



MEETING SUMMARY

Date of Meeting: May 14, 2025 **Re:** Consulting Party Meeting - Des. Nos. 2200061 & 2200062 (DHPA No. 32310), Intersection Improvement Project, SR 32 at Madison Street and Hackley Street, City of Muncie, Delaware County, Indiana

Location: Virtual Meeting via Microsoft Teams & In-person Meeting at The Innovation Connector, 1208 W. White River Boulevard, Muncie, Indiana 46074 **Issue Date:** May 29, 2025

Submitted By: Hannah Blad, Lochmueller Group

In Attendance: *Project Team:*
David Clarke, FHWA
Clint Kelly, INDOT Cultural Resources Office (CRO)
Emily D. Minett, INDOT CRO
Matt Coon, INDOT CRO
Susan Branigin, INDOT CRO
Taylor Payne, INDOT CRO
Taylor Darrah, INDOT
Michael MacNeill, INDOT
Mark Muenz, INDOT
Jakob Sherry, INDOT
Angie Moyer, Lochmueller Group
Ashley Taylor, Lochmueller Group
Ben Britton, Lochmueller Group
Chad Costa, Lochmueller Group
Chris Schultz, Lochmueller Group
Hannah Blad, Lochmueller Group
Gary Frankcis Quigg, Lochmueller Group
Samantha Strobel, Lochmueller Group
Trevor Wieseke, Lochmueller Group

Consulting Parties:
Barbara Schafer, Cornerstone Center for the Arts
Brian Shaw, East Central Neighborhood Association
Bruce Frankel, Emily Kimbrough Neighborhood Development Committee

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May 29, 2025

Page 2

Deborah Malitz, Emily Kimbrough Neighborhood Development Committee
Ethan Bailey, A1 Muffler
Glenda Noblitt, East Central Neighborhood Association
J.P. Hall, Ball State University
James Heimlich, City of Muncie Historic Preservation Officer
Kathleen Scott, Delaware County Historical Society
Kevin Klinger, Citizen & Ball State University & Owner of Bunch House
Kirsten Smith, Cornerstone Center for the Arts
Marina Quirk, A1 Muffler
Mark Dollase, Indiana Landmarks, Central Regional Office
Nathanael Snow, Citizen & East Central Neighborhood Association
Pat Quirk, A1 Muffler
Russell Irving, East Central Neighborhood Association
Sara McKinley, Muncie Public Library
Toni Giffin, DHPA
Wade Tharp, DHPA
Zane Bishop, Citizen & Cornerstone Center for the Arts

ITEMS DISCUSSED:

The first part is a general summary of the meeting presentation followed by a detailed account of the questions asked following the presentation.

I. Welcome & Introductions:

- a. The attendees listed above were introduced and their associations/affiliations were provided.

II. Section 106 Overview

- a. Gary Francis Quigg (Mr. Quigg) of Lochmueller Group opened the meeting by explaining the background of Section 106 and the National Historic Preservation Act (NHPA). Mr. Quigg explained Section 106 is part of the NHPA, a federal law requiring federal government agencies to take into account the effects of their undertakings (i.e. construction projects) on historic properties (resources either eligible for, or listed in, the National Register of Historic Places [NRHP]). Mr. Quigg noted that Section 106 applies when two (2) criteria are met: when there is a federal nexus and when the proposed project could potentially affect properties eligible for or listed in the NRHP. David Clarke (Mr. Clarke) of the Federal Highway Administration (FHWA) was asked to make a comment. Mr. Clarke expressed that FHWA is the lead federal agency for this undertaking and that their role is to participate and provide assistance to INDOT. He noted that anyone with any questions regarding the regulatory process to reach out to him with questions.

- b. Mr. Quigg went on to explain the steps of the Section 106 process and provided an outline. The steps are outlined below.
 - i. Establish that there is an undertaking
 - ii. Step 1: Initiate consultation
 - iii. Step 2: Identify historic properties
 - iv. Step 3: Assess effects of the undertaking on historic properties
 - v. Step 4: Resolve any adverse effects
- c. Mr. Quigg went through the steps of the Section 106 process to show where the SR 32 Intersection Improvement Project stands now. Mr. Quigg noted that Step 1 has been completed, and Early Coordination Letters were sent to potential consulting parties on May 15, 2024. As a result, the A1 Muffler Shop, Ball State Historic Preservation Program, City of Muncie, Historic Preservation Officer, Cornerstone Center for the Arts, Delaware County Historical Society, East Central Neighborhood Association, Eastern Shawnee Tribe of Oklahoma, Emily Kimbrough Neighborhood Development Committee, Indiana Landmarks (Eastern Regional Office), Indiana Landmarks (Central Regional Office), MadJax Maker Force, Mary Anne Lowther, Miami Tribe of Oklahoma, Muncie Action Plan (MAP) Organization, Muncie Historic Preservation & Rehabilitation Commission, Russell Irving, and the State Historic Preservation Officer (SHPO) have accepted consulting party status.
- d. Mr. Quigg then talked about Step 2, the identification of historic properties, noting that a Historic Property Report (HPR) and Phase Ia Archaeology Report (Tribes only) were sent to consulting parties on May 1, 2025. As for the Phase Ia Archaeology Report, two sites were identified within the survey area for the project. Both sites were not recommended eligible for the NRHP, and no additional investigation is recommended. In regard to the HPR, eight (8) NRHP-listed properties were identified in the HPR including: Boyce Block (NR-0687); Emily Kimbrough Historic District (NR-0312); Fire Station No. 1 (NR-0824.09); Goldsmith C. Gilbert Historic District (NR-0824.02); Masonic Temple (NR-0738); Muncie Public Library (NR-0107); W.W. Shirk Building (NR-0824.01); and Walnut Street Historic District (NR-0824.11). In addition to the NRHP-listed properties, the report also recommended two (2) properties eligible for the NRHP: the Bunch House (IHSSI #035-442-45195) and Holman's Gulf Gas Service Station (IHSSI #035-442-45215).

- e. Hannah Blad (Ms. Blad) then discussed the above-ground resources within the Area of Potential Effects (APE) for the project. Ms. Blad provided an overview of the historic resources, explaining each resource located within the APE.

III. Purpose and Need

- a. Chris Schultz (Mr. Schultz) then discussed the need for the project based on crash data and operational inefficiencies at intersections. Mr. Schultz noted that the need for the project stems from crash data retrieved from the intersections. The need statement pulled statistics including the indexes of crash frequency (ICF), indexes of crash cost (ICC), and Level of Service (LOS). ICF, ICC, and LOS were further explained by Mr. Schultz and followed up with detailed tables showing the ICF, ICC, and LOS information for each intersection.
- b. A discussion of the project's purpose followed the need discussion. Mr. Schultz noted that safety is the purpose of the project in order to reduce crashes and improve the LOS.

IV. Alternatives

- a. Mr. Schultz then moved on to discuss the alternatives reviewed as part of the project. Three alternatives were discussed in detail with images showing examples of the alternatives and a list of pros and cons for each. Those three alternatives are stop controls, traffic signals, and roundabouts.
- b. Mr. Schultz then went on to discuss additional alternatives reviewed in the alternatives analysis but not fully detailed in the presentation including a shifted urban roundabout and conversion of Madison Street and Walnut Street into one-way pairs.
- c. Another alternative further detailed in the presentation was the closure of Hackley Street since it was a recommendation brought forward by consulting parties. Mr. Schultz displayed a Sanborn map from 1896 showing the original configuration of Hackley Street which was closed off between Jackson Street and Main Street.

