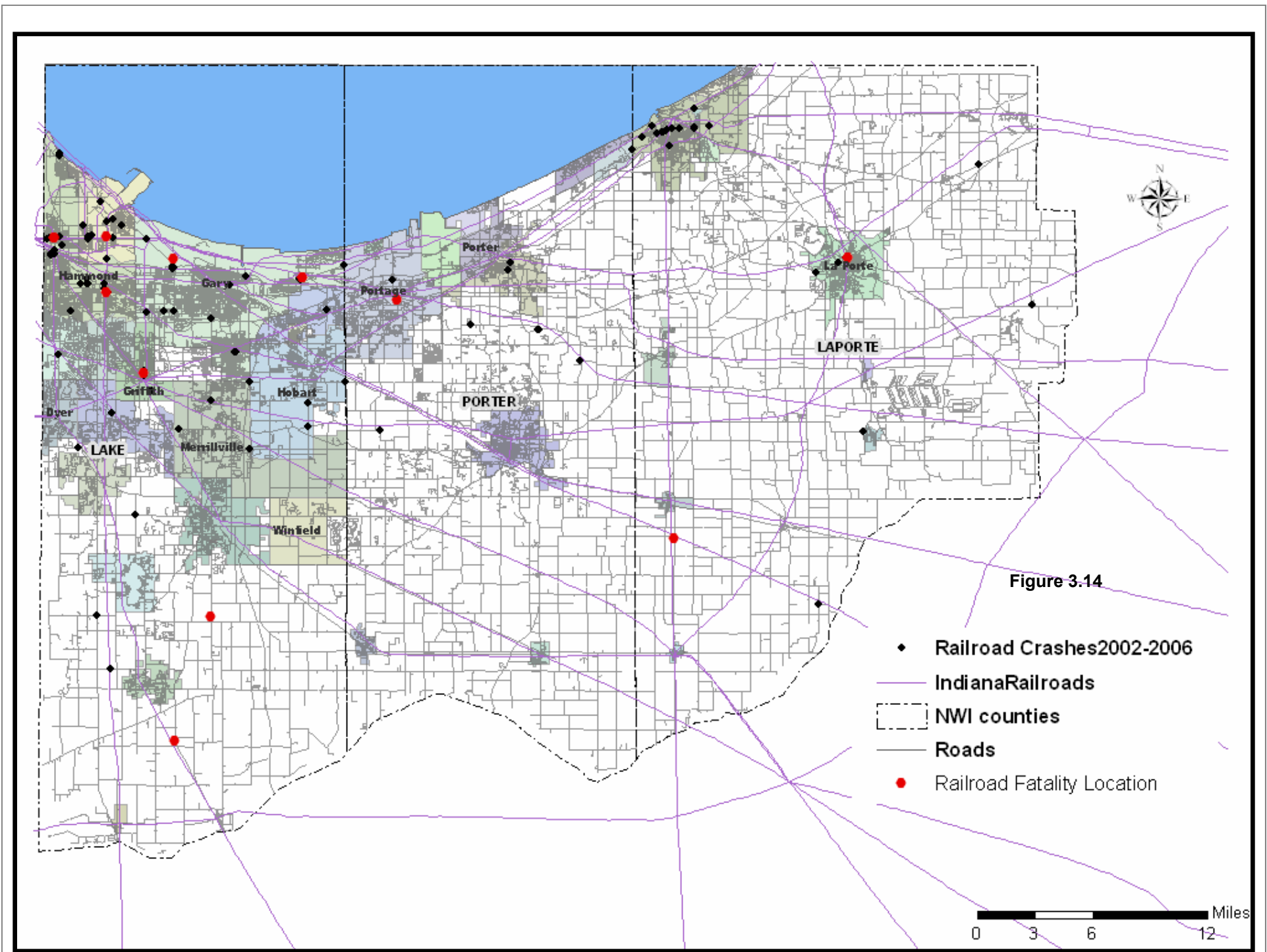


Figure 3.14

- ◆ Railroad Crashes 2002-2006
- Indiana Railroads
- - - NWI counties
- Roads
- Railroad Fatality Location

0 3 6 12 Miles

Table 3.5 Railroad Crashes - Top-Down, High Spot Crash Location, 2002-2006

Roadway Name	Crash Count
KENNEDY AVE	5
LAKE ST	5
11TH ST	4
165TH ST	4
CLARK RD	4
TRATEBAS RD	4
CHICAGO AVE	3
CR400	3
CR600	3
JOHNSON AVE	3
SOHL AVE	3
TIPTON ST	3
US421	3
169TH ST	2
41ST AVE	2
CALUMET AVE	2
COLUMBUS DR	2
CR150	2
EMERY RD	2
FRANKLIN ST	2
HOHMAN AVE	2
INDIANAPOLIS BLVD	2
US41	2

Bus Crashes



According to the National Safety Council, bus riding is the safest form of surface transportation. Crashes involving buses in the Northwest Indiana region represents 0.4% of total crashes in the region. It is relatively low compared to motor vehicle crashes and collisions involving a pedestrian. However, the percentage of injuries is representing 51% of all bus crashes between 2002 and 2006 in the region.



Roadway Name	Crash Count
I80	22
US41	20
CALUMET AVE	16
BROADWAY	15
GRANT ST	13
I90	10
CASINO CENTER DR	9
INDIANAPOLIS BLVD	9
35TH AVE	7
HOHMAN AVE	7
RIDGE RD	6
US20	6
119TH ST	5
21ST AVE	5
5TH AVE	5
I94	5
SR53	5
US30	5
WILLOW CT	5
15TH AVE	4
25TH AVE	4
BURR ST	4
COLUMBIA AVE	4
COLUMBUS DR	4
GOSTLIN ST	4
SIBLEY ST	4
TAFT ST	4
US6	4

Table 3.6 Bus Crashes- Top-Down List, High Crash Location

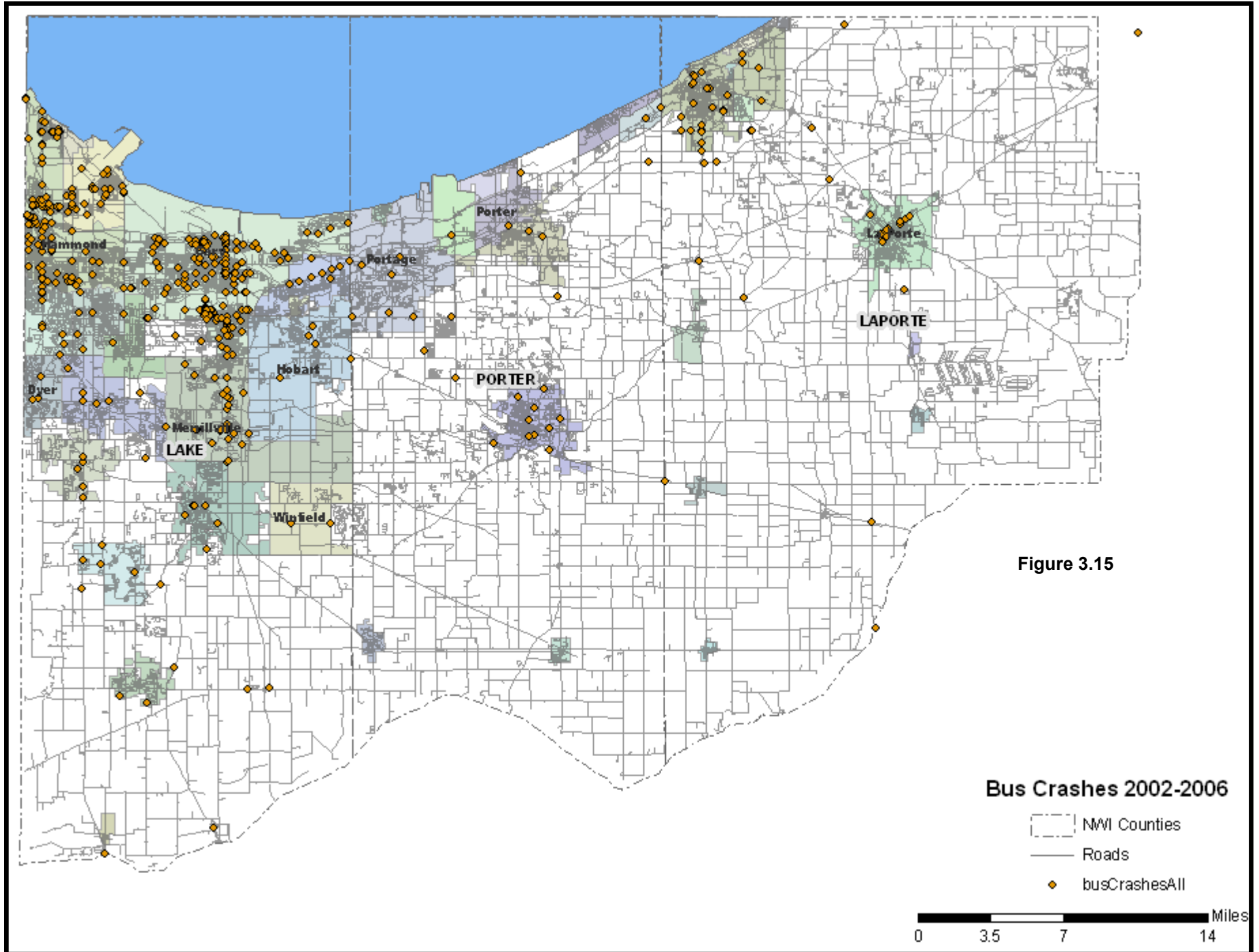


Figure 3.15

**Goals & Objectives**

In developing the Connections 2030, a set of goals and objectives were adopted, which include a vision, 12 goals, and 59 objectives. The safety related goal is *To Improve Safety and Efficiency*: improve the safety and efficiency of the system through better management and operation of existing transportation facilities.

**Objectives:**

- ◆ Encourage pedestrian and bicycle friendly communities and roadways.
- ◆ Encourage local communities to define safety needs and strategies.
- ◆ Consider when planning transportation projects if the proposed action will improve personal safety.
- ◆ Consider when planning transportation projects if the proposed action will affect emergency response time.



- ◆ Consider when planning transportation projects if the proposed action will increase personal safety for non-motorist.

These objectives should be evaluated regularly using performance measures. More specific safety-related objectives are needed to provide guidance and motivation to engineers and planners to achieve regional safety goals. The following are additional objectives developed based on Northwest Indiana safety data.

- ◆ Reduce fatal and serious injury accidents by drivers aged 16 to 20 and 65 and up.
- ◆ Reduce pedestrian- and bicycle-related injuries and fatalities.
- ◆ Reduce school-zone-related crashes.
- ◆ Reduce fatalities in the region by 10% over the next three years.

Performance measures should be established based on the crash data of the region. The following are examples of performance measures to monitor safety:

- ◆ Traffic crashes injury rate/100,000 licensed driver
- ◆ Traffic crashes fatality rate/100,000 licensed driver



- ◆ Non-motorized traffic crashes rate/100,000 licensed driver

**NIRPC Roadway Safety Initiative**

It is clear now from the crash data that teenagers and elderly people are more likely to be involved in deadly crashes, that alcohol may contribute to the likelihood of crashes, and that certain locations are more likely to have crashes. It is understandable that transit riders, pedestrians, and bicyclists are equally important users of the roadways, and we need to understand how the transportation network operates as a system, not as independent modes. The Northwest Indiana region will need to collaborate, coordinate comprehensively effort with the state to engage transportation safety stakeholders to improve safety in the region.

Currently, the NIRPC Safety Initiative is limited to problem identification, data analysis and evaluation. NIRPC uses advanced data analysis and data merging techniques using GIS to identify problem locations and conditions and to provide critical planning, management, and evaluation of priority traffic safety initiatives. However, NIRPC’s next step as a continuation of safety analysis and evaluation is to formulate safety-related performance measures set that reflect the goals and objectives in the long range

planning effort. This set will be designed to only those measures that provide critical information on safety performance of the transportation system in Northwest Indiana. Before developing the performance measures, the ongoing safety committee should review safety-related performance measures used by the state, similar agencies and nationwide. NIRPC also will discuss the proposed set of performance measures with transportation modelers at NIRPC, in the region and/or state to determine if the measures can be predicted in future years.

The following is a potential safety planning process:

**1- Planning process**

- Make Safety a priority
- Develop a safety vision
- Develop a comprehensive approach and performance measures
- Collaborate with the safety community
- Maintain regional safety information and analysis.
- Improve data and analytical tools
- Address policies and facilities (behavioral and physical)
- Integrate safety into plans and programs
- Focus investments that address safety
- Use the State’s SHSP



- Monitor safety implementation and analyze effectiveness
- Work to identify and prioritize infrastructure improvements in the LRTP and TIP regarding safety.

**2- Focused area**

- Older and younger persons’ safe mobility
- Pedestrians and bicyclists safety
- Aggressive driving
- Signalized and unsignalized intersections
- Horizontal and vertical curves
- Railroad crossing
- Heavy truck collisions
- Signage

**3- Evaluation - hot spot - project selection**

**4- SHSP and the 4 Es (Education- Enforcement- Engineering- Emergency Services)**

*Engineering Element*

The Northwestern Indiana Regional Planning Commission will initiate an engineering element through a Safety Task Force (STF). NIRPC will review its committee composition and structure to deter-



mine the most effective mechanism to engage safety stakeholders in the metropolitan transportation planning process. Using current members of NIRPC Safety and Congestion Management Committee, NIRPC will add new members that include local engineers and traffic safety engineers. The STF will act as an ongoing mechanism for evaluating localized crash data for Northwest Indiana. It will provide safety assessments and review as requested by local project sponsors, and may propose safety recommendations as they are identified. The STF will coordinate efforts with the other three elements (education, enforcement, emergency services). The State of Indiana had formed in consultation with key highway safety a stakeholder group named the *Leadership Team for Surface Transportation Safety*. The STF will collaborate with the State team on the development of a comprehensive approach to highway safety.

The STF will evaluate the compatibility of local crash reporting data in an effort to identify opportunities for improving the quality and quantity of local crash data. The following are proposed activities of the STF:

- Act as a review board for local jurisdictions, evaluating safety issue on current basis as they are identified and presented.
- Develop safety goals and objectives.



- Develop performance measures, which monitor progress towards the established safety goals and objectives
- Assist in providing recommendations and guidance to INDOT Highway Improvement Safety Program (HISP) funding, so the most effective safety projects are selected.
- Assist in providing recommendations and guidance to Safe Routes to School (SRTS) program.
- Provide recommendations regarding roadway design and improvements as requested by local entities.
- Investigate and perform crash location field visits for specific locations, when necessary on federal, State and Local roads.
- Research best safety management practices and share information with local representatives.
- Formulate with NIRPC localized process for the use, presentation, and access of crash data.

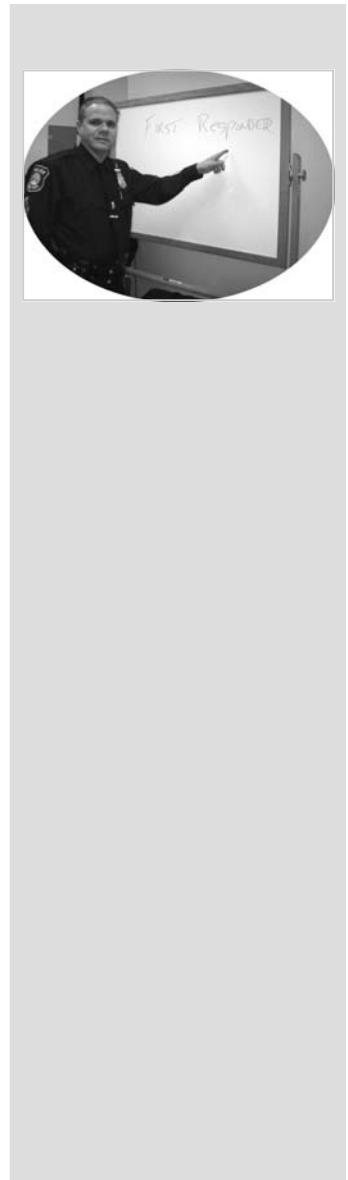
**Education Element**

NIRPC will follow the State direction in attempt to re-



duce the number and severity of crashes involving teenaged drivers to 6.43 crashes per 10,000-licensed drivers by 2008. Special attention will be paid to establishing and creating the partnerships with the rural communities to maximize the potential local impact of media campaigns as well as other positive traffic safety messages. The following are proposed tasks for the education element, which the STF will review to determine which are durable with the available resources:

- Set up an extensive media campaign for the Northwest Indiana Region directed towards issues such as impaired driving, aggressive driving, weather conditions, and rural roads. That can be achieved by creating banners, bumper stickers, billboards and other means to promote safety.
- Conduct Safety event, which it can be targeted towards occupant protection, avoid distractions while driving, and avoid aggressive driving.
- Participate in training and educational events in rural communities in Northwest Indiana in an effort to maximize communication with the rural areas.



