




★ INDYCHAMBER

ACCELERATING THE ECONOMY FOR ALL

2025 LEGISLATIVE AGENDA





A NOTE FROM THE CEO AND BOARD CHAIR

The Indy Chamber exists to accelerate the Indy region's economy for all, helping Central Indiana and the state to lead the Midwest and compete globally, driven by the strength of People, Place, and Business.

Central Indiana leads all other Midwest metros in economic growth. However, the Midwest lags behind the nation's top-performing regions. Now is the time to accelerate Indiana's economic momentum by prioritizing talent retention and attraction, improve health outcomes for Indy's residents while covering the Medicaid shortfall, funding our communities' infrastructure, and investing in Hoosier startups.

People

Indiana faces a critical talent gap, with 140,000 unfilled jobs today and only 110,000 additions to the skilled workforce projected between 2025 and 2050. Despite being a top 10 importer of college students, the state struggles with retention, losing 34,000 graduates annually within a year of degree completion, placing it in the bottom 10 nationally. At the same time, only 39 percent of adults hold an associate degree or higher, and college enrollment among high school graduates has dropped to 53 percent, down from 65 percent in 2015. With 72 percent of U.S. jobs expected to require education beyond high school by 2031, Indiana must address these challenges by increasing state funding for graduate retention programs and strengthening employer engagement in work-based learning pathways to attract, develop, and retain skilled talent.

Indiana's high smoking rate—the eighth highest in the nation—continues to undermine health and economic growth. Smoking costs every Hoosier household, whether they smoke or not, an average of \$1,134 annually in taxes to cover smoking-related government expenses. Businesses face an additional \$3.1 billion each year in smoking-related healthcare costs. Raising the cigarette tax by at least \$2 per pack is a proven way to reduce smoking rates and associated costs, generating up to \$356 million annually to help close the state's Medicaid shortfall.

Place

The health of Indiana's communities relies on quality infrastructure, yet local governments face a \$2.4 billion funding gap to repair roads and bridges in poor condition. Strained by high inflation and declining gas tax revenues, the state struggles to maintain existing infrastructure and fund transformative projects. To stay competitive, Indiana must establish sustainable, fuel-agnostic revenue streams, such as expanded tolling to share costs with out-of-state drivers and regional tax mechanisms for targeted investments. Local wheel taxes should also increase to bolster infrastructure funding. A pro-growth funding model that allocates dollars based on traffic is critical to ensuring all communities thrive.

Business

Empowering skilled people to create new businesses is essential for the dynamism of our communities. Hoosier higher education and the state's history of successful startups create a robust environment for entrepreneurship. However, Indiana launches significantly fewer new ventures than similarly sized coastal markets and has far less venture capital available (\$5 billion in Indiana vs. \$320 billion in Massachusetts).

Indiana should continue strong state investment in Hoosier startups, ensuring fund management that maximizes deployment of funds for startup creation and growth, and continue to enhance the state's tax environment to encourage business starts and sustainability.

The Indy region and the state of Indiana are on the brink of a bright future. Hoosier businesses are the backbone of our economy. What they need most is for Indiana to invest in its people and the communities that support them. By nurturing our talented workforce and enhancing our vibrant places, we can unlock our great state's full potential for prosperity.



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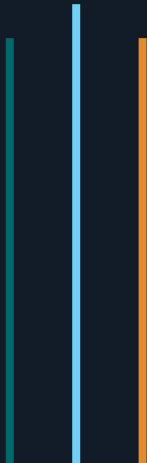
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2025 LEGISLATIVE AGENDA

The Indy Chamber accelerates the Indy region's economy for all, leading the Midwest and competing globally, driven by the strength of its people, place, and business. During the 2025 legislative session, the Indy Chamber will advocate for policies focused on this mission.



PEOPLE

TALENT ATTRACTION & RETENTION

Background: The single greatest barrier to continued economic growth in the Indy region – and across the Hoosier state – is a limited skilled workforce.

