

# 2040

# TRANSPORTATION PLAN



Adopted May 2018-Amended September 2019  
Illustrations of the transportation  
network within the Metropolitan Planning Area.  
Areas include portions of Allen, Whitley, and Huntington Counties,  
the Cities of Fort Wayne and New Haven, and  
the Towns of Grabill, Huntertown, and Leo-Cedarville.

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RESOLUTION

A RESOLUTION OF THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL,  
CERTIFYING THAT THE 2040 TRANSPORTATION PLAN FOR THE FORT WAYNE-NEW HAVEN-ALLEN  
COUNTY METROPOLITAN PLANNING AREA, ALLEN COUNTY, INDIANA CONFORMS TO THE  
REQUIREMENTS SET FORTH IN THE 1990 CLEAN AIR ACT (CAAA)

- WHEREAS, The Northeastern Indiana Regional Coordinating Council is the Metropolitan Planning Area representing the Fort Wayne Urbanized areas, as well as Allen, DeKalb and Wells Counties in Indiana.
- WHEREAS, Allen County is designated as attainment for the 2008 ozone standard, but remains in maintenance for the 1997 ozone standard by operation of the law under the 1990 Clean Air Act,
- WHEREAS, The Northeastern Indiana Regional Coordinating Council is designated as the Lead Agency for air quality planning as it relates to transportation planning and mobile source emissions,

THEREFORE BE IT RESOLVED, that the Northeastern Indiana Regional Coordinating Council herewithin certifies that the 2040 Transportation Plan conforms to the broad intentions of achieving and maintaining the National Ambient Air Quality Standards (NAAQS).

That the 2040 Transportation Plan conformity determination is based upon the most recently available estimates of emissions and which have been determined from the most recently available population, employment, travel and congestion estimates as determined by the NIRCC using its Travel Demand Forecasting Model and VMT estimation procedures.

That no project in the 2040 Transportation Plan will cause delay in the implementation of any required and identified TCM.

That the 2040 Transportation Plan as Amended for the Fort Wayne-New Haven-Allen County Transportation Management Area contributes to the annual emission reductions consistent with sections 182(b) (1) and 187 (1) and 187 (a) (7) of the 1990 Clean Air Act.

That the MPO is aware of no goal, directive, recommendation, or project identified in the 2040 Transportation Plan which contradicts in a negative manner any specific requirements or commitments of the applicable state implementation plan (SIP) for the plan.

THEREFORE BE IT RESOLVED, that the Northeastern Indiana Regional Coordinating Council Urban Transportation Advisory Board on September 4, 2018, find the 2040 Transportation Plan to conform in all aspects to the requirements of the 1990 Clean Air Act Amendment.

RESOLVED THIS 4TH DAY OF SEPTEMBER, 2018.

THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL

  
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Daniel S. Avery, Executive Director



# Table of Contents

Chapter 1 –Introduction	1
Historical Background	1
Transportation Planning Requirements	7
Performance Based Planning and Programming	20
Federal Transportation Performance Management	22
Highway Performance Measures	23
System Performance Measures	24
Infrastructure Performance Measures	24
Safety Performance Measures	24
Transit Performance Measures	24
Transit Asset Management Plan	25
System Management Report	26
Target Setting	26
Reporting	26
Regional Goal, Objectives, Actions and Measures	29
Study Process	46
Report Organization	48
Chapter 2 –Base and Planning Year Socioeconomic Data	51
Base Year 2015 Estimates	55
Population	55
Households	56
Automobile Ownership	56
Employment	56
Planning Year 2040 Projections	56
Population	59
Households	62
Automobile Ownership	62
Employment	62
Summary	63
Chapter 3 –Travel Forecast: 2040 Travel Demands	65
Travel Forecasting Process	65
Travel Forecasting Procedure	65
Analysis of Regional Activity Forecasts	69
Trip Generation	71
Trip Distribution	72

Evaluation of the Transportation System .....	73
Existing Highway System.....	73
Transit System .....	75
Conclusion .....	79
Chapter 4 –Evaluation of Alternative Transportation Sketch Plans _____	83
Alternative Network Testing .....	83
Roadway Design Standards .....	84
Highway Alternatives .....	84
Transit Alternatives .....	89
Chapter 5 –Selection of the Recommended Plan _____	93
Documentation of Public Participation .....	93
Environmental Justice .....	94
Defining and Identifying Minority and Low-Income Populations .....	95
Public Involvement Strategies for Engaging Minority and Low-Income Populations.....	96
Measures for Evaluating Benefits and Burdens of Transportation Plans and Projects .....	104
Factors Influencing Plan Selection .....	106
Livable Communities .....	107
Financial Analysis .....	109
Chapter 6 –The Selected Plan _____	111
Goal of the Transportation Plan .....	111
The Recommended Plan .....	116
Highway Improvements.....	116
New Construction .....	116
Widening Projects .....	116
Congestion Management Strategy Implementation .....	116
Other Highway Improvements .....	119
Highway Policies .....	120
Transit Improvements .....	121
Public Transit Policies .....	121
Public Transit Improvement Projects .....	123
Specific Improvements from the Transit Development Plan .....	124
Identified Transportation Strategies from Coordinated Transit Plan.....	124
Bicycle, Pedestrian, and Enhancement Improvements .....	125
Financial Plan .....	125

Highway .....	125
Local Funding .....	126
Transit.....	128
Federal Funding.....	128
State Funding .....	128
Local Funding .....	129
Transit Operating Costs .....	129
Cost of Additional Transit Service.....	132
Summary of Transit Financial Plan .....	132
Other Transportation Modes .....	133
Bicycle and Pedestrian Plan .....	133
Design Classification for Routes .....	141
Transportation Alternatives(TA).....	149
Intelligent Transportation System (ITS) .....	151
ITS Completed and Planned Improvement Projects .....	151
Summary of Selected Plan .....	153
Chapter 7 –Safety Management in Transportation Planing_____	155
Introduction .....	155
Source of Data .....	155
Quality of Data .....	155
Analysis of Data .....	156
Uses of Data .....	157
Project Selection and Prioritization .....	162
Existing Project Analysis .....	163
Bicycle & Pedestrian Safety .....	163
Transit Safety .....	163
Conclusion .....	163
Chapter 8 –Environmental Mitigation _____	165
Methodology .....	165
Common Environmental Issues .....	165
Streams and Wetlands .....	166
Threatened and Endangered Species .....	178
Section 4(F) Mitigation .....	182
Cultural Resources .....	183
Other Environmentally Sensitive Sites .....	189
Transportation Plan Analysis Summary .....	194

List of Consulting Agencies .....	197
Input on the 2040 Transportation Plan by the Consulting Agencies .....	198
Chapter 9 –Freight _____	201
Freight Movement in Allen County .....	201
Rail .....	201
Air .....	204
Roadways .....	206
Chapter 10 –Future Efforts and Implementation _____	213
Status of Previous Transportation Plans .....	213
Current 2035 Transportation Plan .....	215
Future Efforts .....	218
Congestion Management System .....	218
Access Management .....	219
Alternative Travel Methods .....	219
Corridor, Site Impact, Intersection Analysis, and Feasibility Studies .....	219
Security .....	219
Passenger Rail .....	220
Gateway Plan- City of Fort Wayne .....	223
Implementation .....	225

## Figures

Figure 1: Railroad System and Rivers in the Metropolitan Planning Area _____	4
Figure 2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area _____	6
Figure 3: Employment Locations for 2010 _____	52
Figure 4: Employment Locations for 2015 _____	53
Figure 5: Traffic Analysis Zones _____	54
Figure 6: Floodplains _____	60
Figure 7: Industrial Parks and Sites _____	61
Figure 8: Travel Forecasting Procedure _____	66
Figure 9: Completed Projects from the current 2035 Plan _____	74
Figure 10: Existing Transit System _____	80
Figure 11: Transit System Accessibility _____	81
Figure 12: Network Deficiencies if no Projects were Completed _____	82
Figure 13: Network Deficiencies after 2040 Funded Projects _____	87
Figure 14: Network Deficiencies after 2040 Funded & Illustrative Projects _____	88
Figure 15: Minority Population Profile _____	97



Figure 16: Hispanic Population Profile	98
Figure 17: Low-Income Population Profile	99
Figure 18: Combined Environmental Justice Population Profile	100
Figure 19: Transit Routes ½ Mile Buffer	101
Figure 20: Neighborhood Associations	103
Figure 21: Implementation of Transportation Plans (1971- Present)	105
Figure 22: Recommended 2040 Transportation Plan	112
Figure 23: Recommended 2040 Transit System	113
Figure 24: Recommended 2040 Bicycle and Trail Plan	114
Figure 25: Recommended 2040 Sidewalk Plan	115
Figure 26: Regional Bicycle and Pedestrian Plan for Northeast Indiana	135
Figure 27: Bike and Trail Plan	137
Figure 28: Trail Plan	138
Figure 29: Sidewalk Plan	139
Figure 30: Water Features	168
Figure 31: Potential Wetlands	169
Figure 32: Water Features and Impaired Streams	170
Figure 33: Watersheds	171
Figure 34: Flood Control Projects	172
Figure 35: Parks and Significant Protected Natural Areas	185
Figure 36: Historic Features	186
Figure 37: Kessler Plan – Park and Boulevard System	187
Figure 38: Cultural and Infrastructure Concerns	188
Figure 39: Cleanup Sites	190
Figure 40: Waste Sites	191
Figure 41: Environmentally Sensitive Sites and Infrastructure	192
Figure 42: Underground Storage Tanks	193
Figure 43: Transportation Infrastructure	202
Figure 44: Major Modal Activity Centers	203
Figure 45: Railroad Destinations	205
Figure 46: Regional Hub	207
Figure 47: Truck Route System	208
Figure 48: Truck Volumes	210
Figure 49: Big Data	212
Figure 50: Implementation of Transportation Plans (1971-Present)	214
Figure 51: Allen County NHS and Hospitals	221
Figure 52: Allen County NHS and Fire Stations	222

## Tables

Table 1: NIRCC / Statewide Crash Performance Targets _____	27
Table 2: CitiLink and NIRCC – Transit Rolling Stock Performance Targets _____	28
Table 3: CitiLink and NIRCC – Facilities Performance Targets _____	28
Table 4: Summary of Regional Socioeconomic Variables _____	69
Table 5: Travel Demand Forecast Regional Summary _____	72
Table 6: Lane Capacities _____	75
Table 7: ICAP – Initial Vehicles per Lane per Hour Assumption _____	76
Table 8: VMT and VHT Comparison _____	85
Table 9: VMT Per-Capita _____	86
Table 10: Urban Transportation Advisory Board Meetings _____	94
Table 11: Poverty Thresholds by Family Size _____	96
Table 12 Project Cost Estimates and Available Revenue Summary _____	128
Table 13: CitiLink Operating Revenue - 2018 _____	130
Table 14: CitiLink Annual Capital Revenue Estimates _____	130
Table 15: CitiLink Annual Costs & Revenue Forecast _____	131
Table 16: CitiLink Operating Revenue & Expenditure Estimates _____	131
Table 17: CitiLink Capital Revenue & Expenditure Estimates _____	131
Table 18: Bicycle – Pedestrian Projects _____	144
Table 19: 2010 Impaired Waters in Allen County _____	173
Table 20: 2016 Impaired Waters in Allen County _____	175
Table 21: Endangered, Threatened, or Rare Species within Allen County _____	179
Table 22: Summary of # of Projects within Environmental Points of Interest _____	195

## Appendixes

Appendix A – Congestion Management Program
Appendix B – 2015 Socioeconomic Data
Appendix C – 2040 Socioeconomic Data
Appendix D – Access Standards Manual 2011
Appendix E – Roadway Design Standards
Appendix F – Local Project Cost
Appendix G – Bus Fort Wayne Plan
Appendix H – The Coordinating and Transportation Services Guide
Appendix I – Coordinated Public Transit-Human Services Transportation Plan for Allen County

Appendix J – Public Participation – Comments and Responses

Appendix K – Pedestrian component of the Transportation Plan\Bicycle  
Parking Recommendation Policy

Appendix L – Environmental Document Data Citations

Appendix M – Air Quality Conformity Determination

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# Chapter 1

## INTRODUCTION

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As changes occur in the Fort Wayne-New Haven-Allen County Metropolitan Planning Area, the transportation system must be improved to respond to new and increasing travel demands. This report is the culmination of a process that has resulted in the update of the 2035 Transportation Plan which effectively responds to these changing needs. The update is titled the 2040 Transportation Plan and this technical report summarizes the work performed and the recommendations developed in the preparation of the transportation plan update. A 2040 Transportation Plan Brochure is also available for distribution.

### Historical Background

The Fort Wayne Urbanized Area's geographical location is of prime importance to its significant role in providing a comprehensive transportation system. Located in the northeastern corner of Indiana, the urbanized area serves as the major economic center for northeastern Indiana, northwestern Ohio and southern Michigan.

The importance of Fort Wayne's location was understood by the earliest settlers who took advantage of the access afforded them by the junction of three major rivers - the St. Mary's, St. Joseph, and Maumee. The early development of the transportation system in Fort Wayne focused on the utilization of the three rivers as the primary means of travel. The eventual development of canals through Fort Wayne in the early 1840's further solidified the transportation importance of the area. The river and canal systems attracted businesses and industries in search of affordable access to existing and expanding markets.

When railroads were developed during the period from 1850 to 1870, they added a new dimension to travel. The use of the rivers and canals for transportation declined. The railroads began to take over as the major factor affecting commercial and industrial development as well as the growth of the urban area. During this period of the city's history, its population grew by 35 percent every 10 years.

Although the central city was growing rapidly, the road network as developed in its earliest days remained basically the same, with transportation movement within the city aided by a light rail system. In the city's earliest days the river and rail systems were an asset to its growth and development, but with the introduction of the automobile and truck, the very facilities which had once aided travel now hampered it with structures built for an earlier era.

The post-World War II era saw the establishment of federal loan mortgage insurance programs. The city then began to expand outward, pushing away from the solidarity of the central city. One response to the city's increasing size was to construct a bypass around the northern edge in the 1950's. The bypass re-

routed US 30, a historically important route originally developed as the Lincoln Highway. This route remains critically important not only to the local area, but also serves as a regionally significant corridor.

The bypass attracted many commercial and industrial developments north of the central city. This highway is known locally as Coliseum Boulevard (SR 930). Rural roads in the north quickly turned into major thoroughfares for residential and commercial traffic. This trend continues, although at a reduced pace.

The transportation plan for the Fort Wayne-New Haven-Allen County Transportation Planning Area is designed around a “bypass plus arterial” highway network and expansion of the radial transit system. In previous transportation plans, a major highway improvement project was proposed to develop a “bypass” around the eastern portion of the urbanized area. This project, now known as Interstate 469, was completed in 1995. The completion of Interstate 469 has significantly improved traffic flow around the urbanized area. The “arterial” component includes various improvements to the primary arterials such as Hillegas Road, Ardmore Avenue, Maplecrest Road and Adams Center Road.

Implementation of the “bypass plus arterial” concept has significantly reduced truck travel through the urban area and channeled vehicular traffic onto the arterial roadway system which is intended to carry the higher traffic volumes. The “bypass plus arterial” concept has reduced truck traffic within the urban core by diverting through trucks onto the interstate system. In fact, the interstate and expressway system now supports over 65% of the regional truck Vehicle Miles of Travel (VMT) and 27% of total Vehicle Miles of Travel. The arterial roadway system which once carried 70% of our regional truck VMT and 77% of total VMT now carries 32.5% truck and 60% total VMT. This correlates to shifting over half of the truck traffic from the arterial system to the interstate system.

In addition to the reduction of truck traffic, the benefits of implementing the “bypass plus arterial” concept include: lower total vehicle miles of travel; improved mobility for passenger and transit vehicles; reduced congestion on the arterial system; lower vehicle emissions that improve regional air quality; reduced energy consumption and vehicle operating costs; reducing traffic diverting through residential neighborhoods on local streets; encourages traffic to utilize roads designed for heavier traffic; and makes our neighborhoods more livable.

In 2018, the Fort Wayne urbanized area continues to be faced with a variety of transportation problems associated with the growth of the past few decades. The street system within the urbanized area is located on narrow rights-of-way. An insufficient number of bridges combined with a predominantly radial thoroughfare system result in a substantial amount of traffic traveling through the central business district of Fort Wayne. The Ardmore-Hillegas and Maplecrest-Adams Center corridor improvements have served to augment the grid system, limitations on river crossings continues to place a substantial burden on the

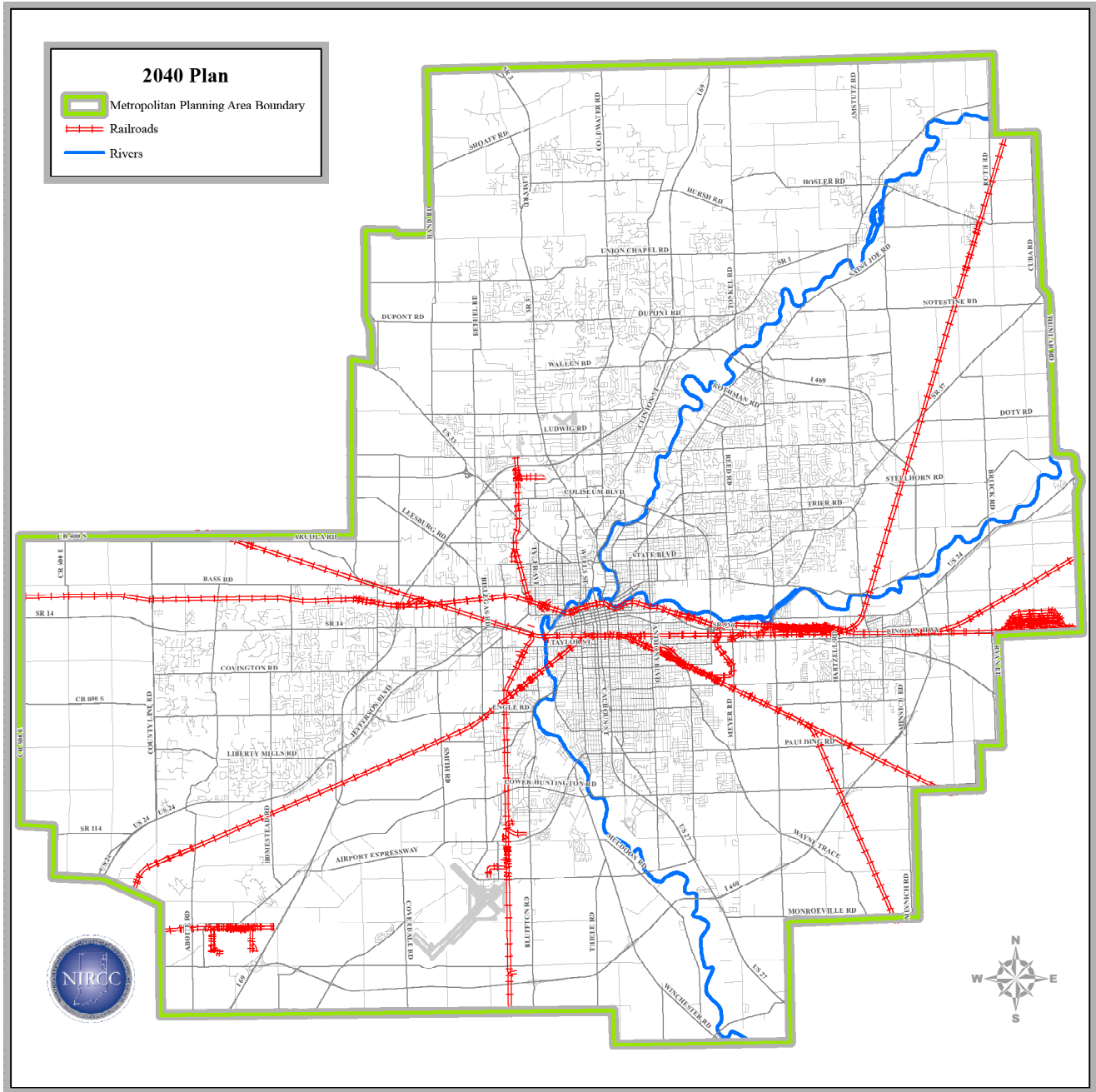
arterial roadway system.

The radial system creates hazardous diagonal intersections with acute entry angles. There is a lack of continuity for many of the major arterials flowing north to south and east to west. Narrow bridges and narrow railroad underpasses have served to restrict traffic flow in the urbanized area. Acknowledged to be a major industrial center, Fort Wayne has a large number of heavy trucks and trucking terminals. The area is also emerging as a warehousing and distribution center. These types of facilities place additional burdens on the transportation system. Figure 1 displays the current railroad system and rivers that affect mobility in the Metropolitan Planning Area.

Several major socioeconomic changes occurred in the region during the 1970's and 1980's. The closing of two International Harvester production facilities that for years served as a major employment base for the Metropolitan Planning Area seriously affected the economic base. The International Harvester facility was a major anchor to the East End Industries located between the Cities of Fort Wayne and New Haven. In the mid 1980's, General Motors built a light duty truck assembly plant in southwest Allen County near the interchange of Interstates 69 and 469. This location was in an area where farming and other agriculturally related land uses were dominant. The facility has undergone multiple expansion totaling approximately 5.0 million square foot assembly plant and accessory developments quickly altered the surrounding landscape and impacted the transportation system.

Fort Wayne's Central Business District continues to redevelop. Beginning in the early 1980's Fort Wayne's skyline changed with the construction of Summit Square, a multi-story office building. The downtown redevelopment efforts have gained additional momentum in the past few years. The Grand Wayne Convention Center and Allen County Public Library both underwent major expansion projects in downtown Fort Wayne. The Parkview Field and Harrison Square Project that included a new hotel, apartments, office space, commercial shops, and a new major league Class A baseball stadium has contributed to a more vibrant downtown. Several housing projects in the Fort Wayne Central Business District are increasing housing opportunities and are serving as a catalyst for additional housing projects. The Indiana Institute of Technology continues to expand its campus towards the Central Business District spurring additional redevelopment projects. Renaissance Pointe is a housing project just south of the downtown area that is serving as a neighborhood revitalization project and the initial stages of the "Riverfront" development project on the northern edge of the CBD is underconstruction and will support continued redevelopment of the urban core.

Other significant developments within the Metropolitan Planning Area have also affected socioeconomic growth and travel patterns. The Allen County War Memorial Coliseum and Exhibition Center continues to expand in the number of events held each year. The Indiana University Purdue University at Fort Wayne



**Figure 1**  
**Railroad System and Rivers in the Metropolitan Planning Area**

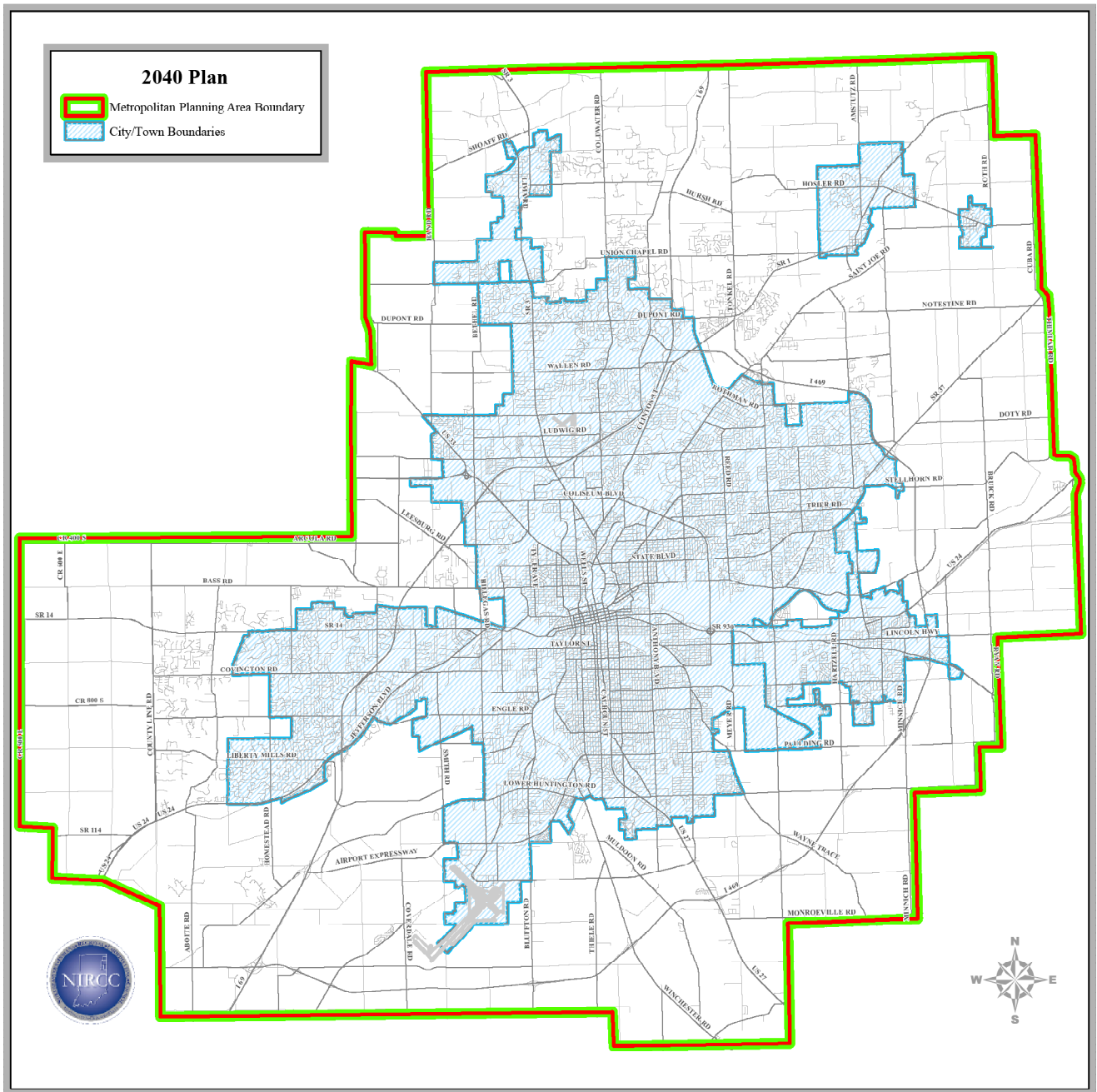


and Ivy Tech campuses continue to expand their facilities and educational programs. Recent expansion projects on the North Campus of Ivy Tech have impacted travel in the area. A major regional retail center that includes Jefferson Pointe, Apple Glen and Park West located at the intersection of Jefferson Road and Illinois Road, west of the Fort Wayne Central Business District, has developed into a major traffic generator and has continued to expand.

The construction of new housing in southwest and northern Allen County has been significant. New industrial parks have developed in several areas including northwest Fort Wayne and Allen County, the City of New Haven, southwest near the General Motors facility, and around the Fort Wayne International Airport. Commercial and retail development has proliferated along Interstate 69 and continues to develop. A substantial commercial and retail area along Coliseum Boulevard (SR 930), Coldwater Road and Clinton Street, that includes Glenbrook Square, Northcrest, Coldwater Crossing, Glenbrook Commons and other shopping centers, continues to be a major shopping, entertainment, and employment destination. The recent addition of a sports complex adjacent to the Glenbrook Shopping Area has influenced trip making characteristics.

The most notable changes in the metropolitan area is the continued expansion of the medical centers at the Interstate 69 and US 24 interchange and the Interstate 69 and Dupont Road/State Road 1 interchange. The major investments by the medical facilities at these two locations have caused substantial changes to travel patterns and are anticipated to serve as catalysts for future growth. Parkview Regional Medical Center fully opened in 2012 with a 450 bed hospital and full service emergency room. The Medical Center has expedited growth, both commercial and residential on the east side of Interstate 69 along the Dupont Road/State Road 1 Corridor. The hospital development has influenced a shift in land use development patterns and serve as a catalyst for growth in Northeast Allen County. Through Parkview's financial support, road and transit improvements have been implemented to help satisfy travel demands. A new interchange at Interstate 69 and Union Chapel Road provides access to the northern portions of the hospital campus. These medical facilities and related medical support services are expected to substantially expand in the area surrounding the two interchanges.

The Community's vibrant growth and socioeconomic change fosters the need to reconsider and re-evaluate the future needs of the transportation system. A transportation plan serves as the dynamic tool necessary to guide decision making concerning project selection, implementation, and community growth. Therefore, it must be flexible enough to accommodate change, yet provide a solid base as decisions are made about our present and future transportation system. The long range transportation planning process, as administered for the Fort Wayne/New Haven/Allen County Metropolitan Planning Area (see Figure 2), strives to achieve such a balance between flexibility and commitment.



**Figure 2**

**Fort Wayne/New Haven/Allen County Metropolitan Planning Area**

The reality that limited resources and environmental concerns will not support massive highway improvement projects is a recognized concept of the transportation planning process. The emphasis on maximizing the efficiency of the existing system is evident in the policies and programs resulting from such a process. The development and implementation of the 2040 Transportation Plan seriously considers transportation policies that reduce congestion and improve system efficiency through non-traditional measures. Policies aimed at reducing congestion through better management of traffic operations, access management, bicycle\pedestrian facilities, and enhanced transit services were formulated. These policies are components of the Congestion Management System.

A complete and comprehensive review of previous transportation plans was undertaken as a component of the 2040 Transportation Plan update. Each project was scrutinized on its own merit as well as its ability to contribute to the efficiency of the overall plan. The plan represents a cooperative effort by the state, local governments, public transportation, and area residents. We are proud to present the “2040 Transportation Plan.”

## **Transportation Planning Requirements**

Fixing America’s Surface Transportation Act (FAST Act) was signed into law on December 4, 2015. The FAST Act provides long-term funding certainty for surface transportation infrastructure planning and investment. The Act maintains a focus on safety, keeps intact the established structure of the various highway-related programs and continues efforts to streamline project delivery. The FAST Act, like MAP-2, promotes a streamlined and performance-based surface transportation program and builds on many of the highway, transit, bike, and pedestrian programs and policies established in previous transportation bills including the Intermodal Surface Transportation Efficiency Act, Transportation Equity Act for the 21st Century and Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users.

The FAST Act supports the establishment of a performance based planning process that includes the development of goals, objectives, performance measures and target setting. The 2040 Transportation Plan has been developed in accordance with performance planning concepts and the current metropolitan planning regulations. While performance measures have been components of the transportation planning process for the Fort Wayne-New Haven-Allen County Metropolitan Planning Area, they are now definitively identified in conjunction with the goals, objectives and implementation strategies in this Plan. The inclusion of the performance measures, and adherence to the FAST Act planning regulations, ensures the metropolitan planning process establishes a cooperative, continuous, and comprehensive framework for making appropriate transportation investment decisions. The broad areas are discussed below.

1)The metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon as of the effective date. In non-attainment

and maintenance areas, the effective date of the transportation plan shall be the date of a conformity determination issued by the FHWA and FTA.

The 2040 Transportation Plan was approved by the NIRCC board in 2018 establishing a 22-year planning horizon as of the effective date.

2) The transportation plan shall include both long-range and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The 2040 Transportation Plan includes both long- and short-range policies and projects integrating highway, transit, bicycle and pedestrian facilities. The integration of air travel, motor freight and rail transportation is recognized by the transportation planning process and addressed in the Transportation Plan. Products of the planning process such as the congestion management program and transit development plan and their strategies, policies and projects are included as components of the Transportation Plan. Policies such as access management and transit coordination are ongoing implementation activities. Chapter 6 provides information on the highway, transit, bicycle and pedestrian facilities, and Chapter 9 includes a discussion on freight.

3) The MPO shall review and update the transportation plan at least every 4 years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to confirm the transportation plan's validity and consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period to at least a 20-year planning horizon.

The 2040 Transportation Plan was approved in 2018. The majority of the Metropolitan Planning Area is located in Allen County, and Allen County is an air quality maintenance area. The plan update meets the five year requirement.

4) In metropolitan areas that are in nonattainment for ozone or carbon monoxide, the MPO shall coordinate the development of the metropolitan transportation plan with the process for developing transportation control measures (TCMs) in a State Implementation Plan (SIP).

Allen County was designated nonattainment for the 1997 ozone NAAQS and was re-designated to attainment for the pollutant ozone in February 2007, and guidance indicated that conformity determinations were no longer required. Recently, the U.S. Court of Appeals for the D.C. Circuit issued a decision in *South Coast Air Quality Management District v. EPA*, No. 15-1115, which struck down portions of the 2008 Ozone NAAQS SIP Requirements Rule concerning the ozone National Ambient Air Quality Standards (NAAQS). The Court ruling has placed a shadow of uncertainty on the region's ability to advance transportation projects without demonstrating conformity. The Northeastern Indiana Regional Coordinating Council (NIRCC), with guidance from its stakeholders, has decided to perform an Air Quality Conformity Determination for 2040 Transportation Plan to address any potential backsliding of the 2008 ozone requirements and ensure project implementation can proceed on schedule. NIRCC will demonstrate that its transportation plan conforms to the 2020 air quality emission budgets established for the ozone precursor pollutants of volatile organic compounds (VOC) and nitrogen oxides (NO<sub>x</sub>). See Appendix M.

5) The MPO, the State(s), and the public transportation operator(s) shall validate data used in preparing

other existing modal plans for providing input to the transportation plan. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The MPO shall approve transportation plan contents and supporting analyses produced by a transportation plan update.

The transportation planning process and development of the Transportation Plan includes participation by the State through representatives of the Indiana Department of Transportation and by the public transportation operator through representatives of Citilink. Representatives of these agencies are members of the Urban Transportation Advisory Board (UTAB), the Board that oversees the metropolitan transportation planning process and development of the Transportation Plan. The development of the 2040 Transportation Plan incorporates the latest available information for population, land use, travel, employment, congestion, and economic activity. The planning assumptions and socioeconomic data were presented to UTAB as part of the Transportation Plan development process. The data is well documented in the Plan. The MPO approved the planning assumptions as part of the development of the Transportation Plan, reference Chapter 5.

6) The metropolitan transportation plan shall, at a minimum, include:

a) The current and projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan.

The 2040 Transportation Plan utilizes land use development assumptions to forecast the 2040 socio-economic conditions to generate transportation demands of persons and goods in the metropolitan planning area. The demands are projected through a traditional travel demand forecasting model. Projects and strategies are developed to address future transportation demands within the requirements of fiscal constraint. See chapter 6 for the list of recommended projects and appendix F for project costs.

b) Existing and proposed transportation facilities (including major roadways, public transportation facilities, intercity bus facilities, multimodal and intermodal facilities, nonmotorized transportation facilities (e.g., pedestrian walkways and bicycle facilities), and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan.

The 2040 Transportation Plan includes existing and proposed highway, transit, pedestrian and bicycle facilities to provide an integrated metropolitan transportation plan. Emphasis is placed on facilities that serve national and regional functions. Access to intermodal sites and intermodal connectors are addressed in the development of projects and strategies. See chapter 6.

c) A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with § 450.306(d).

The performance measures and performance targets are presented later in this Chapter. Many of the performance measures are currently under development and target setting is underway. Future updates of the Transportation Plan will provide additional information.

d) A system performance report and subsequent updates evaluating the condition and performance

of the transportation system with respect to the performance targets described in § 450.306(d), including.

- i) Progress achieved by the metropolitan planning organization in meeting the performance targets in comparison with system performance recorded in previous reports, including baseline data; and
- ii) For metropolitan planning organizations that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the transportation system and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets.

The performance targets for safety were established for 2018. The safety targets represent the first set of performance targets that have been set by INDOT and supported by NIRCC. The targets are provided later in this chapter in the System Performance Report section. The System Performance Report will be augmented with additional information for the next Transportation Plan Update.

e) Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods;

The transportation planning process and development of the transportation plan includes provisions to promote efficient system management and operation. The process includes intelligent transportation strategies for both highway and transit systems, pavement management, transit operations, traffic incident management and alternate transit service options, safety management, congestion management and access management programs. In addition, many of the projects selected in the Plan include maintenance components such as intersection improvements and adding center turn lanes to existing corridors.

The intelligent transportation system strategies include motorist information sites, closed caption TV(CCTV), traffic operation improvements, and transit vehicle locator system with planned internet connectivity. The motorist alert dynamic message signs have been strategically placed on Interstate 69 to provide motorist advanced warning of pending traffic congestion so that they may alter their route to avoid lengthy delays. The City of Fort Wayne recently completed a major upgrade of their traffic signal operating system to improve efficiency. Projects continue to be developed to improve traffic flow through signal interconnection and intersection improvement. City of Fort Wayne has installed 17 CCTV traffic cameras on various arterials throughout the city to monitor and manage traffic as needed. These types of projects promote transportation system efficiency and operation. See chapter 5.

The management systems including pavement, bridge, safety and congestion all lend to improved system efficiencies. The Transit Development Plan, which serves as a transit management system, is a tool used to maximize system efficiency and improve transit operations. These programs are either administered directly through activities of the Metropolitan Planning Organization or conducted by the member local governments. The management systems attempt to maximize the efficiency of available resources by monitoring the condition of the transportation system, developing strategies to mitigate problems, and implementing solutions. The safety management system program, congestion management system and Transit Development Plan are two examples

of how these systems improve efficiency.

The Congestion Management Process (CMP), and companion access management program, develop and implement strategies to mitigate congestion and maximize the efficiency of the existing system. The CMP includes conducting corridor studies and developing corridor protection plans. The congestion management strategies identified in these plans may include traffic operation and intersection modifications, transit usage, access management, and other transportation improvements. The access management program maintains transportation system travel efficiency and corridor preservation. See appendix A.

Traffic Incident Management has been incorporated into the Congestion Management Process and Safety Management program. The program objective is to improve safety for first responders and motorists during incidents while mitigating the impact on traffic flow. Non-reoccurring congestion from traffic incidents have a negative impact on system reliability and safety. This training program targets responders from various disciplines to become more aware of safety and congestion issues related to all traffic incidents that alter the typical flow of traffic. Responders are provided with information and tools to improve how traffic is notified and channelized through incident scenes. These tools improve their safety as well as the safety of the traveling public. Implementation of Traffic Incident Management techniques can reduce the duration and impacts on traffic while improving roadway safety. The program helps all responders understand the importance of quick clearance, need for temporary traffic control for diverting traffic, protection for the back of the queue, and a multitude of other safety strategies.

The transit improvements identified through the Transit Development Plan accommodate the investigation of various types of transit service. Reviewing options for providing and expanding transit service allows for the evaluation of the most efficient method. Citilink has recently initiated service frequency improvement on selected routes and investigates methods to provide service to outlying suburban medical facilities and shopping centers. Citilink will continue to explore transit service provision options to improve transit service levels and maximize transit efficiency.

The safety management program monitors crash data and identifies hazardous locations through a process that incorporates both frequency and crash rates to identify and rank hazardous locations. Locations are reviewed by local officials, engineers, technical committees, and law enforcement officers. Safety improvements are identified and projects are initiated including the consideration of low-cost and/or short term solutions. Scheduled improvements are also reviewed to ensure safety strategies are included. See chapter 7.

These programs implement transportation improvements and investigate new approaches to solving transportation problems by engaging technological advances. Through the implementation of the management systems, transit improvements, and intelligent transportation technology, the transportation plan and planning process promotes safe and efficient system management and operation. See chapter 10.

- f) Consideration of the results of the congestion management process in TMAs that meet the requirements of this subpart, including the identification of SOV projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide. The results of the congestion management process are considered in the development of the

Transportation Plan. The corridor protection plans and corridor studies help to determine project need and project scope. Operational improvements are considered prior to added capacity. Single Occupancy Vehicle analysis was conducted on added capacity projects as part of the 2040 Transportation Plan. The Metropolitan Planning Area and Allen County were re-designated to “attainment” status in 2007.

g) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area’s transportation system.

The development of the Transportation Plan and selected projects include analyzing alternatives to determine the best capital investment. Operation and management strategies including ITS, traffic operation improvements, bridge management, pavement management, and transit operations are continually evaluated through the transportation planning process. Elements of this evaluation are incorporated into the Transportation Improvement program and Transportation Plan. Access management, bicycle and pedestrian facilities, transit service improvements and traffic operation improvements are examples of strategies and capital investments, decided by representatives throughout the Metropolitan Planning Area, based on regional priorities and needs. Land use development patterns and economic development activities directly influence the decision making process. Commitments by local and state governments and transportation agencies to maintain and preserve existing infrastructure (i.e. bridge management, pavement management, transit fleet replacement, etc.) support the preservation of existing and projected infrastructure.

The focus of this plan includes discussion on a wide array of strategies for alleviating future congestion in addition to the traditional solutions of new road construction and widening projects. The new strategies include scaled-down widening projects, such as adding a third or fifth lane for left-turning traffic instead of widening to four or six lanes. Access control measures and congestion management techniques are additional tools addressed as components of this plan. The inclusion of management systems projects and efforts to combine highway, land use and transit service together to relieve congestion and improve efficiency, represent additional strategies considered in the development of this plan, and are components of the planning process.

h) Transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance intercity bus systems, including systems that are privately owned and operated, and including transportation alternatives, as defined in 23 U.S.C. 101(a), and associated transit improvements, as described in 49 U.S.C. 5302(a), as appropriate;

The transportation planning process incorporates transportation and transit enhancement activities. NIRCC has prepared and documented a bicycle and pedestrian plan that provides the planning support to implement transportation enhancement activities. NIRCC supported the Transit Development Plan and incorporates the identified strategies and projects into the



Transportation Plan. When practical, identified enhancement activities are incorporated with other transportation improvements. The Transportation Improvement Program includes enhancement activities including bicycle and pedestrian projects, transit improvements, and highway projects.

The transportation planning process collects and analyzes transit data throughout the region with both current and potential connections to and from the urbanized area. Through the Transit Planning Committee (TPC), NIRCC collects and monitors service information from transportation providers operating in the region, including: Section 5311 Rural Public Transit providers operating in 9 of the 11 counties in the region; area non-profit providers; and intercity bus providers with service to and from the urbanized area. Currently, three (3) intercity bus carriers operate twelve (12) regional service routes six (6) days a week out of the Citilink Central Station, carriers include: Greyhound, Miller Trailways, and Baron Bus. The TPC has ongoing discussions to implement and improve regional connectivity utilizing existing service and potential new routes. Service requests from communities and employers within the region and travel pattern information from the Census and Big Data Analysis are utilized to help identify potential routes throughout the region.

i) Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity determinations under the EPA's transportation conformity regulations (40 CFR part 93, subpart A). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates;

All transportation projects in the 2040 Transportation Plan are defined in sufficient detail to perform the necessary analyses for conformity determinations and develop cost estimates.

j) A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan. The discussion may focus on policies, programs, or strategies, rather than at the project level. The MPO shall develop the discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable time frames for performing this consultation;

The 2040 Transportation Plan includes Chapter 8 that addresses potential environmental mitigation activities that allowed for consultation with Federal, and State land management, wildlife, and regulatory agencies. This activity will be an on-going component of the transportation planning process.

k) A financial plan that demonstrates how the adopted transportation plan can be implemented;

i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain the Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).

Local governments predominantly rely on Motor Vehicle Highway (MVH), Local Roads and Streets (LRS), and local wheel tax funds for highway maintenance, administration, and construction expenditures. The Indiana legislature has recently increased the MVH, LRS and sustained the Community Crossings Grant Fund to the Local Public Agencies (LPAs). Additional funds such as Economic Development Income Tax (EDIT) and County Option Income Tax (COIT) are also used for highway maintenance and construction projects. The construction expenditures fund local construction and reconstruction projects, and provide local-matching funds for federally funded projects. The remaining funds are for operation, administration, and maintenance costs.

A forecast of federal funding available to the Fort Wayne urbanized area for the next 22 years was also completed at this time. This estimate was based on historical federal funding practices. Currently, the Fort Wayne urbanized area receives approximately 9.9 million dollars in federal funds each year. This equates to approximately 228-302 million dollars in federal funds for the urban area throughout the span of the transportation plan depending on the funding growth scenario.

Local governments including Allen County, City of Fort Wayne, and City of New Haven have annual revenues of approximately 76 million dollars dedicated to transportation operations, maintenance, and construction. In addition, Economic Development Income Taxes generate millions of dollars each year of which a substantial portion is dedicated to highway construction projects. The amount of these funds spent on transportation projects varies from year to year. On average, local governments spend at least 25 million dollars a year on construction and reconstruction projects. Depending on the growth of these funds, this equates to approximately 550-764 million dollars for the twenty-two year period of the plan. The majority of available funds (51 million annually) are utilized for maintenance and operation. These funds are sufficient to adequately maintain the existing and future infrastructure.

- ii) For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under § 450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.

NIRCC, Citilink, and the Indiana Department of Transportation work cooperatively on the development of the Transportation Plan. This includes the estimation of available funds and projects that can reasonably be implemented. A major component of the 2040 Transportation Plan is a list of projects on the INDOT system based on revised project costs and revenue projections.

- iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified. The financial plan may include an assessment of the appropriateness of innovative finance

techniques (for example, tolling, pricing, bonding, public private partnerships, or other strategies) as revenue sources for projects in the plan.

The financial plan for the 2040 Transportation Plan utilizes traditional sources of highway and transit revenues. Non-traditional funding sources of additional financing strategies are not currently contemplated as revenue sources for the transportation projects identified in the Plan.

- iv) In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

The financial plan for the 2040 Transportation Plan includes all proposed projects and strategies. The financial plan for the 2040 Transportation Plan identifies specific costs for each project and related phase of project development. The project costs and available revenues are developed utilizing current dollars. This process is considered understandable, reasonable and defensible when compared to a financial plan that attempts to speculate future project costs and estimate future available revenues. The financial plan developed for future transportation plans will consider alternative revenue and cost estimation procedures that use an inflation rate(s) to reflect year of expenditure project costs and anticipated revenues.

- v) For the outer years of the metropolitan transportation plan (i.e., beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.

The financial plan for the 2040 Transportation Plan identifies specific costs for each project and related phase of project development. These include projects that will be designed and constructed utilizing local dollars. Projects under local governmental jurisdictions were identified and the cost of each project was developed. Costs were estimated for preliminary engineering, right-of-way acquisition, and construction activities. Projects were banded for the years of 2019 through 2025, 2026 through 2034 and 2035 through 2040. Project cost estimates were adjusted based upon an average annual growth rate of 1.6% for 2020 through 2034 and 1.5% for projects in the 2035 to 2040 band.

- vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.

The Metropolitan Planning Area is an attainment area. The State Implementation Plan does not include any specific TCMs for Allen County negating a need for addressing any specific financial strategies for implementation.

- vii) For illustrative purposes, the financial plan may include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified

in the financial plan were to become available.

The 2040 Transportation Plan includes a list of illustrative projects and these projects are not included in the financial plan.

viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

This situation is not currently applicable to the 2040 Transportation Plan.

k) Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g); The Transportation Plan includes a conceptual Bicycle and Pedestrian Plan that supports the expansion of trails, sidewalks, and other bicycle facilities including the development of bike lanes. See chapter 6.

7) The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate:

- (1) Comparison of transportation plans with State conservation plans or maps, if available; or
- (2) Comparison of transportation plans to inventories of natural or historic resources, if available.

The current planning regulations expand the environmental factor to “Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.” The goal of the 2040 Transportation Plan is to achieve an efficient and safe transportation system for the movement of people and goods while simultaneously improving the economic and environmental conditions of the community. The implementation of such a system will minimize energy consumption and reduce air pollution. Reductions in vehicle hours of delay, vehicle miles of travel, accident rates, and accident severity are measures by which the system can be evaluated. Energy conservation, protection of the environment and quality of life considerations are standard principles that guide project development and the decision-making process that’s part of the transportation planning process. Engaging local land use planning and economic development agencies, and ensuring consistency with land use and economic development plans, is established in the planning assumptions that serves as the foundation of the Transportation Plan. The consultation process and environmental mitigation strategies will build upon these relationships.

The Northeastern Indiana Regional Coordinating Council has developed a Participation Plan that includes a process for consulting with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The development of Transportation Plans has always included consultation with local land use management agencies and in consistent alignment with

comprehensive plans. Transportation Plans have also been developed with due consideration for natural resources, environmental protection, conservation and historic preservation. The planning process has been expanded to include opportunities for consultation and a documented discussion of environmental mitigation strategies. The environmental mitigation process includes the comparison of transportation plans with maps of conservation areas, inventories of natural and historic resources, and other potential environmental areas. The Participation Plan is documented in appendix H in the 2040 Transportation Plan. The Environmental Mitigation process is discussed in Chapter 7.

8) The metropolitan transportation plan should include a safety element that incorporates or summarizes the priorities, goals, countermeasures, or projects for the MPA contained in the Strategic Highway Safety Plan, including the SHSP required under 23 U.S.C. 148, , the Public Transportation Agency Safety Plan required under 49 U.S.C. 5329(d), or an Interim Agency Safety Plan in accordance with 49 CFR part 659, as in effect until completion of the Public Transportation Agency Safety Plan, and may incorporate or reference applicable emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate, to safeguard the personal security of all motorized and non-motorized users.

The current planning regulations separate transportation safety and security into two distinct factors: 1) increase the safety of the transportation system for motorized and non-motorized users; and 2) increase the security of the transportation system for motorized and non-motorized users. NIRCC has initiated the separation of these factors in the transportation planning process.

The Northeastern Indiana Regional Coordinating Council maintains a Safety Management System/Process that collects and monitors crash information to develop strategies that improve transportation safety. The safety process is discussed in the 2040 Transportation Plan. See Chapter 7. The Safety Management System/Process is consistent with the Indiana Strategic Highway Safety Plan. The Indiana Strategic Highway Safety Plan contains statewide priorities and goals but does not identify specific priorities, goals, countermeasures, or projects for the Metropolitan Planning Area. NIRCC has developed a solid working relationship with the Indiana Department of Transportation on safety programs and implementing safety projects and policies.

The transportation planning process has consistently championed safety as a major concern. The Safety Management System (SMS) routinely reviews hazardous locations on the transportation system through cooperative efforts with local governments. Highway crash data is also obtained from the Indiana Department of Transportation to review and identify hazardous locations. Accident data is compiled from throughout the metropolitan area to determine high hazard locations. Accident studies are conducted for the high hazard locations, solutions developed, and recommendations are made to improve safety. Hazard elimination and safety funds (HSIP) are sought for the appropriate projects.

The SMS program also monitors rail-highway grade crossings and maintains an inventory of pertinent data for each location. This information supports the Indiana Department of Transportation rail-highway improvement program. Selected rail-highway crossing improvements in the metropolitan area are annually included in the Transportation Improvement Program. New rail-highway grade separation projects are also included in the transportation plan. These projects will

improve safety for transit passenger, children riding school buses, passenger vehicles, pedestrians, and bicyclists.

The transportation planning process acknowledges the importance for improving pedestrian and bicycle safety. Projects developed in the Pedestrian and Bicycle Plan are designed to improve the safety for these modes of transportation. Recently completed projects such as the Towpath Trail and pedestrian bridge over the St. Joseph River north of Coliseum Boulevard provide pedestrians and bicyclists new pathways eliminating the need to cross and travel along high volume roadways. Proposed pedestrian/bicycle projects will promote safety in similar fashion. A project proposed to extend the River Greenway from Johnny Appleseed Park to Shoaff Park will provide a safe pathway linking activity centers including parks, residential housing, Memorial Coliseum, Memorial Stadium, Indiana University Purdue University Fort Wayne, and athletic\soccer fields to each other and existing pedestrian\bicycle paths.

Safety improvements to the highway system have corresponding safety benefits to the transit system. In addition, Citilink addresses safety issues concerning the transit system and is aware of the importance safety plays in overall passenger comfort. The recently completed Citilink Transfer Center was designed with safety and security features. The perception of a safe transit system is a great marketing tool and Citilink strives to maintain a safe transit system.

The Northeastern Indiana Regional Coordinating Council has established a working relationship with the Fort Wayne-Allen County Office of Homeland Security. The Fort Wayne-Allen County Office of Homeland Security maintains and reviews evacuation plans and identifies critical transportation infrastructure. NIRCC provides assistance as requested and incorporate emergency relief and disaster preparedness plans and strategies as appropriate into the Transportation Plan and planning process.

NIRCC has identified the National Highway System (NHS) and Strategic Highway Network (STRAHNET) within the Metropolitan Planning Area. The National Highway System includes all primary routes that will likely be used for evacuation purposes. Interstate 69 is the only highway facility in the MPA on the Strategic Highway Network. Due to the importance of these primary routes, they are adequately addressed in the Transportation Plan. NIRCC periodically reviews the NHS and Functional Classification System to ensure they remain up-to-date.

- 9) An MPO may, while fitting the needs and complexity of its community, voluntarily elect to develop multiple scenarios for consideration as part of the development of the metropolitan transportation plan.
- a) An MPO that chooses to develop multiple scenarios under this paragraph (i) is encouraged to consider:
    - i) Potential regional investment strategies for the planning horizon;
    - ii) Assumed distribution of population and employment;
    - iii) A scenario that, to the maximum extent practicable, maintains baseline conditions for the performance areas identified in § 450.306(d) and measures established under 23 CFR part 490;
    - iv) A scenario that improves the baseline conditions for as many of the performance measures identified in § 450.306(d) as possible;
    - v) Revenue constrained scenarios based on the total revenues expected to be available over the forecast period of the plan; and

vi) Estimated costs and potential revenues available to support each scenario.

b) In addition to the performance areas identified in 23 U.S.C. 150(c), 49 U.S.C. 5326(c), and 5329(d), and the measures established under 23 CFR part 490, MPOs may evaluate scenarios developed under this paragraph using locally developed measures.

NIRCC utilizes the Comprehensive Land Use Plans for guidance on land use development. The development of the Comprehensive Plans investigated different development scenarios, that were based upon the community's vision. After a significant series of community workshops and public involvement meetings, consensus was achieved and the Comprehensive Plan was finalized.

10) The MPO shall provide individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cashout program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under § 450.316(a).

The Northeastern Indiana Regional Coordinating Council maintains an open planning process that encourages citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan. The Participation Plan documents the process NIRCC will follow in administering the Metropolitan Transportation Planning Process including the development of the Transportation Plan and Transportation Improvement Program. All groups and interested parties are encouraged to attend and special efforts are directed at the identified groups above to ensure they are notified of opportunities to participate and comment. See chapter 9.

11) The MPO shall publish or otherwise make readily available the metropolitan transportation plan for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web.

The 2040 Transportation Plan is available in electronically accessible formats and posted on the NIRCC website. Maps and other supporting documents are also posted on the site. These documents, including the 2040 Transportation Plan, are posted in a manner that allows them to be easily downloaded.

12) A State or MPO is not required to select any project from the illustrative list of additional projects included in the financial plan under paragraph (f)(11) of this section.

The illustrative list of projects in the 2040 Transportation Plan is intended to demonstrate

transportation need and gain public comment. The State or MPO will not be required to select and implement any project from the list.

13) In nonattainment and maintenance areas for transportation-related pollutants, the MPO, as well as the FHWA and the FTA, must make a conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and the EPA transportation conformity regulations (40 CFR part 93, subpart A).

Allen County was designated nonattainment for the 1997 ozone NAAQS and was re-designated to attainment for the pollutant ozone in February 2007, and guidance indicated that conformity determinations were no longer required. Recently, the U.S. Court of Appeals for the D.C. Circuit issued a decision in *South Coast Air Quality Management District v. EPA*, No. 15-1115, which struck down portions of the 2008 Ozone NAAQS SIP Requirements Rule concerning the ozone National Ambient Air Quality Standards (NAAQS). The Court ruling has placed a shadow of uncertainty on the region's ability to advance transportation projects without demonstrating conformity. The Northeastern Indiana Regional Coordinating Council (NIRCC), with guidance from its stakeholders, has decided to perform an Air Quality Conformity Determination for 2040 Transportation Plan to address any potential backsliding of the 2008 ozone requirements and ensure project implementation can proceed on schedule. NIRCC will demonstrate that its transportation plan conforms to the 2020 air quality emission budgets established for the ozone precursor pollutants of volatile organic compounds (VOC) and nitrogen oxides (NO<sub>x</sub>). See Appendix M.

The formulation of goals, objectives and performance measures are intended to guide the development of the long range transportation plan and influence the design and operation of the transportation system. The Transportation Plan addresses how the urban area can meet the mobility needs of our growing and changing population, make the economy more competitive, build a livable and sustainable community and preserve the human and natural environment. The goals and objectives are designed to ensure that our transportation system is safe and secure, and to provide guidance on how transportation investments should be focused, and how both public and private transportation partners can work collectively to achieve these goals. The goals and objectives have been developed in accordance with the ten planning factors identified in the FAST Act. The planning factors are requirements of the Metropolitan Transportation Planning Process and provide the basic tenets on which the Transportation Plan must be implemented.

## **Performance Based Planning and Programming**

Performance-based planning and programming (PBPP) provides data to inform decisions aimed at achieving desired outcomes for the region's multimodal transportation systems. The Northeastern Indiana Regional Coordinating Council identified desired outcomes for each required planning factor in the 2040 Transportation Plan. The planning factors are based on the requirements for the metropolitan transportation planning process as identified in 23 CFR 450.306. Each outcome has associated objectives, actions and measures that support the specific planning factor. In addition, federal planning requirements include the development of transportation performance measures, performance target setting and system performance reporting. The federal transportation performance management procedures and the regional



goals, objectives, actions and measures are the components that comprise NIRCC's performance based planning and programming process and are described below.

The primary goal of the Transportation Planning Process is to develop a safe, cost-effective transportation system that ensures mobility to all persons, enhances the quality of life in the region, supports planned growth, promotes economic development, and preserves the integrity and enhances the vitality of the human and natural environment. The process includes engaging evolving technology to support safe and equitable mobility that promotes a sustainable, healthy, livable and economically vibrant region. The transportation planning process is primarily governed by the planning activities of the Unified Planning Work Program. Data collection, transportation analyses and sustainable program development are components of the planning activities.

The Transportation Plan serves as the basis for a twenty-year transportation infrastructure and capital investment portfolio from which projects and programs will be refined and implemented. As projects and programs are readied for implementation, the investments are programmed in the Transportation Improvement Program (TIP). The TIP presents a four-year capital improvement plan for transportation investment for transit, highway and bicycle/pedestrian infrastructure. The TIP is updated bi-annually in accordance with the Indiana Statewide Transportation Improvement Program (INSTIP).

The Transportation Plan, Transportation Improvement Program and Unified Planning Work Program form the structure for a Performance Based Planning and Programming processes. While performance measures are not new to the transportation planning and programming processes and have been used for many years to guide investment decisions on project development and selection, there are new federal regulations that mandate specific performance measures, setting targets and reporting requirements. The performance based planning process is cyclical in nature and generally includes setting goals and objectives; select performance measures and set targets for performance outcomes; gather data and information to monitor and analyze trends; incorporate performance measures into project selection and development; document decisions and project selection designed to achieve performance targets; document progress toward target attainment; re-evaluate targets; and set new targets. The intent of the performance-based planning and programming (PBPP) process is to ensure investment in transportation infrastructure and programs, is consistent with key national transportation goals.

The anticipated outcomes of utilizing a performance based planning process, including the prescribed performance measures and INDOT/MPO target setting, is to achieve a higher level of system performance. The anticipated outcomes of the PBPP are numerous and while most are included in the following list, it is unlikely the list is all inclusive.

- Reduce number and severity of crashes, all modes
- Reduce serious injuries and fatalities from transportation

- Protect transportation customers and employees from safety and security threats
- Improve condition of on- and off-system bridges
- Improve pavement conditions on all roadways
- Maintain and modernize capital assets, including transit assets, throughout the system
- Prioritize projects that support a resilient and sustainable transportation system
- Promote the efficient transportation of freight within and through the region
- Improve transportation system reliability for transit and highway travel
- Implement roadway management and operations strategies
- Improve bicycle and pedestrian infrastructure
- Increase percentage of population and employment within one-quarter mile of transit service
- Increase percentage of population and places of employment with access to bicycle facilities
- Improve access to and accessibility of transit and active modes
- Support community-based and private-initiative services and programs to meet last mile, reverse commute and other non-traditional transit/transportation needs, including those of the elderly and persons with disabilities
- Eliminate bottlenecks on the freight network
- Enhance intermodal connections
- Emphasize capacity management through low-cost investments; give priority to projects that focus on lower-cost operations and management type improvements such as intersection improvements and Complete Streets solutions
- Reduce transportation-related pollutants
- Minimize negative environmental impacts of the transportation system
- Support land use policies consistent with smart growth
- Target investments to provide equitable benefits to all populations
- Minimize any burdens associated with MPO-transportation funded projects in low-income and minority areas

## **Federal Transportation Performance Management**

The Federal Transportation Performance Management (TPM) process encompasses performance-based planning and programming. It is a systematically applied, ongoing process that provides information to decision makers so they understand the consequences of investment decisions across transportation assets or modes. The intent includes improving communication between decision makers, stakeholders and the traveling public and ensuring targets and measures are developed in cooperative partnerships and based on data and objective information.

The key feature of TPM is the development and implementation of a performance- and outcome-based program to guide investment of federal funds toward the achievement of national policy objectives. These policy objectives are conveyed in the form of national transportation goals. The end result is for States and Metropolitan Planning Organizations to invest resources in projects that collectively make progress toward achieving the national goals, with an increased focus on accountability and transparency of the planning, programming and decision-making process.

The national performance goals are identified for seven areas including: 1) Safety, 2) Infrastructure

Condition, 3) Congestion Reduction, 4) System Reliability, 5) Freight Movement and Economic Vitality, 6) Environmental Sustainability and 7) Reduce Project Delivery Delays. Additional information regarding the transportation goals for the highway network have been established. They include:

- Safety - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- Infrastructure Condition – To maintain the highway infrastructure asset system in a state of good repair.
- Congestion Reduction – To achieve a significant reduction in congestion on the National Highway System.
- System Reliability – To improve the efficiency of the surface transportation system.
- Freight Movement and Economic Vitality – to improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- Environmental sustainability – To enhance the performance of the transportation system while protecting and enhancing the natural environment.
- Reduce Project Delivery Delays – To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies’ work practices.

The national goals also relate to the transit system with similar considerations for safety and infrastructure condition. They include reducing the number of fatalities and serious injuries related to transit service and maintaining the condition of transit infrastructure in a state of good repair.

To ensure movement is made towards achieving the national goals, methods to measure performance need to be engaged. Performance measurement is the use of statistical evidence to determine progress toward specific defined organizational objectives. This includes both evidence of actual fact, such as measurement of pavement surface smoothness, and measurement of customer perception. In transportation, the performance measurement process starts by defining precisely the services that the system should provide, including the quality or level of service such as transit on-time performance or highway travel time reliability to be delivered. The performance measurement process starts by defining the performance measures and desired service levels. Based on available resources, realistic targets are set to move the transportation service towards the desired goal, within a specific timeframe and with consideration of external factors. Transportation investments are programmed in accordance with achieving the performance targets. The transportation system is then monitored and evaluated to report progress for achieving established targets. Performance measures targets provide information to managers about how well that bundle of services is being provided. Performance measures should reflect the satisfaction of the transportation service user, in addition to those concerns of the system owner or operator.

### **Highway Performance Measures**

The transportation performance measures have been established for the highway system. The system

performance measures and infrastructure measures are virtually complete and target setting is underway. The implementation of the safety performance measures and initial target setting was the first to be completed. NIRCC has collaborated with INDOT and other planning partners on the development of performance measure data and target setting. The three sets of highway performance measures are:

### **System Performance Measures**

1. Percent of Person-Miles Traveled on the Interstate System that are Reliable (Interstate Travel Time Reliability measure)
2. Percent of Person-Miles Traveled on the Non-Interstate NHS that are Reliable (Non-Interstate Travel Time Reliability measure)
3. Percent Change in Tailpipe CO2 Emissions on the NHS (this system performance measure is currently suspended)
4. Percentage of Interstate System Mileage Providing for Reliable Truck Travel Times
5. Annual Hours of Peak-Hour Excessive Delay Per Capita
6. Percent of Non-Single Occupancy Vehicle Travel
7. Total Emissions Reduction

### **Infrastructure Performance Measures**

1. Percentage of Pavements of the Interstate System in Good Condition
2. Percentage of Pavements of the Interstate System in Poor Condition
3. Percentage of Pavements of the Non-Interstate NHS in Good Condition
4. Percentage of Pavements of the Non-Interstate NHS in Poor Condition
5. Percentage of NHS Bridges Classified as in Good Condition
6. Percentage of NHS Bridges Classified as in Poor Condition

### **Safety Performance Measures**

1. Number of fatalities
2. Rate of fatalities per 100 million miles traveled
3. Number of serious injuries
4. Rate of serious injuries per 100 million miles traveled
5. Number of non-motorized fatalities and non-motorized serious injuries

### **Transit Performance Measures**

Under the final Transit Asset Management rule, transit providers must collect and report data for four performance measures, covering rolling stock, equipment, infrastructure, and facility condition. For these measures, transit providers are required to annually set targets for the fiscal year, develop a four-year Transit Asset Management Plan for managing capital assets, and use a decision support tool and analytical process to develop a prioritized list of investments. Each provider of public transportation is required to adopt targets for the performance of their transit assets. Subsequently, MPOs need to adopt transit asset targets for their metropolitan planning area.

Citilink is considered a Tier 2 provider since they operate less than 100 transit vehicles in their regular

service. There are four transit asset performance measures, two of which are age-based and two are condition-based. The age-based measures apply to rolling stock (transit vehicles) and non-revenue generating equipment (service vehicles). Condition based measures apply to infrastructure (rail, fixed-guideway track, signals, and systems) and stations/facilities (transfer stations, administrative buildings, garages, bus shelters). Citilink does not operate any rail, fixed-guideway track or signals. Within each performance measure, assets are further divided into asset classes. For example, distinct asset classes for buses can be 30-foot, 35-foot, 40-foot, articulated, etc. Each asset class is measured separately for performance and for target-setting. In addition, for the age-based performance measures, providers may set their own standards, and the useful life benchmark (ULB) for each asset class.

### **Transit Asset Management Plan**

The Federal Transit Administration (FTA) and the U.S. transit industry having been working to improve the understanding and practice of transit asset management. There is considerable evidence that this is a critical area of focus. Improving transit asset management is now a national policy.

Transit asset management (TAM) is a business model that prioritizes funding based on the condition of transit assets, in order to achieve or maintain transit networks in a state of good repair (SGR). Federal Transit Administration guidance requires transit agencies to maintain and document minimum transit asset management standards. The standards will help transit agencies keep their systems operating smoothly and efficiently within the constraints of available funds.

