

# 2045 TRANSPORTATION PLAN



Amended September 2025

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.

Page Intentionally Left Blank

**RESOLUTION  
2045 TRANSPORTATION PLAN AS AMENDED**

**A RESOLUTION OF THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL,  
CERTIFYING THAT THE 2045 TRANSPORTATION PLAN AS AMENDED 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can be made in areas that were either non-attainment or maintenance for the 1997 Ozone NAAQS when the standard was revoked, depending on their designations for the subsequent 2008 and 2015 Ozone NAAQS.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 as Amended conforms to the broad intentions of achieving and maintaining the National Ambient Air Quality Standards (NAAQS).

That the 2045 Transportation Plan as Amended 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 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 2045 Transportation Plan as Amended 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 2, 2025, find the 2045 Transportation Plan as Amended to conform in all aspects to the requirements of the 1990 Clean Air Act Amendment.

RESOLVED THIS 2ND DAY OF SEPTEMBER 2025.

THE NORTHEASTERN INDIANA REGIONAL COORDINATING COUNCIL

  
Daniel S. Avery, Executive Director

Page Intentionally Left Blank

# Table of Contents

|  |    |
|--|----|
| Chapter 1 –Introduction .....                              | 1  |
| Historical Background .....                                | 1  |
| Transportation Planning Requirements .....                 | 7  |
| Performance Based Planning and Programming.....            | 22 |
| Federal Transportation Performance Management.....         | 23 |
| Highway Performance Measures.....                          | 24 |
| System Performance Measures.....                           | 24 |
| Infrastructure Performance Measures.....                   | 25 |
| Safety Performance Measures.....                           | 25 |
| Transit Performance Measures.....                          | 25 |
| Transit Asset Management Plan.....                         | 25 |
| System Management Report.....                              | 26 |
| Target Setting.....  | 26 |
| 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 .....   | 54 |
| Households .....   | 54 |
| Vehicle Ownership .....                                    | 54 |
| Employment .....   | 54 |
| Planning Year 2045 Projections .....                       | 57 |
| Population .....   | 65 |
| Households .....   | 67 |
| Vehicle Ownership .....                                    | 68 |
| Employment .....   | 68 |
| Other Trends Affecting Travel.....                         | 69 |
| Summary .....  | 70 |
| Chapter 3 –Travel Forecast: 2045 Travel Demands .....      | 73 |
| Travel Forecasting Process .....                           | 73 |
| Travel Forecasting Procedure.....                          | 76 |
| Analysis of Regional Activity Forecasts .....              | 79 |
| Trip Generation .....                                      | 81 |

|  |     |
|--|-----|
| Trip Distribution .....  | 81  |
| Evaluation of the Transportation System .....  | 82  |
| Existing Highway System.....   | 82  |
| Transit System .....   | 86  |
| Conclusion .....   | 89  |
| Chapter 4 –Evaluation of Alternative Transportation Sketch Plans .....                     | 93  |
| Alternative Network Testing .....  | 93  |
| Roadway Design Standards .....   | 94  |
| 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 Proficiency.....                               | 106 |
| Enviromental Justice .....   | 108 |
| Public Involvement Strategies for Engaging Minority and Low-Income<br>Populations.....     | 109 |
| Measures for Evaluating Benefits and Burdens of Transportation Plans and<br>Projects ..... | 118 |
| Factors Influencing Plan Selection .....   | 122 |
| Livable Communities .....  | 123 |
| Financial Analysis .....   | 124 |
| Other Planning Processes .....   | 125 |
| Chapter 6 –The Selected Plan .....   | 127 |
| Goal of the Transportation Plan .....  | 127 |
| The Recommended Plan .....   | 133 |
| Highway Improvements.....  | 133 |
| New Construction .....   | 133 |
| Widening Projects .....  | 133 |
| Congestion Management Strategy Implementation .....  | 133 |
| Other Highway Improvements .....   | 133 |
| Highway Policies .....   | 138 |
| Transit Improvements .....   | 139 |
| Public Transit Policies .....  | 144 |
| Public Transit Improvement Projects .....  | 145 |

