

Introduction

The Anderson Metropolitan Planning Area (MPA) is home to approximately 140,000 residents and businesses that employ nearly 58,000 workers. People need a transportation system that safely provides access to opportunities. Likewise, businesses and municipal 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. 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.

Chapter 1

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.

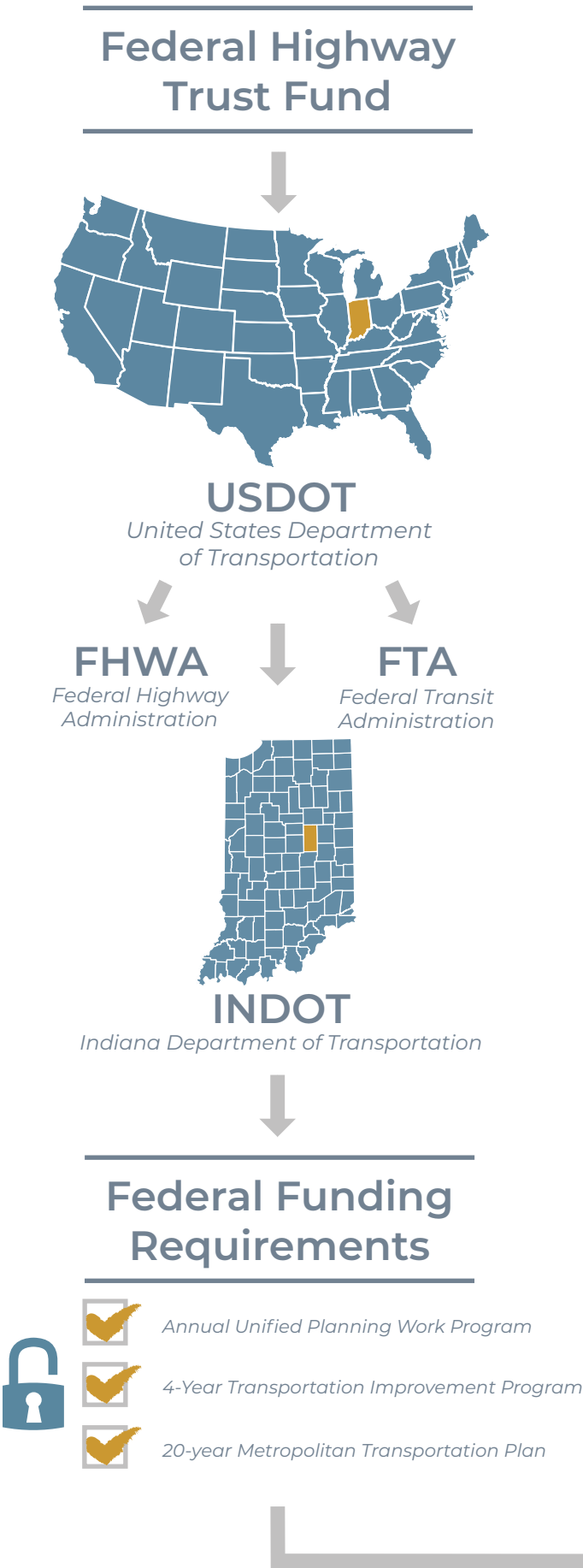


Figure 1.01: Organization Flow Chart

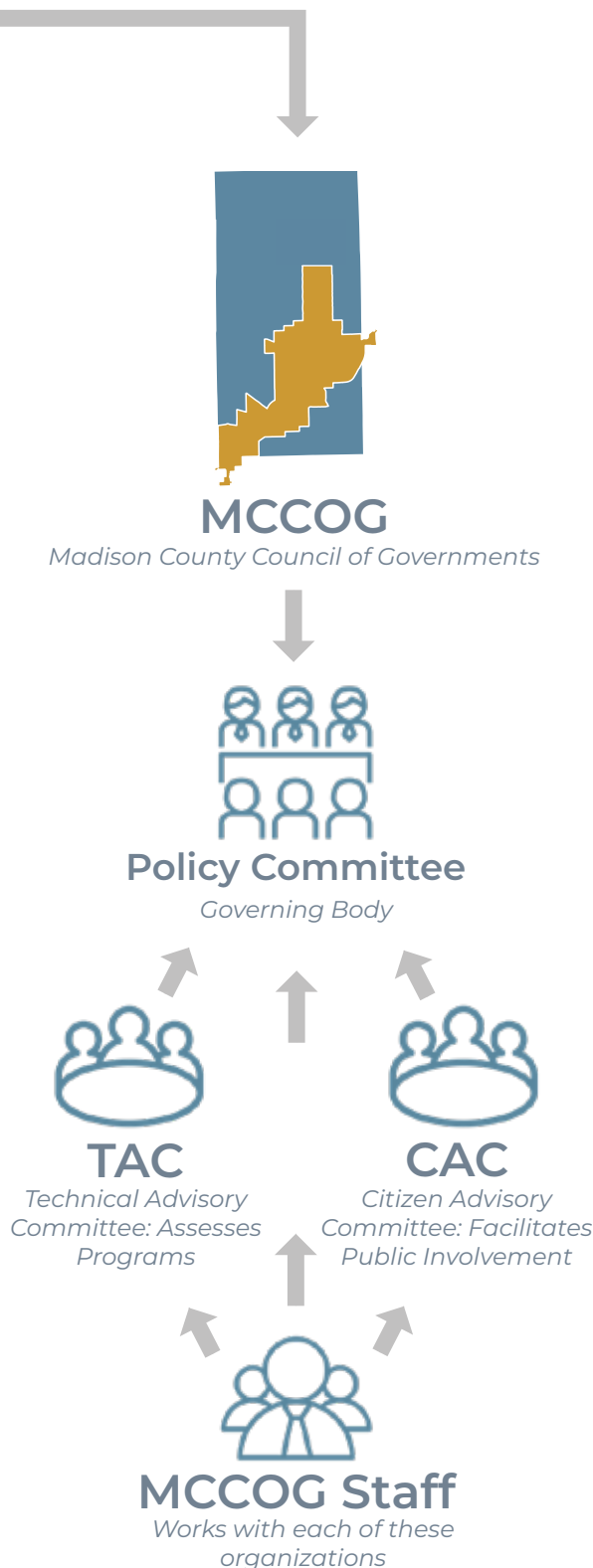
Organization

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.

