

RECONNECTING FORT WAYNE

Transportation Funding

Prepared for
City of Fort Wayne, Indiana

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Center for Neighborhood Technology

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Transportation Funding in Fort Wayne

Reconnecting Fort Wayne: Transportation is a six part report designed to promote sustainable transportation planning in Fort Wayne. The first five reports, published in December of 2007, are innovative approaches or tools for analyzing current conditions and offering more transportation choice and lower household transportation cost. These reports include:

Car Sharing
Housing + Transportation
Streetcars
Transportation Management Associations
UPASS: Unlimited Transit Pass

This report on transportation funding completes the series.

Acknowledgements

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We are also indebted to Rick Orr, of the Department of Public Works, City of Fort Wayne, and Dan Avery, Executive Director of the Northeastern Indiana Regional Coordinating Council for information provided for analysis in this report.

(The photo on the cover is taken from Aboite New Trails website, located at http://www.aboitenewtrails.org/images/photos/30Mar06Eggeman_connectn.JPG. Eggeman Rd. & Aboite Center Rd.)

About the Center for Neighborhood Technology

The Center for Neighborhood Technology (CNT) was founded in 1978 to research, adapt and test new community revitalization strategies relevant to urban communities, especially strategies that harnessed the environmental and economic value of the more efficient use of natural resources. Over the years, CNT has worked to disclose the hidden assets of the Chicagoland economy and urban areas more broadly; demonstrate the multi-bottom line benefits of more resource-efficient policies and practices; and show how the value of what we demonstrated could be captured to benefit communities and their residents inclusively. CNT's work, especially in the areas of energy, transportation, materials conservation and housing preservation, helped fuel a generation of community development institutions and learning, garnering us a reputation as an economic innovator and leader in the field of creative sustainable development.

CNT serves as the umbrella for a number of projects and affiliate organizations, all of which help the organization fulfill its mission: to promote the development of more livable and sustainable urban communities. CNT's transportation work is focused on using transportation assets to serve both the environmental and economic development goals of regions and communities. CNT works to boost demand for clean, efficient and affordable mass transit; increase the supply of traditional and non-traditional mass transit services; disclose the linkages between transportation costs and housing affordability; create model value-capture mechanisms that take advantage of the intersection of efficient transportation networks with community economic development programs; and promote policy initiatives that increase public participation in investment decisions and make more resources available for sustainable investments.

More information about CNT is available at www.cnt.org.

Contents

Executive Summary	1
The Challenge to Do More with Less – and Do it Sustainably	5
Federal Transportation Funding	6
Highway Funds	6
Congestion Mitigation & Air Quality Funds	6
Safety and Enhancement Funds	9
Transportation Enhancements	10
Safe Routes to School	10
Transit Funds	10
Context Sensitive Solutions	11
County Funding and Spending	12
COIT Legislation	12
CEDIT Legislation	12
COIT & CEDIT Revenue in Fort Wayne	12
COIT Spending in Fort Wayne	13
CEDIT Spending in Fort Wayne	13
CEDIT Council District Spending	14
City Funding and Spending	16
Transportation Funding Sources	16
Roadway Construction and Maintenance	16
Bicycle and Pedestrian Investments	17
Transit Investment	17
Public Safety	18
Highway and Transit Trends	18
The MPO and its Role in Coordinating Transportation Plans	19
Recommendations	20
Endnotes	22
Appendices	23
A. Aggregated Annual TIP Estimates	23
B. Aggregated Annual TIP Estimates without STP/MG (<5000)	24
C. Aggregated Annual TIP Estimates – Federal Funds Only	25
D. Description of Congestion Mitigation and Air Quality (CMAQ) Improvement Program	26
E. Glossary	27

Executive Summary

Transportation is key to Fort Wayne's future. The Center for Neighborhood Technology was asked by the City of Fort Wayne to analyze how and where transportation expenditures are being made and to make recommendations to move Fort Wayne toward a more sustainable and equitable transportation system.

From the standpoint of sustainability, walking is the most desirable mode of transportation. It is the healthiest, uses the least energy, produces the fewest greenhouse gas emissions, and generates the least pollution. Bicycling comes next, followed by transit. Automobiles are the least sustainable mode of transit, resulting in congestion, pollution and greenhouse gas emissions. Cars are also the most expensive transportation option for Fort Wayne households.

Decisions about transportation options and investments are made at different levels of government. The Northeastern Indiana Regional Coordinating Council (NIRCC), Fort Wayne's official Metropolitan Planning Organization (MPO), is responsible for developing a regional transportation plan; only projects in the regional plan can receive federal funds. Allen County and the City of Fort Wayne also are heavily involved in transportation.

Transportation funding is complicated everywhere, but in Fort Wayne, the situation is particularly opaque because NIRCC does not organize its financial information so that citizens can understand it and not all transportation spending is tracked through a single point. Without transparency on the flow of dollars, citizens can not hold the MPO and the leadership of the region accountable for their choices and a full and vigorous public debate can not be held on the costs and benefits of alternative improvements to the transportation system. Yet as transportation professionals under contract with the City of Fort Wayne, CNT was unable to secure the basic information needed to understanding the MPO's funding priorities.

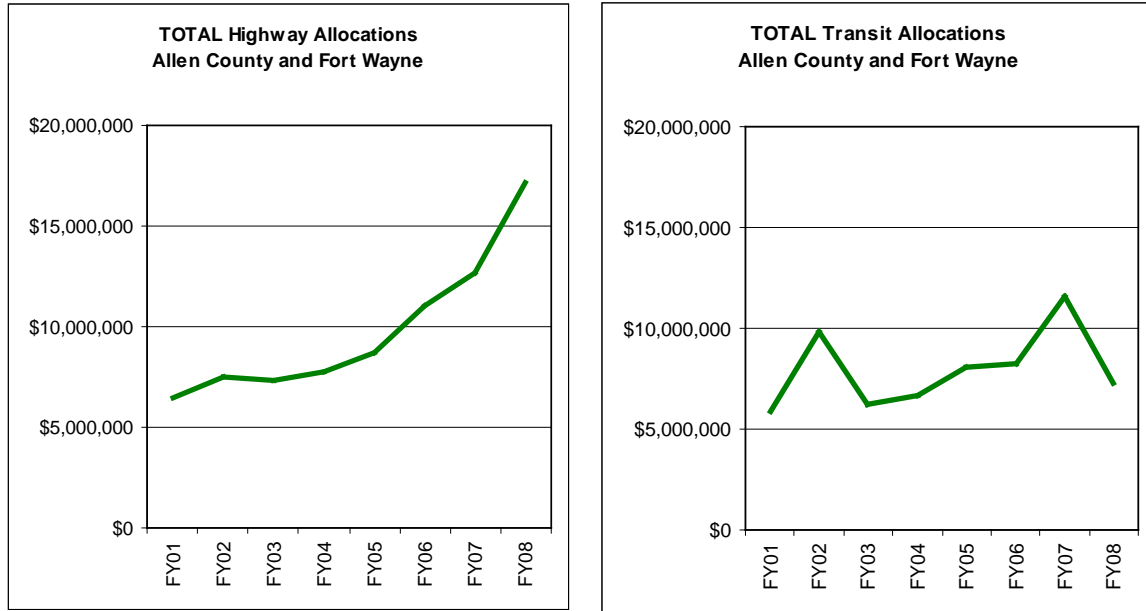
Households and businesses provide an estimated 90% of the cost of transportation in the region, largely in the purchase, fuel, maintenance and insurance of cars. Government, in contrast, provides 10% -- for roads, bridges, sidewalks and transit service. This critical 10%, however, determines the fundamental choices that residents and businesses have in moving around. We can only walk if there are sidewalks and use transit if it is available and convenient.

This report is intended to encourage a lively debate about how public transportation funds should be spent. Do they encourage walking, cycling and transit, or are they focused primarily on providing and maintaining roads? Do transportation funding allocations have the effect of requiring every citizen to own a car at considerable cost? Because every direct public transportation dollar indirectly determines another nine dollars invested by businesses and households, these public investment choices are key.

The federal government is the primary source of transportation funding, providing approximately 80% of public funding for many highway projects, and approximately 50% of capital costs for transit. Hence, federal regulations shape how transportation investments are made and determine the balance between mandated and flexible uses of funds.

Since Fiscal Year 2001 (FY01) Fort Wayne and Allen County highway allocations have soared from \$6.5 in FY01 to \$17 million in FY08, while transit has remained relatively level at less than \$10 million during most of that time.

Figure 1. Total Highway Allocations vs. Transit Allocations for Allen County and Fort Wayne¹

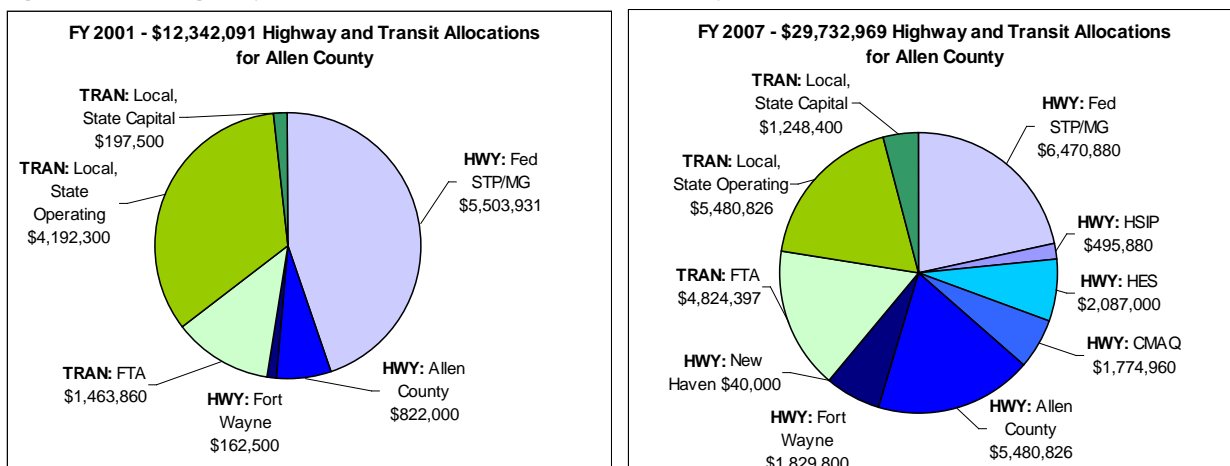


This auto-oriented funding pattern is not mandated by the federal government. In fact, federal regulations give local jurisdictions substantial flexibility in how they spend highway funds. Because the federal highway system is completely built out, its current challenge is to use this existing infrastructure most efficiently, resulting in the least congestion. As a result, federal regulations permit the use of highway funds for pedestrian, cycling and transit uses, as part of an overall regional mobility strategy.