**Enforcement**

- NIRPC will develop and participate in training courses through the state for local law enforcement responders regarding issues affecting transportation safety and traffic control.
- NIRPC will support law enforcement campaigns targeted to specific driver behaviors and travel seasons.



**Emergency Services**

- NIRPC will support the region's effort to improve crash management through appropriate enforcement, emergency response, roadside assistance and Intelligent Transportation Systems (ITS) techniques.

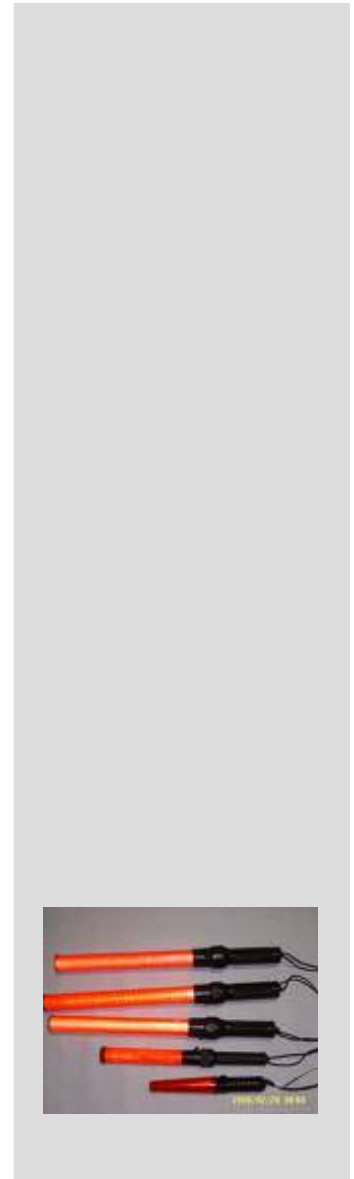


**6 TRANSPORTATION SECURITY**

Because the surface transportation system alone is so diverse and expansive, security risks are inherent in both the supporting infrastructure and the people and products moving through it. The Transportation Systems Sector has significant interdependencies with the majority of the other critical infrastructure sectors. For instance, the Transportation Systems and Energy sectors directly depend on each other to move vast quantities of fuel to a broad range of users and to supply the fuel for all types of transportation. In addition to cross-sector interdependencies, the Transportation Systems Sector must also deal with interdependencies among modes.

*U.S. Department of Homeland Security*

For the highway system, the U.S. Department of Homeland Security (DHS) has established a National Infrastructure Protection Plan (NIPP). This Plan provides a coordinated approach to critical infrastructure and key resource protection roles and responsibilities for federal, state, local, tribal, and private sector security partners. The NIPP sets national priorities, goals, and requirements for effective distribution of funding and resources which will help ensure that our government, economy, and public services continue in the event of a terrorist attack or other disaster.



For the surface transportation sector as a whole, the emphasis at the U.S. DHS is on training programs (both on-line and on-site) focused on increasing the transportation sector preparation, response and recovery measures, and awareness of terrorists' intentions. For transit properties, DHS and FTA recommend a list of 17 security action items including, among others, the employment of written system security and emergency management plans, training programs and drills, a strong security and emergency awareness program, pre-established coordination arrangements with emergency responders, enhanced security at transit facilities, background checks on employees and contractors, and risk management, and threat intelligence information sharing.

#### *Indiana Department of Homeland Security*

In 2005, the State of Indiana consolidated all of its emergency management and homeland security efforts into one department by creating the Indiana Department of Homeland Security (IDHS). The five divisions of IDHS are Planning, Training, Emergency Response, Fire & Building Safety, and the Indiana Intelligence Fusion Center. These divisions intertwine to accomplish the central mission of IDHS: safeguarding the lives and property of the citizens of Indiana.

The IDHS prepared and the Governor promulgated the Indiana Comprehensive Emergency Management Plan in 2005. This plan assigns a coordination role to IDHS in handling multiple types of situations, including, among others, acts of terrorism, chemical and biological incidents, avian (bird) flu, fires, floods, tornadoes, and other types of disasters, natural and man-made. The Plan identifies roles for all public and many private organizations in the event of a catastrophic situation. There is a public information component and continuity of government provisions. The overall thrust of the document and key to its success is the pre-planned coordination of resources. The Plan also includes separate section on Terrorism Consequence Management.

#### *INDOT's Role in State Transportation Security*

As a state department, INDOT follows the State Plan developed by IDHS. It is required to develop and keep current a continuity of operations plan to ensure that its essential functions are performed during any emergency or situation that may disrupt normal operation. INDOT is also responsible for developing written Standard Operating Procedures to support its role in the comprehensive state plan. Its primary assigned responsibilities are in the category of infrastructure support. Infrastructure support consists of transportation, public works and engineering, energy,

and damage assessment. Key tasks include access management and traffic control in disaster areas, evacuation of citizens, conducting post-incident highway and bridge inspections, provision of engineering expertise, acquisition of heavy equipment, and clearing roads. INDOT's long range transportation plan refers to the IDHS plan.

#### *INDOT Strategic Highway Safety Plan*

INDOT's Strategic Highway Safety Plan (SHSP) addresses security very marginally. Among the 13 Emphasis Areas identified in the Plan, only two have system security implications. Emphasis Area #12, "Expedite Crash Clearance to Reduce Secondary Crashes and Congestion," contains two relevant components. First, it calls for development of a Highway Incident Management Coordination Plan. Second, it calls for the development of an integrated telecommunications system that links local, state, and federal public safety agencies during emergency responses. Both components involve the use of Intelligent Transportation Systems technology.

Emphasis Area #11, "Enhancing Emergency Service Response to Crashes." The security-related strategy cited here is the installation of traffic signal pre-emption on response routes to the Interstate system.

#### *Regional Homeland Security Planning Efforts*

NIRPC established a local Homeland Security Committee for northwest Indiana in 2003. This effort, which predated the creation of the Indiana Department of Homeland Security, led to the creation of a five-county compact (Jasper and Newton Counties, located immediately south of Lake and Porter Counties, asked to be a part of the original three-county planning effort.

The purpose of the agreement is "to provide each of the participating counties, through their mutual cooperation, a predetermined plan by which each might render aid to the other in case of an emergency which demands emergency services, personnel, and/or equipment to a degree beyond the existing capabilities of any one or more of the counties". It is designed to allow, authorize and encourage the counties to share emergency response equipment and personnel in the event of a disaster that cannot be effectively and efficiently handled with the resources available within one county. Times of emergencies are defined as "including but not limited to meteorological, seismic or other natural disaster; technological breakdown; man-made disaster; fires that exceed local control; civil emergencies related to resource shortages; community disorders; insurgency; enemy attack; terrorism or any other occurrence of imminent threat of widespread or

severe damage, injury or loss of life or property...”.

The agreement created a “joint board” to be known as the Northwest Indiana Regional Homeland Security Board. The Board is responsible for carrying out the provisions of the mutual aid agreement. Authority to carry out any arrangements or agreements related to the mutual aid agreement rests with the directors of each county’s Emergency Management Agency. The agreement was adopted by all participating counties in September of 2003. Meetings were held through 2005, at which time the effort was folded into the State’s more encompassing and General Assembly-mandated effort.

***Public Transit Operators—Status of Bus and Commuter Rail Security Plans***

NICTD and the eight local public bus transit operators developed, between 2003 and 2005, System Safety Program Plans (SSPP). NICTD also developed a stand-alone System Security Plan in 2003. NICTD updated both of their documents in 2006. The bus plans were developed following FTA and American Public Transit Association (APTA) guidance. Several of the plans pre-date SAFETEA-LU enactment, but most have been updated in 2006 and 2007. These plans are heavily oriented toward safety but do contain emer-

gency response provisions dealing with multiple types of disasters.

These plans, several of which are due to be updated in 2007, contain adequate general training, certification, and record-keeping provisions, but some of them are very much out of date and require a major rewrite in order to comply with current FTA guidance. Several deal exclusively with safety. None, except for NICTD and Gary Public Transportation Corporation, contain or reference mutual aid provisions for assisting in local emergencies, although the fixed route operators maintain these arrangements. It should be noted that the municipal operators each maintain a plan for their transit system to comply with FTA and NIRPC Subgrantee Oversight Department guidance, but Indiana law already requires the development and maintenance of these plans for the municipality as a whole.

NICTD did apply for, and was awarded, two U.S. Department of Homeland Security grants in FFY 2004 and 2005. This funding was for planning, surveillance equipment at boarding platforms, and threat awareness training.

***Critical Facilities & Transportation System Elements***

Indiana prepared, in 2003, a State Hazard Identification and Vulnerability Analysis. It has not publicly disclosed the list of facilities and transportation system elements identified. Known obvious critical transportation-related facilities include the Interstate and NHS-designated highways, the four major rail corridors, the Port of Indiana, the Gary/Chicago/Milwaukee ITS corridor, Borman ITS Center, NICTD commuter rail line (and infrastructure including electrical substations, train control system, and the electric power grid as a whole), and the Gary/Chicago Airport. Other critical infrastructure includes buried petroleum pipelines, petroleum storage depots, oil refining plants, the regional telecommunications infrastructure (fiber optic and wireless) system, and public water intakes in Lake Michigan.

*Security Goals and Strategies*

- Transit operators should update their existing plans to have stand-alone safety and security components.
- NIRPC should engage in a dialogue with the INDOT District and Regional IDHS Offices concerning appropriate security planning activities.
- The small demand-response transit service operators should meet with local emer-

gency response officials to discuss security issues and to increase awareness of the resources available from the operator. Develop stronger ties to local emergency services providers and formalize existing informal mutual aid agreements.

- Transit operators should conduct employee training on threat identification & risk assessment on an ongoing basis.
- Improve local transit security by expanding the use of camera surveillance systems at transit transfer facilities and on-board transit vehicles and requiring all operators to store vehicles in secured facilities.



**PART IV**

**FUTURE  
INITITIVES  
&  
NEEDS**

- 1. FUTURE & ONGOING STUDIES**
- 2. PUBLIC TRANSIT**

## 1 FUTURE & ONGING STUDIES

### *Illiana Expressway Corridor*

When NIRPC adopted its long-range transportation plan for the horizon year 2030 in April 2005, it also unanimously passed a resolution calling for the Indiana Department of Transportation (INDOT) to conduct a feasibility study to determine whether a need exists for a new interstate highway in the southern portion of the region, which has been generally referred to as the Illiana Expressway. The resolution supported only the segment from I-65 west to I-57. In 2007 the Indiana General Assembly passed legislation authorizing a “feasibility study” of the Illiana. The state-supported feasibility study is narrower in scope and designed only to produce specific technical data.

As there is no existing regional consensus to build the Illiana, either on the part of local elected officials or the public, NIRPC has proposed a task force to look at the broader implications of building or not building a south county expressway. The effects on the environment, life styles north and south, the economy and regional mobility will be addressed. It is envisioned that the task force will be a source of input into the

INDOT-sponsored “feasibility” study, in essence expanding the state scope to be more inclusive with a thorough look at all of the potential impacts, good and bad, urban and rural. The goal of the task force is to provide information upon which to base NIRPC’s position on the future of the Illiana.

### *Marquette Phase II - Lakeshore Reinvestment Strategy for Porter and La Porte Counties*

The Marquette Plan Phase II is the logical next step proposed in Phase I in order to create a unified waterfront vision from the Illinois to the Michigan border. The Feasibility Study conducted by NIRPC for Marquette Plan Phase II extension identified a different set of issues for the shoreline from the Port of Indiana to the Michigan border because of a different set of geographical, industrial, community, economic, and social needs. It identified the need for broad stakeholder involvement and a desire by communities to engage in the Marquette Plan Phase II planning in an effort to create a comprehensive land use vision that will be community based and use the newly adopted NIRPC Public Participation Plan for guidance.

The purpose of the Marquette Plan II: Lakeshore Reinvestment Strategy is to establish a master plan for the Lake Michigan shoreline, from the Port of Indiana in Porter County to the Michigan

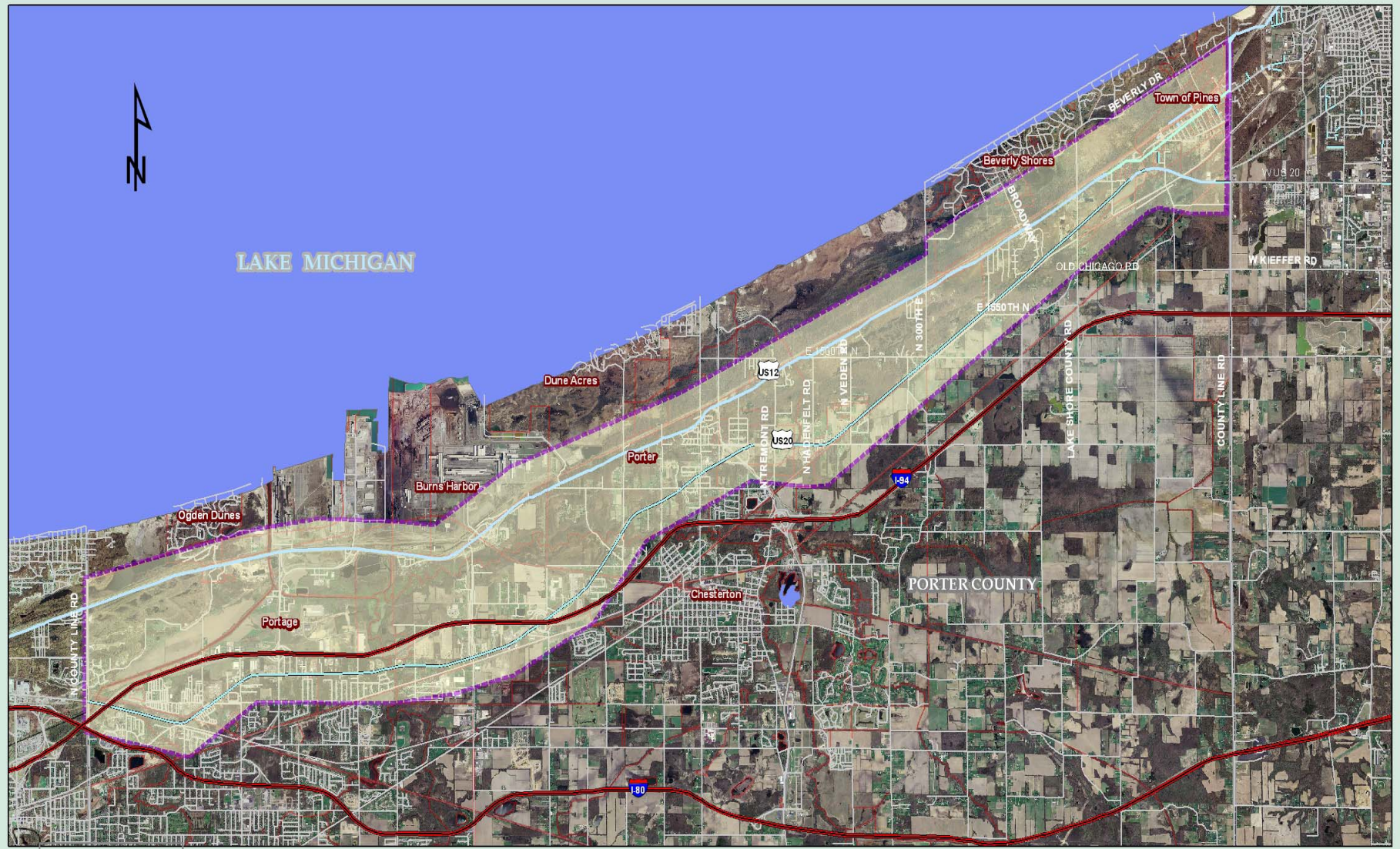
border in La Porte County. The master plan will provide for the needs of the coastal communities and their collectively identified issues identified in the Feasibility Study. The master plan will focus on the following objectives; (1) identifying additional free public recreational access to the shoreline; (2) establish a mechanism for better communication between communities and the Federal and State land owners; (3) assist the communities in the development of land use strategy for the area; (4) establish a greenways map and water trails map for the shoreline area; (5) the development of an economic redevelopment strategy for the U.S. Highways 12 & 20 corridors will require further funding.

