

Chapter 1

Introduction

The Anderson Metropolitan Planning Area (MPA) is home to approximately 140,000 residents and businesses that employ nearly 55,000 workers. People need a transportation system that safely provides access to opportunities. Likewise, businesses and city services rely on an efficiently functioning system to keep the regional economy moving. However, a system that is adequate now may not be enough to support future needs. Roadways, transit operations, and non-motorized infrastructure must be developed to adapt to ever-changing conditions.

Metropolitan Planning Organizations (MPOs) are each required to develop a Metropolitan Transportation Plan (MTP) to regularly assess and plan for transportation system improvements. An MTP is a framework for guiding investment decisions in transportation at the regional level, covering multiple local governments.

Due largely to its proximity to Indianapolis, the Anderson MPA has a unique mix of rural, urban, and suburban communities. Extensive updates are necessary for keeping pace with changing regional demands and creating a balanced transportation system. This document will analyze the current state of transportation in the region, anticipate what improvements should be prioritized through 2050, and plan for appropriate funding distributions.

About MCCOG

MCCOG was founded in 1969 and functions as both a Council of Governments (COG) and the Metropolitan Planning Organization (MPO) for the Anderson MPA, as recognized by the US Department of Transportation. The purpose of MCCOG is to foster cooperation, increase coordination, and sustain continuous communication among residents as well as private, public, and non-profit organizations across the region.

As illustrated in Figure 1.01, the USDOT, including the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), receives funding through the Federal Highway Trust Fund and distributes it to State Departments of Transportation. Approximately half of the funding is then distributed to MPOs annually.

As a recipient of federal funds, it is mandatory for MPOs to produce, at a minimum, a two-year Unified Planning Work Program (UPWP), four-year Transportation Improvement Program (TIP), and 20-year Metropolitan Transportation Plan (MTP) which consider all modes of transportation to facilitate the movement of goods and people (23 CFR §450).

Mission

MCCOG strives to develop a comprehensive and integrated transportation system through a balance of plans, programs, and policies. As an MPO, the mission of MCCOG is to support a multi-modal, regional transportation system that ensures safety, preserves the natural environment, and enhances the movement of people and goods to improve community livability.