Transportation expenditures in the Fort Wayne region increased two and a half times between 2001 and 2007, from just over \$12 million total in 2001 to almost \$30 million in 2007. Transit and highway projects were funded at similar levels in 2001. Transit received a total of \$5853660, 47% of the total, and highway projects received \$6488431 or 53% of the total.

By 2007 the much larger allocation – \$29,732,969 – was more heavily skewed toward highway investment. Sixty-one percent of 2007 allocations were directed to highways, while transit allocations slipped to only 39% of the total.

Figure 2. Total Highway and Transit Allocations for Allen County, FY 2001 and FY 2007



Some federal funding comes with serious restrictions; other funding can be used flexibly to address local transportation needs. One federal funding source represents Fort Wayne's greatest missed opportunity to expand transportation choice: Congestion Mitigation and Air Quality Improvement (CMAQ) funds. Because Fort Wayne's air quality was not in compliance with federal regulations, Allen County received approximately \$800,000 in CMAQ funding beginning in FY06 and almost \$1.8 million in FY07. Federal law gives the local MPO wide discretion in how to invest these air quality dollars; they can be designated to any mobility use provided it improves air quality and reduces congestion.

The region has been slow to spend its CMAQ money and appears to lack focus. From FY06 through FY09, Fort Wayne anticipates spending only 13% to 22% of its CMAQ funds annually on transit and other non-highway investments. In FY06, sixty percent of the CMAQ allocation was targeted for the large Getz/Jefferson/Covington highway project. It appears that most CMAQ funding is being dedicated to large highway projects on the fringes of the region that offer questionable air quality improvement benefits.

This report makes three overall recommendations to improve the transportation sustainability of Fort Wayne and Allen County:

General Recommendations

1. **Funding Transparency:** The MPO needs to proactively share information with the public by adopting a new policy of funding transparency. Information on funding decisions – where most policy decisions get implemented – is very difficult to track. The MPO needs to clearly present all of the public transportation funding available for the region.
2. **Citizen Participation:** Since 1991, federal transportation law has required citizen participation in regional transportation planning and decision making. Without information on funding, citizens can't understand the priorities of the MPO, much less influence them.
3. **Balanced Transportation Funding:** With active citizen participation, the MPO needs to move toward more balanced transportation funding of all types of mobility – walking, cycling, transit, as well as highways – so as to maximize citizens' transportation options. The first priority should be a systematic review of CMAQ funding and evaluation of more balanced uses.

In addition, CNT makes the following specific recommendations for the City of Fort Wayne and the Northeastern Indiana Regional Coordinating Council:

Recommendations for the City of Fort Wayne

1. **Parking Fees:** Parking fees were lower in 2007 than in 2002. Raising parking fees is an opportunity for new revenue that is 1) not subject to tax caps, 2) offers a fair way to equalize traveler costs between driving and transit, and 3) creates a fair market value for a commodity that is currently subsidized unwittingly by the public. Parking fees might be dedicated to transit and other uses that expand transportation choice.
2. **Walking:** The City of Fort Wayne needs to separate pedestrian from vehicular categories ("Curbs and Walks") in budgeting and in reporting on actual expenditures. And the City of Fort Wayne should set an explicit budget target for pedestrian improvements, and monitor performance and conduct aggressive encouragement and education campaigns.
3. **Bicycling:** The City should separate bicycle infrastructure from roadway expenses in its budget and set an explicit budget target for bicycle improvements. The City should set a target for the miles of trails, miles of on-street striping and number of bike-parking units installed, and monitor performance and conduct aggressive encouragement and education campaigns.

Recommendations for Northeastern Indiana Regional Coordinating Council (NIRCC) in cooperation with the City of Fort Wayne

1. **Air Quality:** NIRCC should use CMAQ money exclusively to address air quality issues.
2. **Safety:** Safety funding should be targeted to protecting the most vulnerable travelers from vehicular impacts instead of being used to fund large highway projects on the fringes of the region.
3. **Comprehensive Planning:** Projects funded wholly by the Indiana Department of Transportation should be shown in the NIRCC Transportation Improvement Plan (TIP) so that the public can view the full range of projects in the region. Projects funded by CEDIT or COIT funds should also be listed in the TIP for the sake of transparency.
4. **Bicycle and Pedestrian Mobility:** The Bicycle and Pedestrian “plan” seems to be little more than a map. NIRCC needs to increase its commitment to and focus on bicycle and pedestrian improvements.
5. **Transit and Highway Funding Reporting:** The format used by NIRCC to report transit expenses (actual) in the annual TIP is much more comprehensive than highway expense reporting. In the past there was no comparable accounting for highway expenditures. The Annual Listing of Obligated Projects now required by the Federal Highway Administration and should make tracking highway spending easier in the future. As a matter of policy NIRCC should try to make all funding as transparent as possible.
6. **Planning Best Practice:** NIRCC’s TIP does a better than average job of mapping the projects that it is recommending so that citizens can understand them. However, the organization of the TIP could be improved to increase its usefulness as a decision-making tool.

The Challenge to Do More with Less – and Do it Sustainably

Fort Wayne’s current and previous mayors have made a strong commitment to sustainability: growing the city in a manner that maintains environmental health and preserves municipal and household wealth. The purpose of this report is to understand how funding practices and investments in transportation can bring greater value – both economic and environmental – to the citizens and businesses of Fort Wayne.

Fort Wayne is in the enviable position of growing in population and employment base, while many Midwestern and Northeastern industrial cities are shrinking. The US Census Bureau estimated the city’s population to be almost a quarter-million people in 2006, an increase of over 40,000 since 2000.

Fort Wayne was originally built on a “grid” street system that supported 200 miles of streetcar and interurban rail systems within its smaller 19th century city “footprint.” This urban form used land efficiently and supported a vital mass transit system. Fort Wayne’s rail systems declined after World War II as public spending on highways and private spending on automobiles increased. A portion of Fort Wayne’s current population growth is attributable to annexations, adding areas that are less dense than older sections of the city. These new areas bring higher than average costs for new public infrastructure investment and maintenance, since they are generally less developed and farther away, requiring more access routes.

This report reviews recent transportation investments made by city, county, state and regional agencies to evaluate Fort Wayne’s transportation opportunities to support an environmentally sustainable and economically vital city and region.

The recommendations of this report were developed using by the transportation theory of “induced travel,” or, stated in the vernacular, “build it and they will come.” It assumes that individuals will use the public infrastructure offered to them. If public investments support multiple transportation choices, people will use different modes for different types of trips. If they have few choices, people will buy more cars and drive for most or all of their trips. For example, research shows that in communities without sidewalks, higher household transportation costs are the norm, because more trips are made by auto.² Communities without transit, or with inadequate service, will also have higher auto ownership. Yet, high rates of auto ownership are a burden on households. Unlike home ownership, which generally appreciates, auto ownership is always a depreciating investment.

This review comes at a particularly difficult time for cities and towns in Indiana. Recurrent state attempts to cap taxes or roll back existing taxes create uncertainty at best and budget shortfalls at worst. Some recently proposed tax rollbacks specifically threaten transit funds, which would compromise Fort Wayne’s ability to improve both its environmental and economic sustainability. While this political climate constrains the options for change, it also underscores the need to assess the cost effectiveness of current public investments and determine whether existing funding is appropriately targeted to expand transportation choice, and thereby reducing the cost of mobility to citizens.

Federal Transportation Funding

Federal funding is the backbone of most transportation funding plans. Allen County received federal funding of \$10.8 million in Fiscal Year 2007 and \$9.6 million in Fiscal Year 2008 under the most recent federal transportation legislation. Under the previous federal transportation law, Allen County's federal funding between Fiscal Years 2001 and 2006 ranged from \$5.5 million to \$6.8 million.³ Additional federal funding comes to the State of Indiana, of which some may be spent in the Fort Wayne area. Appendices A, B and C display data given to the authors by the Northeastern Indiana Regional Coordinating Council (NIRCC). Appendix A shows cumulative Transportation Improvement Plan (TIP) data for Fiscal Years 2001 through 2008 as it was provided. Appendix B shows the same data without statewide funding figures that the region has no ability to spend but which are listed in the region's TIP. Appendix C shows the federal portion of the region's funds without the local matches.

Federal funding is provided in many categories, broadly divided into highway funds and transit funds. Federal transportation policy has been moving away from a strict restriction of highway funds to roads alone. A redefinition of highway funds as "flexible" was one of the important Federal transportation reforms adopted in 1991. Federal highway funds can now be used to serve a variety of travel modes, including transit, pedestrian and bicycle.⁴ Most highway funds can be used to fund any transportation project. Transit funds, in contrast, can not be "flexed" into highway projects. There are other relevant differences. Federal funds typically require a local "match": 20% of the total project cost for highway funds, but up to 50% for transit projects. In addition, highway funds can be used either for new projects or for maintenance and operations while federal transit funds can only be used for capital costs, such as new equipment. Transit operating funds for salaries, promotional materials, administrative costs, etc. must come from state and local sources. These differences are summarized in Figure 3.