- + There are approximately 140,000 unfilled jobs in Indiana today. This number is expected to continue to grow as business investment and job creation continue to outpace the growth of our skilled workforce – which is currently forecasted to grow by just 110,000 from 2025 to 2050.
- + Indiana is a top 10 importer of college students, with more than 25,000 non-residents enrolling in an Indiana college or university. Unfortunately, Indiana is also a top exporter of college graduates, with 34,000 departing the state each year.

Policy Solution: Support state funding for talent attraction and expand existing eligibility beyond remote workers, allocate funds for college graduate retention programs, and explore individual tax incentives for graduates.

POST-SECONDARY ACCESS

Background: By 2031, 72% of jobs in the U.S. will require education or training beyond high school. Indiana faces a shortfall in meeting this demand with only 39% of adults 25 years and older holding an associate degree or higher.

Policy Solution: Support the establishment of a statewide framework to encourage employer engagement in the Indiana Apprenticeship Pathway while ensuring continued state support for college enrollment, including first-generation students.

CIGARETTE TAX

Background: Tobacco use drives health challenges and high healthcare costs, which means higher insurance premiums, less money toward wages, and more tax dollars to support publicly funded Medicaid—paid for by Hoosier taxpayers and businesses.

- + 63.6% of likely voters support increasing the tax on tobacco while only 22.6% oppose an increase.
- + Indiana has the eighth-highest smoking rate in the United States.
- + Annual healthcare expenditures directly caused by tobacco use in Indiana equal \$3.4 billion.

Policy Solution: Support increasing the tax on cigarettes by \$2 per pack to reduce smoking rates, lower healthcare costs, and generate approximately \$360M in annual revenue.



PRIORITY TWO

PLACE

ROAD FUNDING

Background: To support Hoosier communities' ability to maintain and accelerate economic growth, Indiana needs an additional \$2.4 billion in revenue to repair local infrastructure in poor condition.

Policy Solution: Support policies that increase available funding for local road funding infrastructure.

- + **New Revenue:** Increase the available resources for local roads and streets, state-maintained right of way, and transformational infrastructure investments by establishing fuel-agnostic revenue streams with long-term projected growth. Examples include tolling, choice or HOT lanes, regionally based tax options, or a mileage-based user fee pilot.
- + **Distribution:** Support a growth-positive distribution formula where dollars follow traffic while also ensuring all infrastructure is maintained at a high level.
- + **Transformation:** Support collaborative efforts between INDOT, local communities, and the private sector, like the redesign of the Inner Loop interstate system, which aims to reconnect the Indy region, renew downtown neighborhoods, and catalyze Indiana's economic development.



PRIORITY THREE

BUSINESS

HOOSIER ENTREPRENEURSHIP


Background: Indiana's higher education assets and history of successful startups create a robust environment for entrepreneurship. However, we launch significantly fewer new ventures than similarly sized coastal markets and have less venture capital available (\$5 billion in Indiana vs. \$320 billion in Boston).

- + New R&D ventures were launched at two times the rate in Boston than Indy over the last 20 years.
- + Boston's venture capital ecosystem is currently valued at \$320 billion, compared to Indiana at \$5 billion.

Policy Solution: Support continued investment by the state into venture capital to support companies in the growth phase and continue to optimize the state's tax climate to encourage both starting and growing young companies.



STANDING POLICY POSITIONS



In addition to the priority issues outlined for the 2025 legislative session, the Indy Chamber supports a number of policies aimed at strengthening the Indy region's people, places, and businesses. These standing policy positions reflect years of work from Indy Chamber policy councils and members.



EDUCATION

Tobacco Tax: Raising the state cigarette tax strengthens both fiscal and public health. Raise Indiana's cigarette tax by two dollars per pack and align the tax on e-liquids for tax parity at point-of-sale for e-cigarette and vaping products.

- + **System Supports:** Direct revenue from tobacco tax increases to raise Indiana's low public health spend and address chronic public health challenges.

Taxation: Carefully consider how changes to the local property tax base (e.g. further exemption or restructuring of the personal property tax) impact school funding and referendum revenues.

High School Career Counselors: Decrease the student-to-counselor ratio, require regular professional development for school counselors, and ensure academic coursework aligns with students' desired career pathways.