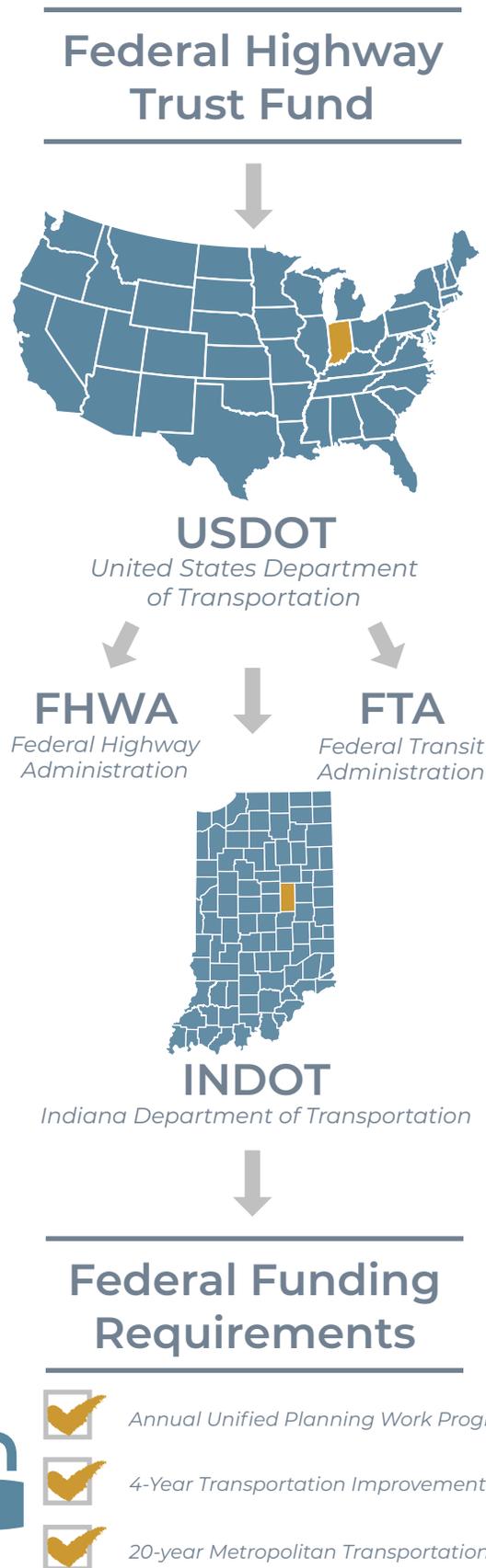


Figure 1.01: Organization Flow Chart

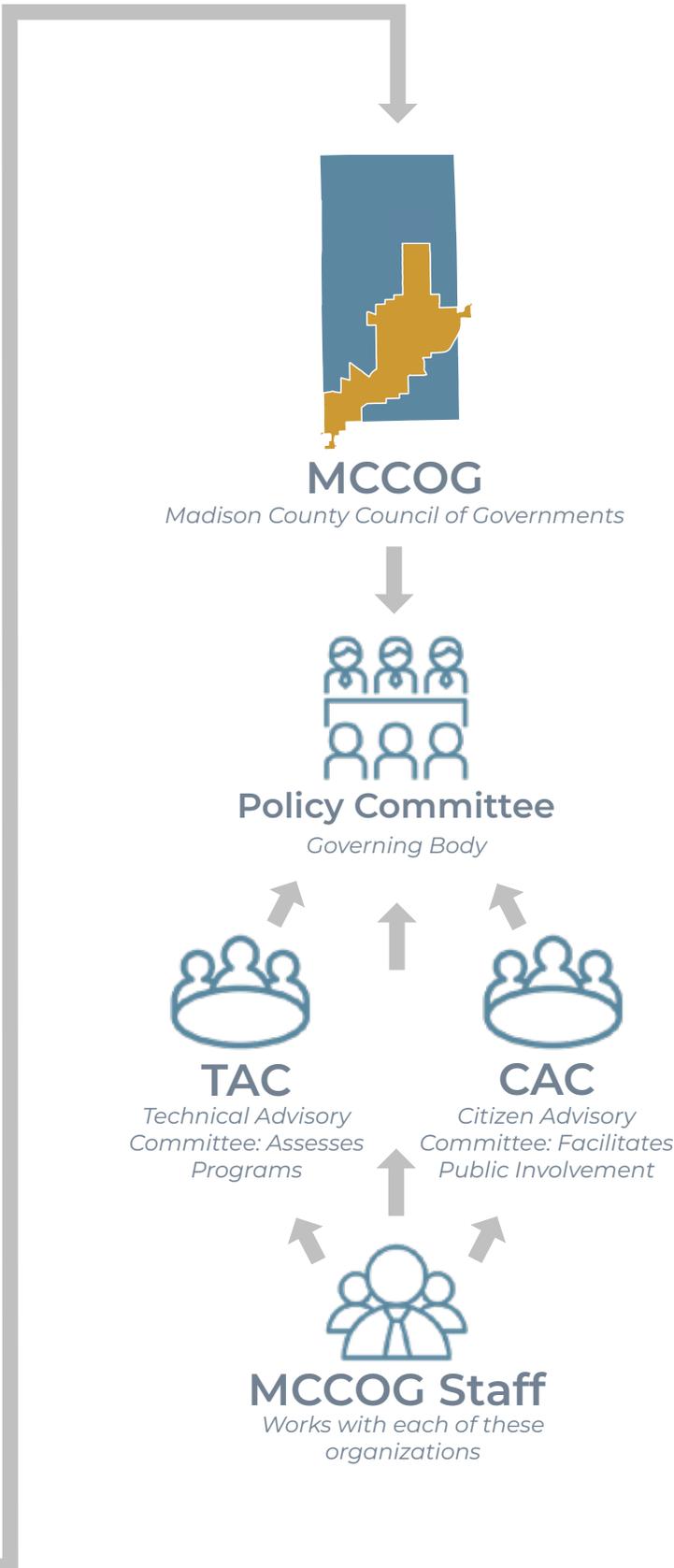
Organization

MCCOG functions as a regional planning agency serving communities represented within the Anderson MPA. As an MPO, MCCOG also funds transportation projects that impact the region within the Anderson Urban Area. MCCOG works closely with the Indiana Department of Transportation (INDOT) and all communities within the MPA. Due to this structure, MCCOG and INDOT must maintain a strong partnership to propel the region forward.

MCCOG operates under the direction of the Policy Committee and guidance of two advisory committees, a Technical Advisory Committee (TAC) and a Citizen Advisory Committee (CAC). Generally, each committee maintains some representation on various steering committees for both regional and localized planning efforts as part of their participation responsibilities.