#### *Porter County Transportation Corridor Plan*

Porter County has been experiencing substantial growth in the last ten years. According to census 2000, the county increased by 14% and it is projected to increase by 12.3% in year 2030. This growth indicates a promising economy and an area that businesses and people find desirable. The corridor study area includes US-12 and US-20 in Porter County that parallel two major interstates I-94 & I-80/90. The study area is located within the Lake Michigan Watershed and a part of it is within the Indiana Dunes National Lakeshore. US-12 & US-20 provide an important link in the regional highway network as well as pro-

viding access near the lakeshore of Lake Michigan. The mixed land uses of commercial, residential, recreational, and industrial within the corridor area generate a mix of vehicular traffic. This traffic includes local and commuter passenger cars, recreation-related and tourism traffic, and trucks that serve major industrial sites. This diverse in transportation modes (e.g. tourism and truck traffic) is not presenting a safe and quality traveling experience for visitors. The corridor study area also includes the commuter rail services of the South Shore C.S.S and S.B. interurban line between South Bend, Indiana, and Chicago, Illinois.

The study area is defined as approximately 14-mile section, stretching from County Line Road on the west to County Line Road on the east end (see attachment A). The northern boundary would be 1/8 mile north of US-12 with the addition of Beverly Drive and the southern boundary would be 1/8 mile south of US-20. The US-20 corridor is a four-lane undivided highway and it is designated for permitted overweight truck traffic. These overweight trucks are not permitted on interstates I-94 & I-80/90. It carries up to 19,540 vehicles per day (in Porter County area) as of 2003 AADT. Most of US-12 is a two-lane narrow corridor and carries up to 8,030 vehicles per day as of 2003 AADT. It is generally level and straight with long and gradual curves. US-12 is bounded on the north and south by dunes and



**Figure 3.15**

- Interstates
- Roads
- Water
- Study Area Boundary

**PORTER COUNTY CORRIDOR PLAN  
STUDY AREA**



## Marquette Plan Phase II

- Proposed Boundary
- Parks

Figure 3.16

steep slope heavy-vegetated area that cause short sight distances in some areas. It is featuring scenic, recreational and historic features of national significance.

- The main goal of the Corridor Plan is to develop an economic redevelopment strategy for the areas along US-12 and US-20. NIRPC wishes to clearly demonstrate environmental and economic sustainability and integrate these features into the design, planning and construction of the project. Major components of the planning effort will include a unified land use plan, a transportation plan, and an urban design and streetscape plan. There will be an extensive public participation process that will respond to the design and redevelopment preferences and desires of area neighborhoods and businesses.

Other goals include and are not limited to:

- To improve multi-modal travel efficiency and connectivity as well as transit and pedestrian-oriented development.
- To convey a message to visitors and travelers about the unique identity of the Indiana Dunes and the lakeshore area. And to identify scenic views and how they can be preserved.

- To treat the corridor area with a uniform program of signs, landscaping, banners, sidewalks (as needed), public arts, lighting, architectural elements, and any other features that will improve safety, accessibility, and appearance.
- To evaluate existing truck routes and examine truck route alternatives to minimize, if possible, truck traffic on US-12 within the Indiana Dunes National Lakeshore area. US-12 has high quality scenic views as well as historical significance.
- To provide recommendations for land use/zoning changes, if needed, along the corridor.
- To coordinate work with consultants, on Marquette Plan II and the Greenways & Blueways Plan.

#### *West Lake Commuter Corridor*

In 1988-89, NIRPC completed the West Lake County Commuter Study, which recommended the establishment of a commuter rail line running from Chicago through Hammond and down the western part of Lake County, eventually as far as Lowell. As a result of this study, the Northern Indiana Commuter Transportation District

(NICTD), along with the City of Hammond and the Town of Munster, purchased from CSX Transportation five miles of rail line threatened with abandonment. This line, which stretches from downtown Hammond to the southern part of Munster and which is considered essential for the establishment of this commuter rail service, was acquired early in 1996. In 1997, NICTD began a Major Investment Study in this corridor, which in FY 1998 included a review of previous studies and the development of a rail capacity model to test rail alternatives on this corridor. This work was completed in the summer of 2000.

NICTD began a study of the West Lake Corridor in July 2005 with its selection of STV as prime contractor for this work. In FY 2007, STV developed the travel demand model to be used to determine the locally preferred alternative, refined the alternatives to be analyzed, and began initial runs of the model for each alternative. These runs revealed shortcomings of the demographic data used as inputs to the model, and so STV began a study of this demographic data to look at possible revisions of the demographic projections.

This work will continue into FY 2008. It will further development of work begun in 1998 on satisfying Major Investment Study requirements in the West Lake Commuter Corridor. Specifically,

this work will: 1) refine and revise demographic data and projections to further analyze the commuter transportation alternatives between northwest Indiana and downtown Chicago that were developed in the previous year; 2) determine a locally preferred alternative (LPA) from this group of alternatives; 3) submit this LPA to the Federal Transit Administration (FTA) for permission to advance the study into further stages; and if permitted by FTA; 4) conduct an environmental assessment of the LPA and 5) complete preliminary engineering on the LPA. This work shall also include a review of the 2000 Alternatives Analysis using 2000 Census data that was unavailable at that time and will also include the alternatives of bus rapid transit and transportation systems management to assure the thorough study of possible alternatives.

As noted in the transit chapter, the lack of a source of local funding dedicated to improving and expanding public transit continues to be the biggest barrier to creating a truly regional system. Without funding commitments future projects cannot be included in the long range plan. The Northwest Indiana Regional Bus Authority (RBA) is committed to working with NIRPC and local officials to establish a funding mechanism that would be dedicated to funding public transit. In the interim, the recommendations from the RBA's recently completed Strategic and Operations Plan are presented below to illustrate potential projects. It should be pointed out that the service recommendations in the RBA's

plan parallel those contained in the original Connections 2030 Regional Transportation Plan, also for illustrative purposes.

**Summary of RBA Strategic and Operations Plan**

The approach to the development of the Strategic and Operations Plan followed these steps:

- Identification of market for transit services
- Developed a recommended set of services to meet the transit market needs
- Designed alternative management scenarios that could deliver the recommended services and meet the goals for RBA services
- Estimated the regional costs of recommended services under either management alternative

***Key Findings***

The Strategic and Operations Plan defined the type and level of service to be provided, recom-

**2 PUBLIC TRANSIT**

mended management options of how and by whom the service would be delivered, defined the funds needed and potential sources for funding consideration. Overall observations and

findings included:

- Transit demand estimates and stakeholder input overwhelmingly indicate that major improvements in bus transit service are needed.
- Improvement to both the *quality* and *quantity* of services are required in both on-demand and fixed route travel opportunities.
- Unmet needs for transit service exist – and it is not confined to the urban north.
- NW Indiana needs to provide an additional 2.3 million trips annually to serve unmet demand
- South Lake and Porter Counties require five times the current number of trips
- North Lake County requires a doubling of service
- Perceptions that simple consolidation of existing services will provide efficiencies to fund expanded service are not confirmed by the facts.
- *One size does not fit all.* Opportunities for services are recommended based on each community’s requirements. Differences in urban and non-urban transit patterns call for different transit solutions.





- Transit connections are needed for intra-county travel and for between-county connectivity.
- Quality of life realities are inherent in improved social equity issues, mobility requirements for seniors, youth, transit dependent and potential choice users.
- Efficiency and accountability are defined to govern this change initiative, both in terms of RBA management and delivery of bus service.
- Building on two decades of demographic trends, population increases, mobility / job access requirements, travel patterns and on-demand service requirements, it is clear that bus transportation mobility needs have significantly increased.
- The opportunity is to position this effort as a component of regional growth requested by the majority of stakeholders and required by projections for this region's future.
- Two management options have been defined as a result of the need / service analysis. These options require increasing levels of RBA management responsibility with decreasing levels of local autonomy in terms of operator participation.

- The two options are RBA as Regional Services Operator, or RBA as Universal Operator.
- The regional costs for Regional Services Operator are \$9.7M - \$11.8M (with total subsidy - local + regional of \$14.6M). The costs for Universal Operator are \$13.8M. These costs represent an investment in Northwest Indiana's future. Bus transit service is the most cost-effective transit option to improve the mobility needs of citizens in Northwest Indiana.
- While this report identifies costs to implant bus service to meet market needs, it is important to keep in mind the economic development potential of public transportation spending. Several studies have concluded that the return on dollars invested in public transportation is far greater than the costs. This has been proven true in rural and small urban areas, as well as in larger metropolitan areas. A study of rural areas identified that a \$1 investment in transit yielded \$3 in local economic activity. Benefits to the economy include:
  - Boosts to business revenues and profits
  - Creates jobs and expands the labor pool

- Stimulates development and redevelopment
- Expands local and state tax revenues and reduces expenditures for other public services
- Reduces household and business costs and enhances worker and business productivity
- The net increase in local/regional support for transit increases from \$5 million to \$10-14 million (depending on the organizational alternative selected). Currently, the full local financial burden (\$5 million) is being carried by county and some municipal governments. Regional funding would replace some of the local funding pressure, assisting in relieving property tax burden.
- RBA as Regional Services Operator provides for a first step.
- Provides improvement incentives to local systems
- Provides greater mobility between communities
- Preserves a high degree of local autonomy
- Allows current local providers to decrease their costs or increase their services
- Helps encourage new local services to start up

- RBA as Universal Operator provides for a much broader step.
- Provides direct management of new funding
- Provides greater mobility between communities
- Potentially reduces management costs
- Allows for phased implementation

#### **La Porte County Transit Planning**

LaPorte County is completing a coordinated human services and rural public transit study that has produced recommendations in a program called "Prairie Schooner". Like Lake and Porter Counties, La Porte County does not yet have a dedicated source of local funding to implement and operate new public transit services. The results and recommendations of the La Porte County study are included to demonstrate the status of regional transit planning and potential future projects.

#### **LAPORTE COUNTY COORDINATED HUMAN SERVICES AND RURAL PUBLIC TRANSIT**

#### **LaPorte County Mobility Program:**

#### **Prairie Schooner**

**Overview**

Transportation needs for LaPorte County’s citizens will be coordinated by one County office that will serve as a mobility manager (broker) to connect individuals needing rides with transportation providers. New transportation services and/or providers will be established as part of this effort.

**Travel Needs Addressed**

While the goal is to serve the entire range of transportation needs of the County’s citizens, the following kinds of travel will be emphasized:

**Commuters:** connecting residents of LaPorte and other communities with Michigan City and its intercity services to Chicago and elsewhere.

**General public travelers:** connecting members of the general public to their desired destinations.

**Students and trainees:** connecting residents LaPorte and Michigan City with Purdue North Central and other training centers.

**Agency clients:** connecting the elderly, persons with physical or developmental disabilities, low income individuals, or others with special training or educational needs to sites where the ser-

vices that they need are offered.

**Isolated individuals:** connecting persons in the southern or other parts of the county who have limited mobility with employment, shopping, government, and social opportunities throughout the county.

**Potential Transportation Services:**

Coordinated / consolidated agency and general public transportation services throughout the county for agency clients and members of the general public to a wide range of destinations.

Volunteer transportation services to serve individuals and families in the least densely settled areas of the county; to be integrated with coordinated transportation services in later years.

Fixed route transit (supplemented by vanpools or subscription services?) to serve the LaPorte / Michigan City / Purdue North Central connections.

Enhancements to scheduling, dispatching, fare options, and vehicles for TransPorte services within the city of LaPorte.

Multi-modal transfer facilities within Michigan City for connections to Chicago, South Bend, and

other destinations.

Integration of Michigan City Municipal Coach Service into the county-wide operations.

**Potential Sequence of Activities:**

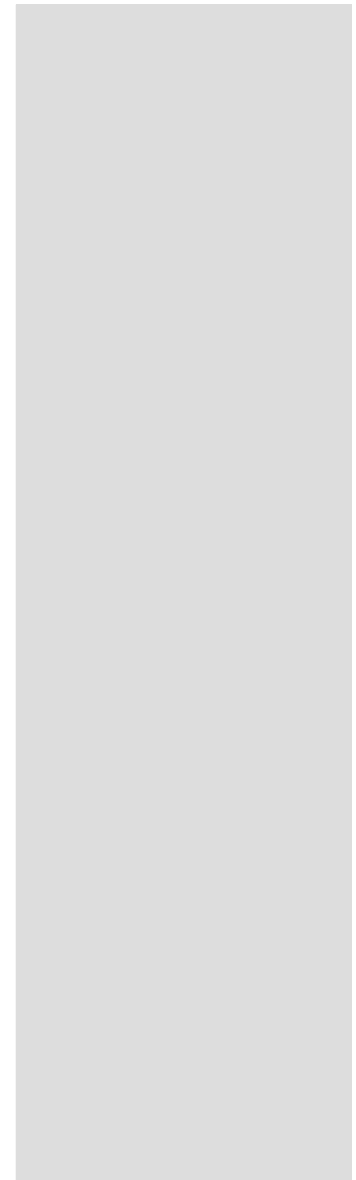
- Coordinate the transportation operations of human service agencies in the county.
  - ◊ Joint dispatching
  - ◊ Ride sharing
- Implement new services for residents in southern LaPorte County.
- Improve LaPorte’s TransPorte services.
  - ◊ Create ridesharing initiatives
  - ◊ Greater advertising of services
  - ◊ Increase fares
  - ◊ Decrease vehicle hours, increase hours during the day
- Initiate Michigan City / LaPorte / Purdue North Central “triangle” services.
- Create unified call center.
  - ◊ Information and referral “how do I get there” service
  - ◊ Integrate GIS information with County 911 service

- ◊ Joint dispatching
- ◊ Computerized dispatching and billing software
- Integrate TransPorte’s services with the coordinated agency operations.
  - ◊ Joint dispatching
  - ◊ Joint maintenance
  - ◊ Consolidated vehicle acquisitions
  - ◊ Joint driver/personnel training

- Expand services to weekends and later in the evenings.
- Integrate Michigan City’s public transit services into the county-wide structure.

**Assumption of ADA/paratransit as first step.**

- Construct new transfer centers in Michigan City and LaPorte.
- Create consolidated operations:
  - ◊ Consolidated vehicle ownership
  - ◊ Add new vehicles to the fleet
  - ◊ One driver pool
- Integrate the county’s services into the RBA network.



