

TRANSPORTATION PLAN



Adopted July 2023
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.

RESOLUTION 2045 TRANSPORTATION PLAN

A RESOLUTION OF THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL, CERTIFYING THAT THE 2045 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 designated Metropolitan Planning Organization for the Fort Wayne Urbanized Area.

WHEREAS, The U.S. Environmental Protection Agency (EPA) has issued guidance to assist in the implementation of the February 16, 2018, decision from the United States Court of Appeals for the District of Columbia Circuit in South Coast Air Quality Mgmt. District v. EPA ("South Coast II," 882 F.3d 1138). The guidance addresses how transportation conformity determinations can be made in areas that were either non-attainment or maintenance for the 1997 Ozone NAAQS when the standard was revoked, depending on their designations for the subsequent 2008 and 2015 Ozone NAAQS. Allen County was defined as an orphan maintenance area in the court decision as the region was a maintenance area for the 1997 Ozone NAAQS at the time of its revocation (80 FR 12264, March 6, 2015) and was designated attainment for the 2008 Ozone NAAQS in EPA's original designations for the NAAQS (77 FR 30160, May 21, 2012).

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 2045 Transportation Plan conforms to the broad intentions of achieving and maintaining the National Ambient Air Quality Standards (NAAQS).

That the 2045 Transportation Plan conformity determination is based upon the most recently available population, land-use, travel, employment, congestion, and economic activity estimates as determined by NIRCC.

That no project in the 2045 Transportation Plan as Amended will cause delay in the implementation of any required and identified TCMs.

That the 2045 Transportation Plan 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 2045 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 July 11, 2023, find the 2045 Transportation Plan as Amended to conform in all aspects to the requirements of the 1990 Clean Air Act Amendment.

RESOLVED THIS 11TH DAY OF JULY 2023.

THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL

Daniel S. Avery, Executive Director

Table of Contents

Chapter 1 –Introduction	1
Historical Background	
Transportation Planning Requirements	7
Performance Based Planning and Programming	22
Federal Transportation Performance Management	23
Highway Performance Measures	
System Performance Measures	24
Infrastructure Performance Measures	25
Safety Performance Measures	25
Transit Performance Measures	25
Transit Asset Management Plan	
System Management Report	
Target Setting	
Reporting	27
Regional Goal, Objectives, Actions and Measures	33
Study Process	47
Report Organization	48
Chapter 2 –Base and Planning Year Socioeconomic Data	51
Base Year 2020 Estimates	53
Population	
Households	
Vehicle Ownership	
Employment	
Planning Year 2045 Projections	
Population	65
Households	
Vehicle Ownership	68
Employment	
Other Trends Affecting Travel	
Summary	
Chapter 3 – Travel Forecast: 2045 Travel Demands	73
Travel Forecasting Process	73
Travel Forecasting Procedure	
Analysis of Regional Activity Forecasts	
Trip Generation	
1	

Trip Distribution	
Evaluation of the Transportation System	82
Existing Highway System	82
Transit System	
Conclusion	89
Chapter 4 - Evaluation of Alternative Transportation Sketch Plan	ns93
Alternative Network Testing	93
Roadway Design Standards	
Highway Alternatives	94
Transit Alternatives	99
Chapter 5 – Selection of the Recommended Plan	103
Documentation of Public Participation	103
Environmental Justice Outreach	104
Focused Outreach Efforts	106
Title VI. Environmental and Limited English Profier	ncy106
Enviromental Justice	108
Public Involvement Strategies for Engaging Mind	ority and Low-Income
Populations	109
Measures for Evaluating Benefits and Burdens of Transpo	ortation Plans and
Projects	118
Factors Influencing Plan Selection	122
Livable Communities	123
Financial Analysis	
Other Planning Processes	125
Chapter 6 – The Selected Plan	127
Goal of the Transportation Plan	127
The Recommended Plan	
Highway Improvements	
New Construction	
Widening Projects	133
Congestion Management Strategy Implementation.	
Other Highway Improvements	
Highway Policies	
Transit Improvements	
Public Transit Policies	
Public Transit Improvement Projects	
•	