Transit asset management is the strategic and systematic practice of procuring, operating, inspecting, maintaining, rehabilitating, and replacing transit capital assets to manage their performance, risks, and costs over their life cycles, for the purpose of providing safe, cost-effective, and reliable public transportation. Asset management processes are ongoing and involve evaluating and managing the relationships between costs, risks, and performance over the asset's lifecycle. Asset management addresses the two concepts of customer level of service and lifecycle management. Asset management can affect level of service by improving on-time performance and vehicle cleanliness and by reducing missed trips, slow orders, and service and station shutdowns. It also can improve safety, security, and risk management. Asset management provides accountability and communicates performance and asset condition to customers. The core of asset management is understanding and minimizing the total cost of ownership of an asset while maximizing its performance (lifecycle management). Transit asset management integrates activities across departments and offices in a transit agency to optimize resource allocation by providing quality information and well-defined business objectives to support decision-making within and between classes of assets.

Customer service levels and lifecycle management are addressed at the enterprise level and for each class of assets. Enterprise level refers to management or decision-making activities that occur at the higher

levels of an organization and apply across the entire organization. Asset class-level activities, on the other hand, refer to the management activities that are associated with a particular asset class. Through asset management, Citilink can more effectively use available funds to improve the physical condition and performance of their system. This, in turn, has the potential to increase ridership.

Citilink, as a recipient of public transit funds, is required to establish performance targets for safety and state of good repair; develop a transit asset management and transit safety plans; and report on their progress toward achieving targets. Citilink is directed to share information with NIRCC and state so that all plans and performance reports are coordinated. Citilink and NIRCC have collaborated on the development of a transit asset management plan (TAMP) and will continue working on this cooperative effort. The plan must be submitted by October 1, 2018. Baseline performance measures and targets associated with the TAMP were developed for 2017 and are provided in the System Management Report section. The 2019 targets will be set prior to the end of 2018, and the cycle for target setting and reporting will commence. Guidance for transit safety performance measures and safety plans has not been published by the Federal Transit Administration. When guidance is final, Citilink and NIRCC will collaborate on the safety performance process.

## **System Management Report**

The FAST Act planning regulations direct MPOs to develop Transportation Plans and Transportation Improvement Programs through a performance-driven, outcome-based approach to planning. It required states, MPOs, and operators of public transportation to establish targets for performance measures in key performance areas, and to coordinate and collaborate when setting these targets. In response to the existing federal mandate, over the next several years, NIRCC will continue to set targets for specific required performance measures and coordinate on performance based planning process activities with the Indiana Department of Transportation, Citilink and other stakeholders.

### **Target Setting**

NIRCC is required to establish performance targets no later than 180 days after the state or public transportation operator sets their performance targets. For each roadway performance measure, NIRCC can decide to commit to support the INDOT target, Citilink target, or to establish a quantifiable target specific to the Metropolitan Planning Area. Both INDOT and NIRCC's targets for roadway performance measures will be set at two-year and four-year intervals. NIRCC, INDOT and Citilink must coordinate their respective targets for performance measures with each other to ensure consistency to the maximum extent practicable.

### **Reporting**

NIRCC's and INDOT's Transportation Plans must describe the performance measures and targets used

to assess system performance, evaluate the performance of the transportation system with respect to the federally required performance targets, and report on progress made. NIRCC’s TIP and INDOT’s Statewide Transportation Improvement Programs (STIPs) must link investment priorities to the targets in their respective Transportation Plans and describe, to the maximum extent practicable, the anticipated effect of the program toward achieving established targets. NIRCC must report baseline roadway transportation system condition and performance data and progress toward the achievement of targets to INDOT if regional targets are set. The Federal Highway Administration and Federal Transit Administration will determine whether INDOT and Citilink met or have made significant progress towards meeting targets for their respective systems. Progress would be considered significant if an actual outcome is either equal to or better than the established target, or better than the baseline condition. Federal Highway Administration and Federal Transit Administration will not directly assess MPO progress towards meeting targets for required performance measures. Instead, these agencies will review NIRCC’s performance as part of ongoing transportation planning process reviews, including Transportation Management Area certification reviews.

The transportation performance target setting schedule is currently underway. To date, the Safety Performance Targets and Baseline Transit Asset Targets have been established. NIRCC has elected to support the INDOT Statewide Safety Targets for 2018 and collaborated with Citilink on the development and setting of Transit Asset Management Targets. The Safety Targets and Transit Asset Management Targets along with additional information is provided on Tables 1, 2 and 3. The targets that were endorsed by NIRCC are displayed in red. At this time, only targets have been set, and the respective target time periods are in progress, and a determination of target achievement is not possible. Future updates to the

<b>Table 1: NIRCC - Statewide Crash Performance Targets</b>							
	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>Target 2018</b>
Number of Fatalities	781	784	745	821	822	841	846
Number of Fatalities - (5 year rolling average)	759.8	752.6	763	776.4	790.6	802.5	<b>814.9</b>
Fatality Rate per 100 million VMT	0.99	1.001	0.941	1.042	1.061	1.071	1.065
Fatality Rate per 100 million VMT - (5 five year rolling average)	1.005	0.974	0.982	0.991	1.007	1.023	<b>1.036</b>
Number of Serious Injuries	3,816	3,441	3,338	3,434	3,505	3,544	3,577
Number of Serious Injuries - (5 year rolling average)	3,449.20	3,459.20	3,491.10	3,486.90	3,506.90	3,452.50	<b>3,479.80</b>
Serious Injury Rate per 100 million VMT	4.835	4.394	4.215	4.357	4.394	4.39	4.379
Serious Injury Rate per 100 million VMT - (five year rolling average)	4.555	4.478	4.491	4.451	4.439	4.35	<b>4.347</b>
Number of Non-Motorized Fatalities and Serious Injuries	400	382	362	368	364	494	497
Number of Non-Motorized Fatalities and Serious Injuries (5 year rolling average)	385	388	392.8	383.6	375.2	394	<b>417</b>

Transportation Plan will provide information on attaining performance targets and additional target setting activities.

The Safety Targets for 2018 include: annual number of fatalities; rate of fatalities per 100 million vehicle miles traveled; annual number of serious injuries; rate of serious injuries per 100 million vehicle miles traveled; and annual number of non-motorized fatalities and non-motorized serious injuries. The targets were developed through a collaborative process between NIRCC and INDOT. The 2018 safety target setting process considered the impacts of economic recovery and increased vehicle mile of travel on crash rates and frequencies. As the economy rebounds in Indiana and throughout the nation, business growth, employment opportunities and freight distribution to satisfy sales of durable and non-durable goods all increase travel on the transportation system. This increase in vehicle miles of travel in turn increases the likelihood vehicular conflicts, with a likely result of more crashes.

The Transit Asset Management Plan for Citilink assessed the Useful Life Benchmarks (ULB) for the transit rolling stock and evaluated facilities utilizing the Transit Economic Requirements Model (TERM). TERM is a capital needs analysis tool developed by the Federal Transit Administration. It was developed to provide a consistent process to assess the current physical condition and future investment needs of a transit operators assets. TERM provides methodology for determining the State of Good Repair for rolling stock and transit facilities, assessing the backlog of investment and provides a 20-year projection of reinvestment need, and evaluates the impacts of variations in funding.

The process was applied to Citilink’s rolling stock and facilities to establish a 2016 baseline and set performance targets for 2017. Tables 2 and 3 display the 2017 targets for rolling stock and facilities.

<b>Table 2: Citilink and NIRCC – Transit Rolling Stock Performance Targets</b>				
<b>Rolling Stock</b>	<b>2017 Percent that Meet or Exceed ULB</b>	<b>2017 Target Percent that Meet or Exceed ULB</b>	<b>2017 Percent in State of Good Repair</b>	<b>2017 Target Percent in State of Good Repair</b>
Large Buses	12.50%	<b>12.50%</b>	100%	<b>90%</b>
Medium and Light Duty Buses	69%	<b>69%</b>	100%	<b>90%</b>
Specialized Vans	0%	<b>0%</b>	100%	<b>90%</b>
Non-Revenue Service Vehicles	64%	<b>64%</b>	86%	<b>80%</b>

<b>Table 3: Citilink and NIRCC – Facilities Performance Targets</b>				
<b>Facilities</b>	<b>2017 Percent Below Acceptable TERM Rating</b>	<b>2017 Target Below Acceptable TERM Rating</b>	<b>2017 Percent in State of Good Repair</b>	<b>2017 Target Percent in State of Good Repair</b>
Facilities	0%	<b>0%</b>	100%	<b>90%</b>
Passenger Shelters	0%	<b>0%</b>	100%	<b>80%</b>



The rolling stock includes: categories for large buses; medium and light duty buses; specialized vans used primarily by social service agencies for transporting elderly and/or disabled individuals; and non-revenue service vehicles. The amenities included in the facilities category are: administrative building; maintenance garage; storage barn; and passenger transfer station. A category for passenger bus shelters is provided independent of the other facilities.

The System Management Report will be expanded to cover the highway system and infrastructure performance measures in future updates of the Transportation Plan. The report will include additional information on target setting activities and the success of the transportation planning and project programming process to meet the respective targets. The assessment of meeting performance targets will be discussed including the re-evaluation and establishment of new targets.

## **Regional Goals, Objectives, Actions and Measures**

NIRCC's transportation planning process engages in activities that support a performance based planning and programming process. As the MPO, NIRCC has followed a collaborative process to set goals and objectives that align with national goals, and utilizes the Transportation Plan and Transportation Improvement Program to integrate goals and objectives into planning and programming activities. The Congestion Management Process (CMP) and use of performance measures for planning and analysis is one application of this process. Traffic and crash data collected and analyzed by NIRCC will assist in the monitoring and evaluation of performance measures. In conjunction with the federal performance management process, regional goals, objectives, actions and measures have been in place for several years. The regional process was designed to be consistent with the national performance measure process and current planning regulations.

### **Primary Goal of the Transportation Plan and Transportation Planning Process**

***Develop a safe, cost-effective transportation system that ensures mobility to all persons, enhances the quality of life in the region, supports planned growth, promotes economic development, and preserves the integrity and enhances the vitality of the human and natural environment.***

Individual goals have been developed with recognition of the need for balance between safety, security, mobility and accessibility, cost, and environmental impact in accordance with the prescribed planning factors. Planning and project development decisions will inevitably require the prioritization of goals and objectives through diverse methods to ensure consistency with preferred outcomes. Compromises and trade-offs will be necessary to achieve the desired balance of a safe and efficient multi-modal transportation system. The strategies and measures of effectiveness may require additional thought and refinement. The Transportation Technical Committee and Transit Planning Committee, as part of the ongoing transportation planning process, can provide more explicit details on the strategies and measures of effectiveness, including benchmark values and definitive standards for evaluating success.

Goals for each planning factor were developed in conjunction with objectives, implementation strategies, performance measures and the appropriate/responsible parties. While most of the goals and objectives are transportation oriented, a number are directed at land use and economic development policies that influence the performance of the transportation system and how the community grows. These policies are outside the jurisdiction of the Metropolitan Planning Organization, but are within the jurisdiction of its member agencies. The performance measures will be monitored to evaluate the success of each objective towards achieving the stated goal. Collectively, the more successful the region is in attaining the stated objectives and implementation strategies, the more successful the transportation system will be in meeting future travel demands in an effective and efficient manner.

**Planning Factor 1:**

**Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency**

**PF1 – Desired Outcome**

**Provide Economic Development Opportunity Areas with site appropriate multi-modal transportation infrastructure that ensures safe and efficient access.**

**Objective 1:**

Ensure efficient travel on preferred access routes connecting Opportunity Areas to one another and the Interstate System.

**Actions:**

- Evaluate signal timing and implement signal timing improvements where appropriate.
- Evaluate intersection radii and program intersection improvements as needed for safe and efficient truck turning movements.
- Assess need for additional capacity on access routes when acceptable service levels are not attainable through other congestion mitigation strategies.
- Assess the need for new roadways where necessary and appropriate to improve accessibility to Opportunity Areas.
- Evaluate and ensure the provision and enforcement of well-marked local truck delivery routes serving opportunity areas.
- Promote vehicular connectivity between developments within Opportunity Areas.

**Selected Measures:**

Travel time on access routes between Opportunity Areas and Interstate System.  
Travel time on access routes between Opportunity Areas.

**Objective 2:**

Plan for and ensure multi-modal access to and between opportunity areas.

**Actions:**

- Encourage the establishment of public transit routes connecting developed areas and Opportunity Areas.
- Coordinate and plan for the provision of connecting rail infrastructure within Opportunity Areas adjacent to rail corridors.
- Evaluate and coordinate the provision of transportation infrastructure that provides efficient access between Opportunity Areas and the Fort Wayne International Airport.
- Encourage the provision of pedestrian and bike infrastructure connecting Opportunity Areas to adjacent residential areas.

**Selected Measure:**

Increase the number of Opportunity Areas with efficient multi-modal access.

**Objective 3:**

Provide well-marked local delivery truck routes to Opportunity Areas.

**Actions:**

- Review and revise truck routes that provide access to Opportunity Areas.
- Designate truck routes with proper signage.

**Selected Measure:**

Provide local delivery truck routes to primary access points of all Opportunity Areas.

**PF1 – GOAL 2**

**Compact and mixed-use development supported by a multi-modal transportation network should be principal considerations for new development and redevelopment projects in the urbanized area to promote a walkable, sustainable and efficient development patterns.**

**Objective 1:**

Increase gross densities in urbanized areas by supporting and encouraging the establishment of compact mixed use development and supportive multimodal transportation infrastructure within and between new and existing mixed use developments.

**Actions:**

- Promote zoning, subdivision and traffic and street engineering standards that encourage compact mixed use development and multi-modal transportation infrastructure within existing urbanized areas.
- Coordinate the establishment of street and traffic engineering standards which require the provision of multi-modal transportation infrastructure within existing urbanized areas.
- Encourage redevelopment and infill development projects in areas already supported by multi-modal infrastructure that include mixed uses and increased land use density.

- Encourage Transit Oriented developments.
- Promote zoning and subdivision standards that incorporate transit friendly infrastructure.

**Selected Measures:**

Increase in gross population and housing density in urbanized areas by 2025.

Increase in number of mixed use areas and transit oriented developments.

**PF1 – GOAL 3**

**Support and promote transportation improvements in central business districts that enhance livability, tourism, and other economic development opportunities.**

**Objective 1:**

Encourage the maintenance and enhancement of existing public right of way infrastructure to align with existing plans and design standards.

**Action:**

- Ensure that transportation improvement plans and projects are consistent with downtown and business district plans and policies.

**Selected Measure:**

Number of projects in the downtown and business areas that have been reviewed and constructed in accordance with the goals and policies of relevant plans.

**Objective 2:**

Ensure that street improvement projects are designed to be consistent with and contribute to the economic vitality of downtown and business areas.

**Action:**

- Ensure that transportation improvement projects include elements that promote livability, are aesthetic, support pedestrian traffic, and provide for short-term on-street parking where possible.

**Selected Measure:**

Number of projects that increase access to businesses located in the Central Business District.

**Objective 3:**

Encourage a balance of travel modes in the downtown and business areas.

**Actions:**

- Ensure that transportation improvement plan designs include appropriate speed control and traffic calming features such as lane widths and streetscape enhancements.
- Evaluate loading zone locations to improve freight distribution and efficiency.

- Ensure that transportation improvements plans and projects are reviewed in alignment with the goals and policies of downtown and business district plans.
- Continue building on-street bike facilities and enhancing pedestrian and transit friendly infrastructure.
- Analyze the need and potential market for transit improvements in downtown and business areas.

**Selected Measures:**

Reduction of vehicle speeds on selected streets.

Number of completed bike and pedestrian infrastructure projects.

Completion of transit improvements studies for downtown and business areas.

**Planning Factor 2:**

**Increase the safety of the transportation system for motorized and non-motorized users**

**PF2 - GOAL**

**Ensure transportation facilities for all modes of travel are safe**

**Objective 1:**

Reduce the number of public roadway motor vehicle crashes.

**Actions:**

- NIRCC will maintain crash data and prepare crash analyses for problematic areas.
- High crash locations will be reviewed and evaluated for appropriate crash reduction strategies, strategies will be implemented through safety projects.
- Support improved driver education and safe driving campaigns.
- Implement systematic safety improvements at various locations in the metropolitan area to address safety issues that attribute to crashes.
- Develop/promote training for law enforcement officers to enhance data collection for crash incidents.

**Selected Measure:**

Total motor vehicle crashes per 100 million VMT. (MPA)

**Objective 2:**

Reduce the number of severe injury and fatal motor vehicle crashes.

**Actions:**

- NIRCC will maintain crash data and prepare crash analyses for serious injury and fatal crashes.
- Crash locations with unusually high serious injury and fatal crashes will be reviewed and evaluated for appropriate crash reduction strategies.
- Deploy safety improvements that show right-angle and head-on crash reduction attributes including cable barriers, center-line rumble strips, roundabouts and stronger

enforcement of traffic control violations.

**Selected Measures:**

Total number of fatalities

Rate of fatalities per 100 million miles traveled

Total number of serious injuries

Rate of serious injuries per 100 million miles traveled

**Objective 3:**

Reduce the number of fatal and serious injury crashes involving bicyclists and pedestrians.

**Actions:**

- NIRCC will maintain crash data and prepare crash analyses for crashes involving bicyclists and pedestrians.
- Crash locations with unusually high bicyclist and/or pedestrian crashes will be reviewed and evaluated for appropriate crash reduction strategies.
- Work with law enforcement agencies to address problem areas common violations that attribute to crashes involving bicyclist and pedestrians.
- Coordinate with local pedestrian and bicycle plans to close sidewalk and bicycle network gaps along major roadways.
- Support bicyclist and pedestrian safety education programs.
- Implement appropriate “complete street” concepts to provide safe bicycle and pedestrian facilities with roadway improvement projects.
- Support and promote the provision of adequate street lighting along streets in developed areas.
- Improve transit stops by provided adequate access and pedestrian facilities.
- Support and encourage sidewalk connectivity near schools and universities.
- Design street and intersection improvements with safety features to improve.

**Selected Measures:**

Total number of non-motorized fatalities.

Total number of non-motorized serious injuries.

**Planning Factor 3:**

**Increase the security of the transportation system for motorized and non-motorized users**

**PF3 - GOAL**

**Develop a transportation system that remains secure and operational during natural and man-made disasters.**

**Objective 1:**

Include transportation related security projects in the regional ITS Architecture.

**Actions:**

- Continue implementation for the ITS Architecture.
- Consult with appropriate agencies to review and update ITS Architecture with appropriate security related projects.

**Selected Measure:**

Number of security related ITS projects implemented.

**Objective 2:**

Work with area emergency preparedness and disaster response agencies to identify high priority emergency and evacuation routes.

**Actions:**

- Utilize travel demand modeling capabilities to help identify safe and efficient emergency and evacuation routes.
- Identify transportation improvements that will facilitate safe and efficient emergency and evacuation routes.

**Selected Measure:**

Identify and map high priority emergency and evacuation routes.

**Objective 3:**

Identify strategic transportation infrastructure and available resources needed to improve emergency preparedness.

**Actions:**

- Consult with transportation agencies, emergency responders and emergency preparedness agencies to identify strategic infrastructure and needed resources.
- Identify transportation projects that improve security of strategic infrastructure and support emergency response.

**Selected Measure:**

Maintain lists of available resources and identify strategic infrastructure.

**Planning Factor 4:**

**Increase the accessibility and mobility of people and freight**

**PF4 – GOAL 1**

**Transportation system users will have convenient and efficient multi-modal access within and through the metropolitan area**

**Objective 1:**

Maintain level of service “D” or better during peak travel periods on major traffic corridors.

**Actions:**

- Utilize Congestion Management Process to conduct systemic analyses on “major traffic corridors” to assess peak service levels.
- Implement signal upgrades, re-timings and coordination projects to improve traffic flow based on service level assessments that incorporate impacts on transit service and freight movement within the region.
- Encourage multiple modes of travel in place of personal vehicle use.
- Continue to expand network of bicycle and pedestrian infrastructure as a mechanism to reduce motor vehicle traffic.
- Provide additional travel lanes on major traffic corridors when additional capacity is warranted.

**Selected Measures:**

Duration of unacceptable service level on defined “major traffic corridors.”

Peak hour travel times on defined “major traffic corridors.”

**Objective 2:**

Improve pedestrian facilities throughout the metropolitan area by expanding access to the transportation network in ways that respect the diverse levels of physical ability in the community.

**Actions:**

- Promote compliance with local development standards that require sidewalks as part of new development.
- Support development standards that require dedicated pedestrian facility infrastructure that connect the public right of way with building entrances.
- Continue to install and replace curb ramps in accordance with the Public Right of Way Accessibility Guidelines (PROWAG) standards.
- Fill gaps in the sidewalk and trail infrastructure and repair deteriorated and non-compliant sidewalks according to local and state pedestrian and trail plans.
- Install actuated count-down audible pedestrian signals with piano key style crosswalks at intersections with high traffic and pedestrian volumes.
- Prioritize the development of sidewalk and trail access to transit stops.

**Selected Measures:**

Number of replacement and new curb ramps constructed.

Number of accessible sidewalk and trail improvements.

Number of transit stop improvements that include sidewalk facilities to the stop, shelters and/or pedestrian facilities to the curb.

Linear feet of newly constructed sidewalk and trail.

Number of intersections improved by installation of actuated count-down audible pedestrian signals and piano-key style crosswalk markings.

**Objective 3:**

Continue and improve reliable and convenient fixed-route and demand-response transit service in the Urban Area. Specific improvements include, reducing headways, expanding service hours,



expanding service distribution and improving transit stop facilities.

**Actions:**

- Construct bus shelters at high-use stops on fixed route transit lines with appropriate sidewalk access
- Use smart-phone and other technology to provide real-time service information for fixed route transit service and explore application for demand response service.
- Identify and secure sustainable funding sources to reduce fixed-route headways, extend service hours, and expand service areas.
- Review and evaluate service delivery options to maximize service efficiency and coverage.

**Selected Measures:**

Number of transit trips per service provider

On-time service performance by route.

Transit headways by route.

Number of service hours per week.

Number of high-use bus shelter improvements.

Percentage of urban population within ½ mile of the fixed-route transit network.

**Objective 4:**

Improve truck and freight mobility and distribution within the urban area that minimizes disruption to residential neighborhoods and reduces impacts to other modes of transportation.

**Actions:**

- Continue to provide a well-defined local truck route delivery system.
- Periodic review and evaluation of the truck route system.
- Evaluate loading zones in Central Business Districts to improve freight distribution and efficiency.

**Selected Measure:**

Truck volumes and truck percentages on selected corridors.

**Objective 5:**

**Improve connectivity and access to the trail network, develop and maintain additional bicycle infrastructure to support active modes of travel.**

**Actions:**

- Continue strategic expansion of trail system.
- Provide additional bike lanes, bike routes and shared lanes in the metropolitan area.
- Repair and maintain existing bicycle infrastructure.
- Measure intersection service levels for bicyclists and pedestrians at locations that relate to existing and planned bike facilities.
- Install bike racks and other storage facilities at strategic destinations in the Metropolitan Area.

**Selected Measures:**

Miles of new bicycle infrastructure.

Miles of repaved and repaired bicycle infrastructure (trails and bike lanes).

Number of major destinations that provide secure bike storage.

**Planning Factor 5:**

**Protect the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns**

**PF5 – GOAL 1**

**Improve the safety and convenience of multi-modal transportation options to reduce single occupancy vehicle trips.**

**Objective 1:**

Increase the miles of bicycle and pedestrian facilities.

**Actions:**

- Construct new and maintain existing facilities and make provisions for future connectivity.
- Implement recommendations of state and local bike, trail, and pedestrian plans.
- Collaborate with Fort Wayne Trails and other private sector partners to promote bike-ped facilities.

**Selected Measures:**

Miles of trails.

Miles of bike lanes.

**Objective 2:**

Provide transit service within ½ mile for 90% of the population within the Urban Area.

**Actions:**

- Encourage, compact redevelopment and infill within ½ mile of transit routes.
- Expand the Citilink service area to include the entire urban area.

**Selected Measures:**

Population, households and employment within ½ mile of transit routes.

Number of new or expanded transit routes.

**Objective 3:**

Ensure new developments within the Metropolitan Area provide sidewalks and/or trails along

roadway frontages (internal and external) through construction of, or a reservation of land and funds for construction.

**Actions:**

- Support subdivision ordinances and enforcement of sidewalk or trail requirements in new commercial and residential developments.
- Encourage redevelopment and infill development adjacent to existing pedestrian facilities.

**Selected Measure:**

Miles of new sidewalks and trails constructed.

**PF5 – GOAL 2**

**Apply sustainable principals to transportation planning and engineering activities that promote environmental stewardship and energy conservation.**

**Objective 1:**

Continue to maintain air quality attainment status and remain below the National Ambient Air Quality Standards.

**Actions:**

- Promote alternative transportation modes including transit, cycling and walking.
- Evaluate ridesharing, bike sharing, car sharing and park and ride programs in the urban area.
- Reduce vehicle emissions through intersection improvements and constructing roundabouts at appropriate locations.

**Selected Measure:**

Number of annual occurrences where regional air pollutants exceed the National Ambient Air Quality Standards.

**Objective 2:**

Support infill development and redevelopment efforts within the Urban Area.

**Actions:**

- Provide appropriate transit, bicycle, pedestrian and vehicular access to undeveloped sites in the Urban Area.
- Provide appropriate transit, bicycle, pedestrian and vehicular access for redevelopment of selected locations.

**Selected Measure:**

Number of transportation projects associated with infill and redevelopment projects.

### **Objective 3:**

Improve water quality by controlling stormwater and mitigating salt, oil and fuel contamination.

#### **Actions:**

- Limit development and transportation projects that alter floodplains and wetland habitats.
- Reduce and mitigate non-point sources of roadway related pollution.
- Install green infrastructure (rain gardens etc.) into transportation design as a means to mitigate and cstormwater.

#### **Selected Measures:**

Water Quality Reports and impaired waterways.

Number of transportation projects that implement “green” stormwater infrastructure.

### **Planning Factor 6:**

**Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight**

#### **PF6 – GOAL**

**Provide transportation system users with an integrated transportation network that provides access to and between street, trail, transit, sidewalk, rail and air transportation infrastructure and ensure connectivity within, and between the various networks.**

### **Objective 1:**

Improve highway, trail, bicycle and sidewalk infrastructure by filling gaps and constructing new links to provide for system connectivity.

#### **Actions:**

- Identify and prioritize gaps and important links in accordance with local bicycle and pedestrian plans to improve system connectivity.
- Develop a schedule for construction of trail, bicycle and sidewalk infrastructure.
- Identify and secure funding to meet objectives.

#### **Selected Measure:**

Number of system gaps removed.

Number of new links connecting to existing infrastructure.

### **Objective 2:**

Provide safe and efficient highway access to truck, transit, air and rail terminals for freight and passenger service.

**Actions:**

- Review access to major truck, transit, air and rail terminals for accessibility and mobility issues and determine appropriate improvements.
- Build and modify transportation infrastructure to improve access and mobility.

**Selected Measures:**

Corridor and intersection level of service near terminals.

Number of accidents along primary access routes.

**Objective 3:**

Provide a transportation system that integrates the needs of freight, transit, cycling, walking, passenger rail, and passenger vehicle travel.

**Actions:**

- Review programs, plans and projects for opportunities to integrate transportation systems.
- Develop and implement programs and projects that improve system integration.

**Selected Measure:**

Number of projects that integrate multiple transportation modes.

**Planning Factor 7:**

**Promote efficient system management and operation**

**PF7 – GOAL**

**Minimize travel impedance and maximize available system capacity through well maintained infrastructure and efficient operations to ensure dependable and reliable service.**

**Objective 1:**

Properly maintain transit, street, bridge, sidewalk, trail and bicycle infrastructure in safe operating conditions to prevent travel inefficiencies.

**Actions:**

- Maintain pavement and surface management for streets, sidewalks and bicycle systems.
- Ensure all bridges are in safe operating conditions for the intended users.
- Ensure regular transit vehicle inspections and appropriate maintenance.

**Selected Measures:**

Pavement (streets, sidewalks and trails) in good condition.

Bridge Inventory and Sufficiency Rating.

Transit vehicle breakdowns.

Percent of transit vehicles in good “state of repair.”

**Objective 2:**

Minimize impacts of construction activities and non-reoccurring incidents to system users (transit, trail, sidewalk, bike, freight, rail and passenger vehicle).

**Actions:**

- Promote and implement incident management techniques such as quick clearance, work zones, weather management systems and traditional traffic operations and processes.
- Manage construction schedules within the region amongst state and local agencies to minimize transportation disruptions.

**Selected Measures:**

Number of road closures due to crash incidents.

Duration of road closure due to crash incidents.

**Objective 3:**

Build sustainable infrastructure that is not prone to natural hazards and recurring maintenance/construction activities.

**Actions:**

- Utilize modeling and analytical tools to determine cost effective and sustainable construction designs based on infrastructure type and use.
- Promote cost effective construction design that minimize maintenance and replacement costs.
- Promote cost effective capital procurement to minimize maintenance and replacement costs.

**Selected Measure:**

Compare miles of roadway with pavement conditions that are at or above good.

**Objective 4:**

Eliminate at-grade rail crossings along primary corridors and at other locations where conflicts exist.

**Action:**

- Work with cities, counties and rail companies to evaluate and propose improvements or elimination of at-grade crossings.

**Selected Measure:**

Number of at-grade crossings improved or eliminated.

**Objective 5**

Promote the use of transit, rail, bike and walking to decrease congestion at peak hours.

**Actions:**

- Market the benefits of transit, bike, and walking versus passenger vehicle travel to the

- community.
- Encourage increased walking, transit and bike use through the installation of infrastructure such as transit stop improvements, bike racks and lanes, and sidewalks.

**Selected Measure:**

Number of transit stop improvements, bike racks, bike lanes and sidewalk infrastructure projects.

**Objective 6:**

Develop and deploy Intelligent Transportation System (ITS) technologies to improve system performance and traveler information.

**Action:**

- Utilize tools such as incident management, work zones, weather management systems and traditional traffic operations to improve efficiency

**Selected Measure:**

Travel time along primary corridors.

**Planning Factor 8:**

**Emphasize the preservation of the existing transportation system**

**PF8 - GOAL 1**

**Maintain the existing transportation infrastructure and capital resources to maximize and exceed their expected useful life.**

**Objective 1:**

Rehabilitate, reconstruct and replace transit, street, bridge, sidewalk, trail and bicycle infrastructure and capital as appropriate to maintain safe and efficient operating conditions.

**Actions:**

- Pavement and surface management for streets, sidewalks and bicycle systems.
- Inspect and maintain all bridges to safe operating conditions for the intended users.
- Transit vehicle inspection, maintenance and repair program.

**Selected Measures:**

Miles of repaved and reconstructed roadways.  
 Number of rehabilitated and replaced bridge structures.  
 Increase in number of transit vehicles in-service hours.  
 Miles of trail and sidewalk repaired/replaced.

**Objective 2:**

Promote maintenance programs that extend the useful life of transportation capital and infrastructure.

**Actions:**

- Administer pavement and bridge preservation and maintenance programs.
- Administer sidewalk and trail preservation and maintenance programs.
- Administer transit vehicle maintenance and preservation programs.

**Selected Measures:**

Age and mileage of replaced transit vehicles.

Bridge age and sufficiency rating.

Age and condition of roadway surface at time of resurface/replacement.

**Objective 3:**

Maximize available highway capacity before considering adding travel lanes.

**Actions:**

- Signal improvements and modernization.
- Continue implementation of access management and control measures.

**Selected Measures:**

Peak period level of service.

Volume to capacity ratio.

**Objective 4:**

Promote infill development in densely populated urban areas through infrastructure preservation projects.

**Action:**

- Identify and construct transportation improvement projects that support infill developments in the urban area.

**Selected Measures:**

Increase in property values in urban areas.

Number of transportation projects in densely populated areas.

**Planning Factor 9:**

**Improve the resiliency and reliability of the transportation system and reduce or mitigate storm-water.**

**PF9 - GOAL 1**

**Maintain the existing transportation infrastructure and capital resources to maximize and exceed their expected useful life, minimize damage from disasters and reduce storm water runoff and its environmental impacts.**



**Objective 1:**

Promote pavement and bridge management plans infill development in densely populated urban areas through infrastructure preservation projects.

**Action:**

- Identify and construct transportation improvement projects that support road, bridge and trail maintenance.

**Selected Measures:**

Miles of preventative surface treatments on roads, bridges and trails.

Miles of resurfaced and reconstructed roads and trails.

Number of rehabilitated bridges.

**Objective 2:**

Promote the maintenance and preservation of transit vehicles.

**Action:**

- Support routine inspection, maintenance and repair activities for all transit and para-transit vehicles.

**Selected Measures:**

Miles between major maintenance occurrences.

Years beyond useful life expectancy that vehicle remains in a Good State of Repair.

**Objective 3:**

Promote infrastructure investment that minimizes infrastructure damage from likely natural and manmade disasters.

**Actions:**

- Build and protect infrastructure from flooding events.
- Maintain contingency plans for utilizing transit infrastructure for evacuation purposes.

**Selected Measures:**

Number of projects designed to elevate infrastructure above anticipated flood levels.

Current contingency plan for transit vehicle use in evacuation operations.

**Objective 4:**

Promote green infrastructure that reduces and treats storm water runoff.

**Actions:**

- Incorporate storm water management strategies into infrastructure design.
- Properly manage storm water during infrastructure construction.

**Selected Measures:**

Number of projects that include effective storm water management provisions.  
Number of project construction areas the properly manage storm water.

**Objective 5:**

Maintain a Continuation of Operations Plan (COOP) to assist in disaster recovery efforts.

**Action:**

- Ensure COOP is current and relevant to potential threats.

**Selected Measure:**

Up to date COOPs and disaster recovery procedures.

**Planning Factor 10:**

**Enhance travel and tourism.**

**PF10 - GOAL 1**

**Maintain a multi-modal transportation system that affords mobility and access to alternative travel modes for visitors to the metropolitan area.**

**Objective 1:**

Promote transit, pedestrian and bicycle accessibility and mobility to areas of interest to tourists visiting the metropolitan area.

**Actions:**

- Develop, enhance and promote wayfinding signs and systems to direct residents and tourists to points of interest.
- Maintain information on transit system usage and routes that provide access to regional points of interests

**Selected Measures**

Number of wayfinding signs and systems.

## Study Process

The study process used to develop the long-range transportation plan update was based upon the following work phases.

1. Forecast of Socioeconomic Data - Year 2040
2. Forecast Year 2040 Travel Demand
3. Develop and Evaluate Alternative Projects
4. Refine the Selected Plan
5. Selection of the Recommended Plan

An inventory and analysis was conducted of existing and future socioeconomic data necessary to set the stage for plan development. The projected socioeconomic data allowed for the forecasting of future travel demands. These demands were analyzed on the transportation system as adopted in the current 2035 Transportation Plan and ultimately on the transportation system as proposed by the selected 2040 Transportation Plan.

As a result of these analyses, projects were identified which would eliminate or significantly improve problems with the existing road and transit networks. The list of projects were reviewed and screened by the Urban Transportation Advisory Board (UTAB). Alternative plans and concepts were developed and evaluated. Based upon the findings of this evaluation and the planning, policy, and engineering judgments of the Urban Transportation Advisory Board, Transportation Technical Committee, and Transit Planning Committee, a final plan was selected.

The technical work phases of the 2040 Transportation Plan are documented more thoroughly in the following chapters. This report serves as a guide to, and a summary of, the technical background information produced during the plan update. For a comprehensive review of the long-range transportation planning process as it has evolved for the Fort Wayne/New Haven/ Allen County area, please consult the following documents.

- 2035 Transportation Plan
- 2030-II Transportation Plan
- 2030 Transportation Plan
- 2025 Transportation Plan
- Technical Report for the Fort Wayne-Allen County-New Haven Planning Area May 2000
- 2015 Transportation Plan
- Technical Report for the Fort Wayne-Allen County-New Haven Planning Area, June 1996
- Allen County 2010: A Transportation Plan for the Metropolitan Area
- Technical Report, May 1992
- Fort Wayne/New Haven/ Allen County Long-Range Transportation Study Update(2005 Plan)
- Final Report, June 1986
- Fort Wayne/New Haven/ Allen County Long-Range Transportation Study Update (2000 Plan)
- Final Report, April 1981
- Fort Wayne-New Haven-Allen County Transportation Study,(1990 Plan), 1971.

All of these reports were prepared by the Northeastern Indiana Regional Coordinating Council as part of the metropolitan transportation planning process.

# Report Organization

The technical report documents the process for the long-range transportation plan as well as the plan itself. The report is organized into nine chapters:

**Chapter 2** – discusses the base year and planning year socioeconomic data used to forecast future transportation needs and to identify improvements to meet those needs.

**Chapter 3** – presents the travel forecasting procedures for the year 2040 transportation system. It describes in detail how these travel forecasts were developed and the significance of the findings.

**Chapter 4** – documents the evaluation of the alternative transportation sketch plans. This section includes a discussion of new road projects and transit proposals, and the results of the network testing of the alternatives.

**Chapter 5** – discusses the public and government agency input obtained throughout the development of the plan update. Factors that affected the selection of the recommended plan are presented. This chapter includes sections on public participation, environmental justice, MAP-21 broad areas, and livable communities.

**Chapter 6** – presents the selected 2040 long-range transportation plan and recommended policies and improvements. This chapter includes the Pedestrian and Bicycle Plan and a discussion on Intelligent Transportation System technology for the metropolitan area.

**Chapter 7** – Safety Management

**Chapter 8** – Environmental Mitigation

**Chapter 9** – Freight Management

**Chapter 10** – presents some future implications and effects of the long-range transportation plan, status of previous plan implementation, and discusses new strategies for managing urban congestion.

**Appendix A** – Congestion Management Program

**Appendix B** – 2015 Socioeconomic Data

**Appendix C** – 2040 Socioeconomic Data

**Appendix D** – Access Standards Manual 2011

**Appendix E** – Roadway Design Standards

**Appendix F** – Local Project Cost

**Appendix G** – Bus Fort Wayne Plan

**Appendix H** – The Coordinating and Transportation Services Guide

**Appendix I** – Coordinated Public Transit-Human Services Transportation  
Plan for Allen County

**Appendix J** – Public Participation – Comments and Responses

**Appendix K** – Pedestrian component of the Transportation Plan\Bicycle  
Parking Recommendation Policy

*Appendix L* – Environmental Document Data Citations  
*Appendix M* – Air Quality Conformity Determination

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## Chapter 2

### **BASE AND PLANNING YEAR SOCIOECONOMIC DATA**

Reliable data for the base year (2015) and estimates of the planning year (2040) socioeconomic data are essential to the transportation planning effort. The travel demand models were initially tested and calibrated utilizing 1979 data. The model was subsequently re-evaluated for accuracy utilizing 1980, 1985, 1995, 2000 and 2010 socioeconomic conditions. As part of the development of the 2040 Transportation Plan, the model was evaluated using the 2015 base year data. Reasonable results were obtained from modeling the 2015 data.

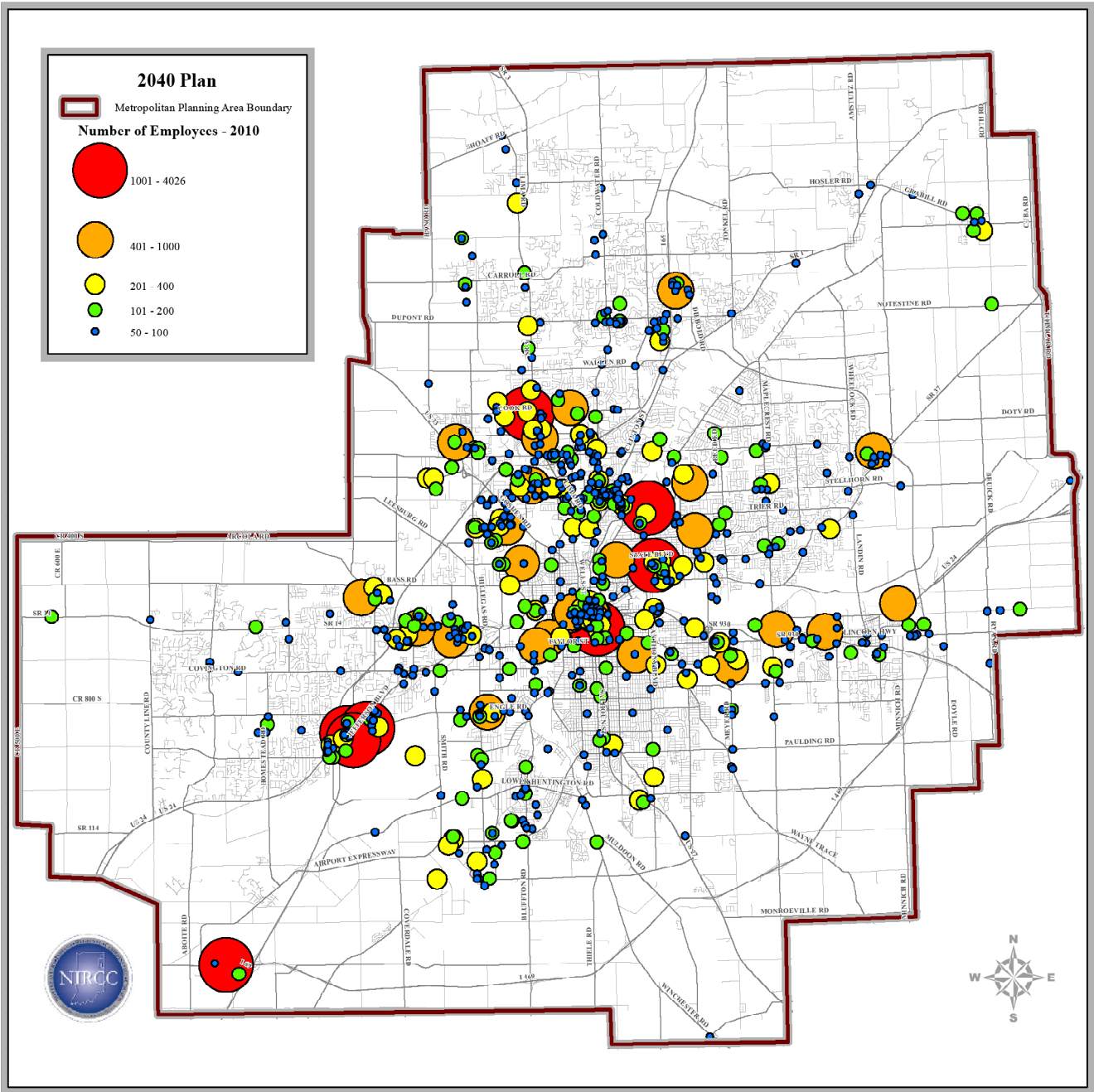
The planning year estimates were used to forecast future transportation needs and to identify transportation improvements necessary to meet those needs. The socioeconomic data developed for this study included estimates of population, households, auto ownership, and employment. Existing and projected land uses are an important input to the transportation plan due to the close relationship between land use and travel demands. The growth and location of future employment was determined utilizing existing employment as a template. The location of employment is one of the critical pieces of demographic information used for transportation planning purposes. The location of 2010 employment from Indiana Business Research Center - Kelley School of Business, is shown in Figure 3. The location of 2015 employment from InfoUSA data obtain from INDOT, is shown in Figure 4.

The aggregate socioeconomic estimates were made for small areas within the Metropolitan Planning Area for planning purposes. These areas are referred to as traffic analysis zones (TAZs). Traffic analysis zones are designed to represent similar land uses and are utilized for travel demand forecasting. The traffic analysis zones are displayed in Figure 5. There are a total of 471 traffic zones in the Metropolitan Planning Area (MPA). In addition, there are 31 external stations that represent points of entry and exit around the perimeter of the MPA.

The structure of the traffic analysis zones was based upon the following criteria:

1. The location and concentration of population and employment.
2. The availability of demographic, economic, land use and natural resource data.
3. The ability of the traffic zone boundary alignment to conform to major street alignments.
4. The direct allocation of complete census block data without a need for splitting census data.

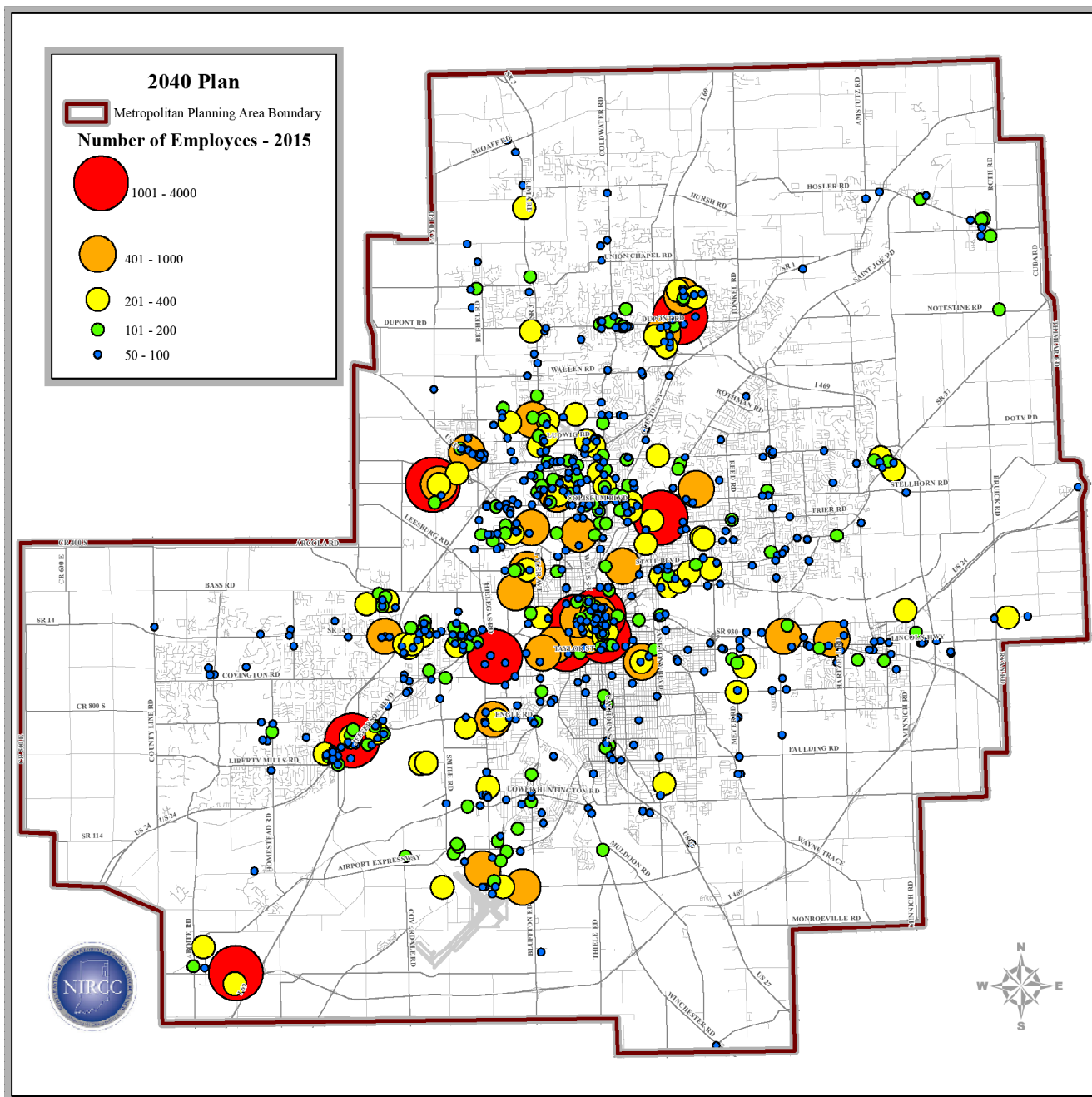
The accuracy and level of detailed socioeconomic estimates ensure that reliable and efficient transportation service plans can be provided to meet future needs of the metropolitan area.



**Figure 3**

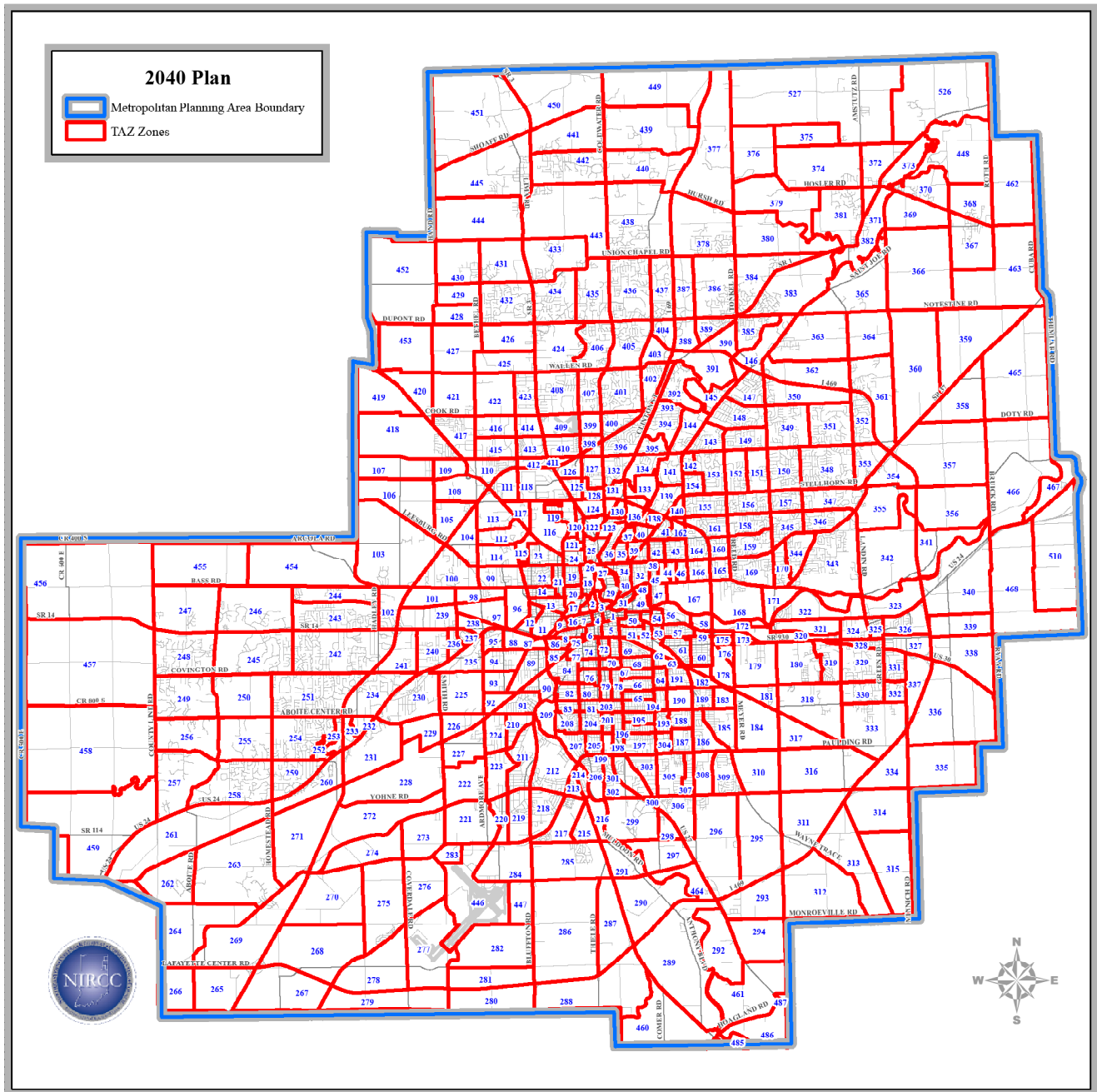
**Employment Locations for 2010**





**Figure 4**

**Employment Locations for 2015**



**Figure 5**  
**Traffic Analysis Zones**

## **Base Year 2015 Estimates**

The year 2015 was established as the base year for this transportation plan update. Comprehensive socioeconomic data including population, households, automobile ownership, and employment data was established for 2015. The socioeconomic data has been collected and monitored since the early 1970's based upon Census information and other data sources. This information is useful in monitoring recent trends and projecting future socioeconomic conditions.

The 2010 Census information provides the most comprehensive and accurate population and housing data available. Based on Census Tract and Census Block statistics, data for both Allen County and the Metropolitan Planning Area can be obtained. The MPA is primarily within the geographical area of Allen County and is mainly influenced by the development activity in Fort Wayne and Allen County. The portion of the Metropolitan Planning Area in Allen County includes approximately 94% of the total population and households residing within Allen County.

The 2000 Census information indicated that the Fort Wayne Urbanized Area in Allen County had expanded west to the boundary with Whitley County. In addition, Census criteria designated a small portion of Huntington County in the Fort Wayne Urbanized Area. This area is actually very rural in nature but due to the population density and proximity to the adjacent urban area, it was defined as urban. Therefore portions of Whitley and Huntington County have been included in the MPA for analysis purposes.

American Community Survey (ACS) - census data served as the foundation for developing reliable population, housing and automobile ownership estimates for the 2015 base year. Recent trends in population growth estimated by the U.S. Census Bureau shows Allen County with a 2015 population of 370,226, and increase of 14,897 from the 355,329 population in 2010. This represents a 4.2% increase over the five-year period and correlates to an average annual growth rate of approximately 0.82%.

The 2015 ACS data reported 144,383 households in Allen County. This represents an increase of 6,532 new households over the five-year period from 2010. This represents a 4.7% increase that correlates to an average annual growth rate of 0.93 percent. The overwhelming majority of housing growth was in new suburban subdivisions and apartment complexes within the MPA. The estimates of the 2015 socioeconomic variables for each traffic zone are presented in Appendix B. The methodology used for preparing these estimates is discussed in the following narrative.

## **Population**

The population figures for base year 2015 were derived from 2015 census block statistics estimates for the Metropolitan Planning Area. The 2015 census block statistics estimates were aggregated to represent the population of individual traffic zones within the Metropolitan Planning Area.

## **Households**

The primary source for base year household data for the Metropolitan Planning Area was the 2010 census block information. This data was compiled exactly like the population figures to determine the extent of housing activity within each traffic zone. The total number of new Improvement Location Permits (ILP's) were added and the total demolitions were subtracted to establish the 2015 base values. This data was obtained from the Allen County Department of Planning Services.

## **Automobile Ownership**

Vehicle ownership information for metropolitan area was obtained from the Indiana Bureau of Motor Vehicles for the 2010 base year. The number of automobiles per traffic zone was calculated using vehicle per household ratios based on historical data and census information. The ratios were reviewed and refined based on the relationship of household incomes specific to individual traffic zones and automobile ownership. Each zone was evaluated and compared to an aggregate control total to ensure a fair distribution of vehicles.

## **Employment**

The primary source of 2015 employment data was information obtained from the InfoUSA data that was obtained by the Indiana Department of Transportation (INDOT). The employment locations were allocated to the proper traffic zone. A list of employment by category and by traffic zone was derived from this inventory for the Metropolitan Planning Area.

The employment data was further stratified by North American Industry Classification System (NAICS) Codes. Based on these codes, employment was grouped into four major categories: industrial, service, retail and office. Industrial employment includes construction, manufacturing, warehousing, and wholesale trades. The service category employment includes: education, administration, accommodations, eating and drinking establishments; and arts and entertainment. The retail category includes: food, bakery, and dairy stores; general merchandise retailing; motor vehicle retailing; service stations and repair services; and other retail trades. The office category employment includes: finance, real estate, health care, and public administration.

## **Schools and Universities**

Enrollment information was collected for all K-12 schools and major universities within the county. The data was allocated by TAZ and used as special generators for trip generation and distribution.

## **Planning Year 2040 Projections**

General planning assumptions based upon current and historical trends are developed to guide the projected socioeconomic conditions for the horizon year, 2040. Planning assumptions were utilized in estimating

the socioeconomic conditions for all previously developed Transportation Plans. Similar assumptions have been developed to predict how the metropolitan area will grow and change through the year 2040.

The Northeastern Indiana Regional Coordinating Council transportation planning staff met with various planning groups and reviewed demographic data to assist in drafting the planning assumptions. Areas of discussion and review included: downtown Fort Wayne re-development efforts; area housing plans and neighborhood revitalization efforts; economic development activities, issues and target areas; socioeconomic forecasts; utility infrastructure plans; housing and business development trends; floodplain, wetland, and ground water concerns; and land use development strategies. The comprehensive development plans, re-development plans, and economic development plans were reviewed as part of this process and provided direction in the distribution of socioeconomic data. This process helps to reinforce and/or re-write the planning guidelines and assumptions for the transportation plan. The following narrative describes the basic assumptions governing the anticipated growth and change in the metropolitan area during the next 22 years.

1. Information released from the U.S. Bureau of the Census indicates that nationally, the average number of persons per household has steadily decreased over the last thirty years. As the nation slows in population growth, it is assumed that the ratio will level off and remain fairly constant. The 1990 census revealed a ratio with the City of Fort Wayne reporting in at 2.43, the City of New Haven at 2.73, and the remainder of Allen County at 2.92. The 2000 census shows the ratio for Fort Wayne at 2.41, New Haven at 2.51, and the remainder of Allen County at 2.80. The 2015 ACS data shows the ratio for Fort Wayne at 2.39, New Haven at 2.45, and the remainder of Allen County at 2.71. It is anticipated that the persons per household ratio is beginning to stabilize. The average ratio for Allen County is estimated to be 2.44 in 2040. The ratio for the Metropolitan Planning Area will be slightly lower. The persons per household ratio for the year 2040 will be approximately 2.42 for the Metropolitan Planning Area.
2. Planning efforts within Allen County including the Cities of Fort Wayne and New Haven will be able to influence the direction and magnitude of development. The communities of Grabill, Hometown, and Leo-Cedarville will also impact development in the Metropolitan Planning Area. The majority of all development will occur in, or immediately adjacent to the urban area. This pattern of urban development will serve to limit sprawl and help preserve prime agricultural land. Development will take place in areas with suitable soil types.
3. Population growth within the current corporate limits of Fort Wayne will occur primarily in areas currently undeveloped and zoned for residential use. Moderate population growth is also anticipated in neighborhoods where revitalization actions are implemented. It is assumed that all usable residentially zoned property currently within Fort Wayne will be developed by the year 2040.
4. Downtown Fort Wayne revitalization efforts will continue throughout the central business district and surrounding area. The Fort Wayne Downtown Development Plan provides the blueprint for how new and revitalized development will occur. Residential development and re-development

will be encouraged in specific areas of the central business district and central city. The New Haven downtown business district will continue to provide business and limited retail opportunities.

5. A decline in population and housing due to federal restrictions on construction and reconstruction in floodplains will affect areas adjoining the rivers. Local floodplain management activities will conform to the federal specifications. Limited development will occur in floodplain areas. A floodplain map is displayed on Figure 6.
6. The limited amount of available land in St. Joseph Township will be developed for residential and commercial purposes. Aboite Township will continue to grow with new residential and limited commercial development in the western portion of Allen County. Cedar Creek and Perry Townships in the northern and northwestern sections of the urban area are expected to experience intense development through the year 2035. Residential development will also occur in the southern portion of Lake Township and the northern section of St Joseph Township.
7. The majority of new industrial development will occur in designated Industrial Parks, identified Industrial Sites, and Economic Development Areas. This includes significant industrial development on available land adjacent to and surrounding the Fort Wayne International Airport. Other areas where significant industrial development is anticipated to occur include: southeast of the east-end industries along Adams Center Road; northwest of Interstate 69 in the Huguenard Road/Cook Road area; and east of New Haven and Interstate 469 along the Dawkins Road Corridor. The Metropolitan area will continue to attract new industry; however growth will also occur from the expansion of existing facilities. Industrial Parks and Industrial Sites are displayed on Figure 7.
8. People will be more energy and environmentally conscious and purchase vehicles that yield higher mile per gallon fuel efficiency ratios and lower emissions. The national average ratio of automobiles per household increased significantly throughout the 1980's and 1990's. It is expected that this ratio will soon stabilize and remain fairly constant. The current ratio for the Metropolitan Planning Area as a whole is approximately 1.91 vehicles per household. The anticipated ratio for the year 2040 will remain the same.
9. The urbanized area will continue to be the focal point for residential, commercial and industrial growth. It is anticipated that the urban area population will continue to grow at a higher rate than the surrounding rural portions of Allen County. Population statistics show that 92 percent in 1990, 93 percent in 2000, and 94 percent in 2010 lived within the MPA. The urban area share of total population will continue to increase slightly through the year 2040.
10. Development will occur along Interstate 469, with concentrations of intense development near the major interchanges. The accessibility afforded by Interstate 469 is attractive for business development. The projected development along this corridor is associated with interstate type facilities. Development will also occur along the Airport Expressway corridor and near the Fort Wayne International Airport. Development will be attracted to this area to take advantage of the Airport and Interstate accessibility.

The 2040 socioeconomic conditions for the Metropolitan Planning Area were developed following these basic assumptions. The preliminary projections of future conditions were developed for the planning period

with a horizon year of 2040. Control totals were established as reasonable ceilings for socioeconomic variables such as population, households, vehicle ownership, and employment. The projections were adjusted to reflect the characteristics of individual areas within the Metropolitan Planning Area. The methodology for preparing these projections is contained in the following discussion. A table displaying the year 2040 socioeconomic data is provided in Appendix C.

## **Population**

The history of establishing population control totals for the transportation plans provides some insight into the methods and modifications that have transcended from plan to plan. The development of a population control total for the Year 2000 Plan was conducted using the Cohort Survival method. This process was jointly completed in the late 1970's by the Allen County Plan Commission, Fort Wayne Community Development and Planning Department, and Northeastern Indiana Regional Coordinating Council. Through these efforts, a year 2000 population control total of 388,953 was established for the metropolitan area. Upon completion of the 1980 census, the population projection was revised due to less than anticipated growth. The control total was scaled down to 338,313.

A population control total of 340,492 was developed in 1986 for preparation of the Year 2005 Transportation Plan. This figure was considered somewhat conservative at this time estimating an average yearly population growth of approximately 1.3 percent. The 1990 census information indicated population growth in the metropolitan area had diminished further than anticipated. In 1992, the need to further scale down future population projections led to the development of a year 2010 population control total of 315,289 for the Metropolitan Planning Area. The population control total of 347,916, set for 2015, followed the assumption of moderate growth. This assumption provided for a relatively stable conservative growth rate of less than one percent per year.

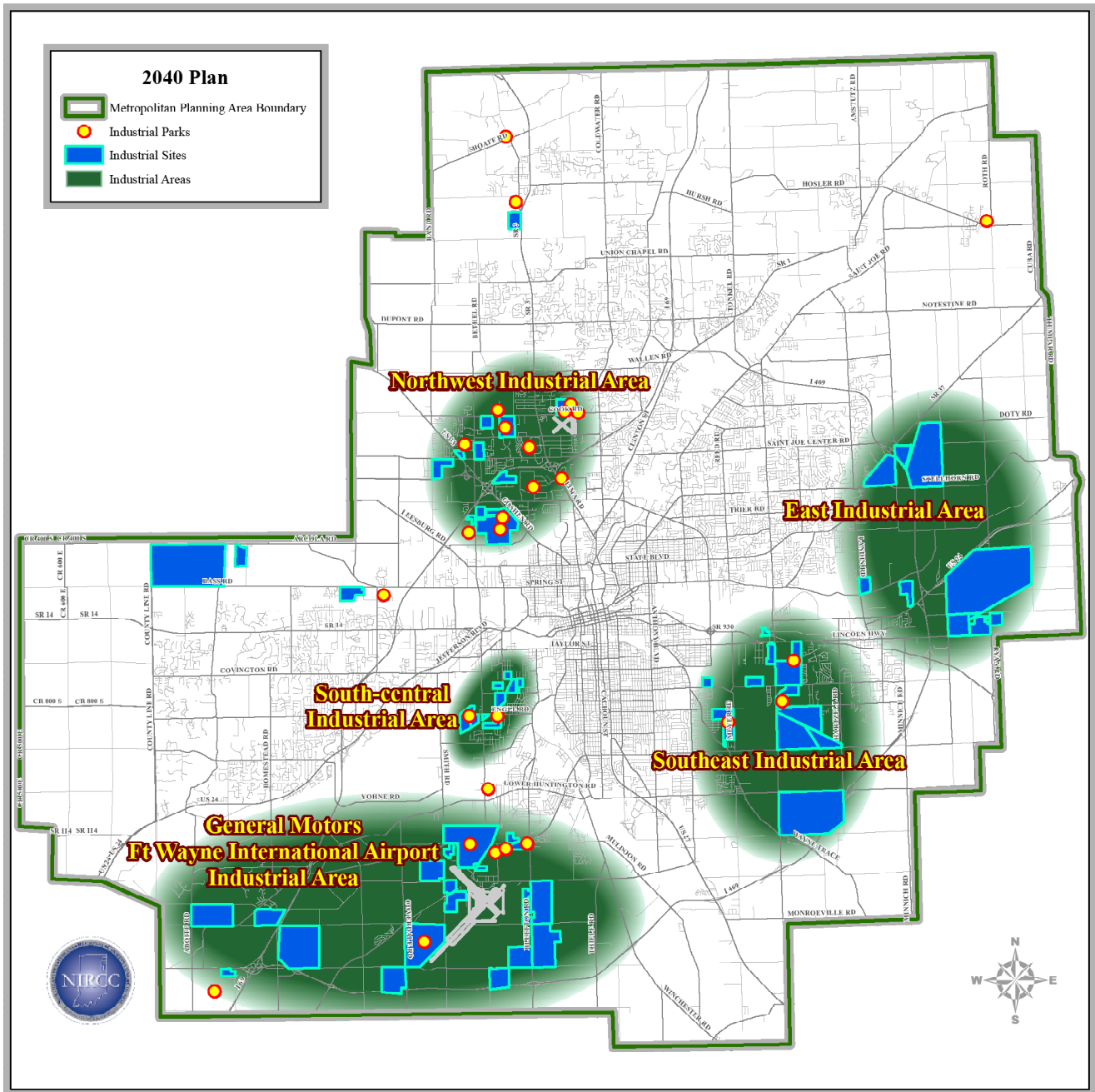
The population projection for the 2040 Transportation Plan employed the same basic assumption that resulted in a fairly conservative estimate. After the release of 2015 ACS population numbers, a review of the MPA population indicated that it was approximate 349,542. For purposes of estimating the population growth to the 2040 horizon year, a 0.63% annual growth rate was derived from historical trend data and population estimates. This represents a relatively consistent and conservative rate. The established population control total for 2040 is 408,694.

Population projections for individual traffic zones within the MPA were developed by first comparing current demographic data based upon housing growth from 2010 to 2015. The recent housing growth was then compared to the current 2040 traffic zone population estimates. Through assistance from staff of the land-use division of the Allen County Department of Planning Services and Fort Wayne Community Development and Planning Department, zones were individually analyzed for their development potential.



**Figure 6**  
**Floodplains**





**Figure 7**  
**Industrial Parks and Sites**

Each zone was judged for its suitability for development based upon criteria such as utility availability (water, sewer, etc.), current rates of development, density thresholds, soil types, and topography.