V. Next Steps

- a. Ms. Blad followed the Alternatives part of the presentation to provide information regarding the next steps in the Section 106 process. She noted that the consulting party review period for the HPR and Phase Ia Archaeology Report ends on May 31, 2025. She also noted that a meeting summary will be provided following the meeting and consulting parties will have a 30 day review period for that document as well.

- b. Ms. Blad then discussed the Effects Report which will discuss the effects to NRHP-eligible and NRHP-listed properties within the APE. The document will be shared with consulting parties for review.
- c. Finally Ms. Blad mentioned that, though not part of the Section 106 process, an alternatives analysis is being prepared and will be included in the draft Section 4(f) Analysis. It is anticipated that the document will be ready for review in early 2026.

VI. Question and Answer Session

- a. Ms. Blad started this part of the meeting by reading through several commonly asked questions and provided answers to those questions. Those questions are detailed below.

- b. Common Questions:

- i. Q: Why were consulting parties not informed about the Road Transfer Agreement between the City of Muncie and INDOT?

Q: Why didn't the Road Transfer Agreement between the City of Muncie and INDOT go through the Section 106 process?

A: The agreement between the City of Muncie and INDOT was a planning document and had no federal involvement, and therefore, Section 106 did not apply. Since Section 106 did not apply, no consulting parties were necessary.

[Question Asked] Toni Giffin (Ms. Giffin) asked if the project was a Dual Review Project. Ms. Blad replied that it was a Dual Review Project.

- ii. Q: Didn't these issues get fixed with the completion of Des. No. 2001161?

A: Des. No. 2001161 was a pavement preservation project. The project set out to preserve and extend the service life of the existing pavement, improve the existing curb ramps to meet ADA standards, and improve the mobility of pedestrians/bicycles through downtown Muncie. It was not a traffic calming project and no traffic accident data was used to justify the purpose and need for the project.

- iii. Q: Why did the public information meeting not include an open discussion section with attendees?

A: At this early stage in the project development, INDOT is interested in sharing available project information and receiving feedback from the public that will assist in the decision making process. The format of the

public information meeting did provide attendees the opportunity to have an open discussion with the project team prior to and after the presentation. This more informal format fosters a more inclusive setting, particularly for people uncomfortable with making a public statement. This was not part of the Section 106 process.

- iv. Q: Will any homes or businesses be displaced as part of this project?

A: This depends on the preferred alternative that is identified through the environmental process. However, at this time, the urban roundabouts that have been shared with the public would not require the relocation or displacement of any homes or businesses.

c. Consulting Party Questions:

- i. Bruce Frankel (Mr. Frankel) asked what is the optimal LOS, what is an unacceptable LOS, and what its impact on historic preservation would be?
- ii. Mark Muenz (Mr. Muenz) noted that LOS C means the intersection is starting to see some congestion. LOS C is also when you start to see some issues or breakdown in the intersection, though he noted that in some dense urban areas LOS D may be when the breakdown in functionality occurs. Mr. Muenz noted that LOS E and LOS F are considered unacceptable. At LOS E and LOS F you will see significant queuing and rear end crashes.
- iii. Michael MacNeill (Mr. MacNeill) noted that a good LOS is LOS A.
- iv. Mr. Frankel asked what would be considered a good LOS for a highway versus a primarily residential area and/or historic neighborhood? Would a LOS C be more optimal versus LOS A?
- v. Mr. MacNeill stated that no, LOS C would not be more optimal. LOS means less delay and less congestion.
- vi. Mr. Frankel stated that Mr. MacNeill's view was from a traffic engineers' point of view but not from a historic preservation view.
- vii. Mr. MacNeill asked if he was interested in people slowing down through the area.
- viii. Deborah Malitz (Ms. Malitz) noted that INDOT and those living in the area do not have the same set of goals. She noted that people tend to speed

through the neighborhood using Madison Street. She wants people to slow down but they want a solution that is congruous with the problem. She noted that the most recent project along SR 32 has slowed down traffic considerably and noted that new data might be needed to re-evaluate the need for this project. She noted that getting traffic efficiently from point A to point B is an INDOT goal, but it is not a goal for those living in the historic district. She noted that for the residents, slower traffic is what they want.

- ix. Mr. Muenz spoke to clear up the misconception regarding LOS. He noted that the number tied to LOS is seconds waiting to go through a traffic operation. He stated it does not have to do with the speed of the facility. Mr. Muenz said the LOS measure is how long you wait. If you are at the intersection in under 10 seconds that is LOS A. Mr. Muenz noted that INDOT prefers to have slower traffic in neighborhoods as it is safer and pedestrians are more likely to survive accidents with slower traveling traffic.
- x. Mr. Frankel asked if it was about vehicular traffic.
- xi. Mr. Muenz replied to the affirmative. Mr. MacNeil added it was about the delay at the intersection.
- xii. J.P. Hall (Mr. Hall) noted that the only purpose and need provided is based on vehicular traffic and that no argument was made to improve the walkability and bicycle use of the neighborhood. He noted that the previous project was more focused on creating a more walkable and bikeable neighborhood.
- xiii. Mr. Muenz stated that the purpose and need of this project is focused on safety. He noted that the federal funds associated with the project come from a specific pocket of money set out to address safety concerns.
- xiv. Mr. Hall asked if the safety concerns are only for vehicular traffic or if it can also be used for pedestrian safety as well.
- xv. Mr. Muenz said it is for pedestrian safety as well. He then circled back to the discussion of LOS and used an example to explain that LOS is about time spent at an intersection not about the speed at which a vehicle travels through an area.
- xvi. Mr. Hall asked if any alternative considered adding two-way traffic back to Main and Jackson?

- xvii. Mr. Muenz responded it was looked at, at some point, but he is unable to recall the details regarding that specific analysis.
- xviii. Mr. Hall stated it was not used as part of this specific project.
- xix. Mr. Muenz stated that the project is looking to improve safety and reduce crashes at the intersections and did not look at the entire corridor. He stated that it's two different types of scopes.
- xx. Mr. Hall stated he didn't think it was a different type of scope because changing the streets from one-way to two-way would affect all four intersections. He stated that the road historically has had two-way streets and referenced Complete Streets (Complete Streets is an approach to planning, designing, building, operating, and maintaining streets that enables safe access for all people who need to use them, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities) for changing the streets back into two-way streets.
- xxi. Ms. Malitz stated that she believes and as do others in the neighborhood that the data used needs to be updated to reflect the current data. She also noted that the goals and viewpoints from the neighborhood are different than those of INDOT. She also noted that INDOT is not the only party in this project. She then went on to mention that she had done her own research regarding the history of roundabouts in historic neighborhoods. She mentioned Carmel, Indiana and all the roundabouts in Carmel but noted that Carmel is a suburban area. She noted that she doesn't want a suburban solution placed into her urban neighborhood. Ms. Malitz then went on to say that the historic part of the project has not been talked about tonight. She stated that she looked at regulations for SHPO, federal, and local ordinances and they state that roundabouts should be avoided. She noted that their neighborhood has historically never had a roundabout. She then went on to mention that since Main and Jackson have been part of the highway system there has been economic disinvestment in the neighborhood. She stressed she wants slow traffic through the neighborhood. She noted she wants to get rid of the highway.
- xxii. Mr. Hall stated that the highway has been removed from those streets.
- xxiii. Ms. Malitz said she didn't want to argue about that tonight and then went on to state that the problem that the project is trying to fix might not even exist anymore.