- + Explore modification of counselor licensure to differentiate career counseling from social/emotional counseling.
- + Require school counselors to advise students in middle school (6th, 7th, and 8th grades) of their eligibility to enroll in various state financial aid programs.

Financial Literacy: Promote financial literacy education through K-12 curriculum requirements and encourage the Indiana Department of Education to develop a sample curriculum for local schools to implement.

STEM: Support dedicated funding and policies to deploy high-quality classroom science, technology, engineering, and math (STEM) curricula and STEM-focused professional development for educators.

- + Specifically, emphasize access to computer science and engineering courses at the K-12 level to prepare graduates for college and career opportunities in high-demand STEM fields.
- + Explore the creation of incentives to retain recent STEM-degreed individuals committed to remaining in-state for five years, with an emphasis on those graduates who enter the teaching profession.

Reverse Credit: Support course credit to be transferable and reciprocal between Indiana's accredited two-year schools and other state-supported colleges and universities to encourage post-secondary certification and degree attainment statewide.

Teacher Training: Work with school system leaders to require and fund all teachers in the State of Indiana to complete cultural competency and implicit bias training without creating additional burdens or unfunded mandates.

Achievement Gap & Disciplinary Policies: Support comprehensive, ongoing review of the racial achievement gap and disciplinary policies resulting in inequitable outcomes.

FAFSA Completion: Continue to monitor and enhance enrollment to post-secondary educational institutions through support for FAFSA completion.

Scholarship Programs: Continue to monitor and enhance enrollment to programs like 21st Century Scholars and the Frank O'Bannon Grant to drive diverse student enrollment to Indiana postsecondary institutions.

Teacher Pay: Provide school districts flexibility to pay teachers based on high need and specialized subject matter areas.

Autonomy: Empower local education officials to make administrative and structural decisions affecting individual school performance, including the option to extend school hours, merit pay options, provide voluntary alternative retirement benefits options such as defined contribution plans for new teachers.

Complexity Index: Aid to students in poverty continues to fall further behind the foundation grant per student, to the detriment of at-risk students and high-poverty districts:

- + Capture an accurate reflection of complexity by considering the population of students with histories of trauma (measured by ACE scores), English as second language students, and those with developmental difficulties.

- + Eliminate racial gaps in per pupil funding allocation and address the findings of the 2020 report on Indiana school funding commissioned by Richard M. Fairbanks Foundation.

- + Study these and other issues related to the challenges beyond the classroom faced by students living in poverty.

Charter Authority: Expand the authority of the Mayor of Indianapolis to charter Pre-K educational institutions and require local public hearings for the re-chartering of schools attempting to switch charter authorizers after a charter has been revoked.

Residential Tuition Rates: Allow students who are domiciled in the state of Indiana and have attended an Indiana high school for at least three years to be eligible for the resident tuition rate at state educational institutions.

Education Data: To support evidence-based strategies to close achievement gaps and improve educational outcomes for all Hoosier students, advance efforts to enhance the availability and transparency of educational data.



WORKFORCE

Apprenticeships: Enhance the state's education and workforce pipelines by supporting private sector efforts to expand apprenticeship and work-based learning.

- + Indiana legislative and executive leadership must continue to partner with private sector efforts to expand apprenticeships and work-based learning across the state.
- + Clarify that use of the state's Career Scholarship Accounts (enabled under HEA1002-2023) for eligible work-based learning experiences counts towards high school graduation requirements and ensure that students who participate in the Modern Apprenticeship Program, and similarly qualified apprenticeship models, earn credit that can be translated to post-secondary education.
- + Provide authority to employers to define occupational standards and provide the authority for those to be incorporated into professional and academic education.
- + Enact targeted employer liability protections to support high school juniors' and seniors' participation in on-site apprenticeships.
- + Enable flexibility for high schools to participate in youth apprenticeship programs, including ensuring students participating in the Modern Apprenticeship Program are counted toward a school's average daily membership (ADM) count.

Early Education & Childcare: Ensure Indiana's attractiveness to prospective employers and top talent by enhancing the availability of affordable, high-quality childcare and early education.