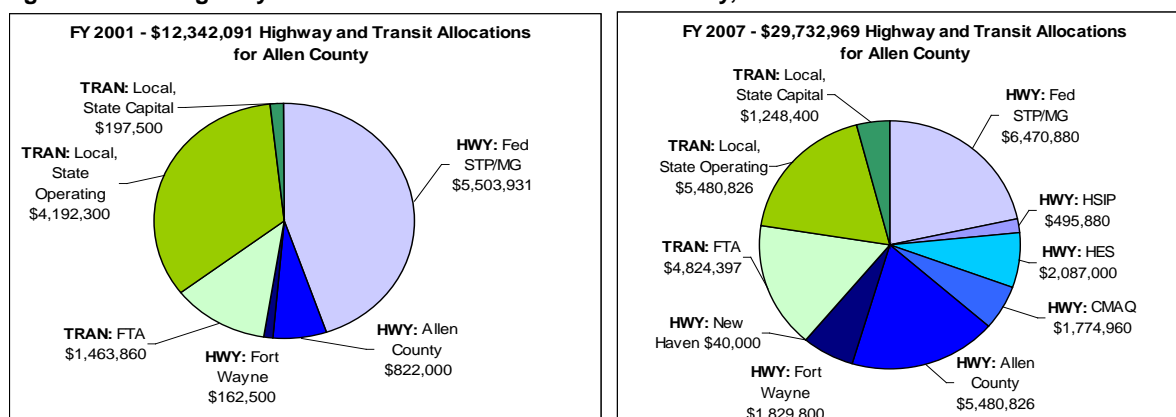
Figure 3. Differences in Funding Types

	Highway Funds	Transit Funds
Flexible Uses	Yes	No
Match Usually Required	20%	Up to 50%
Capital and/or Operating Funding	Both	Capital Only

Transportation expenditures in the Fort Wayne region increased two and a half times between 2001 and 2007, from just over \$12 million total in 2001 to almost \$30 million in 2007. Transit and highway projects were funded at similar levels in 2001. Transit received a total of \$5853660, 47% of the total, and highway projects received \$6488431 or 53% of the total.

By 2007 the much larger allocation – \$29,732,969 – was more heavily skewed toward highway investment. Sixty-one percent of 2007 allocations were directed to highways, while transit allocations slipped to only 39% of the total.

Figure 4. Total Highway and Transit Allocations for Allen County, FY 2001 and FY 2007



Highway Funds

The Northeastern Indiana Regional Coordinating Council (NIRCC), the Metropolitan Planning Organization, estimates highway allocations coming into Allen County from all federal and local sources, and some state sources at the beginning of each year. These funds, nearly all of which are flexible, are shown in Figure 5 below.

Figure 5. Estimated Highway Allocations

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08
TOTAL All Highway Categories	\$6,488,431	\$7,534,120	\$7,345,571	\$7,730,371	\$8,673,071	\$11,030,364	\$18,179,346	\$17,155,910

These highway funds fall into a variety of categories generally described as Surface Transportation Program (STP) Funds. Most of this money is intended to build and maintain a full-service transportation network. Several special funding sources are discussed below because of their relevance to the question of sustainable transportation investment.

Congestion Mitigation & Air Quality Funds

Congestion Mitigation and Air Quality Improvement (CMAQ) funding is a category of federal funding that is restricted to improving air quality, often but not necessarily by reducing congestion. The complete statement of purpose for CMAQ funds is found in Appendix D. CMAQ funds merit special attention because their use can be closely aligned with sustainability objectives, such as clean air, walkable communities and alternatives to car ownership.

Of the \$17 or \$18 million of federal funds allocated to Allen County annually for FYs 07 and 08 (with a slightly smaller allocation for FY06), approximately \$1.7 million, about 10%, is for CMAQ-qualified projects. In FY06 only \$476,000 in CMAQ funds was actually expended on four transit projects and \$80,000 for a gas can exchange program. In contrast, sixty percent of the FY06 CMAQ allocation was targeted for the large Getz/Jefferson/Covington highway project, which consumes a large share of the region's flexible transportation dollars.

Proposed CMAQ expenditures for fiscal years 06, 07 and 08 include the following projects that continue the bias toward highways and away from other transportation modes, including transit.⁵

Figure 6. Proposed CMAP Projects for FY06-FY08

FY06			Percent Exclusively Transit
Marketing/Education (gas Can Exchange Prog)	48,000	3.0%	
Getz Rd.W. Jefferson Blvd/Covington Rd	942,200	59.4%	
IPFW Pedestrian Bridge over St. Joseph River	250,000	15.8%	
Transit awareness	60,480	3.8%	3.8%
Fare Free Ozone Alert Days	60,648	3.8%	3.8%
Add'l Peak Hour Service (1/2 Hr Peak Hr)	167,040	10.5%	10.5%
Biodiesel Alternative Fuel Cost Differential	57,600	3.6%	3.6%
FY06 Total	1,585,968		21.8%
FY07			Percent Exclusively Transit
Dartmouth Dr. & Washington Center Rd	20,000	0.9%	
Marketing/Education (gas Can Exchange Prog)	52,000	2.3%	
Getz Rd.W. Jefferson BLvd/Covington Rd	1,224,288	53.9%	
IPFW Pedestrian Bridge over St. Joseph River	500,000	22.0%	
Transit awareness	61,992	2.7%	2.7%

Fare Free Ozone Alert Days	63,680	2.8%	2.8%
Add'l Peak Hour Service (1/2 Hr Peak Hr)	292,320	12.9%	12.9%
Biodiesel Alternative Fuel Cost Differential	57,600	2.5%	2.5%
FY07 Total	2,271,880		20.9%⁶
FY08			Percent Exclusively Transit
Auburn Rd - Cook Rd & Clinton St	80,000	2.1%	
Carroll Rd - Corbin Rd. to .5 mi w/o Corbin Rd	160,000	4.2%	
Clinton St & Washington Center Rd	450,000	11.8%	
Dartmouth Dr. & Washington Center Rd	50,000	1.3%	
Getz Rd.W. Jefferson BLvd/Covington Rd	1,828,696	47.8%	
IPFW Pedestrian Bridge over St. Joseph River	500,000	13.1%	
Marketing/Education (gas Can Exchange Prog)	100,000	2.6%	
Spring St. Bridge over NS Railroad	160,000	4.2%	
Transit awareness	63,542	1.7%	1.7%
Fare Free Ozone Alert Days	66,864	1.7%	1.7%
Add'l Peak Hour Service (1/2 Hr Peak Hr)	306,936	8.0%	8.0%
Biodiesel Alternative Fuel Cost Differential	57,600	1.5%	1.5%
FY08 Total	3,823,638		12.9%

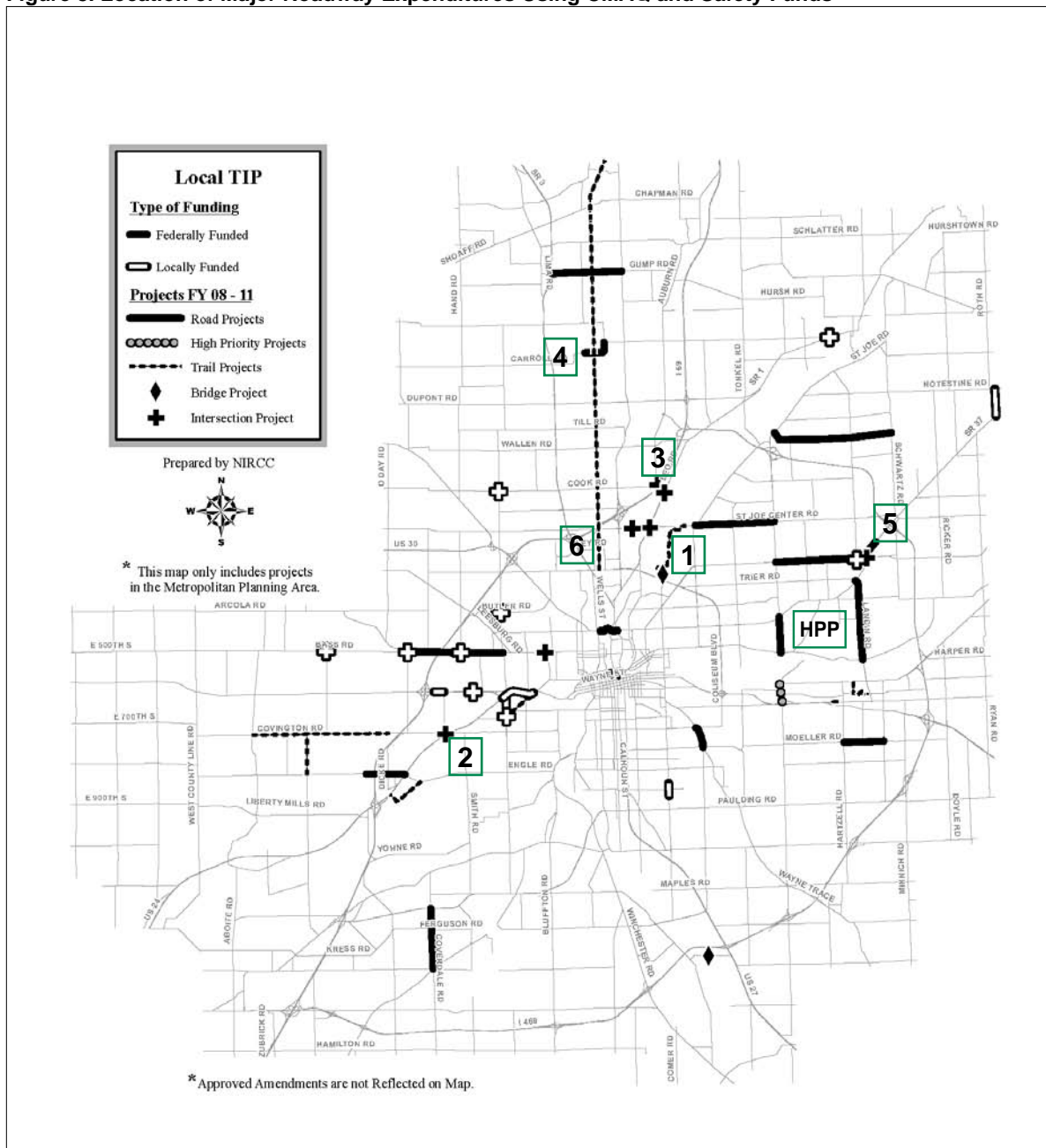
It appears from Figure 4 that the CMAQ funds for FY07 and FY08 exceed the \$1.775 million allocation for Allen County. Presumably funds are being carried over year to year from previous CMAQ allocations to support larger road projects that purport to have congestion reduction possibilities. There appears to be a pattern of aggregating CMAQ and safety money to complete large road projects in the less populated parts of the region. There is no prohibition against pooling CMAQ funds with other funds to accomplish a larger project. However, when air quality funds are used for expensive road projects, one might ask whether facilitating more auto traffic is the highest and best use of CMAQ funds. More traffic, at higher speeds, may marginally reduce air quality problems in the short term, but as more drivers migrate to the new and improved route, it will inevitably become re-congested, as a result of the induced travel effect. A sustainable investment is one that reduces congestion and air quality impacts for the long term. Figure 7 and 8 summarize the location and amounts that might be considered questionable. STP funds are general highway funds; CMAQ funds are used to improve air quality or reduce congestion; and HES are used to improve safety or reduce hazards. For definitions of these funding sources, see Appendix E. Glossary.