This analysis yielded the expected number of new households to be constructed by the year 2040 for each zone. The persons per household's factors were applied to calculate the additional population per zone for the entire metropolitan area. The additional population figures were added to the base year 2015 figures to gain a 2040 projected population total for each traffic zone. Final adjustments were made to match the population projections with the control total. Special attention was placed on traffic zones which may reach their density thresholds, and individual zones with unusual characteristics such as floodplain zones, central business district zones, and zones in high growth townships.

### **Households**

Household figures were determined through a similar process as described for the population estimates. Each zone was individually analyzed for its residential development potential based upon criteria such as available land, public and private water/sewer utilities, and current housing development. Once estimated households were established, a ratio of persons per households was used to help establish zonal population figures and then checks were made against control totals. Adjustments were made and figures were rechecked until a balance of households and population estimates was obtained. In general, the average ratio of 2.42 was used for city zones and 2.71 for the zones outside the City of Fort Wayne.

### **Automobile Ownership**

Automobile ownership projections were derived by applying ratios of automobiles per household to the 2040 household figures. The assumption was made that these ratios would remain fairly constant through the year 2040 in the Metropolitan Planning Area. An average ratio of 1.91 automobiles per household was used as a guide, with certain zones receiving a higher or lower value depending on individual characteristics and historical information. The 2010 census data, including vehicles per household and average household income, guided the allocation of vehicles for each traffic analysis zone.

### **Employment**

A land-use estimation process was used to derive the projections of employment for each zone in the metropolitan area. The staff's of the Allen County Department of Planning Services, Fort Wayne Economic Development, Fort Wayne Re-Development and Alliance evaluated the Metropolitan Planning Area for development potential. Based upon this information, each zone was analyzed for potential commercial development and employment growth. The employment projections were divided into four major categories: industrial, retail, service, and office.

The estimations were based upon past development trends and specific characteristics of each zone. Soil

type, topography, zoning restrictions, access to utilities, and surrounding land uses were the major criteria used to evaluate the potential for development. The control guide for estimating future land development was based upon the assumptions discussed earlier in this chapter. Control totals for employment estimates were based on employment projections provided by the Indiana Business Resource Center based upon U.S. Bureau of Labor Statistics utilizing Current Employment Statistics (CES), Quarterly Census of Employment and Wages (QCEW) and Moody's Analytics for Allen County.

The 2015 employment data served as the base for the zonal employment estimates. The 2015 data was obtained from InfoUSA data that was obtained by INDOT, and allocated to traffic zones. The additional employment figures were added to the base 2015 figures to derive zonal employment data for the year 2040.

### **Schools and Universities**

Each zone was analyzed for potential enrollment growth based on housing growth in the area and school district projected enrollments. The employment projections were divided into four major categories: industrial, retail, service, and office.

### **Summary**

The socioeconomic data for the base year coupled with historic trends provides for reliable estimates of the 2040 horizon planning year socioeconomic activity. The planning year estimates were used to forecast future transportation needs and to identify transportation improvements necessary to meet those needs. The socioeconomic data developed for this study included estimates of population, households, auto ownership, and employment. Existing and projected land uses are an important input to the transportation plan due to the close relationship between land use and travel demands.

Consideration of available housing, land use, redevelopment, recreation, and economic development plans and efforts supports the comprehensive approach encompassed throughout the development of this transportation plan. This atmosphere sets the stage for the formulation of planning assumptions guiding the transportation planning process and development of the plan. The forecast of future travel demands is built upon this foundation of solid socioeconomic guidelines.

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## Chapter 3

# **TRAVEL FORECAST: 2040 TRAVEL DEMANDS**

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The principal function of the year 2040 transportation plan update is to develop forecasts of the 2040 travel demands in the Fort Wayne-New Haven-Allen County region. The travel demands are based upon the projected socioeconomic data representing future activity within the Metropolitan Planning Area. The existing highway system was utilized for the initial evaluation of capacity deficiencies. The existing highway system includes a number of completed projects that were constructed during the tenure of the 2035 Transportation Plan.

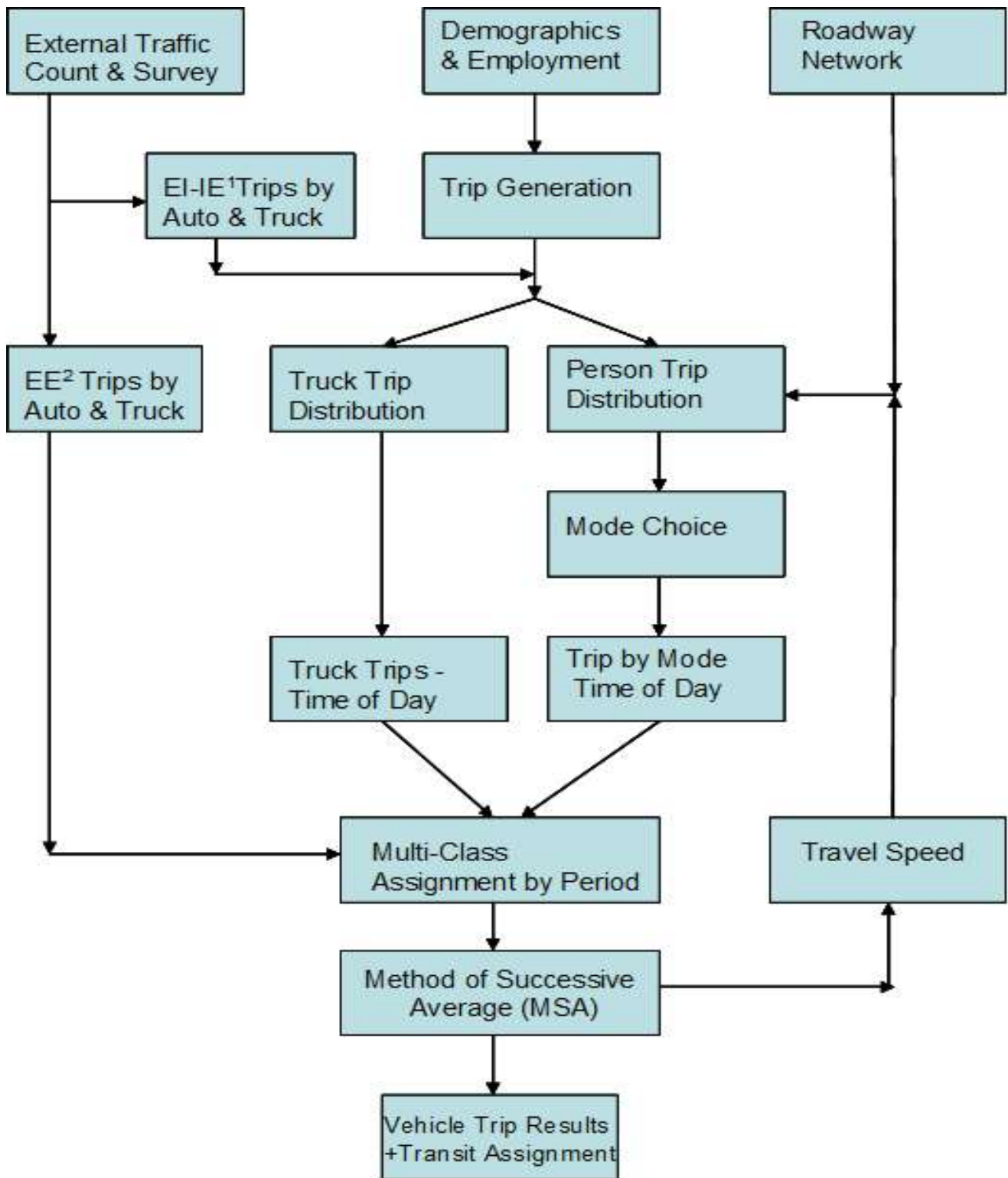
The Congestion Management Process (CMP) (see Appendix A) provided the basis for the initial assessment. The CMP includes a systematic data collection and analysis feature that evaluates highway performance based on hourly volumes and available capacity. The volume to capacity ratios provide sufficient information to assess corridor performance during peak periods, and estimate the duration of any congested conditions. Through this series of analyses, future deficiencies were analyzed and evaluated, and project justification was developed.

### **Travel Forecasting Process**

The methodology used to forecast travel demands for the 2035 and 2040 Transportation Plan Updates has been updated and enhanced from what was used for all previous Transportation Plans. Figure 8 displays a flow chart that schematically describes the forecasting process. The forecasting or modeling process used for this study and all previous studies follows a standard transportation/planning forecasting approach.

### **Travel Forecasting Procedure**

The travel demand-forecasting model used for the Metropolitan Planning Area follows standard guidelines, yet it is specially tailored for this area. The NIRCC model utilizes a GIS-based travel demand modeling software, TransCAD. Using TransCAD's GIS techniques, the model incorporates extensive geographic and traffic operational databases into the highway network and the traffic analysis zone (TAZ) GIS layer for use in the modeling process. Peak-period modeling capabilities are also embedded in this model through time-of-day (TOD) models. The NHTS Add-On and NIRCC's 2012 household survey together with a Citilink transit on-board survey was fully analyzed to derive key modeling components such as trip generation rates, trip length frequency distributions, mode shares, time-of-day distributions and vehicle occupancy rates. Trips are loaded onto the highway system with a capacity restraint trip assignment procedure. This procedure replicates how drivers choose an alternative route when their preferred route becomes congested. Only the general approach to the modeling process will be described in this section to set the context for discussions regarding results of the travel forecasting procedure.



Note ¹ EI-IE: External-to-Internal/Internal-to-External  
 ² EE: External-to-External

**Figure 8**

**Travel Forecasting Procedure**

The NIRCC model is structured to implement “four-step” processes with a travel time feedback loop. The four steps are trip generation, trip distribution, mode choice and trip assignment. Based on this structure, the model runs a four-step assignment initially, and then “feedback” the congested travel time from assignments back to trip distribution and starts subsequent model runs. With the feedback routine, trips are distributed and assigned on the network in a more effective and realistic manner since trip destination and route choices are determined based on congested network condition. In addition, the transit trip assignment is based on the congested travel time from the last iteration of model runs.

Major features of the NIRCC TransCAD model are summarized as follows:

- **Study Area.** The model study area previously only covered the NIRCC planning area (portions of Allen and Whitley Counties), the new network and TAZ structure covers the NIRCC planning area, plus it has been expanded to fully cover Allen County. Trips external to this study area (i.e., external-internal or external-external trips) are captured by 31 external stations.
- **TAZ Development.** TAZs were appropriately defined throughout the study area to be bounded by the modeled roadway network with a minimum of network passing through any zone. Each TAZ is populated by demographics and employment attributes not only for the 2015 base year but also for 2040. There are a total of 471 internal TAZs in the MPA.
- **Network Update and Transit Route Development.** The highway network was updated with more roadway data sources and the current traffic count data. The network includes extensive geometric and operational link attributes. Traffic signals were also coded in the network to estimate delays associated with this control device. Consistent with the new TAZs, network details with proper centroid connectors were appropriately added throughout the study area. The transit route component has been developed concurrently with the development of the roadway network and TAZ’s, so that any special considerations needed for transit modeling are accommodated in the design of the new TAZ structure and/or road network. The development is done for all fixed bus service routes.
- **Improved Estimation of Free-Flow Speeds and Link Capacity.** Instead of using posted speed limits as a surrogate for free-flow speeds, free-flow speeds were estimated based on a tool developed by Corradino. The new tool was developed from GPS and other speed surveys conducted in the NIRCC and other areas. Based on the speed surveys, the relationship between free-flow speeds and several determining factors such as posted speed, access control and area type was identified for each facility type. This relationship was expressed in various forms of nonlinear regression models. Geometric and operational link data were utilized for improved estimation of link capacities. It calculates the speed and capacities based on the concepts presented in the HCM2010. This methodology derives various capacity

adjustment factors from bi-factor nonlinear regression formula. The estimated peak-hour capacities were then converted to peak and off-peak period capacities.

- **Intersection Delays.** Delays associated with traffic signals were estimated to adjust directional link free-flow speeds and capacities. The HCM 2010 method of calculating vehicle delay that takes into consideration green time and progression effect was adopted.
- **External Trip Estimation.** External travel to the model area was estimated using the Indiana Statewide Travel Demand model (ISTDM) version 6. Each external station corresponds to a link in the ISTDM. The base year external to external trip matrix was derived via sub-area extraction from the ISTDM. Base year 2010 External-Internal and Internal-External total demand was also derived from the ISTDM. Rates of growth at each external were also developed from the ISTDM.
- **Trip Generation Model.** Simply speaking, travel demand modeling is the process of translating different types of trips into vehicular traffic on the network. Trip production and attraction models were developed for each of these trip purposes through various statistical analyses using trip data from the NHTS Add-On and NIRCC's Household Travel Survey data.
- **Trip Distribution Model.** During the development of the model, unique friction factor tables were calibrated to survey data for each of the trip purposes, including truck trips.
- **Mode Choice Model.** The model takes account of auto, transit, bike and pedestrian. This mode choice model has the factors for daily only and are derived from the NHTS Add-On and NIRCC's Household Travel Survey data and the Citilink transit on-board survey.
- **Time-of-Day Models.** The model consists of four time-of-day (TOD) models: morning peak, midday, evening peak, and night. Modeling factors that are unique to each time period were derived from the NHTS Add-On and NIRCC's Household Travel Survey data. Compared to a single daily model, the TOD modeling generates a more accurate travel model by treating each period uniquely.
- **Truck Model.** Travel patterns of trucks are different from those of passenger cars, thus it is desirable to have a separate truck mode in the model. In each of the four step processes, the model maintains a separate truck model to address the unique travel characteristics of trucks. Truck trips are separately generated and distributed. Then, they are assigned to the network for each TOD simultaneously with the corresponding passenger car assignments.



- **Vehicle Trip Assignment and Feedback Loop.** Link free-flow speeds derive the first phase of the model run, or initial assignment. It is used for network skimming, trip distribution and route choice. Following the first phase, link congested-speeds are estimated and used to redistribute trips in subsequent model runs, or feedback assignments. The final assignment results are obtained from the feedback assignment.
- **Transit Trip Assignment.** The link congested-speeds and travel time are used to assign the transit passengers onto the transit routes. The assignment rule is to find the shortest path of the general cost for passengers. The generalized costs is a combination of travel time, cost and other factors.

## Analysis of Regional Activity Forecasts

Regional control totals were established for each variable as the first step in the projection of year 2040 socioeconomic conditions. Table 4 compares base year (2015) and forecast year (2040) regional control totals for each of the key variables influencing travel demands.

**Table 4. Summary of Regional Socioeconomic Variables**

<b>Socioeconomic Variable</b>	<b>2015 Base Year</b>	<b>2040 Forecast Year</b>	<b>Percent Increase</b>	<b>Annual Percent Rate</b>
Population	349,542	408,694	16.92%	0.63
Households	142,277	168,348	18.32%	0.68
Automobiles Ownership Per Household	271,750 1.91	321,545 1.91	18.32%	0.68
Employment				
Retail	25,963	32,510	25.22%	0.90
Industrial	50,505	61,045	20.87%	0.76
Office	63,609	73,070	14.87%	0.56
Service	54,487	70,045	28.55%	1.01
Total	194,564	236,670	21.64%	0.79

The socioeconomic projections reveal modest increases in all the major socioeconomic variables for the Metropolitan Planning Area. The projections for population and households indicate relatively steady and comparable growth. The projected housing growth slightly out-paces the population growth. This is due primarily to new housing starts growing at a faster rate than the population in the MPA from 2000 to 2010. It is assumed that these growth rates will stabilize.

The overall population and housing assumption reflects a stabilization of average persons per household. Population growth has gradually slowed since 1970 within the Metropolitan Planning Area. Housing

growth has remained fairly consistent with some short periods of slow growth during the past twenty years. Since 1985 the area has experienced active housing development. The 2010 Census indicated that the ratio of persons per household was 2.51 for the Metropolitan Planning Area. The 2040 persons per household ratio is 2.43 indicating the stabilization of this value.

In the late seventies and early eighties assumptions concerning auto ownership, based on recent fuel shortages, anticipated that limited energy resources and increasing costs would induce a reduction in automobile ownership. This phenomenon never occurred. Automobiles became more fuel-efficient and their size was reduced. Fuel prices dropped and stabilized. Auto ownership continued to rise. It is anticipated that this trend will stabilize in the near future as we reach saturation levels of vehicles per household and as households decrease in size. The forecasted automobile ownership values for 2040 are consistent with the existing ratio of automobiles per household. Autonomous vehicles (AVs) may significantly change traveler behavior, vehicle ownership, vehicle miles of travel, and network congestion. But because of the uncertainty of when and what implementation impacts that AV vehicles will have, we have decided to not include it in this transportation update.

Autonomous vehicles (AVs) and Connected Vehicles (CVs) may significantly impact travel behavior, trip making, travel patterns, vehicle ownership, vehicle miles of travel and network congestion within a region. NIRCC recognizes these potential impacts on the transportation system and closely monitors the emerging technological advancements in both autonomous and connected vehicles. At this time, a considerable amount of uncertainty exists regarding both the pace and saturation at which this technology will advance and reach levels that yield predictable changes to regional travel. Current trip forecasting methods that generate, distribute, apply modal splits and assign trips to the transportation network are not calibrated to elucidate the trip making characteristics of autonomous and connected vehicles.

Current research indicates that connected vehicles will afford more efficient use of existing roadway capacity, the applicability to specific corridors in an urban setting remains uncertain. Present opinions on the impacts of autonomous vehicles are more ambiguous with conflicting thoughts on how vehicle ownership, vehicle miles of travel and vehicle hours of travel will change. Until there is more certainty on the speed and saturation level of this emerging technology, and forecasting models can be designed to replicate the travel behavior, it is not practical to incorporate the potential effects of autonomous and connected vehicles into the transportation plan.

Retail employment has been the fastest growing source of employment in the Fort Wayne area since the 1970's. A steady growth rate in this employment category is expected to continue but will level off and begin to increase more gradually. The 2010 employment figures indicate continued growth in retail employment.

Industrial employment has remained fairly consistent over time with a conservative growth pattern. The loss of International Harvester and related industrial employment in the early eighties was partially offset by the new General Motors assembly plant and associated manufacturing facilities built in the mid nineteen-eighties. Warehousing and distribution centers have also contributed to continued growth in this category.

Office employment has remained fairly consistent with respect to its rate of growth over the years. This category is expected to be slightly higher than the retail sector for new growth in upcoming years. The finance, real estate, and health care trades are represented by this category. Service employment has also remained fairly consistent with respect to its rate of growth over the years. This category will see a slightly higher growth rate than the other categories. The accommodation, restaurants, education, and administration trades are represented by this category.

The general growth patterns of the socioeconomic variables indicate that existing travel corridors will remain important to the basic travel patterns of the year 2040. The northern and northwest areas of the region will remain active in terms of socioeconomic growth, especially along the Dupont Road/ State Road 1 corridors. The areas around major interchanges of Interstate 69 and 469 remain attractive for development.

The new residential and employment centers will intensify the travel demands on existing corridors and create the need for managing congestion through traffic operation improvements, widening facilities, extending new roads, improving transit service, implementing intelligent transportation system strategies, and controlling access more efficiently. There is a resurgence of development within the downtown core, with planned commercial, residential, and recreational areas. These include the Riverfront area, the Landing, and the Electric Works developments. Development is becoming more balanced between the urban and suburban areas.

## Trip Generation

The trip generation model used population, employment, household size, workers and vehicles per household, and household income to estimate the number of trips starting and ending (trip ends) in each zone. The socioeconomic data utilized for trip generation is provided in Appendix's B and C. Trip ends were estimated for eight different internal purposes: Home-Based Work Low Income, Home-Based Work High Income, Home-Based Shopping, Home-Based Other, Home Based School, Home Based Univ/ College , Non Home Based Work, and Non Home Based Other trips.

Table 5 summarizes the regional level results of the application of the trip generation models to the projected socioeconomic characteristics. The productions and attractions by trip purpose are provided for the years 2015 and 2040. The relative proportion of trips by purpose show little change between the forecasted years.

**Table 5. Travel Demand Forecast Regional Summary**

Productions					Attractions				
Trip Purpose	2015 Trips	2015 Percent	2040 Trips	2040 Percent	Trip Purpose	2015 Trips	2015 Percent	2040 Trips	2040 Percent
HBWLO	68,706	5.6%	81,251	5.6%	HBWLO	70,046	5.6%	82,960	5.6%
HBWHI	107,096	8.8%	128,319	8.8%	HBWHI	110,534	8.9%	132,047	8.9%
HBS	153,496	12.6%	181,815	12.5%	HBS	160,382	12.9%	189,603	12.7%
HBO	354,400	29.1%	420,626	28.8%	HBO	363,888	29.2%	431,731	28.9%
HBSCH	128,448	10.6%	153,019	10.5%	HBSCH	129,452	10.4%	153,537	10.3%
HBU	15,413	1.3%	18,391	1.3%	HBU	16,364	1.3%	19,485	1.3%
NHBW	27,921	2.3%	33,971	2.3%	NHBW	27,789	2.2%	33,844	2.3%
NHBO	206,990	17.0%	249,962	17.1%	NHBO	213,141	17.1%	257,177	17.2%
TRK	154,724	12.7%	191,630	13.1%	TRK	154,807	12.4%	191,630	12.8%
Total	1,217,194	100.0%	1,458,984	100.0%	Total	1,246,403	100.0%	1,492,014	100.0%

HBWLO= Home-Based Work Low Income Trips      HBWHI= Home-Based Work High Income Trips  
HBS= Home-Based Shopping Trips                      HBO= Home-Based Other Trips  
HBSCH= Home Based School - K12                      HBU= Home Based Univ/College  
NHBW= Non Home Based Work                          NHBO= Non Home Based Other

The number of trip productions and attractions for 2040 are logically higher than those forecasted for 2015. This increase in trips is directly attributed to the increase in socioeconomic variables. The primary variables affecting the increased number of trips include households, automobile ownership, and employment.

## Trip Distribution

The production and attraction trip-ends, estimated for each traffic zone for the year 2040, were matched using a trip distribution model. The model gives the second dimension to travel patterns by connecting trip productions and attractions (trip ends) to form trips. The model works zone by zone, allocating trips produced in one zone to trip attractions in other zones. The distribution is generally based upon the number of attractions of a zone and the distance between zones.

The form of the gravity model is expressed as:

$$T_{ij} = P_i \left( \frac{A_j F_{ij} K_{ij}}{\sum_{k=1}^{zones} A_k F_{ik} K_{ik}} \right)$$

Where,

- Tij = O-D trips between TAZ i and TAZ j,
- Pi = total trip productions of TAZ i,
- Dj = total trips attractions of TAZ j,
- Fij = friction factor between TAZ i and TAZ j, and
- Kij = socioeconomic factor between TAZ i and TAZ j.

In the model, all Ks are equal to 1. The trip distribution modeling process incorporated the following data inputs and modeling elements:

- Production (P) and Attraction (A) trip ends by trip purpose from the trip generation model, and for each trip purpose the total P must be equal to the total A,
- Interzonal and intrazonal travel times computed using the NIRCC roadway network,
- Friction factors calibrated for each trip purpose using gravity model procedures,
- Socioeconomic adjustment factors, or K-factors, developed as part of the overall model validation process, and
- Gravity model applications by trip purpose using TransCAD procedures.

The results of the 2040 trip distribution of forecasted travel desires indicate an increase over the current distribution. This is expected due to the increase in socioeconomic activity. The general trends appear similar with suburban to suburban activity continuing to increase. The attractiveness between suburban areas and the central urban core will remain important and increase proportionately with redevelopment activity.

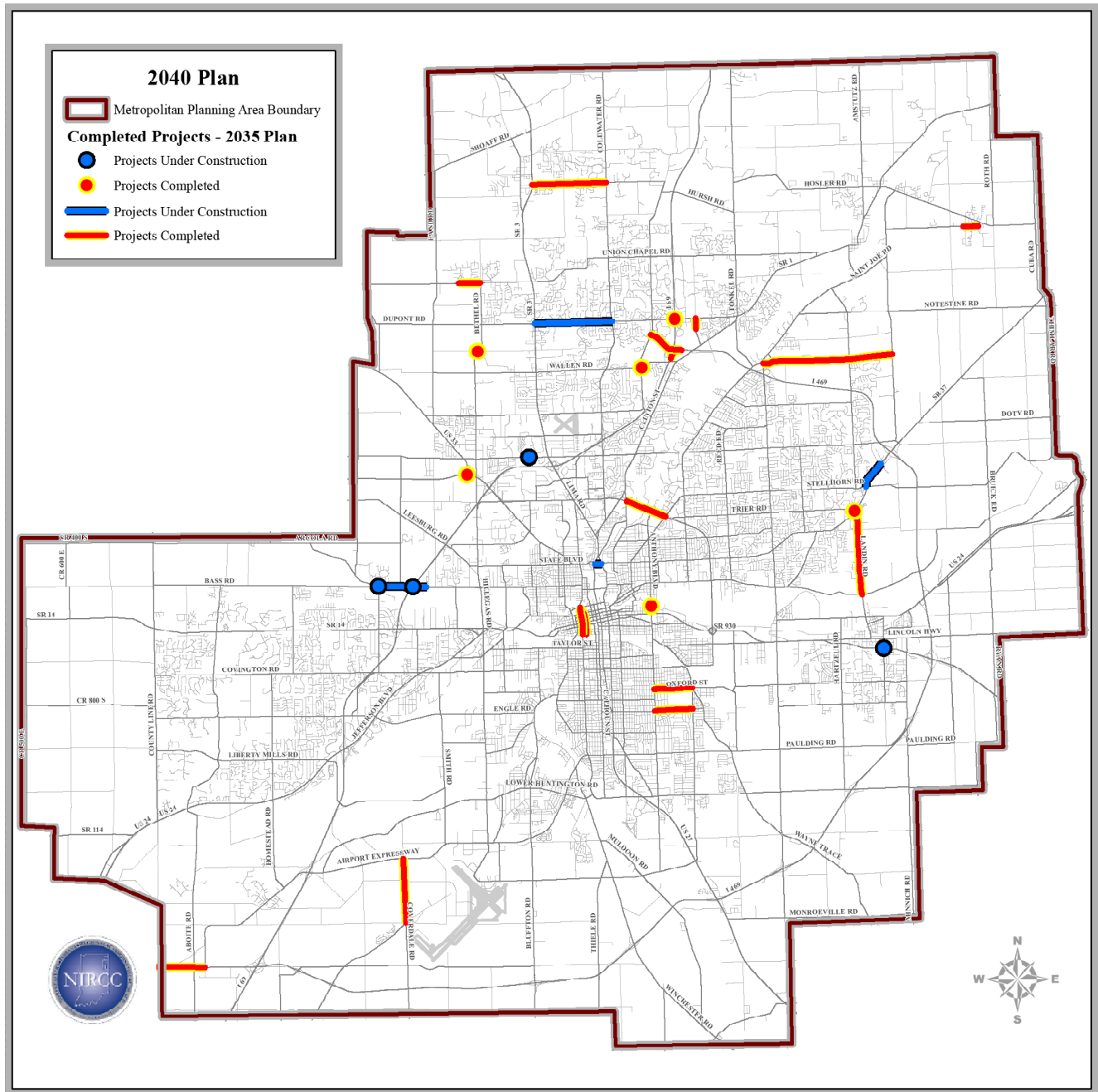
## Evaluation of the Transportation System

The travel demands are based upon the projected socioeconomic data representing future activity within the Metropolitan Planning Area. The existing plus committed highway system was utilized for the initial evaluation of capacity deficiencies. The existing highway system includes a number of completed projects that were constructed during the tenure of the 2035 Transportation Plan.

### Existing Highway System

The existing highway system was utilized for the initial evaluation of capacity deficiencies. The recently completed projects are displayed in Figure 9. The Congestion Management Process (CMP) (see Appendix A) provided the basis for the initial assessment. The CMP includes a systematic data collection and analysis feature that evaluates highway performance based on hourly volumes and available capacity. The volume to capacity ratios provide sufficient information to assess corridor performance during peak periods, and estimate the duration of any congested conditions.

The lane capacities utilized in the CMP are designed to represent the practical capacity based on a Level-of-Service D. The basic lane capacities are based on a relationship of facility type (i.e. freeway, arterial, collector, etc.) and geographic area that reflects the land use and travel characteristics (i.e. central business district, suburban, rural, etc.). These two criteria are important determinates of lane capacity. Table 6 displays the basic lane capacities used for the CMP evaluation process. Exceeding the level-of-service D lane capacities (defined as a ratio of volume to capacity greater than 1.0) indicates situations of levels



**Figure 9**  
**Completed Projects from the current 2035 Plan**

of service “E” or “F” exist on a corridor or section of roadway. Levels of service “E” and “F” represent congested conditions and failure of the system to efficiently meet travel demands.

**Table 6 Lane Capacities**

Highway Class					
Land Use	Freeway	Expressway	Two-Way Arterial	One-Way Arterial	Collector
CBD	1800	745	605	650	480
CBD Fringe	1800	790	715	715	575
Suburban	1800	865	715	805	575
Rural	1800	820	590	n/a	540
Outlying CBD	1800	790	715	715	575

The deficient corridors currently operating under congested conditions are displayed in Figure 12. These corridors served as the initial assessment for identifying strategies to reduce and eliminate congested conditions. The CMP evaluates a variety of improvement strategies including transit; bicycle and pedestrian; management and operations; and minor roadway improvements before considering added capacity projects. The CMP evaluation is also validated through the travel forecasting process which furthers the evaluation of congested conditions to the horizon year of the plan. This evaluation is based on the projected socio-economic conditions for the region.

The lane capacities utilized for the travel forecasting process represent initial Vehicles per Hour per Lane assumption (VPHPL) for the various facility types. The VPHPLs are provided in Table 7. These capacities are then adjusted within TransCAD based on operational and geometric characteristics such as the number of lanes, types of shoulders, and location. The use of vehicles in this situation includes a mixture of passenger cars, light-duty trucks, heavy-duty trucks, tractor-trailers, buses, and recreational vehicles. The capacities established represent travel characteristics within and near the urban area and are more sophisticated than the capacities utilized in the CMP. The travel demand forecasting process utilizes a capacity restraint and equilibrium assignment process that adjusts route selection based of congestion and travel time replicating typical human travel behavior. This process allows for the identification of highway corridors where capacity problems will arise in the future. These locations will be referred to as capacity deficient or deficient corridors. Simply stated this translates into congestion and congested corridors. This evaluation is conducted by analyzing roadway sections. The results of this evaluation will be discussed in the conclusion of this chapter.

### **Transit System**

The public transit system was included as part of the travel forecasting process for this transportation plan update. The public transit system currently carries less than eight thousand trips per day and approximately two million trips per year. This accounts for less than one percent of the total trips within the region.

**Table 7: ICAP - Initial Vehicles per Hour per Lane Assumption**

FACILITY	Description	Speed						
		<45	45	50	55	60	65	70
1L1W_rur	One lane one way, rural	1900	2000	2100	2200	2200	2200	2200
1L1W_sub	One lane one way, suburban	1900	2000	2000	2250	2250	2250	2250
1L1W_urcbcd	One lane one way, all urban	1900	2000	2000	2250	2250	2250	2250
2d_rur_pa	Principal arterial, two-way, rural	1900	1900	1900	2200	2200	2200	2200
2d_sub_pa	Principal arterial, two-way, suburban	1900	1900	1900	2200	2200	2200	2200
2d_urcbcd_pa	Principal arterial, two-way, rural	1900	1900	1900	2200	2200	2200	2200
2xd_rur	Two lane, two direction, rural	1700	1700	1700	1700	1700	1700	1700
2xd_sub	Two lane, two direction, suburban	1700	1700	1700	1700	1700	1700	1700
2xd_urcbcd	Two lane, two direction, all urban	1700	1700	1700	1700	1700	1700	1700
ML1W_rur	Multilane, one-way, rural	1900	2000	2100	2200	2275	2350	2400
ML1W_sub	Multilane, one-way, suburban	1900	2000	2100	2100	2250	2350	2400
ML1W_urcbcd	Multilane, one-way, all urban	1900	1900	2100	2100	2250	2350	2400
mld_fa	Multilane, undivided, two-way, fringe area	1900	1900	2000	2100	2250	2350	2400
mlxd_rur	Multilane, undivided, two-way, rural	1900	2000	2100	2200	2250	2350	2400
mlxd_sub	Multilane, undivided, two-way, suburban	1900	1900	2000	2000	2250	2350	2400
mlxd_urcbcd	Multilane, undivided, two-way, all urban	1900	1900	2000	2100	2250	2350	2400
connector	Centroid connector	20000	20000	20000	20000	20000	20000	20000

NOTE: Model period capacities are a function of the initial capacity, but then modified for a variety of factors, such as; Lane width, shoulder width, number of lanes, percent heavy vehicles, driver population, and intersection control effects.



At this performance level, it is difficult for travel forecasting and modeling procedures to accurately replicate transit usage. Meaningful results from the forecasting procedures for transit trips are limited in their value to the decision making process. However, the forecasting process can assist in determining preferred transit strategies and assess ridership increases.

The evaluation of the public transit system and recommendations for future improvements are primarily based upon historical trends and recent transit studies. The existing transit system and route structure serves as the base for the evaluation process. Recommended improvements are derived from the results of the transit studies and surveys. These studies identify deficiencies of the transit system, assess the level of unmet needs, and include comments and suggestions for transit improvements. This process is documented in the Citilink Transit Development Plan Update Report prepared in Fiscal Year 2010 and the Coordinated Public Transit – Human Services Transportation Plan for Allen County Update completed in Fiscal Year 2017. The projects identified in the 2010 Transportation Development Plan and the strategies identified in the 2017 Coordinated Plan are included as a component of this plan. However, Citilink initiated a new Comprehensive Operations Analysis (COA) / Transit Development Plan (TDP) in early 2018 with completion anticipated in mid-2019. Recommendations from the COA/TDP that are endorsed and approved by Citilink will be amended into this plan.

Currently there are urban and rural transit systems operating within the MPA. Fort Wayne Public Transportation Corporation (d.b.a. Citilink) is the urban transit provider, providing fixed route service and complementary demand response paratransit service. Their current service area is the incorporated boundaries of the City of Fort Wayne and the City of New Haven, as well as a very small portion of northern Allen County near Parkview Regional Medical Center. There are two (2) rural transit providers within the MPA. The Whitley County Council on Aging (dba Whitley County Transit (WCT)) is the rural transit provider in Whitley County. Their service area includes all of Whitley County, including a small portion on the western edge of the MPA. The Huntington County Council on Aging (dba Huntington County Transportation (HAT)) is the rural transit provider in Huntington County. Their service area includes all of Huntington County, including a small portion on the southwestern edge of the MPA. Aging and In-Home Services of Northeast Indiana (dba Countilink) ceased operations as the rural transit provider in Allen County at the end of 2013. Between 2009 and 2013, Countilink provided demand response public transit service anywhere within Allen County as long as the trip origin or destination is outside the incorporated boundaries of the Cities of Fort Wayne and New Haven. Allen County no longer has a rural public transit provider. Citilink is the primary transit provider within the MPA.

Citilink currently provides bus service on thirteen (13) fixed routes and two (2) point-deviation routes throughout Fort Wayne and New Haven at thirty (30) and sixty (60) minute frequencies (headways), dependent upon the route and time of day. Buses operate between 5:45 AM and 9:30 PM on weekdays and

7:45 AM and 6:15 PM on Saturdays. Most of the routes utilize the Fort Wayne Central Business District as a hub and transfer point. However, in 2013, a route known as MedLink (Route 15) was established to provide a link between the Parkview North and the Parkview Randallia locations. The two (2) point-deviation routes (Routes 21 and 22) currently operate to provide access to suburban medical and retail facilities. The existing Citilink transit route network is displayed in Figure 10. Until the summer of 2008, the majority of the routes ran on thirty (30) minute headways, however funding issues resulted in several of the routes having their service frequency reduced to sixty (60) minute headways. Currently, twelve (12) routes run on sixty (60) minute headways, and three (3) run on thirty (30) minute headways. Citilink intends to restore the thirty (30) minute service as funding is made available to provide more frequent service on heavily used routes, beginning with routes 1, 2, and 3.

Citilink also operates two (2) circulator routes for area universities and colleges. In partnership with Ivy Tech Community College Northeast, Citilink provides a free shuttle service, known as campusLink, for students, faculty, staff, and even the general public to get around easily between Ivy Tech's Coliseum and North campuses, IPFW, and nearby student housing. A similar service in partnership with the University of Saint Francis, known as the Cougar Express, runs between their Spring Street and Downtown campus locations – serving as a free downtown circulator. The campusLink and Cougar Express routes are included in the Citilink transit route network displayed in Figure 10. Both services operate during the school year on weekdays at 30 minute frequencies, and provide a direct connection to Citilink's fixed-route bus service.

In addition, Citilink also provides complementary demand response paratransit service, known as ACCESS, for the entire city limits of the City of Fort Wayne and within a  $\frac{3}{4}$  mile radius of Route 10-New Haven and Route 15-MedLink. This is a significant service for the area. Many public transit providers only provide this service within a  $\frac{3}{4}$  mile radius of their fixed routes, as required. Citilink exceeds this requirement by providing paratransit service to a substantial portion of the urban population. This significantly reduces the burden on other specialized transportation providers and ensures a high degree of mobility to area residents.

Citilink's service area (incorporated boundaries of the City of Fort Wayne and the City of New Haven, as well as a very small portion of northern Allen County near Parkview Regional Medical Center) currently contains approximately 77% of all households, 76% of the population, and 85% of the employment opportunities within the Metropolitan Planning Area. If the service area does not expand, by 2040 it is estimated that these numbers will decrease to account for approximately 70% of all households, 67% of the population, and 82% of the employment opportunities within the MPA. Citilink transit routes do not fully serve their entire service area. Portions in the northeast, southwest, and surrounding the Fort Wayne International Airport do not currently receive transit service. An analysis of Citilink service indicates that approximately 55% of the households, 54% of the population, and 73% of employment opportunities

are currently within a ½ mile of a transit route. Utilizing the current route network, a similar analysis for socioeconomic conditions projected for 2040 indicates approximately 50% of the households, 47% of the population, and 70% of the employment opportunities will be located within ½ mile of a transit route. Recommended expansion of the Citilink service area will help to address this service reduction.

The service area of the rural transit providers within the MPA currently contains approximately .5% of all households, .5% of the population, and .2% of the employment opportunities within the MPA. By 2040 it is estimated that these numbers will increase to approximately 1.1% of the households, 1% of the population, and .3% of the employment opportunities. Since WCT and HAT both operate demand response systems, transit service is available to 100% of their service area including those portions within the MPA.

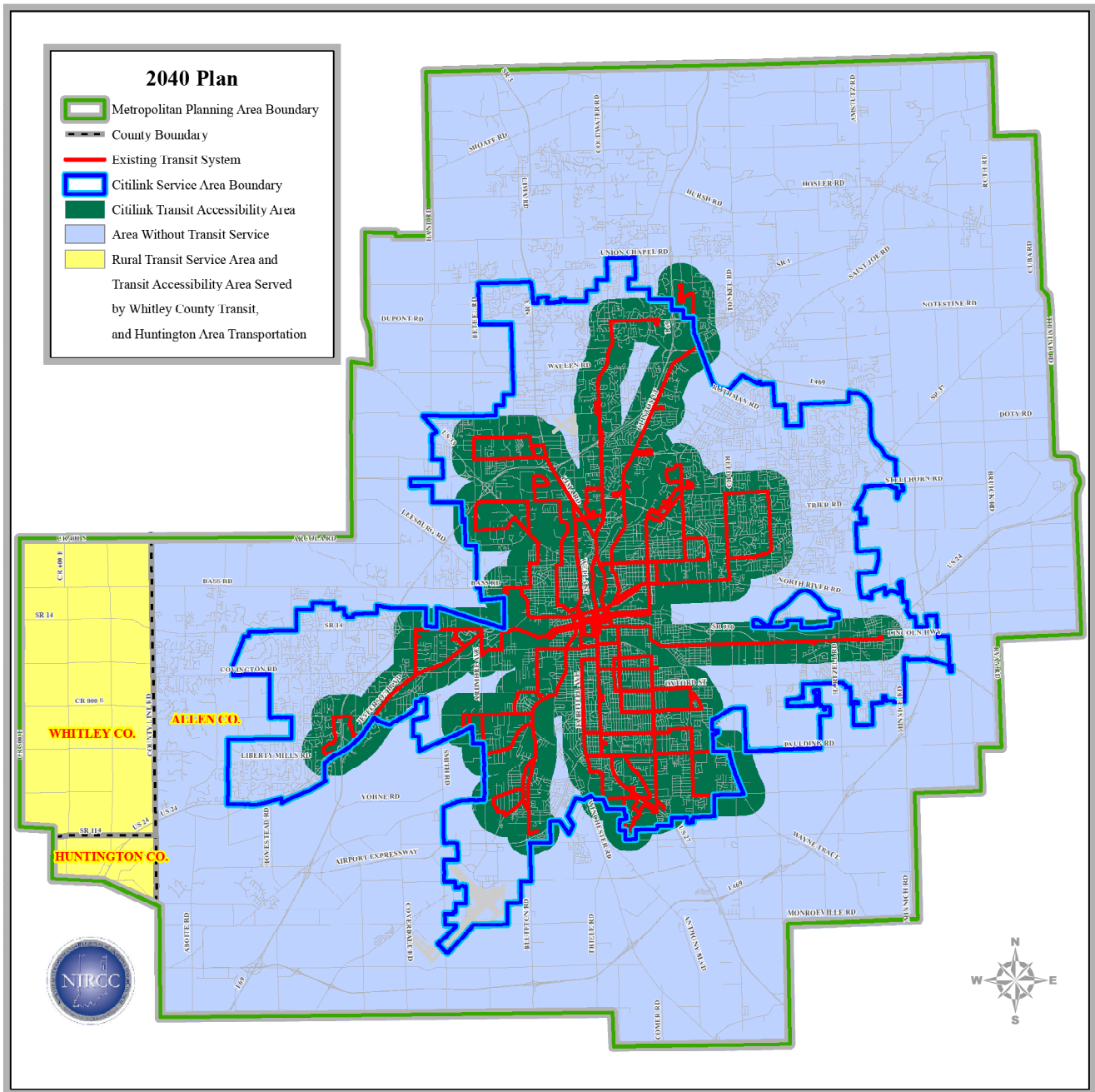
Collectively, the three (3) transit providers currently provide transit service to approximately 56% of all households, 54% of the population, and 73% of the employment opportunities within the MPA. These numbers are projected to remain relatively constant for the projected 2040 socioeconomic conditions with transit reaching approximately 50% of all households, 47% of the population, and 70% of the employment opportunities. The coverage area of transit service within the MPA is displayed in Figure 11.

## Conclusion

The evaluation of the existing plus committed highway system was utilized for the initial evaluation of capacity deficiencies when burdened with the 2040 travel demands. The CMP includes a systematic data collection and analysis feature that evaluates highway performance based on hourly volumes and available capacity. The volume to capacity ratios provide sufficient information to assess corridor performance during peak periods, and estimate the duration of any congested conditions. The deficient corridors currently operating under congested conditions are displayed in Figure 12.

The analysis of the travel demand forecast indicates that additional improvements are necessary to meet the projected 2040 travel demands. Highway and transit system improvements will need to be implemented to mitigate congestion and maintain desirable traveling conditions. This analysis sets the stage for developing and analyzing alternative strategies for improving the deficient corridors. The evaluation of the existing plus committed transportation system establishes the foundation for developing alternative scenarios of highway and transit improvements designed to maintain acceptable levels-of-service and meet the projected year 2040 travel desires.





**Figure 11**  
**Transit System Accessibility**



## Chapter 4

# EVALUATION OF ALTERNATIVE TRANSPORTATION SKETCH PLANS

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Chapter 4 discusses the development and evaluation of alternative transportation sketch plans for the target year 2040. The highway and transit alternatives considered as the 2040 plan evolved are presented along with the results of the analytical evaluations. The evolution and evaluation of the alternative plans were formulated through extensive interaction between the public, the Urban Transportation Advisory Board, Transportation Technical Committee, Transit Planning Committee, and Northeastern Indiana Regional Coordinating Council staff members. The result of this process is the selection of a fiscally constrained transportation plan that effectively responds to the regional travel needs and desires for the year 2040.

The recommended Transportation Plans for the Fort Wayne-New Haven-Allen County Metropolitan Area have been based upon a combined arterial roadway improvement concept with a high-level bypass facility. The transit component of these plans has been developed and recommended as a radially-oriented bus route network. These two systems were designed to complement each other through improvements to the existing highway system and the level of transit service provided.

The development and testing of the transportation alternative sketch plans were based on these previously adopted plans and policies. The completion of Interstate 469 (the high-level bypass facility) in 1995 has shifted the highway planning focus for development of the 2025 and 2030 transportation plans away from the bypass concept. The new highway oriented focus is on improving the arterial system. The transit planning effort has also been tempered to establish realistic strategies and levels of service for the 2040 target year. The priority for transit is focused on improving service for transit dependent populations while maintaining reliable and efficient service to the urbanized area. Consideration is given to identifying transit corridors that will provide a high level of transit service through amenities and travel speed. The transit provider, Citilink, is also exploring non-traditional non-fixed route service delivery strategies to improve service. These suppositions guided the formation of the sketch plans.

## Alternative Network Testing

The travel demands are based upon the projected socioeconomic data representing future activity within the Metropolitan Planning Area. The evaluation of the existing highway system under 2040 travel demands provided for the selection of specific alternatives aimed at relieving deficient corridors and increasing transit ridership. The deficient corridors (see Figure 12) exceeding the level-of-service D lane capacities (defined as a ratio of volume to capacity greater than 1.0) indicates situations of levels of service “E” or “F” exist on a corridor or section of roadway. Levels of service “E” and “F” represent congested conditions

and failure of the system to efficiently meet travel demands.

Transit improvements were directed at reinforcing current strengths of the local transit system and developing strategies to enhance service efficiency. The evaluation process included a review of the current 2035 Transportation Plan recommendations to assess their continued viability.

## Roadway Design Standards

The roadway design standards documented in previous Transportation Plans were modified in conjunction with the revision of the Access Standards Manual (see appendix D) utilized for the Congestion Management System Access Management Program (see appendix A). The revised roadway design standards were maintained in the development of this plan and are provided in Appendix E. The roadway design standards have been formulated to meet future highway requirements.

## Highway Alternatives

The highway alternatives, as developed through a concerted effort of public participation and decisions of the Urban Transportation Advisory Board, were intended to improve mobility, accessibility, and/or alleviate congestion on the highway system. The alternatives evolved as packages of specific projects aimed at meeting these objectives. The improvements were stratified into project categories including system modifications, congestion management strategy implementation, and other highway improvements. The project categories do not represent independent improvement strategies, but are complementary towards maximizing efficiency on the highway system and mitigating congestion.

The identification of deficient corridors stimulated discussion of strategies to meet the future travel demands. The system modifications category represents projects that enhance mobility through new road construction or capacity expansion through road widening projects. The congestion management strategy implementation projects represent improvements to the existing highway system to improve safety and mitigate congestion. These include projects that preclude expansion type projects such as center turn lanes, intersection improvements, road realignment, and intelligent transportation system projects. Railroad grade separation projects and interchange construction/modification are included in the other highway improvement category.

The focus of this plan includes discussion on a wide array of strategies for alleviating future congestion in addition to the traditional solutions of new road construction and widening projects. The new strategies include scaled-down widening projects, such as recommending an additional fifth lane for left-turning traffic instead of widening to six lanes, or similarly a three lane road project instead of a four lane facility. Access control measures and congestion management techniques are additional tools addressed as components of this plan. The inclusion of management systems projects and efforts to combine highway, land use



and transit service together to relieve congestion and improve efficiency, represent additional strategies considered in the development of this plan, and are components of the planning process.

The evaluation of the current 2035 transportation system identified additional deficiencies on the highway network. Viable solutions and strategies were developed to address selected deficiencies. In addition, suggested improvements from citizens, local elected officials and appointed officials were considered during the testing and evaluation of alternatives.

The evaluation considered the entire proposed current 2035 Plan projects to determine if they remained practical under the 2040 travel demands. Remaining deficiencies from the 2040 travel demands on the existing plus committed system were identified. Solutions were developed and reviewed, including policies and projects, to determine feasible options addressing the remaining deficiencies. As a result of this process, scenarios were developed, tested, and evaluated. Several current 2035 Plan projects were modified or removed as a result of policy changes or changes in travel demands.

Extensive testing of the arterial system was evaluated and re-evaluated as the process moved toward preparing a final list of highway modifications to provide congestion relief. Three, four, five, and six lane highway improvements were considered to determine their ability to solve the corridor deficiencies. Strategies such as access control and congestion management solutions (i.e. intersection improvement, traffic operation improvements, intelligent transportation system improvements, etc.) were also considered. These types of strategies, when implemented properly can solve congestion problems along specific corridors and avoid the need for widening projects. A complete list of the highway projects is provided in Chapter 6.

A comparison of the existing plus committed transportation system (representing a do-nothing scenario) and the recommended 2040 transportation system. The comparison utilizes the 2040 travel demands. Table 8 presents a comparison of the two systems. The data is reported for the federal functional class system only. The existing plus committed transportation system will carry an estimated 10.65 million vehicle miles of travel (VMT) on a daily basis. Under the identical travel demands, the recommended 2040 system will carry an estimated 10.76 million vehicle miles of travel.

**Table 8. VMT and VHT Comparison**

<b>Transportation System</b>	<b>Weekday Vehicle Miles of Travel</b>	<b>Yearly Weekday Vehicle Miles of Travel</b>	<b>Weekday Vehicle Hours of Travel</b>	<b>Yearly Weekday Vehicle Hours of Travel</b>
<b>Existing /Committed</b>	10,649,997	2,768,999,220	244,570	63,588,200
<b>Recommended 2040</b>	10,755,783	2,796,503,580	244,117	63,470,420

Equally important is the comparison of vehicle hours of travel for the two systems. The existing plus committed transportation system will induce an estimated 244,570 vehicle hours of travel (VHT) on a daily basis. The same estimate for the recommended 2040 system is 244,117 vehicle hours. Table 9 shows the VMT per-capita for the existing/committed network and the 2040 analysis year.

**Table 9. VMT Per-Capita**

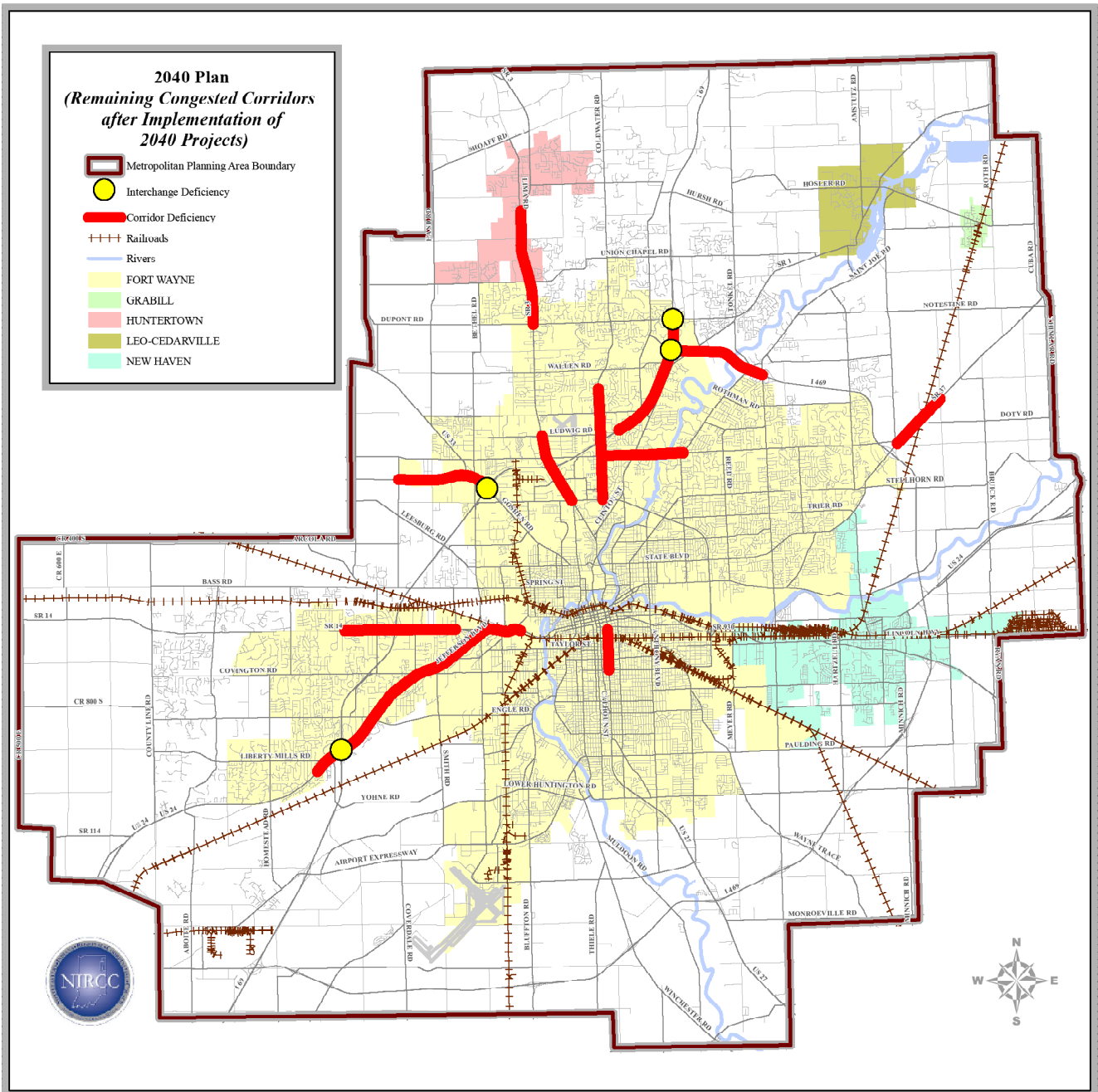
<b>Transportation System</b>	<b>Existing /Committed</b>	<b>2040</b>
<b>VMT</b>	10,649,997	10,755,783
<b>Population</b>	408,694	408,694
<b>VMT/Capita</b>	26.06	26.32

The amount of vehicle miles of travel and vehicle hours of travel can directly relate to a community’s standard of living and quality of life. The most significant ramification of the transportation system performance is the impacts on safety, air quality, and energy consumption. Air quality is directly affected by the level-of-service and extent of congestion on the highway system.

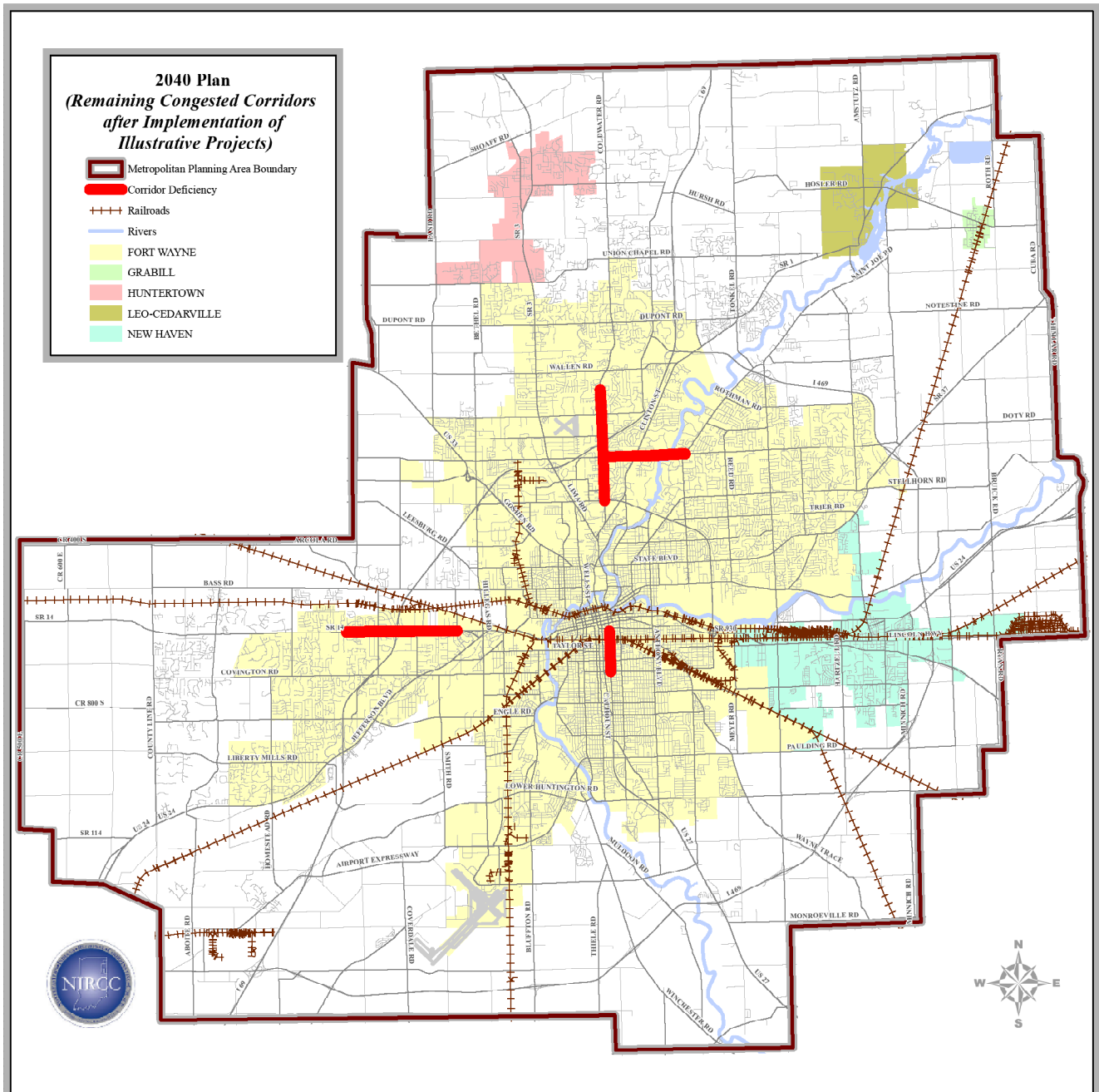
As the recommended 2040 plan began to solidify, testing continued to reveal deficiencies for which feasible solutions are difficult to develop. Previous plans had similar difficulties, partially due to narrow rights-of-way and a reluctance to disturb viable neighborhoods. The plan attempts to balance roadway expansion with neighborhood tranquility and a downtown pedestrian friendly environment, that may create additional vehicle delay in exchange for friendlier streets. In certain cases, solutions are difficult or too expensive to be practical. The primary area of such deficiencies occur in the Fort Wayne Central Business District, the north central section of Fort Wayne, and the intense concentration of commercial and retail development along certain sections of Coliseum Boulevard (SR 930). Traffic operation improvements, intelligent transportation systems, and improved transit service may help alleviate some travel pressure in this area. These areas will continue to be studied to determine what are the most feasible solutions. Figures 13 shows the remaining deficiencies after the 2040 funded projects are in place, and Figure 14 shows the remaining deficiencies after the 2040 funded and illustrative projects are constructed.

The deficient locations on the recommended 2040 plan will require further analysis to determine if viable solutions can be developed to help mitigate congestion. It is of course apparent, that the transportation system is not likely to ever be totally congestion free. A certain level of congestion is expected, and will have to be tolerated. The objective is to reduce congestion to acceptable levels and provide for a safe and efficient system. Fiscal constraints limit the number, size, and scope of projects that can be implemented within the horizon year of the plan. This limit can have a negative affect on vehicle hours of delay.

The final result of the highway alternative evaluation process is a comprehensive list of system modification



**Figure 13**  
**Network Deficiencies after 2040 Funded Projects**



**Figure 14**  
**Network Deficiencies after 2040 Funded and Illustrative Projects**

projects, congestion management strategy implementation, other highway improvements, and policy options. With these tools, the community has the planning support necessary to implement projects and administer policies that will provide for an efficient transportation system for future travel demands within the limitations of fiscal constraint.

## Transit Alternatives

Transit alternatives were developed and evaluated through a consorted effort of public participation, Fort Wayne Public Transportation Corporation (dba Citilink) staff, Transit Planning Committee, and the Urban Transportation Advisory Board. Many of the proposed projects are recommendations from the Citilink Transportation Development Plan Update completed in 2010. However, Citilink initiated a new Comprehensive Operations Analysis (COA) / Transit Development Plan (TDP) in early 2018 with completion anticipated in mid-2019. Recommendations from the COA/TDP that are endorsed and approved by Citilink will be amended into this plan. The intentions of all alternatives presented are to improve mobility and accessibility on the transit system through improved transit service. The highway and transit systems are complementary and mutually dependent. Highway system improvements increase transit mobility and efficiency. Improving transit mobility and efficiency increases transit ridership. Increased transit ridership reduces demands on the highway system helping to mitigate congestion.

The fixed-route transit service is based upon a radially-oriented configuration of transit routes. This type of system is often described by comparing its design to a wagon wheel. The Fort Wayne Central Business District represents the hub of the wheel and the transit lines radiate out from the CBD like spokes. The transit alternatives concerning route expansion and modifications are based upon general assumptions for potential improvements. Areas in the Metropolitan Planning Area have been identified where housing and commercial growth indicates the potential for expanding transit service. These areas will be monitored for their transit propensity. The effect of the aging population, access to education and employment centers, and reverse commute issues will guide transit expansion in the Metropolitan Planning Area.

In addition to the 2010 Transit Development Plan Update and the pending Comprehensive Operations Analysis / Transit Development Plan , three (3) additional transit related studies / documents / plans have been completed for the Metropolitan Area. The Bus Fort Wayne Plan was completed in 2013 (Appendix G) by the City of Fort Wayne under their “Active Transportation” initiative that also includes the Bike Fort Wayne and the Walk Fort Wayne Plans. The Bus Fort Wayne Plan is a ten-year plan that lays the groundwork for establishing public transit as a preferred transportation choice for the Fort Wayne and Allen County community. Since its completion, several of the plan’s tasks listed in its implementation matrix have been initiated and/or completed. The Coordinating Development and Transportation Services Guide Update was completed in 2014 (Appendix H) to encourage the coordination of land use developments and transit services. The information provided in the guide is intended to help developers, architects,

engineers, plan commission members, and planning staffs accommodate transit service in the design of new and existing developments. The Coordinated Public Transit – Human Services Transportation Plan for Allen County Update was completed in 2017 (Appendix I). The plan is required to satisfy funding requirements for the Federal Transit Administration’s Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program for both Capital and Operational funding. This program is vital to transit and human service transportation in the Metropolitan Area. All projects selected for funding from these FTA programs must be derived from this coordinated plan and be competitively selected. On a local level, the plan also requires that Job Access and Reverse Commute (JARC) Related Projects must be derived from this coordinated plan and be competitively selected. The plan developed strategies to address the identified transportation needs and gaps within Allen County (listed below). Local projects must meet at least one of the strategies identified for each program or project type.

**Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program – Capital Funding Strategies:**

- Maintain existing service / fleets
- Maintain and increase coordination / efficiency between all transportation providers
- Expand existing service / fleets
- Increase public awareness of available services and programs offered by providers that are available to them

**Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program – Operational Funding Strategies:**

- Provide transportation above and beyond existing complementary paratransit service
- Provide transportation outside current service areas
- Provide transportation within and outside current service schedules

**Job Access Reverse Commute Related Projects Strategies:**

- Provide transportation to destinations outside of the current service area
- Provide transportation within and in particular outside of the current service schedules
- Facilitate multiple destination trips from a single service provider. (ie. daycare/job)
- Inform the public about transportation services available in the community and train them to use the services to get to work, job training, and child care as efficiently as possible

Citilink continues to improve transit service by implementing strategies identified in the 2010 Transit Development Plan Update. These improvements include reducing headways from sixty minutes to thirty minutes on selected routes and extending service hours. These modifications have improved service and provide a more flexible operating system. Additional headway reductions for selected routes are under consideration. Through improved transit service, ridership is anticipated to increase. The increase in estimated ridership will correlate to an improved level of transit service and enhanced mobility for the

entire community.

Citilink completed the Hanna Creighton Neighborhood Transit Facility in 2005 to serve as a satellite bus stop facility with a customer waiting area in conjunction with a neighborhood redevelopment project in the Hanna Creighton Neighborhood. The 2010 Transit Development Plan and Update included a new centralized transfer facility that was constructed and completed in 2012. The new Citilink Central Station is located at the corner of Calhoun and Baker streets. Citilink installed Wi-Fi service for their customers at the Central Station in 2017 and plan to install Wi-Fi service on their busses within a few years. In addition to these projects, Citilink continues to upgrade bus shelters, benches, and other customer amenities throughout their service area. Other capital improvements include the replacement of transit coaches, para-transit coaches, and support/service vehicles as part of a regular vehicle replacement program.

In addition to the transit service and capital improvements, policies were adopted by the Urban Transportation Advisory Board in support of improving transit service in the metropolitan area. These policies are presented in Chapter 6. The transit improvements are derived from the policies. Augmenting these policies will include continued efforts to explore a wide realm of transit options and incorporate land use and highway design features that compliment transit service. The future transportation system will efficiently serve the community through cooperative and complementary highway and transit networks.

The financial constraint requirement also effects the selection of viable transit solutions. Proposed improvements to the transit system must indicate the financial support for implementation. Due to the uncertainty of transit funding some of the proposed solutions as outlined in this plan may result in trade-offs from service modifications. In essence, this means that less efficient service may be replaced with efforts aimed at improving ridership and mobility with minimal increases in overall operating cost.

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## **Chapter 5**

# **SELECTION OF THE RECOMMENDED PLAN**

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The Northeastern Indiana Regional Coordinating Council has delegated the responsibility for selecting the transportation plan that best meets the future travel needs of the Fort Wayne-New Haven-Allen County Metropolitan Planning Area to the Urban Transportation Advisory Board (UTAB). The development of the plan involved a magnitude of local, state and federal governmental agencies plus considerable public participation. The factors and events that led to the selection of the plan are the subject of discussion within this chapter. The final adoption of the transportation plan is made by the Northeastern Indiana Regional Coordinating Council.

## **Documentation of Public Participation**

Public officials and local citizens of the metropolitan area have historically provided valuable and comprehensive input throughout the development of transportation plan updates. The development of the 2040 transportation plan also proactively encouraged public input and participation. Local elected and appointed officials were included in meetings and discussions concerning the transportation plan. Presentations were made to the Urban Transportation Advisory Board, and input from the Transportation Technical Committee and Transit Planning Committee was incorporated into the transportation plan. Discussion at these meetings is intended to inform, stimulate participation, and obtain policy guidance at all stages of plan development. A list of the Urban Transportation Advisory Board meetings where topics concerning the plan update were discussed is provided in Table 10. These meetings are open to the public. Notices are sent to all interested persons including the media, the local Chapter of the NAACP, the Fort Wayne Urban League, and the Benito Juarez Cultural Center.