- + Streamline state regulations on early education by establishing minimum

licensing standards and enhanced talent attraction to the profession, enabling micro-site provider creation and provider site sharing, supporting efforts to implement the tri-share payment model, and other recommendations of the 2023 Interim Study Committee on Public Health, Mental Health, and Human Services.

Driving Cards: Support efforts to allow immigrants who lack permanent legal status to have access to a driving card if they meet certain requirements, including providing proof of insurance.

Veterans in the Workforce: Increase employment opportunities for returning veterans by eliminating duplicative requirements and expediting processes for military-trained personnel to obtain the equivalent civilian license. Support ongoing efforts to recruit military personnel to the state to meet the workforce needs of regional employers.

Healthcare Workforce: Enhance workforce pipelines and incentives to attract essential healthcare workers, public health system workforce, and mental health providers.

Workshare: Establish an Indiana Work Share program to save jobs, retain workforce skills, and maintain benefit coverage.

Food Access & Insecurity: Support innovative efforts to increase access to healthy food options and strategies to improve food security to support the health of Indiana residents and the workforce. Support agency flexibility to enable SNAP benefit utilization for online ordering and home delivery on a permanent basis.



HEALTH

Tobacco Tax: Raising the state cigarette tax strengthens fiscal and public health. Support raising Indiana's cigarette tax by two dollars per pack to decrease healthcare costs and improve public health outcomes.

Value-Based Care: Drive the Indiana healthcare market toward value-based care to ensure high-quality health outcomes and competitive costs. Continue to support the requirement (included in HEA1001-2023) for implementing value-based care in the State of Indiana's self-insured plan as a demonstration and market-shaping project.

Public Health Investment: Support continued investment by the General Assembly into the Health First Indiana Program to help local health departments determine the health needs of their community and implement evidence-based programs focused on prevention.

Mental Health Infrastructure: Support the continued implementation of the Behavioral Health Commission recommendations, including the rollout of the 988 mental health hotline system and the establishment of the Community Mental Health Center model across the state.

Telehealth: Continue to support the expansion of affordable telehealth options to improve access to care and enable more preventive care.

Racial Health Disparities: Disaggregate government data to enhance equitable decision-making related to racial health disparities and social determinants of health.

Healthcare Data: Support strategies to improve the availability, quality, and verifiability of data on the price, quality, and utilization of healthcare services that can be easily accessed and understood by patients, healthcare providers, and employers.



LOCAL GOVERNMENT & FISCAL POLICY

Home Rule: Allow local governments greater flexibility over their own structural and fiscal matters to address the needs of their communities.

Tax Climate: Ensure a resilient, competitive tax climate with a broad base of taxes that balances the burden between state and local levels.

Quality of Place: Continue to optimize the state's tax climate, while prioritizing the ability of state and local government to make transformational investments in Hoosier's quality of life.

Tax Increment Financing: Maximize the ability of local government units to respond to redevelopment and economic development opportunities through utilization of Tax Increment Financing (TIF).

Residential TIF: Remove the sunset on the expanded eligibility requirements to allow more communities to utilize residential and housing TIF structures to incentivize the development of affordable housing.

Local Income Tax: Align local government local income tax reserve requirements with state budget requirements by reducing from 15% to 11% to free up local resources while maintaining fiscal stability.

Brownfields: Compete with peer states to accelerate community reinvestment and accessible employment opportunities in and around brownfield

sites, driving economic development and maximizing property values through incentives to local communities and developers to investigate, remediate, and redevelop brownfield sites.

- + Restore funding to Indiana Finance Authority's Brownfield Grant Program, adding IFA staff capacity to administer the program, reduce wait times, and extend technical assistance efforts.
- + Expand grant and loan resources for "Phase I" and "Phase II" environmental site assessments for former brownfields.
- + Create tax incentives based on employment on former brownfield sites.
- + Expand the flexibility of a redevelopment commission to sell or transfer a title to real property that is undeveloped, underdeveloped, or considered blighted due to the real or perceived threat of environmental contamination for private development.

Shovel-Ready Redevelopment: Support shovel-ready community redevelopment efforts through the creation of a statewide grant program to fund the demolition of blighted commercial properties.