Figure 7. Major Roadway Expenditures Using CMAQ and Safety Funds

	STP FY08 & FY 09	CMAQ FY 08 & FY09	HES FY08 & FY09	TOTAL FY08 & FY09
1. Dartmouth/Washington		50,000	850,000	900,000
2. Getz/Jefferson/Covington		1,224,288	1,100,000	2,324,288
3. Auburn – Cook & Clinton	104,680	80,000 2,050,400		2,130,400
4. Carroll Rd – Corbin		160,000 160,000		320,000
5. Maysville - Stellhorn	800,000	1,000,000		1,800,000
6. Clinton/Washington		450,000		450,000
HPP Maplecrest	\$10,000,000 High Priority Project on Maplecrest Road			

Source: *Transportation Improvement Program: 2008-211, NIRCC*. These figures differ slightly from the CMAQ figures in Figure 3, which were also provided by NIRCC.

Figure 8. Location of Major Roadway Expenditures Using CMAQ and Safety Funds



Safety and Enhancement Funds

Several funds are specifically designed to address safety issues or to “enhance” safety, economic or community purposes. Over the last four years, Allen County has received amounts ranging from one-half million to two and one-half million dollars (federal) for the Hazard Elimination and Safety (HES) and Highway Safety Improvement Program (HSIP) funds. Like the CMAQ dollars, these funds appear to be used to complete favored road projects without a direct link to vehicular fatalities and life-altering injuries. The same road projects that are consuming CMAQ dollars consume the federal safety dollars, presenting the appearance of targeting money to projects, rather than to needs. Figure 9 lists the HES projects for FY08 and FY09.

Figure 9. FY08 and FY09 Hazard Elimination/Highway Safety

Project	Location	Cost
Dartmouth Dr & Washington Center Rd	Fort Wayne	\$850,000
Getz Rd/Jefferson Blvd/Covington Rd	Fort Wayne	\$990,000

Transportation Enhancements (TE)

Certain categories of funding do not come directly to the region, but are allocated to the state of Indiana for periodic redistribution.⁷ One such category is “Transportation Enhancement” funds, which can only be used for special purposes, including bicycle, pedestrian, historic district projects. According to the published Transportation Improvement Plan for FY08-FY11, Fort Wayne and Allen County will use Transportation Enhancement funds to make a substantial investment in trails and pedestrian bridges. Figure 10 below is a summary.

Figure 10. FY08 and FY09 Transportation Enhancement Projects

Project	Location	Cost
Covington Rd Trail – W. Hamilton Rd to w/o I-69	Fort Wayne	\$987,172
Fort Wayne Urban Trails (Phase 1)	Fort Wayne	\$496,000
IPFW Pedestrian Bridge over St. Joseph River	IPFW	\$2,200,000
Railroad Corridor Acquisition	Fort Wayne	\$300,000
New Haven Depot & Corridor Project	New Haven	\$737,120
Tow Path & Homestead Road Trails	Fort Wayne/Allen County	\$1,000,000
Johnny Appleseed Park to Shoaff Park Trail (Phase 1)	Fort Wayne	\$985,385

Safe Routes to School (SR2S)

Safe Routes to School is a new funding category created to address growing concerns that children no longer enjoy the health benefits of routine physical activity on a daily walk or bike ride to school. Even where schools are within reasonable proximity of students’ homes, parents often choose to drive children to school because of wide roads, dangerous intersections and fast-moving traffic. Safe Routes to School funding can be used for construction projects to increase safety infrastructure or for education and encouragement programs to promote greater use of pedestrian and bicycling options.

Safe Routes to School funding is competitive. In 2007, the first year of the program, the Indiana Department of Transportation awarded no funding to Northeast Indiana, but \$2 million elsewhere in the state.⁸

Figure 11. FY07 Indiana Safe Routes Allocations

Northwest Indiana	\$350,000
Southeast Indiana	\$796,000
Southwest Indiana	\$740,000
Lafayette Area	\$421,500
Indianapolis Area	\$52,000

According to the Transportation Improvement Program, Fort Wayne expects a quarter million dollars of Safe Routes to School funds in FY09 for sidewalks on State Boulevard, Lahmeyer Road and Maysville Road.

Transit Funds

Federal transit funds from the Federal Transit Administration (FTA) can only be used for capital projects such as Citilink bus purchases or transit facilities.

Figure 12. Actual FTA Revenue

	2001	2002	2003	2004	2005	2006	2007	2008
FTA Actual	\$2,019,274	\$2,262,341	\$2,301,619	\$2,319,382	\$2,409,192	\$2,479,950	Unavailable	unavailable

In addition to the FTA funds, the region devoted \$345,768 in CMAQ funds to transit projects in FY06. This represented 22% of the total CMAQ allocation that year. CMAQ funds were not allocated to the region in previous years. In addition, the transit system receives state funding from the Public Mass Transportation Fund (PMTF) and property tax revenues.

Context Sensitive Solutions

Federal funds come with many regulations that the city, county, region and state must follow. The US Department of Transportation (USDOT) also promotes certain “best practices.” In recent years USDOT has promoted a new way of thinking about road construction, known as Context Sensitive Solutions (CSS). CSS is intended to accomplish several quality of life goals: 1) Plan highways with respect for existing environmental, cultural, historic or economic assets; 2) Plan highways that can be used by all modes of travel; and 3) Plan with communities and stakeholders. Indiana DOT adopted CSS principles in 2003 and is working with consultants to design a system to integrate CSS into state projects.

USDOT advocates that all states use CSS (for more information on USDOT policy in regard to CSS, see <http://www.fhwa.dot.gov/context/>). Some municipalities have begun to apply CSS policies on their own, because CSS is a common-sense way to reduce the environmental and human impacts of highway construction. CSS policies are well-aligned with other policies and programs, such as Safe Routes to School, “active living” campaigns, scenic and historic preservation programs and universal design,⁹ for instance. More information on CSS can be obtained from <http://www.contextsensitivesolutions.org/>.

County Funding and Spending

Allen County imposes two local income taxes, the County Option Income Tax (COIT) and County Economic Development Income Tax (CEDIT). They were established to provide property tax relief and alternative sources of local government revenue. The maximum combined COIT and CEDIT rate is 1.0%.¹⁰ COIT and CEDIT funds are allocated to a number of administrative departments and to debt service. Although a significant portion is used for transportation, the projects are not listed in the Transportation Improvement Program and presumably are not allocated to projects via the MPO process – and may not be consistent with regionally agreed upon goals and priorities. The only reference in the TIP to CEDIT is a note that the amount “varies annually.”

COIT Legislation

The 1984 Indiana General Assembly enacted legislation IC 6-3.5-6 providing for any county to impose a County Option Income Tax (COIT). COIT is assessed on the adjusted gross income tax of individuals who reside in the taxing county or individuals whose principal place of business or employment is in the taxing county, provided that person’s county of residence does not impose a similar local option tax. COIT is imposed on resident taxpayers at a rate of 0.2% for the first year and may increase at a rate of 0.1% per year until a maximum rate of 1.0% is reached. The rate for eligible non-resident taxpayers is 25% of the rate imposed on resident taxpayers, a policy which encourages sprawl as a household strategy to avoid these taxes. COIT rates can also be decreased or frozen by action of the county.¹¹ Fort Wayne initially imposed the tax in 1989. The Common Council controlled enactment of the tax at that time based on the fact that the City comprised 58.5% of the population of Allen County, even though the Allen County COIT Council actually enacts the tax. The current COIT rate is 0.6% for residents of Allen County and 0.15% for non residents of Allen County.

COIT revenues may be used to replace lost property tax revenue due to increased homestead credits, to finance certain economic development bonds and for other general purposes. COIT provides a potential resource for use on specific transportation improvement projects and, in particular, revenues may fund the operation of a public transportation corporation.

CEDIT Legislation

The 1987 Indiana General Assembly enacted legislation IC 6-3.5-7 enabling counties to impose a County Economic Development Income Tax (CEDIT). CEDIT is imposed on the adjusted gross income tax of residents or non-residents who work in the county and live in a county that does not impose a similar local tax. Only counties that have imposed CAGIT or COIT can impose CEDIT. The tax may be imposed at the rates of 0.1%, 0.2%, 0.25%, 0.3%, 0.35%, 0.4%, 0.45%, or 0.5% (with certain exceptions). The maximum CEDIT rate is 0.5%. Fort Wayne initially imposed the tax in 1993. Fort Wayne’s current CEDIT rate is 0.4%.

Revenues from CEDIT may be used for an economic development project that has been determined to promote significant opportunities for employment, retain or expand an existing business or attract new businesses. Eligible economic development projects can include the acquisition of land, the completion of site and infrastructure improvements, the construction of buildings and other structures and the rehabilitation, renovation or expansion of facilities. Revenue also may be pledged for debt service on bonds issued to finance these activities. Eligible activities also include administrative expenses associated with the implementation of a project, contract payments to a nonprofit corporation whose primary purpose is to assist government in planning and implementing economic development projects, and operating expenses of a governmental entity that plans or implements economic development projects. CEDIT can be used for transportation system improvements where the improvement will sustain or stimulate economic development.

COIT & CEDIT Revenue in Fort Wayne

The majority of Fort Wayne’s revenues are generated from taxes. The largest three tax revenues are property taxes, County Option Income Tax (COIT) and County Economic Development Income Tax (CEDIT). The following chart shows revenues received from COIT and CEDIT years 1992 through 2005, and estimates

for 2006 & 2007.