Policy Committee

MCCOG is governed by the Policy Committee, composed of the principal elected officials and chairpersons of each governmental jurisdiction who maintains official membership with the organization. Voting members pay annual membership dues and are typically represented by elected or appointed local government officials. Community and organizational involvement are supported through several non-voting membership positions. Non-voting members provide updated information to help guide decision-making. For example, the FHWA participates as a non-voting member to offer insight on updates at the federal level and creates a direct link for committee members and MPO staff to address issues.



Technical Advisory Committee

The TAC's primary purpose is to provide valuable assessments of MPO plans and programs and to offer useful insight and expertise for the MPO's decision-making process. The TAC is comprised of engineers, planners, and representatives from governmental units or technical organizations. The TAC provides recommendations to the Policy Committee based upon data collected, technical sufficiency, research, local knowledge of community concerns, various studies, and planning endeavors. As a state partner, INDOT also maintains a seat on the TAC to encourage communication and provide technical expertise.

Citizen Advisory Committee

The CAC is the foundation for the public involvement process of many MPO activities. It is a volunteer group primarily consisting of representatives from community organizations, public agencies, and private agencies. The committee assists in gathering public input and informs planning processes by keeping MPO staff apprised of current issues, future community plans and projects, and additional partnership opportunities throughout the MPA.

MPO Council

In addition to MCCOG, there are 13 other MPOs within the State of Indiana. The executive directors and/or the designees of all 14 MPOs meet regularly as the Indiana MPO Council. This body addresses federal and state legislative, policy, and procedural matters, as well as other issues and concerns common among their organizations. Even though each organization is formed differently with a variety of roles in addition to required MPO activities, the council attempts to operate together by sharing advice, guidance, and information

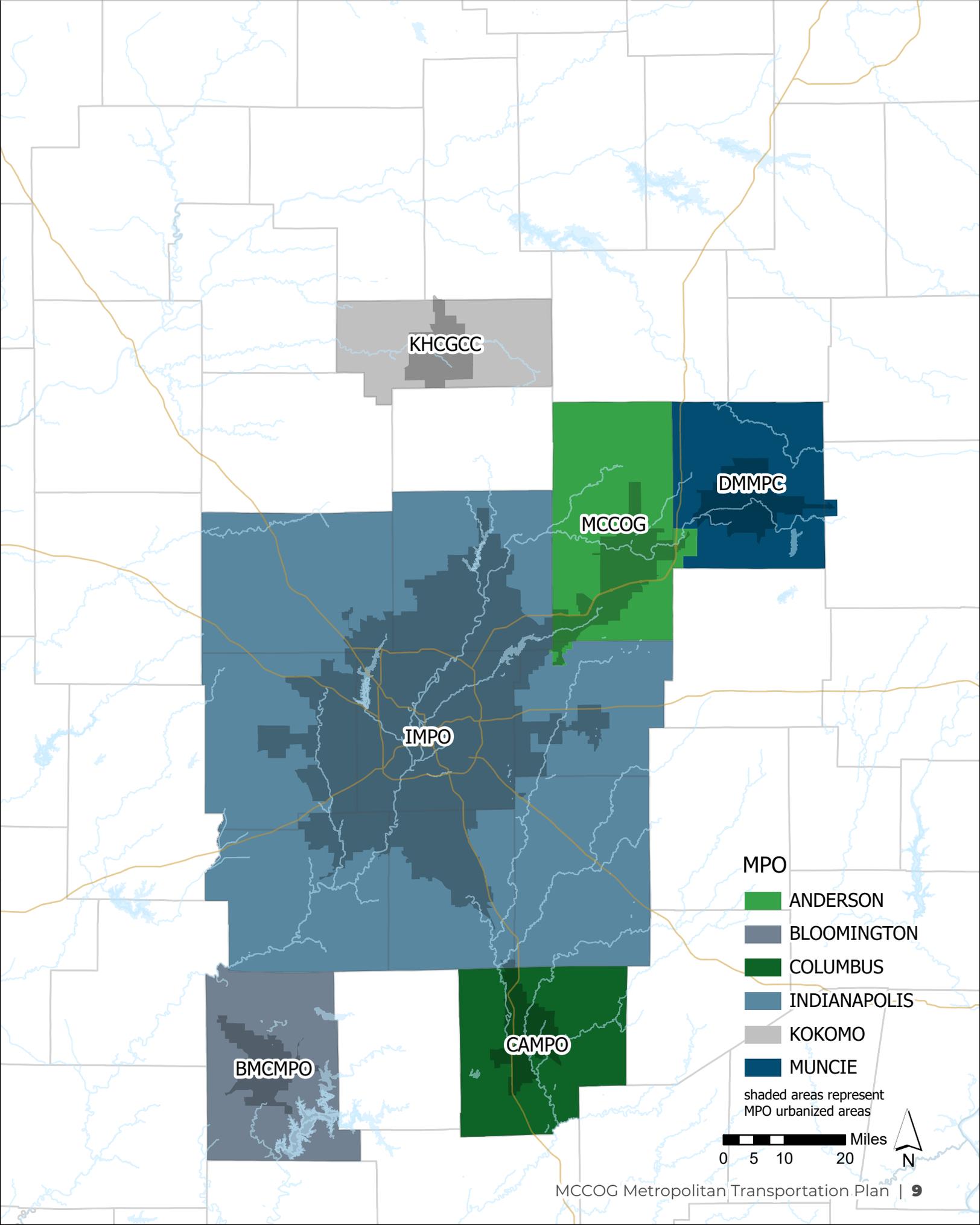
regarding policies, programs, and procedures to collectively improve the 14 MPOs. The MPO Council also focuses a significant amount of effort on improving coordination between INDOT and the MPOs. This effort includes aligning INDOT policies and procedures with various needs of MPOs as well as coordinating transportation planning efforts.

