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**BILL NO. R-13-09-05 (AS AMENDED AS AMENDED)**

**RESOLUTION NO. R-97-13**

**A RESOLUTION APPROVING THE AMENDMENT OF FORT WAYNE'S COMPREHENSIVE PLAN, PLAN-IT-ALLEN, TO ADD "BUS FORT WAYNE: A PLAN TO ENHANCE PUBLIC TRANSIT."**

**WHEREAS**, Common Council of the City of Fort Wayne adopted a Comprehensive Plan for the City of Fort Wayne (Plan-It-Allen), in accordance with the statutes of the State of Indiana; and

**WHEREAS**, On July 9, 2013, Common council adopted Resolution No. R-13-06-13 (As Amended), which initiated amendment of the Comprehensive Plan, Plan-It-Allen to adopt the Bus Fort Wayne Plan; and

**WHEREAS**, On August 12, 2013, the City of Fort Wayne Plan Commission invited and heard public comment related to Bus Fort Wayne plan; and

**WHEREAS**, On August 19, 2013 the City of Fort Wayne Plan Commission issued a do pass recommendation to the Common Council of the City of Fort Wayne.

**NOW THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF FORTWAYE, INDIANA:**

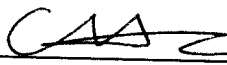
**SECTION 1.** That the amendment of the City of Fort Wayne's Comprehensive Plan, Plan-it-Allen, to include goals and policies, as amended by the Common Council, of "Bus Fort Wayne: A plan to Enhance Public Transit" is hereby approved.

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**SECTION 2.** That the Resolution shall be in full force and effect from and after its passage and any and all necessary approval by the Mayor.

  
\_\_\_\_\_  
Council Member

APPROVED AS TO FORM AND LEGALITY

  
\_\_\_\_\_  
Carol Helton, City Attorney

Public Hearing Date, if applicable \_\_\_\_\_

Read the first time in full and on motion by Councilman Russ Jehl

Read the second time by title and referred to the Regulations

Committee. Read the third time in full and on motion by Councilman Jehl, placed on passage by the following vote:

	<u>AYES</u>	<u>NAYS</u>	<u>ABSTAINED</u>	<u>ABSENT</u>
<u>TOTAL VOTES</u>	<u>7</u>	<u>2</u>	_____	_____
BENDER	_____	<u>✓</u>	_____	_____
CRAWFORD	<u>✓</u>	_____	_____	_____
DIDIER	<u>✓</u>	_____	_____	_____
HARPER	<u>✓</u>	_____	_____	_____
HINES	_____	<u>✓</u>	_____	_____
JEHL	<u>✓</u>	_____	_____	_____
PADDOCK	<u>✓</u>	_____	_____	_____
SHOAFF	<u>✓</u>	_____	_____	_____
SMITH	<u>✓</u>	_____	_____	_____

DATED: 10-22-13 Sandra E. Kennedy  
SANDRA E. KENNEDY, CITY CLERK

Passed and adopted by the Common Council of the City of Fort Wayne, Indiana, as (ANNEXATION) (APPROPRIATION) (GENERAL) (SPECIAL) (ZONING) ORDINANCE (RESOLUTION) NO. R-97-13 on the 22 day of October, 2013

ATTEST:  
Sandra E. Kennedy  
SANDRA E. KENNEDY,  
CITY CLERK

T. Homer F. Didier  
PRESIDING OFFICER

Presented by me to the Mayor of the City of Fort Wayne, Indiana, on the 24<sup>th</sup> day of October, 2013, at the hour of 10:30 o'clock A.M. E.S.T.

Sandra E. Kennedy  
SANDRA E. KENNEDY, CITY CLERK

Approved and signed by me this 24<sup>th</sup> day of October 2013, at the hour of 4:30 o'clock PM E.S.T.

Thomas C. Henry  
THOMAS C. HENRY, MAYOR

**BILL NO. R-13-09-05 (as amended) (*as amended*)**

**RESOLUTION NO. \_ \_**

**A RESOLUTION APPROVING THE AMENDMENT OF  
FORT WAYNE'S COMPREHENSIVE PLAN, PLAN-IT-ALLEN,  
TO ADD "BUS FORT WAYNE: A PLAN TO  
ENHANCE PUBLIC TRANSIT."**

**WHEREAS**, Common Council of the City of Fort Wayne adopted a Comprehensive Plan for the City of Fort Wayne (Plan-It-Allen), in accordance with the statutes of the State of Indiana; and

**WHEREAS**, On July 9, 2013, Common council adopted Resolution No. R-13-06-13 (As Amended), which initiated amendment of the Comprehensive Plan, Plan-It-Allen to adopt the Bus Fort Wayne Plan; and

**WHEREAS**, On August 12, 2013, the City of Fort Wayne Plan Commission invited and heard public comment related to Walk Fort Wayne plan; and

**WHEREAS**, On August 19, 2013 the City of Fort Wayne Plan Commission issued a do pass recommendation to the Common Council of the City of Fort Wayne.

**NOW THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL  
OF THE CITY OF FORTWAYE, INDIANA:**

**SECTION 1.** That the amendment of the City of Fort Wayne's Comprehensive Plan, Plan-it-Allen, to include goals and policies, **as amended by the Common Council**, of "Bus Fort Wayne: A plan to Enhance Public Transit" is hereby approved.

**SECTION 2.** That the Resolution shall be in full force and effect from and after its passage and any and all necessary approval by the Mayor.