State Incentives: Maintain Indiana's economic competitiveness through the preservation and responsible use of existing state tax incentives, placing emphasis on skills enhancement and

workforce training to attract investment from diverse industry sectors.

Entrepreneurship and Innovation Investments: Support policies that can improve the State's capital environment, nurture innovation, and advance racial equity by:

- + Prioritizing increased access to capital and technical assistance for businesses and entrepreneurs of color.
- + Reviewing state entrepreneurship and innovation support operations to eliminate process barriers to equitable access.
- + Maintaining permanence of the state's Research and Development, Hoosier Business Investment, and Venture Capital Investment tax credit programs.
- + Enhancing flexibility for public investment in venture capital funds in Indiana companies.
- + Maximizing funding for university-sponsored grant programs and seed funding for applied research and commercialization, including pursuing opportunities as a Regional Technology Hub under the proposed federal 'Endless Frontier Act'.

Township Finances: Require township funds that exceed 150% of operating expenses to be spent on infrastructure projects within the township or credited to the taxpayer.

Election Reforms: Update the State of Indiana's election system to improve efficiency, enhance representation, and increase voter turnout and civic engagement.

Voting Reform: Authorize a no-fault absentee or vote-by-mail system for all registered voters.

UniGov: Seek greater efficiencies in municipal service delivery and finance in Marion County by building on the principles of unified government, including county-wide consolidation of fire departments.

State Agencies: Continue efforts to streamline overlapping government functions through a review of state agency roles and responsibilities.

Government Innovation: Continue support of the state's Management & Performance Hub to foster a more transparent, innovative state government, and encourage local governments to create Offices of Innovation to drive policies that similarly inspire open data, transparency, and efficiencies that can result in greater economic activity and workforce development.



TRANSPORTATION

Indianapolis Inner Loop Redesign: Drive Indiana's economic advantage by implementing a recessed design for the reconstruction of the Indianapolis Inner Loop to catalyze economic development, support quality of place, and enhance the competitiveness of Indiana's capital city.

Transit: Protect local public transit agencies from funding cuts or unfair mandates to maintain reliable transportation options that connect employers and workers.

Hoosier State Line: Reinstate state support to continue operations and enhance service of the Hoosier State Line to better facilitate connectivity and economic opportunity between Indianapolis, Northwest Indiana, and Chicago and between Indianapolis and Louisville.

Complete Streets: Pursue state transportation policies that encourage transportation planners and engineers to plan, design, operate, and maintain the state's road and street infrastructure that facilitates public use and physical activity, and supports public health.

Shared & Personal Mobility: Capitalize on rapid advances in personal mobility and transportation by making new mobility options safe and accessible for Hoosiers and positioning Indiana as a center of innovation for mobility solutions.

Autonomous Vehicles: Advocate for regulatory changes to promote the development, testing, and deployment of autonomous vehicles in Indiana.

Transparent Regulatory Framework: Beyond autonomous vehicles, develop a clear and predictable regulatory framework that applies to other mobility options to avoid confusion and delays in integrating new products and services into our transportation system.

Access to new mobility options: Work to eliminate barriers to individuals and communities taking advantage of mobility options so personal mobility can also be a catalyst for upward mobility.

Comprehensive Transportation Strategy: Acknowledging that no single agency or organization can oversee the complex transportation system, bring together partners (state and local, public and private) to develop long-term, data-driven strategies that incorporate new and innovative mobility options and focus on critical transportation challenges.

Safety First: Evaluate traffic rules, street construction/configuration, and other modal regulations to ensure mobility options work together safely for pedestrians, riders, drivers, and other users.

Greenways: Support sustainable funding and equitable allocations of resources under the Next Level Trails grant program to ensure long-term funding of trail projects.

Incentives: Create state employer incentives for employee benefits for alternative modes of transportation, transit packages, workplace bike infrastructure, or other modes of transportation that encourage a healthier workforce.



INFRASTRUCTURE

Advanced Telecommunications: Support efforts by telecommunications providers to transition their networks from old legacy technology to an advanced all-IP, all-mobile, 5G supportive, all-cloud infrastructure.