- xxiv. Kevin Klinger (Mr. Klinger) stated he lived in the Bunch House (NRHP-eligible). He noted that he agrees with the need to get new data based on the recent project. He has noticed that traffic has slowed down following that project. He noted that he thinks a reason for the crashes at Jackson and Madison and Main and Madison, is because the lane changes from two-lanes to three-lanes. He thinks that it doesn't matter what stop controls are at those intersections due to the lane configurations.
- xxv. Ms. Malitz agreed that the new lane lines have added a traffic calming affect to the neighborhood.
- xxvi. Nathanael Snow (Mr. Snow) asked whether the standard deviations in the report are based on comparisons of means or whether there's a multiple regression analysis going on.
- xxvii. Mr. Muenz stated he believes it is multiple regression and that it is done by the Purdue University Traffic Analysis Department. The analysis data set was the entire state of Indiana. He stated they take the crash data over a specific timeframe and plug it into the program. Then the program looks at how many vehicles are moving on the side road and how many are on the main line. The program then details theoretically how many crashes that intersection would produce. This is where the standard deviation data comes from. It also considers urban vs. rural areas and the facility class of the road. Mr. Muenz went on to say that 1 standard deviation is within the top 5% of the state and at 2 standard deviations it drops to the top 1%. He noted that anything above 2 standard deviations indicates the intersection is one of the worst in the state for everyone (vehicles, pedestrians, and bicyclists).
- xxviii. Mr. Snow noted that a degree of significance is also reported with these types of statistics. He stated he did not see that reported in the data and therefore, he is uncertain about the significance of the results. He noted that he would like to see a complete progression analysis reported in some form. He also noted that it should be provided to the public.
- xxix. Mr. Snow then went on to ask what period of time would be a significant amount of time to be able to ascertain whether the traffic calming has significantly improved the crash results at the intersections so as to determine whether or not the roundabouts are worth installing? He then went on to state that he doesn't believe there has been enough time

since the previous project to determine whether or not the roundabouts are still needed. He asked what timeframe the traffic engineers thought would be appropriate. Finally, he noted that the analysis was done when the intersections were two-lanes, but they are now one-lane intersections, so a completely new analysis needs to be done. He suspects that the intersections would be significantly less dangerous now.

- xxx. Mr. Muenz noted that the current project was programmed before that other project on SR 32 and that the projects were independent of each other. He also noted that with the other project, INDOT decided late in the process to reduce the lanes from two to one lane. He stated that there was a safety initiative at INDOT to look at all the pavement overlays for opportunities to look at the amount of traffic on a specific road and then to reduce the number of lanes. Mr. Muenz noted that in the case of SR 32 in Muncie, the traffic seems to have calmed down but that in other places reducing lanes might make the opposite effect.
- xxxi. Ms. Malitz asked if INDOT would study the intersections again.
- xxxii. Mr. Muenz stated that they are, and that he has the most recent data from the last five months (since the completion of the project) for those intersections. He also noted that it is still too short of a time period and noted that at around one year following a change to an intersection you can see trends, at 2 years you see a bit more, and 3 years is the standard analysis window. That 3-year window was what was used for this project. Mr. Muenz noted that there is a chance that 3 years down the road that the analysis might show that the previous project on SR 32 did not calm traffic or reduce crashes. He noted that that is why they are still looking at this project.
- xxxiii. Ms. Malitz stated that there are studies that look at the effects of urban roundabouts and that the findings are that they do not actually calm traffic. She went on to state that for pedestrians, crossing a roundabout is not easy. She stated she wanted to know what type of protection would be added for pedestrian safety. She also noted that it was her understanding that when a roundabout is empty it encourages traffic to drive through the roundabout and makes people go faster.
- xxxiv. Mr. Muenz stated that with urban roundabouts they cannot be navigated by driving straight through them. He noted that with larger suburban roundabouts (like in Carmel) higher speeds are allowed through those

roundabouts due to their size, but the ones proposed at these intersections in Muncie would be much more compact so if someone tries to enter them at a high speed they will hit a curb.

- xxxv. Marina L. Quirk (Ms. Quirk) noted that she has worked for her father for a long time at their shop at the intersection of Madison and Main Streets. She stated that the traffic has changed since the most recent project. She also noted that this area is within a city and that the fire trucks and/or ambulances move through that intersection quite often. She wanted to know how a roundabout would work with the constant medical traffic in the area. She also has concerns about pedestrian safety as well. She then stated that waiting to see what the new data shows about the intersection appears to be a good solution just so the money isn't spent on something that won't work. She mentioned that she heard it would cost about \$2 million per roundabout. She then asked if the money could be spent on something else or did it have to be for high density, high traffic work.
- xxxvi. Mr. Muenz stated that the money for the project is from the Federal Safety Funds that was given to Indiana for addressing safety concerns across the state. The money cannot be reallocated, and it is specifically for safety improvements of roadways and intersections in Indiana.
- xxxvii. Ms. Quirk then asked what the timeline is to spend the money.
- xxxviii. Mr. Muenz said that the money which is allocated for fiscal year 2027 needs to be spent within that fiscal year. He noted that planning for these projects starts years in advance to have these discussions with the public. That way when the project enters the construction year everyone is on the same page regarding what the project will do. He also noted that should this project not work out the money would go to another project in the state.
- xxxix. Ms. Quirk asked if Muncie would be able to retain the money and use it elsewhere.
- xl. Mr. Snow responded stating that the money would fall back into the state's safety fund.
- xli. Mr. Muenz then went on to respond to the question of pedestrian safety. He stated that there are several options that can help pedestrians cross safely. He noted that the most common one is rectangular, rapid flashing

beacons. Those are located below the standard pedestrian sign, and they flash quickly. When installed, INDOT sees about over a 100% increase in obedience of crosswalks when they are active. He then went on to discuss the concern about emergency vehicles using the roundabouts. He stated that INDOT has met with the fire station to see what their preferences were. He noted that the fire station would have a traffic signal at the west end of the fire station that they would be able to control. The fire station would be able to turn it red and leave the station. They would also be able to cross over the center of the roundabout without any problem.

- xlii. Ms. Quirk then mentioned waiting for more data.
- xlili. Mr. Muenz mentioned he does have the data for the last 5 months with him for those intersections. He noted that the project still has a few years left and that the data will be continually looked at to see if there are improvements at those intersections. He further stated that there is still time for additional coordination and discussion regarding this project.
- xliv. Mr. Schultz asked Taylor Darrah (Ms. Darrah) to confirm that the letting date for the project has been moved.
- xliv. Ms. Darrah did confirm that the letting date was moved to early 2028.
- xlvi. Mr. Schultz reiterated that date and noted that construction would start in early 2028.
- xlvii. Mr. Muenz stated that there is still time to get to 3 years of data on those intersections following the completion of the recent project along SR 32 before this project is built. He stated that the money can be reallocated for other types of projects in the project area. He noted the project is called an intersection improvement project so other types of work can be done to improve the intersections. He stated that the only restriction they have is that the money has been allocated to improve the safety of those four intersections. He further stated that they looked at a number of intersection alternatives. INDOT has an intersection decision guide that is a publicly available document, and it can be found using Google (https://www.in.gov/indot/files/ROP_IntersectionDecisionGuide.pdf). The document provides a flowchart with all the intersection possibilities. Mr. Muenz noted that they run through the flowchart on every single one of their projects. They do review all the options no matter the situation and gave an example of a grade separation for this project which would not work in this situation.