|   |     |
|---|-----|
| Identified Transportation Strategies from Coordinated Transit Plan..... | 146 |
| Bicycle, Pedestrian, and Enhancement Improvements .....                 | 147 |
| Financial Plan .....  | 147 |
| Transit.....  | 151 |
| Federal Funding.....  | 151 |
| State Funding .....   | 151 |
| Local Funding .....   | 152 |
| Transit Operating Costs .....   | 152 |
| Summary of Transit Financial Plan .....                                 | 155 |
| Other Transportation Modes .....  | 155 |
| Bicycle and Pedestrian Plan .....                                       | 155 |
| Design Classification for Routes .....                                  | 164 |
| Transportation Alternatives(TA).....                                    | 174 |
| Intelligent Transportation System (ITS) .....                           | 176 |
| ITS Completed and Planned Improvement Projects .....                    | 176 |
| 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 .....  | 179 |
| Uses of Data .....  | 181 |
| Project Selection and Prioritization .....                              | 182 |
| Existing Project Analysis .....   | 183 |
| Bicycle & Pedestrian Safety .....                                       | 184 |
| Transit Safety .....  | 184 |
| Conclusion .....  | 184 |
| Chapter 8 –Environmental Mitigation .....                               | 185 |
| Methodology .....   | 185 |
| Common Environmental Issues .....                                       | 185 |
| Streams and Wetlands .....  | 186 |
| Threatened and Endangered Species .....                                 | 196 |
| Section 4(F) Mitigation .....   | 200 |
| Cultural Resources .....  | 201 |
| Other Environmentally Sensitive Sites .....                             | 207 |
| Transportation Plan Analysis Summary .....                              | 212 |

|   |     |
|---|-----|
| Climate Change: Resilient and Sustainable Transportation.....               | 215 |
| Extreme Events .....  | 215 |
| List of Consulting Agencies .....   | 217 |
| Input on the 2045 Transportation Plan by the Consulting Agencies .....      | 218 |
| Chapter 9 –Freight .....  | 221 |
| Freight Movement in Allen County .....                                      | 221 |
| Rail .....  | 221 |
| Air .....   | 225 |
| Roadways .....  | 225 |
| Chapter 10 –Future Efforts and Implementation .....                         | 233 |
| Status of Previous Transportation Plans .....                               | 233 |
| Current 2040 Transportation Plan .....                                      | 235 |
| Future Efforts .....  | 238 |
| Congestion Management System.....   | 238 |
| Access Management .....   | 239 |
| Alternative Travel Methods .....  | 239 |
| Corridor, Site Impact, Intersection Analysis, and Feasibility Studies ..... | 239 |
| Security .....  | 240 |
| Passenger Rail .....  | 240 |
| Gateway Plan- City of Fort Wayne .....                                      | 243 |
| Implementation .....  | 245 |

## Figures

|  |    |
|--|----|
| Figure 1-1: Railroad System and Rivers in the Metropolitan Planning Area ..... | 4  |
| Figure 1-2: Fort Wayne/New Haven/Allen County Metropolitan Planning Area ..... | 6  |
| Figure 2-1: Traffic Analysis Zones .....                                       | 52 |
| Figure 2-2: 2020 Population Density .....                                      | 55 |
| Figure 2-3: 2020 Housing Density .....   | 56 |
| Figure 2-4: 2019 Employment Density .....                                      | 58 |
| Figure 2-5: Future Land Use .....  | 60 |
| Figure 2-6: Floodplains .....  | 62 |
| Figure 2-7: Residential Building Permits and Rezoning from 2016 to 2021 .....  | 63 |
| Figure 2-8: Industrial Parks and Sites .....                                   | 64 |
| Figure 2-9: Future Growth and Development .....                                | 66 |
| Figure 3-1: Incremental Forecasting Process .....                              | 74 |
| Figure 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: Minority 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   | 162 |
| 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 _____                          | 222 |
| Figure 9-2: Major Modal Activity Centers _____                           | 223 |
| Figure 9-3: Railroad Destinations _____                                  | 224 |
| 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 _____               | 246 |