The Urban Transportation Advisory Board began discussing the merits of the current Year 2040 Transportation Plan in mid-2017 in preparation of the 2040 update. This discussion familiarized the members to the planning process for developing a transportation plan. Subsequent meetings involved productive dialogue between members and staff, and exceptional policy formulation throughout the evolution of the 2040 plan update. The Transportation Technical Committee, Feasibility Subcommittee, and Transit Planning Committee were also involved in the development of the plan. Through their assistance, a comprehensive plan was developed to meet the future transportation needs of the community.

In addition, numerous other efforts were made to inform and involve the public in developing the 2040 plan update. Citizens are encouraged to attend NIRCC's Transportation Open House, visit the office, mail in comments, or contact us by telephone to discuss development of the plan and provide suggestions. Planning materials are also routinely posted on the NIRCC Website at [www.NIRCC.com](http://www.NIRCC.com) for review

**Table 10. Urban Transportation Advisory Board Meetings\***

April 4, 2017
July 11, 2017
September 5, 2017
November 7, 2017
December 5, 2017
February 6, 2018
March 13, 2018
April 3, 2018
May 1, 2018

\*These meetings were all open to the public

and informational purposes. The planning process received coverage by local news media including television, radio, and newspaper. Presentations were also made to groups and committees associated with the Greater Fort Wayne Chamber of Commerce as part of an on-going working relationship with the business community.

The comments received from the participation meetings were documented. The comments are combined with those received by telephone, mail, or e-mail. The comments are reviewed by the Urban Transportation Advisory Board and related subcommittees. The staff, working with the Board, prepared responses to the citizen comments. The comments received as part of the development of the 2040 Transportation Plan along with the responses are provided in Appendix J.

## Environmental Justice

The concept of environmental justice refers to the goal of identifying and avoiding disproportionate adverse impacts on minority and low-income individuals and communities. The provisions of Title VI of the Civil Rights Act of 1964, Executive Order 12898 on Environmental Justice, and other statutes, orders, policies, and guidelines affect planning and project decisions undertaken by Metropolitan Planning Organizations (MPO), public transportation agencies, State Departments of Transportation (DOT), and other transportation providers. Executive Order 12898 on Environmental Justice amplifies the provisions of Title VI of the 1964 Civil Rights Act that states “No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.”

There are three fundamental principals at the core of environmental justice:

To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental

effects including social and economic effects, on minority populations and low-income populations.

To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.

To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

The implementation of Environmental Justice Order in the transportation planning process should assure public involvement of low-income and minority groups in planning activities and decision-making, prevent disproportionately high and adverse impacts of decisions on minority and low-income populations, and assure low-income and minority populations receive a proportionate share of transportation benefits.

The Northeastern Indiana Regional Coordinating Council, the Metropolitan Planning Organization of the Fort Wayne-New Haven-Allen County Urban Area, has developed a process for addressing environmental justice issues in transportation planning activities and plan development. The process includes defining and identifying minority and low-income populations, public involvement strategies to engage minority and low-income groups and individuals in the transportation planning process, and measures for evaluating the benefits and burdens of transportation plans and projects.

### **Defining and Identifying Minority and Low-Income Populations**

In order to identify the location of low-income and minority populations, a demographic profile of the Metropolitan Planning Area was developed based upon 2010 Census information. Three separate profiles were developed that identify minority, Hispanic, and low-income populations by census tract. Separate maps have been prepared for each profile.

The minority population is obtained by combining the Census categories of Black, American Indian, Asian, Hawaiian, other, and two or more races. The Hispanic population is obtained directly from a Census category identifying Hispanic population. The information was determined by Census Tract. Identifying these two environmental justice populations was fairly straightforward.

Identifying the low-income population group is a little more difficult and subjective based on various acceptable methods. Information was obtained from 2016 ACS data and is based upon household income. Several methods for identifying low-income populations using household income data were evaluated. One method used 2010 Census poverty income criteria for various household sizes, which is very similar to the U.S. Department of Health and Human Services 2000 poverty guidelines. This provided data on the number of persons considered low-income by Census poverty definitions. A second similar approach identified households, rather than population, that met the Census poverty guidelines. A third and simpler approach established a threshold for household income based household size. (See Table 11).

Any household under the listed annual income level was identified as low-income. The three methods of identifying low-income populations yielded similar demographic profiles. The third approach was utilized for its simplicity and reasonable results.

The process used to identify concentrations of environmental justice populations was based upon

**Table 11: Poverty Thresholds by Family Size**

<b>Family Size</b>	<b>Threshold</b>
One Person	\$12,228
Two People	\$15,569
Three People	\$19,105
Four People	\$24,563
Five People	\$29,111
Six People	\$32,928
Seven People	\$37,458
Eight People	\$41,781
Nine people or more	\$49,721

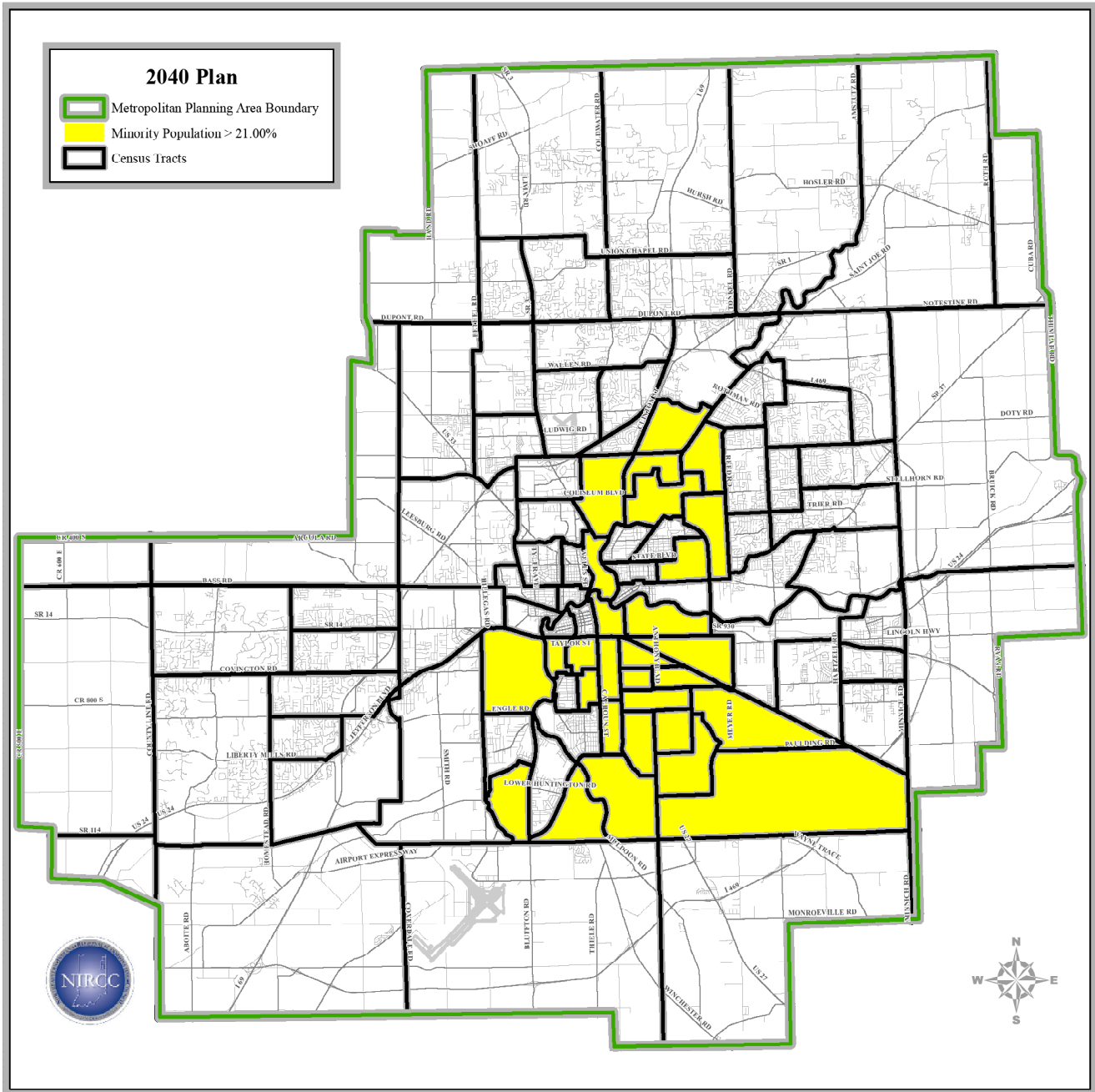
\*Source US Census

establishing threshold levels for minority, low-income, and Hispanic populations. The thresholds are based on the Metropolitan Planning Area regional average established through 2016 Census data. The regional averages for the environmental justice populations are 21.01 percent for minority populations, 7.41 percent for Hispanic populations, and 18.19 percent for low-income populations. A map was developed for each population group identifying census tracts where data indicates the population characteristic exceeds the threshold level. Figures 15, 16, and 17 display this information. Figure 18 combines the minority population, Hispanic population, and low-income population census tracts that exceed the respective threshold levels. As a performance measure we looked at the transit system coverage area. Staff determined that approximately 93% percentage of poverty level population fell within a 1/2 mile of a transit route. See Figure 19.

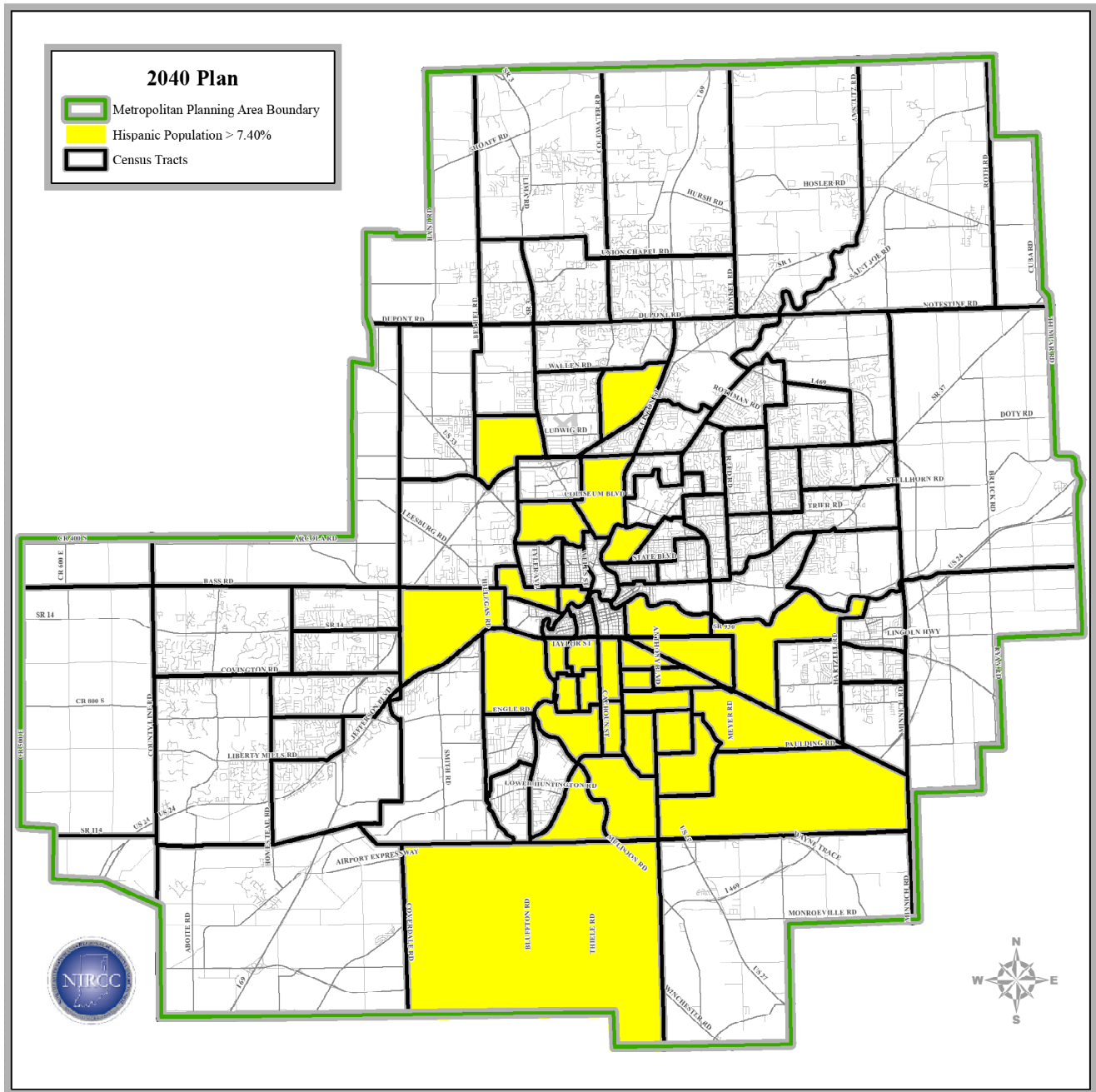
**Public Involvement Strategies for Engaging Minority and Low- Income Populations**

The transportation planning process for the Fort Wayne-New Haven-Allen County has a long established public participation program that has evolved since the development of the first transportation plan in the late 1970’s. The current public participation program involves a variety of strategies to inform citizens of transportation planning issues and encourage their participation. These strategies include public meetings, open board meetings, transportation planning briefs, press releases to local media, and information exchanged through telephone calls, mail, e-mail and visits to our offices.

Meetings of the Urban Transportation Advisory Board are open to the public. This is the policy body for the transportation planning process. Meeting notices and agendas are provided to groups representing

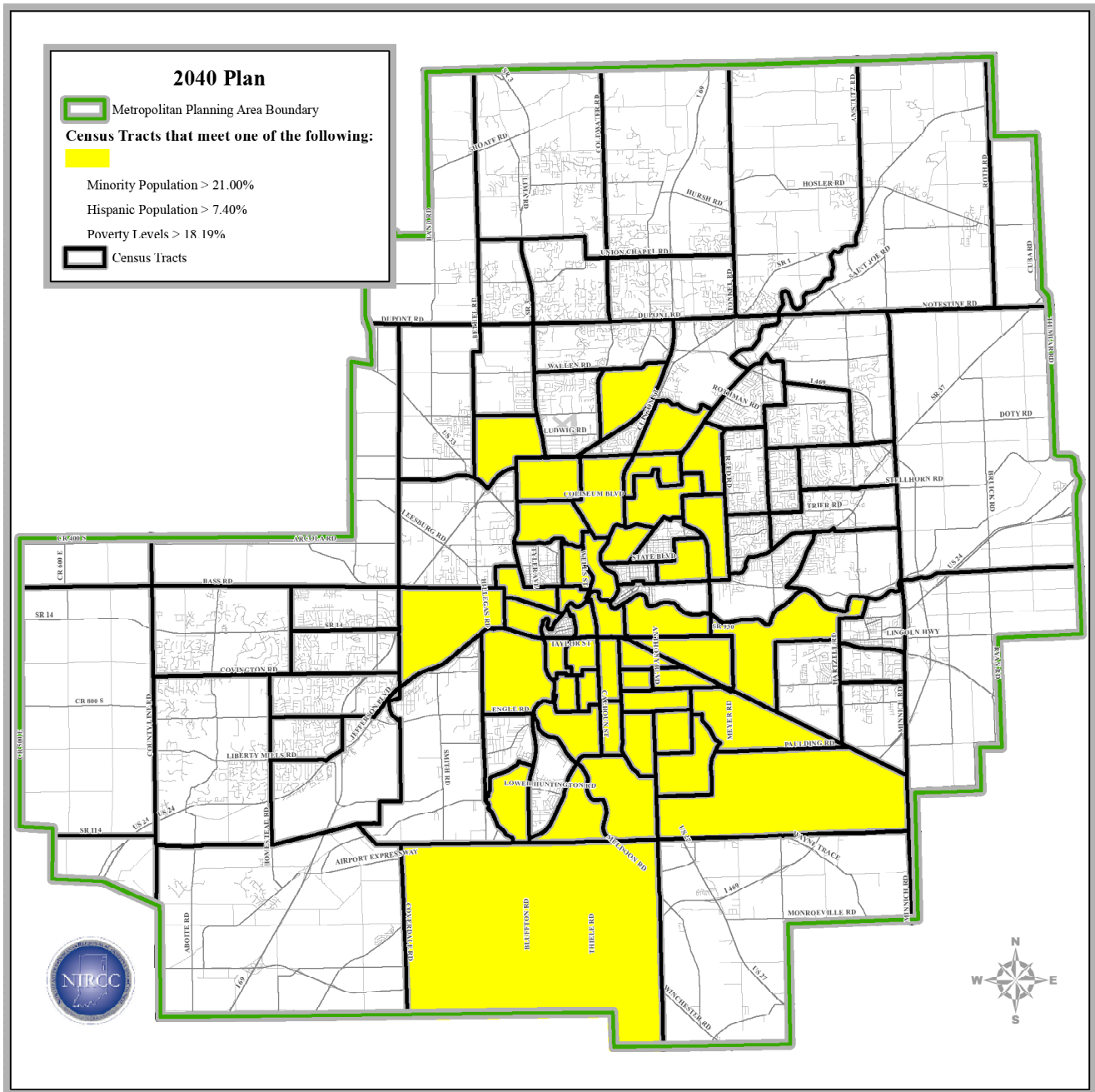


**Figure 15**  
**Minority Population Profile**



**Figure 16**  
**Hispanic Population Profile**

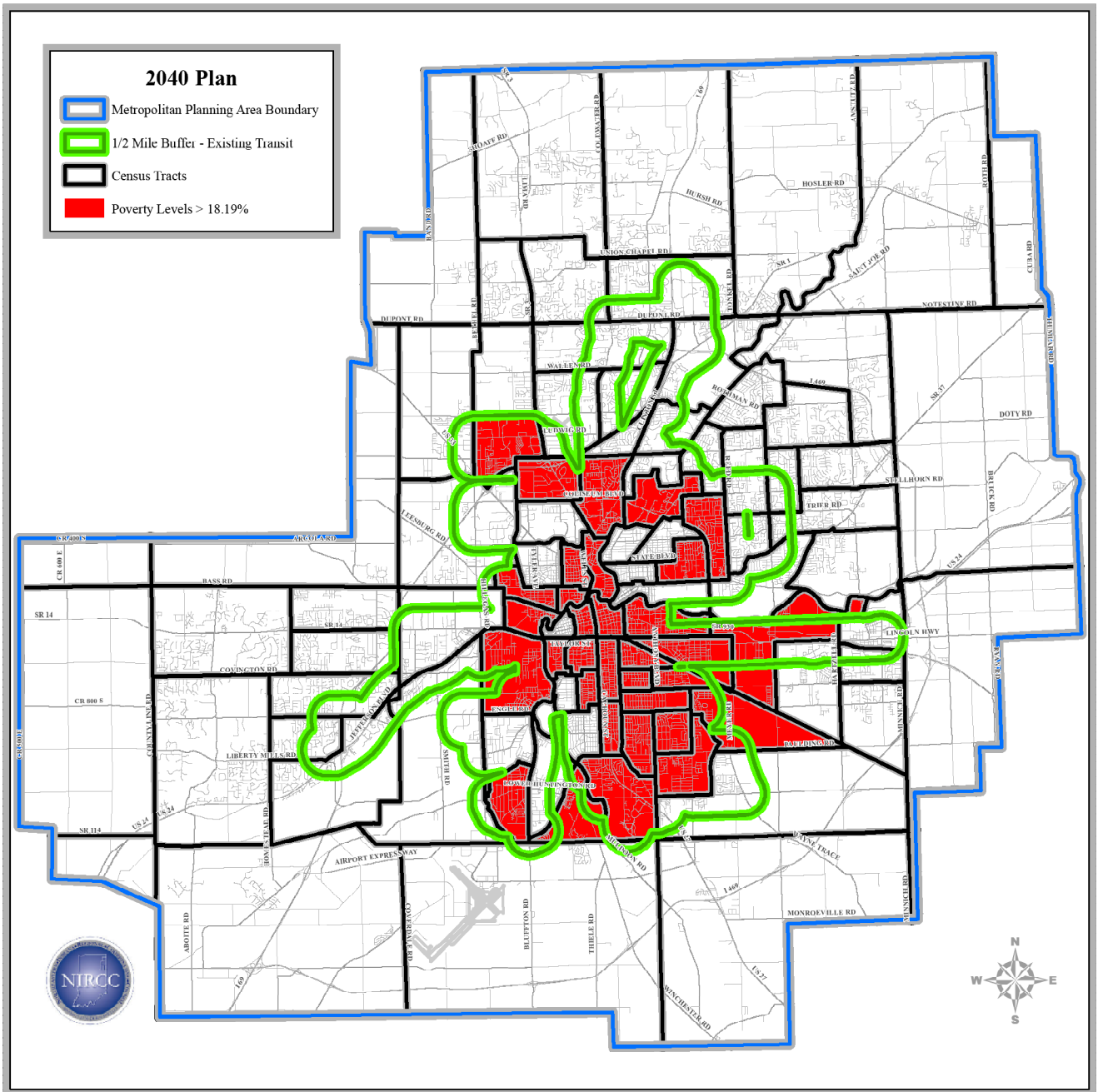




**Figure 18**

**Combined Environmental Justice Population Profile**





**Figure 19**  
**Transit Routes 1/2 Mile Buffer**

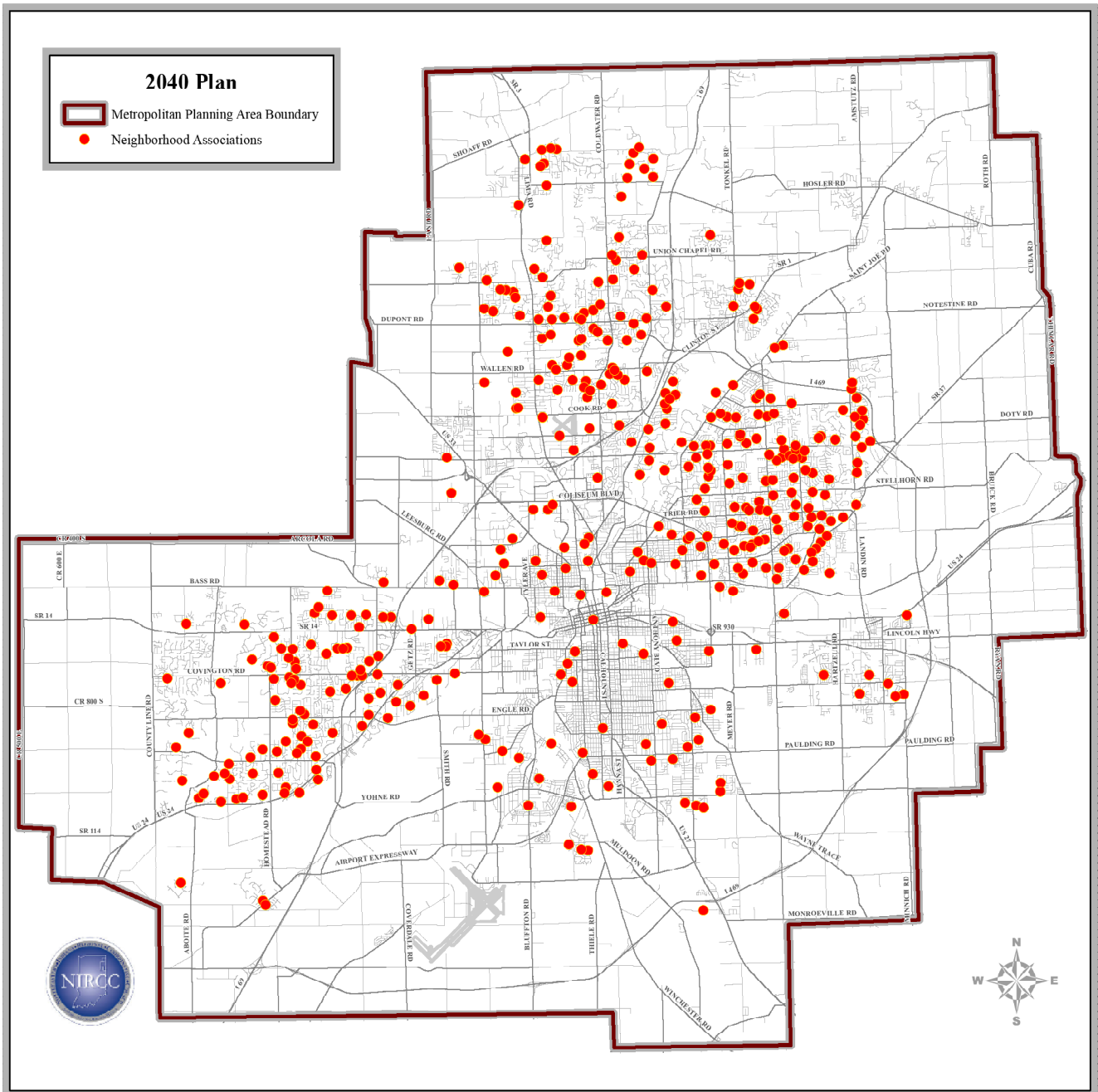
minority and low-income populations such as the Fort Wayne Urban League, local Chapter of the NAACP, and Benito Juarez Cultural Center.

Public meetings are conducted at various times throughout the year to solicit citizen input to the transportation planning process and on specific improvement projects. One public meeting always coincides with the development of the Transportation Improvement Program. This meeting is used to present the proposed improvement program and gain citizen feedback. All comments are welcome at this meeting. In addition public information meetings are held for major improvement projects and opportunities for public hearings are afforded to the public as required.

Notices for the public meetings are mailed to all known neighborhood association presidents or representatives. The neighborhood association representatives are well dispersed throughout the metropolitan area including areas where high concentrations of low-income, minority, and Hispanic populations have been identified. Figure 20 displays the location of neighborhood associations. In addition, a separate mailing is made for any other interested citizens or group that has expressed an interest in participating. This includes organizations representing low-income and minority groups, environmental groups, business groups, and other interested citizens. The news media is also notified to help publicize the meetings. The meetings are held at accessible sites and at times convenient for the public.

The meeting notices include a comment form that is designed to be easily returned to the NIRCC office. Comments are encouraged through use of the form, telephone calls, e-mails, office visits, or through attending the public meetings. The citizen comments presented at the public meetings and through the other various channels are documented by planning staff. The comments are presented to the policy board. The staff works with the policy board and related subcommittees to prepare responses to the comments. Once prepared, the comments and responses are sent to those who attended the citizen meeting. In addition, staff attends meetings of special groups when requested.

A Open House style meeting occurred during the development of the Transportation Plan. The meeting was held at One Citizens Square. Comments are documented, and responses are prepared to ensure all comments are considered as input to the transportation planning process. The meetings allowed for the exchange of information and generated many good ideas. The concerns include mobility issues, intersection improvement, transit improvements, and bicycle/pedestrian safety. Improvement projects addressing these types of transportation problems were developed and are included in the Transportation Plan. These projects represent the responsive nature of the transportation planning process for all areas of the community, including low-income and minority areas.



**Figure 20**  
**Neighborhood Associations**

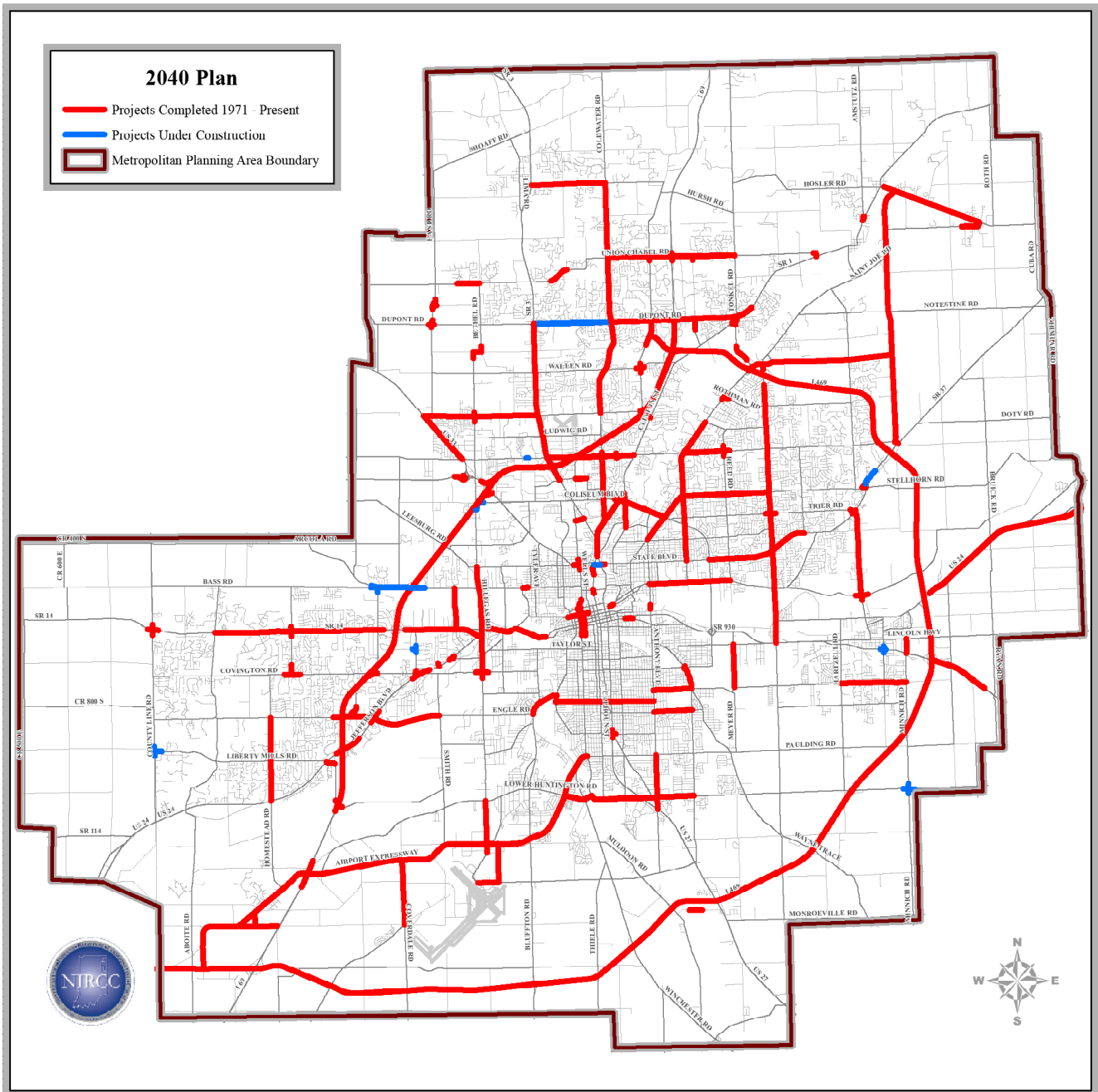
## Measures for Evaluating Benefits and Burdens of Transportation Plans and Projects

The evaluation of benefits and burdens is conducted at both a Transportation Plan level and a project level basis. The planning process, including development of the Transportation Plan, utilizes a total assessment of the transportation system for the entire Metropolitan Planning Area. Data collection and analysis is performed on the entire system utilizing uniform performance standards and analytical tools. The transportation plan is developed through an analytical process of identifying existing and future deficiencies of the transportation system. The quantitative analysis that is a part of this process is applied consistently and unilaterally to the transportation system. This ensures that the entire Metropolitan Planning Area is treated equitably in the deficiency assessment process. The deficiency assessment process drives the development of transportation policies and projects.

The quantitative measures include volume to capacity ratios, level of service, travel time and delay, transit headways, and transit service routes. See Appendix A: “Congestion Management Process”. These criteria provide performance measures for evaluating the efficiency of the highway and transit systems. Factors affecting evaluation of highway performance utilizing volume to capacity ratios, level of service, and travel time and delay are based on area type and facility type regardless of the socioeconomic variables of the surrounding population. Performance measures of the transit system using headways and location of service routes also provide a unilateral evaluation tool unbiased to the environmental justice populations (See earlier in Chapter 5).

A qualitative evaluation of the Transportation Plan and associated transportation planning process is also utilized to measure benefits. A qualitative assessment identifies the distribution of the proposed projects and corresponding benefits. As part of this evaluation, the location of deficient areas as defined by quantitative analysis procedures must be considered. Improvements planned for the highway system are identified and overlaid on maps that identify the locations of the environmental justice populations. The transit route system and other system improvements identified in the Transportation Plan are also overlaid on maps identifying locations of environmental populations. Headways, route saturation, and improvement projects can be measured for equitable distribution (See earlier in Chapter 5).

A historical look at the implementation of projects through the transportation planning process has shown a fair distribution of projects and benefits throughout the entire metropolitan planning area. See Figure 21. The transit system is extremely sensitive to the needs of low-income and minority groups. The transit system has concentrated a number of routes in low-income neighborhoods based upon identified transit needs and transit propensity. Recent transit modifications by Citilink concentrated on improvements in the south central section of Fort Wayne. Service was improved and headways were reduced to thirty minutes on several of heaviest traveled routes through this area. The standard headway for Citilink routes is sixty



**Figure 21**  
**Implementation of Transportation Plans (1971-present)**

minutes. Decisions to improve transit service are based upon anticipated increases in ridership and where increased service will maximize public benefit. This is typically in the low-income neighborhoods.

The proposed improvements in the Transportation Plan are designed to improve safety, mitigate congestion, increase accessibility and mobility, and support economic growth through feasible strategies which minimize impacts on residential neighborhoods and are environmentally sensitive. Individual projects are designed to meet one or more of these objectives and their corresponding benefits measured. The regional benefits of the transportation plan are measured in vehicle miles of travel and vehicle hours of delay. These assessments are evaluated on the total package of projects proposed in the transportation plan.

Individual projects are also evaluated for burdens and benefits on environmental justice populations as part of the community and environmental analysis studies conducted as part of project development. The primary concern at the project level is identifying adverse impacts such as noise, traffic, and relocations. Mitigation strategies are included in the project development and design to minimize adverse impacts to all population groups, including low-income and minority populations. Context-sensitive design practices are beginning to be incorporated in the project development activities.

The transportation planning process includes assessment techniques through the development of the Transportation Plan and related improvement projects. The primary goal of a transportation plan is to achieve an efficient and safe transportation system for the movement of people and goods, while simultaneously improving the economic and environmental conditions of the community. The desire for an efficient transportation system includes accountability for environmental and social costs. The result is a plan that preserves neighborhood tranquility, minimizes environmental disruption, and is sensitive to its effect on minority and low-income populations.

## Factors Influencing Plan Selection

The development of the Year 2000 Transportation Plan included the establishing of evaluation methodology for comparing alternative transportation plans. The ideals and concepts of this methodology have remained throughout the development of the 2005, 2010, 2015, 2025, 2030, 2030-II, 2035 and the 2040 plans. These concepts continuously guide transportation planning decisions within the metropolitan area. Three of the major factors influencing such decisions include reduced congestion, economic advantages, and land use concerns.

Reducing traffic congestion within the Metropolitan Planning Area will result in a number of distinct advantages. Less congestion equates to reductions in noise, air pollution, travel times, energy consumption and vehicle crash rates. Reducing vehicle crash rates and improving safety has always been the highest priority influencing transportation decisions. Reduced congestion also improves accessibility, provides safer

streets, and improves the response time of essential emergency services such as medical, fire, and police.

Economic advantages of a well-designed transportation plan include enhanced regional accessibility, especially to areas zoned for future industrial and commercial developments. An efficient transportation system minimizes the travel times required to transport goods and services providing a direct economic benefit to area businesses. Improved accessibility significantly assists economic development activities for the Fort Wayne area, stimulating the economy and generating new employment opportunities.

Land use concerns were also considered throughout the development of the transportation plan. Protecting prime agricultural land and rural areas while providing sufficient access to commercial and industrial developments is a delicate procedure necessary to balance all interests involved. The outcome of this process is a transportation plan that promotes orderly growth and protects prime agricultural land.

The collaborative effort among local residents; public officials; federal, state, and local governmental agencies; and local boards, commissions, and committees, was the solidifying and driving force behind the 2040 transportation plan. The update incorporates positive impacts such as safety and efficiency on the transportation system with less congestion and improved accessibility. The plan serves as a guide for directing and establishing transportation policy and policy decisions to ensure that the transportation system meets the travel demands of future generations.

### **Livable Communities**

The Livable Communities is a federal initiative designed to provide communities with tools, information, and resources they can use to enhance their quality of life, ensure their economic competitiveness, and build a stronger sense of community. The transportation planning process and resulting transportation plan incorporates many transportation-related activities associated with the Livable Communities initiative. The transportation plan has as its goal to develop a safe, cost-effective transportation system that ensures mobility to all persons, enhances the quality of life in the region, supports planned growth, promotes economic development, and preserves the integrity and enhances the vitality of the human and natural environment. The implementation of such a system will minimize energy consumption and reduce air pollution. Reductions in vehicle hours of delay, vehicle miles of travel, accident rates, and accident severity are measures by which the system can be measured. Achieving this goal will enhance quality of life in the Metropolitan Planning Area and ensure that it remains as a “Livable Community.”

In pursuit of this goal, the transportation plan and planning process have identified improvement strategies and projects designed to improve the quality of life for area residents and people visiting the community. Including a variety of travel modes as components of the transportation system improves accessibility and mobility while reducing the dependency on the private automobile. Promoting and expanding transit

service in the metropolitan area is an important policy objective of the plan. Improving and extending the pedestrian and bicycle pathway system to reach more neighborhoods and activity centers will be achieved through the implementation of the transportation plan. These types of projects encourage the use of alternative travel modes.

The transportation plan includes many transit related projects and policy guidance to improve transit service within the community. Reducing headways, expanding service hours, and providing service on Sundays are transit service level improvements designed to increase the attractiveness of the transit system. To ensure transit issues are considered as new development occurs in the community, the transportation plan recommends that land use policies address transit needs for accessibility to private developments through street and subdivision design. It further states that the land use planning approval process should include pedestrian and public transit issues. Incorporating these policies into the land use planning process will be an objective of the transportation planning process.

The pedestrian\bikeway plan is another component of the transportation planning process that will encourage walking and bicycling and support the livable community agenda. This plan includes interconnecting the New Haven bicycle and pedestrian trail system with the Fort Wayne River Greenway system. The combining of these two systems will improve accessibility and mobility on both systems. Additional projects to expand the system and develop new trails will further improve pedestrian/bicycle opportunities in the Metropolitan Planning Area. The pedestrian\bicycle plan also supports the requirements for sidewalks in all new developments and ensuring they interconnect with adjacent developments. This process will ensure a growing network of sidewalks throughout the community.

The transportation planning process includes a traffic-calming program initiated by the City of Fort Wayne. Through this process, neighborhood associations can request that a study be conducted to develop traffic calming strategies. Through a collaborative process, the Metropolitan Planning Organization collects data and provides information to the Fort Wayne Traffic Engineering Department to assist in the study. The Fort Wayne Traffic Engineering Department makes the final decision and implements the selected strategy. The MPO staff provides similar assistance to other local governments upon request.

The access management program, a component of the congestion management program, is an extremely successful program enhancing the community's quality of life. The access management program controls driveway and public street connections to the roadway system. The access management process utilizes access standard design and access control to minimize traffic impacts to the transportation system from new developments. The access management program supports corridor preservation, leads to air quality improvements, prolongs the functional life of existing highways, maintains travel efficiency for economic prosperity, saves lives by reducing the frequency of accidents, applies uniform standards and promotes



fair and equal application to the development community, and requires cooperation among all agencies that make land use and transportation decisions thereby achieving improved planning and transportation integration. These benefits, of a well-developed and administered access management program, directly support the many facets of the “Livable Communities” initiative.

### **Financial Analysis**

An important factor affecting the selection of the 2040 Transportation Plan is the financial revenues available to support the implementation of the improvement projects. The plan is required to include a financial analysis that demonstrates the consistency of proposed transportation investments with available and projected sources of revenue. The plan selection was developed within this framework. The selection of proposed transportation investments for inclusion in the plan occurred after financial analysis was complete and projected revenue was earmarked for project implementation. Only those projects, for which funding is reasonably expected to be available, were included in the plan.

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## Chapter 6

# THE SELECTED PLAN

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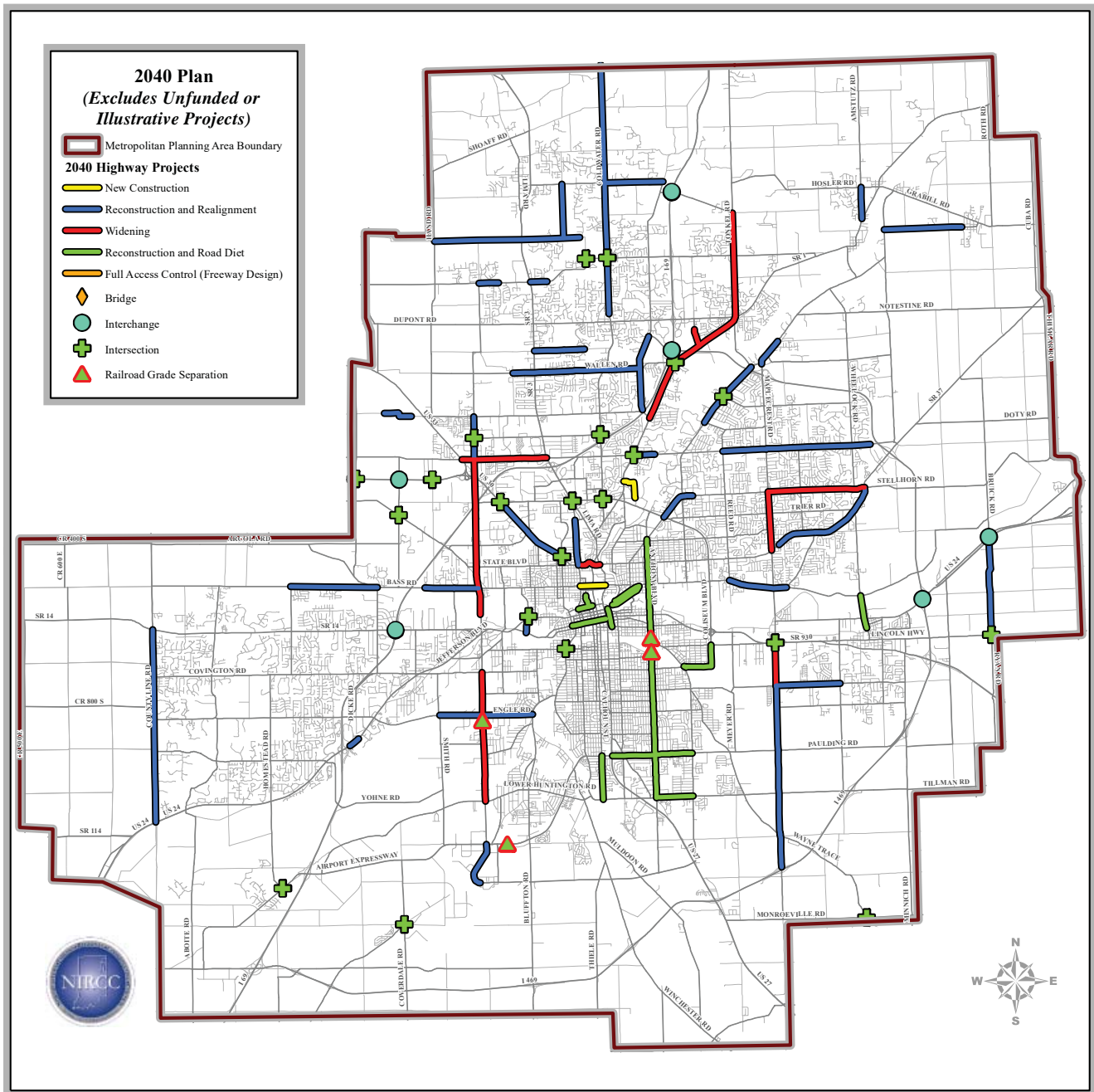
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The culmination of the long range planning process is the selected transportation plan titled “2040 Transportation Plan.” The plan is a combination of transportation improvement projects and policies for the highway, transit, and pedestrian/bicycle systems. The proposed highway improvements are displayed in Figure 22. A complete highway improvement project listing is provided as a part of this chapter. The transit system, including potential areas for future transit service, is displayed in Figure 23. The Pedestrian and Bicycle Plans are displayed in Figures 24 and 25. Potential areas for future transit service are also identified and discussed in this chapter. Collectively, these distinctive yet mutually dependent systems form the transportation plan.

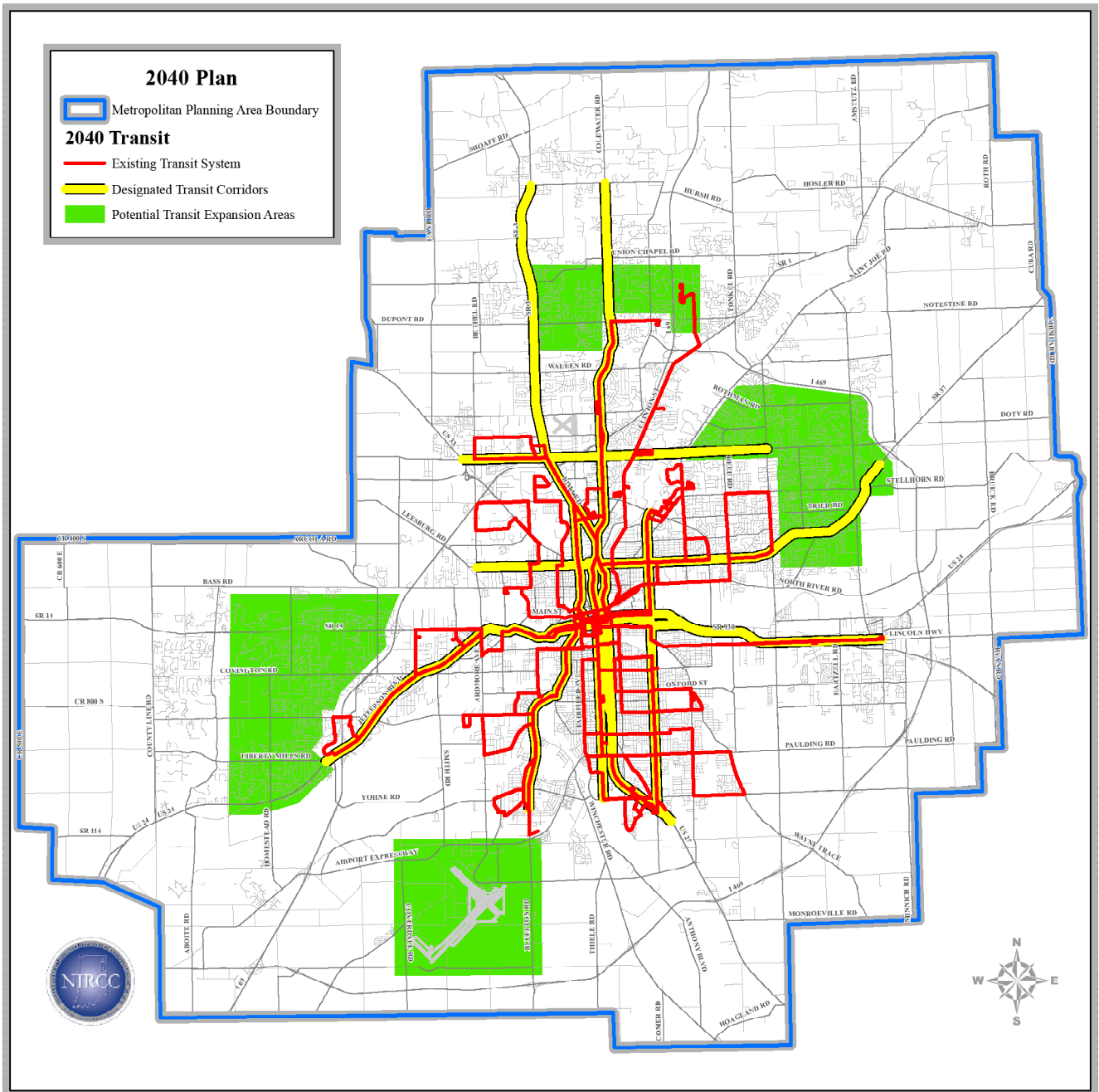
Specific projects and capital improvements form one component of the plan, and equally important, is the set of policies directed at preserving the integrity of the transportation system through the encouragement of wise decision-making. These policies aspire to promote highway, transit, and pedestrian/bicycle efficiency including specific strategies incorporating each system. The policies address non-traditional strategies for mitigating congestion including interchange reviews, access management, project implementation and transit recommendations.

### Goal of the Transportation Plan

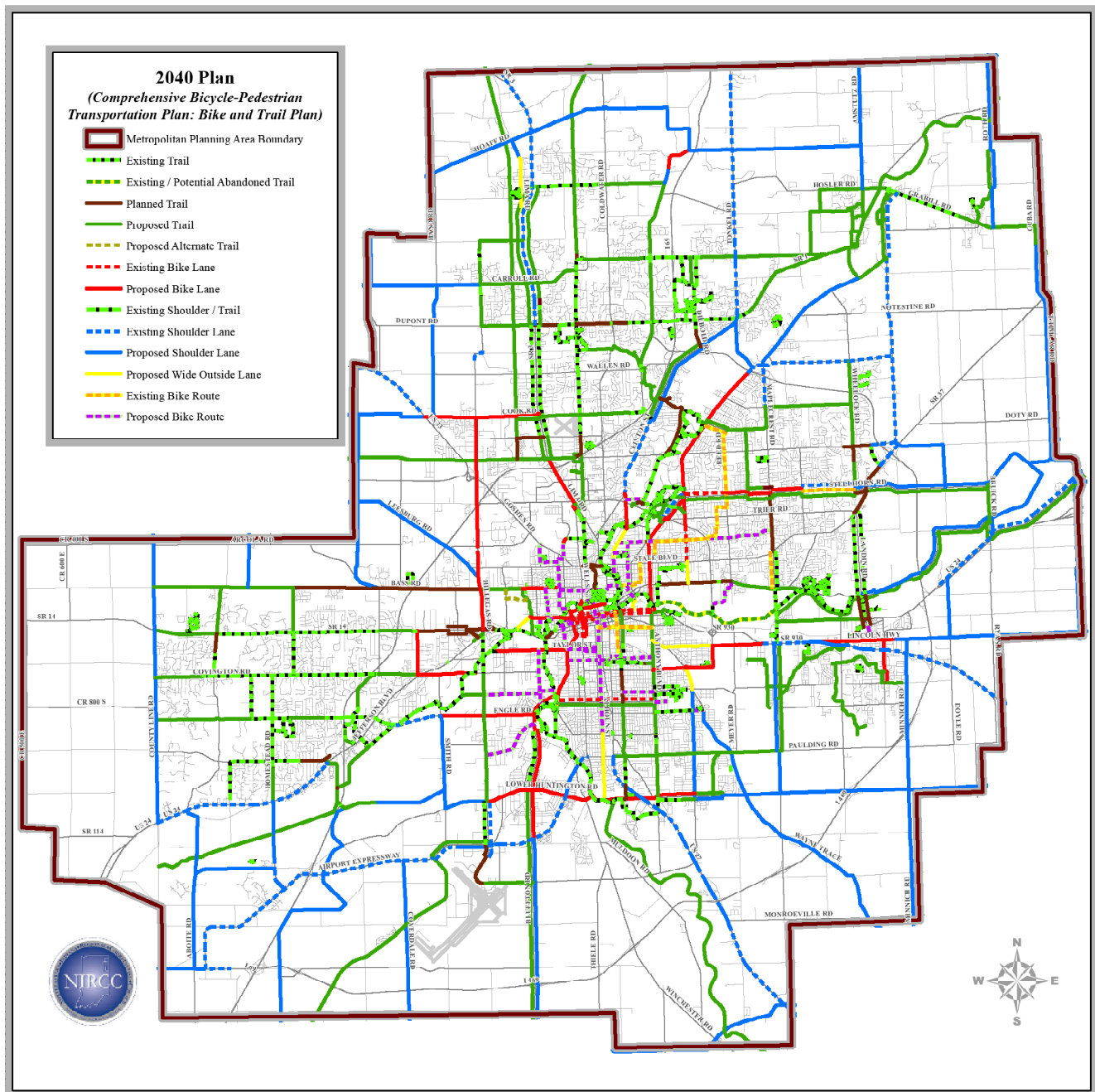
*Develop a safe, cost-effective transportation system that ensures mobility to all persons, enhances the quality of life in the region, supports planned growth, promotes economic development, and preserves the integrity and enhances the vitality of the human and natural environment.*



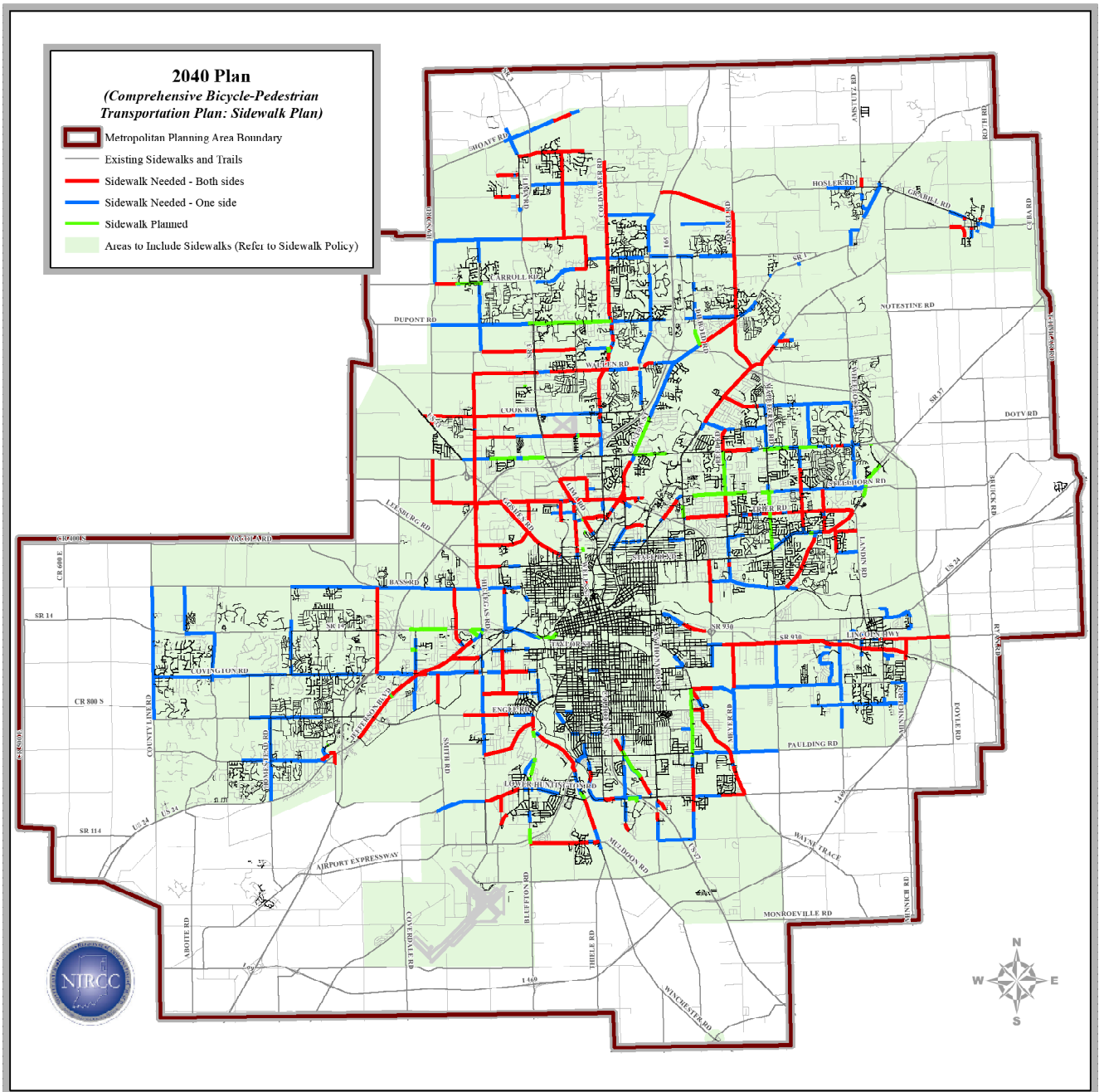
**Figure 22**  
**Recommended 2040 Transportation Plan**



**Figure 23**  
**Recommended 2040 Transit System**



**Figure 24**  
**Recommended 2040 Bicycle and Trail Plan**



**Figure 25**  
**Recommended 2040 Sidewalk Plan**

# The Recommended Plan

The recommended plan is a comprehensive list of transportation projects and policies carefully developed to meet future travel demands. The policies and projects were selected on their potential for mitigating congestion and improving mobility throughout the metropolitan area. A safe and efficient transportation system is the primary goal of the recommended plan.

## Highway Improvements

### New Construction

These projects enhance the mobility of drivers in areas that become increasingly important as the community grows. A more efficient system allows the traveler to take a quicker route reducing vehicle miles of travel, air pollution, energy consumption and travel delay.

#### New two-lane construction

Paul Shaffer Drive - California Road to Clinton Street  
Connector Street - Wells Street to Spy Run Avenue

### Widening Projects

Widening projects improve the accessibility of the area, add to street continuity and provide relief in congested areas. Relieving congestion also equates to a reduction in travel time, lower accident potential and improved air quality. Widening projects expand the capacity of the selected roadway by providing additional travel lanes. Added travel lanes are considered when less evasive congestion management strategies can no longer satisfy the travel demands.

#### Widen to four lanes

Adams Center Road - State Road 930 to Moeller Road  
Ardmore Avenue - Covington Road to Engle Road  
Ardmore Avenue - Engle Road to Lower Huntington Road  
Clinton Street - Auburn Road to Wallen Road  
Clinton Street - Wallen Road to Dupont Road/State Road 1  
Diebold Road - Clinton Street to s/o State Road 1/ Dupont Road  
Hillegas Road - s/o Bass Road to Washington Center Road  
Maplecrest Road - State Boulevard to Stellhorn Road  
State Boulevard - US 27/Clinton Street to Cass Street  
Stellhorn Road - Maplecrest Road to Maysville Road  
Tonkel Road - Dupont Road/State Road 1 to Hursh Road  
Washington Center Road - Lima Road/State Road 3 to US 33

### Congestion Management Strategy Implementation

Congestion Management Strategies include improvements aimed at maximizing existing highway capacity. The construction of a center turn lane to allow left-turning vehicles to exit the busy through lanes resulting



in less traffic conflicts and reduced accident potential. This category of projects may also include a turn lane extension for intersection or ramp movements where congestion is occurring. The extended turn lanes allow turning traffic to exit the through lanes improving flow and maximizing capacity. Intersection reconstruction projects improve intersection capacity and flow, negating the need to widen long sections of roadway. These projects may include adding turn lanes or realigning intersections to improve traffic flow. The reconstruction and realignment of roadway segments will improve safety and traffic flow. Certain roadway sections have varying lane configurations due to egress lanes, left turn lanes, and passing blisters. These projects will establish a consistent roadway design reducing motorist confusion and improving traffic flow. This category of projects also includes intelligent transportation system improvements such as signal modernization/interconnection and motorist information systems.

### **Center Turn Lane Improvement**

Auburn Road - Cook Road to Interstate 469 Exit Ramp (3-lane)  
Coldwater Road - Mill Lake Road to Gump Road (3-lane)  
Engle Road - Bluffton Road to Smith Road (3-lane)  
Gump Road - Coldwater Road to Auburn Road (3-lane)  
Saint Joe Center Road - Clinton Street to River Run Trail (5-lane)  
Saint Joe Center Road - Reed Road to Maplecrest Road (3-lane)  
Saint Joe Center Road - Maplecrest Road to Meijer Drive (3-lane)

### **Road Reconstruction-Road Diet**

Anthony Boulevard – Tillman Road to Rudisill Boulevard  
Anthony Boulevard – Rudisill Boulevard to Pontiac Street  
Anthony Boulevard – Pontiac Street to Wayne Trace  
Anthony Boulevard – Wayne Trace to Crescent Avenue  
Broadway Street - Bell Avenue to North River Road  
Calhoun Street – Paulding Road to Tillman Road  
Clay Street – Main Street to Lewis Street  
Coliseum Boulevard/Pontiac Street – New Haven Avenue to Wayne Trace  
Columbia Street – Saint Joe Boulevard to Lake Avenue  
Harrison Street – Superior Street to Second Street  
Lake Avenue – Saint Joe Boulevard to Delta Boulevard  
Paulding Road – US 27/Lafayette Street to Anthony Boulevard  
Paulding Road – Anthony Boulevard to Hessen Cassel Road  
Superior Street – Calhoun Street to Wells Street  
Tillman Road – Anthony Boulevard to Hessen Cassel Road  
Washington Boulevard– Lafayette Street to Van Buren Street

### **Turn Lane Extension**

Jefferson Boulevard - Interstate 69 Ramp to Lutheran Hospital Entrance

### **Intersection Reconstruction**

Broadway and Taylor Street  
Clinton Street and Wallen Road

Clinton Street and Washington Center/Saint Joe Center Road  
Coldwater Road and Union Chapel Road  
Coldwater Road and Ludwig Road, Coldwater Road and Interstate 69 Interchange Modification  
Corbin Road and Union Chapel Road  
Coverdale Road, Winters Road and Indianapolis Road  
Flaugh Road and Leesburg Road  
Goshen Road, Lillian Avenue and Sherman Boulevard  
Homestead Road and Lower Huntington Road  
Leesburg Road and Main Street  
Ludwig Road and Huguenard Road  
Rothman Road and Saint Joe Road  
Ryan Road and Dawkins Road  
SR 930 and Coldwater Road  
SR 930 and Goshen Road  
SR 930 and Maplecrest Road  
SR 930 and US 27/Lima Road  
Us 30 and Felfer Road/Leesburg Road  
US 30 and Kroemer Road  
US 30 and O'Day Road  
Wayne Trace and Monroeville Road

### **Reconstruction and Realignment**

Adams Center Road - Moeller Road to Paulding Road  
Adams Center Road - Paulding Road to Interstate 469  
Allen County/Whitley County Line Road - US 24 to SR 14  
Amstutz Road - Hosler Road to State Road 1/Leo Road  
Ardmore Avenue – Airport Expressway to Ferguson Road  
Bass Road - Clifty Parkway to Thomas Road  
Bass Road - Thomas Road to Hillegas Road  
Bass Road - Hadley Road to Scott Road  
Carroll Road – State Road 3 to Springs Drive  
Carroll Road – e/o Bethel Road to Millstone Drive  
Coldwater Road - Gump Road to Allen County Line  
Cook Road - US 33 to O'Day Road  
Crescent Avenue – Sirlin Drive to State Road 930/Coliseum Boulevard  
Dunton Road - Hathaway Road to Gump Road  
Goshen Avenue - Sherman Boulevard to Coliseum Boulevard/State Road 930  
Hathaway Road - Corbin Road to State Road 3  
Hathaway Road - State Road 3 to Hand Road  
Huguenard Road - Washington Center Road to Cook Road  
Lake Avenue - Reed Road to Maysville Road  
Leesburg Road from Main Street to Jefferson Boulevard  
Maplecrest Road - State Boulevard to Stellhorn Road  
Moeller Road - Hartzell Road to Adams Center  
Ryan Road - Dawkins Road to US 24  
State Boulevard - Maysville Road to Georgetown North Boulevard

Saint Joe Road - Evard Road to Mayhew Road  
Saint Joe Road - Maplecrest Road to Eby Road  
Till Road - State Road 3 to Dawson Creek Boulevard  
Wallen Road - Hanauer Road to Auburn Road  
Wells Street - State Boulevard to Fernhill Avenue  
Witmer Road - Schwartz Road to County Shoals Lane

### **Other Highway Improvements**

This category of highway improvements includes the construction and reconstruction of railroad grade separations, interchange construction and modifications, and the Congressional high priority corridor improvement for US 24 between Fort Wayne and Toledo (Fort to Port). These improvement projects will increase mobility and accessibility for transit, freight movement, and passenger vehicles.

### **New Railroad Grade Separation**

Anthony Boulevard and Norfolk Southern Railroad  
Airport Expressway and Norfolk Southern Railroad  
Ardmore Avenue and Norfolk Southern Railroad

### **Reconstruct Railroad Grade Separation**

Anthony Boulevard and CSX Railroad

### **Interchange-New Construction**

Interstate 69 at Hursh Road  
US 30 at Flaugh Road

### **Interchange/Ramp-Modification**

Interstate 69 and State Road 14/Illinois Road Interchange  
Interstate 469 and Interstate 69 Interchange (mm 315)  
Interstate 469 and US 24 Interchange  
US 24 and Ryan Road/Bruick Road Interchange

### **Additional Projects for Illustrative Purposes**

#### **Widening Projects - six lanes**

Interstate 69 - Interstate 469 to Airport Expressway  
Interstate 69 - Airport Expressway to US 24  
Interstate 69 - Dupont Road/State Road 1 to Hursh Road  
Interstate 469 - Maplecrest Road to Interstate 69  
Jefferson Boulevard - Illinois Road South to Main Street  
Jefferson Boulevard - Interstate 69 to Illinois Road South  
State Road 3/Lima Road - Dupont Road to Gump Road  
State Road 3/Lima Road - Gump Road to Allen County Line  
US 24 - Interstate 69 to Homestead Road

### **Upgrade to Full Access Control (Freeway Design)**

US 30 – Interstate 69 to US 33/Goshen Road

US 30 – US 33/Goshen Road to Flaugh Road  
US 30 – Flaugh Road to O’Day Road

**Widening Projects - four lanes**

State Road 1/Leo Road - Tonkel Road to Union Chapel Road  
State Road 1/Leo Road - Union Chapel Road to Grabill Road  
State Road 1/Bluffton Road - Interstate 469 to State Road 116/124  
State Road 14/Illinois Road - West Hamilton Road to Allen/Whitley County Line  
State Road 37 - Doty Road to Interstate 469  
US 33 - Cook Road to O’Day Road  
US 33 - O’Day Road to State Road 205

**Center Turn Lane Improvement**

Auburn Road - Dupont Road to Gump Road  
State Road 930 – Brookwood Drive to Minnich Road

**Reconstruction and Realignment**

Clinton Street - Parnell Avenue to Auburn Road  
State Road 37 - Doty Road to Cuba Road

**Interchange/Ramp-Modification**

Interstate 69 and State Road 1/Dupont Road Interchange

**Bridge Reconstruction/Modification**

Hillegas Road over Interstate 69  
US 27/Spy Run Avenue Bridge over St. Mary’s River w/Pedestrian Treatment

**Highway Policies**

**Interchange Review**

As areas adjacent to interchanges on Interstates 69 and 469 develop, access at these locations must be carefully planned in order to preserve the ability of the interchanges to function safely and efficiently. It is recommended that the Northeastern Indiana Regional Coordinating Council, local government, and Indiana Department of Transportation carefully review these developments and their corresponding impacts on the interchange. In addition, as traffic volumes increase at interchange locations, the interchange performance should be periodically reviewed to determine if modifications are necessary to maintain acceptable levels of service.