**Potential Organizational Alternatives**

**Options:**

- A public office / department
  - ◊ Existing: which one?
  - ◊ New : New county department?  
Independent transportation authority? [taxing authority?]
- A local agency
  - ◊ Existing : needs initiative and resources
  - ◊ New: a new 501(c)3 ??  
Other roles Lead agency / policy board
- A private firm not a favorable option for a number of stakeholders Potential Organizational Sequencing.
- Existing agency coordinates human services transportation.
- New county department organizes mobility management center
- New county department takes over consolidated operations

**Estimated Annual Ridership, LaPorte County Mobility Program:**

PNC / Michigan City / LaPorte Triangle: 53,580

[190 per day]

Coordinated human service transportation: 8,000

TransPorte: 55,000

Michigan City Municipal Coach: 205,000

South County services: 8,000

**Total estimated annual ridership: 349,580**

**Estimated Annual Budget (in the near term):**

Michigan City / LP / PNC “triangle:” \$325,000

Coordinated human services: \$800,000

LaPorte and Mich City operations: \$1,850,000

“South County Services”: \$100,000

**Initial annual total: \$3,075,000**

Funding needed above current \$: \$750,000

**Potential Funding Sources:**

**Federal funds administered by Indiana DOT**



- **S. 5307** Urbanized Area Formula Program
- **S. 5310** Elderly and Person with Disabilities
- **S. 5311** Other than Urbanized Area Formula Program
- **S. 5316** Job Access and Reverse Commute
- **S. 5317** New Freedom Initiative
- **CMAQ** Congestion Mitigation and Air Quality Program

**State Public Mass Transit Fund [PTMF]**

- Casino revenues
- City general revenue funds
- County general revenue funds
- Human service agency contracts
- Rider fares

**CMAQ Funding Requested: \$180,000 - \$215,000 per year**

- CMAQ helps fund the operation of the PNC-Michigan City-La Porte service.
- CMAQ also helps fund the start up of a county agency. Takes care of initial organizational costs, set-up of consolidated dispatching service, and other start-up costs.

Note that there appears to be sufficient current funds, including fares and additional funding from other government sources, to provide the

general public services on an ongoing basis (TransPorte and the coordinated agency transportation services).

**Possible Operational Details for the Michigan City / LaPorte / Purdue North Central “Triangle” Services:**

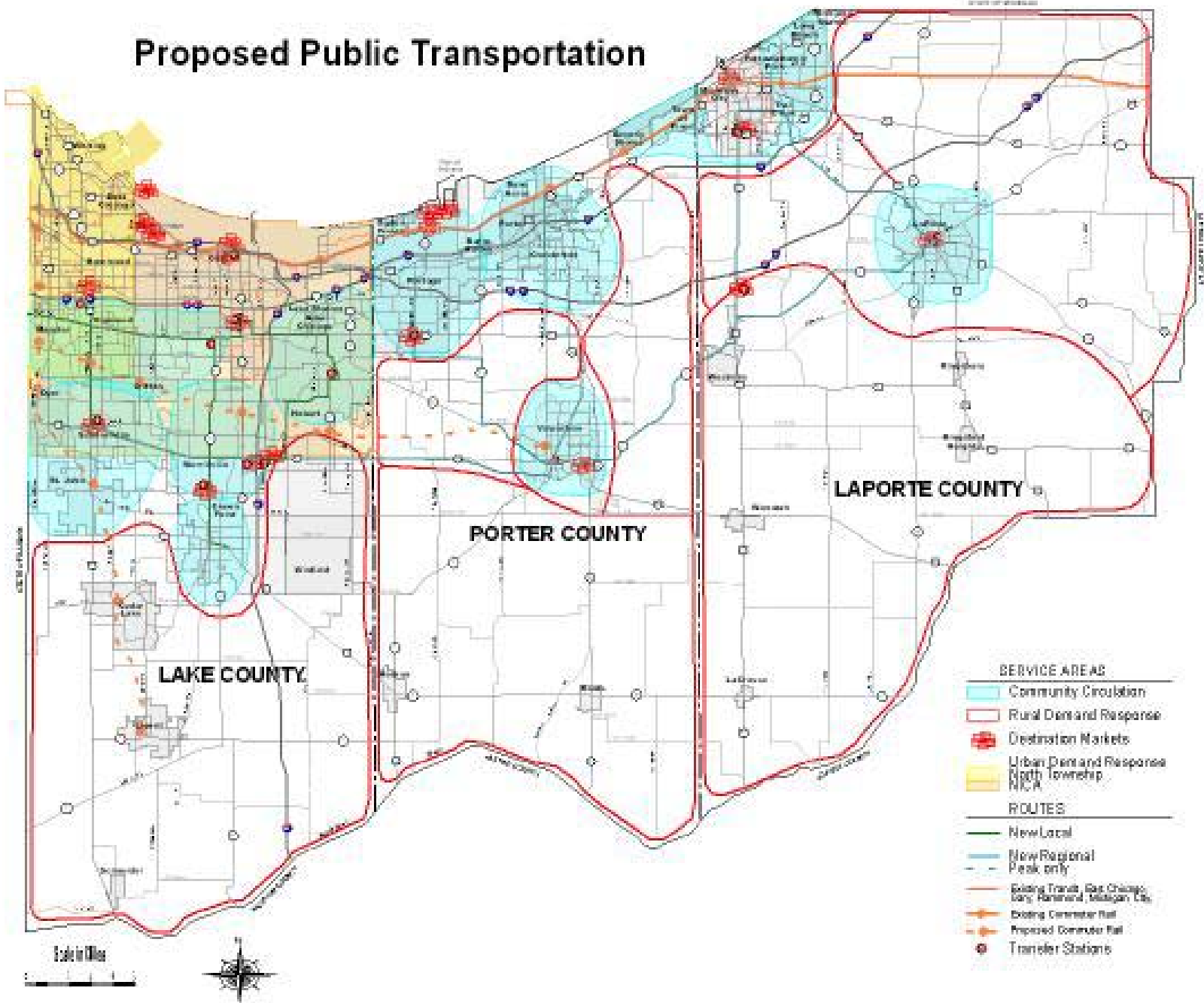
Service operates between downtown La Porte and Carroll Ave. NICTD station 5:30 - 7:30 AM, and 5:30 - 7:30 PM, Monday through Friday. Service operates every 30 - 45 minutes to meet trains. Service requires three vehicles.

Between 7:30 AM and 5:30 PM, service operates on an hourly basis, in a one-way loop serving Michigan City Carroll Ave. Station, downtown Michigan City, Purdue North Central Campus, and downtown La Porte. Service operates counter-clockwise in AM (primary travel direction being toward South Shore from La Porte and from Michigan City to PNC), and clockwise in PM (primary travel directions reverse of above). Service requires two vehicles.

There will be approximately 32 vehicle hours and 670 vehicle miles operated per weekday. At a cost of \$40 per vehicle hour, operating costs are approximately \$1,280 hours daily, or approximately \$325,000 per year for weekday only operation.



# Proposed Public Transportation



# APPENDICES

**APPENDIX A:** REGIONAL/ LOCAL AGEN-  
CIES CONTACT INFORMATION

**APPENDIX B:** COORDINATION WITH HIS-  
TORICAL & ANTHROPOLOGICAL PLANNING

**APPENDIX C:** ILLUSTRATIVE LISTS OF  
PROJECTS

**APPENDIX D:** PUBLIC COMMENT

**APPENDIX E:** ACKNOWLEDGEMENT



**Appendix A: Regional/ Local Agencies Contact Information**

NAME		TITLE	ORGANIZATION	STREET ADDRESS	SUITE ADDRESS	CITY	STATE	ZIP	PHONE	FAX	EMAIL
Bob	McCormick	Associate Director	Illinois-Indiana Sea Grant College Program	175 Marsteller Street	Room 201	West Lafayette	IN	47907	765-494-3573	765-496-6026	<a href="mailto:rmccormick@fnr.purdue.edu">rmccormick@fnr.purdue.edu</a>
Kay	Nelson	Environmental Affairs Director	Northwest Indiana Forum	6100 Southport Road		Portage	IN	46368	219-763-6303	219-763-2653	<a href="mailto:knelson@nwiforum.org">knelson@nwiforum.org</a>
Tom	Anderson	Executive Director	Save The Dunes Council	444 Barker Road		Michigan City	IN	46360	219-879-3937	219-872-4875	<a href="mailto:std@savedunes.org">std@savedunes.org</a>
John	Swanson	Executive Director	Northwestern Indiana Regional Planning Commission	6100 Southport Road		Portage	IN	46368	219-763-6060	219-762-1653	<a href="mailto:jswanson@nirpc.org">jswanson@nirpc.org</a>
			U.S. Army Corps of Engineers								-
Margarita	Chacon		U.S. Environmental Protection Agency	77 W Jackson Blvd		Chicago	IL		312-886-0225	60604	<a href="mailto:chacon.margarita@epa.gov">chacon.margarita@epa.gov</a>
Liz	McCloskey		U.S. Fish and Wildlife Service	PO Box 2616		Chesterton	IN	46304	219-983-9753		<a href="mailto:Elizabeth.McCloskey@fws.gov">Elizabeth.McCloskey@fws.gov</a>
J.	Ellison	Officer in Charge	U.S. Coast Guard	Washington Park		Michigan City	IN	46360	219-879-8371		-
Garry	Traynham		National Park Service	1100 N Mineral Springs Rd		Chesterton	IN	46304	219-926-7561 x411		<a href="mailto:garry_traynham@nps.gov">garry_traynham@nps.gov</a>
Stacy	Odom	Resource Mgmt Specialist	Natural Resources Conservation Service	1812 Troxel Drive	Lafayette	Lafayette	IN	47909	765-474-9992 x 129		<a href="mailto:stacy.odom@in.usda.gov">stacy.odom@in.usda.gov</a>
Joe	Exl	Lake Michigan Coastal Program	Indiana Department of Natural Resources	1600 North 25 East		Chesterton	IN	46304	219-921-0863	219-926-9775	<a href="mailto:JExl@dnr.IN.gov">JExl@dnr.IN.gov</a>
Linda	Schmidt	Watershed Specialist	Indiana Department of Environmental Management	100 N Senate Ave		Indianapolis	IN	46204	317-233-1432		<a href="mailto:LSCHMIDT@idem.IN.gov">LSCHMIDT@idem.IN.gov</a>
Karie	Brudis	Program Director	IDNR State Historic Preservation Officer	402 W Washington St	Room W274	Indianapolis	IN	46204	(317) 233-8941		<a href="mailto:kbrudis@dnr.in.gov">kbrudis@dnr.in.gov</a>

**Appendix B: Coordination with Historical and Anthropological Planning**

Agency/Organization	Address		Phone/Contact	Email
<b>STATE ORGANIZATIONS</b>				
Historic Landmarks Foundation of Indiana, Office of Environmental Services	340 W Michigan St	Indianapolis, IN 46202	Ph 317/639-4534 800/450-4534 Fx 317/639-6734	info@historiclandmarks.org Www.historiclandmarks.org
Indiana Historical Bureau (IHB)	Rm 130 140 N Senate Ave	Indianapolis, IN 46204-2296	Ph 317/232-2535/37 Fx 317/232-3728	<a href="http://www.statelib.lib.in.us">www.statelib.lib.in.us</a>
Indiana Historical Society	450 W Ohio St	Indianapolis, IN 46202	Ph 317/232-1882 800/447-1830	Www.indianahistory.org
Indiana National Road Association	P.O. Box 284	Cambridge City, IN 47327	Ph 765/478-3172	Www.indiananationalroad.org info@indiananationalroad.org
Indiana Postal History Society	P.O. Box 1875	Bloomington, IN 47402	Marge Faber, Secy	Www.theryles.com/iphs faber@bluemarble.net
Indiana State Register of Historic Places c/o DNR – Division of Historic Preservation & Archaeology	402 W Washington St, W274	Indianapolis, IN 46204-2739	Ph 317/232-1646 Fx 317/232-0693	dhpa@dnr.in.gov Www.in.gov/dnr/historic/ registers.html
Indiana Department of Transportation – Historic Bridges Program				www.in.gov/dot/programs/ bridges/inventory.html
Indiana Humanities Council	1500 N Delaware St	Indianapolis, IN 46202	Ph 317/638-1500 800/675-8897	Www.ihc.iupui.edu
Italian Heritage Society of Indiana	520 Stevens St	Indianapolis, IN 46263	Ph 317/767-7686	Www.italianheritage.org
John Shaw Billings History of Medicine Society, Inc.	975 W Walnut St IB 100	Indianapolis, IN 46202-5121	Ph 317/274-2076 Fx 317/278-2349	Www.billings@iupui.edu
Monon Railroad Historical – Technical Society				Www.monon.org webmaster@monon.org

LAKE COUNTY ORGANIZATIONS				
Buckley Homestead County Park	3606 Belshaw Rd	Lowell, IN 46356	Ph 219/696-0769 Fx 219/696-0796	Becky Crabb
Cedar Lake Historical Association Inc./ Lake of the Red Cedars Museum	PO Box 421, 3420 Cedar St	Cedar Lake 46303		
Dyer Historical Society, Inc.	Dyer Town Hall 1 Town Square	Dyer, IN 46311	Ph 219/865-6108 Fx 219/865-4233	Glen L. Eberly history@dersonline.com
East Chicago Historical Society, Inc.	c/o East Chicago Public Library 2401 E Columbus Dr	East Chicago, IN 46312	Ph 219/397-2453 Fx 219/397-6715	Gloria Dosen gdosen@ecpt.org
Gary Historical & Cultural Society	P.O. Box M-603	Gary, IN 46401	Ph 219/882-3311	Dolly Millender ghcsinc@yahoo.com
Griffith Historical Society, Inc	P.O. Box 678 201 S Broad Street	Griffith, IN 46319	Ph 219/924-9701	Karen Kulinski depotkaren@aol.com
Hammond Historical Society, Inc.	c/o Hammond Public Library 1564 S State St	Hammond, IN 46320	Ph 219/931-5100	Peg Evans
Hessville Historical Society—Little Red School House	7205 Kennedy Ave	Hammond, IN 46323	Ph 219/931-7559	Joyce Parrish
Highland Historical Society	c/o Sand Ridge Bank 2611 Highway Ave	Highland , IN 46322- 1614	Ph 219/838-2962	Mary Anne Ahlborn
Historic Landmarks Calumet Region Of- fice	607 S Lake St, Ste E	Gary, IN 46403	Ph 219/938-2200 Fx 219/938-2204	calumet@historiclandmarks.org
Hobart Historical Society	706 East 4 <sup>th</sup> St, PO Box 24	Hobart, IN 46342-0024	Ph 219/942-0970	Dorothy Ballantyne
Horace Mann-Ambridge Neighborhood Improvement Organization	PO Box 273-M	Gary, IN 46401	Ph 219/886-4423	Yvonne Anderson
Lake County Historic Preservation Coali- tion	141 Beverly Blvd	Hobart, IN 46342	Ph 219/942-5536	Elin Christianson
Lake County Historical Society, Inc	3220 Grove Ave	Lake Station, IN 46405- 2233		Joann Burdett larsv@netnitco.net
Lowell Main Street	428 East Commercial	Lowell, IN 46356	Ph 219/696-6876 Fx 219/696-8800	
Merrillville-Ross Township Historical Society	13 W 73rd Ave	Merrillville, IN 46410	Ph 219/756-2042	Beulah Brown
Munster Historical Society	Townhall 1005 Ridge Road	Munster, IN 46321	Ph 219/836-6932	munsterhistory@sbcglobal.net