Identified Transportation Strategies from Coordinated Transit Plan	14 <i>6</i>
Bicycle, Pedestrian, and Enhancement Improvements	147
Financial Plan	147
Transit	151
Federal Funding	151
State Funding	
Local Funding	
Transit Operating Costs	152
Summary of Transit Financial Plan	
Other Transportation Modes	155
Bicycle and Pedestrian Plan	155
Design Classification for Routes	164
Transportation Alternatives(TA)	
Intelligent Transportation System (ITS)	170
ITS Completed and Planned Improvement Projects	170
Summary of Selected Plan	178
Chapter 7 – Safety Management in Transportation Planing	179
Introduction	179
Source of Data	179
Quality of Data	179
Analysis of Data	
Uses of Data	
Project Selection and Prioritization	182
Existing Project Analysis	183
Bicycle & Pedestrian Safety	184
Transit Safety	184
Conclusion	
Chapter 8 –Environmental Mitigation	185
Methodology	185
Common Environmental Issues	
Streams and Wetlands	186
Threatened and Endangered Species	
Section 4(F) Mitigation	
Cultural Resources	
Other Environmentally Sensitive Sites	
Transportation Plan Analysis Summary	
•	

Extreme Events List of Consulting Agencies Input on the 2045 Transportation Plan by the Consulting Agencies Chapter 9 – Freight Freight Movement in Allen County Rail Air Roadways Chapter 10 – Future Efforts and Implementation Status of Previous Transportation Plans Current 2040 Transportation Plan Future Efforts Congestion Management System Access Management Alternative Travel Methods Corridor, Site Impact, Intersection Analysis, and Feasibility Studies Security Passenger Rail Gateway Plan- City of Fort Wayne Implementation Figure 5 Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-9: Future Growth and Development Figure 2-9: Future Growth and Development Figure 2-9: Future Growth and Development Figure 2-9: Incremental Forecastine Process	Climate Change: Resilient and Sustainable Transportation	215
Input on the 2045 Transportation Plan by the Consulting Agencies	Extreme Events	215
Chapter 9 — Freight	List of Consulting Agencies	217
Freight Movement in Allen County Rail Air Roadways Chapter 10 – Future Efforts and Implementation Status of Previous Transportation Plans Current 2040 Transportation Plan Future Efforts Congestion Management System Access Management Alternative Travel Methods Corridor, Site Impact, Intersection Analysis, and Feasibility Studies Security Passenger Rail Gateway Plan- City of Fort Wayne Implementation Figures Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Input on the 2045 Transportation Plan by the Consulting Agencies	218
Rail	apter 9 –Freight	_ 221
Air	Freight Movement in Allen County	221
Roadways Chapter 10 –Future Efforts and Implementation Status of Previous Transportation Plans Current 2040 Transportation Plan Future Efforts Congestion Management System	Rail	221
Chapter 10 –Future Efforts and Implementation Status of Previous Transportation Plans Current 2040 Transportation Plan Future Efforts Congestion Management System	Air	225
Status of Previous Transportation Plans Current 2040 Transportation Plan Future Efforts Congestion Management System	Roadways	225
Current 2040 Transportation Plan Future Efforts Congestion Management System	apter 10 –Future Efforts and Implementation	_ 233
Future Efforts Congestion Management System	Status of Previous Transportation Plans	233
Congestion Management System	Current 2040 Transportation Plan	235
Access Management Alternative Travel Methods Corridor, Site Impact, Intersection Analysis, and Feasibility Studies Security Passenger Rail Gateway Plan- City of Fort Wayne Implementation Figures Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Future Efforts	238
Alternative Travel Methods Corridor, Site Impact, Intersection Analysis, and Feasibility Studies Security Passenger Rail Gateway Plan- City of Fort Wayne	Congestion Management System	238
Corridor, Site Impact, Intersection Analysis, and Feasibility Studies Security	Access Management	239
Security	Alternative Travel Methods	239
Passenger Rail Gateway Plan- City of Fort Wayne Implementation Figures Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Corridor, Site Impact, Intersection Analysis, and Feasibility Studies	239
Figures Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Security	240
Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area	Passenger Rail	240
Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	·	
Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Implementation	245
Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	Figures	
Figure 2-1: Traffic Analysis Zones Figure 2-2: 2020 Population Density Figure 2-3: 2020 Housing Density Figure 2-4: 2019 Employment Density Figure 2-5: Future Land Use Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	ure 1-1: Railroad System and Rivers in the Metropolitan Planning Area	4
Figure 2-2: 2020 Population Density	ure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area	6
Figure 2-2: 2020 Population Density	ure 2-1: Traffic Analysis Zones	52
Figure 2-4: 2019 Employment Density		
Figure 2-5: Future Land Use	ure 2-3: 2020 Housing Density	56
Figure 2-6: Floodplains Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	ure 2-4: 2019 Employment Density	58
Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	ure 2-5: Future Land Use	60
Figure 2-8: Industrial Parks and Sites Figure 2-9: Future Growth and Development	ure 2-6: Floodplains	62
Figure 2-9: Future Growth and Development	ure 2-7: Residential Building Permits and Rezoning from 2016 to 2021	63
	ure 2-8: Industrial Parks and Sites	64
Figure 3-1: Incremental Forecasting Process		
	ure 3-1: Incremental Forecasting Process	
Figure 3-2: Travel Forecasting Procedure	ure 3-2: Travel Forecasting Procedure	75