- xlvi. Mark Dollase (Mr. Dollase) stated that Indiana Landmarks is opposed to the installation of roundabouts in the Emily Kimbrough National Register listed historic district. Following that statement Mr. Dollase asked for a copy of the planning document between the City of Muncie and INDOT to be shared with all consulting parties. He stated that he understood that at the time it did not require consulting party involvement but that it should be shared now with consulting parties so that consulting parties can better understand why Muncie has indicated they want this alternative through the historic district. Mr. Dollase then went on to state that a roundabout was recently installed near his house in Indianapolis on E 79th Street at N Dean Road. He stated he went to comment at meetings like this opposing the project, but the roundabout was installed anyway. He stated that he was concerned that his NRHP-eligible house would be negatively affected by the project. He also noted that he was concerned about the speed at which people leave roundabouts. He stated that his concerns were ignored and now that the roundabout has been installed, he has noticed that cars do speed through the roundabout. At that roundabout he would not take any pedestrians through the roundabout due to safety concerns. He did note that the roundabout replaced a 4-way stop and it was proposed as a solution due to the high volume of traffic at peak hours. The roundabout did address that part of the issue at E 79th Street and N Dean Road. Finally, Mr. Dollase stated that should the project place roundabouts in Muncie that the neighborhood can expect faster traffic through the historic district.
- xlix. Next a Teams chat question was answered. Trevor Wieseke (Mr. Wieseke) read a comment from Wade Tharp (Mr. Tharp). Mr. Quigg acknowledged the question and went on to clarify his remarks regarding the archaeological sites found during the Phase Ia Archaeological Survey. Mr. Quigg stated that during his part of the presentation he noted that there were 2 sites found within the project limits, and he previously stated that they were not eligible for the NRHP. He should have stated that both of the site boundaries extend outside the survey area and therefore, the sites remain unassessed for the NRHP, but no significant archaeological deposits were identified within the project limits, and no additional investigation is recommended.
- I. James Heimlich (Mr. Heimlich) briefly explained that he has been in the preservation field for over 25 years. He first stated that he did not want excessive lighting within the Emily Kimbrough Historic District. The

district was not intended to have that much lighting. He did state he understood that the flashing beacons mentioned before were for pedestrian safety, but he did not want them in the historic district. He then went on to state that there is a procedure that SHPO can enact to halt Section 106 on this project. He noted that he did think the alternatives presented were good for the data that was used at that time but that data that was used does not reflect the current use of the roads. He again asked for a pause of Section 106 and noted it is up to the state to do anything with his request, but he would like to slow the project down because it needs more data. He then acknowledged that there are some projects that drag on forever and come back after a long period of time, calling them zombie projects. Mr. Heimlich stated he did not want to waste people's resources, time, and money pursuing alternatives that will not make it through the Section 4(f) review as the best alternatives. Again, he reiterated that he would like to halt the project, look at redesigning the alternatives, and come back to the table after that has occurred. He stated that the Emily Kimbrough Historic District is the "jewel" of Muncie and there is no interpretation of that fact. He further stated that to divide Hackley Street will be to divide the district with the roundabout. He also stated that he doesn't think the roundabouts fully address the purpose and need of the project considering the previous project has slowed down traffic in the area already. He then went on to state that he has spoken with the mayor and the city engineer about what is now old SR 32 through Muncie. He noted that traffic has been redirected to use the bypass, and he wants to know how that has affected these intersections as well. Traffic travelling on SR 32 is no longer being directed through the Emily Kimbrough Historic District; the bypass is now the preferred route. He also stated that Muncie can further encourage traffic away from the historic district by removing all the signs indicating that SR 32 used to travel along Main and Jackson Streets. Mr. Heimlich would like to see information on how this change has impacted the district and then look at the alternatives after this new information has been captured. He stated that this needs to happen before an assessment of effects can take place on the Emily Kimbrough Historic District or on any of the adjacent NRHP-listed properties like Cornerstone Center of the Arts. He also pointed out that construction negatively impacts industries and businesses as well and that needs to be considered too. He stated that we need to make sure that those businesses aren't hurt needlessly by a project that might not be necessary. Mr. Heimlich then mentioned

the fire station and the fact that the roundabouts can be driven over. He brought up the fact that he knows Muncie drivers and they too will find a way to drive directly over the roundabouts.

- li. Ethan Bailey (Mr. Bailey) mentioned that he too works for A1 Muffler, and he has also noticed that traffic heading east on Main Street has slowed since the completion of the last roadway project on SR 32. He noted that by the time that INDOT gets 3 years of data for those intersections the project will be at a point where contractors are being sought, and the construction will be happening soon. He stated that he agrees with the recommendation to pause the project for now until the data can be acquired. He again reiterated that he has seen a significant slowdown in traffic and wrecks seem to happen less too. Mr. Bailey then noted that at a previous meeting there was a discussion that two of the three entrances to their business would be removed as part of the proposed project. This would leave the business with one entrance and an alley for deliveries and for customers entering and exiting their business; this would make it hard for people to get in and get out of their business. He also asked how their business will be accessed when it comes time to start construction at the intersection near them. He asked how long it would take to construct a roundabout at the intersection near their business.
- lii. Mr. Schultz responded to those questions stating that the design team met with the business owner (present in the room for the meeting) last week and those questions were answered at that time. He mentioned they could talk later to address those questions again due to how long this meeting has gone already. Mr. Schultz said that full access to the business would be maintained throughout the project and that language would be written in the contract for the contractor so that they know to maintain access to the business. He also mentioned that they did talk about putting back all the driveway entrances as well, so the business would have the same number of entrances.
- liii. Russell Irving (Mr. Irving) mentioned that he was one of the first people to suggest closing off Hackley Street and personally took a petition through the district. He stated that the district has been talking about closing Hackley Street since 1982 when he moved to the historic district. Mr. Irving then went on to ask if there is a metric to determine what is an adverse effect on a historic district or if it is limited to the removal of buildings from a district.

- liv. Mr. Quigg responded to the question noting that an adverse effect is not limited to the removal of a building from a historic district but that a myriad of things can add up to become an adverse effect. He noted that when assessing a property for adverse effects, there is guidance in the 800 CFR regulations for Section 106 (located here: <https://www.ecfr.gov/current/title-36/chapter-VIII/part-800/subpart-B/section-800.5>). Each example of an adverse effect is addressed in the Effects Report that will be provided to consulting parties. He did go on to state that in his opinion adding a roundabout to the Emily Kimbrough Historic District would be an adverse effect. He further explained that an adverse effect would then need to be mitigated because that is what Section 106 is about. Mr. Quigg stated that when there is an adverse effect the consulting parties are asked to help determine what type of mitigation is appropriate. He did stress that it is not just the removal of a building that can lead to an adverse effect, that it could be a number of smaller things that add up to an adverse effect. Consulting parties are part of the process to determine if a project has an adverse effect.
- lv. Mr. Irving noted that he has talked to members of his committee and only one person has abstained from making an opinion in regard to the project. He has also talked to about 95 to 99% of the residents in the neighborhood as well. He then asked if the information Mr. Quigg mentioned earlier is available somewhere for him to view. Mr. Quigg explained where the information on adverse effect can be located (located here: <https://www.ecfr.gov/current/title-36/chapter-VIII/part-800/subpart-B/section-800.5>).
- lvi. Kirsten Smith (Ms. Smith) read an email out to the meeting. In that email it was stated that the building (Cornerstone Center of the Arts, i.e. the Masonic Temple) has a historic covenant. The email asked how that covenant would impact the project.
- lvii. Ms. Blad asked if the covenant is for the façade/exterior of the building.
- lviii. Ms. Smith said the covenant is because they have received money from DNR for work that has been done to the building.
- lix. Mr. Heimlich stated that the funds come from the Historic Preservation Fund. He also noted that the fire station as well has a covenant.
- lx. Ms. Blad stated that she has never worked on a project that has a property with a covenant from the use of Historic Preservation Funds.