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Obadiah Taylor Historical Association	15517 Barman	Lowell, IN 46356		
Schererville Historical Society	10 E Joliet St	Schererville, IN 46375-2011	Ph 219/322-1699	Heidi Zima
Schererville Main Street	10 East Joliet St	Schererville 46375	Ph 219/322-2211 x323 Fx 219/865-5515	
South Lake County Agriculture Historical Society	7910 W 109th Ave	Crown Point, IN 46307		
St John Historical Society, Inc.	9490 Keilman St. P.O. Box 134	St John, IN 46373	Ph 219/365-8550	Jim Theil
Three Creeks Historical Society	c/o Lowell Public Library 1505 Commercial Ave	Lowell, IN 46356		Bill Peterson
Whiting-Robertsdale Historical Society	1610 119th St	Whiting, IN 46394	Ph 219/659-1432	Marge Barsich
LA PORTE COUNTY ORGANIZATIONS				
LaPorte Historic Review Board	801 Michigan Ave	LaPorte, IN 46350	Ph 219/362-8260 Fx 219/325-0656	Mary Jane Thomas lpcityplanner@attbi.com
LaPorte County Historical Society, Inc.	2405 Indiana Ave, Ste 1	LaPorte, IN 46350	Ph 219/324-6767 Fx 219/324-9029	James A. Rodgers info@laportecountyhistory.org
Michigan City Historic Review Board	2944 Woodrow Ave	Michigan City, IN 46360		
Michigan City Historical Society/Old Lighthouse Museum	PO Box 512	Michigan City, IN 46360	Ph 219/872-6133	Jacqueline Glidden Ms June Jacques
Michigan City Main Street	100 East Michigan Blvd	Michigan City, IN 46360	Ph 219/874-3647 Fx 219/873-1515	Ed Kiss
People Engaged in Preservation	1307 Monroe St	LaPorte, IN 46350	Ph 219/872-5087	Timothy Stabosz
Preservationists of Michigan City, Inc	PO Box 9688	Michigan City, IN 46360	Ph 219/872-5593 219/879-6667	Richard R. Chey
Wanatah Historical Society	PO Box 156	Wanatah, IN 46390-0013		Rosalie Mack whistsoc@verizon.net
Westville Community Historical Society	P.O. Box 395	Westville, IN 46391		Mike Fleming

PORTER COUNTY ORGANIZATIONS				
Beverly Shores Historical Society	P.O. Box 242	Beverly Shores, IN 46301-0242		Carl Reed coreed@netnitco.net
Duneland Historical Society, Inc.	P.O. Box 2034	Chesterton, IN 46304	Ph 219/926-1931 Fx 219/926-1813	Audrey Lipinski
Hebron Historical Society, Inc.	P.O. Box 679	Hebron, IN 46341		
Historic Preservation of Porter County, Inc	256 Haas St	Valparaiso 46383		Terry Bailey
Historical Society of Ogden Dunes, Hour Glass Museum	115 Hillcrest Rd—101	Ogden Dunes, IN 46368-1001		youngmanpe@usa.com
Historical Society of Porter County, Inc—Old Jail Museum	1537 S Franklin St	Valparaiso, IN 46383	Ph 219/465-3595 Fx 219/477-4618	Ken Martin Kristen Soohey Oldjailmuseum@hotmail.com
Kankakee Valley Historical Society	22 West 1050 South	Kouts, IN 46347		John P Hodson jophod@jorsm.com
Portage Community Historical Society, Inc.	2100 Willowcreek Rd	Portage, IN 46368		Bill Message
Valparaiso Historic Preservation Commission	166 Lincolnway	Valparaiso	Ph 219/324-6767 Fx 219/324-9029	<a href="http://www.laportecountyhistory.org">www.laportecountyhistory.org</a>

NIRPC is developing a list of historical sites in northwest Indiana. These sites will be added as a layer to the GIS map. When transportation projects are proposed during the planning and project development processes, historical sites that could be affected by the proposed project can be indicated and the proper agency or organization can be contacted for their input and included for consideration when evaluating the project:

<b>LaPorte Co. Historical Society Marker/Site</b>	<b>Type</b>	<b>Location</b>	<b>City</b>	<b>County</b>
The Rumely Companies (Blacksmith Shop)	Marker	NW Corner of Lincolnway & Madison Sts	LaPorte.	LaPorte County
LaPorte’s Carnegie Library	Marker	SW Corner of Indiana & Maple Aves	LaPorte	LaPorte County
LaPorte County Circuit Court House	Marker	Michigan Ave/Lincolnway Avenues	LaPorte	LaPorte County
Indiana Territory Boundary Line	Marker	Lawn of KFC Restaurant, Pine Lake Ave	LaPorte	LaPorte County
Camp Anderson (Civil War training camp)	Marker	E Michigan Blvd & Carroll St	Michigan City	LaPorte County
Chicago-New York Electric Air Line RR	Marker	CR 250 S & SR 39	LaPorte	LaPorte County
Civil War Camps	Marker	SR 2 W (Colfax Camp, Camp Jackson)	Near LaPorte	LaPorte County
Old Lighthouse	Marker & Site	Lawn of Lighthouse Museum	Michigan City	LaPorte County
Plum Grove on Old Sauk Trail (Indians assembled before Death March)	Site	East of previous location of Bob’s Barbeque		LaPorte County
Miriam Benedict Grave Site	Marker	Miriam Benedict Cemetery, near Westville on SR 421		LaPorte County
Old Fort	Marker	Door Village		LaPorte County
Michigan Road	Site	Northern part of the county.		LaPorte County
Indian Mounds	Site	Along Kankakee River		LaPorte County
Kankakee River	Site	Kankakee River.		LaPorte County
Lemon Bridge	Site	SR 4 over Kankakee River		LaPorte County
Yellow River Road (Later Plank Road) First road in LaPorte Co.	Site			LaPorte County
Cold Springs	Site	South of Sauktown		LaPorte County
Carey Mission	Site	At Hudson.		LaPorte County

Indiana Historical Markers	IHB Marker Reference	Location	City	County
First Physician	45.1949.1			Lake County
Great Sauk (Sac) Trail	45.1966.1			Lake County
St John’s Lutheran Church in Tolleston	45.1976.1			Lake County
Dutch in the Calumet Region	45.1992.1			Lake County
St John Township School, District #2	45.1995.1			Lake County
The Lincoln Highway – The “Ideal Section”	45.1996.1	US 30		Lake County
Bethel Lutheran (Miller) Cemetery				Lake County
John Hack Cemetery				Lake County
Civil War Camps	46.1962.1	SR 2 W (Colfax Camp, Camp Jackson)	Near LaPorte	LaPorte County
Chicago-New York Electric Air Line Railroad	46.1995.1	CR 250 S & SR 39	LaPorte	LaPorte County
Camp Anderson	46.1996.1	E Michigan Blvd & Carroll St;	Michigan City	LaPorte County
Indiana Territory Boundary Line	46.1999.1	Lawn of KFC Restaurant, Pine Lake Ave	LaPorte	LaPorte County
LaPorte County Courthouse	46.2001.1	Michigan Ave/Lincolnway Avenues	LaPorte	LaPorte County
LaPorte’s Carnegie Library	46.2002.1	SW Corner of Indiana & Maple Aves	LaPorte	LaPorte County
The Rumely Companies	46.2003.1	NW Corner of Lincolnway & Madison Streets	LaPorte	LaPorte County
Iron Brigade	64.1995.1			Porter County
Willow Creek Confrontation	64.1995.2			Porter County
Ogden Dunes Ski Jump	64.1997.1		Ogden Dunes	Porter County

<b>Indiana DNR Historical Sites</b>	<b>Reference</b>	<b>Location</b>	<b>City</b>	<b>County</b>
Louis J Bailey Branch Library – Gary International Institute	Architecture, Ethnic Heritage, Social History		Gary	Lake County
Buckley Homestead, 1849	Architecture, Agriculture	3606 Belshaw Rd	Lowell Vicinity	Lake County
Clark A Wellington House, 1847	Architecture, Exploration/Settlement	227 South Court St	Crown Point	Lake County
Crown Point Courthouse Square Historic District, 1873-1940	Architecture, Politics/Government, Commerce		Crown Point	Lake County
Crown Point Courthouse Square Historic District Boundary Amendment, 1847-1940	Architecture, Commerce, Politics/Government		Crown Point	Lake County
Morse Dell Plain House & Landscape, 1923, 1926	Architecture, Landscape Architecture	7109 Knickerbocker Pkwy	Hammond	Lake County
Ralph Waldo Emerson School, 1908	Education, Social History	716 East 7 <sup>th</sup> Ave	Gary	Lake County
First Unitarian Church of Hobart, 1975	Architecture	497 Main St	Hobart	Lake County
Gary Bathing Beach Aquatorium, 1921	Architecture, Engineering, Entertainment/Recreation	1 Marquette Dr, Marquette Park	Gary	Lake County
Gary City Center Historic District, 1906-1944	Commerce, Community Planning & Development, Architecture	Roughly, both sides of Broadway from the CSS&SB Railroad to 9 <sup>th</sup> Ave	Gary	Lake County
Gary Land Company Building, 1906	Community Planning & Development, Exploration/Settlement	4 <sup>th</sup> Ave & Pennsylvania St	Gary	Lake County
Griffith EJ&E Interlocking Tower, 1924-1953	Transportation, Architecture		Griffith	Lake County
Griffith Grand Trunk Depot, 1911-1953	Transportation		Griffith	Lake County
Melvin A Halsted House, 1850	Architecture, Industry, Exploration/Settlement	201 East Main St	Lowell	Lake County
Hobart Carnegie Library, 1915	Architecture, Social History	706 East 4 <sup>th</sup> St	Hobart	Lake County
Hoosier Theater Building, 1924	Architecture	1329-1335 119 <sup>th</sup> St	Whiting	Lake County
Indiana Harbor Public Library, 1913-1955	Architecture, Education		East Chicago	Lake County



Kingsbury-Doak Farmhouse, c1860-1833	Architecture	Eagle Creek Township	Hebron Vicinity	Lake County
Knights of Columbus Building, 1925	Architecture	33 West 5 <sup>th</sup> Ave	Gary	Lake County
Lake County Courthouse, 1978	Architecture, Social History	Public Square	Crown Point	Lake County
Lake County Sanatorium Nurses Home, 1930o-1954	Architecture, Health/Medicine		Crown Point	Lake County
Lake County Sheriff's House & Jail, 1882	Architecture	232 South Main Street		Lake County
Lassen Hotel, 1895, 1920	Entertainment/Recreation	7808 West 138 <sup>th</sup> Pl.	Cedar Lake	Lake County
Marktown Historic District, 1888-1926	Architecture, Community Planning & Development, Industry, Social History	Bounded by Pine, Riley, Dickey, and 129 <sup>th</sup> Sts.	East Chicago	Lake County
Joseph Ernest Meyer House, 1931	Architecture	1370 Joliet St	Dyer	Lake County
Miller Town Hall, 1911	Politics/Government	Junction of Miller Ave, Old Hobart Road and Grand Blvd.	Gary	Lake County
Monon Dancing Pavilion, 1897	Transportation, Entertainment/ Recreation, Religion, Architecture	13701 Lauerman St	Cedar Lake	Lake County
Pennsylvania Railroad Station, 1910	Industry, Transportation	1001 Lillian St	Hobart	Lake County
State Bank of Hammond Building, 1927	Architecture, Commerce	5444-5446 Calumet Ave	Hammond	Lake County
Stallbohm Barn – Kaske House, c.1890, c. 1920	Agricultural, Architecture	1154 Ridge Road	Munster	Lake County
State Street Commercial Historic District, 1885-1946	Architecture, Commerce	Roughly State St. between Sohl and Bulletin Ave	Hammond	Lake County
West 5 <sup>th</sup> Ave Apartments Historic District, 1922-1928	Architecture, Community Planning & Development	Roughly bounded by 5 <sup>th</sup> Ave from Taft to Pierce St	Gary	Lake County
William Whitaker Landscape and House, 1926-1929	Landscape Architecture	472 South Main Street	Crown Point	Lake County
Whiting Memorial Community House, 1923	Industry	1938 Clark St	Whiting	Lake County
John Wood Old Mill, 1838	Architecture, Commerce, Exploration/ Settlement	East of Merrillville on SR 330	Merrillville vicinity	Lake County

Beverly Shores-Century of Progress Architectural District, 1934-35	Architecture, Invention	208, 210, 212, 214, & 215 Lake Front Drive	Beverly Shores	Porter County
Beverly Shores South Shore Railroad Station, 1929	Architecture, Transportation	Broadway Ave and US 12	Beverly Shores	Porter County
George Brown Mansion, 1885	Architecture	700 West Porter Ave	Chesterton	Porter County
Chesterton Commercial Historic District, c 1895-1949	Commerce, Architecture, Politics/Government	109-193 North Calumet Rd	Chesterton	Porter County
Norris & Harriett Coombs Lustron House, 1950	Architecture	411 Bowser St	Chesterton	Porter County
Clinton D Gilson Barn, 1892	Agriculture, Architecture	522 West CR 650 South	Hebron vicinity	Porter County
Heritage Hall, 1875	Education	Campus Mall, South College Ave	Valparaiso	Porter County
Imre & Maria Horner House, 1849	Architecture	2 Merrivale Ave	Beverly Shores	Porter County
Immanuel Lutheran Church, 1891	Architecture	308 North Washington St	Valparaiso	Porter County
Dr David J Loring Residence & Clinic, 1906	Health/Medicine, Social History	102 Washington St	Valparaiso	Porter County
New York Central Railroad Passenger Depot, 1914	Architecture, Transportation	220 Broadway	Chesterton	Porter County
Nike Missile Site C-47, 1956-1972	Military, Politics/Government, Social History	CR 700 North 600 North	Portage vicinity	Porter County
Porter County Jail & Sheriff's House, c.1860. Jail, 1871.	Architecture, Politics/Government, Social History	153 Franklin St	Valparaiso	Porter County
Porter County Memorial Hall, 1893.	Architecture, Performing Arts	104 Indiana Ave	Valparaiso	Porter County
David Garland Rose House, c. 1860	Architecture	156 Garfield St	Valparaiso	Porter County
Valparaiso Downtown Commercial District, c.1870-1930.	Architecture, Commerce, Politics/Government	Roughly bounded by Jefferson, Morgan, Indiana, and Napoleon Sts.	Valparaiso	Porter County
Weller House, c. 1870	Architecture	1200 North Rd	Chesterton	Porter County
Dune Acres Clubhouse, 1926-1941	Architecture, Social History		Dune Acres	Porter County
William McCallum House, 1885	Architecture		Valparaiso	Porter County
Bartlett Real Estate Office, 1927-1946	Architecture, Community Planning & Development		Beverly Shores	Porter County

Wilbur Wynant House, 1916	Architecture		Gary	Lake County
John H Barker Mansion, 1905	Architecture, Industry	631 Washington St	Michigan City	LaPorte County
Barker House, c. 1900	Architecture	444 Barker St	Michigan City	LaPorte County
Downtown LaPorte Historic District, 1850-1914	Architecture, Community Planning & Development	Roughly bounded by State, Jackson, Maple & Chicago Sts.	LaPorte	LaPorte County
First Congregational Church of Michigan City, 1881/1909	Architecture	531 Washington St	Michigan City	LaPorte County
Garrettson-Baine-Bartholomew House, 1908	Architecture	2921 Franklin St	Michigan City	LaPorte County
Michigan City East Pierhead Light tower & Elevated Walk (Michigan City Lighthouse), 1904	Architecture, Transportation	Eastside of entrance to Michigan City Harbor	Michigan City	LaPorte County
Michigan City Lighthouse, 1858	Conservation, Architecture	Washington Park	Michigan City	LaPorte County
Michigan City Post Office, 1909	Architecture	126 East 5 <sup>th</sup> St	Michigan City	LaPorte County
Francis H. Morrison House, 1904	Architecture, Commerce	1217 Michigan Ave	LaPorte	LaPorte County
Muskegon Shipwreck Site	Archaeology		Michigan City vicinity	LaPorte County
William Orr House, 1875	Architecture	4076 West Small Road	LaPorte	LaPorte County
Pinehurst Hall, 1853	Architecture	3042 North US 35	LaPorte	LaPorte County
Marion Ridgeway Polygonal Barn, 1878 (Round & Polygonal Barns of Indiana Multiple Property Listing)	Agriculture, Architecture	SR 35 just north of Crescent Dr	LaPorte	LaPorte County
Everel S. Smith House, 1879	Architecture, Commerce	56 West Jefferson St	Westville	LaPorte County
Washington Park, 1891, 1933-1941	Entertainment/Recreation, Landscape Architecture, Social History, Architecture	Roughly bounded by Lake Michigan, Krueger St, Trail Creek, Lakeshore Dr, Heisman Harbor Rd and Browne Basin Rd	Michigan City	LaPorte County
Dan Low Estate – Underground Railroad Site			Michigan City	LaPorte County
Joseph Bailly Homestead, 1822-1919	Architecture, Commerce, Exploration/Settlement, Social History	West of Porter on US 20 in Indiana Dunes National Lakeshore	Near Porter	Porter County