**Access Management Policies**

The lack of access management of the roadway system is a major contributor to accidents and has been a leading cause behind the functional deterioration of our region’s roads. As new accesses are built and traffic signals installed, speed and capacity on roadways decrease, and congestion and hazards increase. NIRCC will continue its access management program following guidelines as established in the Access

Standards Manual and Site Impact Analysis Guide. The access management guidelines will be implemented to help preserve the integrity of the region’s road system. Corridors will continue to be identified where access management guidelines should be used and specific techniques and strategies will be developed for each corridor.

### **Right of Way Acquisition Policies**

The acquisition of right of way is an important part of meeting future travel needs. As travel patterns change, corridors and intersections must be upgraded to handle new demands. Local efforts will continue to identify locations where sufficient right of way should be acquired to accommodate future increases in travel demand.

### **Planning Process Policies**

In order to insure that the long-range goals of the community are realized, it is necessary that there exist an interaction between transportation planners and the implementing agency during project design. Efforts will continue to formalize the coordination between transportation planning and project implementation.

### **Transit Improvements**

The transit improvements have been derived from the public transit policies that guide future transit growth, methods of service delivery, and transit efficiency. The public transit improvements are listed in one category titled “Public Transit Projects.” This category of transit improvements includes route modifications, capital projects, and service modifications designed to increase transit efficiency and improve transit service. Reducing headways, providing Sunday service and potential transit expansion areas are examples of these projects. Specific improvements from the Citilink Transit Development Plan 2010 Update and the identified strategies from the Coordinated Public Transit – Human Services Transportation Plan for Allen County 2017 Update have also been included. However, Citilink initiated a new Comprehensive Operations Analysis (COA) / Transit Development Plan (TDP) in early 2018 with completion anticipated in mid-2019. Recommendations from the COA/TDP that are endorsed and approved by Citilink will be amended into this plan.

### **Public Transit Policies**

*\*Policies are numbered for identification purposes only, not by priority*

**Policy 1** In the urbanized portion of the Metropolitan Planning Area where fixed route transit service is the most efficient means of providing public transit, Citilink fixed route transit service will remain as the service of choice. Where fixed route transit service cannot meet established performance standards, other types of transit service will be investigated. Opportunities for service coordination and connectivity should be explored by Citilink and other service providers.

- Policy 2** As the urbanized area grows; transit service should be expanded to meet the transit demands of the community. Decrease headways on routes where demands warrant.
- Policy 3** Enhance public transportation to support clean air strategies, energy conservation, congestion management, transportation choice and meet the needs of transit dependent populations.
- Policy 4** Land use policies should address the transit need for accessibility to private development through street and subdivision design. This is crucial to providing access to employment, senior housing, low income housing, quality food, and daily essential needs. The land use planning approval process should include pedestrian and public transportation issues and recommendations from appropriate providers and committees. Land use policies and recommendations should be consistent with the guidelines provided in the Coordinated Development and Transportation Services Guide.
- Policy 5** Citilink will have a role in urban core redevelopment. Specific projects such the recently completed Citilink Central Station and the Hanna/Creighton community center can compliment and encourage redevelopment activities.
- Policy 6** Citilink should continue to implement appropriate nontraditional transit services and evaluate vehicle type, design, and propulsion when purchasing new capital equipment. This may include the investigation and promotion of additional transportation services such as telecommuting, ridesharing, and van pools. Citilink and other providers should also be encouraged to continue adding vehicles to their fleets that utilize hybrid-propulsion and bio-diesel fuel technology, as well as other propulsion technologies as they become available.
- Policy 7** Citilink, Community Transportation Network, and other providers should be partners in the provision of specialized transportation services and access all potential financial resources to meet these specialized transportation needs.
- Policy 8** Investigate the provision of non-fixed route transportation services in the Metropolitan Planning Area.
- Policy 9** Transportation policies should continue to be developed with opportunities for involvement by human service providers, taxi, and other private sector providers. In addition, safe and appropriate opportunities for the involvement of ridesharing type services should be identified and investigated.
- Policy 10** Transportation services should be coordinated with all providers (public, human service, and private) to maximize efficiency and utilize all available resources.
- Policy 11** Evaluate alternative route structures to improve transit service efficiency.

**Policy 12** Citilink service should provide connection opportunities with other providers operating in Allen County and the surrounding region whom travel to and from the Metropolitan Area to provide better rural / urban connectivity.

## **Public Transit Improvement Projects**

*\*Projects are numbered for identification purposes only, not by priority*

**Project 1** Expanded transit service in the growing urbanized area where ridership warrants. Potential locations include the Fort Wayne International Airport and surrounding area, Chapel Ridge and surrounding area, and Aboite, Perry, and Cedar Creek Townships. Types of service will be determined based upon projected demands and proposed service levels.

\*Policies 2, 7, 8, 9, 10, & 11

**Project 2** Replacement of transit coaches and service vehicles as necessary to maintain a dependable transit fleet.

\*Policies 1 & 6

**Project 3** Install and upgrade bus shelters, benches, and other customer amenities by both Citilink and other entities (public and private). Placement of shelters (Bus Huts) should be consistent with Citilink service, accessible, and have sidewalk connectivity.

\*Policies 1 & 5

**Project 4** Reduce headways on selected routes where current and potential ridership levels warrant.

\*Policies 2 & 3

**Project 5** Expand service hours into the evening and provide Sunday service through fixed route and other types of transit services.

\*Policies 2 & 3

**Project 6** Provide customer access to innovative technology to promote and sustain transit ridership.

\*Policy 3

**Project 7** Design and construct a satellite transfer center to serve the northern portion of the service area.

\*Policy 2

**Project 8** Encourage the construction of accessible pedestrian facilities to and from bus stop locations, within developments, and in areas where pedestrian facilities currently do not exist (sidewalk placement and connectivity).

\*Policies 1, 4, & 5

**Project 9** High Priority Corridors: Designate corridors to include amenities that allow busses and para-transit vehicles to safely pull off the corridor to load and unload as well as provide safe pedestrian facilities. These corridors should include Broadway, Wells Street, Lima Road, Calhoun Street, Lafayette Street / Spy Run Avenue, Clinton Street, Anthony Boulevard, Washington Boulevard, Jefferson Boulevard / Maumee Avenue, State Boulevard, and Washington Center Road.

\*Policy 3

**Project 10** Review and update the Comprehensive Operations Analysis / Transit Development Plan on a four-year cycle.

- Establishing Evaluation Markers
- Establishing Performance Measures
- Providing continuous monitoring and evaluation

\*Policies 1, 2, 3, 4, 5, & 6

**Project 11** Rural and Regional Connectivity: Complete a study and report identifying and recommending connection opportunities between Citilink and other providers operating in Allen County and the surrounding region whom travel to and from the Metropolitan Area to provide better rural / urban connectivity.

\*Policies 3

### **Specific Improvements from the Transit Development Plan**

- Increased service frequency – routes 1, 2 and 3
- Extend evening/nighttime service hours
- Provide limited service on Sundays
- Update Transit Development Plan

### **Identified Transportation Strategies from Coordinated Transit Plan**

#### **Strategies Applicable to All Programs and Providers:**

1. Identify new revenue sources to increase operating budgets necessary to expand and maintain services and fleets
2. Keep costs low / maintain affordable rates

#### **Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program – Capital Funding**

1. Maintain existing service / fleets
2. Maintain and increase coordination / efficiency between all transportation providers
3. Expand existing service / fleets
4. Increase public awareness of available services and programs offered by providers that are available to them

#### **Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program – Operational**

1. Provide transportation above and beyond existing complimentary paratransit service



2. Provide transportation outside current service areas
3. Provide transportation within and outside current service schedules

#### **Job Access Reverse Commute Related Projects Strategies:**

1. Provide transportation to destinations outside of the current service area
2. Provide transportation within and in particular outside of the current service schedules
3. Facilitate multiple destination trips from a single service provider. (ie. daycare/job)
4. Inform the public about transportation services available in the community and train them to use the services to get to work, job training, and child care as efficiently as possible

### **Bicycle, Pedestrian and Enhancement Improvements**

#### **Current / Proposed Enhancement Projects**

- Pufferbelly Trail -Lawton Park to Franke Park and Fernhill Avenue
- Pufferbelly Trail Dupont Road Grade Separation
- Pufferbelly Trail Bridge over State Boulevard
- IPFW Bridge over State Road 930
- Dupont Road Trail - Coldwater Road to Lima Road

### **Financial Plan**

The financial plan demonstrates the ability of local and state governments to maintain the existing transportation system and implement improvements to meet future travel demands. This financial component of the transportation plan compares the estimated revenue from existing and proposed funding sources, which are reasonably expected to be available for transportation expenditures, to the estimated costs of constructing, maintaining, and operating the total transportation system. The financial plan covers the twenty year period of the transportation plan. The most important aspect of implementing the 2040 Transportation Plan is securing the necessary funding for project completion. The plan was developed to be fiscally reasonable based on the projected amount of available local and federal funding for the next 22 years. The plan's implementation depends on both the Indiana Department of Transportation and the funding resources of the local jurisdictions in the Metropolitan Planning Area.

### **Highway**

Assuring fiscal constraint of the Transportation Plan is based on a reasonable estimation of both federal and local revenues dedicated to operating, maintaining and improving the transportation system. The first step was to prepare an estimate of the amount of funds available for the next 22 years. This was done for Allen County and the cities of Fort Wayne and New Haven. These three units of government are the primary jurisdictions responsible for the local highway system. The estimate was based on each jurisdiction's historical funding practices for operations, maintenance and construction activities. Concurrent with the financial resources forecast, all of the projects in the plan were identified and the type of improvement necessary was determined. These include all the highway projects incorporated in the Transportation Plan

that are the responsibility of local governments to implement.

The projects in the plan that are the responsibility of the Indiana Department of Transportation are consistent with State of Indiana Long-Range Transportation Plan. It is assumed that the State of Indiana and the Indiana Department of Transportation will have sufficient funds to implement projects on State Roads, US Routes, and Interstates as identified in this plan. The Indiana Department of Transportation and Northeastern Indiana Regional Coordinating Council collaborated on the proposed project list. Projects that cannot be assured funding are identified in a separate illustrative list.

The highway system under INDOT's jurisdiction is an integral part of the transportation system in the Metropolitan Planning Area. In order for the state to assist local government in the implementation of the transportation plan, it is incumbent on the state to develop a long-range strategy addressing the construction and maintenance of the transportation system. This strategy should be independent, yet complementary of federal funding policies. Such a strategy will contribute to economic health and development of communities within the state. Areas should receive a fair share of state and federal funds proportional to their population, vehicle ownership, and tax contributions.

Projects under local governmental jurisdictions were identified and the cost of each project was developed. Costs were estimated for preliminary engineering, right-of-way acquisition, and construction activities. Due to potential shifts in project selection and prioritization over time, projects were banded for the years of 2019 through 2025, 2026 through 2034, and 2035 through 2040 for cost estimating and application of inflation adjustments. Project cost estimates for the years 2019 through 2025 are based on current development costs plus an average 1.6% annual inflation rate. The inflation factor was used to adjust project cost developed utilizing 2019 costs for project development and construction. Project cost estimates for the years 2026 through 2040 were also adjusted based upon a continual, cumulative average annual inflation rate of 1.5%. The rate is based on recent historical trend for general inflation and construction cost as reported in the National Highway Construction Cost Index (NHCCI) through the Federal Highway Administration.

### **Local Funding**

Local governments predominantly rely on Motor Vehicle Highway (MVH), Local Roads and Streets (LRS), and local wheeltax funds for highway maintenance, administration, and construction expenditures. Additional funds such as County Economic Development Income Tax (CEDIT) and County Option Income Tax (COIT) are also used for highway maintenance and construction projects. Indiana also provides State Funds through a Community Crossing grant program that funds transportation maintenance and reconstruction projects. Several projects within the Metropolitan Planning Area are eligible for Federal Aid Group IV funds. The eligibility of these projects may change as the Urban Area expands. The construction

expenditures fund local construction and reconstruction projects, and provide local matching funds for federal-aid projects. The remaining funds are for operation, administration, and maintenance costs.

An estimate of federal funds available to the Urbanized Area for the 20 year plan was developed. The forecast of available federal funds was based on historical federal funding revenues to the Urban Area. Currently, the Urban Area receives approximately 9.8 million dollars annually in federal funds to support highway construction projects. Federal funds allocated to the Urban Area have increased at an annual rate of 1.7% over the past seven years. Historically the annual allocation has increased at an annual rate of 6.7% over the past thirty-six years when the yearly allocation was approximately one million dollars. The fiscal analysis assumes that it is reasonable that federal funds allocated to the Urban Area will increase throughout the duration of the Transportation Plan. The difficulty lies in predicting the rate in which such funds will increase. Based on the current uncertainty of the Federal Highway Trust Fund, and the understanding that it will take time to implement strategies necessary to replenish and expand the fund. Based on historical growth and cautious optimism a conservative annual growth rate of 3% was applied to forecast federal revenues for years 2019 through 2040. Based on these revenue forecasting assumptions and currently available federal funds, the total federal resources total approximately 302 million dollars over the life of the Plan.

Local governments including Allen County, City of Fort Wayne, and City of New Haven collectively have annual revenues of 52.6 million dollars dedicated to transportation operations, maintenance, and construction. Economic Development Income Taxes generate millions of dollars each year with a substantial portion dedicated to highway construction projects. The amount of these funds spent on transportation projects varies from year to year, but on average, local governments commit approximately 24 million dollars a year on construction, reconstruction and maintenance projects. The amount of these funds available for development and construction costs for projects included in the Transportation Plan is estimated to be one-third, or 25 million dollars annually. Allowing for conservative growth, local funds available for project implementation totals approximately 764 million dollars over the twenty-year period of the Plan. Many of the projects listed in the Transportation Plan will be funded solely with local revenues and will not include federal assistance.

The estimated combined federal and local dollars available for supporting the local projects in the plan is slightly over a billion dollars. A list of the local projects and their estimated costs for preliminary engineering, right-of-way and construction is provided in Appendix F. The project development and construction costs were adjusted for inflation. The total estimated cost for the preliminary engineering, right-of-way acquisition, and construction phases for all local projects, adjusted to year of expenditure is 584 million dollars. Table 12 displays the available revenues and project cost estimates. Based on the federal and local amounts available for programming projects in the Transportation Plan, there appears to

be sufficient funding available for the highway projects included in the 2040 Transportation Plan. Therefore the highway component of the 2040 Transportation Plan is financially feasible.

**Table 12: Project Cost Estimates and Available Revenue Summary**

<b>Time Period</b>	<b>Project Costs</b>	<b>Available Revenue</b>
Band 1 2019-2025	\$76,917,880	\$191,561,555
Band 2 2026-2035	\$122,825,265	\$312,360,480
Band 3 2036-2040	\$102,216,210	\$259,949,000
<b>Total</b>	<b>\$301,959,355</b>	<b>\$763,871,035</b>

**Transit**

The key to understanding sources of revenue available to Citilink (formerly the Fort Wayne Public Transportation Corporation-FWPTC) in the future is to comprehend the current funding available and what the growth has been of these funds in the past. Citilink receives operating and capital subsidies from three primary sources: the Federal Transit Administration; the State of Indiana’s Public Mass Transportation Fund (PMTF); and local funds including taxes and miscellaneous revenues.

**Federal Funding**

Since 1995, operating and capital funds allocated at the federal level have fluctuated. Federal operating funds allocated in 1995 were 955,204 dollars. In 1998, the last year Citilink received Federal operating assistance, they received 92,844 dollars. Since 1998, Citilink has not received any Federal operating assistance. The apportionment of Federal capital assistance funds has fluctuated from a high of 3.3 million dollars in 2018, to a low of 642,613 dollars in 1995. The combination of Federal operating and capital subsidies under the Section 5307 (formerly Section 9) have generally increased since 1995. Citilink received a total of 1.6 million dollars in 1995, and currently receives 3.3 million in Federal funds for capital equipment and capitalization activities. This represents an increase of 3.2% each year.

It is anticipated that Citilink will continue to receive Federal Capital assistance and the amount will increase slightly each year by approximately 3 percent. Over the duration of the planning period of the Transportation Plan, Citilink will have approximately 122 million dollars in federal assistance for capital projects. Assuming the 80:20 percent ratio of federal to local funds remains, 30.5 million dollars in local matching funds will be needed. These local matching funds will come primarily from the cumulative capital fund, local tax dollars and funds raised from the sale of obsolete equipment. The combination of federal and local dollars for capital projects totals 152.5 million dollars.

**State Funding**

The State of Indiana Public Mass Transportation Funds (PMTF) can be used for capital or operating assistance. In the past, the source of these funds were a fixed percentage of the Indiana State sales tax.

However, the State Legislature changed the PMTF from a fixed percentage of the Indiana State sales tax to a bi-annual line item in the State budget. These funds are allocated based on a performance-based formula with an emphasis on system efficiency.

Citilink has historically used state funding for operating purposes. The allocation of State funds has increased over time from 1.25 million dollars in 1995 to 2.1 million dollars in 2018. This represents an annual increase of 2.30% per year. State funding is expected to remain relatively stable. During the planning period of the plan, the state funds will provide approximately 54 million dollars for operating expenses.

### **Local Funding**

The FWPTC receives local funds from the following sources: local taxes, municipal garage, fare box, miscellaneous income, demand response, and bus lease. Revenue from these sources utilized for general-operating costs was approximately 8.6 million dollars in 2018. These funds, primarily obtained from property taxes, and due to recent legislative mandates to local units of government, the ability of these funds to increase over time is currently under assessment. However, as the community grows it is expected that revenues from local sources will increase at a modest rate and innovative financing methods and cost efficiencies will need to be employed. For these reasons, a conservative annual increase of 2% throughout the duration of the Transportation Plan was utilized to estimate local revenues. At this rate, Citilink will have access to approximately 248 million dollars over the planning period of the plan. These funds will be used primarily for operating funds.

A local cumulative capital fund deriving revenue from a dedicated portion of the local property tax is utilized for matching federal capital assistance. This fund currently provides 350,000 dollars annually. However, this funding is only anticipated for a few more years without major cuts. It is estimated that there is less than 1 million dollars available over the next few years, let alone over the next twenty years.

### **Transit Operating Costs**

The detailed transit financial information is provided in Tables 13 through 17. The fiscal analysis is based on maintaining the current level of transit service. Expanding service will require additional revenue that is not anticipated at this time. New revenue sources were not identified by Citilink that would enhance the level of transit service. Additional revenue will be needed to implement additional service. Information is provided in this section on the estimated costs of providing additional transit service. A replacement schedule for transit buses is displayed in Appendix F, Table F-2. The table indicates the useful life of each vehicle and the year when replacement is expected to occur. The estimated cost of the replacement vehicle is also displayed.

Table 14 displays the general 2018 revenue sources used to support Citilink's Transit operations. The

sources include fares, local property taxes, state assistance, federal assistance and other revenues. The total amount of revenue needed to provide transit service in 2018 is approximately 14 million dollars. Table 15 contains the estimated 2018 revenues for capital expenditures. Citilink anticipates that operating revenues will increase at an average of two percent per year and capital revenues will increase at an average rate of five percent per year. The cost of operations and capital projects are estimated to increase at the same respective rates.

**Table 13 Citilink Operating Revenue-2018**

<b>Revenue Item</b>	<b>2018 Revenue</b>
Fare Revenue	\$1,664,040
Other Revenue	\$776,497
Local Property Taxes	\$6,244,269
State Assistance-PMTF	\$2,123,530
Federal Assistance	\$3,166,589
Total	\$13,974,925

**Table 14 Citilink Annual Capital Revenue Estimates**

<b>Federal Revenue</b>	<b>Local Revenue</b>	<b>Total Revenue</b>
\$3,300,000	\$350,000	\$3,650,000

The Citilink operating cost estimates and anticipated operating revenues are provided on Table 16. As displayed in this table, operating costs and operating revenues are anticipated to increase at an average annual rate of two percent. If for some reason revenues are insufficient to meet operating costs, Citilink will diminish service or secure additional funds. The cost and revenue for operating Citilink’s Transit service is provided for 2018 through 2040. Table 16 contains a summary of the operating costs and revenues by three time periods utilized for highway projects costs. Table 16 indicates sufficient revenues will be available to support transit operations, but virtually every dollar obtained will be used to provide service and Citilink will not maintain an operating revenue reserve.

Based on the vehicle replacement schedule provided in Table F-2 in appendix F, the capital costs anticipated to maintain existing service is displayed in Table 17 for each time period. As previously mentioned, capital costs and capital revenues are expected to increase by approximately five percent per year. As the table indicates, at specific time periods Citilink will operate with a reserve of capital funds, however the reserve is earmarked for future procurements and will not truly function as a long term surplus.

The transit capital and operating information demonstrates that the current level of transit service can be maintained through the duration of the transportation plan. In order to implement additional transit services, new and/or increase revenue sources will need to be secured. The anticipated cost for implementing several new service options is provided below.

**Table 15 Citilink Annual Operating Costs and Revenue Forecasts**

Year	Operating Costs	Operating Revenue
2018	\$13,974,925	\$13,974,925
2019	\$14,479,284	\$14,479,284
2020	\$15,018,139	\$15,018,139
2021	\$15,594,621	\$15,594,621
2022	\$16,062,460	\$16,062,460
2023	\$16,544,333	\$16,544,333
2024	\$17,040,663	\$17,040,663
2025	\$17,551,883	\$17,551,883
2026	\$18,078,440	\$18,078,440
2027	\$18,620,793	\$18,620,793
2028	\$19,179,417	\$19,179,417
2029	\$19,754,799	\$19,754,799
2030	\$20,347,443	\$20,347,443
2031	\$20,957,867	\$20,957,867
2032	\$21,586,603	\$21,586,603
2033	\$22,234,201	\$22,234,201
2034	\$22,901,227	\$22,901,227
2035	\$23,588,263	\$23,588,263
2036	\$24,295,911	\$24,295,911
2037	\$25,024,789	\$25,024,789
2038	\$25,775,532	\$25,775,532
2039	\$26,548,798	\$26,548,798
2040	\$27,345,262	\$27,345,262

**Table 16 Citilink Operating Revenue and Expenditure Estimates**

Time Period	Operating Costs	Operating Revenue	Surplus
2018-2025	\$126,266,309	\$126,266,309	\$0
2026-2035	\$207,249,052	\$207,249,052	\$0
2036-2040	\$128,990,293	\$128,990,293	\$0

**Table 17 Citilink Capital Revenue and Expenditure Estimates**

Time Period	Capital Costs	Available Revenue	Surplus
2018-2025	\$17,579,642	\$29,676,215	\$12,096,573
2026-2035	\$37,950,649	48,464,312	\$10,513,663
2036-2040	\$23,047,039	\$30,163,833	\$7,116,794

## **Cost for Additional Transit Service**

### **Project 1 – Provide 30 minute service on Transit Routes 1, 2 and 3**

The reduced headway on Routes 1, 2 and 3 would be implemented only on weekday service and would not apply to Saturday service. The service would require the purchase and maintenance of six additional busses with a replacement schedule of 12 years. The additional service may require over-time labor cost, however these costs were not included in the following estimate. The operation cost associated with providing 30 minute service is approximately \$647,700 per year, based on 2018 dollars. Providing 30 minute service on all three routes would cost an additional \$1,943,100 each year. The initial investment for six additional transit buses is approximately \$4,020,000.

### **Project 2 – Extend service 3 additional hours until midnight on weekdays**

The extension of service hours until midnight will require 3 additional hours of operating costs for each route. The provision of extended hours will also require the Citilink Access service to be available. The service would only apply to weekdays and all routes would run on 60 minute headways during the extended service hours. The additional service will require over-time driver labor costs and support staff costs (mechanic, dispatcher, supervisor, etc.), however these costs were not included in the following estimate. The operation cost associated with providing the extended service hours is approximately \$1,360,170 per year, based on 2018 dollars.

### **Project 3 - Demand Response Sunday Service**

The introduction of Demand Response Sunday Service from 7:00am until 4:00pm is new service and would utilize four Citilink Access type vehicles. The service would not include any fixed routes, only demand response. The additional service will require over-time driver labor costs and support staff costs (mechanic, dispatcher, supervisor, etc.), however these costs were not included in the following estimate. The provision of this type of service would cost approximately \$141,440 per year, based on 2018 dollars.

## **Summary of Transit Financial Plan**

The majority of the transit improvements proposed in the Transportation Plan are relatively minor modifications to the existing system. The costs for implementing these service improvements may be attainable with modest increases in operating revenue; however revenue increases are uncertain at this time. The anticipated primary capital investment over the duration of the Transportation Plan will be fleet replacement. The anticipated revenue stream coupled with cost containment will provide the necessary resources to finance these improvements. Citilink will be able to maintain transit service for the duration of the Transportation Plan.

## **Other Transportation Modes**

### **Pedestrian Walkway and Bicycle Transportation Facilities**



The transportation planning process administered by NIRCC has over the years included pedestrian and bicycle transportation facilities. These components were typically included as part of the Transportation System Management Program or covered under specific projects and programs. The 2015 Transportation Plan was the first transportation plan to formally include pedestrian walkway and bicycle facilities. The transportation planning efforts have continued and improved for pedestrian and bicycle facilities as a component of the planning process. The 2040 Transportation Plan supports these efforts with a significant emphasis on pedestrian and bicycle facilities.

## **Bicycle and Pedestrian Plan**

The four county region represented by NIRCC has many individuals and organizations advocating improvements to the existing bicycle-pedestrian transportation system. To coordinate these efforts, in 2002 NIRCC sponsored the Northeastern Indiana Regional Bicycle and Pedestrian Forum made up of governmental parks, planning and highway agencies, advocacy groups, and special project organizations. The task force was assembled with the purpose of developing and maintaining a bicycle and pedestrian plan which later became the “Comprehensive Bicycle-Pedestrian Transportation Plan” and the “Northeast Indiana Regional Bicycle and Pedestrian Plan”.

One of the goals for creating the Forum was to develop a bicycle and pedestrian plan for the region. The Forum began this effort early in calendar year 2003 by focusing on Allen County’s rural areas. By the end of fiscal year 2005 the Forum had completed the planning process for the Fort Wayne area, the rural areas of Allen County, and the connectivity with surrounding counties such as Adams, DeKalb, and Wells Counties. The Forum had officially met from May of 2002 until August of 2007. Since 2007 NIRCC has relied on the Greenway Coalition for guidance as well as governmental plans and public input towards bicycle and pedestrian planning. The coalition, which is also made up of governmental parks, planning and highway agencies, advocacy groups, and special project organizations has been meeting since April of 2005 and continues to meet presently but only on a biannual basis.

In 2006 the Indiana Department of Natural Resources (IDNR) in partnership with the Indiana Department of Transportation (INDOT) unveiled “Hoosiers on the Move - The Indiana State Trails, Greenways and Bikeways Plan”. At that time there was a push by public and private groups across the region to create a regional trail system and two trail corridors were identified as priorities on the state wide trail plan in northeast Indiana. The Upstate Indiana Trail (now named the “Poka-Bache Connector”) from Ouabache State Park to Pokagon State Park was listed as a state priority and the Wabash River / Maumee River corridor was listed as a potential state priority.

In order to provide planning support for assessing transportation enhancement projects and ensuring the coordination and connectivity throughout the region for bicycle and pedestrian projects, NIRCC initiated

the process of developing a regional system for northeast Indiana. As the state priority trails were major priorities for northeast Indiana, there were many other trail opportunities throughout the region that public and private groups were advocating for. A regional bicycle and pedestrian plan would help coordinate these trail opportunities and ensure that the implementation of them would strengthen the overall regional system.

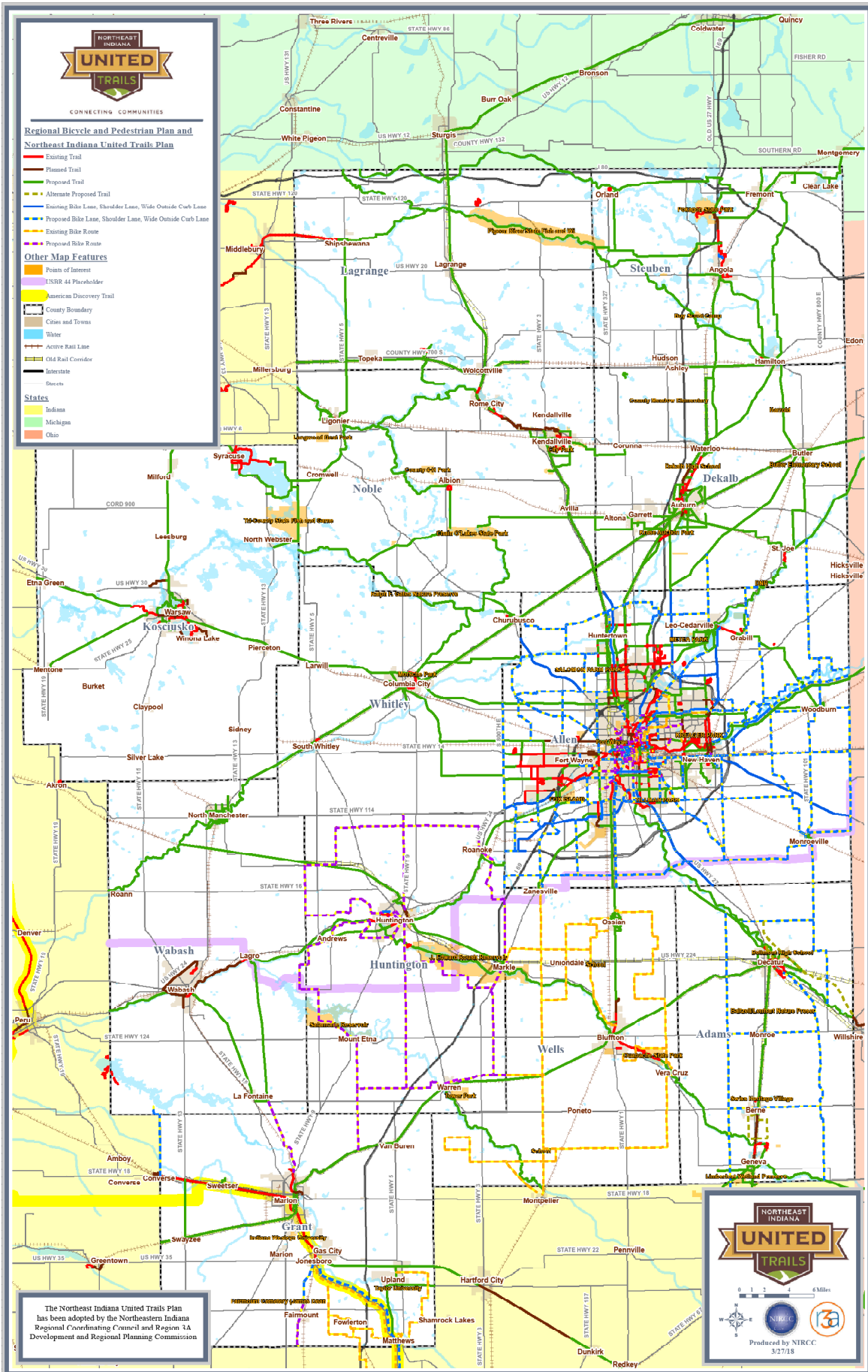
In Fiscal Year 2007 NIRCC and Region III-A Economic Development District and Regional Planning Commission began the regional bicycle and pedestrian planning effort for 11 counties in northeast Indiana. These counties included Adams, Allen, DeKalb, Grant, Huntington, Lagrange, Noble, Steuben, Wabash, Wells, and Whitley. In July of 2006 staff had begun planning and organizing “The Northeast Indiana Regional Trails and Greenways Charrette” for the purpose of producing a regional bicycle and pedestrian plan for northeast Indiana. The Bicycle-Pedestrian Transportation Plan for Allen County served as a hub for the regional bicycle and pedestrian plan and planning effort.

The charrette took place on November 17, 2006 at the World War II Victory Museum in Auburn, Indiana. There were over 100 people who participated and had input on what was to become the regional bicycle and pedestrian plan for northeast Indiana (figure 26). The Bicycle-Pedestrian Transportation Plan for Allen County was fully integrated into the regional bicycle and pedestrian plan. The regional plan was adopted by NIRCC as well as Region III-A Economic Development District and Regional Planning Commission in 2007.

In Fiscal Year 2016 NIRCC facilitated another trail planning charrette. In 2015 NIRCC recognized the need for the Northeast Indiana region to come together and discuss trail plans as well as regional priorities. With help from NIRCC’s partners, which included Region 3A Development and Regional Planning Commission, East Central Indiana Regional Planning District (ECIRPD), Michiana Area Council of Governments (MACOG), and the National Park Service, an event was planned to bring together 12 counties for a one-day trail planning event. The event titled “Connecting Communities – The Northeast Indiana Trail Plan” was held on November 6, 2015 at the Eagle Glen Event Center in Columbia City, IN.

This one day planning event included several guest speakers, free food, and trail planning exercises to identify regional priorities and help update the Northeast Indiana Bicycle and Pedestrian Plan. Over 100 people from 12 counties and representatives from state, federal, and regional planning agencies participated in the event. Participating counties included Adams, Allen, DeKalb, Grant, Huntington, Kosciusko, LaGrange, Noble, Steuben, Wabash, Wells, & Whitley.

With The Regional Cities Initiative (RCI) on the horizon NIRCC and its partners realized the importance of updating the current plan and prioritizing regional corridors to create another tool for continuing the



**Figure 26**  
Regional Bicycle and Pedestrian Plan for Northeast Indiana

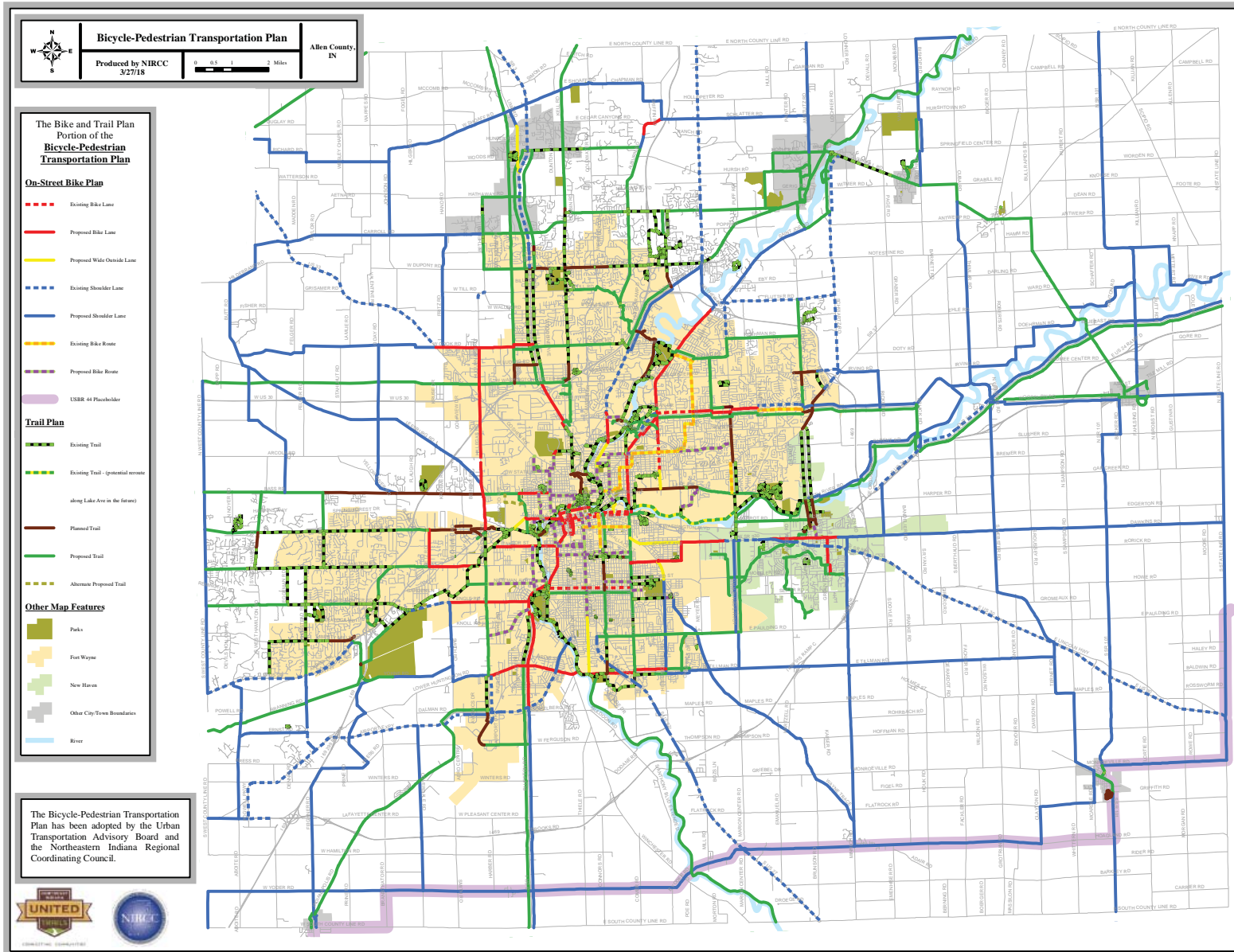
momentum that Northeast Indiana has generated over the past 10 years. The number of trail miles more than doubled between 2006 and 2015. With Northeast Indiana being selected as one of the winners of the RCI and receiving up to \$42 million in state matching funds, trail development would continue to expand across the region. If you would like to see more information on the RCI for Northeast Indiana visit <http://www.neindiana.com/vision/the-vision/regional-cities>.

The comprehensive Bicycle-Pedestrian Transportation Plan for Allen County represents a combination of plans completed by local groups (Aboite New Trails, Greenway Consortium, Northwest Allen Trails, Fort Wayne Trails Inc, Little River Wetlands, Fort Wayne, New Haven, Leo-Cedarville, and Woodburn) and selected routes identified by the original Northeastern Indiana Regional Bicycle and Pedestrian Forum. During the FY 13 plan update the Comprehensive Bicycle-Pedestrian Transportation Plan was updated using the City of Fort Wayne's "Bike Fort Wayne Plan", "Walk Fort Wayne Plan", and information gathered through the production of the draft "Trails Fort Wayne Plan" as well as the Leo-Cedarville Sidewalk Committee Report and the Woodburn Strategic Plan. Recommendations from these plans, along with other public input and comments, were incorporated into the Comprehensive Bicycle-Pedestrian Transportation Plan wherever applicable.

With the 2035 Transportation Plan update the comprehensive Bicycle-Pedestrian Transportation Plan took what used to be one map, which included all bicycle and pedestrian infrastructure, and separated it into three individual maps. These three maps consist of a bike and trail plan (figure 27) which includes trails and on-street bike infrastructure, a trail plan by itself (figure 28), and a sidewalk plan (figure 29). The combination of these three maps must be used to find out what is planned, proposed, or already exists for each corridor or alignment identified. For example, some corridors may only include proposed sidewalks while others may propose bike lanes in the street, a sidewalk on one side, and a trail on the other. Some corridors in the plan also identify which side of the street sidewalks and/or trails are proposed for.

Before the plan update, the Bicycle-Pedestrian Transportation Plan incorporated all bicycle and pedestrian facilities in one map. The plan represented trails and on-street bike infrastructure appropriately but lacked consistency when it came to sidewalk infrastructure. A few of the local plans that were initially incorporated into the bicycle and pedestrian plan included sidewalks while others did not. In order to create consistency for sidewalk improvements NIRCC had created a sidewalk policy which referred to a shaded area on the Bicycle-Pedestrian Transportation Plan. This policy made recommendations for sidewalk improvements within this shaded boundary shown on the plan map. This shaded boundary was first created by using a combination of the 2000 Federal Urban Boundary, city and town boundaries, and some areas identifying development around smaller rural cities and towns.

The current Bicycle-Pedestrian Transportation Plan now has a sidewalk map that identifies sidewalk needs



**Figure 27**  
**Bike and Trail Plan**

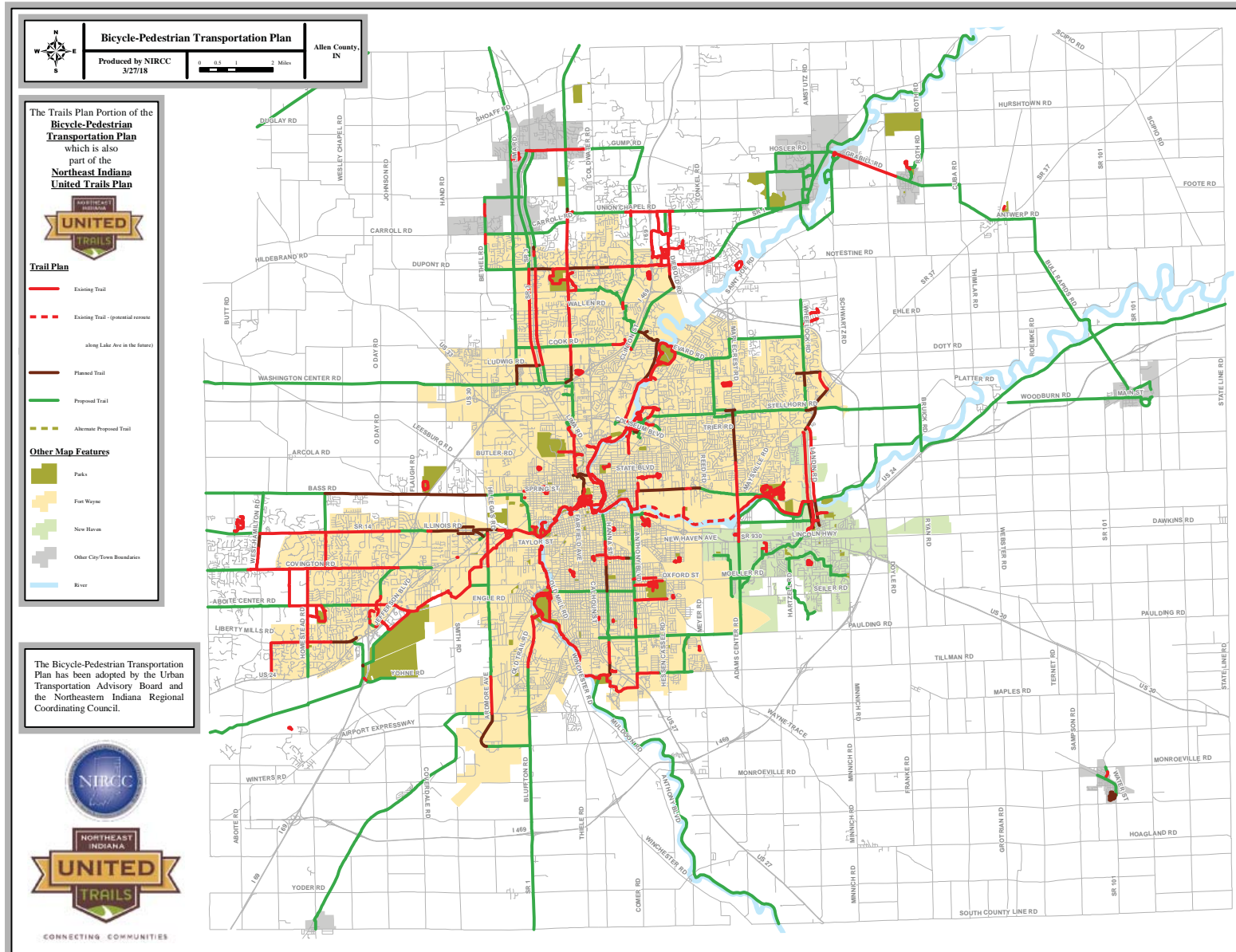
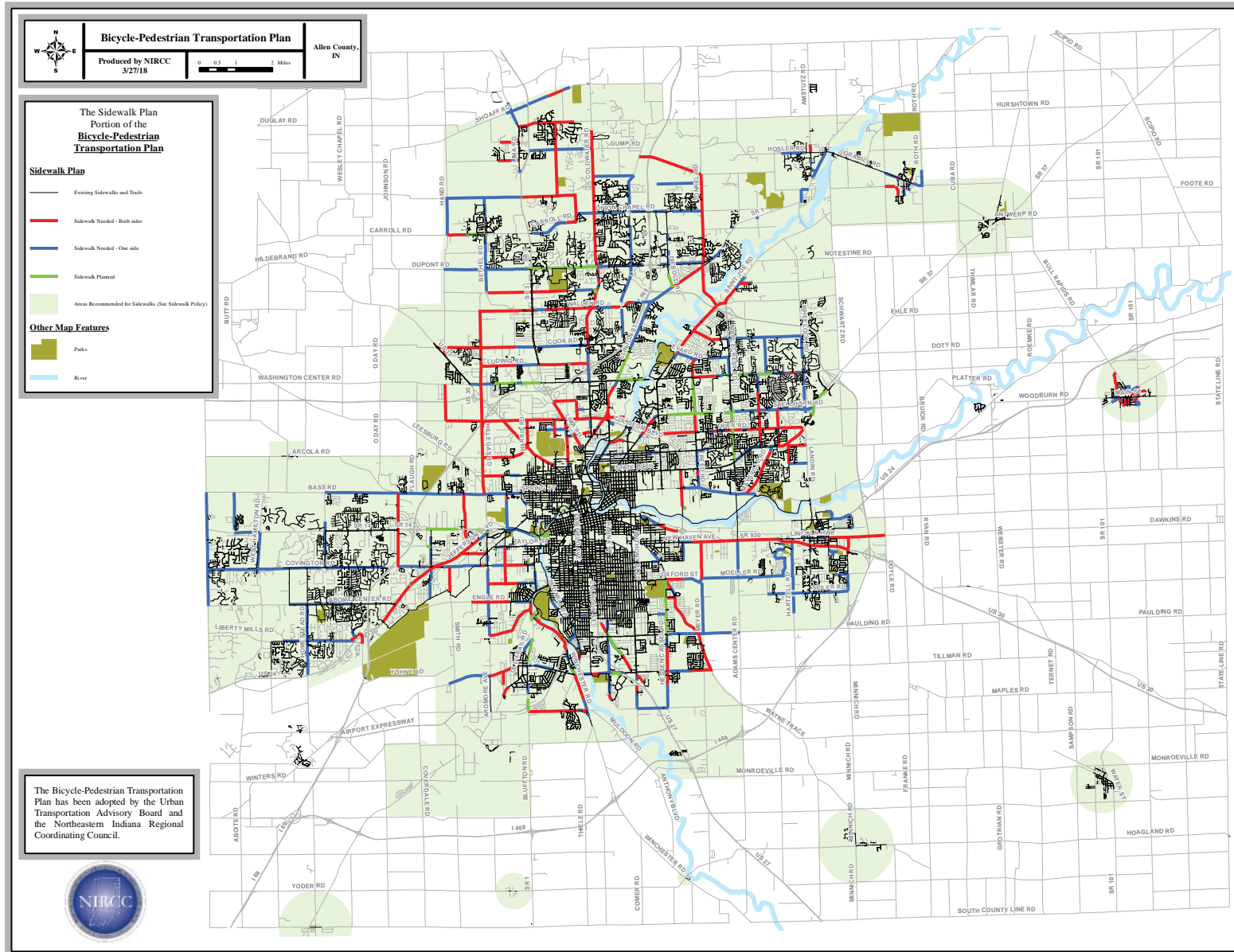


Figure 28

Trail Plan



**Figure 29**  
**Sidewalk Plan**

along all major roadways in the urban area. This map identifies specific corridors or sections of roadways that need sidewalks on one side or both sides and also identifies all existing sidewalks within Allen County (figure 29). The sidewalk needs identified on the map will be used to prioritize sidewalk improvements and identify the need for sidewalks as development spreads throughout the urban area. The map also includes a green shaded area that refers to the sidewalk and bicycle parking recommendations policy in Appendix K. This area has been reshaped in some areas to reflect the new 2010 Federal Urban Area.

A design classification system, initially created by the Forum, is used to identify types of bicycle and/or pedestrian infrastructure recommended for the identified routes on the plan. These design classifications follow what is recommended by “AASHTO’s (American Association of State Highway and Transportation Officials) 2012 Guide for the Development of Bicycle Facilities”. By using a design classification system, planners and highway officials have recommended design standards to follow as they coordinate them with present and future road projects and developments. By mapping out these design classifications there is an assurance of having the appropriate continuity throughout the identified system.

The design classification system used for the on-street component of the plan consists of five different classes. There are bike lanes, wide outside curb lanes, shoulder lanes, sharrows, and bike routes. The off street design classification system consists of sidewalks and shared use paths, or trails. The design classifications NIRCC uses for the plan are listed below with an example shown for each.



## Design Classification for Routes

**Trail:** Shared use paths that are physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way. Trails are recommended to be a minimum of 10 feet wide but may vary from 8 feet to 14 feet depending on type of usage.



Examples of a Trail

**Sidewalk:** The portion of the thoroughfare right-of-way designed for and used primarily by pedestrians, typically constructed of a five foot wide concrete passageway.



Examples of a Sidewalk

**Bike Lane:** A portion of the road that is designated by pavement striping for preferential use by bicyclists. Bike lanes are on-way facilities that typically carry bicycle traffic in the same direction as adjacent motor vehicle traffic. Bike lanes are recommended to be at least five feet wide on a curbed section of roadway and at least four feet wide on a shoulder section of roadway.



Examples of a Bike Lane

**Wide Curb Lane:** A widened paved outer curb lane of 14-15 feet wide can accommodate bicycles in the same lane as motor vehicles. The lane width should not be greater than 16 feet wide as it may encourage two motor vehicles to travel in the same lane. Sharrow markings are also recommended to provide added safety for cyclists.



**Examples of a Wide Curb Lane**

**Shoulder Lane:** A lane contiguous to the traveled way but separated by a stripe. It's most common in rural areas or on rural designed roadways and typically shared with pedestrians and occasional emergency vehicle access. The minimum width of a shoulder lane is 4 feet wide.



**Examples of a Shoulder Lane**

**Sharrow:** In shared roadways, the lanes have special arrow markings within to help alert cars to take caution and allow cyclists to safely travel in these lanes when striping is not possible.



**Examples of a Sharrow**

**Bike Route:** A bikeway or street which has been specifically designated for bicycle travel by signage. These are usually low volume streets where cyclists share the road with motor vehicles.

The current trail systems (seen in figure 28) have increased in recent years. There are now 95.1 miles of trails in Fort Wayne, 23.7 miles in Allen County, 7.3 miles in New Haven, 0.6 miles in Grabill, 1.5 miles in Leo-Cedarville, 2.4 miles in Hometown, and 0.1 miles in Monroeville. Planned additions to these trail systems will add about 18.6 miles of trails to Fort



**Examples of a Bike Route Sign**

Wayne, 5.3 miles of trails to Allen County, 5.3 miles to New Haven, and 1.1 miles of trails to Monroeville. These planned additions are trail projects that have been committed to, partly constructed, already have sources of funding, or are partly finished and are scheduled for an approximate completion date and do not include the rest of the proposed system.

Table 18 gives a summary of projects that are in some stage of implementation or have been completed in recent years. These projects utilize a variety of local, state, and federal fund types as well as combinations of the three. Some projects get funded along with road projects while others may receive their funding from local advocacy groups and foundations, local government agencies, or various types of federal funds.

A significant amount of time during FY 2017 was spent on the Northeast Indiana Trail Branding and Wayfinding Initiative. The Regional Trail System for Northeast Indiana needed a name and a brand. We needed something to call our system that would speak to the residents and visitors of Northeast Indiana. Part of this not only required names and logos, but also required a common signage and wayfinding system to capture visually the message of our trails. It had to be unique, and allude to Northeast Indiana's cohesiveness and future connectivity of trails and communities throughout the region. Just like new trails, there are many existing trails throughout our region with different "owners" and different "names" that while needing to maintain their identities, there was also a need for consistent signage and information regarding regional identification, visual branding, directions and destinations, and other trail related information. A named and branded system provides a simple way to market our trail system to users and potential funding partners, thereby playing a crucial role in the development of our trail system and solicitation of private investment.

**Table 18. Bicycle - Pedestrian Projects**

<b>Bicycle-Pedestrian Facility</b>	<b>Description</b>	<b>Status</b>
*Aboite Center Rd Trail	1100 ft w/o Coventry Ln to Jefferson Blvd	Completed 2010
*Amber Rd Trail	Liberty Mills Rd to Ivanhoe Ln; just north of US 24	Completed 2008
*Anthony Blvd Bridge Trail	Bridge over Maumee River	Completed 2014
*Anthony Blvd Bridge Bike Lanes	Bridge over Maumee River	Completed 2014
*Ardmore Ave Extension Trail	Lower Huntington Rd to Indianapolis Rd	Completed 2006
*Ardmore Ave Trail	Covington Rd to north of Taylor St	Completed 2009
*Ardmore Ave Trail	North of Taylor St to Jefferson Blvd	Completed 2010
*Ardmore Ave Trail	Airport Expressway to Second St (airport)	Construction 2018-2019
*Auburn Rd Trail	Cook Rd to Clinton St	Completed 2012
*Auburn Rd Trail	Auburn Rd/Wallen Rd Roundabout and Bridge	Completed 2015
*Bass Rd Trail	Hadley Rd to Clifty Pkwy	Approximate Completion 2019
*Bass Rd Trail	Clifty Pkwy to Thomas Rd	Approximate Completion 2022
*Bass Rd Trail	Thomas Rd to Hillegas Rd	Approximate Completion 2023
*Bass Rd Trail	Scott Rd to Hadley Rd	Approximate Completion 2024
Beckett's Run Trail	Along the Beckett's Run creek from St Joe River to Salomon Farm	Partially Complete in 2012
Beckett's Run Trail Phase 3	Dawsons Creek Blvd to Pufferbelly (Poka-Bache Connector)	Completed 2014
Bethel Rd Trail	Sections along west side of Bethel Rd north and south of Carroll Rd along School Properties	Completed 2009
Bluffton Rd (Poka-Bache Connector)	Bluffton Rd from Lwr Huntington Rd to Old Trail Rd and extension to West Foster Park	Completed 2017
*Bostick Rd Bridge	New road/bridge. Old Bridge preserved for bicycle/pedestrian use	Completed 2010
Coliseum Blvd Trail Spur	The Rivergreenway to Carrington Field baseball diamond	Completed 2009
Cook Rd Trail	Tangerine Lane to Auburn Rd	Completed 2011
Covington Rd Trail Phase 1	Scott Rd to Eggeman Rd	Completed 2010
**Covington Rd Trail Phase 2-A	Eggeman Rd to Beal-Taylor Ditch	Completed 2010
**Covington Rd Trail Phase 2-B	Beal-Taylor Ditch to West Hamilton Rd	Completed 2016
**Covington Rd Trail Phase 3	Scott Rd to Ladue Ln	Completed 2010
Covington Rd Trail	Ladue Ln to I-69 bridge	Completed 2013
*Covington Rd Trail	Bridge over I-69 to Hadley Rd (including bridge)	Completed 2013
*Dickie Rd Trail	Aboite Center Rd to 1400 ft north of Aboite Center Rd	Completed 2010
*Diebold Rd Trail	SR 1 to Union Chapel Rd	Completed 2012
*Diebold Rd Trail	SR 1 to .25 miles s/o SR 1	Completed 2016
*Dupont Rd Trail	Pine Mills Rd to just west of Auburn Rd	Completed 2007

\* Project that is combined with a road improvement project.

\*\* Project utilizes Transportation Enhancement Funds (TE Funds).

\*\*\* Project utilizes Transportation Alternative Funds (TA Funds) and is combined with a road improvement project.

**Table 18 Continued next page...**

**Table 18. Bicycle - Pedestrian Projects - Continued**

<b>Bicycle-Pedestrian Facility</b>	<b>Description</b>	<b>Status</b>
Dupont Rd Trail	West of Auburn Rd to Auburn Rd	Completed 2016
Dupont Rd Trail	Auburn Rd to I-69 Interchange	Completed 2011
***Dupont Rd Trail	Diverging Diamond Interchange at Dupont Rd and I-69	Completed 2014
***Dupont Rd Trail	Coldwater Rd to Lima Rd	Construction 2018-2019
Dwenger Ave Trail	Trail in front of the Water Pollution Control Facility	Completed 2008
Eggeman Rd (Vann Family Trail)	Covington Rd to Aboite Center Rd	Completed 2007
Engle Rd Trail	Jefferson Blvd to Towpath Trail	Completed 2014
*Ewing St/Wells St Bike Lanes	Commerce Dr to Main St and Brackenridge St to Lewis St	Completed 2015
*Fairfield Ave/Wells St Bike Lanes	Commerce Dr to Superior St and Jefferson Blvd to Hendricks St	Completed 2015
**Fort Wayne Urban Trails Project Phase 1	Barr St from Wayne St to Main St	Completed 2008
Foster Park Trail	Park entrance connection to the greenway	Completed 2017
*Gump Rd Trail	West of SR 3 to west of Coldwater Rd	Completed 2017
Hanna St Trail	Wallace St to Pontiac St	Completed 2015
Hanna St Trail	Pontiac St to Rudisill Blvd	Construction 2018
Hanna St Trail	Burns Blvd to US 27	Completed 2017
Hanna St Trail	US 27 to Tillman Rd and Southtown Center	Construction 2019
*Hobson Rd Bike Lanes	State Blvd to Coliseum Blvd	Completed 2017
Homestead Rd Trail	Liberty Mills Rd to Summit Middle School	Completed 2008
**Homestead Rd Trail	Aboite Center Rd to Covington Rd	Completed 2010
**IPFW Bridge	Pedestrian Bridge over St Joe River at IPFW	Completed 2009
**IPFW Bridge	Pedestrian Bridge over Coliseum Blvd	Construction 2017-2018
*Jefferson Pointe Trail Spur Phase 1	Lindenwood Ave to Illinois Rd	Completed 2007
**Johnny Appleseed to Shoaff Park Trail Phase 1A	Johnny Appleseed Park to the eastern side of the new IPFW pedestrian bridge	Completed 2010
**Johnny Appleseed to Shoaff Park Trail Phase 1B	Section of trail west of IPFW Bridge to Ditch and Northern section of trail to and along St Joe Center Rd	Completed 2013
**Johnny Appleseed to Shoaff Park Trail Phase 1C	Section connecting trail ending at the ditch north towards St Joe Center Rd	Completed 2017
Johnny Appleseed to Shoaff Park Trail Phase 2	Upper St Joe Center Rd to Shoaff Park	Completed 2010
Johnny Appleseed to Shoaff Park Trail	Bridge over St Joe River	Completed 2012
Lake Ave Trail	Pemberton Levee (Randallia) to Coliseum Blvd	Construction 2017-2018
*Landin Rd Trails	North River Rd to Maysville Rd	Completed 2016
*Landin Rd/Broadway St	North River Rd to Powers St	Construction 2020

\* Project that is combined with a road improvement project.

\*\* Project utilizes Transportation Enhancement Funds (TE Funds).

\*\*\* Project utilizes Transportation Alternative Funds (TA Funds) and is combined with a road improvement project.

**Table 18 Continued next page...**

**Table 18. Bicycle - Pedestrian Projects - Continued**

<b>Bicycle-Pedestrian Facility</b>	<b>Description</b>	<b>Status</b>
<b>Liberty Mills Rd Trail</b>	Amber Rd to Homestead Rd	Completed 2007
<b>Liberty Mills Rd Trail</b>	Homestead Rd to Middle Grove	Completed 2016
<b>Liberty Mills Rd Trail</b>	Middle Grove to Falls Dr	Construction 2022
<b>Lutheran Loop Trail</b>	Hospital Loop, Connects the Aboite Trails with the Towpath Trail	Completed 2008
<b>*Main St Bike Lanes</b>	Jackson St to Maiden Ln	Completed 2015
<b>*Maplecrest Rd Trail</b>	Lake Ave to State Blvd	Completed 2015
<b>*Maplecrest Rd Trail</b>	State Blvd to Stellhorn Rd	Construction 2018-2019
<b>*Maplecrest Rd Trail</b>	Lake Ave to SR 930	Completed 2012
<b>*Maysville Road</b>	Stellhorn to Meijer Dr	Construction 2017-2018
<b>*Maysville/Trier/Landin Roundabout</b>	Trails part of the roundabout	Complete 2017
<b>*McKinnie Ave</b>	Anthony Blvd to Hessen Cassel Rd	Completed 2016
<b>Meijer Dr</b>	Maysville Rd to St Joe Center Rd	Completed 2011
<b>New Haven Community Center Trail</b>	Trail around the New Haven Community Center and connection to the neighborhood	Completed 2017
<b>**New Haven Depot and Corridor Project</b>	Restore Train Depot next to Moser Park and improved sidewalk/trail connections	Completed 2012
<b>New Haven Pedestrian Walkways 3 &amp; 5</b>	Sidewalks along Rose Ave, West St, & Main St to Moser Park and sidewalk along SR 930 between Isenbarger Plaza and Delmart Plaza	Completed 2011
<b>North Anthony Blvd Trail</b>	Crescent Ave to the "Johnny Appleseed to Shoaff Park trail" at Coliseum Blvd	Completed 2010
<b>*Oxford St</b>	Anthony Blvd to Turpie Ave	Completed 2015
<b>Parkview North (Norarrow Dr)</b>	Diebold Rd to Parkview Plaza Dr	Completed 2011
<b>Parkview North (Parkview Plaza Dr)</b>	Norarrow Dr to Union Chapel Rd	Completed 2012
<b>Pemberton Levee Trail</b>	Rivergreenway to intersection of Lake and Randallia	Completed 2017
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Fourth St to North of State Blvd	Construction 2018
<b>**Pufferbelly Trail Phase 1 (Poka-Bache Connector)</b>	North of State Blvd to Franke Park and Fernhill Ave	Completed 2017
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Ice Way Drive from Fernhill Ave to Lima Rd	Completed 2017
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Washington Cntr Rd to Ludwig Rd	Construction 2018
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Ludwig Rd to Cook Rd	Completed 2017
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Cook Rd to Wallen Rd	Completed 2017
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Wallen Rd to Dupont Rd	Completed 2010
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Dupont Rd to Carroll Rd	Completed 2014

\* Project that is combined with a road improvement project.

\*\* Project utilizes Transportation Enhancement Funds (TE Funds).

\*\*\* Project utilizes Transportation Alternative Funds (TA Funds) and is combined with a road improvement project.

**Table 18 Continued next page...**

**Table 18. Bicycle - Pedestrian Projects - Continued**

<b>Bicycle-Pedestrian Facility</b>	<b>Description</b>	<b>Status</b>
<b>Pufferbelly Trail (Poka-Bache Connector)</b>	Carroll Rd to Life Bridge Church	Completed 2015
<b>Randallia Dr</b>	Lake Ave to St Anne's Home	Completed 2013
<b>Reed Rd Bike Route</b>	Evard Rd to Greenway at Tennessee Ave	Completed 2009
<b>Renaissance Pointe Trail</b>	Lafayette St to Hanna St and Hanna St to alley between Gay St and Smith St	Completed 2008
<b>Renaissance Pointe Trail</b>	alley between Gay St and Smith St to the new YMCA (Bowser Ave)	Completed 2016
<b>Renaissance Pointe Trail</b>	Bowser Ave to Holton Ave	Completed 2011
<b>*Rudisill Blvd Bike Lanes</b>	Old Mill Rd to Anthony Blvd	Completed 2010
<b>Safe Routes to School sidewalks (State Blvd / Maysville Rd / Lahmeyer Rd)</b>	State Blvd and Maysville Rd from Arrowwood Dr to Sandarac Ln / Lahmeyer Rd from State Blvd to Antebellum Blvd	Completed 2013
<b>Saint Joe Center Rd/Wheelock Rd Trail</b>	Meijer Drive to Chiswell Run and Wheelock Rd Trail from St. Joe Center Rd to Mill Ridge Run	Construction 2019
<b>Salomon Farm Trail</b>	Trail along Dupont Rd and around Salomon Farm and YMCA	Completed 2007
<b>Scott Rd Trail</b>	SR 14 to Covington Rd	Completed 2007
<b>**Six Mile Creek Trail phase 1</b>	From Southtown Centre to Lemar Dr (entire trail will be from Southtown Centre to Moser Park)	Completed 2017
<b>Southtown Centre Rivergreenway extension Phase 1</b>	Tillman Park to public safety academy	Completed 2009
<b>Southtown Centre Rivergreenway extension Phase 2</b>	public safety academy to Anthony Blvd	Completed 2017
<b>*SR 1 Trail</b>	I-69 to east of Tonkel Rd	Completed 2011
<b>SR 101</b>	North St to Railroad St	Completed 2016
<b>*SR 14 Trail</b>	I-69 to Scott Rd	Completed 2010
<b>*SR 14 Trail</b>	Scott Rd to West Hamilton Rd	Completed 2015
<b>*SR 3 Trail</b>	North of Ludwig Rd to south of Dupont	Completed 2011
<b>SR 3 Trail</b>	At Winnsboro Pass	Completed 2017
<b>*State Blvd Trail</b>	Spy Run Ave to the Pufferbelly Trail	Construction 2019
<b>*Stellhorn Rd Bike Lanes</b>	Hobson Rd to Reed Rd	Construction 2016
<b>Summit Park Project, Phase 1</b>	sidewalk on Washington Cntr from North Oaks Blvd to old RR corridor; trail along RR corridor from Washington Cntr to Ludwig; trail on Ludwig from RR corridor to Lima	Construction 2018
<b>Superior St/Ewing St/ Fairfield Ave roundabout</b>	Sections of trail built with roundabout	Completed 2014
<b>Towpath Trail Phase 1</b>	Rockhill Park to Ardmore Ave @ Taylor St	Completed 2009
<b>Towpath Trail Phase 2</b>	Ardmore Ave @ Taylor St to Smith Rd	Completed 2009

\* Project that is combined with a road improvement project.

\*\* Project utilizes Transportation Enhancement Funds (TE Funds).

\*\*\* Project utilizes Transportation Alternative Funds (TA Funds) and is combined with a road improvement project.

**Table 18 Continued next page...**

**Table 18. Bicycle - Pedestrian Projects - Continued**

<b>Bicycle-Pedestrian Facility</b>	<b>Description</b>	<b>Status</b>
<b>Towpath Trail Phase 3</b>	Smith Rd to north of Engle Rd	Completed 2011
<b>**Towpath Trail Phase 4</b>	North of Engle Rd to Jefferson Blvd @ Lutheran Hospital Entrance	Completed 2011
<b>*Union Chapel Rd Trail</b>	Union Chapel Rd Interchange @ I-69	Completed 2012
<b>*Union Chapel Rd</b>	West of Auburn Rd to east of Diebold Rd	Completed 2014
<b>Vesey Park Trail</b>	Trail connection with the Pufferbelly Trail (Poka-Bache Connector)	Completed 2017
<b>Wayne St and Berry St Bike Lanes</b>	Van Buren St to Coombs St	Completed 2010
<b>Wayne St and Berry St Bike Lanes</b>	Coombs St to Anthony Blvd	Completed 2015
<b>West Hamilton Rd Trail</b>	Vera Cruz to SR 14	Construction 2017-2018

\* Project that is combined with a road improvement project.