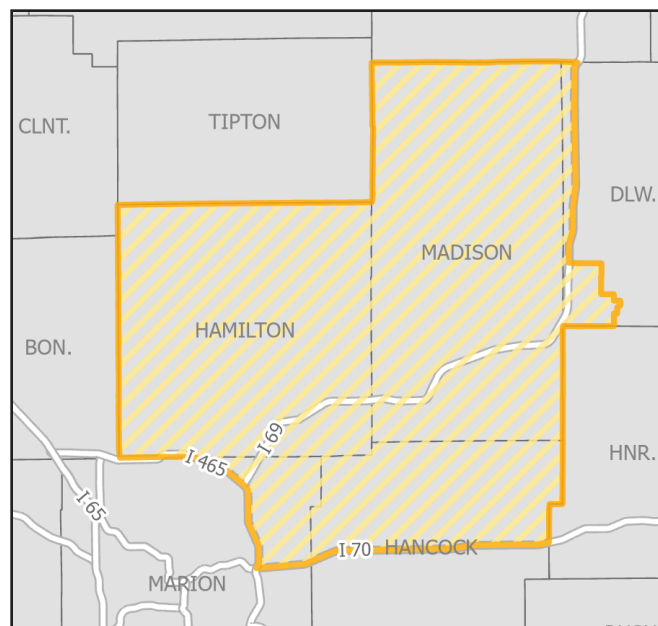
MPO Council

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

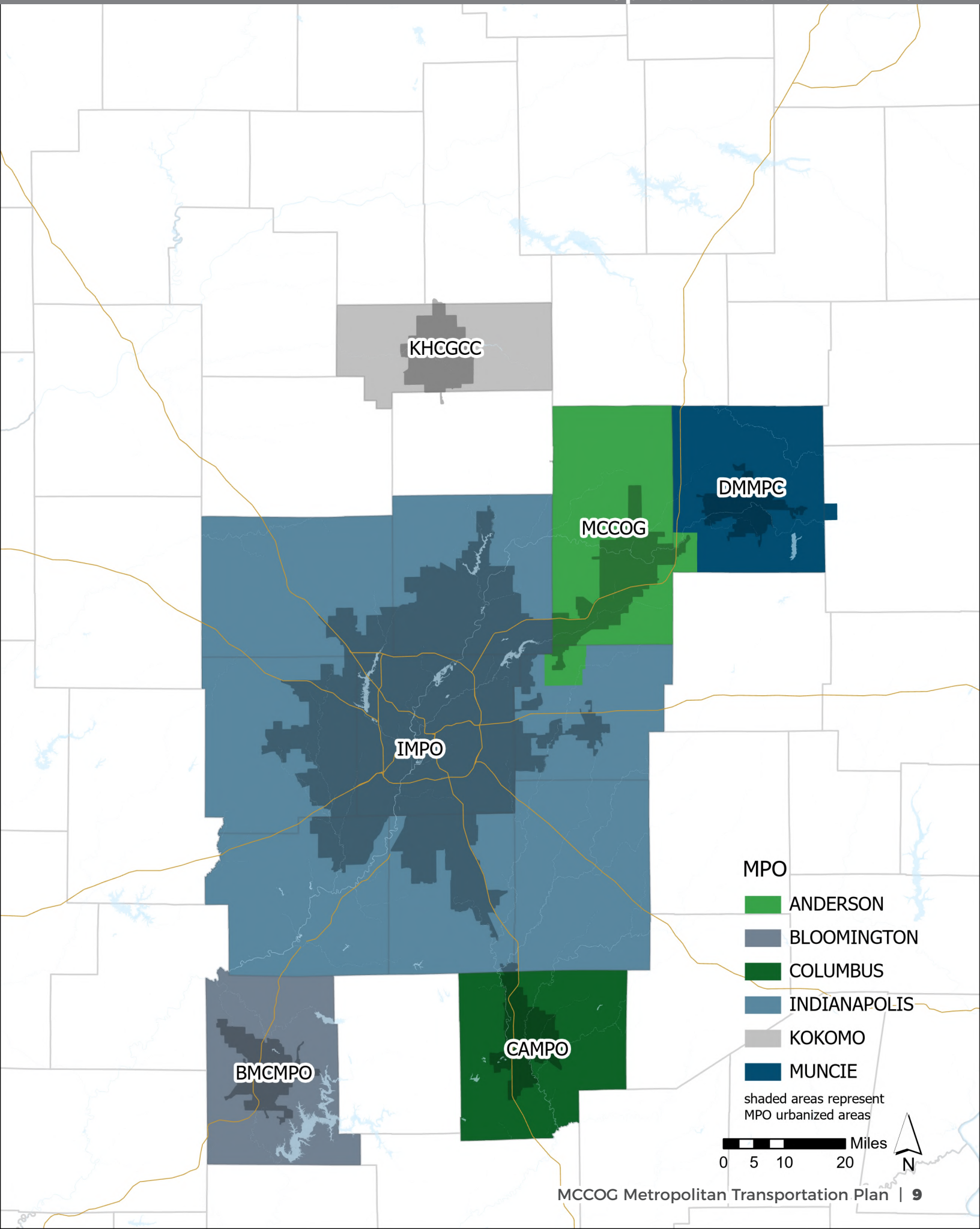
regarding policies, programs, and procedures to collectively improve the 14 MPOs. The MPO Council also focuses a significant amount of effort on improving coordination between INDOT, FHWA, FTA and the MPOs. This effort includes aligning INDOT policies and procedures with various needs of MPOs as well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



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 Management 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 review allows 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. Updates include resetting "planning assumptions," especially after a new decennial Census is conducted. Planning assumptions include

expectations like changing financial projections, socio-economic trends, and shifting travel behavior. Updates specifically consider changes to these assumptions to ensure alignment with real-world considerations.

MPOs may revise the MTP at any time using amendments to adjust the document with new or expanded projects as well as change funding allocations. Whenever an MTP amendment or update is needed, public review and demonstration of fiscal constraint are still required. For all updates and amendments, the MPO Policy Committee reviews, approves, and adopts changes then submits the revised document to at least INDOT, FHWA, FTA, EPA, IDEM, tribes, and federal land management agencies for review and comment.