<b>National Register of Historic Places 2003-2004</b>	<b>Location</b>	<b>City</b>	<b>County</b>
Buckley Homestead, 1849	3606 Belshaw Rd	Lowell vicinity	Lake County
Wellington Clark House, 1847	227 South Court St	Crown Point	Lake County
Morse Dell Plain House & Landscape, 1923, 1926	7109 Knickerbocker Pkwy	Hammond	Lake County
Ralph Waldo Emerson School, 1908	716 East 7 <sup>th</sup> Ave	Gary	Lake County
First Unitarian Church of Hobart, 1875	497 Main St	Hobart	Lake County
Gary Bathing Beach Aquatorium, 1921	1 Marquette Dr, Marquette Park	Gary	Lake County
Gary City Center Historic District, 1906-1944	Roughly, both sides of Broadway from the CSS&SB Railroad to 9 <sup>th</sup> Ave	Gary	Lake County
Gary Land Company Building, 1906	4 <sup>th</sup> Ave & Pennsylvania St	Gary	Lake County
Melvin A Halsted House, 1850	201 East Main St	Lowell	Lake County
Hobart Carnegie Library, 1915	706 East 4 <sup>th</sup> St	Hobart	Lake County
Hoosier Theater Building, 1924	1329-1335 119 <sup>th</sup> St	Whiting	Lake County
Knights of Columbus Building, 1925	33 West 5 <sup>th</sup> Ave	Gary	Lake County
Lake County Courthouse, 1878	Public Square	Crown Point	Lake County
Lake County Sheriff's House & Jail, 1882	232 South Main Street	Crown Point	Lake County
Lassen Hotel, 1895, 1920	7808 West 138 <sup>th</sup> Pl.	Cedar Lake	Lake County
Marktown Historic District, 1888-1926	Bounded by Pine, Riley, Dickey, and 129 <sup>th</sup> Sts.	East Chicago	Lake County
Joseph Ernest Meyer House, 1931	1370 Joliet St	Dyer	Lake County
Miller Town Hall, 1911	Junction of Miller Ave, Old Hobart Road and Grand Blvd.	Gary	Lake County
Monon Dancing Pavilion, 1897	13701 Lauerman St	Cedar Lake	Lake County
Pennsylvania Railroad Station, 1910	1001 Lillian St	Hobart	Lake County

<b>National Register of Historic Places 2003-2004</b>	<b>Location</b>	<b>City</b>	<b>County</b>
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Wellington Clark House, 1847	227 South Court St	Crown Point	Lake County
Morse Dell Plain House & Landscape, 1923, 1926	7109 Knickerbocker Pkwy	Hammond	Lake County
Ralph Waldo Emerson School, 1908	716 East 7 <sup>th</sup> Ave	Gary	Lake County
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Gary Land Company Building, 1906	4 <sup>th</sup> Ave & Pennsylvania St	Gary	Lake County
Melvin A Halsted House, 1850	201 East Main St	Lowell	Lake County
Hobart Carnegie Library, 1915	706 East 4 <sup>th</sup> St	Hobart	Lake County
Hoosier Theater Building, 1924	1329-1335 119 <sup>th</sup> St	Whiting	Lake County
Knights of Columbus Building, 1925	33 West 5 <sup>th</sup> Ave	Gary	Lake County
Lake County Courthouse, 1878	Public Square	Crown Point	Lake County
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Lassen Hotel, 1895, 1920	7808 West 138 <sup>th</sup> Pl.	Cedar Lake	Lake County
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Joseph Ernest Meyer House, 1931	1370 Joliet St	Dyer	Lake County
Miller Town Hall, 1911	Junction of Miller Ave, Old Hobart Road and Grand Blvd.	Gary	Lake County
Monon Dancing Pavilion, 1897	13701 Lauerman St	Cedar Lake	Lake County
Pennsylvania Railroad Station, 1910	1001 Lillian St	Hobart	Lake County
State Bank of Hammond Building, 1927	5444-5446 Calumet Ave	Hammond	Lake County
Stallbohm Barn – Kaske House, c.1890, c.1920	1154 Ridge Road	Munster	Lake County

State Street Commercial Historic District, 1885-1946	Roughly State St. between Sohl and Bulletin Ave	Hammond	Lake County
West 5 <sup>th</sup> Avenue Apartment Historic District, 1922-1928	Roughly bounded by 5 <sup>th</sup> Ave from Taft to Pierce St	Gary	Lake County
William Whitaker Landscape & House, 1926-1929	472 South Main Street	Crown Point	Lake County
Whiting Memorial Community House, 1923	1938 Clark St	Whiting	Lake County
John Wood Old Mill, 1838	East of Merrillville on SR 330		Lake County
John H Barker Mansion, 1905	631 Washington St	Michigan City	LaPorte County
Barker House, c.1900	444 Barker St	Michigan City	LaPorte County
Downtown LaPorte Historic District, 1850-1914.	Roughly bounded by State, Jackson, Maple & Chicago Sts.	LaPorte	LaPorte County
First Congregational Church of Michigan City, 1881 / 1909.	531 Washington St	Michigan City	LaPorte County
Garrettson-Baine-Bartholomew House, 1908.	2921 Franklin St	Michigan City	LaPorte County
Michigan Central Railroad Engine Repair Shops (aka tom and Blank Bldg)	104 N Franklin St	Michigan City	LaPorte County
Michigan City East Pierhead Light Tower & Elevated Walk (Michigan City Lighthouse), 1904	Eastside of entrance to Michigan City Harbor	Michigan City	LaPorte County
Michigan City Lighthouse, 1858	Washington Park	Michigan City	LaPorte County
Michigan City Post Office, 1909	126 East 5 <sup>th</sup> St	Michigan City	LaPorte County
Francis H Morrison House, 1904	1217 Michigan Ave	LaPorte	LaPorte County
Muskegon Shipwreck Site, 1872-1911		Michigan City vicinity	LaPorte County
William Orr House, 1875	4076 West Small Road	LaPorte	LaPorte County
Pinehurst Hall, 1853	3042 North US 35	LaPorte	LaPorte County
Marion Ridgeway Polygonal Barn, 1878	SR 35 just north of Crescent Dr	LaPorte	LaPorte County
Everel S Smith House, 1879	56 West Jefferson St	Westville	LaPorte County

Washington Park, 1891, 1933-1941	Roughly bounded by Lake Michigan, Krueger St, Trail Creek, Lakeshore Dr, Heisman Harbor Rd and Browne Basin Rd	Michigan City	LaPorte County
Joseph Bailly Homestead, 1822-1919	West of Porter on US 20 in Indiana Dunes National Lakeshore	Porter vicinity	Porter County
Beverly Shores-Century of Progress Architectural District, 1934-1935	208, 210, 212, 214, & 215 Lake Front Drive	Beverly Shores	Porter County
Beverly Shores South Shore Railroad Station, 1929	Broadway Ave and US 12	Beverly Shores	Porter County
George Brown Mansion, 1885	700 West Porter Ave	Chesterton	Porter County
Chesterton Commercial Historic District, c.1895-1949	109-193 North Calumet Rd	Chesterton	Porter County
Norris & Harriett Coombs Lustron house, 1950	411 Bowser St	Chesterton	Porter County
Clinton D Gilson Barn, 1892	522 West CR 650 South	Hebron vicinity	Porter County
Heritage Hall, 1875	Campus Mall, South College Ave	Valparaiso	Porter County
Imre & Maria Horner House, 1949	2 Merrivale Ave	Beverly Shores	Porter County
Immanuel Lutheran Church, 1891	308 North Washington St	Valparaiso	Porter County
Dr David J Loring Residence & Clinic, 1906	102 Washington St	Valparaiso	Porter County
New York Central Railroad Passenger Depot, 1914	220 Broadway	Chesterton	Porter County
Nike Missile Site C-47, 1956-1972	CR 700 North 600 North	Portage vicinity	Porter County
Porter County Jail & Sheriff's House. House, c.1860, Jail, 1871.	153 Franklin St	Valparaiso	Porter County
Porter County Memorial Hall, 1893	104 Indiana Ave	Valparaiso	Porter County
Porter Town Hall, 1913	303 Franklin St (Demolished Fall, 2002)	Porter	Porter County
David Garland Rose House, c.1860	156 Garfield St	Valparaiso	Porter County
Valparaiso Downtown Commercial District, c.1870-1930	Roughly bounded by Jefferson, Morgan, Indiana, and Napoleon Sts.	Valparaiso	Porter County
Weller House, c.1870	1200 North Rd	Chesterton	Porter County

<b>Museums</b>			
The Great Lakes Museum of Military History	360 Dunes Plaza, W US Hwy 20	Michigan City	LaPorte County
Old Lighthouse Museum	PO Box 512	Michigan City 46361	LaPorte County
Brauer Museum of Art		Valparaiso	LaPorte County
Hesston Steam Museum	1201 E 1000 N	LaPorte	Rural LaPorte County

<b>Historic Landmarks Foundation of Indiana – 10 most endangered landmarks in 2005</b>			
First National Bank (in 2005)		East Chicago	Lake County
Lake County Bridge #36 (in 2002)	Over Kankakee River		Lake County
Gary Union Station (in 2003)			



**Appendix C: Illustrative Lists of Projects**
*Candidates Expansion Proposals: State Highways*

<b>Street/ Highway</b>	<b>From</b>	<b>To</b>	<b>Expansion Type</b>	<b>City Bound-ary</b>	<b>Cost in \$1000's</b>
US-30	US-41	0.4 mile west of I-65	Add Lanes	Schererville	\$33,000
US-20	SR-312	SR-152-E. Chicago	Add Lanes	East Chicago	\$3,000
US-6/Ripley-Ridge	0.3 mi so of I-80/94	0.4 mi east of SR-51	Add Lanes	Lake Station	\$7,500
SR-312	Columbia Ave (0.1 mi w of I-90)	Railroad Ave-E. Chicago	Add Lanes	East Chicago	\$2,825
US-20	US-20 / US-35 / SR-212	I-94 - Michigan City	Add Lanes	Michigan City	\$1,627
SR-912	0.416 KM N of US-12	1.008 KM N of I-80/94	Add Lanes	Gary	\$100,050
US-30	0.9 mile east of I-65	SR-51	Add Lanes	Hobart	\$11,000
US-20	County Line Rd	Ohio St -Michigan City	Add Lanes	Michigan City	\$3,700
US-421	I-94	US-20 -Michigan City	Add Lanes	Michigan City	\$4,461
US-421	So jct wi/ SR-2	No jct w/ SR-2-Westville	Add Lanes	Westville	\$2,951
SR-49	At CR-400N, 2.7 mi N of US-30		New Interch	Valparaiso	\$4,960
SR-49	I-80/90	I-94 - Chesterton	Add Lanes	Chesterton	\$14,340
US-20	SR-152	4 lane section 0.4 mile west of SR-912	Add Lanes	Gary	\$5,500
SR-149	Lenburg Rd	US-20 - Burns Harbor	Add Lanes	Burns Harbor	\$2,650
US-421	North Jct with SR-2	I-80/90	Add Lanes	LaPorte Co	\$4,819
SR-49	I-94	Oak Hill Rd-Chesterton	Add Lanes	Chesterton	\$687
SR-51	Cleveland Rd	South jct with US-6	Add Lanes	Hobart	\$2,500
I-65	109th Ave		New Interch	Crown Point	\$20,000
SR-39	US-35	Severs Rd in LaPorte	Add Lanes	LaPorte	\$1,189
SR-51	US-30	10th Street	Add Lanes	Hobart	\$3,500
<b>State-Supported Highway Proposal Needing Further Study</b>					
<b>Suburban Transportation Needs</b>			New Interstate	Lake Co.	\$500,000
<b>Total</b>					<b>\$730,259</b>

*Additional Candidates State Highway Proposals*

Street/ Highway	From	To	Expansion Type	City Boundary	Cost in \$1000's
<b>SR-312</b>	Calumet Ave	Illinois State Line	Add Lanes	Hammond	<b>\$ 25,000</b>
<b>SR-149</b>	SR-130	US-30	New Road	Porter Co.	<b>\$ 26,000</b>
<b>SR-55</b>	Ridge Rd	US-30	Add Lanes	Merrillville	<b>\$ 10,000</b>
<b>I-94</b>	County Line Rd.		New Interchange	Michigan City	<b>\$ 10,000</b>
<b>SR-49</b>	CR-600 N		New Interchange	Porter Co.	<b>\$ 7,500</b>
<b>SR-49</b>	CR-500 N		New Interchange	Porter Co.	<b>\$ 7,500</b>
<b>Total</b>					<b>\$ 86,000</b>

*Candidates Expansion Proposals: Lake & Porter Highways*

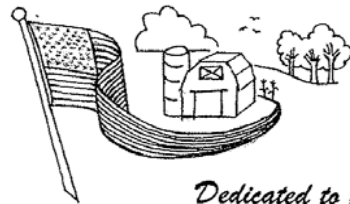
Street/ Highway	From	To	Expansion Type	City Boundary	Cost in \$1000's
<b>165th Street</b>	Calumet Ave.	Indianapolis Blvd	Add Lanes	Hammond	<b>\$ 8,000</b>
<b>Mississippi St.</b>	US 30	101st St.	Add Lanes	Merrillville	<b>\$ 6,300</b>
<b>93rd Ave.</b>	Mississippi	Colorado	Add Lanes	Merrillville	<b>\$ 3,200</b>
<b>61st Av. / Bracken Rd</b>	Colorado	SR-51	Add Lanes	Hobart	<b>\$ 12,000</b>
<b>Kennedy Ave.</b>	45th Ave.	Main St.	Add Lanes	Highland	<b>\$ 4,000</b>
<b>Main St.</b>	State Line	East Corp. Boundary	Add Lanes	Munster	<b>\$ 8,360</b>
<b>Kennedy Ave.</b>	Junction	US-30	Add Lanes	Schererville	<b>\$ 10,000</b>
<b>Vale Park Rd.</b>	Campbell St.	Valparaiso	New Road	Valparaiso	<b>\$ 3,600</b>
<b>Total</b>					<b>\$ 55,460</b>

*Candidates Expansion Proposals: LaPorte Highways*

Street/ Highway	From	To	Expansion Type	City Boundary	Cost in \$1000's
Monroe St Hoelacker Dr.	Washington St.	McClung Rd.	New Road	LaPorte	\$ 1,800
Karwick Rd.	Springland Ave.	US-35	New Road	Michigan City	\$ 4,893
Lake St.	Madison St.	Hoelocker Dr.	New Road	LaPorte	\$ 750
Woodland Av.	US-20	Greenwood Av.	Add Lanes	Michigan City	\$ 2,200
Larkspur Ln	Menards	Cleveland Av.	New Road	Michigan City	\$ 469
Springland Av	Karwick Rd.	Royal Rd	New Road	Michigan City	\$ 860
Boyd Blvd	Darlington St.	Severs Rd.	New Road	LaPorte	\$ 2,440
Westwind Dr.	Westwind Dr.	Cleveland Av.	New Road	Michigan City	\$ 923
East Shore	US-35 / SR-39	McClung Rd.	New Road	LaPorte	\$ 1,060
Kieffer Rd.	Ohio St.	Cleveland Av.	New Road	Michigan City	\$ 1,265
Wardner St.	Marquette St.	McClung Rd.	New Road	LaPorte	\$ 640
Shelton Dr.	Fifth St.	Second St.	New Road	LaPorte	\$ 280
Polk St.	US-35 / SR-39	McClung Rd.	New Road	LaPorte	\$ 1,100
<b>Total</b>					<b>\$ 18,680</b>

*Appendix D*  
Public Comment

**Comment from Citizen Against the Privatized Illiana Tollroad (CAPIT)**



**Citizens Against the Privatized  
Illiana Tollroad**

*Dedicated to the Preservation of the Rural Communities of NW Indiana*

[www.no-illiana.com](http://www.no-illiana.com)

Discussion webpage: [www.no-illiana-tollroad.com](http://www.no-illiana-tollroad.com) • Mailing address: P.O. Box 117, Kouts, Ind., 46347

June 14, 2007

Dear NIRPC,

Enclosed is a statement that CAPIT submits as part of the public input process for your Connections 2030 Plan Amendment.

