

RESOLUTION 17-12

A RESOLUTION OF THE REGIONAL PLANNING COMMISSION APPROVING THE ENVIRONMENTAL JUSTICE ANALYSIS FOR THE FISCAL YEAR 2018 to 2021 TRANSPORTATION IMPROVEMENT PROGRAM AND THE 2040 COMPREHENSIVE REGIONAL PLAN UPDATE COMPANION AMENDMENT #4

May 18, 2017

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

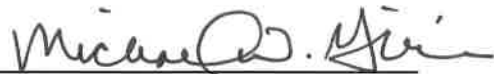
WHEREAS, the Northwestern Indiana Regional Planning Commission, hereafter referred to as "the Commission", being designated the Metropolitan Planning Organization (MPO) for the Lake, Porter and LaPorte County area, has established a regional, comprehensive, cooperative, and continuing (3-C) transportation planning process to develop the unified planning work program, a transportation plan, and a transportation improvement program to facilitate federal funding for communities, counties, and transit operators, and to provide technical assistance and expertise to regional transportation stakeholder interests; and

WHEREAS, the Commission performs the above activities to satisfy regional requirements under the Fixing American Surface Transportation Act (FAST Act, 2015), as well as other federal, state and local laws mandating transportation planning activities; and

WHEREAS, In accordance with Executive Order 12898 of February 11, 1994, which requires a detailed understanding of the potential benefits and burdens transportation projects can place on low-income and minority communities (environmental justice communities). NIRPC has performed an Environmental Justice (EJ) Benefits and Burdens Analysis for the significant projects in the Fiscal Year 2018 to 2021 Transportation Improvement Program and 2040 Comprehensive Regional Plan Update Companion Amendment #4 and found they will have no adverse effect on the environmental justice populations of Northwestern Indiana. For a more detailed explanation, see the attached analysis.

NOW, THEREFORE, BE IT RESOLVED that the Northwestern Indiana Regional Planning Commission hereby approves the Environmental Justice Analysis for the Fiscal Year 2018 to 2021 Transportation Improvement Program and the 2040 Comprehensive Regional Plan Update Companion Amendment #4.

Duly adopted by the Northwestern Indiana Regional Planning Commission on this eighteenth day of May, 2017.



Michael W. Griffin
Chairperson

ATTEST:



Diane Noll
Secretary

Environmental Justice
Benefits and Burdens Analysis

for the Northwestern Indiana Regional Planning
Commission's (NIRPC's) Transportation
Improvement Program (TIP) for Fiscal Years 2018 to
2021 and Amendment #4 to the 2040
Comprehensive Regional Plan Update Companion