Previous Plans

2045 inMotion was adopted in October 2020. It incorporated public feedback gathered through extensive engagement opportunities with analytical tools and planning assumptions. The plan identified 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 exploratory land use analysis effort for MCCOG and a substantial overhaul to the base assumptions guiding decision-making for both the agency and region.

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."

2050 inMotion was originally adopted in March 2022. This process, conducted shortly after the initial *2045 inMotion* process, focused on extending the planning horizon an extra 5 years to 2050. Population and employment projections, as well as financial forecasts, were extended and additional input was gathered on project prioritization. The extended horizon allowed the Anderson MPO to align with the Indianapolis MPO horizon and update cycle to improve coordination.

2050 inMotion Update

This *2050 inMotion* update makes the MTP current through a comprehensive review and builds on the work completed across multiple planning efforts, further described below. The update revises planning assumptions, like incorporating the latest Census data and modifying population and employment forecasts; incorporates new plans for bicycle and pedestrian facilities, as well as safety; advances financial analyses to update fiscal constraint; and re-calculates performance impacts.

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

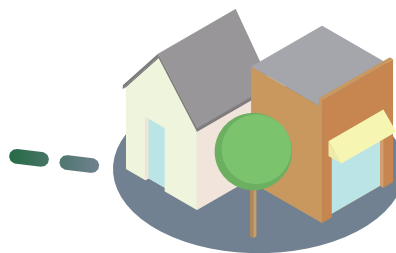
- Where are we now?
- Where do we want to be?
- How do we choose a path?
- How will we get there?

Chapters 1 and 2 set the context and review regional trends to outline where we are now. The planning assumptions throughout the document are based on the regional trends outlined in Chapter 2. Chapter 3 establishes the direction for where we want to be as a region, as defined through public input. Chapters 4, 5, and 6 examine disruptive external forces, describe future conditions, and integrate project constraints to determine the path to the desired vision. Finally, Chapter 7 establishes the framework of projects, programs, policies, and plans to move the region to 2050.

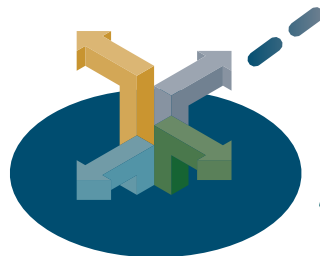
1. Where are we now?



2. Where do we want to be?



3. How do we choose a path?



4. How will we get there?



Related Plans & Programs

Long range planning occurs at the state, regional, and local levels. Plans developed at each level inform each other and work together to envision, prioritize, and implement projects. MTPs are regional-level, vision-based plans which are succeeded by project-oriented TIPs. At the state level, similar functions are filled by the State LRTP and State TIP. 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 while delivering projects and policies that ideally align with state and regional goals. *2050 inMotion* is supported by and works with several other plans and programs.

MTP Sub-Plans

Though not directly highlighted within the graphic, both State LRTPs and Regional MTPs are also supported by topical studies like safety, bicycle, pedestrian, freight, or corridor sub-plans. Between MTP update processes,

MPOs conduct these sub-planning processes to further investigate specific issues or locations. Since 2022, MCCOG has completed three major efforts that are directly related to the MTP: Protect 2030, Integrate I-69, and the MPA Bicycle & Pedestrian Plan.