We have also submitted this statement via email to you.

Thank you.

Citizens Against the Privatized Illiana Toll Road

Core group members:  
Dave Ahlberg, president  
Laura Blaney, vice-president  
Terri Ahlberg  
Suzanne Groennings  
Jane and Bruce Nagel  
Mary Parker  
Patricia and Lewis Rhinehart  
George Malis  
Jack Rust  
Vicki Urbanik  
Andy Vasquez

The following statement is submitted by the Citizens Against the Privatized Illiana Toll Road (CAPIT), a non-partisan citizens group that was formed in response to efforts by Gov. Daniels and the Indiana Legislature in 2007 to authorize a privatized toll road through the rural portions of south Lake and Porter counties and through LaPorte County.

Citizens Against the Privatized Illiana Toll Road objects to the inclusion of the Illiana expressway in NIRPC's Connections 2030 Plan Amendment and related documents. CAPIT objects specifically to most of the language in the "Future Initiatives & Needs" section of the plan for its implied endorsement of the Illiana.

CAPIT calls on NIRPC to abandon its support for a study focused exclusively on the Illiana and instead to embark upon a broader study that addresses overall regional economic and transportation needs with top priority on the following: Revitalization of communities sorely in need of improvement (but not at the expense of other communities), preservation of communities that already experience a high quality of life, and pursuit of innovative and environmentally progressive land use practices and transportation methods.

We offer the following response to the language in the "Future Initiatives & Needs" section about the Illiana.

**"When NIRPC adopted its long-range transportation plan for the horizon year 2030 in April 2005, it also unanimously passed a resolution calling for the Indiana Department of Transportation (INDOT) to conduct a feasibility study to determine whether a need exists for a new interstate highway in the southern portion of the region, which has been generally referred to as the Illiana Expressway."**

This sentence should state that the NIRPC's endorsement in April of 2005 related *only* to the section of the Illiana extending from I-57 in Illinois to I-65 in Lake County. It is inaccurate and misleading to suggest that NIRPC endorsed a study for the entire stretch of the Illiana, from I-57 to I-94 in LaPorte County, prior to late December, 2006.

The distinction is vital.

The I-57 to I-65 section had been in the NIRPC transportation plan as a project in need of eventual study prior to December, 2006. But the stretch of the Illiana east of I-65 — the stretch that has caused the most public outcry and led to the formation of CAPIT — was not included in regional or local transportation plans. In fact, several state, regional and county officials have

informed us that they knew nothing about any plan to extend the Illiana eastward beyond I-65 prior to the Governor's announcement for the Illiana in late 2006.

**"Roadway congestion and the resultant idling contribute to diminished air quality, with Lake and Porter counties currently designated as severe non-attainment areas under federal clean air laws."**

Reducing congestion on the Borman Expressway has been cited as the main reason for building the Illiana. However, no substantive data exist to show that a new south-county expressway or toll road would reduce traffic on the Borman or other major roads.

A 1992 study evaluated the reduction in the vehicles traveled on the Borman if several options were pursued. One of these options was to build a new south-county highway to I-65, and another option was to extend the highway farther east, to Ind. 49. Statistics in that study showed that most traffic reduction on the Borman would be achieved by a new highway to I-65 only, and that the eastern stretch would not make any notable difference in reducing Borman traffic. This report, however, concluded that overall, a south-county highway would not offer long-term Borman traffic reduction, because eventually, traffic would fill in on the other roads as well as the Borman.

This conclusion is backed up by a number of studies done elsewhere in the country that found that major new highways typically induce overall traffic in a region and do not accomplish the goal of reducing existing traffic on other roads.

Indeed, very preliminary computer modeling done by NIRPC for an Illiana extending just to I-65 also showed an overall increase, albeit a slight one, in regional traffic.

It has been our observation that Borman traffic congestion — i.e., back-ups that result in idled traffic — typically occur during the summer months, during a time period of heavy tourist traffic coupled with road construction, and that most of the traffic back-ups begin on the Illinois side of I-94.

It is also our observation that the Indiana Toll Road rarely experiences heavy congestion, at least not to the point that traffic comes to a standstill (other than when waiting to pay the tolls).

For all of the reasons cited above, we call on NIRPC to clearly document why it believes the Illiana would result in congestion relief on the Borman.

**"Forecasts indicate a 50% increase in truck traffic on the Borman Expressway over the next 20 years."**

Again, we call on NIRPC to document the source of the quoted forecast. We question if this forecast is based on a major new facility in our area, such as a new LaPorte County Intermodal, or whether the truck projection is based on *existing* land use. We also question if this forecast took into account rising fuel costs and the impact of higher costs on the trucking industry nationally.

Several major mass transportation projects are planned in our region, including the additional train car purchase for the existing South Shore service, the proposed South Shore expansion to Valparaiso and to Lowell, and the expanded bus service throughout Northwest Indiana. We question if NIRPC has conducted traffic studies that forecast how much of a *decrease* in passenger vehicles can be expected on the Borman and other roads once these mass transportation projects become reality.

The position that an Illiana expressway would provide additional highway capacity to accommodate a projected increase in trucks conflicts with the notion that the Illiana would reduce existing congestion on the Borman. A number of trucking representatives have told us that truckers will likely continue to use the Borman, and not a south county Illiana, because the Illiana would take them out of their way as compared with the direct-route afforded by the Borman. Truckers have also told us that this would be particularly true if the Illiana is a toll road.

**"Future widening of the Borman Expressway is questionable because of adjacent Little Calumet River flood plain, wetlands, and urbanized areas, and the enormous cost to wide beyond existing right-of-way."**

CAPIT strongly opposes the suggestion that it is better public policy to pursue a government taking of land for a new road in the less urbanized and green space areas. We call on NIRPC to recognize that our farm lands and forested areas, of which there are many in the Illiana Expressway's path, serve a vital public purpose. Their value should not be judged merely based on what it would cost in dollars for government or the private sector to acquire them.

NIRPC needs to recognize the value of preserving Northwest Indiana's agricultural heritage, especially at a time when farming is playing an increasing role in developing alternative fuels. And with the growth in the region, NIRPC needs to understand the importance of preserving our open spaces, such as forests and wetlands.



We also call on NIRPC and other Illiana supporters to understand the reality of those living in more rural communities. People in the rural areas would likely have a far more difficult time finding comparable property than those in urban areas. For example, consider the scenario of a family of moderate income who raises goats and chickens on a 10-acre homestead. With the soaring costs of land prices, even in the rural areas, they may not be able to move easily to another 10-acre parcel within their own community. They might find themselves forced to move outside of their township — thus relocating their children to another school system — or to move into a city or town — thus forcing them to give up their ability to raise farm animals.

We do not wish to minimize the emotional impact on urban residents forced to move out of their homes. However, speaking strictly in terms of finding a comparable place to live, the reality is that it is far easier for someone with a home on a small lot in an urban setting to find similar housing than it is for people in the rural areas. We believe this is an important issue that our public leaders must address when considering any large-scale public works project in the rural areas.

**"In addition to mobility issues, however, it is important that the feasibility study address other impacts associated with the Illiana. The study must assess fully the environmental impacts of such a proposed facility and the ability to minimize them. The implications for regional land use, the resultant demands upon other public infrastructure, and the potential impacts on minority and low-income communities must also be considered. An in-depth assessment should be made of the economic costs and benefits associated of this project."**

Any "study" involving the Illiana must have as its top priority environmental impacts, impact on minority populations, demands on other infrastructure and other social issues. These items should not be treated as second-hand considerations, as NIRPC suggests here, but of top concern.

It is vital that NIRPC clearly define what it means by a "feasibility study" for the Illiana. Would this study address the fundamental question — is another major highway needed in our region? If so, why? Would it be to add additional highway capacity for trucks? Would that lead to increased development in the rural areas, in turn causing further disinvestment in our northernmost communities?

Or would this study assume that the road is needed, then map out a route and address how to "minimize" the environmental impacts, as indicated in the statement above? We believe that is entirely the wrong approach for NIRPC to take.

We urge NIRPC and other regional leaders to heed the advice against repeating the mistakes of the past contained in the recent report by The Brookings Institution Metropolitan Policy Program, "The Vital Center: A Federal-State Compact to Renew the Great Lakes Region."

A recommendation titled "Strengthen the Region's Metropolitan Areas" makes the following observation, which seems to describe Northwest Indiana perfectly:

***"Yet decades of metropolitan decentralization and urban disinvestment have left many Great Lakes cities and older suburbs struggling to find their economic niche. This struggle is manifested and reinforced by concentrated poverty and racial segregation, and a ratepayer base that cannot pay for infrastructure improvements essential to these communities' economic growth."***

What role can transportation policy play? The Brookings Institution report calls for strengthening the competitive posture of the metropolitan areas with a "21st century approach to infrastructure policy" and for "reinvesting in the region's cities and older communities." So is the answer to build new expressways in rural areas? CAPIT strongly believes that a south-county highway would lead to further urban sprawl and disinvestment of the most poverty-struck communities while damaging the fabric of the rural communities. The Brookings Institution report calls on Congress to use transportation policy "as a vehicle to support strong and resilient metropolitan economies..." but notes the following:

***"Yet that transportation policy cannot replicate the policies of the 1950s — we are not, simply put, going to build our way out of congestion."***

***"The federal government must shift to a series of other priorities including: connecting Great lakes metropolitan areas with high speed rail; providing greater access to ports and freight hubs ... and maintaining and preserving the existing system which serves a preponderance of the population in the Great Lakes and where substantial investments have already been made."***

*The Brookings Institution's report concludes with an optimistic view that the Great Lakes region is "ready and equipped to help lead America's social and economic renewal." Along those lines, a number of innovative transportation projects have been proposed in our region, including monorail, hovercraft and dedicated bus paths. In addition, NIRPC's Ped & Pedal report, and its proposals for a biking and biking trail network throughout the region, could play an important role advancing the quality of life in our region — not just in terms of promoting fit lifestyles and recreation, but also by encouraging alternative, "clean" transportation throughout the region.*

We urge NIRPC to embrace the Brookings Institution's call for "21st century" thinking when it comes to transportation planning, and not to discard the enormous potential for forms of transportation other than the traditional highway.

**"It is also important that there be extensive and meaningful input of local public officials and private citizenry throughout the planning process ..."**

*Although we question what is intended by the term "planning process" (since this section of the text refers only to a feasibility study of the Illiana, not actually planning the new road), CAPIT wholeheartedly endorses extensive and meaningful input with citizens on all transportation and land use planning matters.*

*We feel strongly, however, that this has not occurred with the Illiana.*

*As one example, NIRPC became actively involved in support of S.B. 1. This bill would have given legislative authority for a privatized toll road, even though NIRPC's official position was that it endorsed only a study of the toll road. NIRPC had an obligation to the citizenry to be upfront and clear on its position, especially on a matter of this significance, and not to fuel the considerable confusion regarding S.B. 1 as it was being advanced in the media and by some toll road supporters.*

*Further, as a publicly funded agency, NIRPC has the obligation to heed the public's wishes. The considerable citizen opposition to the Illiana should demonstrate to NIRPC that this project is not in the public's interests. We wish to note that the Porter County Commissioners are united in their opposition to an Illiana in south-Porter County and that the toll road is not included in the county's just-revised master plan. CAPIT also feels that the intimate relationship between NIRPC and the Northwest Indiana Forum causes pressure on NIRPC to adopt NWI Forum views and visions. CAPIT feels that NIRPC should take extra provisions to ensure that plans such as the 2030 amendment actually reflect the needs and desires of the public, especially those most affected by future projects, and to provide a proper balance between the business, municipal and rural communities.*

***We urge NIRPC to respect its own call for "extensive and meaningful input" with the private citizenry on all future initiatives. Northwest Indiana deserves no less.***

**-end-June 15, 2007**

**Comment from Dunelands Sierra Club**

**NIRPC  
6100 Southport Road  
Portage , Indiana 46368**

**Dear NIRPC Commissioners and Staff:**

**This is a comment letter from the Dunelands Sierra Club on the Connections 2030 Plan Amendment, the 2007-11TIP, and the Conformity Determination.**

**We have specific comments about the Illiana beltway study. This should absolutely not be a study of how to build this road and mitigate the social and environmental impacts. The time is now, with the realization that global warming and declining oil supplies worldwide are real problems requiring substantial changes in the way we do business, for an alternative study. The alternative land use policy themed study should explore how redevelopment and revitalization can shape our region into a modern metropolitan area where public transit and pedestrian friendly choices work well. If the northern cities are revitalized and become the centers of population, jobs, shopping, commerce, education, and entertainment, a spoke-like network of public transit could radiate out to the suburban communities. If existing suburban communities are redeveloped with centers of density, public transit to and from will be efficient and effective.**

**NIRPC's continuing policy of sprawl inducing roads and road work to service new sprawl areas is contributing to the economic woes and social and racial misery of the region. What happened to the urban growth boundary discussed during the original Connections 2030 planning process? Ironically, the 55 mile Illiana tollroad plan looked kind of like the urban growth boundary map. New roads and added travel lanes facilitate more driving and more development, which is why it is increasing clear that it is impossible to build the way out of congestion. Road improvements become congested even faster than predicted, and cause connecting roads in the system to congest too.**

**Instead of a business as usual 2030 Plan Amendment and TIP, we need a regional land use plan that focuses on revitalization of suffering communities and ending the dependence on cars for transportation. The public transit benefit of the South Shore train for Chicago commuters is great, but not addressing the more major problem we have of social and economic disparity and not being able to get around in the region without having to own an automobile and spend a lot of time driving. Preservation of existing green space is important, for agriculture and wildlife habitat, as well as quality of life. It isn't that we want to go back to some good old days and keep rural communities the way they were, but isn't it amazing that a place like Lake County, with all of**

the new development in its sprawling south, still has a lower population than it did at its peak before the 80's steel bust? This is the same county that spends over 85% of its budget on criminal justice and welfare due to the disinvestment effects of sprawl.

You may not think land use is relevant to transportation plan comments but it is at the root of the transportation problem NIRPC is charged with. Political will should be found to counter the greenfield developers influence which is so strong in local governments, both the Northwest Indiana Forum and the NIRPC executive board, and even the State of Indiana (Governor Daniels and INDOT). Reinvestment and redevelopment of disinvested urban areas is a major focus of the (2006) Brookings Institution publication, *The Vital Center: A Federal State Compact to Renew the Great Lakes Region*, unveiled in a public forum at the Radisson this June. Going beyond road building to public transit and high speed rail for transportation is also in this publication.

Sincerely,

Sandy O'Brien, group chair  
Dunelands Sierra Club  
5500 S. Liverpool Rd.  
Hobart, IN 46342

Program Subcategory: 2230 Regional Land Use Planning

Objective:

The objective of this 2-year Regional Land Use program is to support the development of the Regional Transportation Plan, environmental policy making, and economic development considerations. This program subcategory will be based on a traditional planning model, using stakeholder-driven partnerships, public involvement, and regional collaboration to craft a regional vision which will make up the key components of the program. Comprehensive plans, zoning ordinances and economic development trends will be examined to initiate efforts to better coordinate regional development. Concentration on regional land use planning is predicated on a growing concern of regional sustainability by stakeholders and the need to focus on development from a regional perspective.