She then asked Clint Kelly (Mr. Kelly) if he has had experience with that type of covenant.

- lxi. Mr. Kelly responded that he did not think this project would affect the structures themselves so the covenant wouldn't be of concern.
- lxii. Ms. Smith stated that they also have the land around the building.
- lxiii. Mr. Heimlich stated that the effect could be indirect.
- lxiv. Mr. Quigg asked Ms. Giffin and Mr. Tharp if they have any comment to make in regard to the covenants mentioned.
- lxv. Ms. Giffin responded, saying that she had just started to review the Historic Property Report and that she would like additional information about all of the alternatives before she makes a formal comment.
- lxvi. Mr. Quigg thanked her for her comment but asked if she had any comments about the covenant questions asked. He asked if she had heard that question.
- lxvii. Ms. Giffin said she had not. She indicated she would need to look into that question and will respond formally in her response letter.
- lxviii. Barbara Schafer (Ms. Schafer) reiterated that they own the building and the land around it.
- lxix. Mr. Tharp stated that he did not have any questions at this time. He noted that Cultural Resources Analysts Inc. (CRA) prepared the archaeology report and he will reach out to Matt Coon (INDOT CRO) if he has any questions.
- lxx. Mr. Klinger mentioned that the southeast corner of Hackley and Main is the location of the Hackley Reserve. He noted that the Hackley Reserve is the land given to Rebecca Hackley, the granddaughter of Chief Little Turtle. He stated that it has its own historical significance. He then went on to talk about what Mr. Irving mentioned, which is the historic fiber of the historic district. He mentioned that with Cornerstone and MadJax you have an area that is rapidly becoming part of a creative corridor. He stated that there are a lot of makers and artists there and that people concerned about aesthetics are going to gravitate towards that area. Mr. Klinger asked if there were any ways to think about signage or visual elements for when people are approaching this area. He mentioned that people have painted sidewalks to slow down traffic and that there is data

available on these kinds of aesthetics and how they can help slow down traffic. He asked that these be taken into consideration along with the traffic considerations and the neighborhood identity. He also recommended inviting Muncie Arts to participate as a consulting party.

- lxxi. Ms. Schafer, expanding upon of Mr. Klinger, mentioned that they work with the Indiana Arts Commission in their region to try for the READI grant which is just focused on the arts. She noted that there is a large consortium of artists and makers and organizations in Muncie that are trying to make an arts district in the area. As a result of that effort, Ms. Schafer noted that pedestrian traffic is going to be very important to the whole area in 2 to 3 years. She noted that the timing of these studies with what's already occurring in the arts community could line up with some READI money.
- lxxii. Zane Bishop (Mr. Bishop) stated he had a few questions and a comment. He asked if the construction of the roundabouts would require ripping up the pavement and concrete that was just installed as part of the last SR 32 project.
- lxxiii. Mr. Schultz stated that anything that would fall within the project footprint would have to be replaced but they would try to keep as much of it as possible since it was just put in by INDOT.
- lxxiv. Mr. Bishop asked if the funds allocated for these projects can be used only at these intersections or if they can be used on the whole corridor.
- lxxv. Mr. Muenz responded that within a reasonable distance of those intersections, though he noted it depends on the exact extent of the project limits used in the environmental document. He asked if the area highlighted in red on previous slides is a good indication of the project limits.
- lxxvi. Ms. Blad said yes.
- lxxvii. Mr. Bishop said that if the goal is safety improvements, there are a lot of other things that can be done with the funds including improving the sidewalks between the intersections. He noted that the sidewalks between the intersections were not rebuilt during the previous project. He then asked if the project team has dealt with blue Greystone, noting that he would like that put back in the districts. He also noted that there are stripped-off areas (new no parking areas) that could be used for

bioswales (a shallow, vegetated ditch designed to manage stormwater runoff by slowing it down, filtering pollutants, and allowing water to infiltrate into the ground). He then mentioned the Cardinal Greenway and its plans to construct an underpass (or overpass) at SR 32 and Jackson.

lxxviii. Mr. Muenz stated he believes it will be an underpass.

lxxix. Mr. Bishop stated that there are a whole litany of things that can be done as safety improvements. He then stated that his comment is about the presentation during the discussion about 2-way and 4-way stops. He noted that when it was mentioned that pedestrians would have to wait for a break in traffic to cross the street, that what was mentioned was not state law. He said that state law requires drivers to allow a pedestrian to cross.

lxxx. Mr. Muenz said yes, the state law says yield to pedestrians.

lxxxi. Mr. Bishop stated that if the project is truly about what pedestrian and bicycles are experiencing, some of the proposals including the urban roundabout propose diverting the pedestrian/bicyclist 200 feet and that does not improve their experience. He also added that putting pedestrian/bicycle traffic into the free flow of traffic doesn't benefit the experience for those users. Mr. Bishop stated that a pedestrian crossing with a ped head and a streetlight is still not a protected crossing, the pedestrian still has to watch out for traffic. Finally, he noted that he doesn't think any of the alternatives improve the experience of those biking or walking in the area.

lxxxii. Mr. Muenz thanked everyone for their feedback and noted that INDOT's top priority is safety at the intersections for all users. He then explained that when looking at the crash data for these intersections, INDOT looks for patterns and then a solution that best fits that pattern of crashes. He noted these intersections have a high percentage of right angle (T-bone) crashes and the primary solution for those specific types of crashes is a roundabout. This is determined before meeting with the public. He stated that constructing a roundabout is not the purpose or need of the project; the purpose of the project is to improve safety at those intersections. He stated the project doesn't have to build roundabouts. INDOT's intersection decision flowchart indicates that roundabouts are an appropriate solution due to the pattern of crashes but that does not have

to be the outcome of the project. Mr. Muenz stated that INDOT is interested in getting feedback from the community and that they want to get all travelers (pedestrians, bicycles, vehicular traffic) through the intersections safely.

- lxxxiii. Mr. Hall stated that people are passionate about the area and that the proposal for four roundabouts in a historic district seems off especially with very little input from the community. He stated that his biggest issue with the project is the predetermination of roundabouts as the preferred alternative. He stated that all the discussion about roundabouts is coming before a real discussion about the purpose and need of the project can be held. He indicated that the fact that the roundabouts are even being discussed is predetermining the outcome of the project. He pointed to the proposal signed by INDOT and the City of Muncie. Mr. Hall stated that there are other alternatives that could make this an incredible project for Muncie. He mentioned the creative corridor and mixing that with what could be done with this project. He wanted to point out to the audience that, even though roundabouts are mentioned, the outcome of the project is not predetermined. Mr. Hall went on to say that he thinks the APE should be bigger and encompass all the historic districts (including the downtown historic district). He then mentioned that he thinks Section 4(f) should be mentioned in the Historic Property Report. Mr. Hall then stated that he thinks the parks should be mentioned as well in the report. He then went on to address the alternatives, Mr. Hall believes that not enough alternatives were looked at for these intersections. He specifically mentioned taking the streets back to two-way and bumpouts. He feels that there are other alternatives that could meet the purpose and need of the project without putting roundabouts in those intersections.
- lxxxiv. Mr. Muenz began explaining how the funding works.
- lxxxv. Mr. Hall spoke and said that the transfer agreement between the City of Muncie and INDOT allocated money for roundabouts and that is a problem. He stated that INDOT allocated money for the transfer of SR 32 to the City of Muncie and roundabouts were included in that agreement. He stated that things are sticky and complicated with that agreement.
- lxxxvi. Mr. Muenz stated that the engineer's assessment looks at the crash data and it provides a solution to that problem. It provides you with an alternative, but it does not mean that you have to then build that

alternative. He noted that a few key stakeholders review the recommendation in the engineer's assessment, but since there is no funding tied to the project at that time, it remains simply a recommendation so that funding could be secured for a project. Mr. Muenz stated that the engineer's assessment was prepared before the agreement and that is why the agreement listed roundabouts. The agreement used the recommendation within the engineer's assessment. Mr. Muenz was surprised himself that a roundabout was called out in the agreement between the City of Muncie and INDOT. He mentioned the most recent accident data from those intersections and noted that it is INDOT's goal to improve the intersections.

