

Review of Accomplishments for 1961 and Preview of Program for 1962

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The year 1961 was a milestone in the history of the Indiana Highway Commission for many reasons. First of all, the General Assembly revised the entire administrative responsibility wherein the organization of the commission was set out in more specific terms. A full-time administrative director was provided, under the title of "executive director," and a complete revision of the commission and its responsibilities was laid out and defined. I do not intend to go into any appreciable detail regarding these changes, except as they have affected the over-all production and relations of the State Highway Commission during the past year.

For the first three months of the year the department operated with an interim commission pending the legislative action that created the present organizational plan. During this period we were also experiencing a complete change of administration as a result of the elections in the fall of 1960. It was natural that the interim commission needed a little time to become more intimately acquainted with the activities and policies controlling the Highway Commission's operations and a determination of the program that should be undertaken for that year. Conversely, the interim commission was reluctant to lay down long-range policies until the results of the legislation, at that time pending, were fully resolved. As a result, it was found both feasible and necessary to forego the advertising for bids on new construction during the months of January and February.

With the passage of the legislation under which the State Highway Commission is now operating and the appointment of a commission in accordance with the mandates of that legislation, the commission was fortunate in having two of the members of the interim commission reappointed. It was, therefore, possible to get under way rather quickly with the development of policy changes to coordinate the revised adminis-

trative procedure, to establish such changes in lines of communication as were necessary, and to fix responsibility and authority.

DIVISION OF LAND ACQUISITION REORGANIZED

It became evident early in 1961 that one of the most serious restraints to the efficiency of the Highway Commission's operations, insofar as the continuation of the construction program was concerned, was the acquisition of rights-of-way. Realizing the importance of this segment of the commission's operations, a joint review of the entire Division of Land Acquisition was made among the Bureau of Public Roads, the commission, and administrative officials of the commission staff. As a result of this review the unanimous conclusion was reached that certain changes were essential to the proper expansion and operation of this division and to the carrying out of the expanded program that the commission provided. The importance of highway transportation to the expanding economy of Indiana cannot be overemphasized and the commission is very cognizant of that importance.

Another result of the aforementioned review was the retention of a consultant to assist in the development of the reorganization of this division, including the re-alignment of certain operations, the definition of job responsibilities, personnel qualifications needed to carry out these responsibilities, and the employment and training of personnel to operate efficiently and with proper coordination. With the approval of the governor, the key personnel of this division were placed on a merit basis similar to that provided for the engineering divisions of the State Highway Commission. These efforts have brought about a noticeable improvement in the efficiency and production together with a closer coordination of effort both internally and in relation to other agencies of government, as well as the public.

In this connection, a policy of not advertising any project for bids until right of entry has been obtained on all required right-of-way parcels has resulted in much greater expediency in the award of contracts after the receipt of bids. This cannot but reflect improvement in the cost of construction contracts and a saving in taxpayers' moneys.

MAINTENANCE OPERATIONS REVIEWED

A thorough review of the equipment, operations, and responsibilities of the Maintenance Division has been underway during the past year and material improvements have been forthcoming. A great amount of reconditioning has been made in our district and subdistrict facilities. A thorough review of the equipment has been made and as a result the commission has purchased new equipment, both for replacing that on

which maintenance costs have outgrown the efficient cost of operation, and for the accumulation of more modern equipment in order that certain operations may be accomplished with greater expediency and better results. An overall expansion of maintenance facilities has been made and is in the process of further development.

Last year the total estimated travel in Indiana amounted to 22,389,000,000 vehicle miles, of which we estimate that over 65 percent was on the state road system. The motor vehicle registration in Indiana alone, for 1961, amounted to 2,281,451 vehicles, which was an increase of 2.1 percent over the previous year. This situation, plus the gradual addition of the Interstate System mileage to the state road system, has necessitated an increase in many maintenance operations such as snow removal and ice control, additional roadside mowing and maintenance, shoulder maintenance, and other associated items.

A trial reorganization of maintenance operations in the Seymour District is now getting under way as a result of a study made by the district engineer during the latter part of 1961. This has been developed in anticipation of more efficient maintenance operations.

Winter patching together with snow and ice control amounted to approximately \$5 million for the 1961 period. Other maintenance operations included placing 118,983 tons of patching and resurfacing material, reshaping shoulders on 1,222 miles of road, stabilizing shoulders on 434 miles, painting 109 bridges, widening 125 bridges, controlling weeds and brush along 4,383 miles with herbicides, applying approximately 180,000 gallons of paint for centerline marking and edge striping on an estimated 14,300 miles of highway, and applying over 72,000 gallons of paint for "no passing" zones and other traffic control purposes on an estimated 5,450 miles of highway. Total expenditure in the several maintenance operations during 1961 amounted to approximately \$19 million.