Prepared by the Northwestern Indiana Regional Planning Commission

May 2017

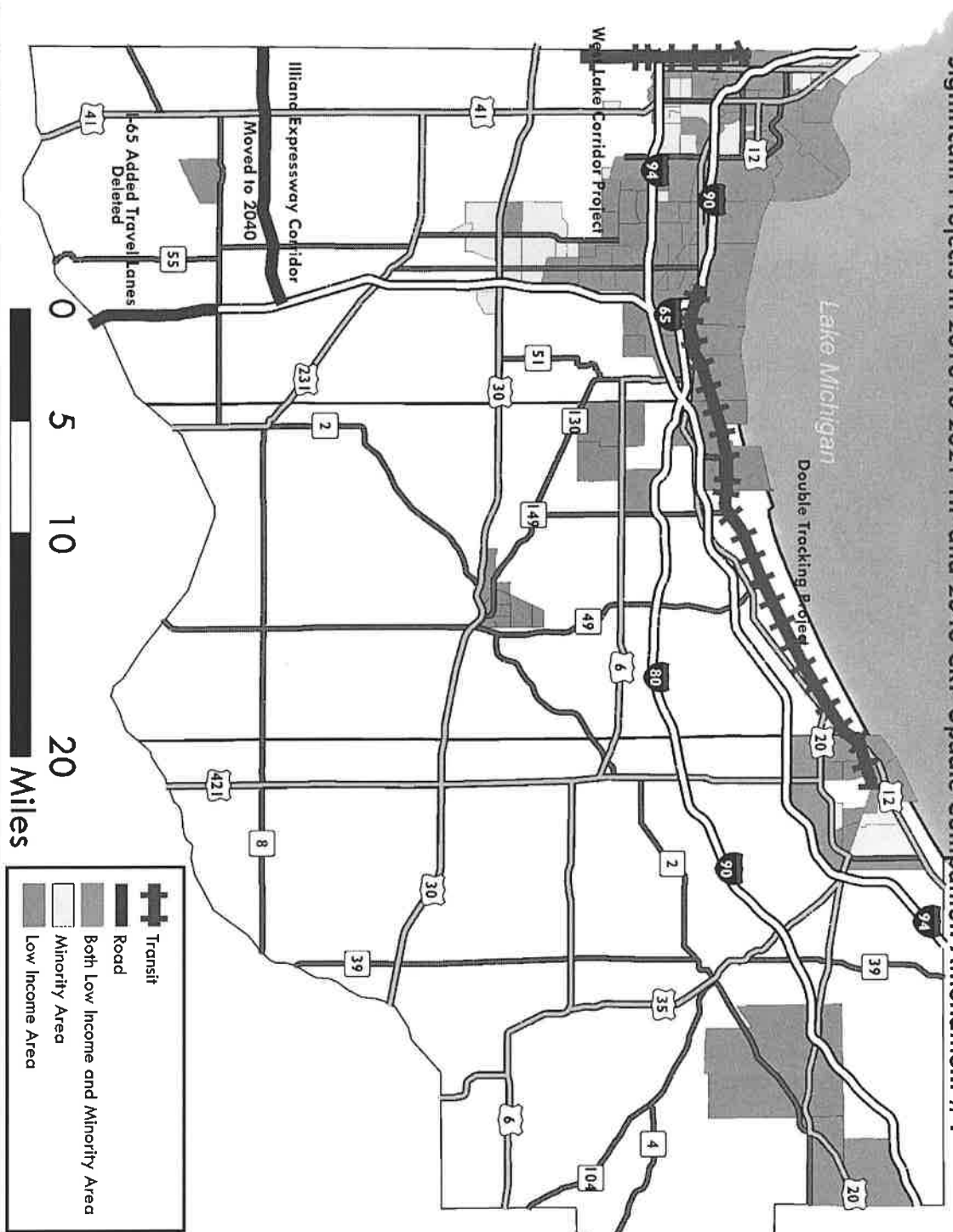
Purpose and Background

On Feb. 11, 1994, President Bill Clinton issued an Executive Order on Federal actions to address environmental justice in minority and low income populations. It directed every federal agency to make environmental justice part of its mission by identifying and addressing the effects of all programs, policies, and activities on "minority populations and low income populations." The order was designed to focus Federal attention on the environmental and human health conditions in minority communities and low income communities with the goal of achieving environmental justice. The order promotes nondiscrimination in Federal programs substantially affecting human health and the environment, and to provide minority communities and low income communities' access to public information on, and an opportunity for public participation in, matters relating to human health or the environment.

The Northwestern Indiana Regional Planning Commission (NIRPC) is committed to addressing environmental justice in all of its work. As the Metropolitan Planning Organization (MPO) for Northwest Indiana, NIRPC is responsible for planning and programming transportation projects that use Federal funds to maintain and expand the transportation system in the region. In the past, transportation projects have often caused undue burdens on environmental justice communities. NIRPC's goal is to prevent such undue burdens from occurring in the future. The purpose of this document is to analyze the proposed significant projects included in the Fiscal Year 2018 to 2021 Transportation Improvement Program and 2040 Comprehensive Regional Plan Update Companion Amendment #4 to determine what benefits and/or burdens the significant projects may have on environmental justice populations in Northwest Indiana.

The proposed significant projects are presented in Table 1. NICTD's Double Tracking of the South Shore Train would add an extra track for trains east and west-bound, between Tennessee Street in Gary, Indiana and Michigan Boulevard in Michigan City, Indiana. The proposed changes stretch for approximately 25 miles on existing right-of-way for the South Shore Train. This proposed project expects to add 5,000 - 8,000 daily riders to the South Shore Line, increase train frequency by 30%, and improve on-time performance. In addition, double tracking the South Shore Line is expected to significantly reduce travel times along the line especially at station locations farther away from Chicago. NICTD's 9 mile West Lake Corridor Project between Hammond and Dyer would add a spur from the existing South Shore Line in Hammond to Main St at the Munster/Dyer town border. The West Lake Corridor service would relocate the current Hammond Station to a Hammond Gateway Station and add 3 additional stations: South Hammond, Munster-Ridge, and Main St. The West Lake Corridor service when constructed in tandem with the Double Tracking project is expected to more than double ridership from 12,050 in 2015 to 26,730 by 2040. The INDOT/IDOT Illiana Expressway Corridor project will be moved from an expected completion date of 2020 to 2040, in order to be consistent with the Chicago Metropolitan Agency for Planning (CMAP), the Metropolitan Planning Organization for the Illinois portion of the