- lxxxvii. Mr. Wieseke spoke up to let people know that time was running out for the use of the room and they would answer two more questions.
- lxxxviii. Mr. Quigg noted that the conversation could continue following the meeting, but it would probably take place outside since the building was shutting down for the night.
- lxxxix. Ms. Quirk spoke and noted that she is also an art teacher at St. Michael's School. She stated that it is important to preserve the history and culture of a city; that a city's personality makes people visit and travel there. She then stated that she has at her disposal hundreds of kids and families who are ready to paint and create.
- xc. Ms. Malitz spoke and reminded the room that the meeting is a Section 106 meeting. She asked if the meeting was to discuss all the roundabouts or just the ones at Hackley.
- xc. Ms. Blad responded that they were there to talk about all of the roundabouts.
- xcii. Ms. Malitz noted that she has been involved for a number of years in environmental issues in the area. She stated that she has discovered that there is a plume underground at the area of Jackson and Madison. She indicated that the plume can be remediated but it hasn't been done yet. She asked if an environmental study will be done for the project and how the project will affect the plume. She noted that there is a reason why there is a park at that location, indicating that digging far beneath the surface is not advisable.

- xciii. Mr. Wieseke stated that an environmental study is underway for the project. He stated that a Phase II has been completed on that area and no contaminants of concern were found within the areas of this project.
- xciv. Ms. Malitz then asked if the results of the previous survey were accurate.
- xcv. Mr. Wieseke asked what study she was referring too but then stated he would follow up with her later.
- xcvi. Ms. Blad spoke and stated that there is a NEPA document prepared for the project and it looks at HAZMAT stuff within the project area. She stated that she personally works on Section 106 not HAZMAT and other people handle that part of the project.
- xcvii. Ms. Blad then ended the meeting. She reminded everyone a meeting summary would be prepared and sent out to everyone with a copy of the meeting presentation.

Meeting ended at 7:38 pm EDT.

The above constitutes our understanding of the meeting. If you believe there are omissions, additions, or corrections, please send your written comments within seven working days to Lochmueller Group.



SR 32 Intersection Improvement Project

City of Muncie, Delaware County, Indiana

SR 32 at Madison Street and Hackley Street

Des. Nos. 2200061 & 2200062

Consulting Party Meeting

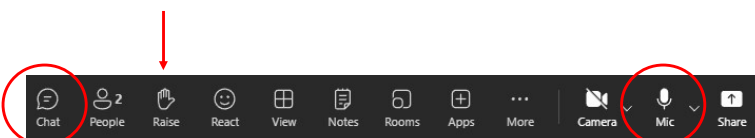
May 14, 2025

IMPROVE 32

1

Housekeeping

- Meeting is being recorded
- Mute your microphone (unless speaking)
- Raise your hand (virtually) for questions
- Questions can also be typed in the meeting chat
- A Q&A session will follow the presentation
- All comments and questions will be part of the official record and will be included in the Finding/800.11 Documentation



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2

Agenda

Meeting Objective

Section 106 Overview

Review of Cultural Resources within APE

Purpose and Need

Alternatives

Next Steps

Q&A



3

Meeting Objectives

- Review the Section 106 Process
- Review identified NRHP-listed and NRHP-eligible properties
- Review purpose and need statements
- Review project alternatives
- Review commonly asked consulting party comments
- Review next steps in Section 106 Process
- Conduct a question-and-answer session



4

Section 106 of the NHPA

SECTION 106 of the National Historic Preservation Act (NHPA).

Charges federal agencies to “take into account” effects on historic properties from federally funded undertakings by **IDENTIFYING** properties, **ASSESSING** the level of effects (impacts) to properties, and **MITIGATING** (resolving) adverse effects to properties when necessary. Requires Consulting Parties be identified and invited to comment on effects to historic properties.

5

Steps of the Section 106 Process

Establish that there is an undertaking

Step 1: Initiate consultation

Step 2: Identify historic properties

Step 3: Assess effects of the undertaking on historic properties

Step 4: Resolve any adverse effects

6

Section 106 Process

Step 1: Initiate Consultation

- *Early coordination letter sent to consulting parties on May 15, 2024*

Participating consulting parties:

- A1 Muffler Shop
- Ball State Historic Preservation Program
- City of Muncie, Historic Preservation Officer
- Cornerstone Center for the Arts
- Delaware County Historical Society
- East Central Neighborhood Association
- Eastern Shawnee Tribe of Oklahoma
- Emily Kimbrough Neighborhood Development Committee
- Indiana Landmarks, Eastern Regional Office
- Indiana Landmarks, Central Regional Office
- MadJax Maker Force
- Mary Anne Lowther
- Miami Tribe of Oklahoma
- Muncie Action Plan (MAP) Organization
- Muncie Historic Preservation & Rehabilitation Commission
- Russell Irving
- State Historic Preservation Officer



7

Section 106 Process

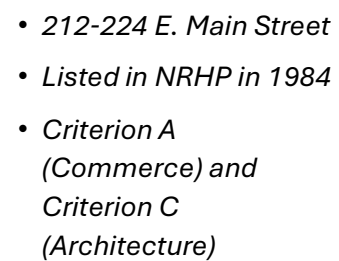
Step 2: Identify Historic Properties

- *Fieldwork conducted*
- *HPR and Phase Ia Archaeology Report prepared*
- *Sent to Consulting Parties May 1st*

- Phase Ia – 2 new sites located
- HPR
 - NRHP-listed
 - Boyce Block (NR-0687)
 - Emily Kimbrough Historic District (NR-0312)
 - Fire Station No. 1 (NR-0824.09)
 - Goldsmith C. Gilbert Historic District (NR-0824.02)
 - Masonic Temple (NR-0738)
 - Muncie Public Library (NR-0107)
 - W.W. Shirk Building (NR-0824.01)
 - Walnut Street Historic District (NR-0824.11)
 - NRHP-eligible
 - Bunch House (IHSSI #035-442-45195)
 - Holman's Gulf Gas Service Station (IHSSI #035-442-45215)



8



Emily Kimbrough Historic District (NR-0312)

- *Bounded by E. Gilbert Street, Beacon Street, the south side of East Charles Street and Madison Street*
- *Local historic district designation in 1976*
- *NRHP-listed in 1980*
- *Criterion A (Economics & Literature), Criterion B (Significant Person, Emily Kimbrough) and Criterion C (Architecture)*

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11

Fire Station No. 1 (NR-0824.09)



- *421 E. Jackson Street*
- *NRHP Listed 1989 as part of the Downtown Muncie Multiple Resource Assessment*
- *Criterion A (Politics/Government)*

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12



Goldsmith C. Gilbert Historic District (NR-0824.02)

- *Bounded by E. Washington, N. Madison, Wysor and Mulberry Streets*
- *NRHP-listed in 1988 as part of the Downtown Muncie Multiple Resource Assessment*
- *Criterion A (Commerce) and Criterion C (Architecture)*