## Tables

|  |    |
|--|----|
| Table 1-1: Statewide Safety Performance Targets _____  | 27 |
| Table 1-2: Statewide Bridge Performance Targets _____  | 28 |
| Table 1-3: Statewide Pavement Performance Targets _____  | 28 |
| Table 1-4: Statewide System and Freight Performance Targets _____  | 28 |
| Table 1-5: Statewide CMAQ Emission Reduction Performance Targets _____   | 28 |
| Table 1-6: CitiLink – Transit Rolling Stock Performance Targets _____  | 29 |
| Table 1-7: CitiLink – Facilities Performance Targets _____   | 29 |
| Table 1-8: CitiLink – Fixed Route Safety Performance Baseline and Targets _____  | 30 |
| Table 1-9: CitiLink – Paratransit Safety Performance Baseline and Targets _____  | 30 |
| Table 1-10: Indiana 2020 Safety Performance Target Assessment _____  | 31 |
| Table 1-11: Indiana 2020 Mid Performance Period Significant Progress Determination<br>Results For Pavement and Bridge Conditions _____ | 32 |
| Table 1-12: Indiana 2020 Mid Performance Period Significant Progress Determination<br>Results For Highway Reliability _____            | 32 |
| Table 2-1: Metropolitan Planning Area Data _____   | 57 |
| Table 2-2: 2015 and 2019 Mode of Travel to Work Data _____   | 69 |
| Table 2-3: 2015-2022 Weekday Vehicle Miles of Travel _____   | 70 |
| Table 2-4: 2015 -2019 Total Annual Transit Ridership _____   | 70 |
| Table 2-5: Summary of Base Year and Horizon Year Socioeconomic Variables _____   | 71 |
| Table 2-6: MPA 2020 Base Year Data by County _____   | 71 |
| Table 2-7: MPA Projected 2045 Horizon Year Data by County _____  | 71 |
| Table 3-1: Summary of Regional Socioeconomic Variables _____   | 79 |

|   |     |
|---|-----|
| Table 3-2: Travel Demand Forecast Regional Summary _____                          | 81  |
| Table 3-3: Lane Capacities _____  | 84  |
| Table 3-4: ICAP – Initial Vehicles per Lane per Hour Assumption _____             | 85  |
| 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 _____               | 105 |
| Table 6-1 Local Revenues 2024-2045 _____  | 149 |
| Table 6-2 Estimated Federal Revenues 2024-2045 _____                              | 150 |
| Table 6-3 Project Cost Estimates and Available Revenue Summary _____              | 150 |
| Table 6-4 Project Cost Estimates and Available Revenue Summary(Local) _____       | 150 |
| Table 6-5: CitiLink Operating Revenue - 2018 _____                                | 153 |
| Table 6-6: CitiLink Annual Capital Revenue Estimates _____                        | 153 |
| Table 6-7: CitiLink Annual Costs & Revenue Forecast _____                         | 154 |
| Table 6-8: CitiLink Operating Revenue & Expenditure Estimates _____               | 154 |
| Table 6-9: CitiLink Capital Revenue & Expenditure Estimates _____                 | 154 |
| Table 6-10: Bicycle – Pedestrian Projects _____                                   | 167 |
| Table 8-1: 2022 Impaired Waters in Allen County (Cat 5) _____                     | 193 |
| Table 8-2: 2022 Impaired Waters in Allen County (Cat 4) _____                     | 195 |
| Table 8-3: Endangered, Threatened, or Rare Species within Allen County _____      | 197 |
| 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<br>Plan for Allen County        |
| Appendix J – Public Participation – Comments and Responses  |
| Appendix K – Pedestrian component of the Transportation Plan\Bicycle<br>Parking Recommendation Policy |
| Appendix L – Environmental Document Data Citations  |
| Appendix M – Air Quality Conformity Determination   |