ADVANCE PLANNING

During 1961 the commission authorized the further expansion of long-range planning. Sufficiency ratings of all sections of the state road system, which is an important tool in long-range planning, were completed during 1961 and used as such a tool in the development of the 1961-63 two-year program as required by the statutes. In addition, a 1963-65 program was prepared and published, and work is now nearing completion on a 1965-67 program. The commission will release a statutory two-year program for the fiscal year 1962-64 before July 1, which will be made up largely of projects drawn from the long-range program

together with such emergencies as have arisen during the period and will continue to arise as subsequent periods become current.

Legislation enacted by the 1961 General Assembly also established a Department of Administration. In certain respects this statute has precedence over the 1961 statutes covering the reorganization of the Highway Commission. Important to this action was the creation of a motor pool wherein all passenger motor vehicles come under the jurisdiction of a state-wide pool, the organization of which has been completed and is in operation. Another aspect of the development of the Department of Administration was to take over all purchasing previously handled through the commission insofar as highway purchases were concerned. This has involved considerable readjustment both in the internal operations of the Highway Commission and in the development of facilities to handle this work in the newly created Department of Administration.

In the field of construction the commission encumbered during the calendar year approximately \$94 million, including both state and federal funds, for preliminary engineering, right-of-way, and construction. During that period the commission opened approximately 45 miles of new interstate highways and in addition completed approximately 35 miles which could not be opened contingent upon other construction now underway on the Interstate System. Likewise in this system an additional 51 miles was placed under construction. In addition to these mileages, there was over 155 miles placed in the Division of Land Acquisition for right-of-way acquisition and approximately 170 miles put into engineering design. This leaves approximately 395 miles of the Interstate System yet to be put into the design stage and totals, including the Indiana Toll Road, approximately 1,110 miles of interstate highway to be constructed within Indiana.

During 1961, improvements were completed on a total of approximately 395 miles of the so-called ABC System, namely primary and secondary routes plus urban connections. Of this total, approximately 78 miles involved a four-lane facility.

The Traffic Division continued with the modernization of our state road signs and the installation and modernization of traffic signals and other traffic control devices. The total expenditures of the Traffic Division amounted to approximately \$3,850,000—this included the centerline and pavement marking which is a part of the responsibility of this division.

Looking now to the future, and particularly to the current year of 1962, the Highway Commission anticipates further development and

refinement of its operations in all of the divisions of Highway Commission responsibility. As to construction, we anticipate putting under contract, including that on which bids have already been received this year, a total of 380 miles of this system. This will include contract construction of all of the south leg of the circumferential route around Indianapolis; the continuation of construction of I-69 north of Fort Wayne towards a connection to the Indiana Toll Road north of Angola; the awarding of contracts for the completion of I-74 from southeast of Shelbyville to the Ohio state line; and the further construction of the approach of I-64 to the New Albany Bridge, all of which is now programmed out to the interchange at Edwardsville west of New Albany. We expect to let further construction contracts on the Tri-State between Broadway and the Lake-Porter County line, including the interchange structures at the intersection of I-65 and the Tri-State. We anticipate additional construction contracts on I-65 from the Tri-State south to SR 2 and the award of contracts for the construction of I-70 from the Illinois state line east to US 41 on the south side of Terre Haute. Additional work on the Interstate System in the Indianapolis area is contemplated pursuant to our ability to complete the necessary arrangements, including rights-of-way, for sections of I-65 inside the circumferential route. This will total approximately 95 miles of interstate construction.

The current winter and spring break-up has caused an unusual amount of reconstruction to be required on many of our primary and secondary roads throughout the state, particularly in the northern part. A resurfacing and improvement program involving expenditures of approximately \$7 million to \$8 million is now formulated and will be submitted for bids between now and the latter part of June.

In addition, there are several major projects on the so-called ABC System that are scheduled for construction this year, such as the widening and four-laning of US 41 from US 30 south to Cooks, and the four-laning of this route from approximately US 10 south to Morocco, bypassing Lake Village. Further work is under way on the South Bend by-pass between US 20 and US 31; the construction of the by-pass around Plymouth on US 31 is in progress, and the by-pass of Logansport of SR 29 is in progress. A portion of the four-laning of US 30 by-pass of Fort Wayne is contemplated for this year, as are the continuation of the four-laning of SR 3 north of Fort Wayne and certain improvements on US 6 west of Waterloo.

The commission expects to improve SR 39 from the Toll Road interchange at LaPorte north to the Michigan state line, and US 35 in

Michigan City between US 12 and US 20. The construction of Cline Avenue from US 6 north to the Toll Road is now under contract and further construction on this route will be undertaken as soon as plans and rights-of-way are ready. The further improvement of US 27 north of Richmond is to be contracted this year as soon as plans and rights-of-way are available. Urban projects in the Evansville area are scheduled for further construction this year, such as the Diamond Avenue continuation, the start of construction on the Ohio River Bridge between Evansville and Henderson, Kentucky, and several other projects on the secondary and primary systems in the southern part of the state.