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13

Masonic Temple (NR-0738)

- *520 E. Main Street*
- *NRHP-listed in 1984*
- *Criterion C (Architecture)*



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14



Muncie Public Library (NR-0107)

- 301 E. Jackson Street
- NRHP-listed in 1976
- Criterion C (Architecture)

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15

W.W. Shirk Building (NR-0824.01)

- 219 E. Jackson Street
- NRHP-listed 1988 as part of the Downtown Muncie Multiple Resource Assessment
- Criterion C (Architecture)



16

Walnut Street Historic District (NR-0824.11)

- *Bounded by E. Gilbert and E. Main Streets, extending east from Walnut Street to S. Jefferson Street between N. Mulberry and E. Washington Streets*
- *NRHP-listed in 1989 as part of the Downtown Muncie Multiple Resource Assessment*
- *Criterion A (Commerce) and Criterion C (Architecture)*



17

Bunch House (IHSSI #035-442-45195)



- *176 S. Elm Street*
- *IHSSI Rating – Notable*
- *Recommended eligible in 2021, with SHPO concurrence, under Criterion C (Architecture)*



18

Holman's Gulf Gas Service Station (IHSSI #035-442-45215)



- 225 S. Madison Street
- IHSSI Rating – Outstanding
- Recommended eligible under Criterion A (Commerce) & Criterion C (Architecture)

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19

Steps of the Section 106 Process

Establish that there is an undertaking

Step 1: Initiate consultation ✓

Step 2: Identify historic properties ✓

Step 3: Assess effects of the undertaking on historic properties

Step 4: Resolve any adverse effects

20

Project Information

Purpose & Need

Alternatives

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21

Project Need

The need for the project is due to unacceptably high crash frequency, high crash severity rates, and low operational efficiency at the four intersections. Specifically, the indexes of crash frequency (ICF) of the intersections range from 2.73 to 3.63, the indexes of crash cost (ICC) range from 1.84 to 2.89, and the current Level of Service (LOS) ranges from B to D, depending on roadway, lane, and time of day.

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22

Index of crash frequency (ICF) & Index of crash cost (ICC)

- Calculated using RoadHAT which is a tool that allows comparison of traffic volume to crash frequency and severity to generate ICC and ICF, which represent standard deviations from an intersection of similar traffic volumes.
- The higher the ICF value, the stronger the evidence for the location to be classified as a high frequency crash location.
- The higher the ICC value, the stronger the evidence that crash costs are higher than expected due to the incidence of higher severity crashes.
- An ICF or ICC value greater than 2.0 is generally indicative of a high crash location (2 standard deviations).
- Level of service (LOS) measures operational efficiency
 - A to F grades assigned



23

Summary of ICF and ICC at the four SR 32 intersections with Madison Street and Hackley Street

Intersection	ICF	ICC	Types of Crashes
Main St. (WB SR 32) and Madison St.	3.06	2.49	43 crashes including 25 property damage only crashes, 13 non-incapacitating crashes, and 5 fatal and/or incapacitating crashes
Jackson St. (EB SR 32) and Madison St	2.73	1.84	40 crashes including 32 property damage only crashes, 3 non-incapacitating crashes, and 5 fatal and/or incapacitating crashes
Main St. (WB SR 32) and Hackley St.	3.63	2.36	41 crashes including 30 property damage only crashes, 5 non-incapacitating crashes, and 6 fatal and/or incapacitating crashes
Jackson St. (EB SR 32) and Hackley St.	3.25	1.89	33 crashes including 25 property damage only crashes, 4 non-incapacitating crashes, and 4 fatal and/or incapacitating crashes



24

Summary of LOS at the four SR 32 intersections with Madison Street and Hackley Street

Intersection	Existing		No Build (2047)	
	AM Peak - LOS	PM Peak - LOS	AM Peak - LOS	PM Peak - LOS
Main St. (WB SR 32) and Madison St.	B	B	C	B
Jackson St. (EB SR 32) and Madison St	B	B	B	C
Main St. (WB SR 32) and Hackley St.	D (NB lane) C (SB lane)	D (NB lane) C (SB lane)	F (NB lane) D (SB lane)	F (NB lane) E (SB lane)
Jackson St. (EB SR 32) and Hackley St.	B (NB lane) B (SB lane)	C (NB lane) D (SB lane)	C (NB lane) C (SB lane)	E (NB lane) F (SB lane)



25

Project Purpose

The purpose of these projects is to reduce the frequency of overall crashes and high severity crashes at the WB and EB intersections of SR 32 and Madison Street and SR 32 and Hackley Street. Additionally, the purpose is to maintain at least a LOS C for all movements at the intersections through the design year of 2047.



26

Alternative Analysis



Stop Controls



Traffic Signal



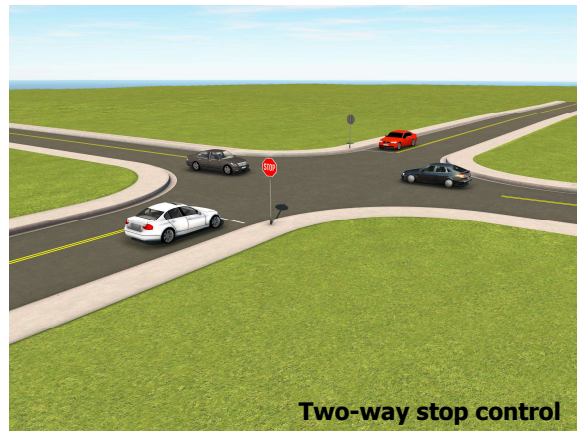
Roundabout

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27



Four-way stop control



Two-way stop control

Stop Controls

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28

Stop Controls

• 2 Way Stop

- Pros
 - Allow for free flow movement on the main line
- Cons
 - Can cause congestion with significant volume on the side street
 - Offers no meaningful safety protection
 - Pedestrian movements

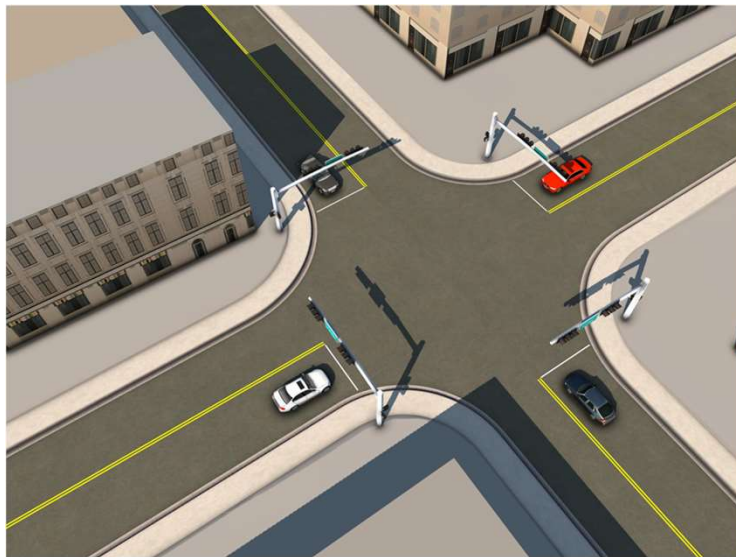
• All Way Stop

- Pros
 - Well established all way stops can offer significant safety benefits
 - 70% injury crash reduction
 - Pedestrian movements
- Cons
 - Loses function at higher traffic volumes, causing traffic backups
 - Safety degrades at higher traffic volumes (increase in T-bone and rear end crashes)
 - Has no protections against stop sign running (T-bone crashes)