Significant Projects in 2018 to 2021 TIP and 2040 CRP Update Companion Amendment #4



Chicago area
the beginning
years be con

The INDOT I-65 Added Travel Lanes modification between SR-2 and SR-10 to remove that segment from the plan is a correction for a discrepancy between what INDOT requested NIRPC to take action on in May 2016 and the scope of work in the contract signed for the project later in 2016 that did not show travel lanes on I-65 expected to be

added in this particular segment, only a reconstruction of the bridge over the Kankakee River to allow expansion in the future.

Approach

NIRPC defines the “minority” and “low income” requirements of an environmental justice community in the following ways. “Minority” people are those who do not identify as

Table 1: Significant Projects in FY 2018 to 2021 TIP and 2040 CRP Update Companion Amendment #4

ADDITIONS:

- ☐ NICTD’s 25 mile double tracking project from Gary to Michigan City;
- ☐ NICTD’s 9 mile West Lake Corridor Project between Hammond and Dyer;

MODIFICATIONS:

- ☐ INDOT/IDOT Illiana Expressway Corridor: Completion Date moved from 2020 to 2040

“white, non-Hispanic,” when completing the Census. People who are considered, “low income” are defined as people who have lived in poverty, at any time, during the last 12 months. Sources used in extrapolating data for this population were taken from the most recent data sets from the Census and the American Community Survey.

Understanding how the proposed significant projects can impact Northwest Indiana’s environmental justice population was divided into two distinct parts. First, NIRPC sought to understand how the proposed infrastructure changes may impact environmental justice communities in a very physical way. Do the proposed changes require the acquisition of property? Would the proposed changes dislocate disadvantaged people? Would the proposed changes cause disadvantaged people to disproportionately absorb more environmental burden through pollution and other impacts of building new infrastructure? Second, NIRPC explored how the proposed projects may impact the rest of the travel network by disproportionately harming environmental justice communities in terms of travel delays to key community resources.

To understand the projects’ potential impacts, environmental justice populations were identified, and concentrations of the populations were mapped. Two future scenarios, a “baseline” scenario and a “build” scenario developed and used to determine the effects of the significant projects on environmental justice populations. The baseline scenario consisted of the entire 2040 transportation network that was adopted for the current Fiscal Years 2016 to 2019 Transportation Improvement Program and 2040 CRP Update Companion. The build scenario added the significant projects to the baseline network. Each scenario was run through the NIRPC transportation model. The model results were used to analyze the effects of the significant projects on environmental justice

populations using 11 performance measures developed to capture resources that are critical to a community's health. The performance measures are as follows:

- Average number of jobs within a 20 minute drive
- Average number of shopping destinations within a 20 minute drive
- Average number of other destinations within a 20 minute drive
- Average travel time for work trips
- Average travel time for shopping trips
- Average travel time for other trips
- Average travel time for all trips
- Percent of population within 20 minutes of a livable center
- Percent of population within 20 minutes of a retail center
- Percent of population within 20 minutes of a hospital

Results

The first portion of NIRPC's analysis is starkly clear in regards to the INDOT/IDOT Illiana Expressway Corridor and INDOT I-65 Added Travel Lanes projects. Previous Environmental Justice Analyses about those projects were presented to and passed by NIRPC committees. The Illiana Expressway Corridor Environmental Justice Analysis was passed by NIRPC's former Transportation Policy Committee at its November 2013 meeting. The INDOT I-65 Added Travel Lanes between SR-2 and SR-10 was passed by the NIRPC Full Commission at its May 2016 meeting. The Environmental Justice Analyses finding for both of these projects indicated little if any disproportionate effect on environmental justice populations. In fact, the Illiana Expressway Corridor Environmental Justice Analysis showed a slight improvement in Travel Time for the environmental justice populations. The I-65 Added Travel Lanes Project between SR-2 and SR-10 showed almost no effect on environmental justice populations whatsoever, but cautioned that policies to reduce sprawl that are in effect in nearby communities could be strengthened. The effects of sprawl will continue to be something that NIRPC will strive to monitor.