Planning Area

The Anderson MPO is part of the central Indiana region including six MPOs and thirteen counties (see Map 1.02). The Anderson urban area is directly adjacent to the Indianapolis urban area. The MTP study area includes the MPA in its entirety with technical analysis including Hamilton County, portions of north-east Marion County, and a portion of Hancock County north of I-70. Journey-to-work travel patterns and residential out-migration from the MPA supported the decision to include these additional areas. The new boundaries of the study area were included in the plan to better understand regional influences and updated land use changes.



Map 1.01: Study Area



- MPO
- ANDERSON
 - BLOOMINGTON
 - COLUMBUS
 - INDIANAPOLIS
 - KOKOMO
 - MUNCIE

shaded areas represent MPO urbanized areas

0 5 10 20 Miles

N

What is an MTP?

Formerly known as the Long-Range Transportation Plan (LRTP), the MTP establishes a cooperative, continuous, and comprehensive framework for transportation investment decision-making in metropolitan areas. This process requires developing a planning document with at least a 20-year planning horizon from the date of adoption by the MPO Policy Committee. The MTP must be a performance-based, multi-modal, and coordinated regional plan as outlined 23 CFR §450.324. It must cover all aspects of transportation from a regional perspective including roadways, public transportation, airports, walking, biking, and freight.

MTP Update Procedure

The MTP is prepared and updated by MCCOG at least every four years to meet air quality conformity requirements. It is developed through a cooperative effort among government, business, and organizational groups. It includes a coordinated community outreach and public involvement program to ensure it aligns with public interests. Regular updates allow MPOs to evaluate the plan's validity and consistency with current transportation and land use conditions, as well as respond

to changing population and employment forecasts. MPOs may revise the MTP at any time using amendments to update the document with new or expanded projects as well as funding allocation changes. Whenever an MTP amendment is needed, public outreach and demonstration of Fiscal Constraint are required. For all updates and amendments, the MPO Policy Committee reviews, approves, and adopts changes then submits the revised document to INDOT, FHWA, and FTA for review and comment.

2050 inMotion

2050 inMotion is the most recent update to the MCCOG Metropolitan Transportation Plan, which was adopted in December 2021. This update plans to the year 2050, shifting the update timeline to simplify coordination with the Indianapolis Metropolitan Planning Organization (IMPO). Transportation system utilization and funding forecasts are updated through 2050, and public engagement is expanded for action prioritization. In the *2045 inMotion* MTP, input was lacking from young adults aged 18 to 24 and individuals with limited English proficiency (LEP). This update includes public engagement targeted at these demographics.

Code of Federal Regulations Title 23 §450.324.

"The transportation plan shall include both long-range and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand."

The document is presented to answer four questions as we work through the planning process:

- Where are we now?
- Where do we want to be?
- How do we choose a path?
- How will we get there?