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29

Traffic Signals



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30

Traffic Signals

• Pros

- Move traffic quickly and efficiently
- 23% injury crash reduction
- Universally recognized
- Efficient pedestrian movement

• Cons

- Increase in rear end crashes
- Offer no protection against red light running (T-bone crashes)
- Turn lanes take up a lot of space
- Long term maintenance costs
- Can actually worsen traffic flow when installed at locations where they do not meet traffic volume requirements
- Significant long term maintenance costs



31

Roundabouts – Full Size



Madison Street RABs



Hackley Street RABs



32



Madison Street RABs



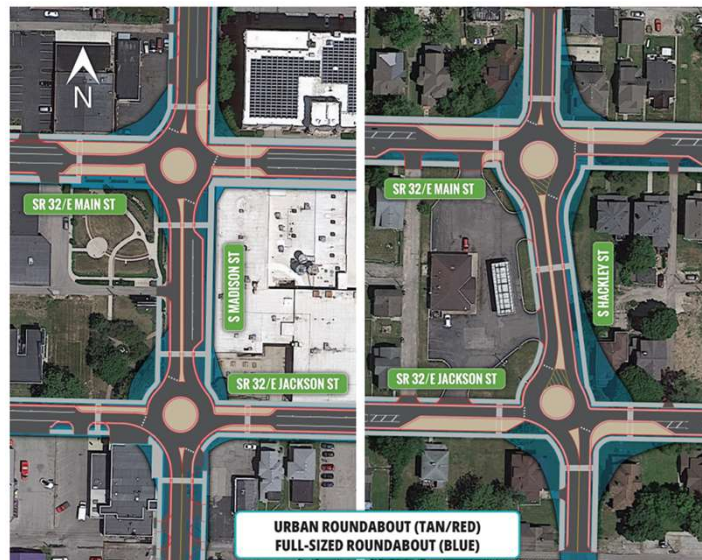
Hackley Street RABs

Roundabouts - Urban

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33

Urban vs. Full Size Roundabout



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34

Roundabouts

- Pros
 - Splitter islands and approach angle protect against intersection disobedience
 - Can handle similar traffic volumes to a traffic signal
 - Low long term maintenance costs
 - Traffic calming and slower speeds
 - 90% reduction in fatalities
 - 76% reduction in injury crashes
 - Rapid flashing beacons for pedestrian crossings
- Cons
 - Can take up more space (not always)
 - Cost
 - Will prioritize higher traffic flow approaches when at extreme traffic volumes

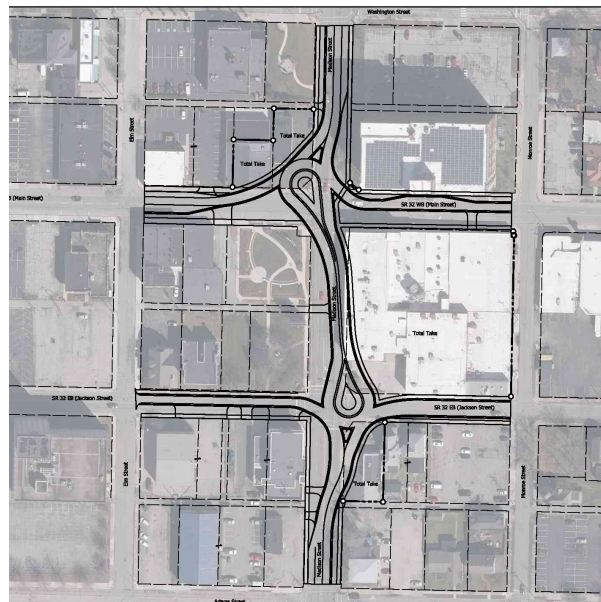
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35

Alternative Analysis

Other Alternatives Being Analyzed:

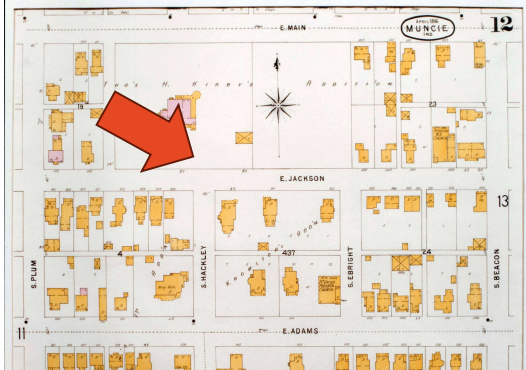
- Shifted Urban Roundabout
- Conversion of Madison St. and Walnut St. to One-way Pairs
- Roadway Closure at Hackley Street



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36

Alternative – Closure of Hackley Street



1896 Sanborn Map, Muncie (Sheet 12) from Ball State University Libraries

- Would close the section of Hackley Street between Main Street and Jackson Street
- Would restore the historical configuration of the intersection
- LOS at adjacent intersections would be reduced
- Gas Station
 - Currently 4 access drives
 - Would reduce access to 2 drive
 - Anticipate traffic would cut through the gas station parking lot
- While this alternative meets the purpose and need of the intersections of SR 32 and Hackley Street, it is anticipated that traffic would be diverted and create similar issues at neighboring intersections.



37

Next Steps

- Meeting summary distributed to Consulting Parties
 - 30-day comment review period following distribution
- HPR and Phase 1a Comments (sent to consulting parties on May 1, 2025)
 - Submit comments by May 31, 2025
- Development of the Effects Report
 - Additional Consulting Party Meeting following the release of the Effects Report for review
- Finalization of the Alternatives Analysis which will be included in the draft Section 4(f) Analysis
 - Anticipate early 2026
 - Not part of the Section 106 process
- Consulting Party Comments
 - Submit to Hannah Blad, Lochmueller Group
 - hblad@lochgroup.com
 - 112 W. Jefferson Blvd., Suite 500, South Bend, IN 46601



38

Common Questions

- Q: Why were consulting parties not informed about the Road Transfer Agreement between the City of Muncie and INDOT?
- Q: Why didn't the Road Transfer Agreement between the City of Muncie and INDOT go through the Section 106 process?
- A: The agreement between the City of Muncie and INDOT was a planning document and had no federal involvement, and therefore, Section 106 did not apply. Since Section 106 did not apply, no consulting parties were necessary.



39

Common Questions

- Q: Didn't these issues get fixed with the completion of Des. No. 2001161?
- A: Des. No. 2001161 was a pavement preservation project. The project set out to preserve and extend the service life of the existing pavement, improve the existing curb ramps to meet ADA standards, and improve the mobility of pedestrians/bicycles through downtown Muncie. It was not a traffic calming project and no traffic accident data was used to justify the purpose and need for the project.



40

Common Questions

- Q: Why did the public information meeting not include an open discussion section with attendees?
- A: At this early stage in the project development, INDOT is interested in sharing available project information and receiving feedback from the public that will assist in the decision making process. The format of the public information meeting did provide attendees the opportunity to have an open discussion with the project team prior to and after the presentation. This more informal format fosters a more inclusive setting, particularly for people uncomfortable with making a public statement. This was not part of the Section 106 process.



41

Common Questions

- Q: Will any homes or businesses be displaced as part of this project?
- A: This depends on the preferred alternative that is identified through the environmental process. However, at this time, the urban roundabouts that have been shared with the public would not require the relocation or displacement of any homes or businesses.



42

Q&A Session

- You can also send your questions or comments to:

Hannah Blad at 574.334-5487 or at hblad@lochgroup.com



43



Thank You

44