The City of Fort Wayne projects CEDIT revenues to increase between 2008 and 2017. The City's cumulative CEDIT receipts over the next five years are expected to be at \$111 million and \$228 million over the next 10 years. The City expects to have \$5 million in CEDIT over the next five years and \$19 million over the next 10 years of available CEDIT-project capacity.¹²

COIT Spending in Fort Wayne

In Fort Wayne, COIT taxes are used exclusively to fund operations of certain City departments.¹³ These departments perform executive/finance, public safety, parks and community development work, and include administrative/engineering departments in the Public Works Division. However, as stated above, these funds can be used for specific transportation improvement projects and in particular revenues may fund the operation of a public transportation corporation.

Figure 13. COIT and CEDIT Revenues, 1992-2007

Year	COIT Received	CEDIT Received
1992	3,880,872	\$ -
1993	5,108,703	-
1994	6,948,785	4,364,927
1995	8,707,401	5,015,992
1996	9,183,664	6,200,011
1997	8,592,454	6,992,700
1998	9,871,928	7,272,282
1999	10,303,279	15,947,191
2000	11,263,966	17,668,570
2001	12,924,441	19,894,809
2001 Windfall	4,624,444	5,267,845
2002	14,535,078	22,036,574
2003	10,703,146	16,622,168
2004	10,478,580	15,830,142
2005	9,781,044	16,206,853
2006 - Est.	12,289,112	18,559,384
2007 - Est.	12,300,000	19,000,000

Dedicated Transit Support Through COIT

An example of this implementation is the IndyGo COIT Allocation. Legislation requires 3% of Marion County's COIT certified distribution to be distributed to IndyGo, the Indianapolis Public Transportation Corporation, beginning July 1, 2008. The distribution to IndyGo will total about \$2.7 M during the second half of Calendar Year 2008, and is estimated to total about \$5.5 M in Calendar Year 2009. The amounts distributed to IndyGo would be shifted from COIT certified shares allocated to civil taxing units (not schools) in Marion County. It is estimated that COIT certified distribution to Marion County, including the 3% share for IndyGo, could grow by about 2.8% annually under the 1% COIT rate.¹⁴

CEDIT Spending in Fort Wayne

The largest single share of CEDIT spending goes towards debt service. Additional committed money goes to each Council District. Each council district receives \$450,000 a year in CEDIT money for improvement projects in their districts; the three at-large council members share another \$450,000, totaling \$3,150,000 annually. The remaining monies are available for additional development and infrastructure projects.

Figure 14. 2008-2012 CEDIT Allocations

Debt Service	Maturity Date	Original Debt	2008	2009	2010	2011	2012
1997 Building Lease	2008	\$10,990,000	\$725,500				
2000 Fire Station 15	2010	\$2,400,000	339,500	343,000	173,000		
2001 Annexation Bond	2010	\$16,500,000	2,380,738	2,389,681	2,394,163		
2002 North Trans Bldg	2011	\$1,035,000	132,000	137,000	137,000	136,000	
2002 Police Vehicle Lease	2007	\$3,716,555					
2002 Infrastructure Bond	2012	\$10,225,000	1,198,207	1,203,306	1,206,375	1,211,169	1,217,719

Grand Wayne Center Expansion	2028	\$10,875,000	435,500	435,500	435,500	435,500	435,500
2004 Fire Truck Lease	2011	\$2,725,000	441,847	441,847	441,847	441,847	
2005 Fire Annexation Lease	2020	\$4,215,000	389,000	385,000	386,000	387,000	386,000
2005 Redevelopment Bond	2016	\$10,000,000	1,232,063	1,225,438	1,226,219	1,220,088	1,220,888
2005 CEDIT Bond	2016	\$25,000,000	3,083,676	3,081,476	3,080,776	3,081,376	3,078,276
2005 Park Bond	2015	\$10,000,000	1,455,755	1,457,605	1,460,555	1,461,615	1,463,915
2006 Fire Truck Lease	2013	\$2,700,000	443,281	443,281	443,281	443,281	443,281
Public Safety Academy		\$6,500,000					
Harrison Square	2028	\$20,000,000		995,720	1,303,925	1,303,651	1,301,468
Barrett Law Financing	2012	\$1,500,000	226,500	218,850	211,200	203,550	945,900
2007 Infrastructure Bond	TBA	\$34,300,000	3,300,567	3,362,061	3,358,976	3,362,047	3,365,417
Collateral for HUD loan-Ren. Pte.			900,000				
Debt Service Total			16,684,134	16,119,765	16,258,817	13,687,124	13,858,364
Economic Development Total			4,000,000	4,000,000	3,500,000	3,500,000	3,500,000
Infrastructure Total			1,546,000	735,000	735,000	8,885,000	8,885,000
Total Debt Service and Appropriations			22,230,134	20,854,765	20,493,817	26,072,124	26,243,364

Portions of the funding for some of these large scale projects go towards transportation improvements. Harrison Square, a mixed-use downtown catalyst development project, for example, included roadway improvements and pedestrian friendly components such as sidewalk and streetscape improvements.

CEDIT Council District Spending

Council members have discretion as to the allocation of CEDIT funds. Projects are selected annually for the following year. The top five projects in each district for 2008 are listed below as examples.¹⁵

1st District

- \$100,000 – asphalt reconstruction of Laverne Avenue
- \$71,328 – concrete street repairs for Caribe Colony
- \$56,422 – concrete street repairs for Walden Run
- \$46,500 – concrete street repairs for Padago Court
- \$44,781 – sidewalks for Santa Fe Trail, Montana Drive and Utah Drive

2nd District

- \$185,655 – reconstruction of Traders Crossing
- \$71,087 – sidewalks and curbs for Clara Avenue
- \$52,750 – concrete street repairs for Monument Drive
- \$40,000 – corridor improvements for North Anthony Alliance
- \$36,300 – concrete street repairs for Kenwood Avenue

3rd District

- \$250,000 – reconstruction of Cambridge Boulevard
- \$100,573 – concrete street repairs in North Highlands
- \$32,085 – replace the Chief Little Turtle Wall on Lawton Place
- \$20,000 – add turn lane on Clinton Street at Coliseum Boulevard
- \$16,929 – concrete street repairs on Woodvalley Drive

4th District

- \$142,000 – concrete street repairs on Shamrock Road
- \$90,000 – concrete street repairs on Rainer Pass
- \$76,393 – concrete street repairs in Avalon Place
- \$53,214 – concrete street repairs on Turf Lane
- \$44,640 – concrete street repairs on Magnolia Drive

5th District

- \$107,000 – curb replacement and street reconstruction on Sherwood Terrace
- \$82,466 – street resurfacing and sidewalks on Fairfax Avenue
- \$75,000 – street reconstruction on Fourth Street
- \$50,000 – fence replacement, curb and sidewalk work in Hanna Homestead Park
- \$50,000 – street reconstruction on Old Mill Road

6th District

- \$122,000 – concrete street repairs on Oxford Street
- \$35,389 – concrete street repairs on Salem Lane
- \$31,225 – concrete street repairs on Whiteford Lane
- \$25,000 – improvements at the Casselwood Shopping Center
- \$25,000 – improvements at Pontiac & Anthony

A large proportion of the top five CEDIT-funded projects in each District are spent on transportation projects: from a minimum of 47% in District 6 up to 88% in District 4.

City Funding and Spending

The City of Fort Wayne draws on federal, state and local sources for revenue to build, maintain and operate its transportation system. Citilink is a separate entity within the city that has revenue and service delivery obligations specific to transit. Both will be discussed in this section.

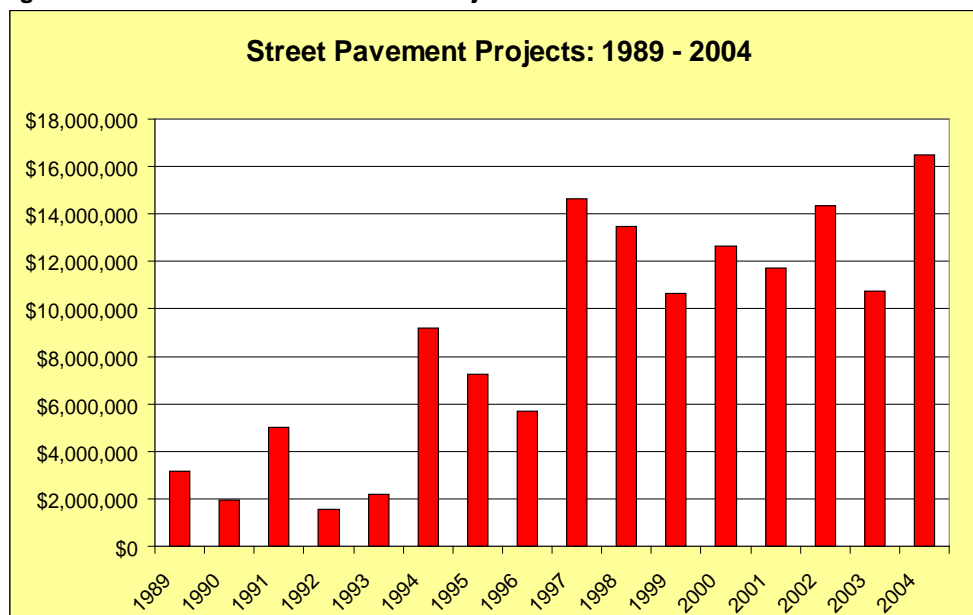
Transportation Funding Sources

The City of Fort Wayne funds its transportation network through a variety of revenue sources, including auto and commercial vehicle excise taxes, the County Option Income Tax (COIT) and County Economic Development Income Tax (CEDIT), a Fuel Tax, a Wheel Tax and property taxes. Additional special funds, such as TIF, business improvement district funds, and parking meter payments and fines.

Roadway Construction and Maintenance

Funding for road construction is increasing rapidly, as indicated by three different analyses. First, Figure 15 below shows the growth in street pavement projects.

Figure 15. Growth in Street Pavement Projects: 1989-2004



Source: City of Fort Wayne

A second way to analyze growth in road projects is to look at construction costs within the context of overall departmental costs. According to a city tabulation of multi-year transportation costs, Fort Wayne spent about \$10.5 million on maintenance, repair, construction, reconstruction, and general project costs in 1993, including about \$3 million in salaries for road-related departments. By 2006, the total was \$26.7 million, with \$5 million in salaries. Construction costs increased by two and a half times while personnel costs only increased by two-thirds during the same period.