\*\* Project utilizes Transportation Enhancement Funds (TE Funds).

\*\*\* Project utilizes Transportation Alternative Funds (TA Funds) and is combined with a road improvement project.



To accomplish this NIRCC contracted the consultant firm Merje to provide services that assisted in preparing a comprehensive branding initiative for the Northeast Indiana Regional Trail System which is now called the “Northeast Indiana United Trails”. Merje traveled to Fort Wayne several times throughout the fiscal year and conducted public meetings throughout the region. The services they provided resulted in this new regional trail system name, a new name and logo for our state priority trail from Pokagon State Park to Ouabache State Park (Poka-Bache Connector), and a draft of the brand and wayfinding signage guidelines manual to follow for design and implementation. This draft manual provides details for designs, materials, dimensions, and location guidelines to allow communities to choose the signs needed for their unique situations.



Many existing or planned trails already have names or identities. The United Trails brand and Poka-Bache Connector brand does not intend to change unique identities already established but rather mark these trails as part of the regional system or state priority trail that can be recognized no matter what part of the Northeast Indiana Region an individual may be in. The consistent use and design of wayfinding signs will allow residents and visitors to our region to easily recognize and become familiar with our vast regional trail system. The brand and wayfinding signage guidelines that Merje has produced for our region provides a manual that gives a number of options that trail owners can choose from if they decide to identify their trails as part of the United Trails regional system. These options range from simple placards that can be installed on a sign post to a complete trailhead kiosk. The brand and wayfinding signage guidelines manual has been produced and is available to the public on our website at <http://www.nircc.com/bicycle-and-pedestrian-planning.htm>.

## Transportation Alternatives (TA)

Transportation Enhancement (TE) activities represented non-traditional highway and transit projects for which special funding was originally authorized under the Intermodal Surface Transportation and Efficiency Act of 1991 (ISTEA). The transportation enhancement activities were continued with support from the Transportation Equity Act for the 21st Century (TEA-21) in 1998 and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005. Such projects included bicycle and pedestrian facilities, roadside landscaping, water run-off mitigation, and historic

preservation of transportation facilities. In 2012 MAP-21, the Moving Ahead for Progress in the 21st Century Act, eliminated the TE program and replaced it with what is called Transportation Alternatives (TA) which is a part of the Transportation Alternatives Program (TAP). MAP-21 made use of the phrase “Transportation Alternatives” with two different meanings. First, Transportation Alternatives referred to the 9 eligible definitions, which were a recasting of the former Transportation Enhancement program. The term Transportation Alternatives Program (TAP) was an umbrella term used to refer to the total reservation of funding for the Safe Routes to School (SRTS) and Recreational Trails (RTP) programs which were consolidated into one funding source with the 9 eligible TA activities.

The Fixing America’s Surface Transportation (FAST) Act eliminated the MAP-21 Transportation Alternatives Program (TAP) in 2015 and replaced it with a set-aside of Surface Transportation Block Grant (STBG) funding for Transportation Alternatives (TA). These set-aside funds include all projects and activities that were previously eligible under TAP, encompassing a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity. The FAST Act set aside an average of \$844 million per year for TA. Unless a State opts out, it must use a specified portion of its TA funds for recreational trails projects.

Similar to MAP-21, after the set-aside for the Recreational Trails Program, the FAST Act requires FHWA to distribute 50 percent of TA funds to areas based on population (suballocated), with the remainder available for use anywhere in the State. States and Metropolitan Planning Organizations (MPOs) for urbanized areas with more than 200,000 people are supposed to conduct a competitive application process for the use of TA funds; eligible applicants include tribal governments, local governments, transit agencies, school districts, and a new eligibility for nonprofit organizations responsible for local transportation safety programs. The Act also newly allows each urbanized area of this size to use up to half of its sub-allocated TA funds for any STBG-eligible purpose (but still subject to the TA-wide requirement for competitive selection of projects).

Since passage of the FAST Act, a select number of projects have utilized TA funds to help construct bicycle and pedestrian facilities along with Federal Aid road projects. With the amount of TA funds available for the Fort Wayne Urbanized Area practically cut in half compared to previous TE funds, using TA funds to construct standalone projects have become very difficult to fund. For this reason, NIRCC has utilized TA funds to help construct bicycle and pedestrian facilities that are combined with Federal Aid road projects rather than using them on standalone projects. To see the current status of projects using combinations of TE funds, TA funds, and Local Funds see Table 16. Under Transportation Alternatives staff will continue to work with community groups and local government agencies to identify potential

projects, incorporate selected projects into the transportation plan, and pursue implementation of selected projects as many of these projects are components of the Bicycle-Pedestrian Transportation Plan and the Northeastern Indiana United Trails Plan.

## **Intelligent Transportation System (ITS)**

The Intelligent Transportation System (ITS) represents the modernization of the transportation system through the application of new technology. The new technology includes the latest in computers, electronics, communication, and safety systems. ITS can be applied to the transportation infrastructure including highways, streets, and bridges. Technology is also being developed for vehicles including cars, buses, trucks, and trains. The information and computer technologies can be used to better manage the transportation system. The Fort Wayne-New Haven-Allen County Metropolitan Planning Area has completed the regional ITS architecture. A document titled “Allen County Regional ITS Architecture” was first completed in 2005. The document was updated in 2008, 2012 and then again in 2017. This document covers a ten year period and serves as the planning tool for ITS programs and projects in the Metropolitan Planning Area.

The Northeastern Indiana Regional Coordinating Council sponsored several special sessions of the Transportation Technical Committee to discuss ITS options. During the development and update of the architecture, meetings were held to familiarize the members with ITS strategies and begin discussing coordination issues between the traffic-engineering specialist from local government and the District office of the Indiana Department of Transportation. As new technology becomes available, and strategies have been identified to improve the transportation system. ITS will play an increasing role for traffic management in the metropolitan area. The Transportation Technical Committee will continue to review strategies and work to refine a coordinated intelligent transportation system for the metropolitan planning area.

### **ITS Completed and Planned Improvement Projects**

Five primary project areas have been identified for ITS strategy implementation for the transportation system in the metropolitan area. These project areas include dynamic message signs (DMS), surveillance and detection, signalization, and automatic vehicle location (AVL) systems for transit.

One project area includes the installation and maintenance of dynamic message signs (DMS) on major corridors in the metropolitan area. Two DMSs have been installed on Interstate 69, one north of Dupont Road/SR 1 interchange (mile 317.1) and one south of the Interstate 469/Lafayette Center Road interchange (mile 294.2). Four additional DMSs have been proposed for the metropolitan area: two along Interstate 69, one north of the Coldwater Road interchange (mile 313.4) and one north of the Airport Expressway interchange (mile 300.3); and two along Interstate 469, one east of the Maplecrest Road interchange (mile 27.0) and one east of the Indianapolis Road interchange (mile 3.7). These signs alert motorists coming

into the metropolitan area to possible delays on the highway system. Motorist will then have the option of selecting an alternate route to circumvent the congestion. The Indiana Department of Transportation is responsible for installing and operating this project.

Another project area includes the installation of CCTV cameras and vehicle detection devices along Interstate 69 and Interstate 469 within the metropolitan area. The CCTV cameras and vehicle detection devices will be located along Interstate 69 from Yoder Road to the Allen / DeKalb County line and Interstate 469 from Feighner Road to ¾ mile east of Leo Road. The CCTV cameras and vehicle detection will be monitored at the Borman Traffic Management Center. Traffic images will be available to other centers, agencies, and the public via INDOT's Traffic Wise website. The CCTV cameras and vehicle detection devices will be a vital tool in addressing congestion management and incident management along Interstate 69 and Interstate 469.

Another project area includes the installation of CCTV cameras around the City of Fort Wayne.. These CCTV cameras will be monitored at the Fort Wayne Traffic Management Center as well as other local agencies that have granted access to them. The CCTV cameras will be utilized to address congestion management, incident management and for safety analysis.

Another project area includes signalization activities. The City of Fort Wayne operates a computerized traffic control system to monitor and communicate with several hundred traffic control signals. The system is currently hard-wired but is capable of upgrading to fiber optics. The system has sufficient capacity for expansion to include additional signals. The system is also capable of adding video surveillance to assist in congestion management and incident management. This project will improve the ability of local traffic engineers to manage traffic control devices to maximize traffic flow.

Citilink has adapted ITS technology for the transit fleet. The transit operator has equipped all transit coaches with automatic vehicle locators (AVL). This project has provided the transit dispatchers with the ability to track each vehicle throughout the system. This information will assist in dispatching vehicles, monitoring performance, and improving system efficiency. An expansion of this program has been completed to allow the vehicle location information to be sent to the Internet through Citilink's website and smart phone applications to provide transit customers with real time information on the status of the transit buses. Transit customers now have the ability to more efficiently determine when to meet their bus and minimize wait time.

A newer ITS technology is the Connected (CV) and Autonomous Vehicles (AV), which has the potential to eliminate all accidents caused by human error. The technologies are being developed, tested, and deployed by a variety of private companies and public agencies. CVs and AVs may improve safety, reduce

emissions, and improve the efficiency and reliability of the transportation system. Connected Vehicles are able to communicate with other vehicles and the world around them providing useful information to the driver and vehicle to help safer and more informed decisions. Autonomous Vehicles able to perceive its surroundings, identify objects, make decisions real-time and communicate with other vehicles and Intelligent Transportation Systems.

The transportation planning process will continue to explore and coordinate ITS strategies. As new technology becomes available, feasible strategies will be implemented to improve the efficiency of the transportation system. Highway and transit systems will both benefit from ITS applications. The ITS architecture will be reviewed and revised on a periodic basis.

## **Summary of Selected Plan**

The plan represents a dynamic process whereby evaluation and analysis is a continuous effort of fine tuning and harmonizing the various components. The implementation of the plan requires a constant level of initiative among government agencies, local businesses, and area residents. The plan requires cultivation and considerable attention to ensure the improvements and policies are achieved. Chapter 10 will address particular activities necessary to strengthen the plan and achieve the stated objectives for the community.

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## Chapter 7

# Safety Management in Transportation Planning

## Overview - the Safety Management System

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### Introduction

Transportation planning activities involve numerous components of traffic data and analyses. Incorporating safety as a component of planning requires detailed information to be effective in the process. The primary element in safety management is the identification of problem areas or types. To be successful in this objective accurate data is required. With this information it is possible to identify problem areas and work toward finding solutions to mitigate or eliminate crashes. The Northeastern Indiana Regional Coordinating Council (NIRCC) has established a safety management system structured around accurate data. The system has been designed to provide a variety of informational data sets to various users from planners, engineers, law enforcement agencies and even social advocacy groups.

### Source of Data

NIRCC obtains all crashes that occur in Allen County on an annual basis from the Automatic Record Information Exchange System (ARIES). This database contains all crashes that occur in the state of Indiana. Crash reports from all law enforcement agencies are required to be provided and included to the Indiana State Police through this system. In February of each year NIRCC retrieves all the data reported in Allen County and saves the data in a database for analysis.

### Quality of Data

The first step performed by planners with the data is to perform a quality check. This step is the most time consuming part of the safety management process. Planners review all crash locations to ensure that once mapped, the locations are accurate and unique in their description. Locations are often misspelled or have multiple names. It is critical that all crashes occurring at a specific geographical location are named identically for future analyses. A significant amount of time is devoted to inputting these unique crash locations descriptions and verifying the accuracy of the data.

Crashes that do not occur at intersections (within 33 feet) require planners to assign mid-block address locations. This task requires geographic information systems and relies on accurate information from the reporting officers. Each crash that occurs 34 or more feet from an intersection is assigned an address if not already provided in the report.

Private property crashes have also created quality concerns with where crashes are reported. Planners work to identify crashes reported on a public roadway that occur on private property such as in parking lots. Crash reports require officers to provide the address of a crash on private property. This address is then

reflected as a “private property” crash by another input item. This step is often omitted by the reporting officer. An inverse problem also is checked where a vehicle leaves a public roadway and collides with a fixed object or parked car located on private property. Since the crash involved a vehicle that left a public roadway it should be included as a “non-private property crash”. However the collision itself occurred on private property and occasionally is reported in that manner.

NIRCC works directly with the law enforcement agencies in Allen County to address these issues and provide suggestions on how to improve the reporting process. Information is shared with patrol officers and special investigation units such as the Fatal Alcohol Crash Team to improve the data before it is submitted in final form.

### **Analysis of Data**

A complete data set for one calendar year is saved into a database and information related to the “unique” location for each crash is geo-coded into a geographic information system (GIS) for analysis. The GIS software gives planners the ability to evaluate crash data in an infinite number of ways. NIRCC provides each jurisdiction within Allen County an annual “Crash Summary Report” which is provided to the respective law enforcement agencies, engineering departments, elected officials and used for statistical purposes by planners. The report summarizes crashes by location, types, contributing circumstances, individual information, environmental impacts and a variety of other data items.

High crash locations are often defined as locations that are “hazardous”. NIRCC worked with law enforcement agencies and engineers to define “hazardous” locations. Safety in transportation planning often defines high crash locations by frequency of crashes because of the impacts on the transportation network resulting in congestion and excessive delay. For other users high crash locations are those where more crashes occur per million vehicles. NIRCC developed a process to identify high crash locations or, hazardous locations, which considers and balances both of these definitions. NIRCC’s process was developed through a cooperative effort with FHWA, INDOT and the Transportation Technical Committee (TTC).

The process incorporates both frequency and crash rates to identify and rank hazardous locations in a fair and responsive manner. A listing of crash locations is review that includes the crash frequency of the locations. Locations from this listing that meet or exceed seven crashes in a single year are then given a crash rate. A second listing is then created that includes only the locations identified from the frequency standards. This procedure is the most cost efficient and accurate method at this time. The principle of using a minimum frequency threshold and a RMV is a simple method to determine the safety of a location.

The next evaluation step is to incorporate crashes resulting in injuries or fatalities (I/F). The percentage



of I/F is used to identify locations where severity is greater than expected. There are two processes that are followed to evaluate two strata of data. Crash locations with an annual frequency equal to or greater than 7 will be reviewed in one stratum and crash locations with an annual frequency greater than two and less than 6 follow a second process.

**Process for locations with frequency >2; < 6 crashes per year**

1. A density analysis will be completed using a 250’ radius to identify crash locations.
2. Crash locations with a frequency of 6, 5, 4 or 3 must have a minimum of one I/F crash to be included in the listing.
3. Locations then must meet one of the following two criteria;

A.	<u>Frequency</u>	<u>Percentage of I/F</u>
	6	100% to 33 %
	5	100% to 40%
	4	100% to 50%
	3	100 % to 66%

B. Locations with a RMV equal or greater than 1.00 will be included in the analysis.

**Process for locations with FREQUENCY > 7 crashes per Year**

1. A density analysis will be completed using a 250’ radius to identify crash locations.
2. All crash locations with a RMV > 2.00 will be selected.
3. All locations with a RMV between 1.00 and 1.99 and have a percent of I/F between 100% and 66%.

The final step is to calculate a severity index for each location. Planners utilize specialized software developed by Purdue University in conjunction with the Indiana Department of Transportation called Hazard Analysis Tool, HAT. Severity index values (ICC) aid planners in determining how many standard deviations from a ‘typical’ or ‘similar’ intersections the location being evaluated is performing. A value of 1.00 standard deviation or higher indicates the location is experiencing a higher level of injury or fatal crashes that other similar locations throughout the State of Indiana.

**Uses of Data**

NIRCC uses the data for various planning activities in addition to providing crucial information to other agencies and users. The use of the data supports the Indiana Strategic Highway Safety Plan. The data is used in conjunction with data from previous years. Analysis of crash data for planning purposes relies on data from three or more years to support most decisions. The primary use of the data is the identification of high crash locations or hazardous crash locations. It provides planners the necessary resource to aid local officials in addressing citizen comments to education of drivers. As the program continues to grow the various uses of the data also increases.

The Indiana Strategic Highway Safety Plan identifies 13 emphasis areas listed below. This report provides

components of NIRCC's Safety Management Program that support this effort.

#### Driver Behaviors

Emphasis Area 1: Develop Safer Young Drivers

Emphasis Area 2: Increase occupant protection

Emphasis Area 3: Reduce impaired drivers

#### Special Users/Vehicles

Emphasis Area 4: Improve motorcycle safety

Emphasis Area 5: Reduce large truck crashes

Emphasis Area 6: Reduce bicycle and pedestrian crashes

#### Serious Crash Types/Locations

Emphasis Area 7: Reduce "High Risk" rural road crashes

Emphasis Area 8: Minimize the possibility and consequences of leaving the roadway

Emphasis Area 9: Improve safety at intersections

Emphasis Area 10: Reduce crashes at highway railroad crossings

#### Crash Management

Emphasis Area 11: Enhance emergency services response to traffic crashes

Emphasis Area 12: Expedite crash clearance to reduce secondary crashes and congestion

Emphasis Area 13: Improve the quality of the data used to make safety improvement decisions

### **Driver Behaviors**

#### (1) Develop Safer Young Drivers

NIRCC provides crash data to advocacy groups for education of young drivers in Allen County. The "Drive Alive" campaign works with parents and teens to promote safe driving practices through education. The campaign provides parents with tools to help them talk to their teen including a parent/teen contract. Various partners have contact NIRCC for data related to crash locations near schools, statistics of crashes involving drivers by age, crash types most common to young drivers, and contributing factors of crashes involving young drivers.

Crash data will continue to be provided to this group, other local groups and elected officials to encourage education of young drivers. The information will also be a tool to monitor the effectiveness of the programs and efforts by all those involved.

#### (2) Increase Occupant Protection

Crash records that are summarized by NIRCC provide local agencies information from crashes that occur in each jurisdiction. This information can be used to monitor the impacts of legislation and education aimed at occupant protection. Use of seatbelts and helmets are available to the agencies. This information can be used to target enforcement or evaluate educational efforts.

#### (3) Reduce Impaired Drivers

The reduction of impaired drivers has been an important issue for all motorists for many years.

Crash statistics provided by NIRCC to local officials and law enforcement agencies the necessary tools to identify areas where impaired drivers are involved in crashes. This serves as a portion of the information needed. Traffic arrests are also used in determining areas for enforcement. Educational activities are also supported with crash data to inform motorists of the dangers in driving while impaired.

## **Special Users/Vehicles**

### **(4) Improve Motorcycle Crashes**

Motorcycle crashes have a high rate of injury and fatality per mile traveled compared to motor vehicles. NIRCC provides an annual summary of crashes by vehicle type. The data is mapped in a manner that allows planners to geographically analyze where crashes involving specific vehicle types such as motorcycles. Areas or roadways that have a concentrated number of crashes higher than that expected are identified and discussed with transportation engineers and law enforcement. Helmets are not required in Indiana which makes education of drivers more crucial. Identified crash locations involving motorcycles can provide law enforcement the ability to target enforcement efforts.

### **(5) Reduce Large Truck Crashes**

Commercial vehicle crashes are identified by crash type. NIRCC reviews the frequency of crashes involving commercial vehicles with traffic data also collected and maintained by NIRCC. The percentage of trucks on a location or corridor can be used to evaluate the number of crashes occurring at that location. The data can aid local officials and planners with identification of needed improvements.

### **(6) Reduce Bicycle and Pedestrian Crashes**

Planning activities for bicycle and pedestrian facilities are conducted by NIRCC and the Indiana Department of Transportation for local and regional plans. The participation in both activities by NIRCC provides a great benefit to the process. Crash statistics can be reviewed when planning efforts for specific projects are proposed. Crash statistics are also used to identify needed bicycle and pedestrian facilities. In recent years a significant amount of work has been devoted in identification of all existing sidewalks, needed greenway expansions, connectivity projects, and new construction to provide safe bicycle and pedestrian facilities.

Local advocacy groups continue educational efforts geared at sharing the roads. Crash records can the effort by providing the number of annual crashes involving bicyclists and pedestrians. This information can increase the awareness of the severity of the issue and result in safer motorists.

## **Serious Crash Types/Locations**

### **(7) Reduce “High Risk” Rural Road Crashes**

The metropolitan planning area for NIRCC includes areas in cities of Fort Wayne and New Haven and a portion of Allen County which are defined as urban areas. The planning efforts for the Long Range Transportation Plan focus on projects within this urban area. The Safety Management Program for NIRCC however includes data for the entire county. The intent of this information is

to provide law enforcement agencies that respond to crashes throughout the urban areas and rural areas the tools necessary to respond to crashes in a timely manner and identify enforcement areas. This information is reviewed as previously stated in a manner that considers the rural areas. The crashes outside the urbanized area are mapped and reviewed based on frequency while considering traffic volumes and roadway characteristics.

NIRCC has reviewed potential system wide improvements to mitigate crashes in rural areas. Though these type projects may not be part of a long range plan, they can serve the residents by identifying improvements that may be made by local government agencies while reducing overall crash costs to the public.

Rural crash data is also reviewed for DeKalb and Wells County. NIRCC has provided three-year crash summaries for these counties to provide local officials with necessary information in addresses safety in each jurisdiction. The data is mapped to provide an easy method to identify high crash locations in each county. The data also provides the counties with information to respond to inquiries about crash frequencies at specified locations. Periodic review of this data will aid NIRCC in assessing safety at identified locations in each county.

(8) Minimize the Possibility and Consequences of Leaving the Roadway

Annual reports provide a summary of crashes involving vehicles that leave the roadway. The data provided by NIRCC can identify all crash types to evaluate roadways that experience a greater than expected number of off road collisions. This information is provided to local agencies for consideration of improvement projects. NIRCC continues to encourage system wide improvements such as installation of guardrails on curves, clear zone improvements, and speed evaluations where problems are identified.

(9) Improve Safety at Intersections

The strength of NIRCC's safety management process is that all crash locations are accurately identified through unique location names. Each intersection is identified by one name where various alternatives exist. This process greatly increases the level of confidence in reviewing crashes at intersections. Current requirements for law enforcement agencies reporting crashes define intersection crashes as those that occur within 33 feet of the intersection. Planners analyze all crashes reported at intersections by reviewing the crashes reported at all approaches in addition to those within the 33 feet of the crossroads. This process ensures planners that crashes related to the intersection such as rear ends are identified and examined to determine what countermeasures can be implemented to mitigate future crashes.

NIRCC dedicates a significant portion of time to examining high crash or hazardous intersections. This element of the program results in the most number of identified projects that are pursued by local public agencies. Improvements to existing intersections identified as hazardous can often provide the most effective benefit in reduction of crashes and severity of crashes. Continual review of these locations from year to year will provide planners and local public agencies with the necessary information to prioritize improvement projects.

(10) Reduce Crashes at Highway Railroad Crossings.

Railroad crossing information is maintained and updated regularly by NIRCC. Traffic volumes are

collected at all at-grade railroad crossings in Allen County as part of the traffic count program. In addition to this data planners collect other information regarding warning devices, sight distance, roadway lane widths, train speed, and trains per day. Photographs of crossings are also collected and maintained to review potential safety issues.

Crashes at railroad crossings are identified by NIRCC and also the Indiana Department of Transportation. Planners review the data reported by the state to ensure records are accurate. In recent years full protection at many of the railroad crossings in Allen County have been installed including lights and gates. Annual crash summary reports identify all crashes involving motor vehicles and trains in order to identify potential improvements.

## **Crash Management**

### **(11) Enhance Emergency Services Response to Traffic Crashes**

Emergency response times are critical to saving lives and clearing scenes quickly to avoid congestion and secondary crashes. NIRCC works with 911 Communication, law enforcement agencies and GIS staff on issues related to roadway names or addresses to ensure when needed, the addresses and posted signage is accurate. NIRCC has identified and mapped intersections that have the same name so that first responders do not lose valuable time going to the incorrect location.

NIRCC is also actively involved in TIM (Traffic Incident Management) which provides training to all first responders to improve their safety and aid in clearing the scene as quickly as possible. A vital part of this process is ensuring that dispatchers provide the first responders with enough information to insure appropriate agencies and equipment is sent to the scene. In addition this communication can ensure that special details about the crash and crash location are passed on to the responders.

### **(12) Expedite Crash Clearance**

NIRCC participates in activities with local and state agencies to improve emergency services and quick clearance. These activities have motivated legislators to consider new laws to improve these issues. Crash data can assist emergency service providers in determining where crashes are occurring more than others. These decisions can help in responding to emergencies to aid victims and improve quick clearance of crash locations.

### **(13) Improve Quality of the Data Used to Make Safety Improvement Decisions**

Reporting crash data has significantly improved in Indiana in the past years. All of the law enforcement agencies in Allen County utilize the electronic reporting software. This automatic reporting of crashes provides information to planners in a timely manner. The data provided is in a more usable format than in past years. As previously stated NIRCC extracts all the crashes from the Indiana database for annual analysis. NIRCC updates all crash locations to ensure consistency and accuracy.

Through the process of updating crash locations and mapping the data, NIRCC has identified issues that can be improved by the State of Indiana and the officers reporting the data. NIRCC works closely with the local law enforcement agencies to address these issues and improve the quality of the data reported.

## **Project Selection and Prioritization**

The process of selecting projects encompasses a variety of contributing factors. Locations identified through NIRCC's evaluation process and deemed "hazardous", are carefully reviewed to determine what solution or action to implement. The annual data is reviewed by planners by using the new data in combination with the previous two years resulting in a listing of locations identified from three years of data. This listing of locations is provided to a committee of local engineers called the Transportation Technical Committee (TTC). TTC reviews the listing to inform planners of issues regarding specific locations they have already addressed or have plans to address. Potential causes for problems at the identified locations are also discussed and documented. This information is then forwarded to the local Transportation Safety Forum for further review.

The Transportation Safety Forum is comprised of representatives from each local law enforcement agency and engineering agency. Attendees include representatives from the following agencies; Indiana Department of Transportation, Indiana State Police, Allen County Highway Department, Allen County Sheriff's Department, Fort Wayne Engineering Department, Fort Wayne Police Department, New Haven Engineering Department, and New Haven Police Department. The safety forum provides a unique opportunity for law enforcement representatives and engineers to share with one another important issues regarding the locations identified. NIRCC facilitates the meetings, providing the data and documenting the issues shared by each of the representatives. Law enforcement representatives see the crashes first hand and are able to provide invaluable information that cannot always be documented in individual reports. Local engineering department representatives can share potential improvement ideas with law enforcement representative to get feedback on the potential effectiveness. The forum has benefited the safety process in Allen County by improving communication between various stakeholders and provided each of the participating agencies insight to what one another is doing to improve the safety of the roadways in Allen County.

The listing of projects identified by NIRCC is updated again with the comments from the Transportation Safety Forum. Planners review the locations where specific improvements were suggested. The projects identified from the listing are then forwarded to the local public agency responsible for the location for further consideration. Locally approved projects are then pursued by the local engineering departments for implementation of the construction process or forwarded to NIRCC for consideration of federal funding. NIRCC provides the listing of identified hazardous locations and the specific projects selected by local agencies for improvements to the Urban Transportation Advisory Board. This board approves projects for federal funding based on the benefit of each project and available funding. Larger projects may be approved for future funding if current conditions do not permit programming of the project. Smaller projects are often funded locally.

## **Existing Project Analysis**

The ability to easily obtain crash records has allowed planners a new opportunity to review existing roadway projects being developed for construction. Projects that are in their infancy of preliminary design are reviewed to identify all safety deficiencies. This information serves to provide the designers of the project necessary information to ensure the deficiencies are addressed. Planners also provide this review to elected officials to support the needs of the project. The analysis may also warrant safety funding that can assist in the cost of the project.

## **Bicycle & Pedestrian Safety**

A process to evaluate bicycle and pedestrian safety has been established by the Northeastern Indiana Regional Coordinating Council. The process involves an annual summary of all related crashes throughout Allen County. Each crash is evaluated to determine where the crashes are occurring and why. Planners determine what contributing circumstances are involved with each collision and search for patterns that can aid in future improvements to address identified deficiencies.

## **Transit Safety**

Safety of residents that utilize the local transit system is very important to the success of the service. Safety improvements to the highway system have corresponding safety benefits to the transit system. The safety management system is structured in a manner that provides planners the ability to track elements of safety other than locations. Crash types involving pedestrians and buses can be identified and reviewed to address existing issues. The data can also support bus stop safety to assist the transit provider in route selections.

In addition to the efforts NIRCC provides, Citilink addresses safety issues concerning the transit system and is aware of the importance safety plays in overall passenger comfort. Several projects to improve security on buses and customer safety at the transfer facility have been made. Drivers are also provided training to address safety, terrorism, and security. The perception of a safe transit system is a great marketing tool. Citilink strives to maintain a safe transit system.

## **Conclusion**

NIRCC has progressed in the development of a useful safety management program and continues to look for ways to improve data and expand the use of the information. The process of evaluating crash locations continues to evolve with the introduction of new unique situations and challenges. The information serves in meeting the goal of safer and more efficient roadways in our area.

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## Chapter 8

# Environmental Mitigation

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Planning regulations specify that metropolitan transportation plans must include a discussion of potential environmental mitigation activities, to be developed in consultation with Federal, State and Tribal wildlife, land management, and regulatory agencies. The mitigation activities are to be at the policy and/or strategic-levels, not project specific. The Northeastern Indiana Regional Coordinating Council has prepared this chapter in consultation with the appropriate federal, state, and local agencies to address the environmental mitigation activities. This document maps the common environmental issues, discusses mitigation strategies, and includes some analysis of the number of specific projects near various features.

The Northeastern Indiana Regional Coordinating Council (NIRCC) is the lead agency for the development of the Transportation Plan for the Fort Wayne-New Haven-Allen County Metropolitan Planning Area. As part of the Participation Plan for the transportation planning process, NIRCC has identified environmental and cultural resource agencies that have been invited to consult on the environmental mitigation discussion. The agencies have been provided access to the 2040 Transportation Plan and proposed plan modifications. The additional information and discussion in this chapter has been provided to the resource agencies and the public for review and comment. NIRCC will consult with the agencies further to address any issues that may arise.

### Methodology

There are three components to NIRCC's methodology to address the environmental mitigation requirement. First, through consultation with various agencies and staff review of published materials, maps of the most common environmental features have been developed. These maps display features from our area consistent with INDOT's Environmental Red Flag Investigation Template. Second, a discussion of these is provided including general strategies that are applied when a project is implemented that impacts a particular environmental resource or feature. Third, in aggregate, the number of projects that could impact the various resources have been summarized. It should be noted that the projects are very conceptual at the Transportation Plan stage and specific environmental mitigation strategies will occur as part of the environmental review and preliminary engineering activities. As projects advance to implementation, additional study and design will be conducted. For projects that use state or federal funds, environmental studies in compliance with NEPA and other state and federal requirements will be performed.

### Common Environmental Issues

With following a similar format as INDOT's Red Flag Investigation Template NIRCC has identified five common groups of environmental issues for discussion in this 2040 Transportation Plan. The groups of environmental issues include:

- Water Resources
- Threatened and Endangered Species
- Section 4(f) Land
- Cultural Resources
- Other environmentally Sensitive Areas

The following sections provide a brief description of each of these issues, map the items for the NIRCC Metropolitan Planning Area, and discuss mitigation when projects may impact the environmental feature.

### ***Streams and Wetlands***

The NIRCC Metropolitan Planning Area (MPA) includes numerous water resources including rivers, streams and potential wetlands as shown in Figures 30 and 31. Two streams in the NIRCC MPA are identified on the Indiana Listing of Outstanding Rivers and Streams. The Cedar Creek in Northern Allen County is one of three streams in Indiana that made the list as a Natural, Scenic and Recreational River System and is considered to have outstanding ecological importance with high quality water. The Little River, as a tributary to the Wabash River, is part of the Wabash River Heritage Corridor. These waterways are designated on Figure 32. In addition to these designations other water resources that often require special considerations are INDR trout streams and USACE Section 10 streams. These water resources include the Little River (USACE Section 10), Maumee River – Hosey Dam in Fort Wayne (USACE Section 10), Schoaff Park (Trout 2017), and Spy Run Creek (Trout 2017).

The Indiana Department of Environmental Management (IDEM) maintains a list of impaired waters. Figure 32 displays the surface waters in Allen County identified by IDEM as impaired and Table 19 and Table 20 include a listing with the cause of impairment. Table 19 displays the 2010 303(d) list of impaired waters submitted to U.S. EPA and includes a “Target Date For TMDL (Total Maximum Daily Load)”. Table 20 displays the 2016 303(d) list of impaired waters revised and submitted to U.S. EPA but did not include the a column for “Target Date For Total Maximum Daily Load (TMDL)”. The Total Maximum Daily Load (TMDL) Program’s primary purpose is to assess streams, rivers and lakes that are considered impaired by the Indiana Department of Environmental Management and develop reports that identify the causes of the impairment, the reductions of pollutants needed, and the actions needed to improve water quality. Impaired waters do not meet designated water quality standards and do not support one or more designated uses, such as recreational, protection of aquatic life, drinking water, and fish consumption. Section 303(d) of the Clean Water Act established authority for the TMDL Program and guides states on how to develop these plans for waters that do not meet water quality standards.

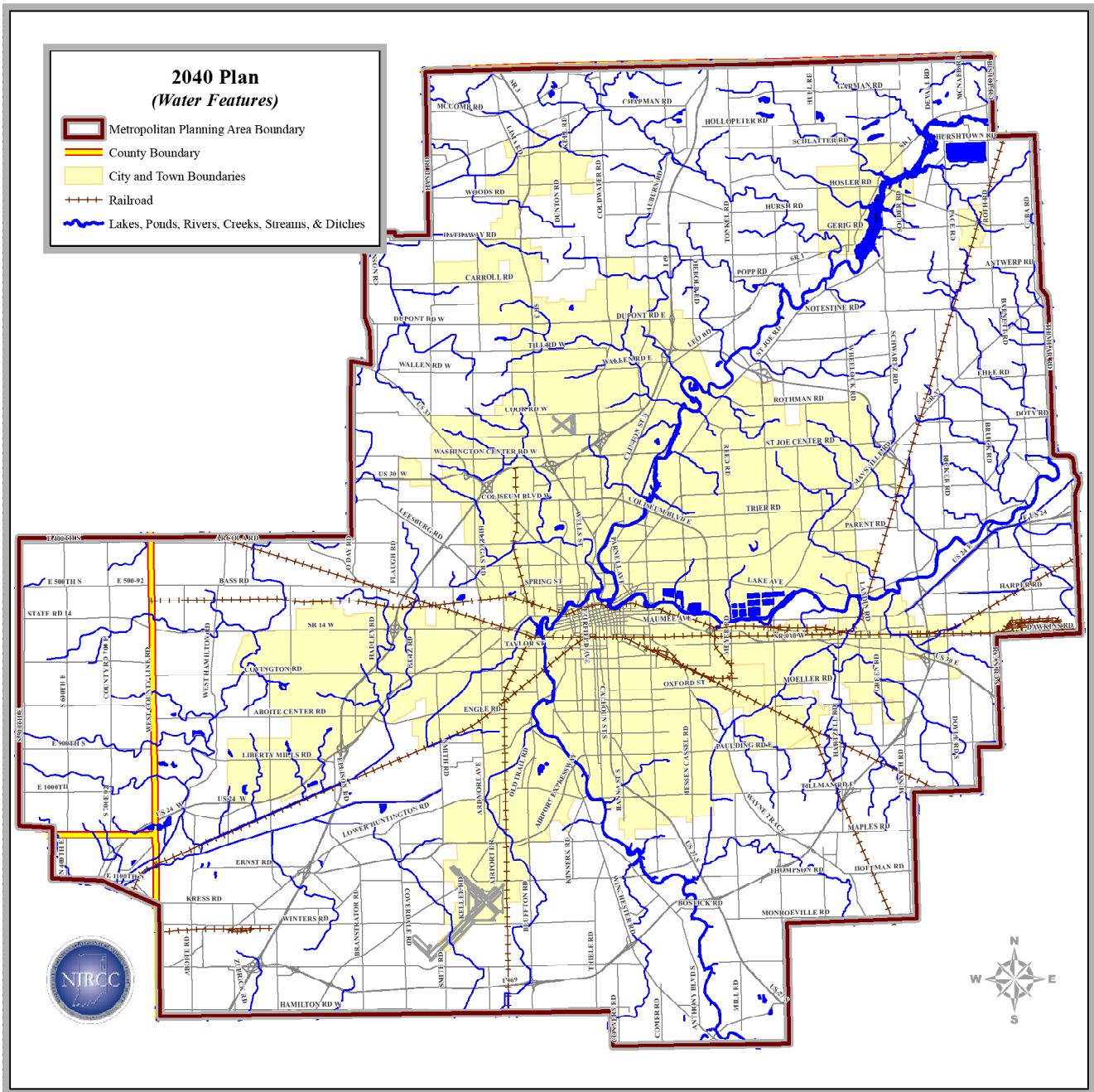
Many transportation projects may cross or run alongside a stream or river or touch a wetland area. In these cases the goal is to avoid, to the fullest extent practicable, any activity that adversely impacts streams or wetlands during the design, construction, or maintenance of the transportation facility to protect water quality. As nearly all of the projects in the Transportation Plan will use state or federal funds, project design will follow state and federal design procedures and strive to achieve this goal.

Project design will take the appropriate action to avoid, minimize, and mitigate impacts as required by federal, state, and local law. In the event that impacts to streams and wetlands are unavoidable, a wide variety of mitigation strategies will be considered beginning with on-site mitigation opportunities. Once on-site opportunities are exhausted, the search for mitigation strategies will shift to off-site locations. Mitigation strategies may include but are not limited to: mitigation banking; stream and wetland creation; sediment/run-off control and water quality monitoring; restoration; and/or preservation. In general, the Indiana Department of Environmental Management requires that impacted wetlands be replaced with wetlands of the same type at specific mitigation ratios. Applicants may be allowed to create or restore a different type of wetland if it provides better water quality and/or habitat value. Where practical, wetland mitigation/replacement will occur close to the original site and within the same Hydrologic Unit Watershed (see Figure 33).

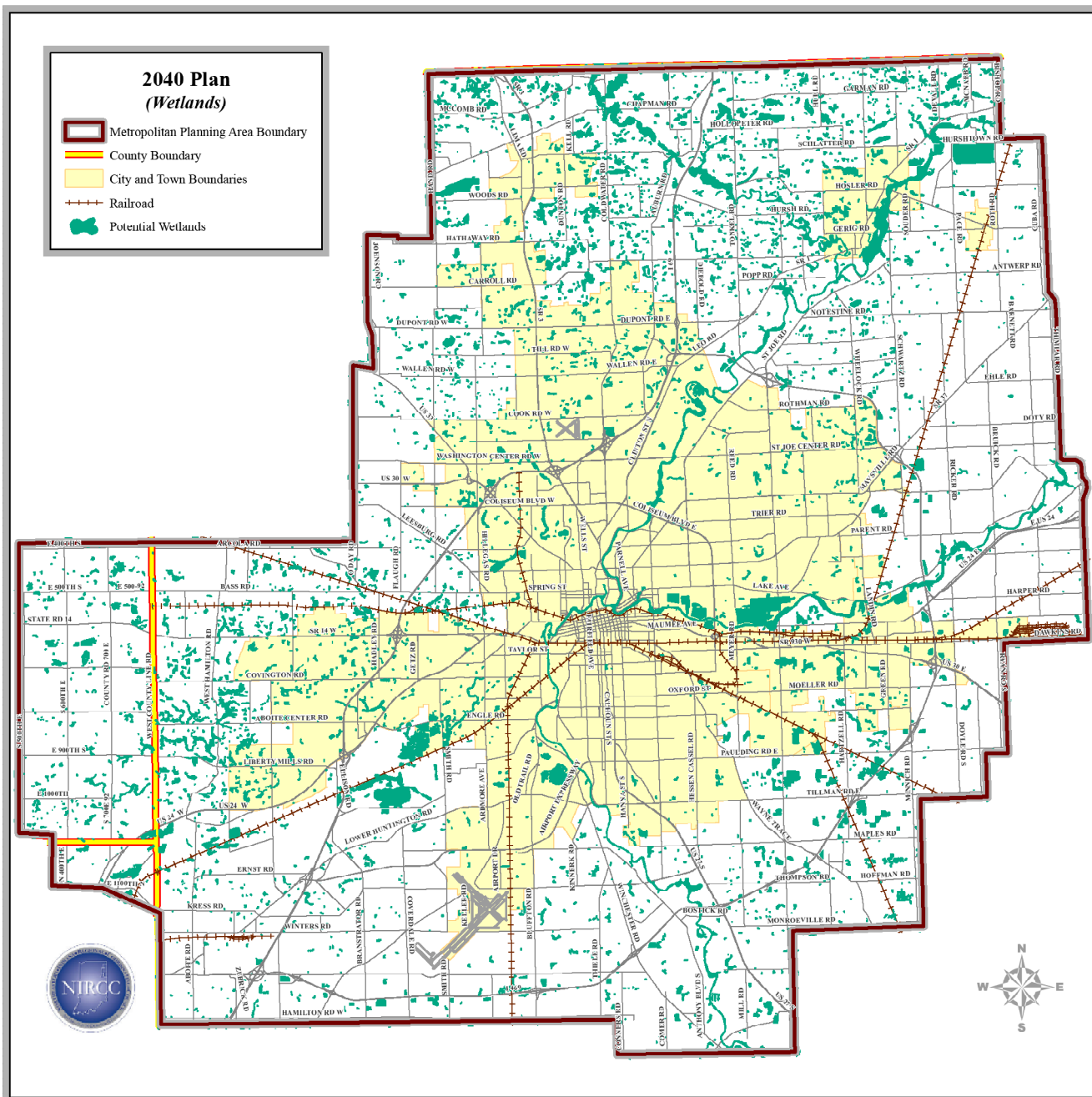
Impact analysis and mitigation are integral parts of the project development process. Early review and analysis of project alternatives by regulatory and resource agencies combined with effective inter-office coordination are required to develop successful transportation projects. Projects will follow guidelines for the development of mitigation as required by the U.S. Army Corps of Engineers (USACE), the Indiana Department of Natural Resources (IDNR), and the Indiana Department of Environmental Management (IDEM).

Mitigation may be needed if a construction project is likely to reduce or degrade an existing habitat in a floodway or floodplain according to the IDNR (see Figure 34). An information bulletin is provided for guidance in the assessment and determination of compensatory mitigation associated with an application to the IDNR for a permit under IC 14-28-1 (the "Flood Control Act") or under IC 14-29-1 (the "Navigable Waters Act"). These IDNR mitigation guidelines are outlined in their "Information Bulletin #17 Third Amendment".

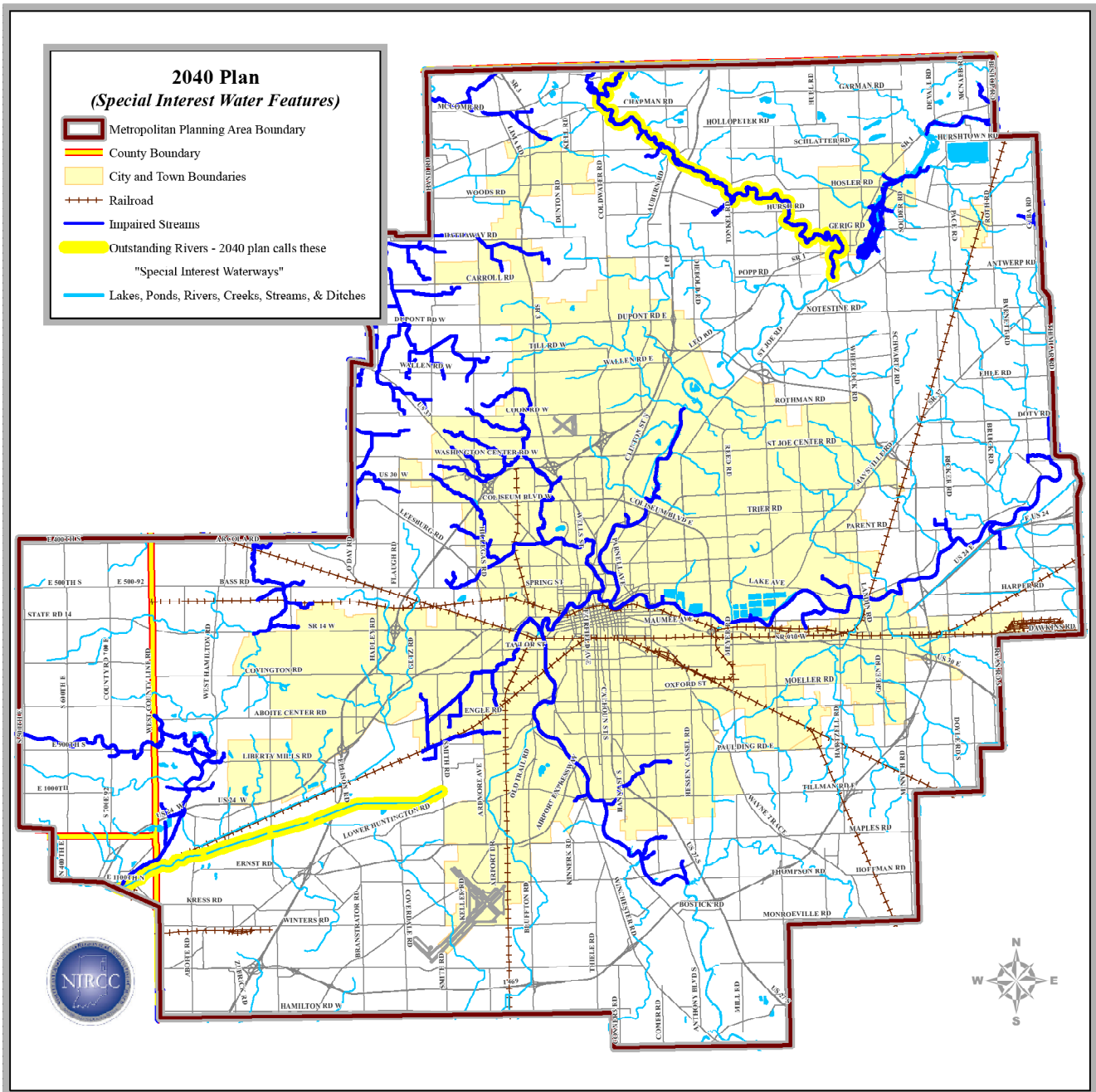
The USACE mitigation guidelines are outlined in the latest USACE Regulatory Guidance Letter (RGL) 02-02, dated December 24, 2002. The US Army Corps of Engineers requested recognition of the flood control projects within the MPA. Transportation projects will be reviewed to insure they have no adverse effects on the flood control projects or affect water levels in the flood control project area. The flood control projects are displayed in Figure 34.



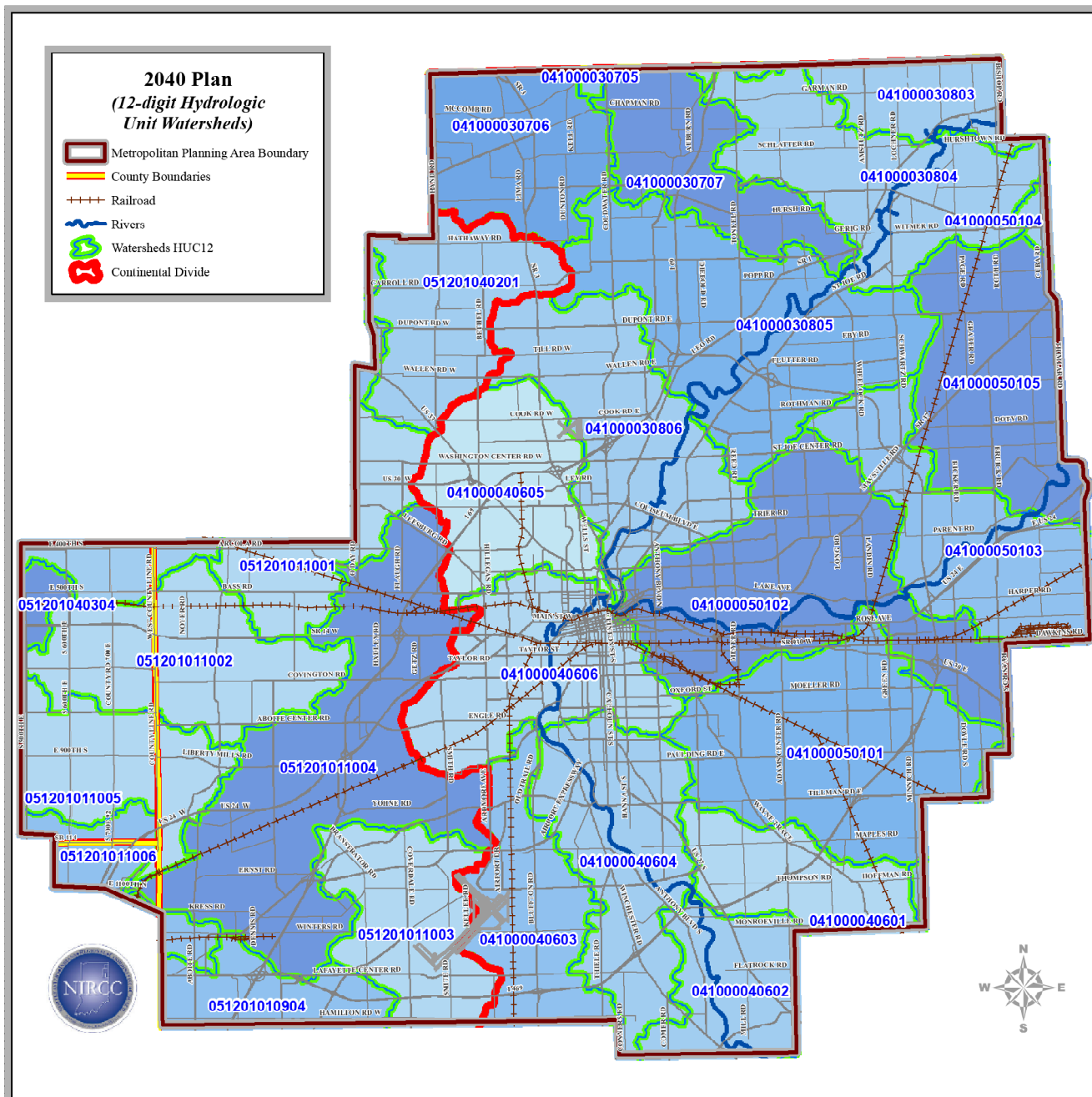
**Figure 30**  
**Water Features**



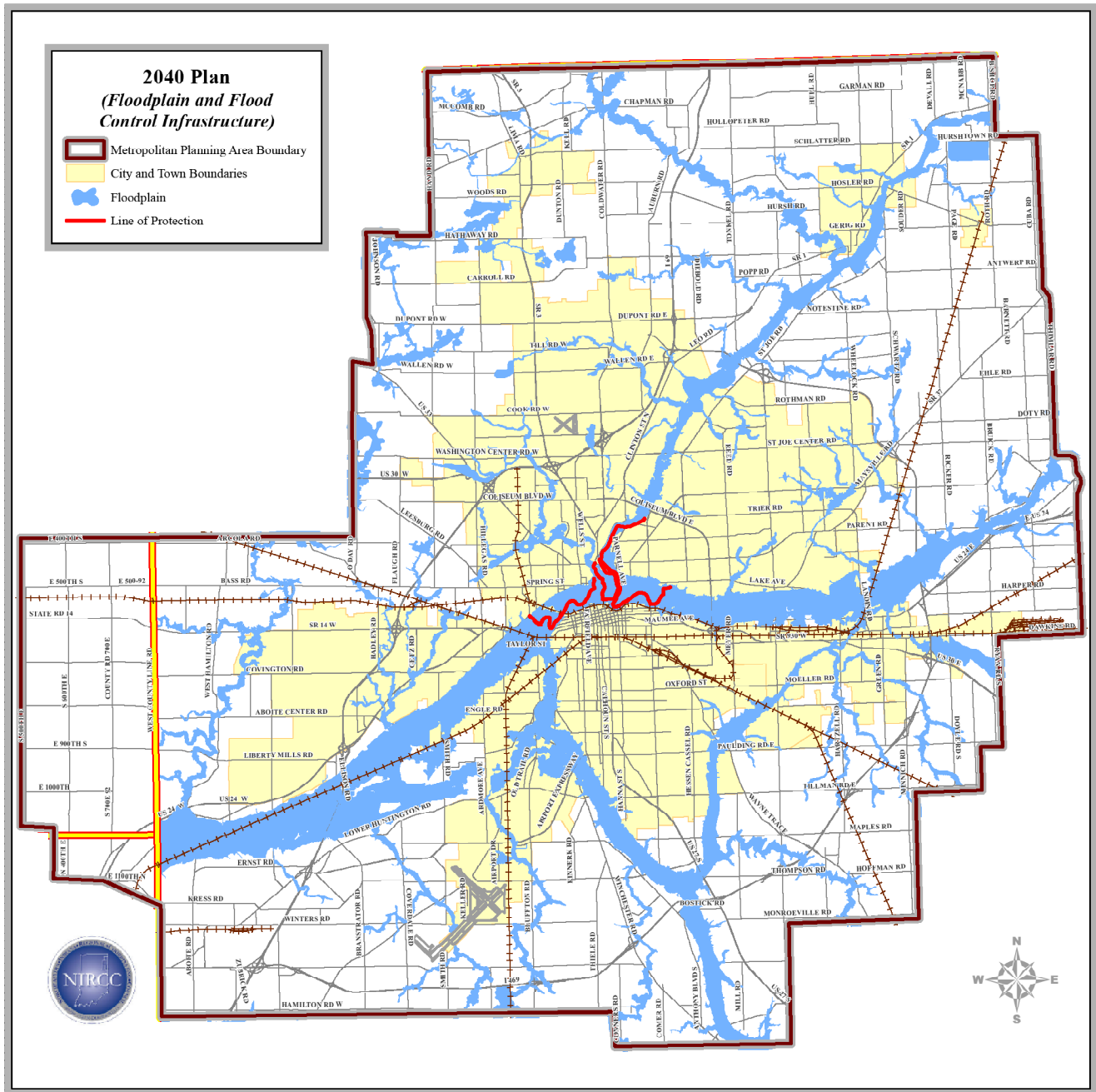
**Figure 31**  
**Potential Wetlands**



**Figure 32**  
**Water Features and Impaired Streams**



**Figure 33**  
**Watersheds**



**Figure 34**  
**Flood Control Projects**



**Table 19. 2010 Impaired Waters in Allen County**

**2010 303(d) List of Impaired Waters Submitted to U.S. EPA**

BASIN	ASSESSMENT UNIT NAME	CAUSE OF IMPAIRMENT	TARGET DATE FOR TMDL
GREAT LAKES	St Joseph River (Upstream of Metcalf Ditch)	E. COLI	2013
GREAT LAKES	St Joseph River (Downstream of Metcalf Ditch)	E. COLI	2013
GREAT LAKES	CEDAR CREEK	E. COLI	2011
GREAT LAKES	CEDAR CREEK	PCBS (FISH TISSUE)	2021
GREAT LAKES	WILLOW CREEK AND TRIB	E. COLI	2017
GREAT LAKES	CEDAR CREEK	PCBS (FISH TISSUE)	2011
GREAT LAKES	CEDAR CREEK	E. COLI	2011
GREAT LAKES	CEDAR CREEK	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	ST. JOSEPH RIVER	PCBS (FISH TISSUE)	2011
GREAT LAKES	ST. JOSEPH RIVER	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	CEDARVILLE RESERVOIR	E. COLI	2017
GREAT LAKES	CEDARVILLE RESERVOIR	PCBS (FISH TISSUE)	2017
GREAT LAKES	CEDARVILLE RESERVOIR	ALGAE	2021
GREAT LAKES	CEDARVILLE RESERVOIR	TASTE AND ODOR	2021
GREAT LAKES	ST. JOSEPH RESERVOIR	ALGAE	2013
GREAT LAKES	ST. JOSEPH RESERVOIR	E. COLI	2013
GREAT LAKES	ST. JOSEPH RESERVOIR	PCBS (FISH TISSUE)	2013
GREAT LAKES	ST. JOSEPH RESERVOIR	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	ST. MARYS RIVER	E. COLI	2013
GREAT LAKES	ST. MARYS RIVER	IMPAIRED BIOTIC COMMUNITIES	2017
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS	2017
GREAT LAKES	St. Marys River	NUTRIENTS	2013
GREAT LAKES	JUNK DITCH AND OTHER TRIBS	PCBS (FISH TISSUE)	2021
GREAT LAKES	JUNK DITCH AND OTHER TRIBS	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	ST MARYS RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	St. Marys River	NUTRIENTS	2013
GREAT LAKES	ST MARYS RIVER	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	LOWTHER NEUHAUS DITCH	IMPAIRED BIOTIC COMMUNITIES	2025
GREAT LAKES	ST MARYS RIVER	PCBS (FISH TISSUE)	2017
GREAT LAKES	St. Marys River	NUTRIENTS	2017
GREAT LAKES	ST MARYS RIVER	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	Maumee River	NUTRIENTS	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	Maumee River	NUTRIENTS	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	TOTAL MERCURY (FISH TISSUE)	2025
GREAT LAKES	MAUMEE RIVER	FREE CYANIDE	2025
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	Black Creek (Harlan, IN)	NUTRIENTS	2017
GREAT LAKES	Black Creek (Harlan, IN)	E. COLI	2017
GREAT LAKES	Black Creek (Harlan, IN)	ALGAE	2017
GREAT LAKES	Black Creek (Harlan, IN)	IMPAIRED BIOTIC COMMUNITIES	2017
GREAT LAKES	Oberhaltzer Ditch	E. COLI	2017
GREAT LAKES	Reichelderfer Ditch	E. COLI	2017
GREAT LAKES	Ward Lake Ditch	E. COLI	2017
GREAT LAKES	MAUMEE RIVER	NUTRIENTS	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)	2013
GREAT LAKES	MAUMEE RIVER	NUTRIENTS	2013
GREAT LAKES	HAM INTERCEPTOR DITCH	IMPAIRED BIOTIC COMMUNITIES	2017
GREAT LAKES	HAM INTERCEPTOR DITCH	NUTRIENTS	2017
GREAT LAKES	Flatrock Creek (Upstream of Monroeville, IN)	E. COLI	2017
GREAT LAKES	Flatrock Creek (Downstream of Monroeville, IN)	IMPAIRED BIOTIC COMMUNITIES	2017
GREAT LAKES	Flatrock Creek (Downstream of Monroeville, IN)	E. COLI	2017
GREAT LAKES	Flatrock Creek - Unnamed Tributary (Illinois)	E. COLI	2017
GREAT LAKES	Flatrock Creek - Unnamed Tributary	E. COLI	2017

**Table 19 Continued next page...**

**Table 19. 2010 Impaired Waters in Allen County Continued**

**2010 303(d) List of Impaired Waters Submitted to U.S. EPA**

<b>BASIN</b>	<b>ASSESSMENT UNIT NAME</b>	<b>CAUSE OF IMPAIRMENT</b>	<b>TARGET DATE FOR TMDL</b>
GREAT LAKES	Flatrock Creek - Unnamed Tributary	E. COLI	2017
GREAT LAKES	Brown Ditch	IMPAIRED BIOTIC COMMUNITIES	2017
GREAT LAKES	Brown Ditch	E. COLI	2017
GREAT LAKES	Brown Ditch - Unnamed Tributary	E. COLI	2017
GREAT LAKES	Brown Ditch - Unnamed Tributary	E. COLI	2017
GREAT LAKES	Scoff Ditch	E. COLI	2017
GREAT LAKES	GROMEAX DITCH	IMPAIRED BIOTIC COMMUNITIES	2017
UPPER WABASH	GELLER DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	BENWARD DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	SHOAF DAWSON DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	BOBAY DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	BENWARD DITCH-UNNAMED TRIBUTARY	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	JOHNSON DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	JOHNSON DRAIN (UPSTREAM OF CHURUBUSCO BRANCH)	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	EEL RIVER	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	EEL RIVER	PCBS (FISH TISSUE)	2021
UPPER WABASH	EEL RIVER	TOTAL MERCURY (FISH TISSUE)	2025
UPPER WABASH	JOHNSON DITCH-UNNAMED TRIBUTARY	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	DUGLAY DITCH	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	CHURUBUSCO BRANCH-UNNAMED TRIBUTARY	IMPAIRED BIOTIC COMMUNITIES	2021
UPPER WABASH	CHURUBUSCO BRANCH	IMPAIRED BIOTIC COMMUNITIES	2021

**Table 20. 2016 Impaired Waters in Allen County**

**2016 303(d) List of Impaired Waters Revised and Submitted to U.S. EPA**

BASIN	ASSESSMENT UNIT NAME	CAUSE OF IMPAIRMENT
GREAT LAKES	LITTLE CEDAR CREEK	E. COLI
GREAT LAKES	LITTLE CEDAR CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	WILLOW CREEK	E. COLI
GREAT LAKES	WILLOW CREEK	E. COLI
GREAT LAKES	KRUMLAUF BRANCH	E. COLI
GREAT LAKES	CEDAR CREEK	E. COLI
GREAT LAKES	CEDAR CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	CEDAR CREEK	PCBS (FISH TISSUE)
GREAT LAKES	ST. JOSEPH RIVER	E. COLI
GREAT LAKES	BOGER DITCH	E. COLI
GREAT LAKES	ST. JOSEPH RIVER	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	ST. JOSEPH RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. JOSEPH RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. JOSEPH RIVER	PCBS (FISH TISSUE)
GREAT LAKES	CEDARVILLE RESERVOIR	ALGAE
GREAT LAKES	CEDARVILLE RESERVOIR	E. COLI
GREAT LAKES	CEDARVILLE RESERVOIR	PCBS (FISH TISSUE)
GREAT LAKES	CEDARVILLE RESERVOIR	TASTE AND ODOR
GREAT LAKES	ST. JOSEPH RESERVOIR	E. COLI
GREAT LAKES	ST. JOSEPH RESERVOIR	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	SPY RUN CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	LOWTHER NEUHAUS DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	ST. MARYS RIVER	NUTRIENTS
GREAT LAKES	ST. MARYS RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS

**Table 20 Continued next page...**

**Table 20. 2016 Impaired Waters in Allen County Continued**

**2016 303(d) List of Impaired Waters Revised and Submitted to U.S. EPA**

BASIN	ASSESSMENT UNIT NAME	CAUSE OF IMPAIRMENT
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	BLACK CREEK	E. COLI
GREAT LAKES	BLACK CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	BLACK CREEK	NUTRIENTS
GREAT LAKES	BLACK CREEK	E. COLI
GREAT LAKES	BLACK CREEK - UNNAMED TRIBUTARY	E. COLI
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	MAUMEE RIVER	NUTRIENTS
GREAT LAKES	MAUMEE RIVER	PCBS (FISH TISSUE)
GREAT LAKES	HAMM INTERCEPTOR DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	HAMM INTERCEPTOR DITCH	NUTRIENTS
GREAT LAKES	HAMM INTERCEPTOR DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	HAMM INTERCEPTOR DITCH	NUTRIENTS
GREAT LAKES	SOWERS DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	SOWERS DITCH	NUTRIENTS
GREAT LAKES	JACKSON NUMBER TWO DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	JACKSON NUMBER TWO DITCH	NUTRIENTS
GREAT LAKES	JACKSON DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	JACKSON DITCH	NUTRIENTS
GREAT LAKES	HAMM DITCH	E. COLI
GREAT LAKES	KNAPP DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	KNAPP DITCH	NUTRIENTS
GREAT LAKES	GROMEAX DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	FLATROCK CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	FLATROCK CREEK	DISSOLVED OXYGEN
GREAT LAKES	FLATROCK CREEK	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	BROWN DITCH	IMPAIRED BIOTIC COMMUNITIES
GREAT LAKES	BROWN DITCH	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	SEEGAR DITCH	DISSOLVED OXYGEN
UPPER WABASH RIVER	SEEGAR DITCH	E. COLI
UPPER WABASH RIVER	SEEGAR DITCH - UNNAMED TRIBUTARY	E. COLI
UPPER WABASH RIVER	SEEGAR DITCH - UNNAMED TRIBUTARY	E. COLI
UPPER WABASH RIVER	ABOITE CREEK	E. COLI
UPPER WABASH RIVER	EEL RIVER	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	BENWARD DITCH	AMMONIA
UPPER WABASH RIVER	BENWARD DITCH	DISSOLVED OXYGEN

**Table 20 Continued next page...**

**Table 20. 2016 Impaired Waters in Allen County - Continued**

<b>BASIN</b>	<b>ASSESSMENT UNIT NAME</b>	<b>CAUSE OF IMPAIRMENT</b>
UPPER WABASH RIVER	BENWARD DITCH	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	BENWARD DITCH	NUTRIENTS
UPPER WABASH RIVER	SHOAFF DAWSON DITCH	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	EEL RIVER	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	EEL RIVER	PCBS (FISH TISSUE)
UPPER WABASH RIVER	JOHNSON DITCH	DISSOLVED OXYGEN
UPPER WABASH RIVER	JOHNSON DITCH	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	JOHNSON DITCH	DISSOLVED OXYGEN
UPPER WABASH RIVER	JOHNSON DITCH	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	JOHNSON DITCH	NUTRIENTS
UPPER WABASH RIVER	JOHNSON DITCH - UNNAMED TRIBUTARY	DISSOLVED OXYGEN
UPPER WABASH RIVER	JOHNSON DRAIN	DISSOLVED OXYGEN
UPPER WABASH RIVER	JOHNSON DRAIN	IMPAIRED BIOTIC COMMUNITIES
UPPER WABASH RIVER	JOHNSON DRAIN	NUTRIENTS
UPPER WABASH RIVER	REHLING DITCH	DISSOLVED OXYGEN

### ***Threatened and Endangered Species***

The State of Indiana harbors a great diversity of wildlife and plant communities. Many species receiving federal or state protection are tied closely to their habitats. Land-use change has been the most common cause for decline in species range and diversity. Contamination and degradation of natural waters has also contributed to loss of habitat. The Indiana Natural Heritage Data Center lists over 50 species as endangered, threatened or rare within Allen County. These species include a variety of mammals, birds, reptiles, amphibians, mollusks, insects, fish and plants (see Table 21). Species included in the list as federally Endangered in Allen County include the White Catpaw mussel, Northern Riffleshell mussel, Clubshell mussel, and Rayed Bean mussel. Also in Allen County, the Rabbitsfoot mussel and Eastern Massasauga reptile species are listed as federally threatened. Species in Allen County that are candidates for potential future listing as either federally threatened or endangered include the Round Hickorynut mussel, Purple Lilliput mussel, Spotted Turtle reptile, Kirtland's Snake reptile, and Blanding's Turtle reptile. The Bald Eagle has been delisted as endangered but is still vulnerable. Due to the sensitive nature of identifying locations of threatened and endangered species, maps of these specific habitats are not provided. In general, small stream corridors with well-developed riparian woods, upland forested areas, wetlands and portions of the St. Joseph River have been identified as potential habitat sites to threatened and endangered species.