The first portion of NIRPC's analysis is less clear in regards to the NICTD Double Tracking and West Lake Corridor projects. There will be some property acquisition involved in both projects, but as a recipient of Federal Transit Administration funding for these projects, NICTD is required to adhere to the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. Furthermore, NICTD is required to conduct its own, much more rigorous, Environmental Justice Analysis for these projects in accordance with FTA Circular 4703.1. It is the recommendation of the FTA Region 5 office with NIRPC staff concurrence that NIRPC defer to NICTD's more thorough Environmental Justice Analysis required as part of FTA Circular 4703.1. NICTD's Environmental Justice Technical Report for the West Lake Corridor Project can be found at http://www.nictdwestlake.com/assets/documents/DEIS_AppH4.pdf, and it

concludes that any adverse impacts would not be borne disproportionately by environmental justice populations.

The second portion of NIRPC's analysis, understanding the impact to the travel network, appears minor overall. Table 2 indicates the potential changes to the travel network in a Build/No Build scenario, separated by low income and minority populations. The Build scenario assumes that all of the significant projects in the FY 2018 to 2021 TIP and 2040 CRP Update Companion Amendment #4 are implemented, whereas the No Build scenario assumes the transportation network as it currently exists in NIRPC's latest FY 2016 to 2019 TIP and 2040 CRP Update Companion.

Table 2: Travel Network Performance Measure Impacts from the Significant Projects in the FY 2018 to 2021 TIP and 2040 CRP Update Companion Amendment #4

		Low Income Population			Minority Population			Impact
		Build	No Build	Difference	Build	No Build	Difference	
Within 20 min:	Avg number of jobs	84,569 (13% of total)	78,130 (12% of total)	6,439	79,736 (13% of total)	78,862 (12% of total)	874	Noticeable
	Avg number of shopping destinations	46,100 (11% of total)	42,083 (10% of total)	4,017	45,336 (11% of total)	44,626 (11% of total)	710	Noticeable
	Avg number of other destinations	186,808 (13% of total)	169,773 (12% of total)	17,034	174,850 (12% of total)	172,431 (12% of total)	2,419	Noticeable
Avg travel time for: (min)	Work trips	19.8	20.0	-0.2	20.1	20.3	-0.2	Minimal
	Shopping trips	13.4	13.5	-0.1	14.4	14.5	-0.1	Minimal
	Other trips	13.6	13.7	-0.1	14.0	14.1	-0.1	Minimal
	All trips	15.2	15.3	-0.1	15.6	15.7	-0.1	Minimal
Percentage of the population within 20 min of a:	Livable Center	99.9%	99.9%	0.0%	99.1%	99.1%	0.0%	None
	Retail Center	92.8%	89.2%	3.6%	89.1%	89.1%	0.0%	Noticeable
	Hospital	93.8%	93.8%	0.0%	93.6%	93.6%	0.0%	None
	University	84.8%	84.8%	0.0%	79.6%	79.6%	0.0%	None

There are clearly noticeable improvements in travel network measures, but those improvements are especially noticeable for the low income populations. For example, implementing the FY 2018 to 2021 TIP and 2040 CRP Update Companion Amendment #4 would unlock 6,439 additional jobs within 20 minutes for the low income populations, as opposed to only 874 additional jobs within 20 minutes for the minority populations. 4,017 additional shopping destinations (including grocery shopping) would be accessible to low income populations as a result of the project (710 additional shopping destinations within 20 minutes for minority populations). 17,034 additional other destinations (which includes health care facilities) would become accessible within 20 minutes of low income populations, and still 2,419 additional other destinations would

become accessible to minority populations. Average travel time and accessibility to livable centers, retail centers, hospitals, and universities all have either very minor improvements or no changes.

Summary

As illustrated by the NIRPC travel model the proposed significant projects as part of the Fiscal Years 2018 to 2021 Transportation Improvement Program and 2040 Comprehensive Regional Plan Update Companion Amendment #4 are not expected to have a significant enough negative impact to halt or change those projects. The potential impacts to the environmental justice community are either positive or none that they do not outweigh the potential benefits of the proposed significant projects.

In conclusion, NIRPC recommends that the Environmental Justice Analysis for the Fiscal Years 2018 to 2021 Transportation Improvement Program and 2040 Comprehensive Regional Plan Update Companion Amendment #4 be approved.