Figure 3-3: Completed Projects from the current 2040 Plan	83
Figure 3-4: Existing Transit System	88
Figure 3-5: Transit System Accessibility	90
Figure 3-6: Network Deficiencies if no Projects were Completed	91
Figure 4-1: Network Deficiencies after 2045 Funded Projects	97
Figure 4-2: Network Deficiencies after 2045 Funded & Illustrative Projects	98
Figure 5-1: Census Tracts with Characteristics that Exceed Regional Averages	107
Figure 5-2: Population Age 65 and Over Profile	110
Figure 5-3: Minorty Population Profile	111
Figure 5-4: Hispanic Population Profile	112
Figure 5-5: Low-Income Population Profile	113
Figure 5-6: Disabled Population Profile	114
Figure 5-7: Households without Access to a Vehicle Profile	115
Figure 5-8: Limited English Proficiency Population Profile	116
Figure 5-9: Transit Routes ½ Mile Buffer	117
Figure 5-10: Neighborhood Associations	119
Figure 5-11: Implementation of Transportation Plans (1971- Present)	121
Figure 6-1: Recommended 2045 Transportation Plan	128
Figure 6-2: 2045 Plan Illustrative and Unfunded Projects	129
Figure 6-3: Recommended 2045 Transit System	130
Figure 6-4: Recommended 2045 Bicycle and Trail Plan	131
Figure 6-5: Recommended 2045 Sidewalk Plan	132
Figure 6-6: Potential Future Transit Expansion Areas	142
Figure 6-7: Regional Bicycle and Pedestrian Plan for Northeast Indiana	158
Figure 6-8: Bike and Trail Plan	160
Figure 6-9: Trail Plan	161
Figure 6-10: Sidewalk Plan	
Figure 8-1: Water Features	188
Figure 8-2: Potential Wetlands	189
Figure 8-3: Water Features and Impaired Streams	190
Figure 8-4: Watersheds	191
Figure 8-5: Flood Control Projects	192
Figure 8-6: Parks and Significant Protected Natural Areas	203
Figure 8-7: Historic Features	204
Figure 8-8: Kessler Plan – Park and Boulevard System	205
Figure 8-9: Cultural and Infrastructure Concerns	206
Figure 8-10: Cleanup Sites	208