Projects going through the development process are planned and designed to comply with the National Environmental Policy Act, Endangered Species Act, Clean Water Act and appropriate Indiana rules and regulations. In the early coordination phase of a project, potential impacts to specific endangered or threatened species will be assessed. Avoidance and mitigation strategies will be developed for specific projects as needed. The mitigation strategies may include but are not limited to: restricting clearing of trees and vegetation; relocation of listed mussel and plant species from the construction site; strict erosion control; measures to allow terrestrial species to pass unharmed through construction areas; seasonal construction restrictions; limit construction noise; and limit hours of construction activity.

**Table 21. Endangered, Threatened or Rare Species within Allen County**

Page 1 of 3  
02/05/2018

**Indiana County Endangered, Threatened and Rare Species List**

**County: Allen**

Species Name	Common Name	FED	STATE	GRANK	SRANK
<b>Mollusk: Bivalvia (Mussels)</b>					
Epioblasma obliquata perobliqua	White catspaw	LE	SE	G1T1	SX
Epioblasma torulosa rangiana	Northern Riffleshell	LE	SE	G2T2	S1
Lampsilis fasciola	Wavyrayed Lampmussel		SSC	G5	S3
Ligumia recta	Black Sandshell			G4G5	S2
Obovaria subrotunda	Round Hickorynut	C	SE	G4	S1
Pleurobema clava	Clubshell	LE	SE	G1G2	S1
Ptychobranchus fasciolaris	Kidneyshell		SSC	G4G5	S2
Quadrula cylindrica cylindrica	Rabbitsfoot	LT	SE	G3G4T3	S1
Toxolasma lividus	Purple Lilliput	C	SSC	G3Q	S2
Villosa fabalis	Rayed Bean	LE	SE	G2	S1
<b>Insect: Odonata (Dragonflies &amp; Damselflies)</b>					
Gomphus fraternus	Midland Clubtail			G5	S2
Tachopteryx thoreyi	Gray Petaltail		wl	G4	S3
<b>Fish</b>					
Moxostoma valenciennesi	Greater Redhorse		SE	G4	S2
Percina evides	Gilt Darter		SE	G4	S1
<b>Amphibian</b>					
Acris blanchardi	Northern Cricket Frog		SSC	G5	S4
Ambystoma laterale	Blue-spotted Salamander		SSC	G5	S2
Hemidactylium scutatum	Four-toed Salamander		SSC	G5	S2
Lithobates pipiens	Northern Leopard Frog		SSC	G5	S2
<b>Reptile</b>					
Clemmys guttata	Spotted Turtle	C	SE	G5	S2
Clonophis kirtlandii	Kirtland's Snake	C	SE	G2	S2
Emydoidea blandingii	Blanding's Turtle	C	SE	G4	S2
Sistrurus catenatus catenatus	Eastern Massasauga	LT	SE	G3	S2
<b>Bird</b>					
Asio flammeus	Short-eared Owl		SE	G5	S2
Bartramia longicauda	Upland Sandpiper		SE	G5	S3B
Buteo lineatus	Red-shouldered Hawk		SSC	G5	S3
Buteo platypterus	Broad-winged Hawk		SSC	G5	S3B
Certhia americana	Brown Creeper			G5	S2B
Circus hudsonius	Northern Harrier		SE	G5	S2
Cistothorus palustris	Marsh Wren		SE	G5	S3B
Falco peregrinus	Peregrine Falcon		SSC	G4	S2B
Haliaeetus leucocephalus	Bald Eagle		SSC	G5	S2
Ixobrychus exilis	Least Bittern		SE	G5	S3B
Lanius ludovicianus	Loggerhead Shrike		SE	G4	S3B
Nyctanassa violacea	Yellow-crowned Night-heron		SE	G5	S2B

Indiana Natural Heritage Data Center  
Division of Nature Preserves  
Indiana Department of Natural Resources  
This data is not the result of comprehensive county surveys.

Fed: LE = Endangered; LT = Threatened; C = candidate; PDL = proposed for delisting  
State: SE = state endangered; ST = state threatened; SR = state rare; SSC = state species of special concern; SX = state extirpated; SG = state significant; WL = watch list  
GRANK: Global Heritage Rank: G1 = critically imperiled globally; G2 = imperiled globally; G3 = rare or uncommon globally; G4 = widespread and abundant globally but with long term concerns; G5 = widespread and abundant globally; G? = unranked; GX = extinct; Q = uncertain rank; T = taxonomic subunit rank  
SRANK: State Heritage Rank: S1 = critically imperiled in state; S2 = imperiled in state; S3 = rare or uncommon in state; G4 = widespread and abundant in state but with long term concern; SG = state significant; SH = historical in state; SX = state extirpated; B = breeding status; S? = unranked; SNR = unranked; SNA = nonbreeding status unranked

**Table 21 Continued next page...**

**Table 21. Endangered, Threatened or Rare Species within Allen County -Continued**

Page 2 of 3  
02/05/2018

**Indiana County Endangered, Threatened and Rare Species List**

**County: Allen**

Species Name	Common Name	FED	STATE	GRANK	SRANK
<i>Nycticorax nycticorax</i>	Black-crowned Night-heron		SE	G5	S1B
<i>Phalaropus tricolor</i>	Wilson's Phalarope		SSC	G5	SHB
<i>Setophaga cerulea</i>	Cerulean Warbler		SE	G4	S3B
<i>Sturnella neglecta</i>	Western Meadowlark		SSC	G5	S2B
<i>Tyto alba</i>	Barn Owl		SE	G5	S2
<i>Wilsonia citrina</i>	Hooded Warbler		SSC	G5	S3B
<b>Mammal</b>					
<i>Taxidea taxus</i>	American Badger		SSC	G5	S2
<b>Vascular Plant</b>					
<i>Andromeda glaucophylla</i>	Bog Rosemary		SR	G5T5	S2
<i>Armoracia aquatica</i>	Lake Cress		SE	G4?	S1
<i>Carex cephaloidea</i>	Thinleaf Sedge		SE	G5	S1
<i>Carex trichocarpa</i>	Hairy-fruit Sedge		WL	G4	S3
<i>Chelone obliqua</i> var. <i>speciosa</i>	Rose Turtlehead		WL	G4T3	S3
<i>Circaea alpina</i>	Small Enchanter's Nightshade		SX	G5	SX
<i>Coeloglossum viride</i> var. <i>virescens</i>	Long-bract Green Orchis		ST	G5T5	S2
<i>Crataegus succulenta</i>	Fleshy Hawthorn		SR	G5	S2
<i>Euphorbia obtusata</i>	Bluntleaf Spurge		SE	G5	S1
<i>Hydrastis canadensis</i>	Golden Seal		WL	G3G4	S3
<i>Panax quinquefolius</i>	American Ginseng		WL	G3G4	S3
<i>Phlox ovata</i>	Mountain Phlox		SE	G4	S1
<i>Platanthera psychodes</i>	Small Purple-fringe Orchis		SR	G5	S2
<i>Poa alsodes</i>	Grove Meadow Grass		SR	G4G5	S2
<i>Pyrola elliptica</i>	Elliptical-leaf Wintergreen		WL	G5	S3
<i>Scutellaria parvula</i> var. <i>parvula</i>	Small Skullcap		SE	G4T4	S1
<i>Spiranthes lucida</i>	Shining Ladies'-tresses		SR	G4	S2
<i>Spiranthes magnicamporum</i>	Great Plains Ladies'-tresses		SE	G3G4	S1
<i>Symphotrichum boreale</i>	Rushlike Aster		SR	G5	S2
<b>High Quality Natural Community</b>					
Forest - flatwoods black swamp	Black Swamp Flatwoods			GNR	S1
Forest - flatwoods central till plain	Central Till Plain Flatwoods		SG	G3	S2
Forest - floodplain mesic	Mesic Floodplain Forest		SG	G3?	S1
Forest - floodplain wet-mesic	Wet-mesic Floodplain Forest		SG	G3?	S3
Forest - upland dry Central Till Plain	Central Till Plain Dry Upland Forest			GNR	S1
Forest - upland dry-mesic Central Till Plain	Central Till Plain Dry-mesic Upland Forest			GNR	S2
Forest - upland mesic Central Till Plain	Central Till Plain Mesic Upland Forest			GNR	S3
Lake - pond	Pond		SG	GNR	SNR

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**Table 21 Continued next page...**



**Table 21. Endangered, Threatened or Rare Species within Allen County -Continued**

County: Allen

Species Name	Common Name	FED	STATE	GRANK	SRANK
Prairie - dry-mesic	Dry-mesic Prairie		SG	G3	S2
Wetland - marsh	Marsh		SG	GU	S4
Wetland - swamp forest	Forested Swamp		SG	G2?	S2
Wetland - swamp shrub	Shrub Swamp		SG	GU	S2
<b>Other Significant Feature</b>					
Geomorphic - Nonglacial Erosional Feature - Water Fall and Cascade	Water Fall and Cascade			GNR	SNR

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 SRANK: State Heritage Rank: S1 = critically imperiled in state; S2 = imperiled in state; S3 = rare or uncommon in state; G4 = widespread and abundant in state but with long term concern; SG = state significant; SH = historical in state; SX = state extirpated; B = breeding status; S? = unranked; SNR = unranked; SNA = nonbreeding status unranked

### ***Section 4(f) Mitigation***

Section 4(f) of the Department of Transportation Act of 1966 requires that special effort be made to preserve public park and recreation land, wildlife and waterfowl refuges, and historic sites. In general, Section 4(f) specifies that federally-funded transportation projects requiring the use of land from a public park, recreation area, wildlife and waterfowl refuge or land of significant historical value can only occur if there is no feasible and prudent alternative. Using Section 4(f) land requires all possible planning to minimize harm. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), provided the first substantive revision to Section 4(f) to simplify the process and approval of projects that have only de minimis impacts on lands impacted by Section 4(f). Under the new provisions, once the US DOT determines that a transportation use of Section 4(f) property results in a de minimis impact, analysis of avoidance alternatives are not required and the Section 4(f) evaluation process is complete.

The NIRCC Metropolitan Planning Area contains a number of local parks; wildlife and waterfowl refuges; and sites listed on the national registry and are identified on Figures 35, 36 and 37. Additional historic locations including local districts and the Wabash-Erie Canal alignment are also identified on Figures 36 and 37. It is important to acknowledge that the identification of historic and cultural resources is a dynamic process and is therefore impossible to identify an exhaustive list of sites. These sites are important to the environmental integrity and heritage of our communities. However, there are times when transportation projects impact Section 4(f) resources and require measures to minimize potentially adverse impacts. The development and implementation of such measures involve close coordination with officials that have jurisdiction of the specific resources.

Investigation of Section 4(f) resources and investigation of potential impacts occur throughout the project planning and development. The intent of evaluating resources near project development sites helps guide projects toward practical solutions while minimizing impacts. This also applies to situations where no feasible or prudent alternative exists. The availability of detail during the project development of the preferred alternative allows for closer examination of the potential for Section 4(f) impacts and a clearer determination of how impacts should be processed. Once this is known, project sponsors and officials that own the resources can follow a process for mitigation.

The development process for the Transportation Plan is cognizant of and accounts for regional Section 4(f) resources that are important for preservation and community cohesion. Other resources may not be well known, but are afforded the same protection under Section 4(f). While the transportation planning process can account for well known Section 4(f) resources that would pose a significant loss if impacted, it is premature to analyze individual impacts from projects at this stage in the planning process.

In cases where projects do have Section 4(f) impacts and there is no feasible and prudent alternative to avoid use of the resource, the project development process requires consideration of all possible actions to minimize harm. Minimization of harm may entail both alternative design modifications that lessen the impact and mitigation measures that compensate for

residual impacts. Minimization and mitigation measures should be determined through consultation with the official or agency owning or administering the resource. Neither the Section 4(f) statute nor regulation requires the replacement of Section 4(f) resources used for transportation projects, but this option is appropriate as a mitigation measure for direct project impacts.

Mitigation measures involving public parks, recreation areas, or wildlife and waterfowl refuges may involve a replacement of land and/or facilities of comparable value and function, or monetary compensation, which could be used to enhance the remaining land. Mitigation of historic sites usually consists of those measures necessary to preserve the historic integrity of the site. In any case, the cost of mitigation should be a reasonable public expenditure in light of the severity of the impact on the Section 4(f) resource in accordance with Federal requirements. Mitigation for common Section 4(f) resource impacts may include: landscaping or other screening techniques; context sensitive design refinements; maintenance of traffic accommodations to minimize impacts; minimize noise and/or limit duration of construction; and direct compensation for improvements to on-site resources.

### ***Cultural Resources***

Cultural resource reviews during the project development phase are designed to comply with the National Environmental Policy Act, the National Historic Preservation Act, the Department of Transportation Act and applicable Indiana codes and regulations. These laws and regulations require that cultural resources be considered during the development of transportation projects. An element of that consideration involves consulting with various entities including the Federal Highway Administration (FHWA), Advisory Council on Historic Preservation (ACHP), State Historic Preservation Office (SHPO), local historic preservation groups, local public officials, and the public.

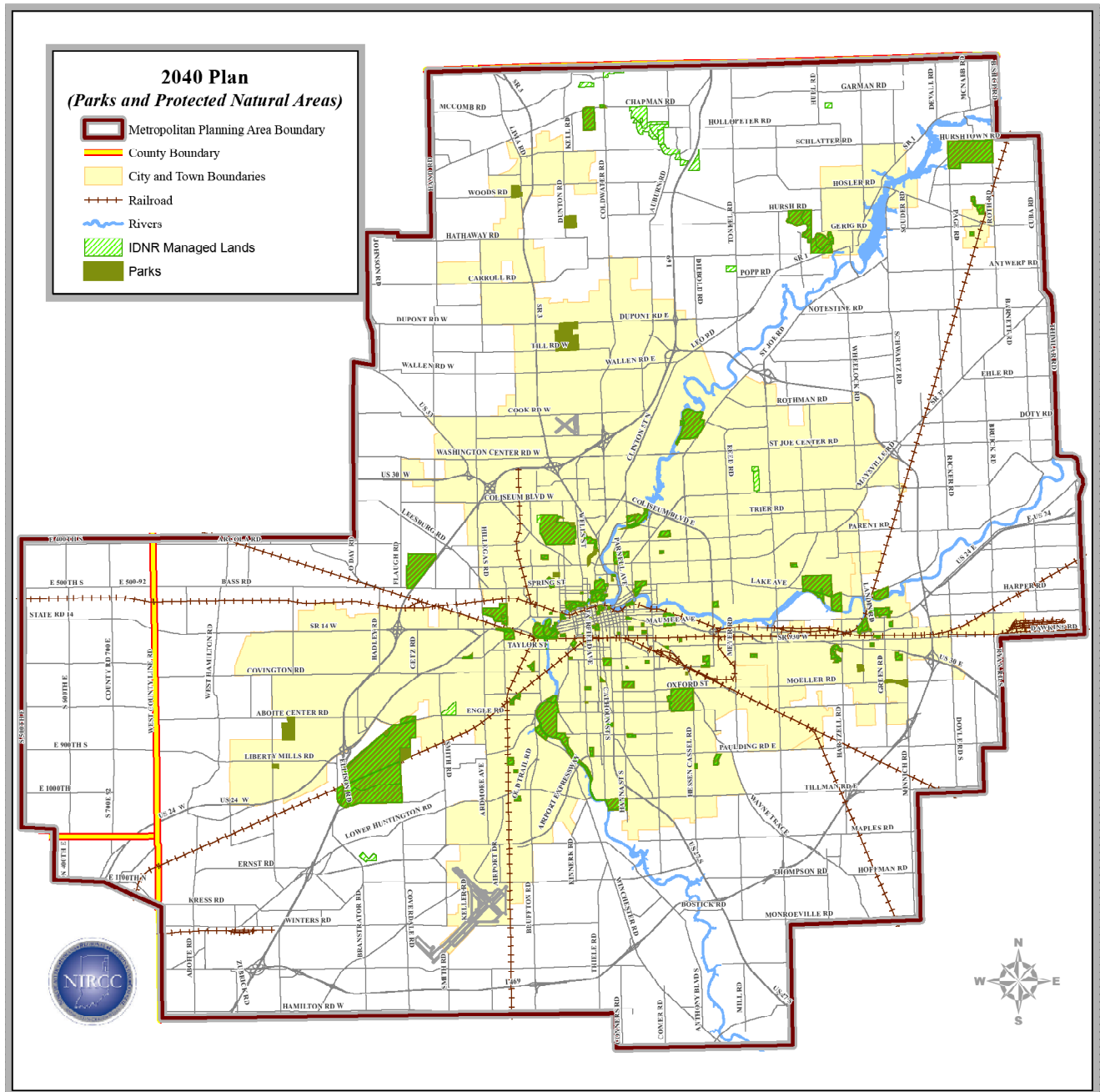
Mitigation measures developed through a Section 106 Memorandum Of Agreement (MOA) consultation process provide ways to avoid, minimize, or mitigate adverse effects to historic properties impacted by projects. Historic properties include those listed, or are eligible for listing in the National Register of Historic Places (NRHP). These mitigation measures are carried through as environmental document commitments and must be completed and accounted for with SHPO and FHWA. The MOA will not be closed until all stipulations are fulfilled. A failure to meet all stipulations can potentially jeopardize a project sponsor's funding or other agreements or projects.

A plan for mitigating an adverse effect is site/property specific and requires a separate research design or approach for each historic property impacted by the project. It should be based on the context development and refinement through the environmental assessment and preliminary project design/engineering.

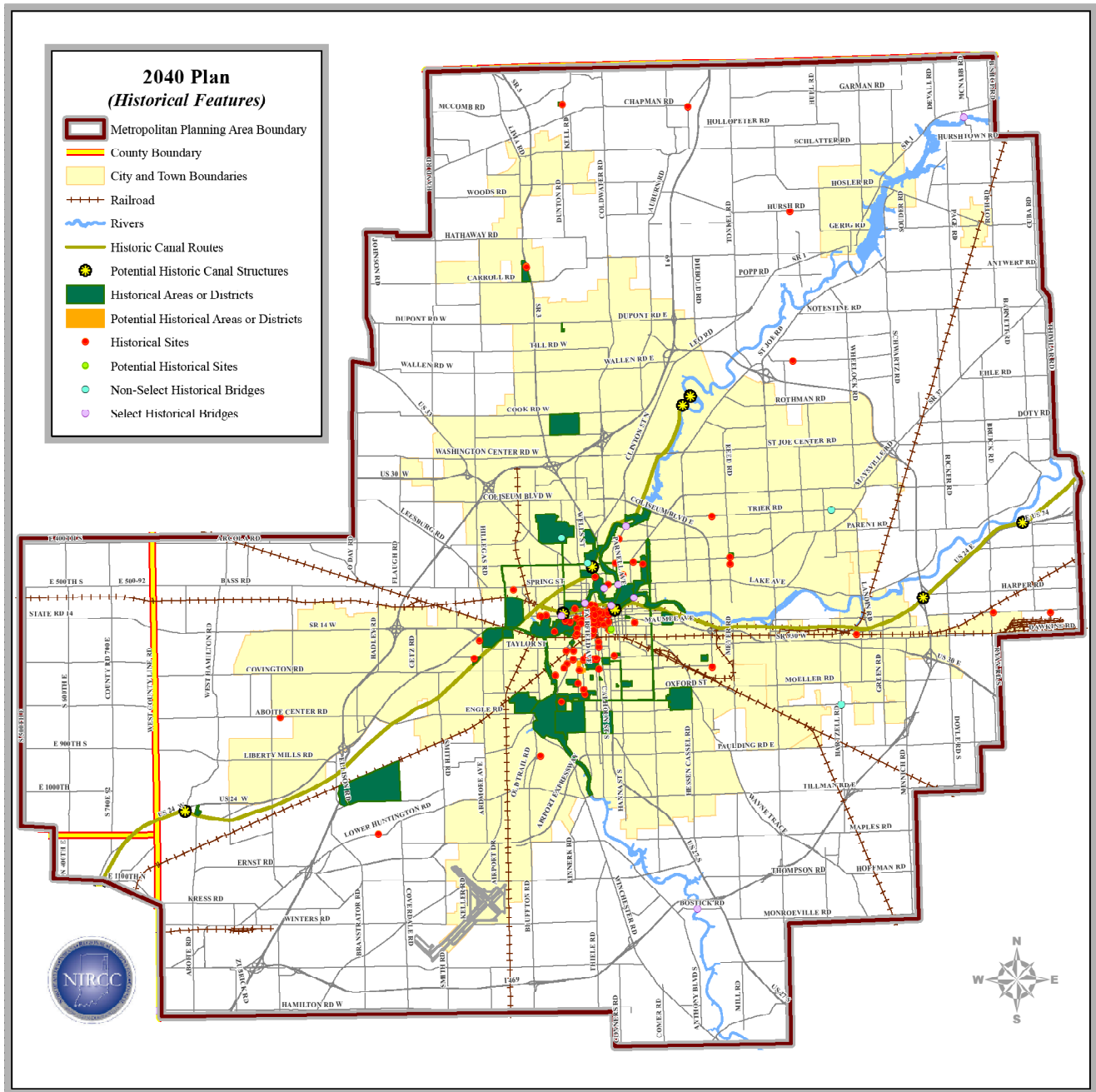
Mitigation measures may involve a variety of methods including, but not limited to: aesthetic treatments; avoidance; archaeological data recovery; creative mitigation; salvage and re-use of historic materials; informing/educating the public; and Historic American Buildings Survey (HABS)/Historic American Engineering Record (HAER) documentation. Approaches vary widely depending on the type of historic property, the qualities that enable the property to meet

the NRHP Criteria of Eligibility, the location of the historic property with respect to the project and other criteria specific to the site. Mitigation plans are developed in consultation with Indiana Department of Transportation, State Historic Preservation Office, Federal Highway Administration, local public officials, local historic preservation groups, and the public. In special circumstances consultation may include the Advisory Council on Historic Preservation.

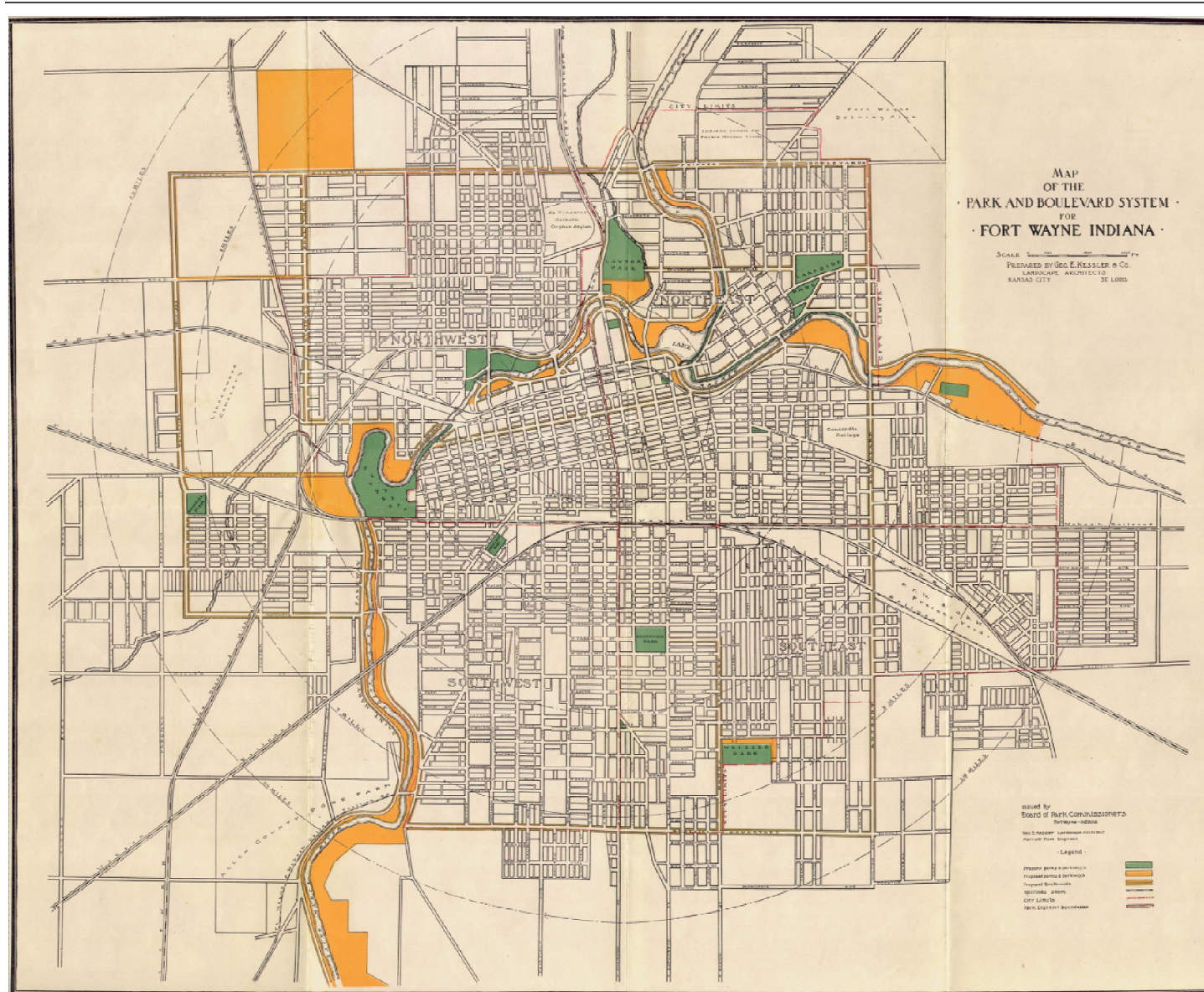
Using INDOT's Red Flag Investigation Template NIRCC has identified a number of other cultural resources and infrastructure that may impact transportation projects. Figure 38 identifies the following sites, facilities, and infrastructure: Cemeteries, railroads, pipelines (containing natural gas, crude oil, and refined oil), airports, hospitals, religious centers, recreational facilities, museums, and schools. Further investigation at a project development stage needs completed in order to know if there will be issues that need addressed or some type of mitigation that may be required. Mitigation for these types of issues may include alternative alignments or treatments, context-sensitive design, noise barriers, or other enhancements depending on the affect and proximity of a project to these types of features.



**Figure 35**  
Parks and Significant Protected Natural Areas



**Figure 36**  
**Historic Features**



Attachment

2

Multiple Property Document

Map of the  
**Park and Boulevard System**  
City of Fort Wayne, Indiana  
**George Kessler, 1912**

PREPARED BY:  
**TINA JONES  
CHRISTOPHER BAAS  
MALCOLM CAIRNS**

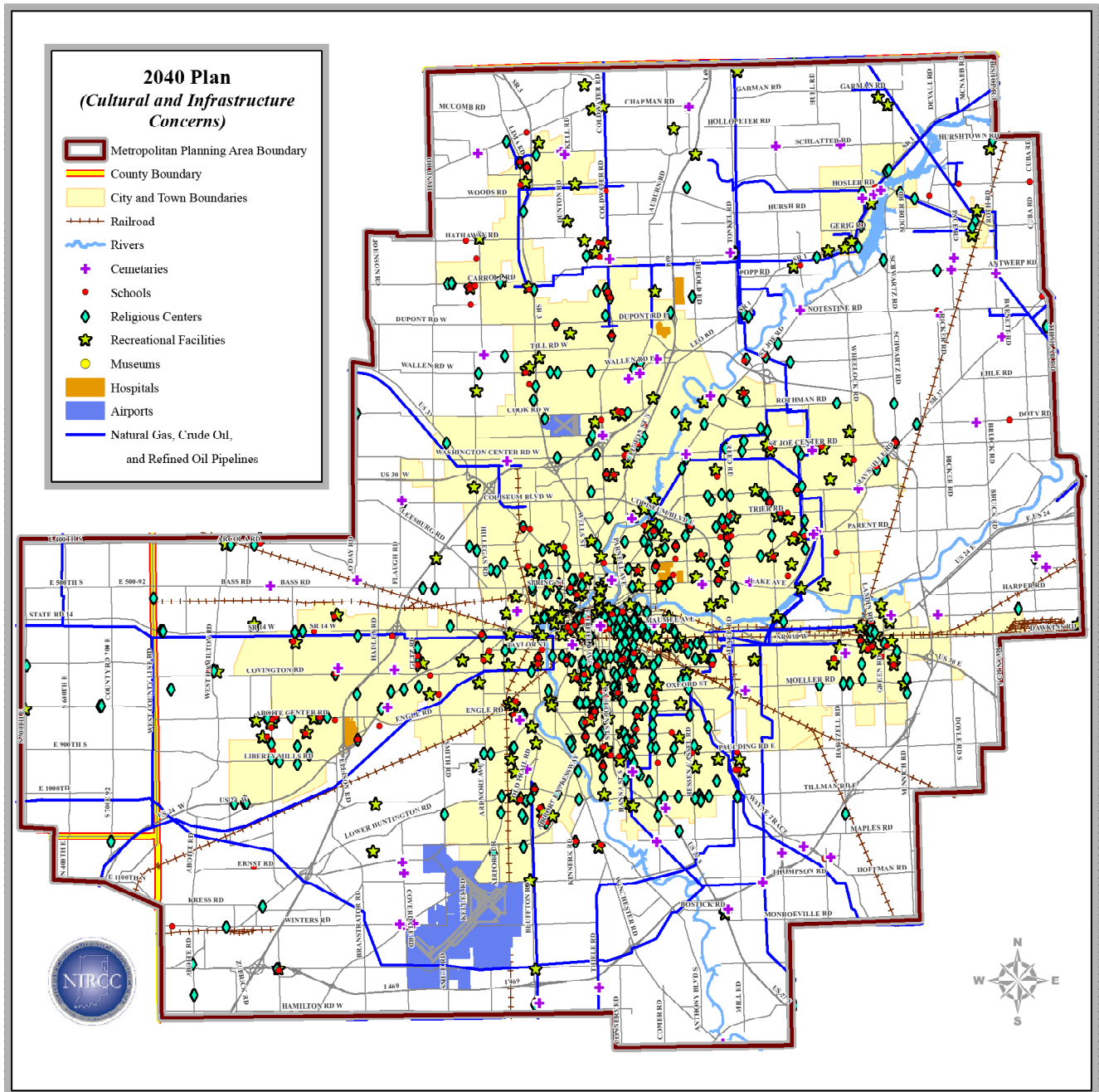
PREPARED FOR:  
**ARCH**  
437 EAST BERRY  
STREET, SUITE 204  
FORT WAYNE,  
INDIANA 46802

(260)426-5117



**Figure 37**

**Kessler Plan - Park and Boulevard System**



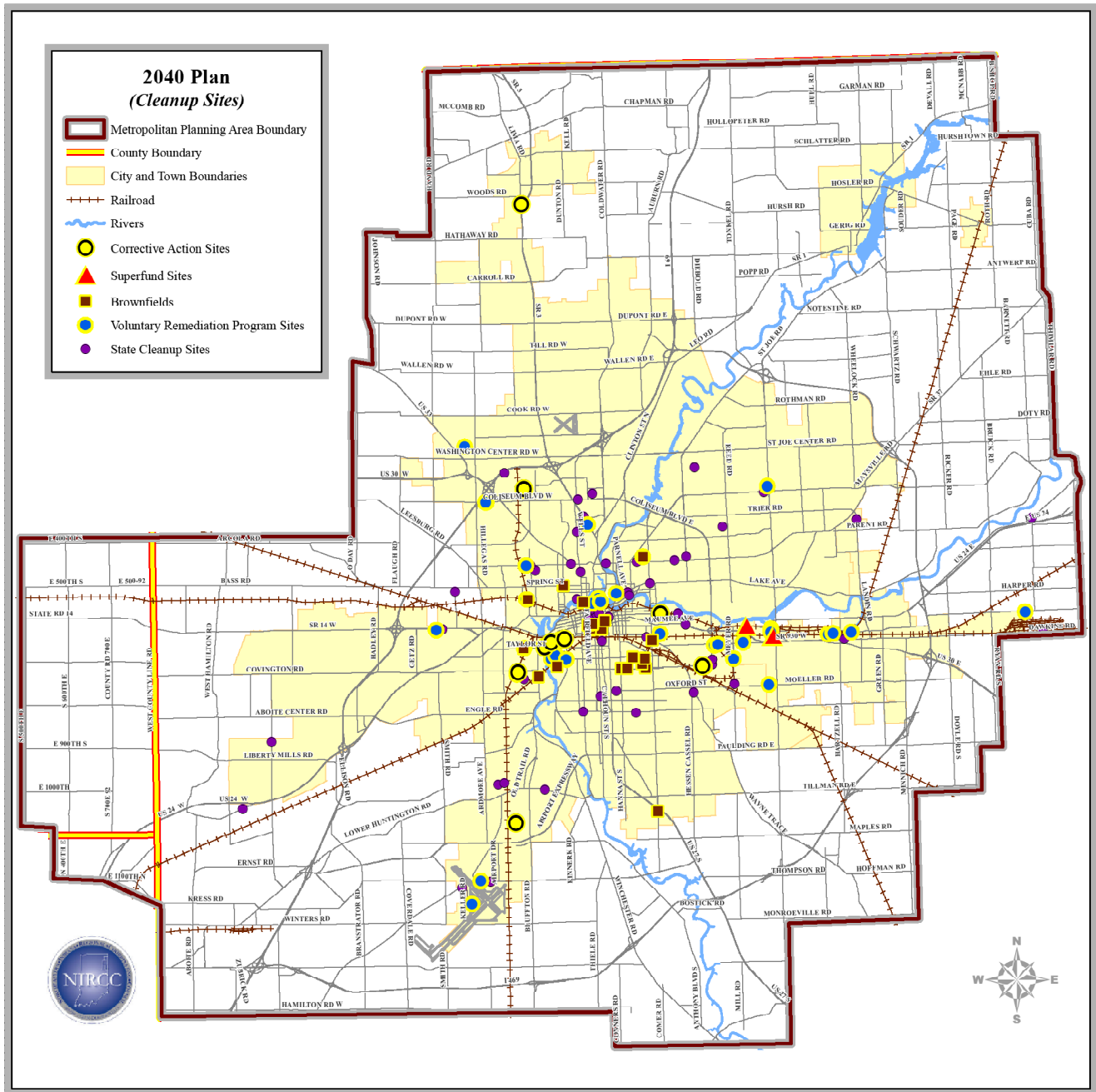
**Figure 38**  
**Cultural and Infrastructure Concerns**



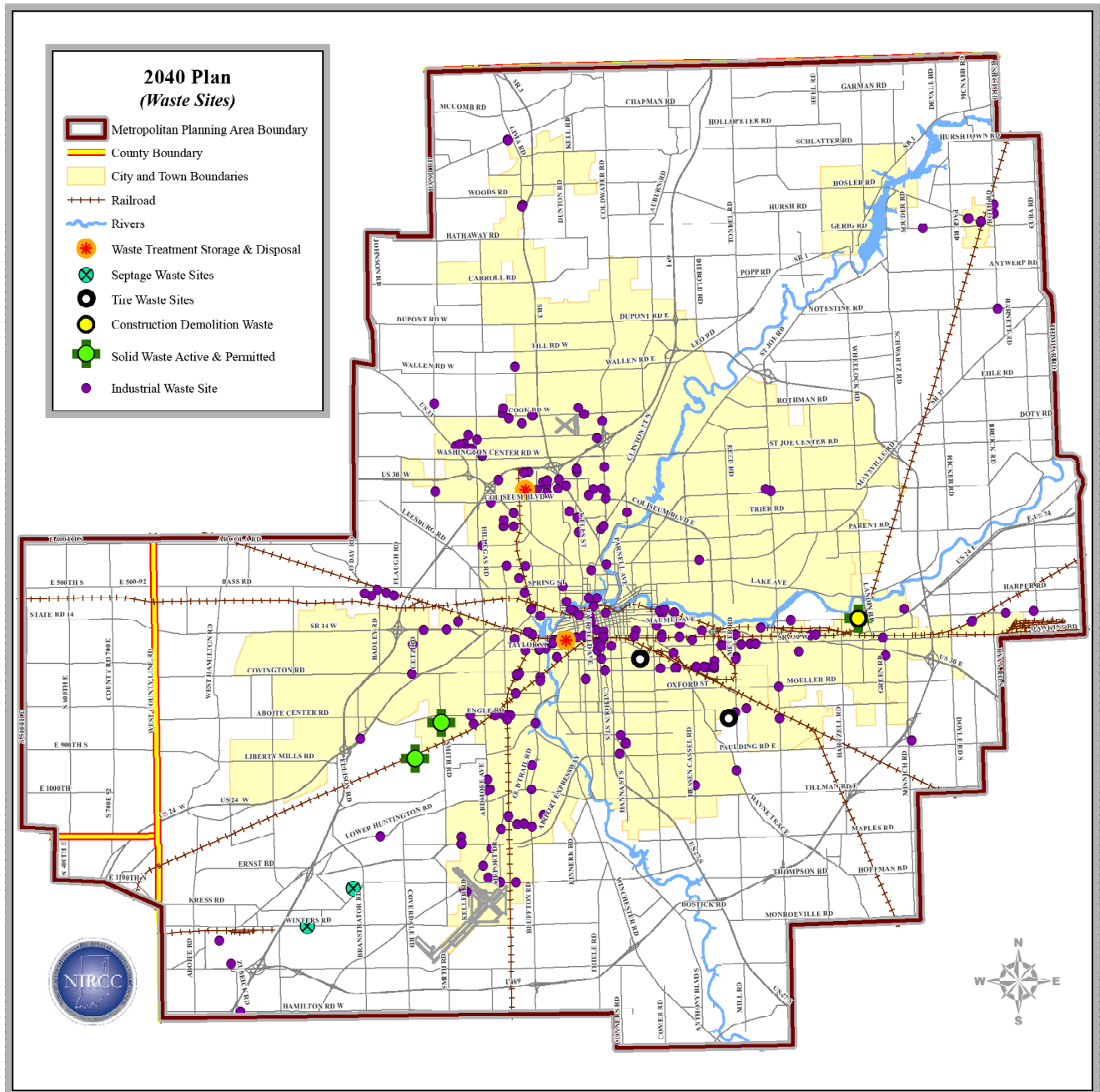
### ***Other Environmentally Sensitive Sites***

The Northeastern Indiana Regional Coordinating Council has identified other potential sites that have varying degrees of environmental sensitivity and may impact project development. Using a similar format as INDOT's Red Flag Investigation Template NIRCC has identified the following environmentally sensitive sites (see Figures 39 through 42): Confined feeding operations, industrial waste sites, waste treatment storage and disposal sites, septage waste sites, tire waste sites, construction and demolition waste sites, solid waste sites active and permitted, NPDES (National Pollutant Discharge Elimination System) facilities and pipes, corrective action sites, Superfund sites, brownfield sites, cleanup sites, VRP (Voluntary Remediation Program) sites, institutional controls, underground storage tanks, and manufactured gas plants. These locations will be treated on a project by project basis by avoidance or mitigation strategies. Projects impacting these sites will incur additional expense to dispose or treat contaminated soils and materials.

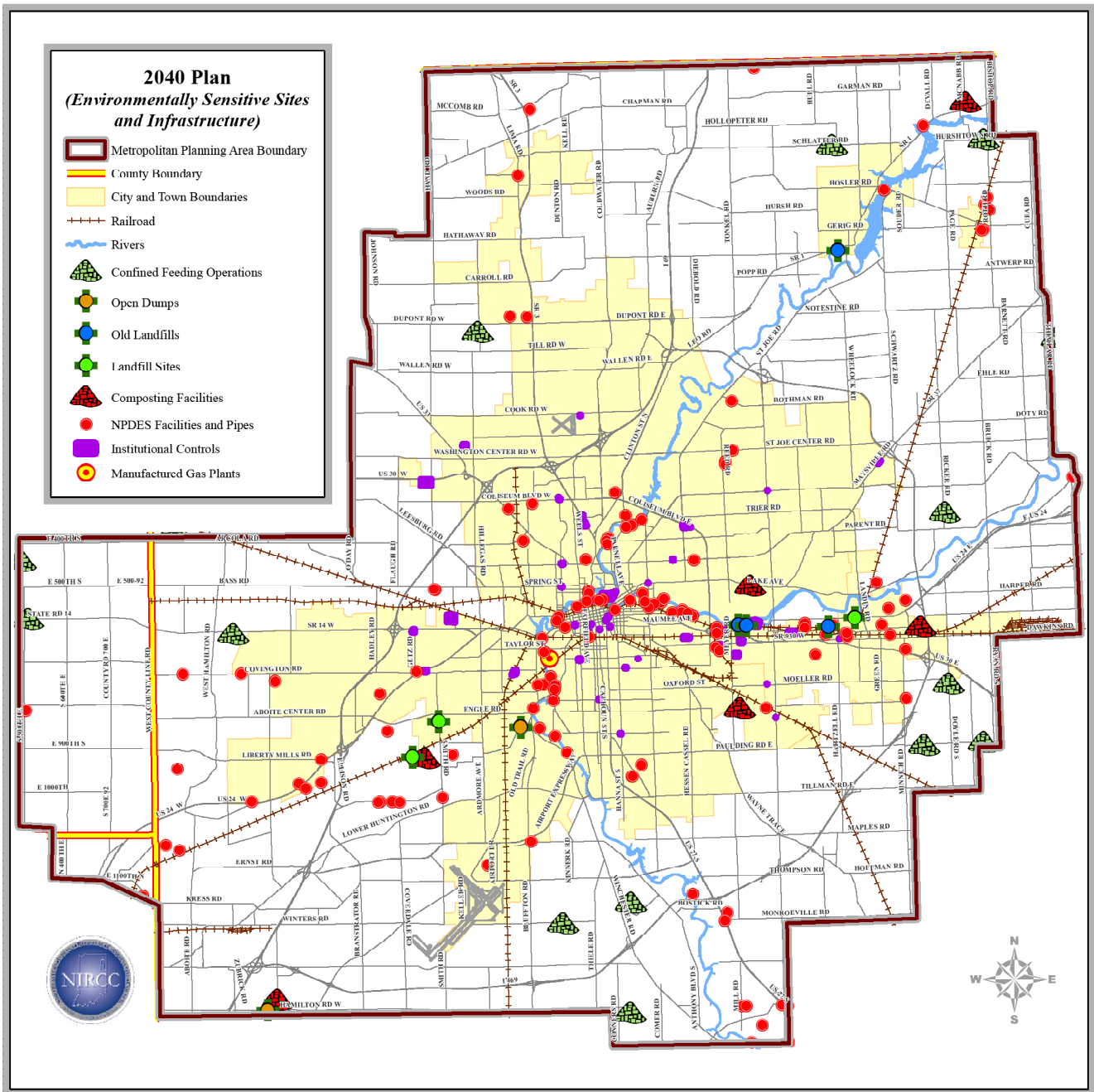
Public water source wellhead protection/influence areas are not displayed due to security issues. Several methods are available for evaluating potential impacts from specific projects or groups of projects. Based on historical public well field information, NIRCC can identify most sites within the Metropolitan Planning Area. NIRCC is also working with the Indiana Department of Environmental Management to evaluate major projects in the 2040 Transportation Plan. Appropriate mitigation activities will be implemented in wellhead influence areas as deemed necessary by IDEM. Mitigating, controlling and containing highway run-off and potential hazardous roadway spills are examples of strategies to protect wellhead sites.



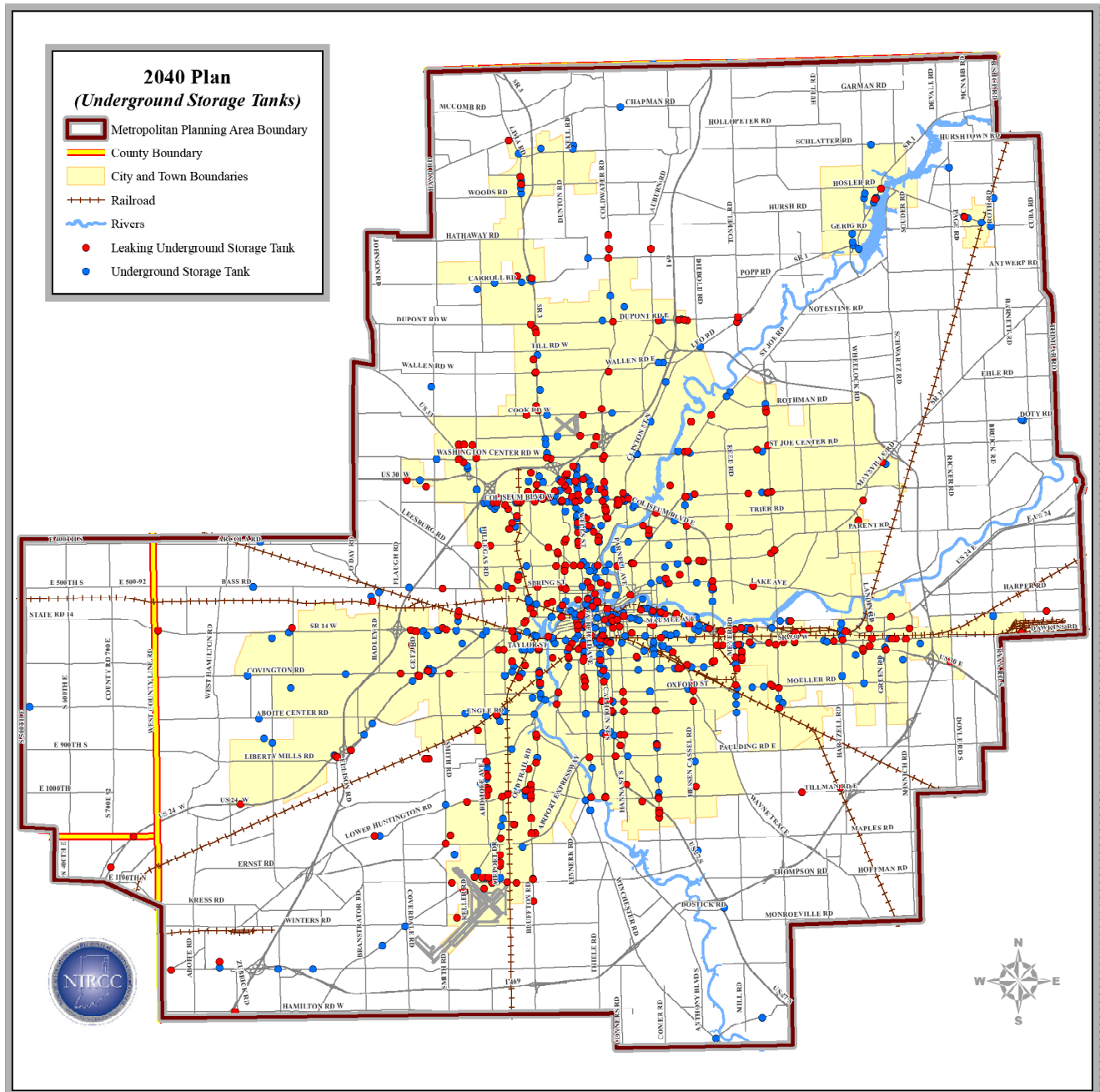
**Figure 39**  
**Cleanup Sites**



**Figure 40**  
**Waste Sites**



**Figure 41**  
**Environmentally Sensitive Sites And Infrastructure**



**Figure 42**  
**Underground Storage Tanks**

### ***Transportation Plan Analysis Summary***

The maps provided in this document show the locations of various environmentally sensitive sites within the NIRCC Metropolitan Planning Area. The 2040 Transportation Plan includes 99 individual projects throughout the region. This section summarizes how many of these projects are near the environmentally sensitive locations. This information is only provided to show how common it is that an environmental issue is expected to be addressed and mitigated as projects from the Transportation Plan progress through the project development process.

The following method was used to summarize the number of projects near common environmental issue locations. Buffers were developed around the transportation projects at 100 feet, 500 feet, and 1,000 feet. Depending on the environmental issue and the limited certainty of some site locations or area boundaries, the 1,000 foot buffer distance may be the best option for knowing the potential needs of addressing impacts to a project. Features like high capacity wellhead influence areas and special interest waterways are examples of projects that may need to use these 1,000 foot buffer distances because locations may be approximate and because the environmental sensitivity to these areas may not be well known. Other environmental issues identified such as parks and significant natural areas, historic sites, potential wetlands, brownfields, landfills, Superfund sites, etc. may be adequately served by the 100 foot and 500 foot buffers.

Table 19 summarizes the number of projects from the 2040 Transportation Plan that are near each type of environmental issue within the selected buffer criteria. All Environmental Document Data Citations are listed in Appendix L.

**Table 22. Summary of number of Projects within Environmental Points of Interest**

<b>Environmental Points of Interest Near Transportation Projects</b>	<b>Number of Projects within 100 ft</b>	<b>Number of Projects within 500 ft</b>	<b>Number of Projects within 1,000 ft</b>
<b>Hazmat Concerns</b>			
<b>Confined Feeding Operations</b>	0	0	0
<b>Waste Sites</b> (industrial waste sites, waste treatment storage and disposal sites, septage waste sites, tire waste sites, construction and demolition waste sites, solid waste sites active and permitted)	15	23	30
<b>Landfill Sites</b> (composting facilities, open dumps, old landfill sites, landfill sites)	2	2	3
<b>NPDES (National Pollutant Discharge Elimination System)</b> (NPDES facilities and pipes)	3	7	14
<b>Cleanup Sites</b> (corrective action sites, superfund sites, brownfield sites, cleanup sites, VRP sites)	8	14	24
<b>Institutional Controls</b>	6	8	17
<b>Underground Storage Tanks</b> (underground and leaking underground storage tanks)	44	65	74
<b>Manufactured Gas Plants</b>	0	0	0
<b>Water Resources</b>			
<b>Water Features</b> (lakes, ponds, creeks, streams, ditches)	45	64	70
<b>Wetlands</b> (wetland areas, wetland streams, wetland points)	38	59	83
<b>Floodplain</b>	52	60	67
<b>Line of Protection</b>	8	10	11
<b>Special Interest Water Features/Resources</b> (impaired lakes and streams, national river inventory (NRI, NPS), Outstanding Rivers, high capacity wells or wellhead protection/influence areas)	27	36	42
<b>Infrastructure</b>			
<b>Cemeteries</b>	6	19	24
<b>Railroads</b>	17	22	25
<b>Pipelines</b>	24	30	39

**Table 22 Continued next page...**

**Table 22. Summary of number of Projects within Environmental Points of Interest - Continued**

<b>Environmental Points of Interest Near Transportation Projects</b>	<b>Number of Projects within 100 ft</b>	<b>Number of Projects within 500 ft</b>	<b>Number of Projects within 1,000 ft</b>
<b>Airports and Hospitals</b>	3	4	4
<b>Cultural and Recreational Facilities</b> (religious centers, recreational facilities, museums)	30	44	58
<b>Schools</b>	26	34	41
<b>Historical Features, Parks, and Significant Protected Natural Areas</b>			
<b>Historical Canal</b> (potential historic canal routes and structures)	10	13	17
<b>Historical Bridges</b> (select and Non-Select)	1	5	8
<b>Historical Sites and Districts</b>	21	26	28
<b>Parks and Significant Protected Natural Areas</b>	16	21	26



### *List of Consulting Agencies*

ARCH - Historic Preservation  
Allen County Parks Department  
Allen County Soil and Water Conservation District  
Department of the Army, Detroit District, Corps of Engineers Environmental  
Department of the Army, Detroit District, Corps of Engineers Environmental - Analysis Branch  
Department of the Army, Louisville Corps of Engineers  
Federal Highway Administration - Indiana Division  
Fort Wayne Community Development-Historic Preservation  
Fort Wayne Parks Department  
Indiana Department of Environmental Management  
Indiana Department of Natural Resources  
Indiana Department of Natural Resources - Division of Fish and Wildlife  
Indiana Department of Natural Resources - Division of Historic Preservation and Archaeology  
Indiana Department of Natural Resources - Division of Nature Preserves  
Indiana Department of Natural Resources - NE Region Ecologist  
Indiana Department of Transportation - Fort Wayne District  
Indiana Department of Transportation - Central Office  
Indiana Geological Survey  
Indiana Natural Resources Conservation Services  
Maumee River Basin Commission  
U.S. Department of Housing and Urban Development  
U.S. Department of the Interior, National Park Service - Regional Director  
U.S. Environmental Protection Agency - Region V  
U.S. Environmental Protection Agency - Region V-Superfund  
U.S. Fish and Wildlife Service

## **Input on the 2040 Transportation Plan by the Consulting Agencies**

Opportunity to comment on the Environmental Mitigation Activities was afforded to the consulting agencies on two separate occasions. Input from this process was used to modify and improve this section of the Transportation Plan. Comments were received from the Indiana Department of Natural Resources, State Historical Preservation Office; Indiana Department of Natural Resources, Division of Fish and Wildlife; Indiana Department of Transportation, Environmental Services, Fort Wayne District; Architecture and Community Heritage-ARCH, Incorporated or Fort Wayne; and United States Department of Army, Detroit District, Corps of Engineers. The comments and reactions to the comments are provided below.

### **United States Department of Army, Detroit District, Corps of Engineers**

Comment: A portion of the Metropolitan Planning Area (west of I-69) is within the boundaries of the Corps Louisville District. When individual projects are coordinated, please send those projects within the Louisville District to: U.S. Army Corp of Engineers, Louisville District, ATTN: Chief Regulatory Branch (CELRL-OR-L), P.O. Box 59, Louisville, Kentucky 40201-0059. Please send projects within the Detroit District area to: U.S. Army Corp of Engineers, Detroit District, Planning Office-Environmental Analysis Branch, 477 Michigan Avenue, Detroit, Michigan 48226-2550.

Comment: The Detroit District Corps has a major flood control project in Fort Wayne that several of the projects in the transportation plan will intersect. These include:

New Construction: Spring Street –Wells Street to Spy Run Avenue

Road Widening: State Boulevard-Clinton Street to Cass Street

In addition projects upstream and downstream could affect water levels in flood control project area. We will need to review more specific information for these projects that directly affect or may indirectly affect the Flood Control Project in order to ensure that the project plans do not compromise the Flood Control Project.

Comment: Many of the Transportation Plan projects cross waterways, we recommend that you coordinate with local officials and with the Indiana Department of Natural Resources regarding the applicability of a floodplain permit prior to construction. This coordination would help insure compliance with local and state floodplain management regulations and acts, such as the Indiana Flood Control Act (IC 13-2-22). Additionally, the Federal Emergency Management Agency Flood Insurance Rate Maps provide a good source of floodplain information. If you obtain any information that any part of your project would in fact impact the flood plain, you should consider other sites. This would be consistent with current Federal policy to formulate projects that, to the extent possible, avoid or minimize adverse impacts associated with use of the floodplain.

### **Indiana Department of Natural Resources, State Historical Preservation Office**

Comment: Pursuant to the National Environmental Policy Act, Section 6002 of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act, and Section 106 of the National Historic Preservation Act, the staff of the Indiana State Historic Preservation Officer (“Indiana SHPO”) has reviewed your letter dated October 4, 2012 and received on October 9, 2012 regarding the development of a transportation plan for the New Haven-Fort Wayne-Allen County Metropolitan Area in Allen, Huntington and Whitley counties, Indiana. Thank you for the notification of updates to the 2030-II Transportation Plan and invitation to discuss and consult on the plan development.

It is our understanding that cultural resource reviews will be conducted as necessary during the project development phase. The Indiana SHPO wished to consult on the specific projects for which our office has jurisdiction, as they develop under the plan.

**Indiana Department of Natural Resources, Division of Fish and Wildlife**

The agency responded with acknowledgement of receiving the request to participate and would review the draft document. No additional comments were submitted from the IDNR-Division of Fish and Wildlife.

**Architecture and Community Heritage-ARCH, Incorporated or Fort Wayne**

NIRCC staff met on several occasions with representative of ARCH during the development of the Transportation Plan. ARCH was extremely helpful in identifying existing and potential historic and cultural resources within the metropolitan planning area. Work continues on developing an updated inventory of historic resources within Allen County. NIRCC will continue to meet with ARCH representatives as the inventory is completed to update maps with the best available information. NIRCC intends to include ARCH representatives in the review process for Environmental Red Flag Surveys to gain their input at the earliest stages of project development. ARCH did not submit any formal comments, but provided valuable information and has agreed to work with NIRCC on the Red Flag Analyses.

**Indiana Department of Transportation, Environmental Services, Fort Wayne District**

In addition to the inclusion of “Indiana Listing of Outstanding Rivers and Streams,” you could include IDNR trout stream and USACE Section 10 stream, which usually require special considerations. The following is a list of the rivers which fall in these categories:

Cedar Creek from river mile 13.7 to St. Joseph River (IDNR Scenic; IDEM)

Cedar Creek (IDNR Outstanding)

Little River (IDNR Outstanding; Sect 10)

Maumee River- Hosey Dam in Ft. Wayne (USACE Sect 10)

Shoaff Park (Trout 2017)

Spy Run Creek (Trout 2017)

Wabash from IN/OH line to Ohio River (IDNR Outstanding)

In the last paragraph under the Streams and Wetland sections, I believe it would be useful to include IDNR and their mitigation requirements as well. If a project is taking place in an IDNR regulated floodplain, then mitigation specific to the IDNR may be required. I see that this was also a comment from the United States Department of Army, Detroit District, Corps of Engineers. IDNR’s mitigation guidelines are outlined in their “Information Bulletin #17 Third Amendment.”

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## Chapter 9

# FREIGHT

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## Freight Movement in Allen County

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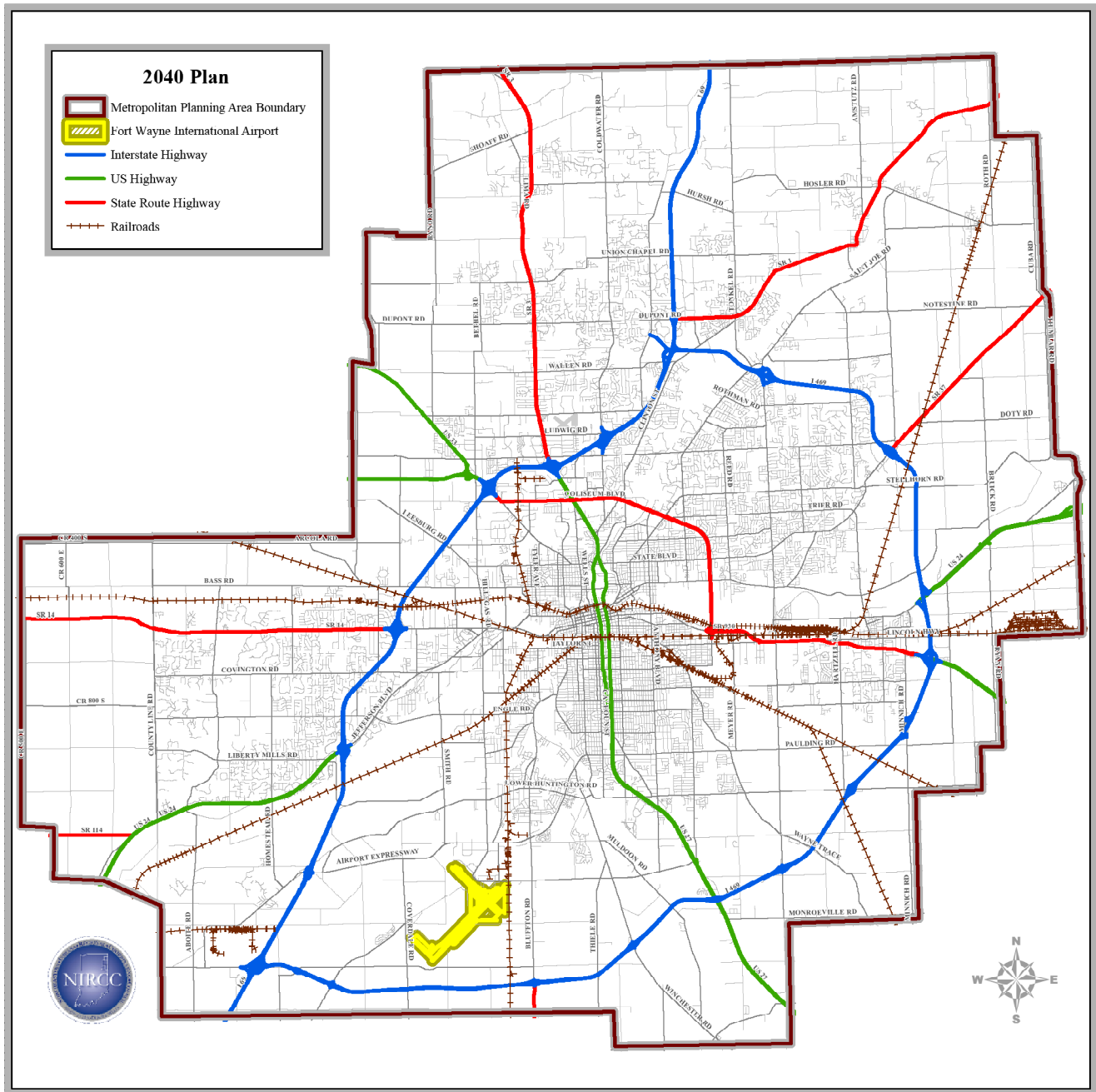
The Northeastern Indiana Regional Coordinating Council (NIRCC) recognizes the importance of freight transportation in contributing to the economic vitality of Allen County. Freight movement in Allen County occurs over a number of transportation modes including rail, air and truck. Figure 43 illustrates the transportation infrastructure and facilities located in Allen County.

The term multimodal indicates that freight is moved using a variety of modes, which may include trucks, trains, aircraft and sea going vessels. Within the metropolitan area, roadways, railways and air facilities support the multimodal distribution of freight. While there are no ports in the area, access to the Port of Toledo, Burns Harbor and others located in the Midwest is critical to the distribution of goods. Most freight is moved across the country and around the world using some combination of these modes. Defining strategies for improving the effectiveness of these modal interactions, and evaluating and implementing these strategies to enhance the overall performance of the transportation system is essential to the process. NIRCC has identified the major modal activity centers and connectors to ensure access and mobility issues are considered as a component of the transportation planning process, see Figure 44.

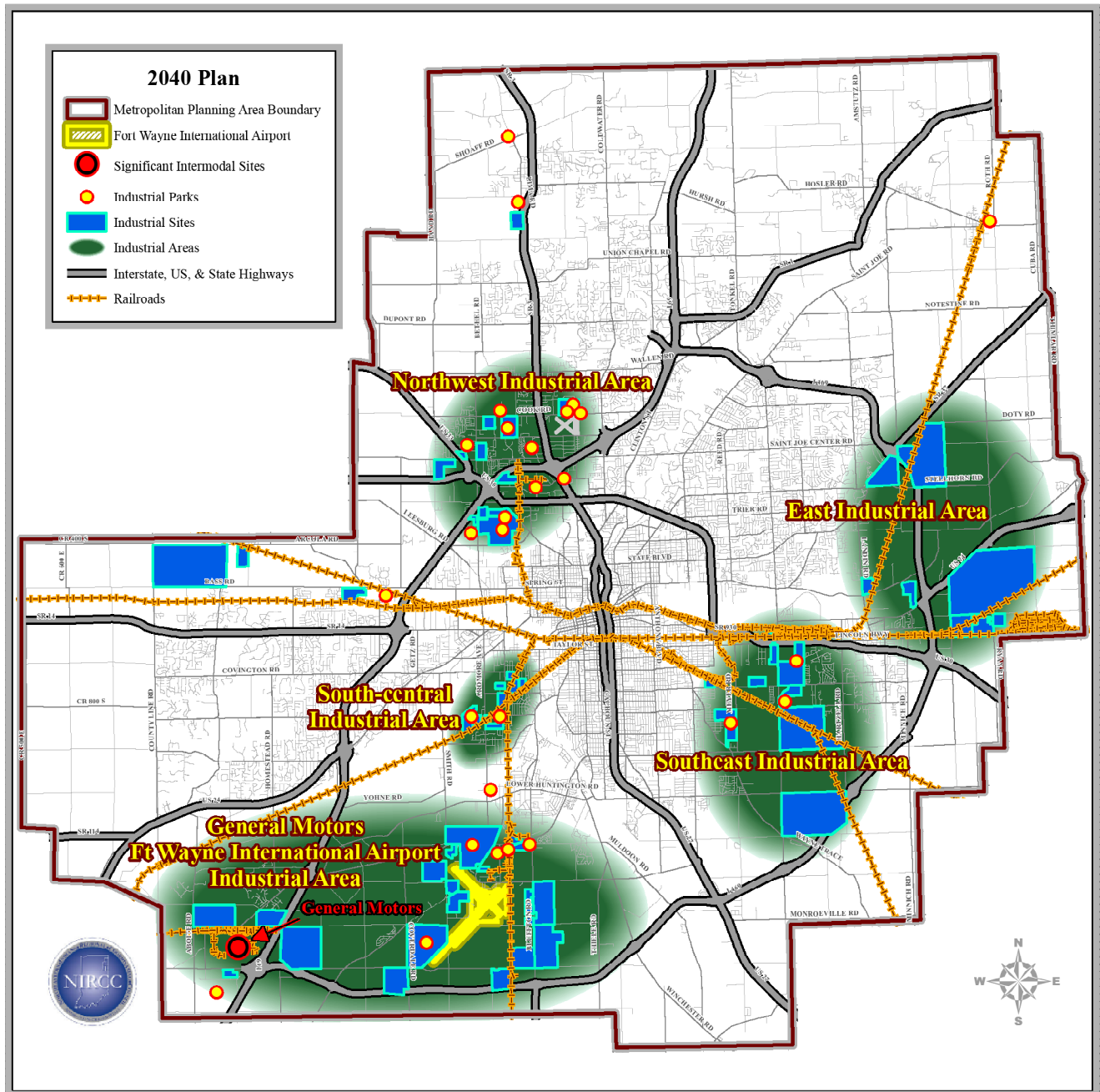
Transportation staff works with the Fort Wayne Chamber of Commerce; Pavers, Excavators, Truckers and Suppliers (PETS); and other freight companies to identify problems, address safety concerns and issues affecting the business community with a special emphasis on trucking and freight distribution. Together, solutions are developed and viable projects are incorporated into the planning process. Transportation facilities and major industrial sites are scrutinized to ensure access to these areas is safe and efficient. The transportation planning process continues to pursue projects conceived to improve access and connectivity. These projects will benefit travel for the distribution and mobility of goods and services throughout the region.