A third way to look at road construction. Projects using federal highway funds consumed a total of \$28 million¹⁶ during the twelve years 1994 through 2005. About 80% of the \$28 million was federal, with a 20% local match. Projects underway since 2003 and anticipated to run through 2010 (seven years) are estimated to cost \$48 million in combined federal and local dollars.

In addition to the cost of new highway construction, It is important to note that every new road presents a

long term obligation for maintenance and repair.

Bicycle and Pedestrian Investments

The City of Fort Wayne provided a great deal of data on actual expenditures for this review. It is obvious that staff in the Department of Public Works is closely monitoring, and duly recording how much and where funding is spent. They are analyzing data, using charts and graphs to show trends and helping to plan for the future. Data and expenditures can actually be tracked for almost two decades in the existing data base. However, the aggregated categories of expenditures have not been updated in many years. The database tracks expenditures beginning in 1989, two years before federal transportation law shifted from auto-only to multi-modal funding. Without specifically tracking bicycle and pedestrian investments, it is virtually impossible to evaluate Fort Wayne’s progress in meeting the needs of citizens who walk or bike, modes which have been vigorously promoted by transportation officials and health officials nationwide in recent years.

Figure 16. Total Fort Wayne Transportation Expenditures

	2000	2001	2002	2003	2004	2005	2006	Total	% Share
Street reconstruction	\$6,275,405	\$4,095,163	\$6,781,561	\$6,583,622	\$5,062,225	\$4,087,657	\$4,342,186	\$37,227,820	35.5%
Street resurfacing	\$5,930,841	\$7,467,939	\$7,672,997	\$3,927,021	\$4,308,816	\$3,443,548	\$1,977,059	\$34,728,220	33.1%
Curb and Walk projects	\$1,918,365	\$2,731,945	\$3,168,869	\$1,632,376	\$1,461,437	\$2,089,642	\$1,463,759	\$14,466,393	13.8%
Street lighting projects	\$590,585	\$282,303	\$335,320	\$307,809	\$230,970	\$480,567	\$233,484	\$2,461,039	2.3%
Federal contributions, reconstruction	\$195,996	\$108,406	\$1,928,695	\$314,376	\$40,670	\$6,037,339	\$811,414	\$9,436,896	9.0%
Other (drainage, trees, parks, etc)	\$313,426	\$1,144,016	\$985,352	\$1,080,219	\$710,168	\$955,512	\$1,401,483	\$6,590,176	6.3%
Total spending	\$15,224,619	\$15,829,772	\$20,872,795	\$13,845,424	\$11,814,286	\$17,094,265	\$10,229,383	\$104,910,544	100.0%

As can be seen, almost 14% of transportation funds went to “Curb and Walk Projects” in the seven years from 2000 to 2006. However, this category is ambiguous. It could mean drainage projects, curbs without sidewalks, or full sidewalk coverage. Similarly, lighting can be good for pedestrians and cyclists, but depending on the style, height and illumination area, it may only facilitate highway travel. There is no indication in the totals of any bicycle-friendly investments, although other sources do show expenditures for trails. There is no indication of investment for on-street cycling, bicycle racks or any other urban bicycle uses (although Citilink’s buses are all equipped with bicycle racks).

Transit Investment

While Fort Wayne provides property tax support to its transit system, Citilink, it is still funded at levels below other transit systems in Indiana. Between 40% and 50% of total revenues for Citilink come from the city. Transit funding, however, is growing at a much slower rate than highway funding. NIRCC provides a comprehensive picture over time of actual transit expenditures in “Section VI. Transit Projects and Financial Analysis of the Transportation Improvement Program: 2008-2011”.¹⁷ This table is reproduced in Figure 17 because it is the best overall picture of Citilink’s financial status. The totals are somewhat higher than the transit information in the appendices, because the latter do not include farebox revenue.

Figure 17. Total Operating and Non-Operating Revenue Applied to Services (1995-2006)

Year	Federal	State PMTF	Local Taxes	Farebox Special Event & Misc.	Total
1996	\$500,447	\$1,436,398	\$2,389,978	\$1,254,871	\$5,581,694
1997	\$701,445	\$1,408,404	\$2,508,713	\$1,272,178	\$5,890,740
1998	\$972,844	\$1,513,909	\$2,788,393	\$1,217,071	\$6,492,217
1999	\$450,000	\$1,470,039	\$2,868,206	\$1,194,188	\$5,981,433
2000	\$495,000	\$1,342,657	\$2,962,935	\$1,454,867	\$6,255,459
2001	\$790,260	\$1,281,195	\$2,849,297	\$1,196,587	\$6,117,339
2002	\$877,773	\$1,253,129	\$2,982,970	\$1,176,136	\$6,290,008
2003	\$969,011	\$1,388,329	\$3,167,311	\$1,266,390	\$6,751,041
2004	\$970,396	\$1,485,584	\$3,998,275	\$1,172,932	\$7,627,187
2005	\$1,427,315	\$1,503,228	\$4,261,370	\$1,229,952	\$8,421,865
2006***	\$1,780,986	\$1,644,210	\$4,432,444	\$1,391,687	\$9,249,327

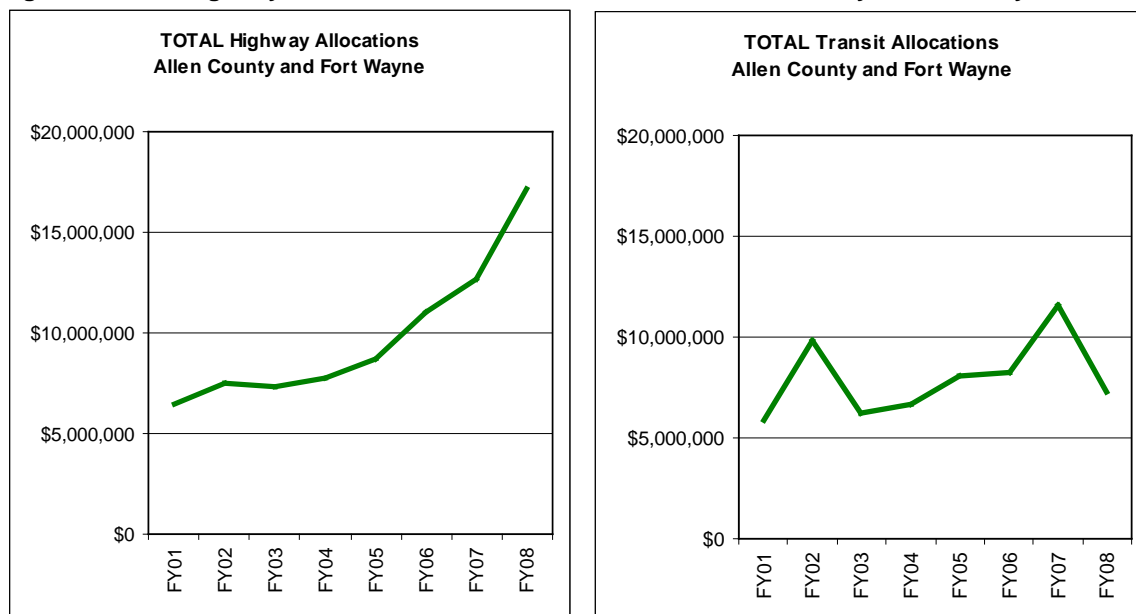
Public Safety

In considering the real cost of transportation to a city, the cost of enforcement and incident response should also be given at least passing mention. Of the \$95.3 million Fort Wayne spent in 2005 for Public Safety, \$40 million was provided for police services. The U.S. Department of Justice reports that 40% of police contacts with the public are traffic stops and another 12% are responses to traffic crashes. In other words, over 50% of police time is consumed by traffic enforcement and incident management.¹⁸ That represents another \$20 million in highway-related expenses in 2005

Highway and Transit Trends

The graphs below show the trend lines for highway and transit investment in Fort Wayne/Allen County. The fact that transit spending is relatively flat while highway spending is increasing means that Fort Wayne's transportation choices are becoming narrower and less sustainable over time.

Figure 18. Total Highway Allocations vs. Transit Allocations for Allen County and Fort Wayne¹⁹



Both spikes in transit funding were caused by larger capital contributions from the FTA in FY02 and FY07.

The MPO and its Role in Coordinating Transportation Plans

The Northeastern Indiana Regional Coordinating Council (NIRCC) is the Metropolitan Planning Organization (MPO), for Allen County and is also the agency designated by the Governor to guide regional planning for Adams, Allen, DeKalb, and Wells Counties.

Based on data from NIRCC, several general observations can be made.²⁰ The region expected total transportation funding to increase rapidly, from under \$30 million in Fiscal Year 2001 (FY01) to over \$47 million in FY08.²¹ However, in each of those years, one-third or more of the total NIRCC projected fundings in state-wide Surface Transportation Program and Minimum Guarantee funds dedicated to Indiana communities of under 5,000 population. Moreover the State of Indiana, not NIRCC, has control over the balance. In contrast, the actual federal and local funding, for which NIRCC is actually accountable, ranged from \$12.3 million in FY01 to \$29.7 million in FY07. Projects that are totally funded by the Indiana Department of Transportation are not shown in the TIP, which means the public can not go to one source for an overview of all transportation projects in the region.

An additional problem in trying to understand the region's transportation funding is that the TIP offers projected highway costs, but not actual costs. Until the most recent federal transportation funding bill was signed in 2005, there was no requirement that MPOs report what was actually spent. The first actual figures available for NIRCC appear to show that \$26.3 million was actually spent in the year ending June 30, 2007. In future years, the public will be provided with an accounting of actual expenditures, now that federal transportation law requires an Annual Listing of Obligated Projects.