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

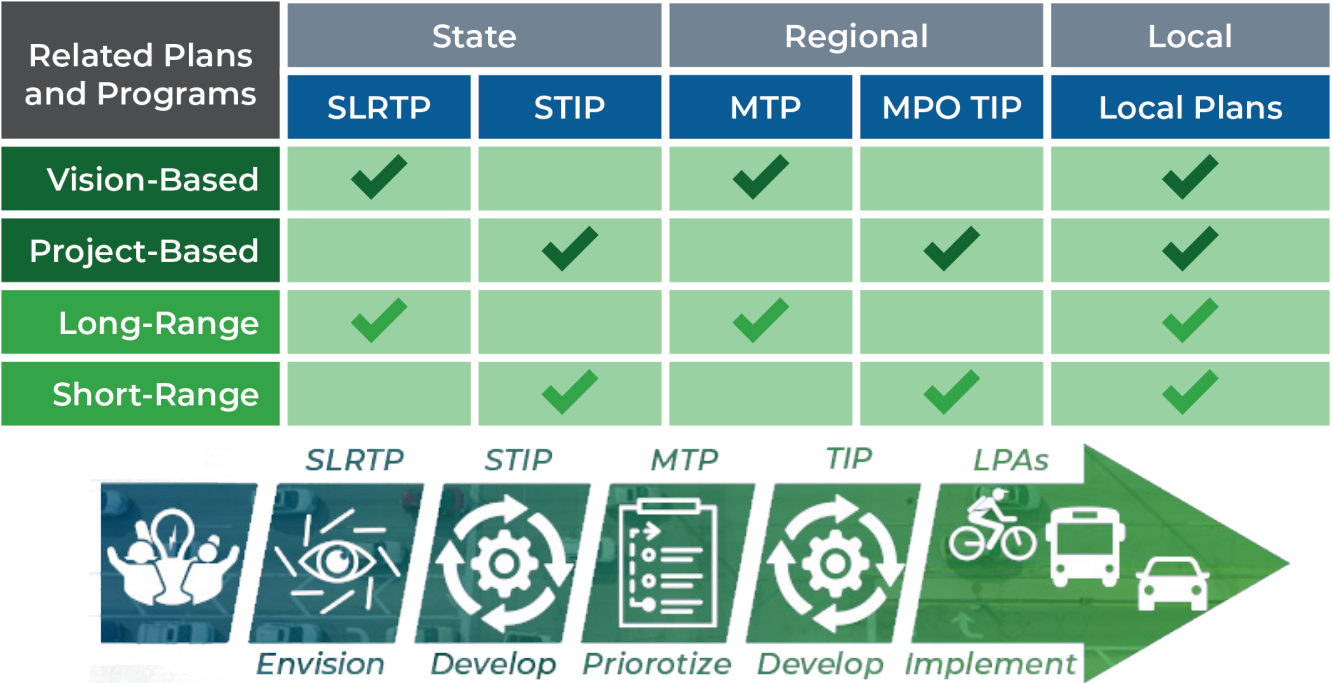


Figure 1.02: Related Plans and Programs

2030 adopts a vision zero approach, aiming to eliminate all fatal and serious injury crashes and setting an initial goal to review 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.

Integrate I-69 Corridor Study

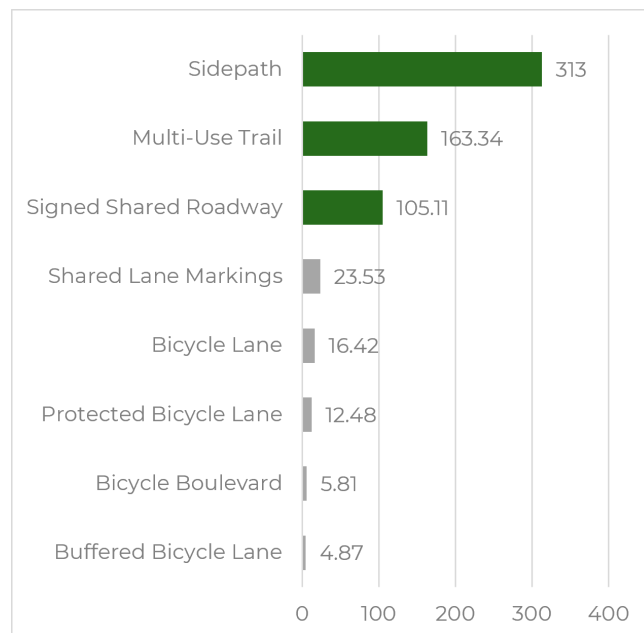
The Integrate I-69 Corridor Study provides proactive and holistic planning measures for the area adjacent to the Interstate 69 (I-69) corridor from Exit 226 in Anderson to Exit 214 just before the Madison County/Hamilton County line. The study area includes the interstate right-of-way as well as a 1-mile offset which includes the jurisdictions of INDOT, Madison County, Anderson, Pendleton, Ingalls, and Lapel. As part of the study, extensive work was completed to understand the growth and land use planning efforts of these jurisdictions. The growth and land use discussions are integral to informing updates to the MTP population and employment forecasts.