Specific objectives will be identified and substantiated via feedback from the local stakeholders; however examples of likely goals and objectives are as follows:

- Develop a framework that provides regional consistency on issues of common importance and functional compatibility, while allowing individual entities to retain their individual and autonomous authority.
- Promote development of a sustainable regional community that works together to help individual counties and municipalities achieve local goals.
- Integrate the regional planning activities into structures that provide more value to local, state and federal governmental leadership, local and national business, and the public at large.
- Support the identification and integration of existing regional environmental data in long range land use plan activities, for the purpose of fostering resource preservation and regional education.
- Support the integration of existing Connections 2030 Transportation Plan into regional land use framework and outcomes.
- Identify and address potential land use and jurisdictional conflicts that may develop out of the collaborative and comprehensive planning process.

Past Work/Basis:

Regional Land Use Planning is an outgrowth of the visioning process of the *Connections 2030* Transportation Plan. This visioning process

generated a great deal of discussion on current development patterns of the region. A number of planners, elected officials, general public and other regional stakeholders agreed that these patterns needs to be reevaluated, which resulted in a recommendation that NIRPC address comprehensive planning and development management strategies. Although it is clearly recognized that NIRPC cannot override the local decision-making process NIRPC has committed to providing more support and guidance to local land use decision makers. FY2007 projects have included:

- Produced the Sensible Tools Handbook. The final product and implementation of principles of sensible growth in Indiana will help public officials, professionals and citizens interested in practicing good planning and smart growth in their communities.
- Began identifying and getting commitments from planners to serve on the Local Government Planning Advisory Committee.
- Provide planning support for La Porte County Countywide Land Development Plan.
- Provide planning support and guidance for Porter County by participating in a two-day session on the subject of Traditional Neighborhood Development (TND).
- Began providing planning support for Phase II of the Marquette Plan and Greenways Plan.
- Continue to manage collecting GIS data files and downloads and began transferring land use data into a GIS format.

FY 2008 Work Elements/Methodology:

The methodology of the program will bring together keys aspects pertaining to future land use and development, transportation, and the environment that have been examined in previous comprehensive plans at the municipal, county, and regional level. These plans will be evaluated to ensure compliance with the regional planning goals. The following are proposed tasks for FY2008.

1. Establishment of a Regional Planning Advisory Committee (RPAC): this committee will include members from the three counties and its municipalities to identify issues and opportunities.
  - Provide staff support to the Advisory Committee. Land use discussions will originate with this Committee.

2. Land Use & Development Element

Localized and regional land use trends will be analyzed, and existing zoning maps will be used as base-line data, in an effort to craft a future land use element that addresses areas of conflict, provides categorical consistency across jurisdictional boards, and yet still al-

lows individual governmental autonomy regarding regulation and oversight. Land Use & Development components include;

- Existing Land Use and Zoning
  - Future Land Use and Zoning
  - Defined Development Areas: Residential, Commercial, Industrial
  - Identification of Development Patterns: Growth Centers, Cluster Development, Liner Development
  - Agricultural Preservation
  - Housing market profile/demand
  - Economic Profile
  - Economic Development Strategy
  - Goals and Policies
3. Evaluate opportunity to develop uniform standards for a regional land use classification system.
  4. Identify regionally significant transportation projects in local land use plans to include in the air quality travel demand model.
  5. Facilitate communications and coordination of land use plans for Lake, Porter, and La Porte Counties as well as its municipalities.
  6. Provide planning support and technical assistance in the area of land development and policies to local communities.
  7. Provide planning support to cities and towns that are updating their comprehensive plan, zoning and subdivision ordinances, design guidelines and other planning.
  8. Continue to provide planning support to the City of LaPorte, Michigan City, and LaPorte County in creating the County-wide Comprehensive Plan.
  9. Participate in the GIS Forum and regional data coordination.
  10. Begin identifying and retrieving local, regional, and statewide GIS data (environmentally sensitive areas, aerial photography, etc.) related to land development to be integrated into a regional database.
  11. Prepare maps and other forms of GIS support for the Regional Transportation Plan, Transportation Programming and other NIRPC



purposes.

12. Maintain the collection of updated comprehensive plans, zoning maps, economic development plans, utility plans, thoroughfare plans and other documents from county, municipal, state, and federal agencies.
13. Provide support for economic development planning and coordination.
14. Continue research of innovative and efficient development concepts and introduce these to local communities.
15. Begin to collect land use databases and geography from local communities to be incorporated into a regional map.
16. Formulate a set of evaluation criteria to be utilized for reviewing local Comprehensive Plans.

FY 2008 End Products:

1. Evaluation of counties and municipalities plans.
2. A unified regional land use map including existing and future development within NWI region.
3. Recommendations and directions developed by the Advisory Committee.
4. Up-to-date collection of local land-use plans and policies.
5. Transforming data into GIS layouts.

Staffing and Program Linkages:

Eman Ibrahim is responsible for this activity. This function is integral to linking the activities of 2212 Data Resources, Forecasts & Analysis, 2210 Transportation Planning Coordination, 2215 Modeling, Conformity & Technical Development, 2177 Project Programming & Monitoring (TIP), 2220 GIS Upgrade and Staff Training, 2219 Freight Planning, 2575 Marquette Plan Phase II, 2222 Porter County Corridor Plan, 2217 Non-Motorized Transportation, and 1023 Economic Development & Transportation.

**A portion of the NIRPC Vision and Strategic Directions for 2005-2008 is implemented by this task.**

**Vision 4: “NIRPC is knowledge leader in planning, economic development, environment, transportation, and related areas.”**

**Strategy 4:** “Educate the community about regional thinking.”

**Strategy 5:** Meet the demand for guidance/service to member governments and strategic partners, including a towns and small cities program.

**Vision 5:** “NIRPC undertakes bold planning initiatives, in a comprehensive planning framework, that positively impact the region.”

**Strategy 1:** “Champion new regional assets by creating a climate of support and readiness, and by cultivating and attracting resources and legislative support.”

- **Strategy 4:** Advance implementation of the Marquette Plan, expanded to include all of Indiana’s shoreline, and provide planning and technical assistance to the shoreline communities.

Planning factors from SAFETEA-LU that are addressed by this task are:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the accessibility and mobility of people and for freight;
- 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;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.

Budget information for this program subcategory is found in Section II, Program and Budget Summary.

Program Subcategory: 2238 Illiana Task ForceObjective:

The objective of this project is to support development of a cohesive regional public policy on a new east-west highway in the southern portion of the region, which has been generally referred to as the Illiana Expressway.

Past Work/Basis:

When NIRPC adopted its long-range transportation plan for the horizon year 2030 in April 2005, it also unanimously passed a resolution calling for the Indiana Department of Transportation (INDOT) to conduct a feasibility study to determine whether a need exists for a new interstate highway in the southern portion of the region, which has been generally referred to as the Illiana Expressway. Recent INDOT actions to implement the feasibility study have raised questions locally about the public's support for such a facility. The new highway is not universally supported across NIRPC's member counties. Consequently, it is vitally important that there be an opportunity for regional elected officials to examine and discuss the issues and then formulate a cohesive regional public policy position on the proposed Illiana.

Northwest Indiana is experiencing significant growth pressure, particularly in central and southern Lake and Porter Counties. In addition to placing increased demands upon all modes of the region's transportation system, development activity is moving southward rapidly. The implications for regional land use, the environmental impacts, the resultant demands upon other public infrastructure, and the potential impacts on minority and low-income communities need to be considered. What the Illiana Task Force will address is the different approaches the member counties take to each of these and what it means for a regional facility such as the proposed Illiana.

FY 2008 Work Elements/Methodology:

Staff a Commission task force, develop and present materials as needed and requested, and facilitate formulation of a regional policy position. Establish close working relationship with INDOT and their consultant on the state's feasibility study to insure local input.

FY 2008 End Products:

Documentation of Task Force meetings  
Documentation of coordination activities with INDOT study.  
Adopted regional public policy position on the Illiana.

Staffing and Program Linkages:

Steve Strains, Belinda Petroskey, Bill Brown and Mary Beth Wiseman are the multi-disciplined staff team for this project.

**A portion of the NIRPC Vision and Strategic Directions for 2005-2008 is implemented by this task:**

Vision 1: NIRPC has attained unmistakable effectiveness and standing.

*Strategy 1: Exhibit empowered, strategic, high-performance Board behavior, a manifestation of our extraordinary leadership and commitment to regional planning.*

Strategy 2: Develop a strong, unified Northwest Indiana Legislative voice.

Strategy 3: Set a standard of trust in the way we convene, partner and collaborate.

Vision 2: Diversified economic opportunity exists for current and future generations.

Strategy 2: Develop and take advantage of our assets: transportation network (aviation, pipelines, ports, public transportation, roads) natural resources, our skilled, educated workforce, and the potential of our young people.

Vision 3: Northwest Indiana's positive image is a true reflection of its character.

Strategy 2: Create opportunities for people of diverse backgrounds to meet, dialogue, and work together; widen the circle of involvement.

Strategy 3: Set and practice a standard of respect and value of all individuals.

Vision 5: NIRPC undertakes bold planning initiatives, in a comprehensive planning framework, that positively impact the region's future.

Strategy 3: Develop an effective multimodal transportation network.

Vision 4: NIRPC is knowledge leader in planning, economic development, environment, transportation, and related areas.

Strategy 1: Build the expertise and capability for exceptional performance in economic development, environment and transportation domains, and identify and develop the synergy between them.

Strategy 2: Recruit and cultivate quality staff.

Strategy 3: Publicize NIRPC expertise and capability.

Strategy 4: Educate the community about regional thinking.

Planning factors from SAFETEA-LU that are addressed by this task are:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- 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;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight; Emphasize the preservation of the existing transportation system.

Budget information for this program subcategory is found in Section II, Program and Budget Summary.

# *Appendix E*

## Acknowledgements

**Acknowledgement of those who participated and contributed to the development of the Connections 2030 Regional Transportation Plan and Compliance Amendment including members of the Working Group and their subcommittees, Project Development, Policy, and Congestion Management:**

**Dave Shafer** - Town of Munster, Chairman, Working Group Committee  
**Bryan Bullock** - NAACP, Gary Branch, Chairman, Policy Subcommittee  
**Tim Brown** - Town of Merrillville, Chairman, Project Development Subcommittee  
**Dennis Cobb** - First Group Engineering, Chairman Congestion Management Subcommittee

**Vanessa Adams** - Federal Highway Administration  
**Duane Alverson** - Lake County Highway Department  
**Thomas Anderson** - Save the Dunes Council  
**Taghi Arshami** - The Arsh Group  
**John Beckman** - Lake County Fish & Game  
**Mitchell Bishop** - LaPorte county Planner  
**Laurence Brown** - IDEM  
**Lucinda Bush** - Interfaith Federation  
**Steve Call** - Federal Highway Administration  
**Elizabeth Calliccoat** - Historic Landmarks Foundation of Indiana  
**Ursula Cano** - IUN Environmental Justice Center  
**Joe Crnkovich** - NICTD  
**Jared Forte** - GPTC  
**Dave Franklin** - Federal Highway Administration  
**Matthew Frazer** - INDOT Central Office  
**Rev. Pat Gaza** - Sts. Monica & Luke Catholic Church  
**Michael Gealt** - Purdue University Calumet  
**Brian Gebhardt** - South suburban Mayors & Managers Assoc., IL  
**Eloise Gentry** - Urban League of Northwest Indiana  
**David Hadley** - TranSystems Corporation  
**Marge Hefner** - Town of Kouts  
**Sandy Hurubean** - City of East Chicago

**Earl Jones** - IUN Environmental Justice Partnership  
**Betsy Kachmar** - Indiana University, Center for Urban Transportation  
**Denarie Kane** - City of Hobart  
**Paul Karras** - Gary/Chicago International Airport  
**Hesham Khalil** - City of LaPorte  
**Peter Kohut** - Butler, Fairman & Seufert, Inc.  
**Margaret Kuchta** - Northwest Indiana Retiree  
**Clem Ligocki** - FHWA  
**Dan Lowery** - Quality of Life Council  
**Michelle Madrana** - Hammond Hispanic Community Committee  
**James Mandon** - Town of Munster  
**Keith Matasovsky** - Hammond Transit  
**Sergio Mendoza** - City of Hobart  
**Sherry Meyer** - Calumet Heritage Partnership  
**Michael Mikulka** - USEPA - Region 5  
**Rosalyn Mitchell** - Lake County RTA  
**Alex Monanteras** - Lake Area United Way  
**A.J. Monroe** - City of Portage  
**Particia Morris** - USEPA - Region 5  
**Stephen Mosher** - Ports of Indiana  
**Justin Murphy** - Four Cities Consortium

**Robert Neary** - LaPorte County Planner  
**Kay Nelson** - Northwest Indiana Forum  
**Minietta Nelson** - GPTC  
**Ray Nunnally** - INDOT Central Office  
**Sandy O'Brien** - Duneland Sierra Club  
**Nancy Pekarek** - Consultant  
**Spike Peller** - City of Gary  
**Shawn Pettit** - Town of Schererville  
**William Proud** - INDOT, LaPorte District  
**John Pugh** - City of Michigan City  
**Mark Reshkin** - Northwest Indiana Forum  
**Dennis Rittenmeyer** - Calumet College  
**Brad Roback** - South Suburban Mayors & Managers  
**Joe Rodriguez** - Hispanic Coordinating Council  
**Tim Sanders** - Senator Dick Lugar's Office  
**Dave Schelling** - Porter County Highway Department  
**John Schoon** - LCEOC, Inc. (NICA)  
**Kim Scipes** - The Calumet Project  
**Lisa Shrader** - INDOT, LaPorte District  
**Scott Sigman** - Ports of Indiana  
**Jamile Smith** - INDOT, LaPorte District  
**John Stankovic** - Heartland Center  
**Tim Sutherland** - IUN Environmental Justice Center  
**Mary Jane Thomas** - City of LaPorte  
**Bob Thompson** - Porter County Planning Commission  
**Jim Thorne** - FHWA Midwest Resource Center  
**Teresa Torres** - Everybody Counts  
**Spencer Valentine** - Congdon Engineering Associates  
**Mark Lopez** - Congressman Pete Visclosky's Office  
**Wayne Welter** - Valparaiso Chamber of Commerce  
**Dwayne Williams** - Town of Chesterton  
**David Wright** - City of Gary  
**Beth Wrobel** - Hilltop House

**Chief NIRPC Staff**

*Connections 2030 Plan Coordinator*

**Kenneth Dallmeyer** - Former Director of Transportation Planning

*Compliance Amendment Coordinator*

**Steve Strains** - Interim Director of Transportation

**Eman Ibrahim** - Senior Planner (Safety/Land Use/GIS)

*Transit Operators Round Table and Public Involvement Coordinator*

**Belinda Petroskey** - Regional Planner

*NIRPC Executive Staff*

**John Swanson** - Executive Director

**Dan Gardner** - Deputy Director

**Contributing Staff**

**Jackie Anders** - Transportation Planner (Freight/ITS/Economic Development)

**Mitch Barloga** - Transportation Planner (Non-Motorized/Congestion Management)

**William Brown** - Transportation Planner (Modeling and Conformity)

**Cornelius Davis** - Former Transportation Planner (GIS)

**Kathy Dubie** - Administrative Assistant

**Gary Evers** - Transportation Planner (TIP/CMAQ/FTA)

**Sarah Nerenberg** - Environmental Planner

**Lauren Rhein** - Data Services Coordinator (Demographics/Financial)

**John Smith** - Graphics/ Drafting/ Maps Specialist

**Ophelia Waddell** - Print Shop Coordinator

**Terrell Waddell** - Transportation Data Specialist (Traffic Counts)

**Ryan Hicks** - Transportation Intern

**Mary Thorn** - Transportation Secretary