Tracking the disposition of state funds in Allen County is more difficult than it should be. The MPO does not list road projects in the TIP that are paid for exclusively by state funds. The projects are primarily resurfacing work on state highways and US routes. INDOT has built no new roads in Allen County in fiscal years 2000-2008; all projects were resurfacing and repair projects. However, in FY09, INDOT will begin a project to completely rebuild US24 from I-469 to the Ohio State Line, using some existing alignment and some new.²²

The state of Indiana is a conduit for federal dollars and also allocates state dollars to Fort Wayne. The state fuel tax has provided between \$8 and \$11.8 million to the city annually since 2003. The state also provides Public Mass Transportation Funds to Citilink. According to Indiana Public Transit Annual Report, the PMTF provided \$1.6 million in 2006, or 18% of Citilink's funds for that year. Earlier annual reports show similar amounts of support, with small increases for inflation.

Indiana imposes caps on local taxing authority. At the time of this report, the Indiana Senate, House and Governor are vigorously debating the merits of converting these caps from laws to a constitutional prohibition. The difficult task of funding transportation will only become more difficult if the state further institutionalizes tax caps.

Recommendations

General Recommendations

1. **Funding Transparency:** The MPO needs to proactively share information with the public by adopting a new policy of funding transparency. Information on funding decisions – where most policy decisions get implemented – is very difficult to track. The MPO needs to clearly present all of the public transportation funding available for the region.
2. **Citizen Participation:** Since 1991, federal transportation law has required citizen participation in regional transportation planning and decision making. Without information on funding, citizens can't understand the priorities of the MPO, much less influence them.
3. **Balanced Transportation Funding:** With active citizen participation, the MPO needs to move toward more balanced transportation funding of all types of mobility – walking, cycling, transit, as well as highways – so as to maximize citizens' transportation options. The first priority should be a systematic review of CMAQ funding and evaluation of more balanced uses.

In addition, CNT makes the following specific recommendations for the City of Fort Wayne and the Northeastern Indiana Regional Coordinating Council:

Recommendations for the City of Fort Wayne

1. **Parking Fees:** Parking fees were lower in 2007 than in 2002. Raising parking fees is an opportunity for new revenue that is 1) not subject to tax caps, 2) offers a fair way to equalize traveler costs between driving and transit, and 3) creates a fair market value for a commodity that is currently subsidized unwittingly by the public. Parking fees might be dedicated to transit and other uses that expand transportation choice.
2. **Walking:** The City of Fort Wayne needs to separate pedestrian from vehicular categories (“Curbs and Walks”) in budgeting and in reporting on actual expenditures. And the City of Fort Wayne should set an explicit budget target for pedestrian improvements, and monitor performance and conduct aggressive encouragement and education campaigns.
3. **Bicycling:** The City should separate bicycle infrastructure from roadway expenses in its budget and set an explicit budget target for bicycle improvements. The City should set a target for the miles of trails, miles of on-street striping and number of bike-parking units installed, and monitor performance and conduct aggressive encouragement and education campaigns.

Recommendations for Northeastern Indiana Regional Coordinating Council (NIRCC) in cooperation with the City of Fort Wayne

1. **Air Quality:** NIRCC should use CMAQ money exclusively to address air quality issues.
2. **Safety:** Safety funding should be targeted to protecting the most vulnerable travelers from vehicular impacts instead of being used to fund large highway projects on the fringes of the region.
3. **Comprehensive Planning:** Projects funded wholly by the Indiana Department of Transportation should be shown in the NIRCC Transportation Improvement Plan (TIP) so that the public can view the full range of projects in the region. Projects funded by CEDIT or COIT funds should also be listed in the TIP for the sake of transparency.
4. **Bicycle & Pedestrian Mobility:** The Bicycle & Pedestrian “plan” seems to be little more than a map. NIRCC needs to increase its commitment to and focus on bicycle and pedestrian improvements.

5. **Transit and Highway Funding Reporting:** The format used by NIRCC to report transit expenses (actual) in the annual TIP is much more comprehensive than highway expense reporting. In the past there was no comparable accounting for highway expenditures. The Annual Listing of Obligated Projects now required by the Federal Highway Administration and should make tracking highway spending easier in the future. As a matter of policy NIRCC should try to make all funding as transparent as possible.
6. **Planning Best Practice:** NIRCC's TIP does a better than average job of mapping the projects that it is recommending so that citizens can understand them. However, the organization of the TIP could be improved to increase its usefulness as a decision-making tool.

Metropolitan Planning Organization Best Practice for Transportation Improvement Plans

Several MPOs have been noted for producing Transportation Improvement Plans that are easy for the public to digest and use. Examples include:

Delaware Valley Regional Planning Commission

<http://www.dvrpc.org/asp/pubs/reports/07010.pdf>

Metropolitan Transportation Commission (San Francisco)

"Fund Management System," a searchable online database for projects.

<http://www.mtc.ca.gov/funding/tip/>

North Jersey

<http://www.njtpa.org/Project/TIP/Default.aspx>

Miami (Ohio) Valley

Uses TELUS, a free software system developed by the US Department of Transportation.

<http://www.mvrpc.org/tr/tiphome.php>

More info on TELUS

<http://www.telus-national.org/>

Endnotes

- 1 Charts are based on projected allocations in the Transportation Improvement Plans (TIP) for FY 2000-FY 2008, which were the only figures available over a multiyear period for all implementers. The appearance of a peak in transit funding in 2007 is misleading because the \$1.6 M requested for hybrid options for bus replacements was not received.
- 2 Center for Transit Oriented Development and Center for Neighborhood Technology, *The Affordability Index: A New Tool for Measuring the True Affordability of a Housing Choice*, 2006, The Brookings Institution Market Innovation Brief.
- 3 The federal fiscal year is from July 1 – June 30, so FY01 would have ended on June 30, 2001.
- 4 The reason for introducing this flexible standard is the recognition that the national highway system is essentially “complete.” The challenge now is to increase the users of the highway system, without increasing congestion, a goal that can only be met by increasing options to private vehicle travel.
- 5 The project names and dollar amounts were obtained from NIRCC. Percentages were calculated for this report.
- 6 The previous paragraph pointed out that only one-third of CMAQ funds were spent. The reason the percentage shown here is significantly less than 33% is because the total for these proposed funds is larger than the \$1,775,000 received in FY07. Unspent money from FY07 is included in the total of \$2,271,880.
- 7 To complicate the reporting of transportation expenditures, these Transportation Enhancement funds do not appear in some of the tables elsewhere in the document, and are in addition to total figures cited. Transportation Enhancement funds have often been distributed sporadically rather than annually.
- 8 <http://www.in.gov/indot/6090.htm>. The total is more than \$2 million dollars.
- 9 Universal design means to routinely design for all users, including elderly, children, people with disabilities, parents with strollers, etc. It is an integrated approach rather retrofitting a single curb with a wheelchair ramp.
- 10 http://www.agecon.purdue.edu/crd/localgov/Second%20Level%20pages/topic_localgov_overview.htm
- 11 <http://www.nirpc.org/2030/6B%20Options%20for%20Increased%20Funding.pdf>, page 6-3
- 12 http://www.ci.ft-wayne.in.us/index.php?option=com_content&task=view&id=1183&Itemid=634
- 13 http://www.agecon.purdue.edu/crd/localgov/Second%20Level%20pages/topic_localgov_overview.htm
- 14 <http://www.in.gov/legislative/bills/2008/PDF/FISCAL/HB1245.002.pdf>, page 3.
- 15 <http://www.journalgazette.net/apps/pbcs.dll/article?AID=/20071209/LOCAL/712090367/1002/LOCAL>.
- 16 One project was a pedestrian bridge at Wells Street for \$626,000, rather than a highway project.
- 17 The federal share shown in TIP Table 5 differs from the federal contribution shown elsewhere because this is a subset – “capitalization of maintenance costs and support for complimentary transit service costs”.
- 18 Bureau of Justice Statistics Special Report, *Contacts between Police and the Public*, 2005, <http://www.ojp.usdoj.gov/bjs/pub/pdf/cpp05.pdf>
- 19 See Endnote 1
- 20 The MPO plays an important but obscure role in most regions. Fort Wayne is no exception to that rule of thumb. NIRCC tends to operate quietly, in the background, and consequently has not developed a habit of preparing transparent documents for public review.
- 21 Unless otherwise noted all figures are from the annual Transportation Improvement Plan (TIP) NIRCC approves each year. The TIP is a list of projects that are planned or in various stages of implementation. Many projects are shown in a TIP for multiple years, from engineering stages through completion.
- 22 This information comes from Ben Schafer at the Fort Wayne INDOT District office and from an October 3, 2007 online legal notice about the project.

Appendix A

Aggregated Annual Transportation Improvement Program (TIP) Estimates

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08
STP/MG (>200,000)	\$5,503,931	\$5,887,168	\$5,838,071	\$5,838,071	\$5,838,071	\$5,552,245	\$6,470,880	\$5,780,000
STP (<5,000)	\$11,354,514	\$14,997,884	\$14,975,392	\$14,975,392	\$14,975,392	\$14,975,392	\$14,975,392	\$14,975,392
MG (<5,000)	\$6,234,095	\$4,049,664	\$3,500,730	\$3,500,730	\$3,500,730	\$3,500,730	\$5,219,265	\$7,836,265
BRZ, BHZ, BRZ-NBIS								
Bridge								
HSIP							\$495,880	\$519,135
HES					\$430,000	\$430,000	\$2,087,000	\$1,550,000
CMAQ						\$784,619	\$1,774,960	\$1,747,575
FTA	\$1,463,860*	\$4,506,969	\$1,207,662	\$1,207,662	\$2,301,619	\$2,301,619	\$4,824,397	\$764,800
TOTAL Fed	\$24,556,400	\$29,441,685	\$25,521,855	\$25,521,855	\$27,045,812	\$27,544,605	\$35,847,774	\$33,173,167
Matches								
Allen County	\$822,000	\$826,952	\$950,000	\$237,500	\$1,180,000	\$1,371,000	\$4,838,000	\$3,775,000
Fort Wayne	\$162,500	\$820,000	\$237,500	\$1,441,800	\$995,000	\$2,720,000	\$1,829,800	\$3,412,100
Operating	\$4,192,300	\$4,288,475	\$4,719,670	\$5,110,157	\$5,294,952	\$5,797,400	\$5,480,826	\$6,298,933
Capital	\$197,500	\$1,002,733	\$301,915	\$379,763	\$459,800	\$123,000	\$1,248,400	\$191,200
New Haven	\$0		\$320,000	\$213,000	\$230,000	\$172,500	\$40,000	\$372,100
TOTAL Local	\$5,374,300	\$6,938,160	\$6,529,085	\$7,382,220	\$8,159,752	\$10,183,900	\$13,437,026	\$14,049,333
TOTAL All	\$29,930,700	\$36,379,845	\$32,050,940	\$32,904,075	\$35,205,564	\$37,728,505	\$49,284,800	\$47,222,500

* The \$1,463,860 is shown as \$1,463,8601 on the original data sheet

This data was tabulated from hard copies for each fiscal year. These are estimated expenditures. There are no published reports of actual expenditures before Fiscal Year 2007.