Further contracts will be awarded on the by-pass of US 41 around Vincennes and the continuation of SR 63 north of Terre Haute. Equally important are several projects in the south-central and south-eastern areas of Indiana that will be scheduled as rapidly as right-of-way and finances will permit. All of these projects involve a number of bridges and grade separations together with several isolated bridge projects that must be given the earliest possible attention this year. The ABC program, including the resurfacing contracts that involve widening of shoulders, improvement of alignment, etc., will total approximately 285 miles.

It is estimated that the commission will encumber in excess of \$100 million this year, including the federal matching money, in improvements of this type. In addition, it expects to spend in excess of \$20 million for rights-of-way and some \$5 million or more in engineering.

The maintenance program will be continued with the inclusion of additional improvements to our district and subdistrict facilities and the construction of at least five subdistrict garages having as their main objective the maintenance of the Interstate System. If the reorganization of the Vincennes District is found feasible it will be expanded to other districts this year.

The Division of Traffic will continue its re-signing program on state roads, which involves an expenditure of approximately \$1 million per year, and continue their program of improving state road intersections with the installation and modernization of traffic signals and signalized intersections.

The urban section of our Planning Division, expanded in anticipation of greater coordination between the Highway Commission and local government agencies anticipates closer coordination with the cities and county commissions in the development of our future improvements as to both priority and the details as they affect the connecting systems. We hope to project our long-range planning farther into the future so

that our engineering and our right-of-way acquisition can proceed with greater efficiency and certainty.

This year will undoubtedly see a greater effort put forth in the over-all development and expansion of the Highway Commission organization as to personnel. It is absolutely essential that employees of the State Highway Commission be qualified for their responsibilities. This in turn necessitates both in-service training and a background of proper schooling prior to employment. It is mandatory that there be no exceptions to the quality of our work whether it be maintenance or construction, to the extent that it complies without question with the specifications under which it is intended to be consummated. To this end, it is to no avail to have well-qualified and experienced people in responsible positions of administration, either in the district or central office, if they cannot rely upon the individual employee on the job to know his responsibilities and his authority, and to carry it out with reason and a cooperative approach. The commission expects its district engineers and all division heads to carefully screen applicants for employment to assure that reasonable qualification does exist and then to adequately supervise and school these people in the functions of their responsibilities.

Inspection of our work in depth is becoming a common phrase and you may be sure that it is going to be practiced to a much greater extent by the Bureau of Public Roads than has been done in the past. You may also anticipate that this will be true on the part of the State Highway Commission administration. The public eye has been focused on the highway program more critically than ever before, partly because of the size of the program and partly because of certain investigations which have disclosed wrong doings on the part of state highway employees across the country. While I do not condone at any time any lack of integrity on the part of any employee, I am satisfied that in those few instances where such has occurred that it has been expanded and blown up out of all proportion to the over-all program. Actually in dollar value it has only involved a fraction of 1 percent of the total value of the program. However, regardless of their size or extent those things happen in Indiana. These remarks are directed not only to the Highway Commission employees but to the entire highway industry. It is essential that the industry cooperate in making sure that no situation develops in Indiana that can be pointed to as a wrong doing.

It must be recognized that wherever such things have been exposed they have been dealt with summarily and when proven to be true, not only has severe civil action resulted but the individuals are forever

barred from further activities in the highway field. This is a severe penalty to the individual but, more importantly, its adverse effect on the over-all program which is so vital to our citizens is materially jeopardized. We must realize that every one of us has an obligation to the people of this state. We must further realize that the Bureau of Public Roads in making their inspections and checks has an obligation to the people through the Congress that they must respect and fulfill.

The joint relationship between the Bureau of Public Roads and the states is one that has existed since 1916 and there can be no substitute for its efficiency. Differences of opinion between the Bureau of Public Roads and the state, which occasionally occur, are basically of professional nature and are to be anticipated. In the over-all attainment of an improved highway system, the coordinated effort between the state and the federal government has unquestionably been to the benefit of all the people. Personal and selfish interests will probably always be present, but it is our job to make decisions that are best for the people as a whole and which are without suspicion insofar as individual interests are concerned. Further, we must continue to develop uniformity in our practices throughout the state in the interpretation of specifications and in the up-grading of these specifications so they may be kept modern, taking full advantage of all improvements and new material uses leading toward less expensive construction and improvement of quality.

Indiana highways are a very necessary part of its expanding economy and are absolutely essential to the future of this state in its competition for a fair share of the future economy of the nation. Only as we give of our best talent and ability to the betterment and improvement of the commission's responsibilities can we be proud of the opportunity to be associated with it.