Integrate I-69 resulted in an interlocal agreement Memorandum of Understanding (MoU), an intergovernmental agreement MoU, and recommended minimum standards to promote lasting LPA collaboration and establish a cohesive sense of place for the corridor moving forward. The purpose of the minimum standards is to establish common design requirements and set ground rules within the study area. The minimum standards cover driveway and intersection spacing, building design, plantings, signage, drainage, setbacks, and other elements visible to the public that

enhance a community's sense of place. Since its adoption, four of the five governmental units that participated have executed the interlocal agreement MOU and integrated the minimum standards into their ordinances.

Bicycle & Pedestrian Plan

The Anderson MPA Bicycle and Pedestrian Plan, adopted in 2024, overhauls our understanding and coordination on bicycle and pedestrian facilities. 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 Model Inventory of Roadway Elements (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.



MPO Core Plans

As noted earlier in Figure 1.01, MPOs are required to produce at least three core products: MTP, TIP, and UPWP. In general, these three documents work together to guide MPO investments in both infrastructure and non-infrastructure activities.

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, capital, and non-capital surface transportation projects within the boundaries of the MPA proposed for funding. The MCCOG TIP includes an illustrative 5th year to improve alignment with the Indiana STIP and represents the first five years of the MTP fiscally-constrained project list.

The document is a coordinated effort by the Anderson MPO and communities located within the MPA to program transportation-related improvements in a comprehensive and systematic framework. The TIP must be updated at least every two years and is approved by the MPO Policy Committee, FHWA, FTA, INDOT, and the governor. Together, the TIP and MTP represent the short- and long-term project plans for an MPO. Project and financial assumptions must be consistent between the two documents, and both are reviewed for air quality conformity simultaneously.

Unified Planning Work Program

Like the TIP, the UPWP is a short-range document that must align with the MTP. The UPWP is a two-year program of federally funded planning activities, studies, and tasks for the MPO. It essentially serves as the MPO's business plan by establishing the budget and focus areas for

MPO staff over the two-year planning horizon. The UPWP is updated annually to monitor progress toward individual planning activities and budget expenditures. In addition to aligning with the MTP, the UPWP must account for shifting local, state, and national goals.

State Plans

MCCOG works closely with several Indiana state agencies / departments and monitors planning efforts to understand statewide goals. While numerous studies and plans are relevant to MTP development, three are especially important: the INDOT Long-Range Transportation Plan, State Transportation Improvement Program, and State Implementation Plan. These three documents set statewide policies, track transportation projects, and ensure air quality compliance.

SLRTP

The 2045 INDOT LRTP 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 INDOT LRTP 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.

STIP

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 includes projects on state-maintained facilities such

as interstates, interchanges, US routes, and state roads, as well as any federally funded or regionally significant projects awarded directly to Local Public Agencies (LPAs), which are usually local government entities not located within MPO urban areas. Finally, the STIP is prepared in cooperation with all 14 MPOs in Indiana, since it includes each MPO TIP project list in its entirety.

SIP

The State Implementation Plan (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. In Indiana, the SIP is maintained by the Department of Environmental Management (IDEM). MTPs must conform to the SIP by ensuring alignment with statewide air quality goals.

Local Plans

Communities have their own plans to guide future growth and prioritize projects for implementation. These may include comprehensive plans, park & recreation master plans, strategic economic development plans, downtown revitalization plans, capital improvement plans, thoroughfare plans, and more. There are too many local plans relevant to *2050 inMotion* to describe each, but MCCOG attempts to stay updated on local planning efforts and to review documents when they are available.

It is also important to note that, generally, regional- and state-level planning efforts struggle to gather public input. While local plans may face similar challenges, they are

generally more accessible for residents and, typically, generate more interest. MPO-involvement and understanding of local plans, therefore, can help fill gaps in public outreach and improve coordination between regional and local goals. *2050 inMotion* was developed to align with LPA planning efforts and ensure consistency to promote regional and local mobility. Numerous plans were reviewed and MCCOG staff actively engaged in many local planning processes with findings incorporated into *2050 inMotion*.