### Rail

Allen County is served by three railroad companies. Figure 45 illustrates the railroad lines in Allen County. The three railroad companies are the Chicago, Fort Wayne & Eastern Railroad (CFER), the Michigan Southern Railroad (MSO), and the Norfolk Southern Railroad (NS). The Chicago, Fort Wayne & Eastern Railroad runs from Tolleston, Indiana (west of Gary, Indiana) to Crestline, Ohio (north central Ohio). CFER, which is owned by Genesee & Wyoming Railroad Services, Inc., runs 5 trains per day and 4 trains per night on this line. CFER also has a line that runs to Decatur, Indiana carrying approximately 2 trains in a 24 hour period.



**Figure 43**  
**Transportation Infrastructure**



**Figure 44**

**Major Modal Activity Centers**

The Michigan Southern (MSO) Railroad is a subsidiary of Pioneer Railcorp. MSO operates 51 route miles between Woodburn, Indiana, and Liberty Center, Ohio via Defiance, Ohio. MSO operates 3.1 miles within Indiana and has one train per week on this rail line. Principal products shipped include grain, aggregates and food products. MSO interchanges with Norfolk Southern at Woodburn and CSXT at Defiance, OH.

The Allen County area is also served by the Norfolk Southern Railroad. It has three lines that cross the county. The east-west line connects to Chicago and east to Ohio, this line carries 12-16 trains per day (6am to 6pm) and 11-12 per night (6am to 6pm). The line that runs northeast connecting Allen County to Toledo handles approximately 18 trains per day and 13 per night. The NS line running southwest to Central Illinois carries approximately 20 trains a day and 12 trains per night. The last line going through Muncie and then to southwest Ohio handles 15 trains a day and 10 trains per night. Norfolk Southern also operates an automotive distribution facility in Allen County at the General Motors Plant. This plant is located in the southwest part of the county adjacent to Interstate 69.

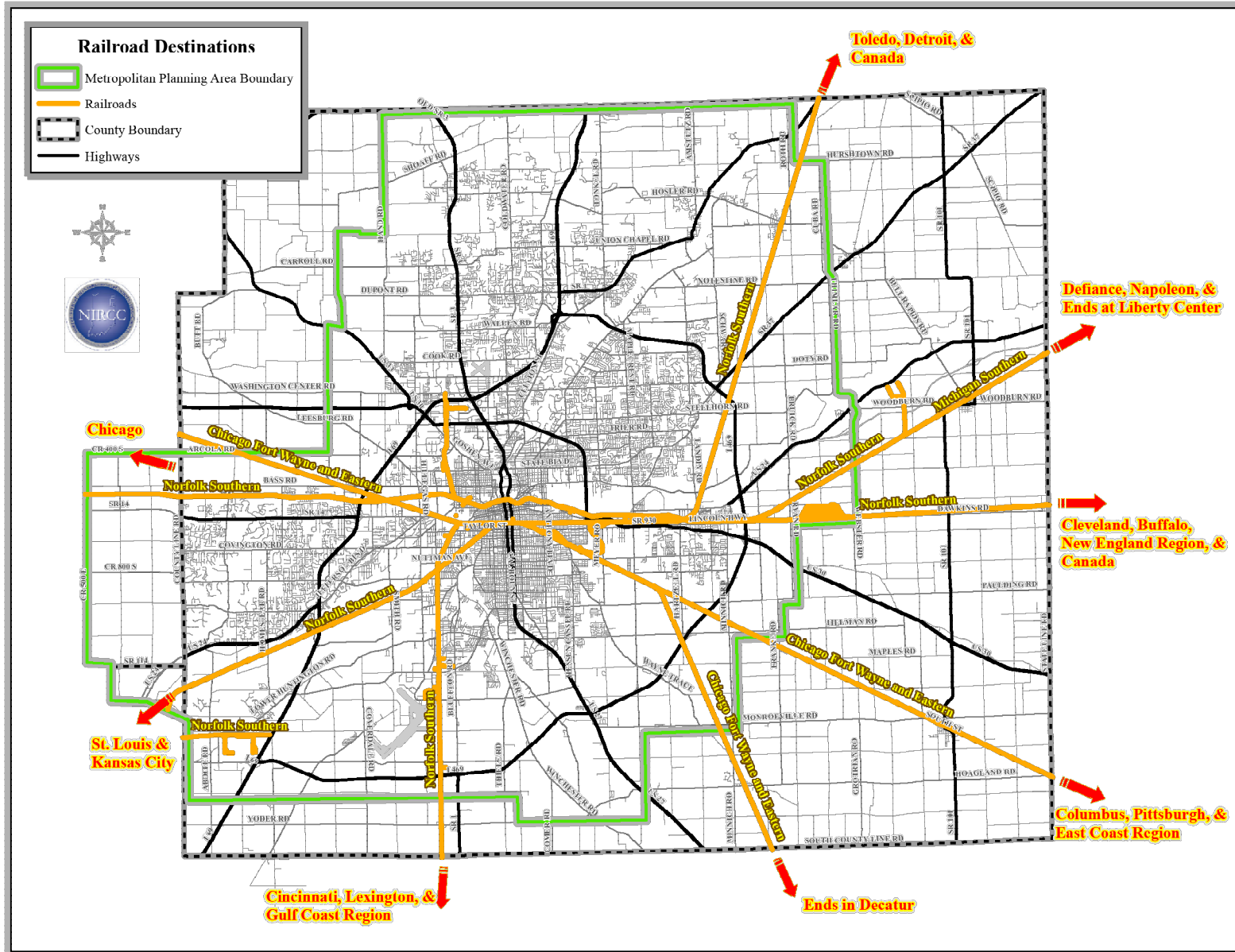
In November 2015 Norfolk Southern announced it would be closing its intermodal facility located on the east side of Fort Wayne. The Norfolk Southern's Triple Crown intermodal facility used roadtrailers, which are highway truck trailers with interchangeable wheel sets. Roadtrailers combine truck and rail line haul movements, but cannot be attached to traditional rail cars. Norfolk Southern officials decided that it would be more efficient to move shipments in conventional semi trailers, which ride stacked one or two high on top of flat rail cars.

## **Air**

The Fort Wayne International Airport is owned and operated by the Fort Wayne-Allen County Airport Authority. Fort Wayne International Airport (FWA) is considered a medium sized airport. The Air Trade Center located on Coverdale Road at the end of the southwest runway of the airport offers 450 acres of industrial space. It also has ten T-hangars available to small single or light twin engine planes. In 2016, the Fort Wayne International Airport was ranked 92th in the United States for air cargo weight, handling 198,616,254 pounds of cargo.

The construction of Airport Expressway from Dalman Road to Huntington Road in the late 1990's made the connection of FWA to Interstate 69 more accessible. With the addition of the Air Trade Center road improvement projects have been implemented. The Coverdale Road project, which included two bridge projects, was completed in 2015. This road project included lane widening to 12' with 6' shoulders along with the bridge widenings.





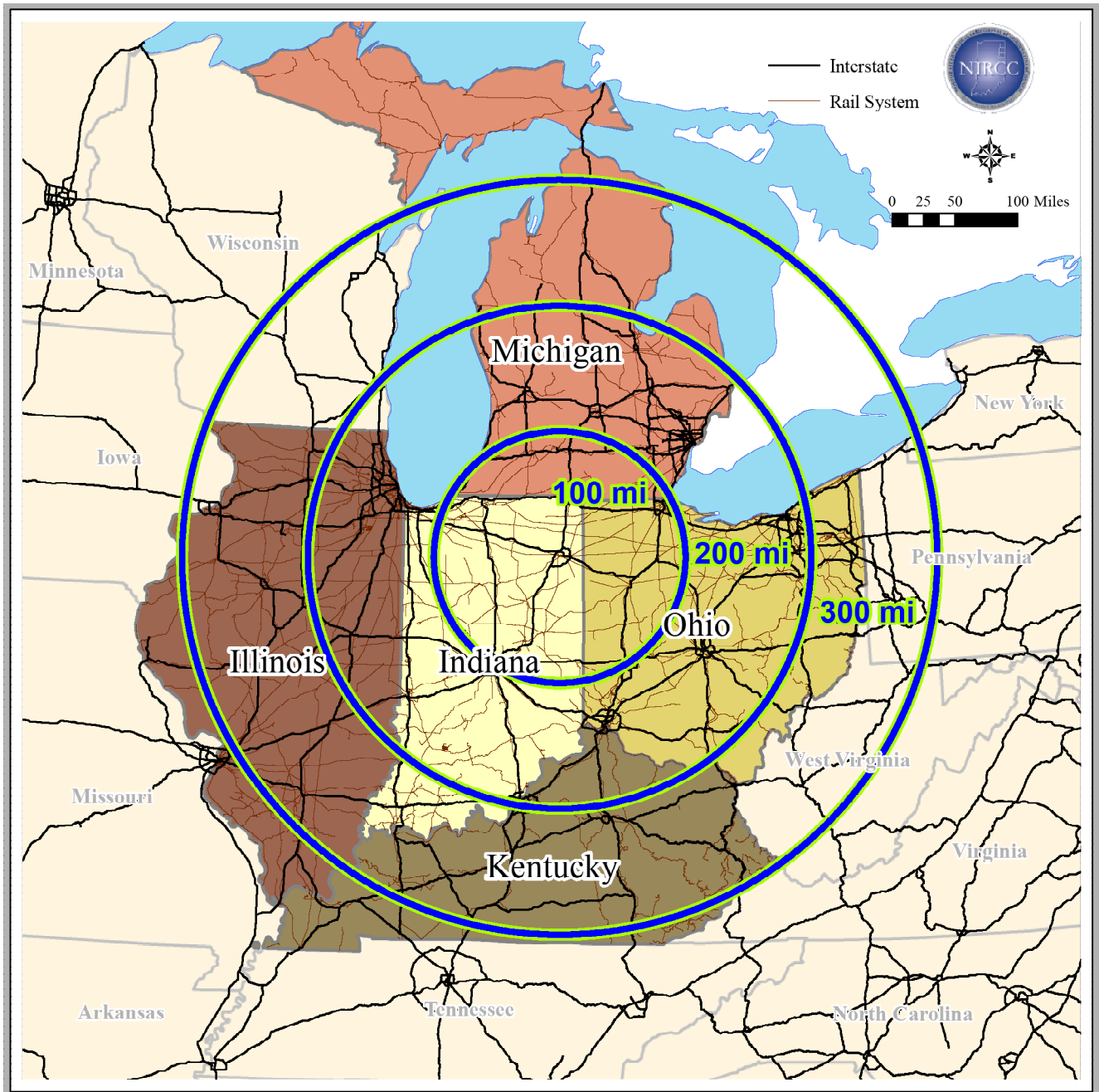
**Figure 45**  
**Railroad Destinations**

## **Roadways**

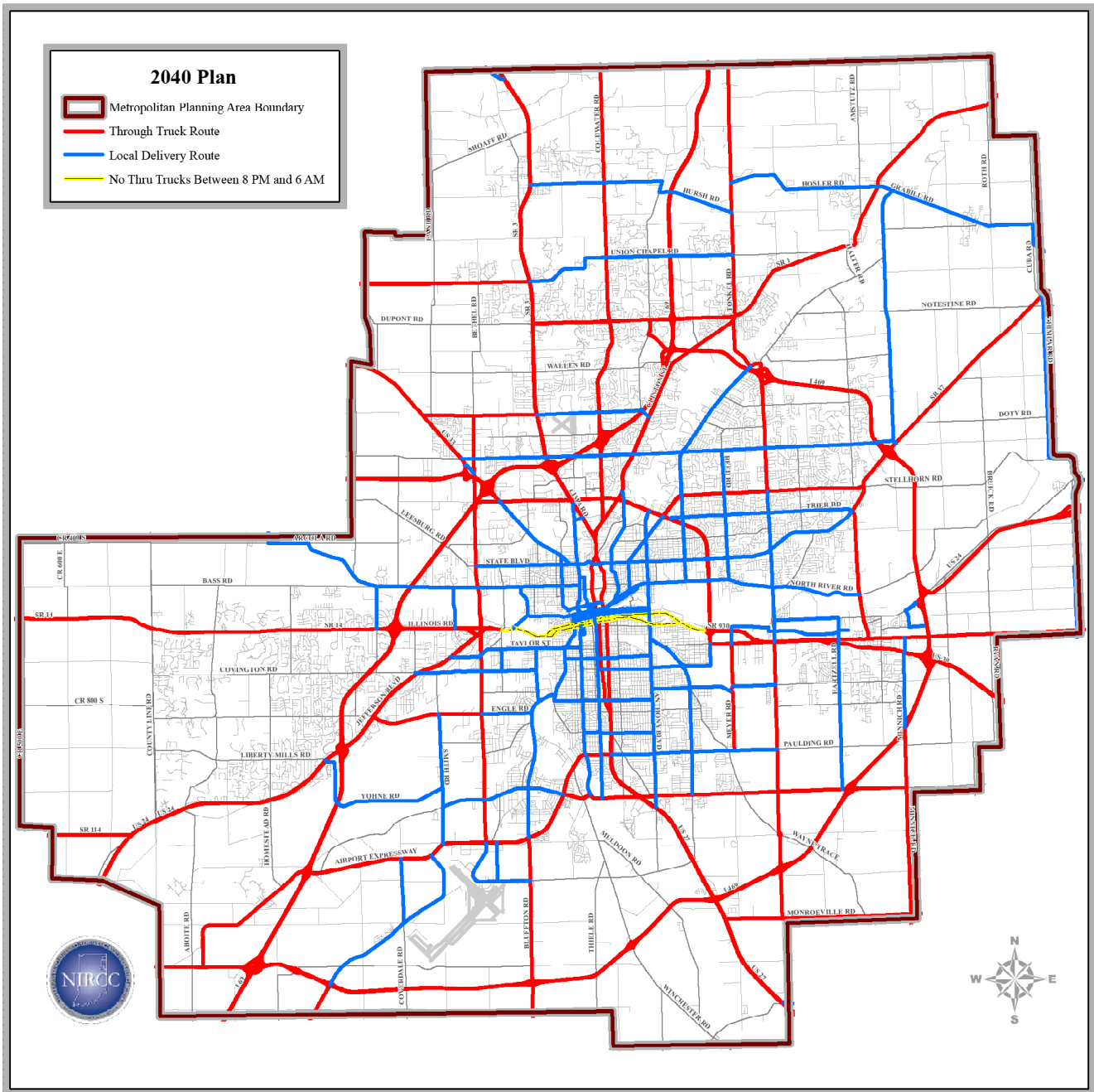
Trucks are economically important because the majority of consumer goods, such as food, furniture, automobiles and appliances, are reliant on trucks for delivery and distribution inside and outside the metropolitan area. It is easy to understand how significant Allen County is to truck freight movement since it is located within a 250 mile radius of 14% (44,672,190) of the total United States population and within a day's drive of half of the nation's population (162,859,589), see Figure 46. In addition, Allen County is centrally located and nearly equal distance to 6 major economic centers including Chicago, Cincinnati, Cleveland, Columbus, Detroit and Indianapolis.

NIRCC, as the responsible agency for transportation planning in Allen County, strives to improve the mobility and accessibility of freight movement. These planning efforts are conducted with sensitivity to safety concerns and adverse impacts to residential areas. In support of this effort a truck route system has been established within Allen County through a collaborative effort of the Cities of Fort Wayne and New Haven, and Allen County. The truck route system is displayed in Figure 47. The truck routes are designated into two different categories: "Local Delivery Routes" and "Through Routes". The "Local Delivery Routes" are designated for trucks with an origin or destination within the respective jurisdiction. The "Through Truck Routes" are intended for truck traffic that must pass through the region. For local deliveries and pick-ups, truck drivers are encouraged to use the Through Truck Route system to the maximum extent possible, and then only deviate on the Local Delivery Route system to follow the shortest path available to and from their destinations. This process improves safety and reduces truck traffic near residential neighborhoods.

The intent of the transportation planning process including implementation of the "Bypass plus Arterial" concept has been two-fold: 1) divert through truck traffic away from the urban core; and 2) provide an efficient delivery system for goods and services within the urban area. To a great extent, the diversion of through truck traffic has been accomplished by the completion of Interstate 469 and improvements to major freight corridors such as Interstate 69 and US 24. By providing large trucks with safe and efficient alternative routes around the urban area, the percentage of trucks on the arterial roadway system has been substantially diminished. This serves to protect our urban area and residential neighborhoods from the adverse impacts associated with truck traffic. Recognizing that the health and economic prosperity of the urban area is dependent on truck traffic, the "Bypass plus Arterial" concept has also included improvements to the arterial system to promote safe and efficient access to locations within the urban area. Corridors that have been improved in part to facilitate local truck traffic include Lafayette Center Road / E 900 N, Airport Expressway, Hillegas Road and Ardmore Road. The plan includes additional improvements on several select corridors such as Coliseum Boulevard/State Road 930, Ryan Road, Hillegas Road, and Adams Center Road that will assist freight distribution.



**Figure 46**  
**Regional Hub**



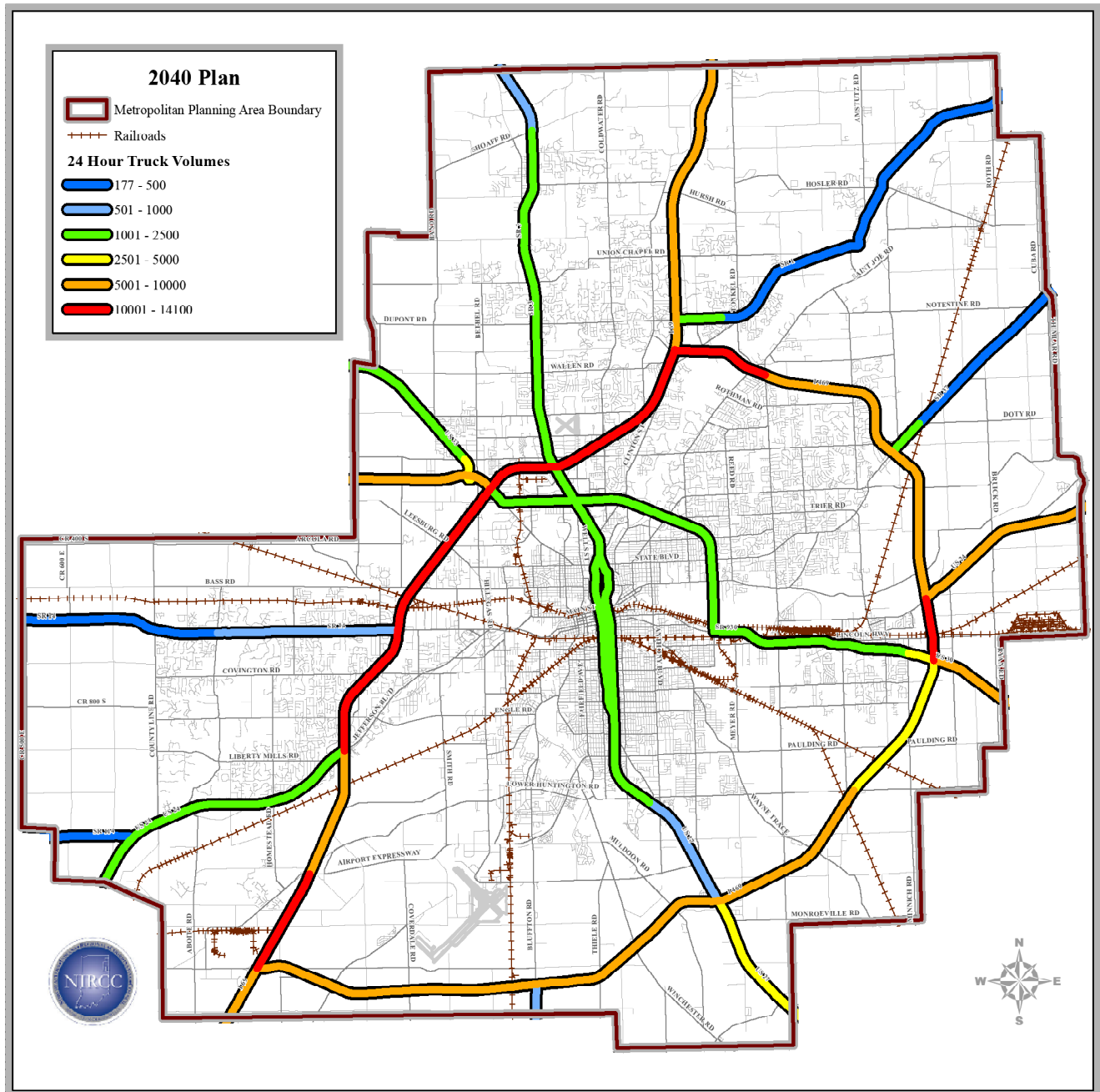
**Figure 47**  
**Truck Route System**

Freight mobility is monitored and analyzed through data collection efforts that include truck volumes, identifying freight activity centers, and meeting with business groups engaged in trucking and distribution. Several tools are employed to achieve this, including corridor studies, intersection and arterial analysis and road improvement projects. The analysis of this information receives special attention to ensure mobility and accessibility needs are met for freight movement. An element that is used to help determine which corridors need improvement or should be addressed to facilitate truck freight movement are the truck volumes that are collected, see Figure 48. Trucks are competing with passenger vehicles for capacity on major roadways, particularly in urban areas. As displayed on the truck volumes map the interstates and some US routes have very high truck volumes. One of the reasons for constructing Interstate 469 was to divert truck traffic around Fort Wayne rather than the trucks going through the urban core. This also helps to alleviate congestion through Fort Wayne. Other projects that were programmed to facilitate truck freight traffic include the added travel lanes to I-69, US 24 East and I-469 interchange, Maplecrest Road extension, Diverging Diamond at Dupont Road and I-69, and construction of Airport Expressway.

The freight profile of the Allen County area provides an assessment of current freight movement practices, including highway, railway and air infrastructure, principal manufacturing facilities and industrial parks. Networks of railroads and roadways along with facilities such as the Fort Wayne International Airport, the Air Trade Center, and truck terminals support the efficient movement of raw materials and finished goods throughout the area. The NIRCC staff will continue to monitor freight movement in Allen County and seek ways to improve the overall system.

NIRCC has made investments in passively collected big data to gain a better understanding of the movements of both people and truck freight into, out of, through, and within Northeastern Indiana. Big data can be collected and processed to provide trip origin and destination (OD) information. The completed report contains the selection, processing, and analysis of this data and what it reveals about travel patterns in Northeast Indiana. Passively collected big data presents a valuable and powerful new source of data for travel modeling and forecasting. Passive OD data include information from observations of millions of individual trips that can be harnessed for travel modeling and forecasting. The outcome is understanding travel patterns in Northeast Indiana. Moreover, passive data collection can provide OD data more cost effectively than traditional household travel surveys.

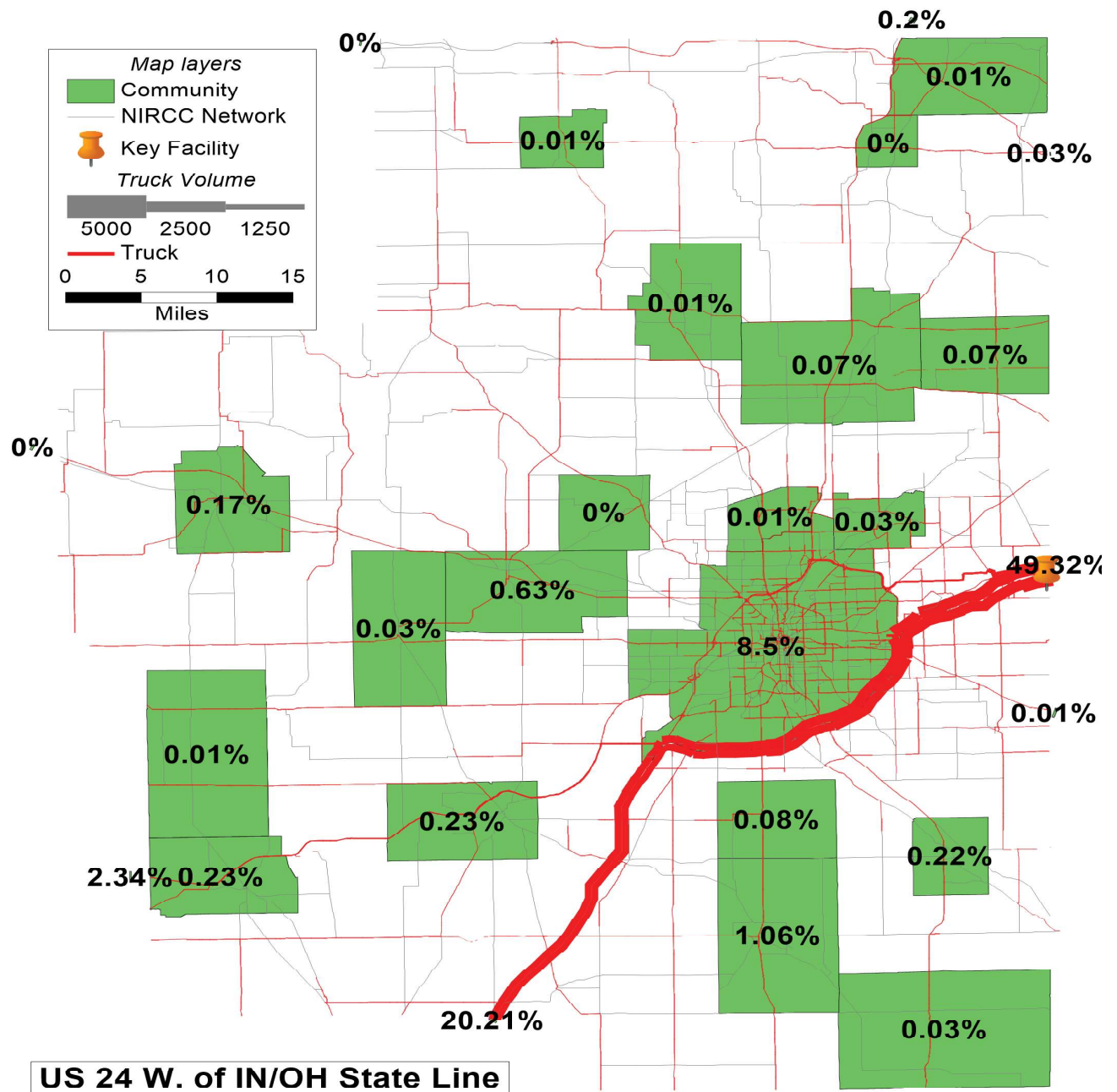
Daily trips between selected communities within an 11 county region were analyzed. NIRCC staff identified 12 primary communities and 8 secondary communities for analysis. Since Fort Wayne/New Haven is the main community in the region, its interactions with Hometown and Leo-Cedarville are greater than other communities which is plausible given their close proximity. Flows on key facilities in the region were also analyzed to understand the origins and destinations they serve. A total of 60 gates on 9 major corridors were defined. Gates are enter/exit location on the road network. The major corridors in the region



**Figure 48**  
**Truck Volumes**

included Interstate 69, 80/90, and 469, and US 6, 20, 24, 27, 30, and 33.

Figure 49 shows one example of truck flows passing through a primary gate. This one is located on US 24 west of the Indiana / Ohio State Line. The percentage of these flows to/from each community and major externals such as I-69 north and south, I-80/I-90 east and west, US30 east and west, and US24 west. The pin shown represents the location of the gate on US 24. The figure shows that approximately 50% of truck trips are passing through the region via Interstate 469. It also shows that 8.5 percent of truck trips passing through this gate are bound to/from the Fort Wayne/New Haven area, and 20.2% are bound to/from Interstate 69 south. Fort Wayne/New Haven has the highest share of truck trips among communities in the region. It should be mentioned that rural areas are also included in the community share calculation although their shares are not shown on the map.



**Figure 49**

**Big Data - US 24 w/o Indiana/ Ohio State Line**



## Chapter 10

# FUTURE EFFORTS AND IMPLEMENTATION

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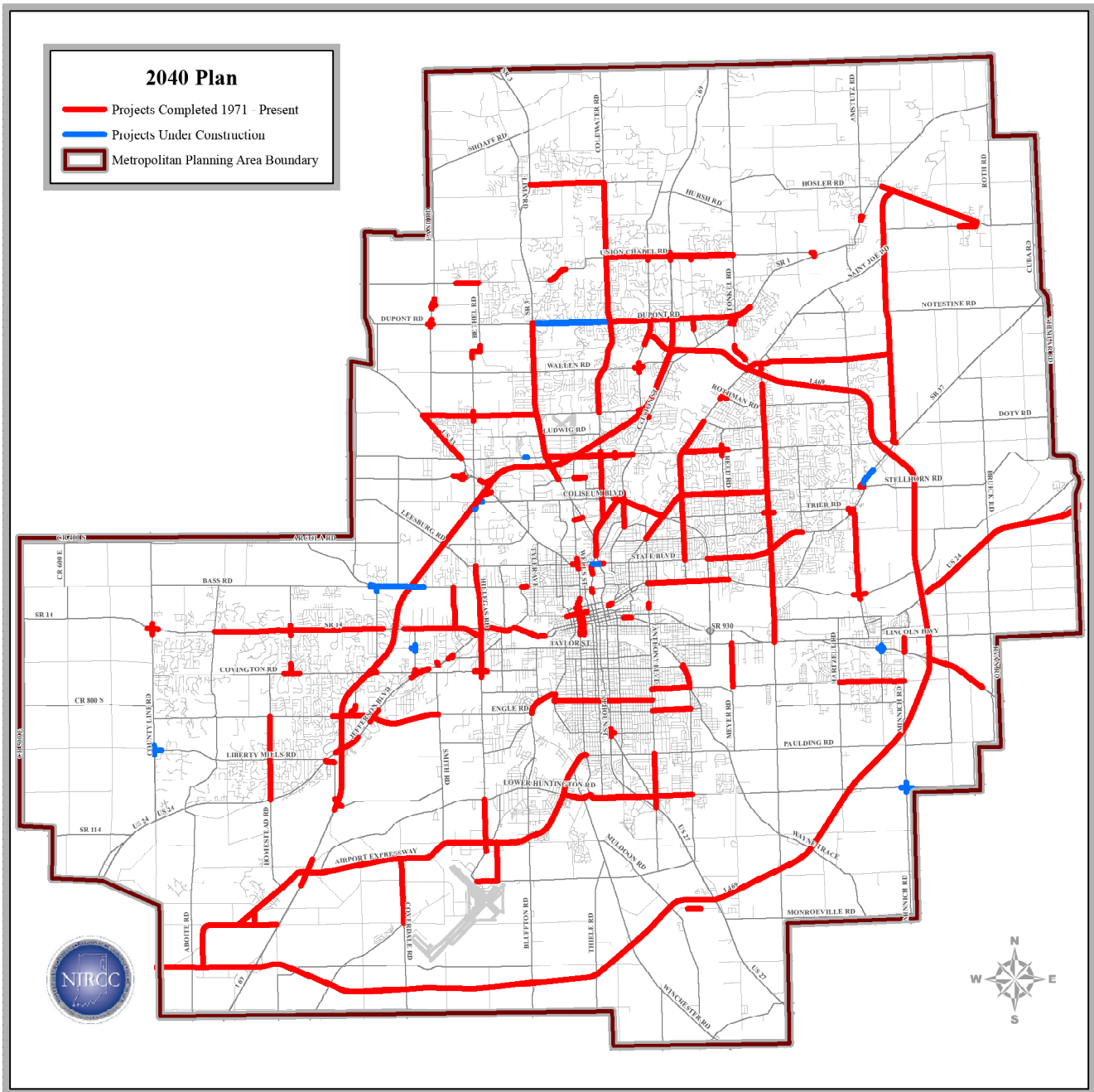
The dynamic characteristic of a transportation plan necessitates the continuous implementation, re-evaluation, and assessment of its policies and improvement projects. This process is probably the most important aspect of the plan, otherwise it quickly becomes obsolete. Continual attention to the plan by the community, the Urban Transportation Advisory Board, the Cities of Fort Wayne and New Haven, Allen County, and the State of Indiana, is essential to meet the desired objectives. In this manner, the plan will guide transportation investment and service decisions in support of a transportation system that will meet existing and future travel desires.

The implementation of transportation policies and improvement projects documented in the transportation plan require a concerted interest and level of commitment necessary to make them reality. In support of this approach, there are several specific endeavors that will be pursued to ensure the policies and improvement projects are gradually implemented. These areas include but are not limited to some of the following plans and studies aimed at supporting the objectives of the transportation plan.

### **Status of Previous Transportation Plans**

The transportation planning process was initiated in the late 1960's for the Fort Wayne-New Haven-Allen County Metropolitan Planning Area. Since the inception of the transportation planning process, numerous highway and transit improvements have been implemented based upon the recommendations of transportation plans. Completed highway improvements are shown in Figure 50. Many transit improvements have also been made which increase the mobility of area citizens.

The current 2035 Transportation Plan was adopted in June 2013. In the five years since adoption, numerous highway and transit projects have been implemented or are ready for implementation. The following list provides a status report on the recommended transportation improvements from the current 2035 Transportation Plan. Following each project is an indication of the project status. Projects that have not been started and remain as projects in the 2040 Transportation Plan are followed by a (2040 Plan).



**Figure 50**  
**Implementation of Transportation Plans (1971-present)**

## **Current 2035 Transportation Plan**

### **New two-lane construction**

Connector Street – Wells Street to Spy Run Avenue (2040 Plan)  
Paul Shaffer Drive – Clinton Street to California Road (2040 Plan)

### **Widen to six lanes**

Crescent Avenue – Sirlin Drive to State Road 930/Coliseum Boulevard (2040 Plan)  
SR 930/Coliseum Boulevard – Parnell Avenue to Crescent Avenue (completed)

### **Widen to four lanes**

Adams Center Road – State Road 930 to Moeller Road (2040 Plan)  
Ardmore Avenue – Covington Road to Engle Road (2040 Plan)  
Ardmore Avenue – Engle Road to Lower Huntington Road (2040 Plan)  
Bluffton Road – Winchester Road to Old Trail Road (removed)  
Clinton Street – Auburn Road to Wallen Road (2040 Plan)  
Clinton Street – Wallen Road to State Road 1/Dupont Road (2040 Plan)  
Diebold Road – Clinton Street to State Road 1/Dupont Road (partial completed)  
Dupont Road – Coldwater Road to State Road 3/Lima Road (completed)  
Hillegas Road – s/o Bass Road to Washington Center Road (2040 Plan)  
Huguenard Road – Washington Center Road to Cook Road (2040 Plan)  
Maplecrest Road – Lake Avenue to State Boulevard (completed)  
Maplecrest Road – State Boulevard to Stellhorn Road (2040 Plan)  
Maysville Road – Stellhorn Road to Koester Ditch (completed)  
Saint Joe Center Road – Reed Road to Maplecrest Road (2040 Plan)  
State Boulevard – Maysville Road to Georgetown North Boulevard (2040 Plan)  
State Boulevard – US 27/Spy Run Avenue to US 27/Clinton Street (completed)  
State Boulevard – US 27/Clinton Street to Cass Street (2040 Plan)  
Stellhorn Road – Maplecrest Road to Maysville Road (2040 Plan)  
Tonkel Road – State Road 1/Dupont Road to Union Chapel Road (2040 Plan)  
Washington Center Road – State Road 3/Lima Road to US 33/Goshen Road (2040 Plan)

### **Center Turn Lane Improvement**

Auburn Road – Cook Road to Interstate 469 Exit Ramp (2040 Plan)  
Auburn Road – Dupont Road to Gump Road (2040 Plan)  
Coldwater Road – Dupont Road to Union Chapel Road (2040 Plan)  
Engle Road – Bluffton Road to Smith Road (2040 Plan)  
Gump Road – State Road 3/Lima Road to Coldwater Road (completed)  
Gump Road – Coldwater Road to Auburn Road (2040 Plan)  
Hadley Road – State Road 14/Illinois Road to Covington Road (removed)  
Hadley Road – State Road 14/Illinois Road to Bass Road (removed)  
Maysville Road – State Boulevard to Stellhorn Road (2040 Plan)  
Saint Joe Center Road – Clinton Street to River Run Trail (2040 Plan)  
Saint Joe Center Road – Maplecrest Road to Meijer Drive (2040 Plan)  
Saint Joe Road – Evard Road to Mayhew Road (2040 Plan)  
Saint Joe Road – Maplecrest Road to Eby Road (2040 Plan)

### **Turn Lane Extension**

Jefferson Boulevard – Lutheran Hospital Entrance to Interstate 69 Ramps (2040 Plan)

### **Road Reconstruction – Road Diet**

Anthony Boulevard – Tillman Road to Rudisill Boulevard (2040 Plan)

Anthony Boulevard – Rudisill Boulevard to Pontiac Street (2040 Plan)

Anthony Boulevard – Pontiac Street to Wayne Trace (2040 Plan)

Anthony Boulevard – Wayne Trace to Crescent Avenue (2040 Plan)

Coliseum Boulevard/Pontiac Street – New Haven Avenue to Wayne Trace (2040 Plan)

McKinnie Avenue – Anthony Boulevard to Hessen Cassel Road (completed)

Oxford Street – Anthony Boulevard to Hessen Cassel Road (completed)

Paulding Road – US 27/Lafayette Street to Anthony Boulevard (2040 Plan)

Paulding Road – Anthony Boulevard to Hessen Cassel Road (2040 Plan)

### **Bridge Reconstruction/Modification**

Anthony Boulevard Bridge over the Maumee River (completed)

Bass Road over Interstate 69 (completed)

Washington Center Road Bridge over Spy Run Creek (completed)

### **Intersection Reconstruction**

Auburn Road and Wallen Road, Bridge over Becketts Run (completed)

Bass Road, Hadley Road and Yellow River Road (completed)

Bethel Road, Huguenard Road and Till Road (completed)

Broadway and Taylor Street (2040 Plan)

Broadway/Landin Road and Rose Avenue (2040 Plan)

Clinton Street and Wallen Road (2040 Plan)

Clinton Street and Washington Center Road/St. Joe Center Road (2040 Plan)

Coldwater Road and Ludwig Road (2040 Plan)

Corbin Road and Union Chapel Road (2040 Plan)

Coverdale Road, Winters Road and Indianapolis Road (2040 Plan)

Ewing Street, Fairfield Avenue, Superior Street and Wells Street (completed)

Flaugh Road and Leesburg Road (2040 Plan)

Goshen Avenue, Lillian Avenue and Sherman Boulevard (2040 Plan)

Green Road and State Road 930 (completed)

Landin Road, Maysville Road and Trier Road (completed)

Leesburg Road and Main Street (2040 Plan)

Rothman Road and St Joe Road (2040 Plan)

Ryan Road and Dawkins Road (2040 Plan)

### **Reconstruction and Realignment**

Adams Center Road – Moeller Road to Paulding Road (2040 Plan)

Adams Center Road – Paulding Road to Interstate 469 (2040 Plan)

Allen County/Whitley County Line Road – US 24 to State Road 14/Illinois Road (2040 Plan)

Amstutz Road – Hosler Road to State Road 1/Leo Road (2040 Plan)

Bass Road – Shakespeare Boulevard to Clifty Parkway (completed)

Bass Road – Clifty Parkway to Thomas Road (2040 Plan)

Bass Road – Thomas Road to Hillegas Road (2040 Plan)  
Bass Road – Hadley Road to Scott Road (2040 Plan)  
Carroll Road – Preserve Boulevard to Bethel Road (completed)  
Coliseum Boulevard – Hillegas Road to 1,500' e/o Hillegas Road (completed)  
Cook Road – US 33/Goshen Road to O'Day Road (2040 Plan)  
Coverdale Road – Indianapolis Road to Airport Expressway (completed)  
Ewing Street – Baker Street to Superior Street (completed)  
Fairfield Avenue – Baker Street to Superior Street (completed)  
Flutter Road - Schwartz Road to St Joe Road (completed)  
Goshen Avenue – Sherman Boulevard to State Road 930/Coliseum Boulevard (2040 Plan)  
Lafayette Center Road / E 900 N Road - Fogwell Parkway to US 24 (completed)  
Lake Avenue – Reed Road to Maysville Road (2040 Plan)  
Landin Road – North River Road to Maysville Road (completed)  
Leesburg Road – Main Street to Jefferson Boulevard (2040 Plan)  
Moeller Road – Hartzell Road to Adams Center (2040 Plan)  
Ryan Road – Dawkins Road to US 24 (2040 Plan)  
Till Road – State Road 3/Lima Road to Dawson Creek Boulevard (2040 Plan)  
Wallen Road – Hanauer Road to Auburn Road (2040 Plan)  
Wells Street – State Boulevard to Fernhill Avenue (2040 Plan)  
Witmer Road/Second Street – Country Shoals Lane to Main Street (completed)  
Witmer Road – Schwartz Road to Country Shoals Lane (2040 Plan)

#### **New Railroad Grade Separation**

Anthony Boulevard and Norfolk Southern Railroad (2040 Plan)  
Airport Expressway and Norfolk Southern Railroad (2040 Plan)

#### **Reconstruct Railroad Grade Separation**

Anthony Boulevard and CSX Railroad (2040 Plan)  
US 27/Lafayette Street and Norfolk Southern (removed)

#### **Interchange-New Construction**

Interstate 69 at Hursh Road (2040 Plan)

#### **Interchange-Modification**

Interstate 69 and Interstate 469 Interchange (NB to EB Ramp mm 215) (completed)  
Interstate 69 and State Road 1/Dupont Road (2040 Plan)  
Interstate 69 and State Road 14/Illinois Road Interchange (WB to NB Ramp) (2040 Plan)  
Interstate 469 and Auburn Road Ramp (completed)  
Interstate 469 and US 24 Interchange (2040 Plan)  
US 24 and Bruick/Ryan Road (2040 Plan)  
US 30/US 33/Goshen Road Interchange (completed)

## **Transit Improvements System Modifications**

Expanded transit service in the growing urbanized area. Potential locations include the Fort Wayne International Airport and surrounding area, Parkview North and surrounding area, Chapel Ridge and surrounding area, and Aboite, Perry, and Cedar Creek Townships. Types of service will be determined based upon projected demands and proposed service levels. (Partially implemented-included in 2040 Plan)

Replacement of transit coaches and service vehicles as necessary to maintain a dependable transit fleet. (Complete and on-going-included in 2040 Plan)

Install and upgrade bus shelters, benches, and other customer amenities. Placement of shelters (Bus Huts) should be consistent with Citlink service, accessible, and have sidewalk connectivity. (Complete and on-going-included in 2040 Plan)

Reduce headways on selected routes where ridership warrants. (Partially complete and on-going-included in 2040 Plan)

Expand service hours into the evening and provide Sunday service through fixed route and other types of transit services. (Partially complete and on-going-included in 2040 Plan)

Provide customer access to automatic vehicle locator (AVL) information for the transit system through Internet connections. (Complete)

Design and construct a satellite transfer center to serve the northern portion of the service area. (Not implemented -included in 2040 Plan)

## **Future Efforts**

### **Congestion Management System**

A Congestion Management Process (CMP) has been developed and adopted for the Metropolitan Planning Area and is designed to support the efforts of the transportation plan. The congestion management process is a program or process that identifies strategies relevant to the transportation system (highway and transit) for mitigating existing congestion and preventing future congestion. The strategies consider both the supply and demand sides of urban travel, land use policies, transit operations, traffic operations, intelligent transportation systems, bicycle/pedestrian facilities and engineering improvements. The CMP represents a multi-jurisdictional approach with a regional perspective including both public and private sector involvement. The Congestion Management Process Plan is provided in Appendix A.

As previously mentioned, the program focuses on mitigating existing congestion and averting future impediments to efficient corridor and transit performance. The products of the CMP process include strategies, policies, and improvement projects. These products are implemented as components of the transportation plan. One important policy of the CMP that is applicable to the entire system is the access

management program.

### **Access Management**

The access management program has been in force for a number of years in the metropolitan planning area. The program has emphasized driveway (street access) and site plan review since the mid 1960's. Through the administration of this program, a number of accessory plans and studies have been developed and implemented. In the 1980's a frontage road plan was developed. This plan identified corridors in the Metropolitan Planning Area where access roads should be implemented to preserve the corridor performance. The activities of this program have included the development of an Access Standards Manual as well as several revisions. The program has also developed interchange and corridor protection plans identifying Congestion Management Strategies for specific corridors. The program will continue to support these activities, strengthen their enforcement, and investigate new strategies for access management. This program has become a major tool for preserving the integrity and efficiency of the arterial highway system.

### **Alternative Travel Methods**

The transportation plan cannot and does not address every transportation problem that will affect system efficiency. Traffic congestion, increased commute times, and air quality problems will continue to afflict transportation systems of the future. Communities facing these challenges must find creative means to reduce low occupancy automobile usage. Actions and ideas will be explored to reduce automobile usage. These strategies will be evaluated for their feasibility of use in the metropolitan area. Alternative transit services will be a focus of this endeavor.

### **Corridor, Site Impact, Intersection Analysis and Feasibility Studies**

The transportation plan deals with the transportation system at a macroscopic level. Corridor, site impact, intersection analysis, and feasibility studies examine specific areas of the system at more refined levels. The emphasis of corridor studies is to estimate travel demands and develop alternative strategies for mitigating congestion from new developments. Site impact analyses are a component of the access management program and evaluate the traffic impacts from specific developments on the transportation system. Intersection analyses evaluate the performance or level of service of intersections. Based upon the analysis, problems are identified and solutions tested to recommend improvement projects. Feasibility studies assist in the decision making process by evaluating alternatives and determining the most viable solution. The integration of these studies provides for continuous evaluation of the system with special attention to potential problem areas.

### **Security**

NIRCC has been working with the Fort Wayne/ Allen County Office of Homeland Security on planning efforts. The Fort Wayne/ Allen County Office of Homeland Security priority has been more directed to

the development of a disaster response document that doesn't connect directly with the transportation network. Although they have worked with the local transit and para-transit providers to determine the number of available vehicles in case an emergency evacuation is necessary. See Figures 51 & 52 for locations of Hospitals, Fire Stations and critical infrastructures.

## **Passenger Rail**

There exists a significant interest in establishing a Chicago-Fort Wayne-Columbus passenger rail corridor to provide citizens in Northern Indiana and Central Ohio with a high quality passenger rail service. The preferred system would provide safe, comfortable and reliable service using state of the art (110-130 mph) equipment. The proposed system will connect 4,000 miles of regional rail system to link 100 Midwest cities. The rail will integrate with the proposed Midwest Regional Rail Initiative and the Ohio Hub systems that are currently being built from Chicago to St. Louis, to Detroit, to Milwaukee and the Twin Cities, to Kansas City, and to Iowa City and Omaha. The rail system will provide access to major economic opportunities for both small and large businesses by a modern rail system operated on a private (franchise) basis that will provide the latest train technology, modern stations and amenities, and a high level of on-board comfort.

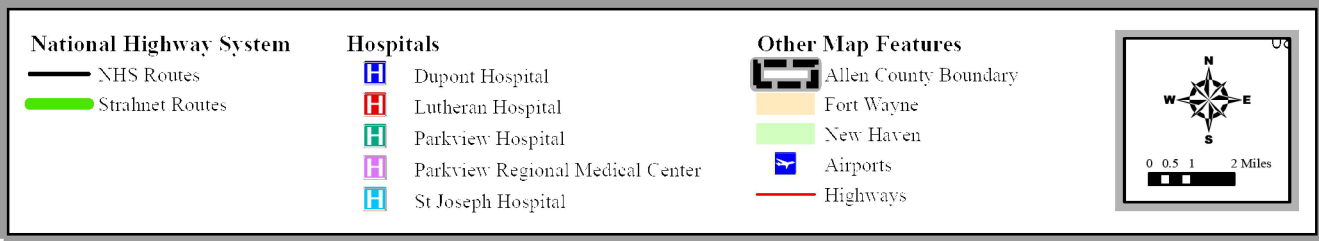
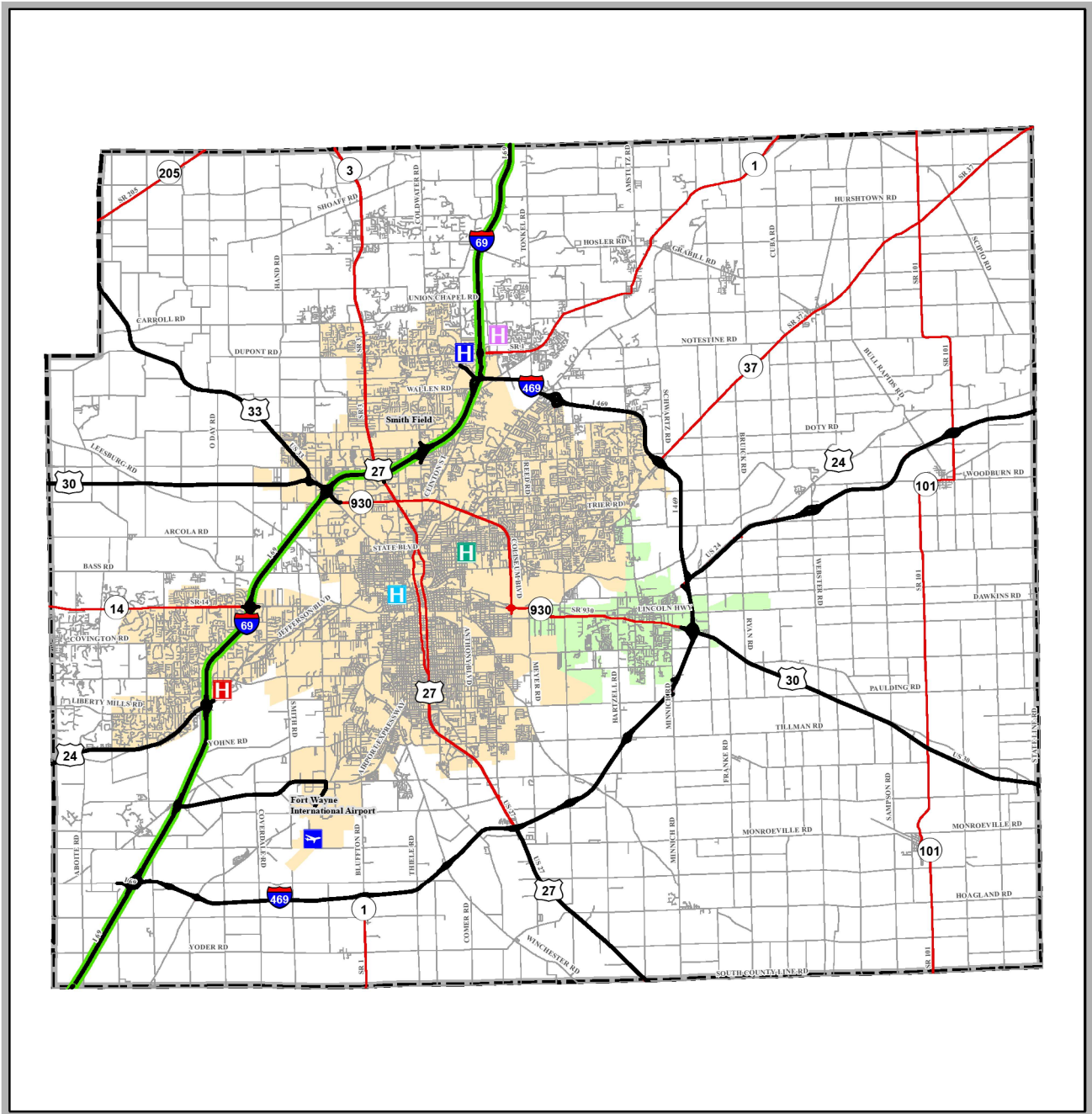
The development of the route will result in significant economic benefits for system users and the communities linked by the system in terms of strengthening the region's service, manufacturing, and tourism industries, while protecting the environment.

The Northeast Indiana Passenger Rail Association in collaboration with local governments has initiated a Feasibility Study and Business Plan for the Columbus to Chicago corridor. The study includes a comprehensive market analysis, operations planning, conceptual engineering, and detailed financial and economic analysis to assess the value of the proposed project.

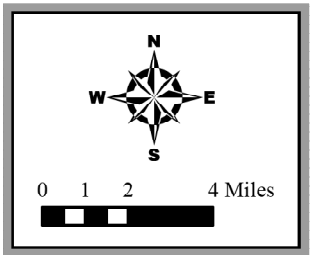
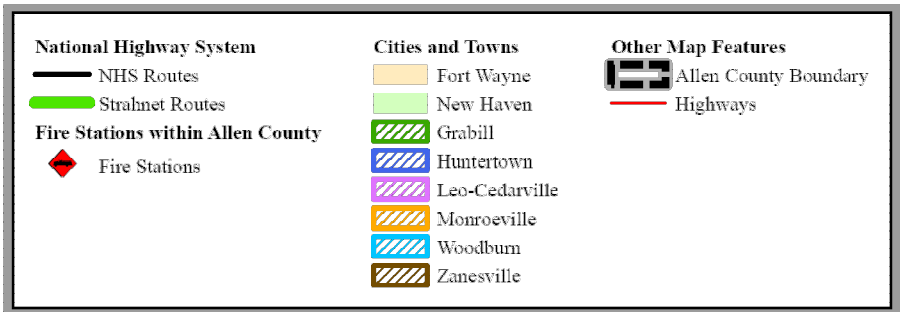
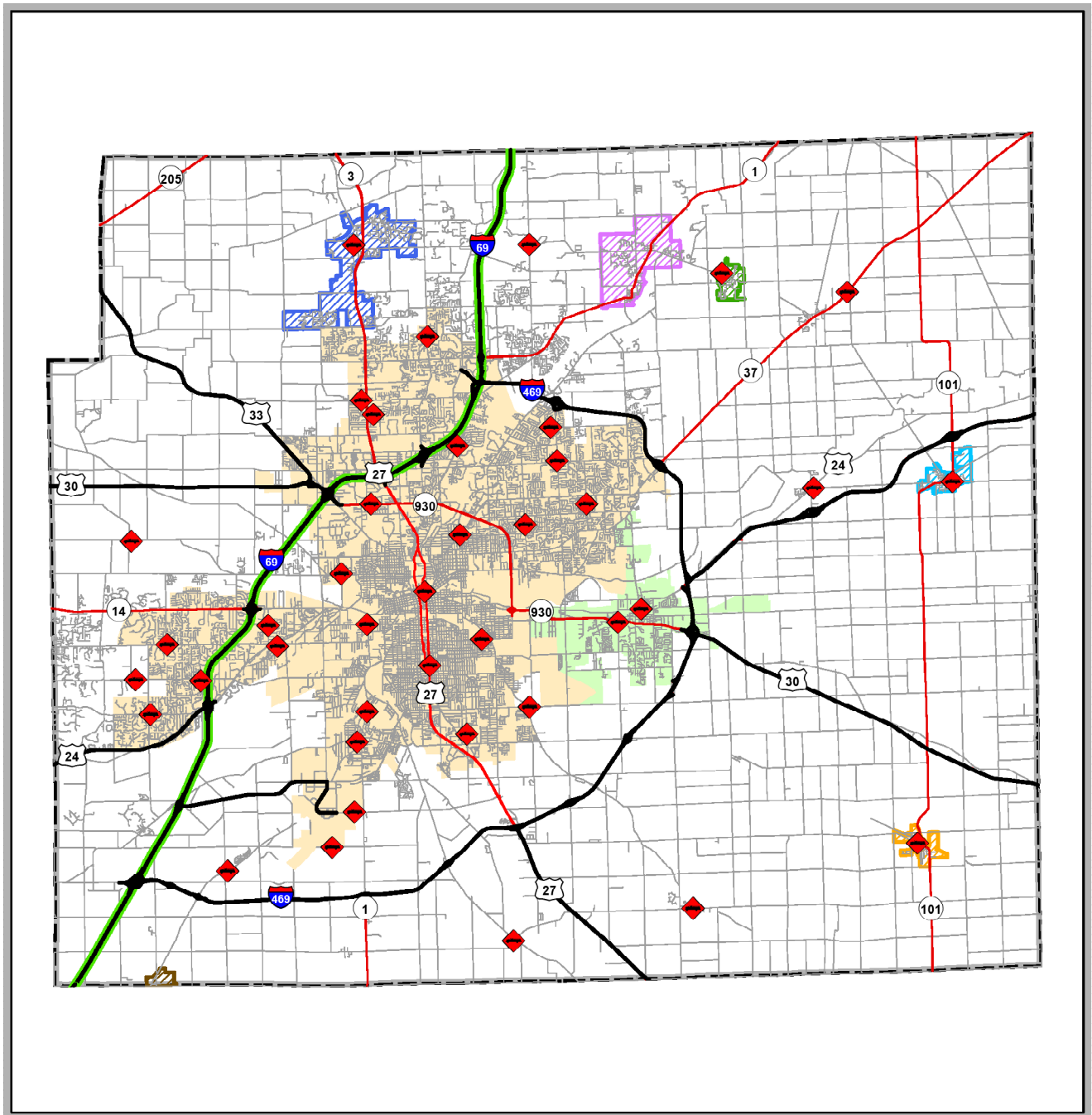
The high-speed rail system will produce significant benefits for those who ride the train as well as those who continue to use alternative travel modes. The benefits include: reduced travel times between cities such as Fort Wayne to Chicago; reduced congestion on highways for auto and bus riders that improve the trips by these modes; and reduced travel costs due to competitive rail fares and rising gasoline prices.

The development of the passenger rail corridor will also significantly expand the region's economy in a manner similar to that provided by the creation of the interstate highway system. It will create new (small) business and grow existing businesses due to the improved economic opportunities the corridor will provide. The community benefits will include: new full and part-time jobs; new revenue and extra household income along the corridor; and increase opportunities for joint development projects amongst the corridor communities





**Figure 51**  
**Allen County NHS and Hospitals**



**Figure 52**  
**Allen County NHS and Fire Stations**



As planning continues on the passenger rail corridor, evaluation of station locations, intermodal connectivity and rail-highway crossing safety will be conducted before critical decisions can be made. Additional studies and analyses will be performed as necessary to advance the proposal. NIRCC in conjunction with State and local agencies will assist in project development and programming.

### Gateway Plan – City of Fort Wayne

Front Door Fort Wayne was developed to enhance Fort Wayne’s major points of entry into the City. Developed Community Development Division with assistance of an advisory committee, the plan provides a framework for improving the appearance of major gateways into the City of Fort Wayne. The plan also provides recommendations which increase the ease and understandability for visitors navigating the city. These improvements will assist with marketing and promoting the city, enhancing public pride, and fostering continued investment in our local economy. This will be achieved through a number of policy recommendations and projects identified in the gateway plan.

Front Door Fort Wayne includes both long range and short-term recommendations to improve the function and aesthetics of existing and future points of entry and gateway corridors into the city and downtown. Policy recommendations, developed with the assistance of the advisory committee, discuss the need for a comprehensive maintenance policy for new and existing public infrastructure. Specific project recommendations have been developed for each gateway corridor and interchange. The recommendations

provide solutions to aesthetic and design issues. These solutions include roadway design changes to incorporate bicyclists, pedestrians, and transit users in addition to automobiles. Recommendations also include the addition of better directional signage to major attractions and aesthetic improvements such as landscaping, lighting, and public art which promotes and celebrates Fort Wayne.

The gateway plan was developed following several guiding principles. The guiding principles include: gateways should communicate a positive and distinctive identity reflective of the excellent quality of life that Fort Wayne offers; gateways should be aesthetically pleasing; gateway infrastructure should be exceptionally well maintained and sustainable; gateway improvements should enhance and respect their surroundings; gateways should facilitate all modes of travel into the community; and gateways should communicate direction to key destinations.

### **Gateway Corridors**

The Front Door Fort Wayne Plan identified nine primary gateway corridors that bring visitors from Interstate 69 into the heart of Fort Wayne. The design and function of our major corridors is important not only for moving visitors to their destination, but also for supporting and enhancing the land uses that are found along these roadways. The roadway design should consider all modes of transportation and reflect the urban, suburban, and rural character of the surrounding environment. The corridors identified in the plan include:

- 1) Coliseum Boulevard/SR930 from Goshen Road to Crescent Avenue
- 2) US27/ Lafayette Street and S. Clinton Street from I-469 to Lewis Street
- 3) Coldwater Road / N. Clinton Street from I-69 to Fourth Street
- 4) Jefferson Boulevard from I-69 to Garden Street (at Swinney Park)
- 5) Lima Road/US27 from I-69 to Clinton
- 6) Washington Boulevard from Meyer Road to Lafayette Street
- 7) Illinois Road from I-69 to West Jefferson Boulevard
- 8) Maysville/Stellhorn/Crescent from I-469 to Coliseum Boulevard
- 9) Ardmore Avenue from Ferguson Road to Jefferson Boulevard
- 10) Airport Expressway from I-69 to US27

### **Gateway Interchanges**

In addition to corridors, Front Door Fort Wayne focused on eleven interchange areas. Enhancements to these interchanges should reflect the surrounding context. Furthermore, design recommendations for interchange areas have to take into consideration issues of perception, function and safety. The identified interchanges include:

- 1) Interstate 69 and Union Chapel Road
- 2) Interstate 69 and Dupont Road/State Road 1
- 3) Interstate 69 and Coldwater Road
- 4) Interstate 69 and Lima Road/US 27/State Road 3
- 5) Interstate 69 and US 30/33
- 6) Interstate 69 and Illinois Road/State Road 14

- 7) Interstate 69 and Jefferson Boulevard/US 24
- 8) Interstate 69 and Airport Expressway
- 9) Interstate 469 and Maysville Road/State Road 37
- 10) Interstate 469 and US 27
- 11) Coliseum Boulevard/State Road 930 and Washington Boulevard

The importance of acknowledging the Front Door Fort Wayne Plan is fairly straight forward, as road improvements are planned, designed and implemented, practical features of the gateway plan should be considered and incorporated into the improvement project. Please refer to the Figure 53.

## **Implementation**

The transition from a selected plan of recommended transportation policies and improvements to implemented services and facilities requires cooperation and commitment from the entire community. This includes federal, state, and local governments with “grass roots” support of the local residents. The planning process represents the first stage of implementation.

Following the planning process, implementation for specific improvements is introduced to the Transportation Improvement Program (TIP). The TIP is a four-year capital improvement plan for highway, transit, and enhancement projects. Improvement projects are selected from the transportation plan including the various Management Systems for inclusion in the TIP.

Planning support must accompany each project in the TIP for it to be eligible for state and federal assistance. The TIP tracks projects through various stages of implementation including preliminary engineering, right-of-way acquisition, and construction. The TIP is a valuable tool governing project implementation. Its status is gaining importance due to recent federal legislation.

Implementation will be assisted through a process of phasing large-scale transportation projects. This process simply segments large improvements into several manageable projects allowing the gradual disbursement of resources. While this practice has not been used extensively in the past, it will become necessary in this area for implementing capital intensive projects.

The transportation planning process included participation from citizens, local implementing agencies, and state and federal officials. This participation process is an on-going activity conducted by NIRCC as part of the transportation planning process. The implementation process requires the same collaborative commitment. This consolidated effort at every phase of the planning process has established a solid platform from which implementation of the selected plan can begin. The plan will serve as a guide for transportation investments and service decisions shaping the future transportation system.

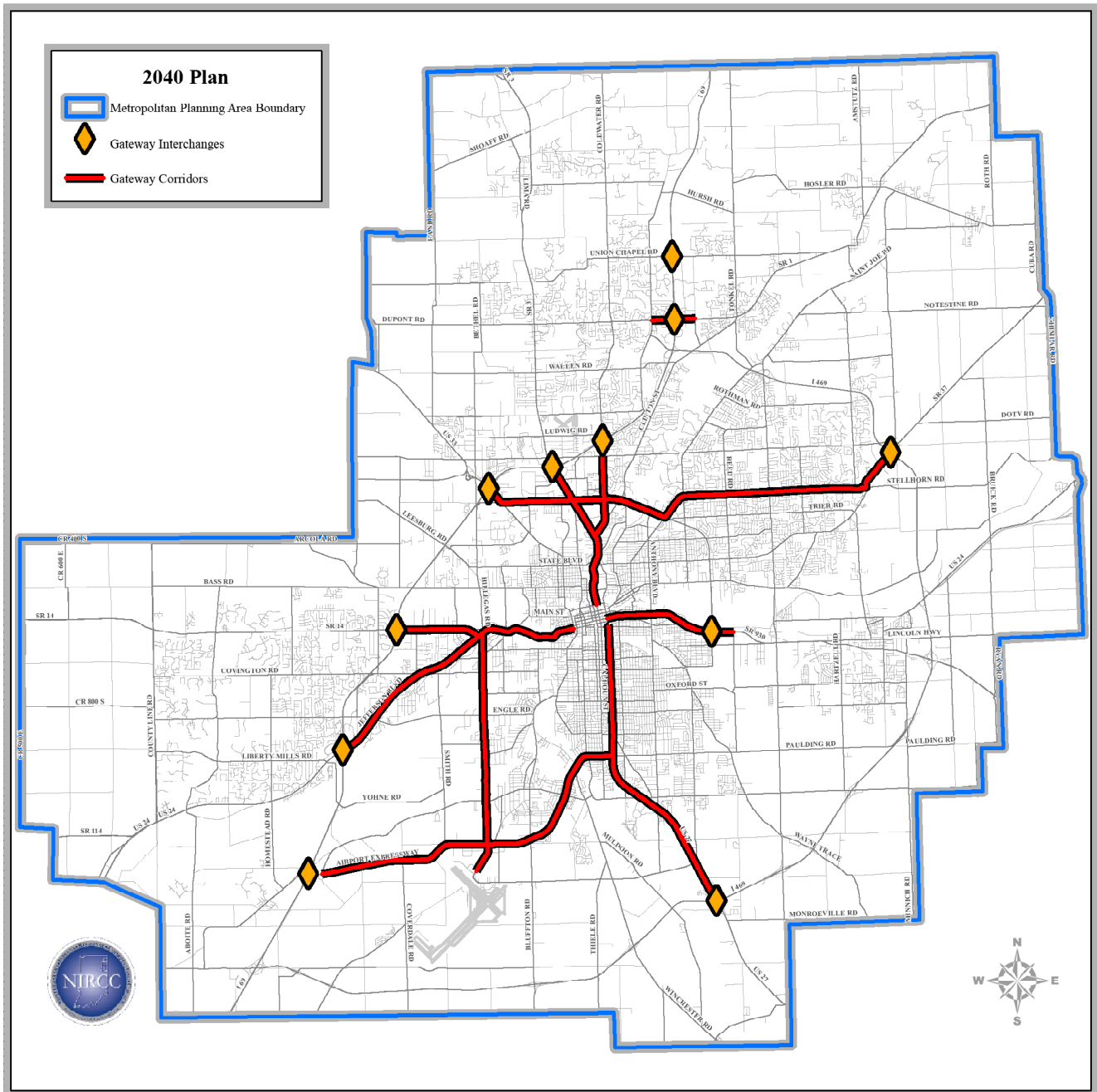


Figure 53  
Gateway Plan Corridors and Interchanges