Figure 8-11: Waste Sites	209
Figure 8-12: Environmentally Sensitive Sites and Infrastructure	210
Figure 8-13: Underground Storage Tanks	211
Figure 9-1: Transportation Infrastructure	
Figure 9-2: Major Modal Activity Centers	223
Figure 9-3: Railroad Destinations	
Figure 9-4: Regional Hub	226
Figure 9-5: Truck Route System	228
Figure 9-6: Truck Volumes	229
Figure 9-7: Big Data	231
Figure 10-1: Implementation of Transportation Plans (1971-Present)	234
Figure 10-2: Allen County NHS and Hospitals	241
Figure 10-3: Allen County NHS and Fire Stations	242
Figure 10-4: Gateway Plan Corridors and Interchanges	
Tables	
Table 1-1: Statewide Safety Performance Targets	27
Table 1-2: Statewide Bridge Performance Targets	
Table 1-3: Statewide Pavement Performance Targets	
Table 1-4: Statewide System and Freight Performance Targets	
Table 1-5: Statewide CMAQ Emission Reduction Performance Targets	
Table 1-6: CitiLink – Transit Rolling Stock Performance Targets	
Table 1-7: CitiLink – Facilities Performance Targets	
Table 1-8: CitiLink – Fixed Route Safety Performance Baseline and Targets	
Table 1-9: CitiLink – Paratransit Safety Performance Baseline and Targets	
Table 1-10: Indiana 2020 Safety Performance Target Assessment	
Table 1-11: Indiana 2020 Mid Performance Period Significant Progress Determin	
Results For Pavement and Bridge Conditions	
Table 1-12: Indiana 2020 Mid Performance Period Significant Progress Determin	
Results For Highway Reliability	
Table 2-1: Metropolitan Planning Area Data	
Table 2-2: 2015 and 2019 Mode of Travel to Work Data	
Table 2-3: 2015-2022 Weekday Vehicle Miles of Travel	
Table 2-4: 2015 -2019 Total Annual Transit Ridership	
Table 2-5: Summary of Base Year and Horizon Year Socioeconomic Variables	
Table 2-6: MPA 2020 Base Year Data by County	
Table 2-7: MPA Projected 2045 Horizon Year Data by County	
Table 3-1: Summary of Regional Socioeconomic Variables	

Table 3-2: Travel Demand Forecast Regional Summary	81
Table 3-3: Lane Capacities	
Table 3-4: ICAP – Initial Vehicles per Lane per Hour Assumption	
Table 4-1: VMT and VHT Comparison	95
Table 4-2: VMT Per-Capita	96
Table 5-1: Urban Transportation Advisory Board Meetings	104
Table 5-2: Metropolitan Planning Area Census Tract Thresholds	
Table 6-1 Local Revenues 2024-2045	
Table 6-2 Estimated Federal Revenues 2024-2045	
Table 6-3 Project Cost Estimates and Available Revenue Summary	
Table 6-4 Project Cost Estimates and Available Revenue Summary(Local)	
Table 6-5: CitiLink Operating Revenue - 2018	
Table 6-6: CitiLink Annual Capital Revenue Estimates	
Table 6-7: CitiLink Annual Costs & Revenue Forecast	
Table 6-8: CitiLink Operating Revenue & Expenditure Estimates	
Table 6-9: CitiLink Capital Revenue & Expenditure Estimates	
Table 6-10: Bicycle – Pedestrian Projects	
Table 8-1: 2022 Impaired Waters in Allen County (Cat 5)	
Table 8-2: 2022 Impaired Waters in Allen County (Cat 4)	
Table 8-3: Endangered, Threatened, or Rare Species within Allen County	
Table 8-4: Summary of # of Projects within Environmental Points of Interest	213
Appendixes	
Appendix A – Congestion Management Program	
Appendix B – 2020 Socioeconomic Data	
Appendix C – 2045 Socioeconomic Data	
Appendix D – Access Standards Manual 2021	
Appendix E – Roadway Design Standards	
Appendix F – Local Project Cost	
Appendix G – Transit Development 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	