Chapters 1 and 2 reiterate the MTP’s background and review regional trends to outline where we are now. Chapter 3 establishes a new direction to define where we want to be as a region. Chapters 4, 5, and 6 examine disruptive external forces, test future scenarios, and integrate project constraints to illustrate the different paths that could take us to the desired future position. Finally, chapter 7 creates the framework of projects, programs, policies, and plans to move the region to 2050. This combination of analysis and public guidance

forms a comprehensive approach to addressing regional transportation issues.

COVID-19 Impacts

The *2045 inMotion* process took place from March 2019 until October 2020. Fortunately, most of the public engagement was completed before the March 2020 stay-at-home order was enacted across Indiana due to COVID-19. However, the process timeline and public engagement efforts were significantly impacted by the stay-at-home order and restrictions for in-person social interaction.

The *2050 inMotion* process took place from April 2021 until December 2021. Despite COVID restrictions being lighter during much of this time, most public engagement was conducted virtually. This allowed for continued safety and provided a better means to reach the underrepresented demographics.



Related Plans & Programs

Long range planning occurs at the state, regional, and local levels. An MTP is a regional-level vision-based plan, which is succeeded by a project-oriented TIP. At the state level, similar functions are filled by the SLRTP and STIP. As shown in the graphic, implementation done at the local level is the result of this planning process. Local plans, influenced by both state and regional plans, may fulfill a wide range of functions.

2045 inMotion

2045 inMotion replaced the *2045 Metropolitan Transportation Plan* adopted in March 2019. It incorporates public feedback gathered through extensive engagement opportunities with analytical tools and planning assumptions. The plan identifies how transportation facilities function as an integrated system to support the people, places, and activities of the Anderson MPA. *2045 inMotion* also represented the first scenario planning effort for MCCOG and a substantial overhaul to the

base assumptions guiding decision-making for both the agency and region.

2045 Metropolitan Transportation Plan

The *2045 Metropolitan Transportation Plan*, which preceded 2045 inMotion, established a framework to guide transportation-based decision-making for the MPO. This document contains policies intended to promote public safety, mobility, accessibility, and the efficiency of the transportation system during all stages of growth and development. Ultimately, the plan outlines the community's needs, sets policies addressing planning issues, and recommends appropriate actions to achieve desired results.

MPO Transportation Improvement Program

The TIP is a document defining a four-year, multi-stage program of transportation improvements including transit, multi-modal, bicycle & pedestrian, air quality, and roadway projects. The TIP includes all planning,