Attainable Housing Supply: Advance equity, public health outcomes, and economic growth by supporting public and private strategies to expand and maintain the supply of affordable housing options.

Homeownership: Encourage state and local government strategies to incentivize homeownership growth,

including through low-barrier, low-interest loan products and home repair resources, as well as first-time homeowner education programs.

Eviction Prevention: Reduce eviction rates through tenant and landlord education on rights, responsibilities, and resolution strategies; mediation services for housing retention; legal representation in eviction proceedings and other services to address barriers to stable housing.



ENVIRONMENT

Water: Support the creation of a statewide coordinating body to ensure sustained economic opportunity through responsible management of water resources.

Development: Prioritize resources for land use planning and redevelopment along Indiana waterways to capitalize on the environmentally responsible economic development potential of these natural assets.

Energy Efficiency: Secure state incentives for business and local government investments in energy-efficient commercial and industrial rehabilitation and fleet management.





BUSINESS EQUITY FOR INDY

Bias Crime: Strengthen existing “bias crime” penalties for criminal offenses where it can be proven that the victim or target is intentionally selected by clearly enumerating personal characteristics, addressing the alarming increase in these crimes as tracked by federal law enforcement agencies.

Anti-Discrimination: Update the state’s current anti-discrimination law to prohibit discrimination on the basis of sexual orientation and gender identity in housing, employment, and public accommodations.

Smart Justice Reforms: Support strategic criminal justice reform to enhance public safety, maximize rehabilitation, and minimize jail overcrowding, recidivism, and local fiscal impacts, including support for rehabilitative outcomes for mental health cases.

Public Input and Oversight: Advance community trust and successful justice outcomes through:

- + **Policymaking:** Support efforts to establish structures for civilian input and oversight of law enforcement policymaking.
- + **External Oversight:** Trigger automatic external investigation for fatal use of force or misconduct cases.
- + **Anti-Bias & Cultural Competency:** Support community trust-building and deter bias.
- + **Training:** Support law enforcement job performance by funding and requiring Cultural Competency, Implicit Bias, and Bias Crime training for all officers statewide.

- + **Bias Crimes:** Amend the bias crimes statute to make it more inclusive and enforceable.

Law Enforcement Officer Supports: Ensure officer well-being and accountability, building on the bipartisan breakthrough in police reform embodied by House Bill 1006 in 2021 (and monitoring the implementation of its key provisions).





KEY DATES & DEADLINES

Wednesday, January 8, 2025

First Day of Session

Thursday, January 9, 2025

Deadline for filing Senate bills

Tuesday, January 14, 2025

Deadline for filing House bills

Thursday, February 20, 2025

House & Senate 3rd reading deadline

Tuesday, April 15, 2025

House & Senate 3rd reading deadline

Thursday, April 24, 2025

Anticipated Sine Die

Tuesday, April 29, 2025

Statutory Sine Die (Last day both chambers can be in session)

Dates above are tentative per changes in session scheduling.

LEGISLATIVE PROCESS

- 1 Bill is introduced in House or Senate – chamber of origin (1st reading).
- 2 Bill is assigned to a committee.
- 3 Bill is heard in committee and (a) passes as is or with amendments, (b) fails by a vote of the committee, or (c) is denied a hearing.
- 4 Bill returns to the floor for potential amendments and engrossment (2nd reading).
- 5 Bill passes chamber of origin (3rd reading).
- 6 Bill repeats the process in second chamber.
- 7 If all these steps do not occur, bill dies.
- 8 If bill completes process without amendment in second chamber, the bill is sent to the Governor.
- 9 If bill is amended in the second chamber, but its author and a majority of the chamber of origin approve the changes, the bill is sent to the Governor.
- 10 If the bill's author doesn't agree with the amendments, a conference committee is appointed.
- 11 Conferees from both chambers negotiate changes to the bill - if they reach unanimous agreement on a conference report, the report passes the House and Senate Rules Committees and receives a majority vote in both chambers, the bill is sent to the Governor. If all of these steps aren't successful, the bill dies.

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