According to Dan Avery, the executive director of NIRCC, the categories STP (<5000) and MG (<5000) are allocations that are spread across the whole state by the Indiana Department of Transportation.

Appendix B

Aggregated Annual Transportation Improvement Program Estimates without Surface Transportation Program and Minimum Guarantee Funds for Indiana communities under 5,000 population

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08
STP/MG (>200,000)	\$5,503,931	\$5,887,168	\$5,838,071	\$5,838,071	\$5,838,071	\$5,552,245	\$6,470,880	\$5,780,000
STP (<5,000)								
MG (<5,000)								
BRZ, BHZ, BRZ-NBIS								
Bridge								
HSIP							\$495,880	\$519,135
HES					\$430,000	\$430,000	\$2,087,000	\$1,550,000
CMAQ						\$784,619	\$1,774,960	\$1,747,575
Allen County	\$822,000	\$826,952	\$950,000	\$237,500	\$1,180,000	\$1,371,000	\$5,480,826	\$3,775,000
Fort Wayne	\$162,500	\$820,000	\$237,500	\$1,441,800	\$995,000	\$2,720,000	\$1,829,800	\$3,412,100
New Haven	\$0		\$320,000	\$213,000	\$230,000	\$172,500	\$40,000	\$372,100
	\$6,488,431	\$7,534,120	\$7,345,571	\$7,730,371	\$8,673,071	\$11,030,364	\$18,179,346	\$17,155,910
FTA	\$1,463,860*	\$4,506,969	\$1,207,662	\$1,207,662	\$2,301,619	\$2,301,619	\$4,824,397	\$764,800
Operating	\$4,192,300	\$4,288,475	\$4,719,670	\$5,110,157	\$5,294,952	\$5,797,400	\$5,480,826	\$6,298,933
Capital	\$197,500	\$1,002,733	\$301,915	\$379,763	\$459,800	\$123,000	\$1,248,400	\$191,200
	\$5,853,660	\$9,798,177	\$6,229,247	\$6,697,582	\$8,056,371	\$8,222,019	\$11,553,623	\$7,254,933
TOTAL All	\$12,342,091	\$17,332,297	\$13,574,818	\$14,427,953	\$16,729,442	\$19,252,383	\$29,732,969	\$24,410,843

* The \$1,463,860 is shown as \$1,463,8601 on the original data sheet

Removing the STP and MG (<5000) figures gives a more accurate picture of the federal and local dollars available to the region.

Appendix C

Aggregated Annual Transportation Improvement Program Estimates - Federal Funds Only

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08
STP/MG (>200,000)	\$5,503,931	\$5,887,168	\$5,838,071	\$5,838,071	\$5,838,071	\$5,552,245	\$6,470,880	\$5,780,000
STP (<5,000)								
MG (<5,000)								
BRZ, BHZ, BRZ-NBIS								
Bridge								
HSIP							\$495,880	\$519,135
HES					\$430,000	\$430,000	\$2,087,000	\$1,550,000
CMAQ						\$784,619	\$1,774,960	\$1,747,575
	\$5,503,931	\$5,887,168	\$5,838,071	\$5,838,071	\$6,268,071	\$6,766,864	\$10,828,720	\$9,596,710
	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08
FTA	\$1,463,860	\$4,506,969	\$1,207,662	\$1,207,662	\$2,301,619	\$2,301,619	\$4,824,397	\$764,800
TOTAL Federal	\$5,503,931	\$5,887,168	\$5,838,071	\$5,838,071	\$6,268,071	\$6,766,864	\$10,828,720	\$9,596,710

* The \$1,463,860 is shown as \$1,463,8601 on the original data sheet

Appendix D

Congestion Mitigation and Air Quality Improvement Program

Excerpts from: The Congestion Mitigation and Air Quality (CMAQ) Improvement Program under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Interim Program Guidance October 31, 2006

II. PROGRAM PURPOSE

The purpose of the CMAQ program is to fund transportation projects or programs that will contribute to attainment of maintenance of the national ambient air quality standards (NAAQS) for ozone, carbon monoxide (CO) and particulate matter (PM).

The CMAQ program supports two important goals of the Department of Transportation: improving air quality and relieving congestion. While these goals are not new elements of the program, they are strengthened in a new provision added to the CMAQ statute by SAFETEA-LU, establishing priority consideration for cost-effective emission reduction and congestion mitigation activities when using CMAQ funding.

Reducing pollution and other adverse environmental effects of transportation projects and transportation system inefficiency have been long-standing objectives of the Department of Transportation. The strategic plans for the Department of Transportation and for the Federal Highway Administration both include performance measures specifically focused on reducing air pollution from transportation facilities. The CMAQ program provides funding for a broad array of tools to accomplish these goals. By choosing to fund a CMAQ project, a State or local government can improve air quality and make progress towards achieving attainment status and ensuring compliance with the transportation conformity provisions of the Clean Air Act.

Reducing congestion is also a key objective of the Department of Transportation, and one that has gained increasing attention in the past several years. The cost of congestion, which negatively affects the U.S. economy, quality of life, and air quality, has risen dramatically in the last 25 years despite record levels of transportation investment. Some economists estimate that the overall cost of congestion to the U.S. economy approaches \$200 billion a year. As a result, the Secretary of Transportation recently issued a National Strategy to Reduce Congestion on America's Transportation Network that aims to meaningfully reduce the economic and social costs of congestion on our nation's highways and in other transportation facilities. This strategy can be found at: <http://www.fhwa.dot.gov/environment/cmaqpgs/index.htm>.

Since congestion relief projects also reduce idling, the negative emissions impacts of "stop and go" driving, and the number of vehicles on the road, they have a corollary benefit of improving air quality. Based on their emissions reductions, these types of projects, including investments in improved system pricing and operations are eligible for CMAQ funding. The Department believes State and local governments can simultaneously reduce the costly impacts of congestion while also improving air quality.

Appendix E

Glossary

BHZ, BRZ and BRZ-NBIS – Bridge Rehabilitation, Replacement and Inspection (Federal Funds)

Funds allocated exclusively for bridge work

CMAQ – Congestion Mitigation and Air Quality (Federal Funds)

Funds used by State Departments of Transportation, MPOs, and transit agencies to invest in projects that reduce criteria air pollutants regulated from transportation-related sources.

CSS – Context Sensitive Solutions

Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist.

CEDIT – County Economic Development Income Tax

CEDIT is imposed on the adjusted gross income tax of residents or non-residents who work in the county and live in a county that does not impose a similar local tax.

COIT – County Option Income Tax

COIT is assessed on the adjusted gross income tax of individuals who reside in the taxing county or individuals whose principal place of business or employment is in the taxing county, provided that person's county of residence does not impose a similar local option tax.

EB – Equity Bonus (Federal Funds)

The Equity Bonus provides funding to States based on equity considerations. These include a minimum rate of return on contributions to the Highway Account of the Highway Trust Fund, and a minimum increase relative to the average dollar amount of apportionments under previous transportation funding law. Selected States are guaranteed a share of apportionments and High Priority Projects not less than the State's average annual share under the previous funding law. This program replaces the earlier law's Minimum Guarantee program. (FHWA Website)

FHWA – Federal Highway Administration

The division of the U.S. Department of Transportation that funds and oversees highway construction and maintenance.

FTA – Federal Transit Administration

The division of the U.S. Department of Transportation that funds and oversees transit construction and maintenance.

HES – Hazard Elimination and Safety (Federal Funds)

Hazard Elimination funds existed under the previous federal funding bill and were used for safety projects.

HPP – High Priority Project

A congressional "earmark" allocating funds to a specific project.

HSIP – Highway Safety Improvement Program (Federal Funds)

Highway Safety Improvement funds expand the federal highway safety program under the current federal transportation bill.

MPO – Metropolitan Planning Organization

A regional policy body, required in urbanized areas with populations over 50,000, and designated by local

officials and the governor of the state. Responsible in cooperation with the state and other transportation providers for carrying out the metropolitan transportation planning requirements of federal highway and transit legislation

MG – Minimum Guarantee (Federal Funds)

The Minimum Guarantee provided funding to States based on equity considerations, under previous transportation funding bills. These include specific shares of overall program funds and a minimum return on contributions to the Highway Account of the Highway Trust Fund.

NIRCC – Northeastern Indiana Regional Coordinating Council

NIRCC is the MPO for Fort Wayne and Allen County

PMTF - Public Mass Transportation Funds (State Funds)

State funds for transit systems in Indiana, including large fixed route systems like Fort Wayne's and rural systems.

SR2S – Safe Routes to School (Federal Funds)

The purpose of this program is to enable and encourage children, including those with disabilities, to walk and bicycle to school; to make walking and bicycling to school safe and more appealing, and to facilitate the planning, development and implementation of projects that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

STP – Surface Transportation Program (Federal Funds)

Federal-aid highway funding program that funds a broad range of surface transportation capital needs, including many roads, transit, sea and airport access, vanpool, bike, and pedestrian facilities.

TIF – Tax Increment Financing (local taxing district)

In Indiana, TIFs allow local economic development officials to collect the property tax revenue attributable to increased assessed value resulting from new investments within a designated area (the TIF District). Once a TIF District is established, new revenue accrues to the redevelopment district rather than traditional taxing units.

TE – Transportation Enhancement (Federal Funds)

Transportation Enhancement activities are a sub-component of the Surface Transportation Program (STP), with the purpose of providing innovative opportunities to enhance and contribute to the transportation system. Approved TE projects include pedestrian and bicycle projects, scenic, historic, environmental and archeological projects and transportation museums.

Definitions for federal programs were taken from various FHWA websites.