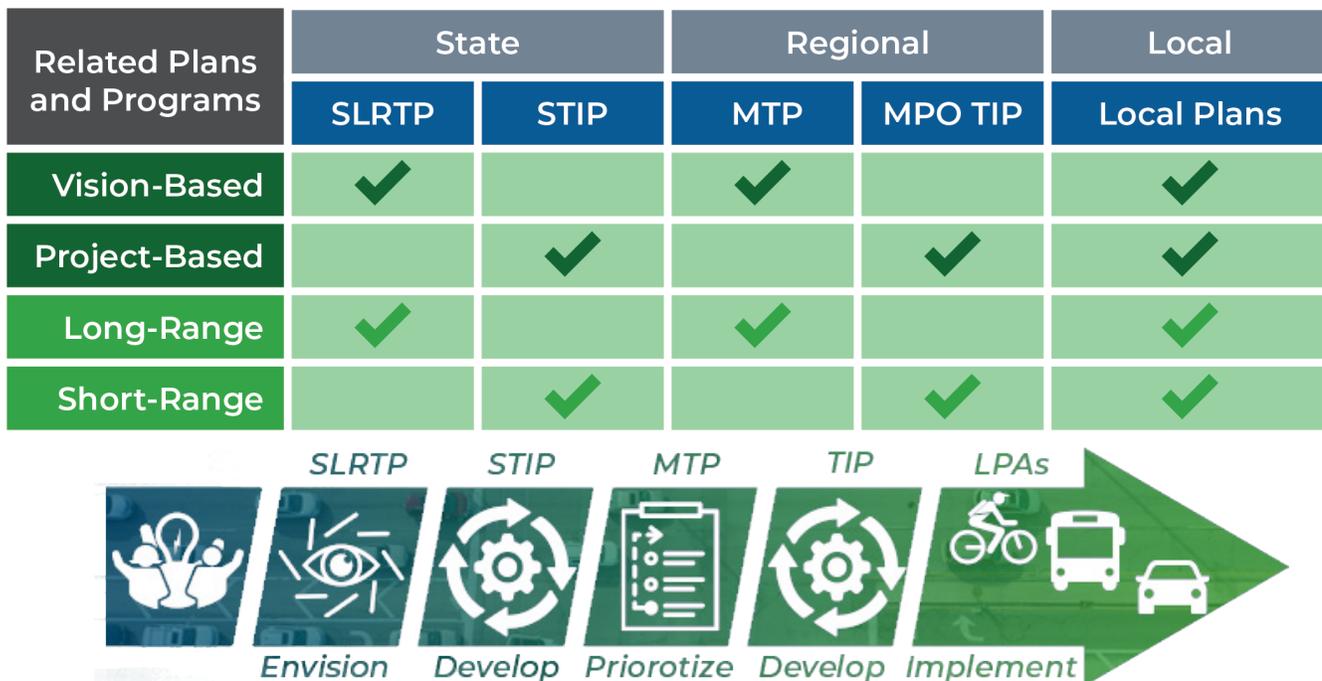


Figure 1.02: Related Plans and Programs

capital, and non-capital surface transportation projects within the boundaries of the MPA proposed for funding.

The document is a coordinated effort by MCCOG and communities located within the MPA to program transportation-related improvements in a comprehensive and systematic framework that meets all federal and state guidelines. The TIP must be updated at least every two years and approved by each MPO Policy Committee, FHWA, FTA, INDOT, and the governor.

Protect 2030

Protect 2030 is the first comprehensive safety action plan for the Anderson region and establishes the direction for a continuous transportation safety program. The process included review of over 10,500 crashes over a 3-year period in the Anderson region. Protect 2030 adopts a vision zero approach, aiming to eliminate all fatal and serious injury crashes and setting an initial target by 2030. Due to the overrepresentation of vulnerable users, including pedestrians and cyclists, in severe crashes, the plan designates vulnerable users as an emphasis area. As the safety program continues to evolve, planning for pedestrians and cyclists will be vital for improving overall system safety.



Bicycle & Pedestrian Plan

The Anderson Metropolitan Planning Area Bicycle and Pedestrian Plan, adopted in 2024, is an update of the 2016 Bicycle Facilities Plan and 2019 pedestrian planning process. It compiles a proposed walk-bike network, based on the proposed facilities of every LPA, and identifies a selection of key routes for improvement based on analysis of the built environment, roadway conditions, and current state of the network. Key analysis includes the bicycle level of stress, road right-sizing tool, and sidewalk gap analysis. Additionally, it plans for the expansion and ongoing maintenance of additional data on the provision of bicycle and pedestrian infrastructure. Key goals include the addition of bicycle and pedestrian aspects to the MPO's MIRE database, the use of ADA planning to encourage installation of infrastructure, and support for adoption of vulnerable road user policies and complete streets policies.

State Long Range Transportation Plan

The 2045 INDOT Long-Range Transportation Plan (ILRTP) is a broad-based policy document developed by INDOT used to guide the development of Indiana's transportation system. The plan identifies existing and emerging transportation challenges, defines what is needed over the 20-year planning horizon, establishes funding priorities for needed improvements, and maps a course for meeting Indiana's transportation vision. It is important to note that the ILRTP is not project-specific; instead, it identifies investment priorities based on current and projected funding as well as transportation needs over a period of 20 years.

State Transportation Improvement Program

The State Transportation Improvement Program (STIP) identifies the funding and scheduling of transportation projects and programs over the course of five state fiscal years (July 1 through June 30). The STIP is prepared in cooperation with all 14 MPOs in Indiana, since it includes each MPO TIP project list in its entirety. The STIP also includes projects on state-maintained facilities such as interstates, interchanges, US routes, and state roads. In addition, the STIP includes any project awarded directly to Local Public Agencies (LPAs), which are usually local government entities not located within MPO urban areas.

State Implementation Plan

The SIP is required under Section 110 of the Clean Air Act. A SIP details how the state plans to limit air pollution from industrial, mobile, and any other source of pollution to protect

human health and the environment. The plan typically defines a program for monitoring air pollutants, explores reduction strategies, and evaluates program success.

LPA Plans

LPAs have their own plans to guide future growth. LPAs maintain their own planning programs/procedures and produce plans that meet each community's defined goals and objectives. These plans may include comprehensive plans, park & recreation master plans, strategic economic development plans, downtown revitalization plans, capital improvement plans, and thoroughfare plans. *2050 inMotion* aligns LPA efforts within the MPA to ensure regional mobility, local accessibility, and the promotion of coordinated local community objectives.