Council Member

**APPROVED AS TO FORM AND LEGALITY**

Carol Helton, City Attorney

10-23-13

Bus Fort Wayne Plan  
The Legislation Policy  
is not attached to  
ordinance it is still in  
draft form, according to Molly.  
I am sending Bruce Johnson  
e-mail and ask for a hard copy  
for Clerks files when finished.

Angie

DRAFT

[ A Plan to Enhance Citizen Mobility ]



R-13-09  
~~08~~

Hand out 9/17/13



**CITY OF FORT WAYNE, INDIANA**

Thomas Henry, Mayor

**COMMUNITY DEVELOPMENT**

John Urbahns, Director

**PLANNING & POLICY**

Pam Holocher, Deputy Director

**BUS FORT WAYNE PRIMARY PLANNING TEAM**

**Planning and Policy Staff**

Sherese Fortriede

Bruce Johnson

Paul Spoelhof

Tom Walls

**Northeastern Indiana Regional Coordinating Council (NIRCC)**

Matt Vondran, Transportation Planner

**Citilink (Fort Wayne Public Transportation Corporation)**

Betsy Kachmar, Assistant General Manager

**Countilink (Allen County Council on Aging)**

Jenni Showalter, Director

**SPECIAL THANKS TO:**

Jon Allmandinger, William & Wagner Advertising, Inc.

Andrew Downs, Mike Downs Center for Indiana Politics

Kent McDaniel, Executive Director, Indiana Transportation Association (ITA)

Mark Palmer, Citilink/ITA Lobbyist

**BUS FORT WAYNE ADVISORY TEAM,**

Dan Avery, Executive Director, Northeastern Indiana Regional Coordinating Council

Craig Berndt, Fort Wayne City Utilities, Development Services

Sheri Cavada, Citilink Board Member, Fifth Freedom

Sue Christman, Easter Seals Arc of NE IN

Rich Davis, Management Consultant, Northeastern Indiana Passenger Rail Association

Chris Dickson, Indiana Tech

Linda Duomo, AARP

Palermo Galindo, City of Fort Wayne Community Liaison

Phil Giacinta, State Representative District 80, City Utilities

Glyn Hines, Citilink Board Member, City Council Member

Dennis Hoop, Bus/Bike rider, Fort Wayne Chamber of Commerce

Ken Housden, General Manager, Citilink

Wendy James, League for the Blind and Disabled

Dennis Kruse, State Senator District 14

Elissa McCauley, Fort Wayne Economic Development

Nelson Peters, Allen County Commissioner

John Silcox, FW/AC Board of Health

John Stafford, Community Research Institute, IPFW

Curt Sylvester, AARP

John Wallace, Fort Wayne Redevelopment Department

Becky Weimerskirch, Community Transportation Network

Michelle Wood, Allen County Department of Planning

Beth Wyatt, Apartment Association of Fort Wayne

## TABLE OF CONTENTS

CHAPTER 1	Introduction and Overview	4
CHAPTER 2	Public Transit Network & Service	13
CHAPTER 3	Education and Outreach	21
CHAPTER 4	Legislation	27
CHAPTER 5	Implementation	32
<b>MAPS</b>		
Map 1.	Xxx	TBD
Map 2.	xxx	TBD
Map 3.	Xxx	TBD
Map 4.	Xxx	TBD
<b>APPENDIX</b>		
A:	Glossary of Terms	34
B:	Survey Results and Analysis	TBD
C:	Adopted Ordinance	TBD

**PHOTOS and GRAPHICS**  
All photos, charts and graphics courtesy of City of Fort Wayne except where noted.

# CHAPTER ONE:

## Introduction and Overview

### Purpose of the Plan

Bus Fort Wayne is a ten-year plan that lays the groundwork for establishing public transit as a preferred transportation choice for the Fort Wayne and Allen County community. The primary purpose of the Bus Fort Wayne Plan is to establish goals and policies to guide smart decision making for public transit, based on assessment of the current system, a determination of how we want the system to evolve, and the consequences of various options to get there.

Public Transit, as part of a well-balanced transportation system, has many positive impacts on the quality of community life, such as better health, improvements in air quality, less congestion, and financially through lower transportation costs. In addition, investments in public transit have been proven time and again in communities across the nation to result in a positive return on the investment.

Sustaining, improving, and growing Fort Wayne and Allen County's public transit system is vitally important to the overall health, economy, and overall quality of life for the community. The City of Fort Wayne is determined in its efforts to have a balanced transportation system, offering various and viable choices in modes of transportation for all citizens. As part of the implementation of Plan-it-Allen, the Allen County-Fort Wayne Comprehensive Plan, the City has developed a number of plans under the umbrella of an overall "Active Transportation" initiative. In addition to this Bus Fort Wayne Plan, the City has also adopted the Bike Fort Wayne Plan and the Walk Fort Wayne Plan. With a future Trails Fort Wayne Plan and the development of a Complete Streets ordinance, these plans represent a collective, shared community vision which promotes transportation options for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.

### Objectives of the Plan

Currently, our community's public transportation system primarily serves those who are considered to be transit dependent because they cannot afford a car or cannot drive. In order to establish public transit as a preferred transportation choice, the system must work to attract riders who make a conscious choice to use public transportation instead of their car.

In order to be effective long-term, improvements to the current public transit system must be done in a strategic, sustainable, and efficient manner. Acknowledging and planning for shifts in local demographics and rider preferences can help to increase the demand for quality transit services.

The scope of the Bus Fort Wayne Plan included several objectives in line with and in an effort to implement recommendations from the Plan-it Allen Plan. It was also essential that the scope included coordination with the previously approved Walk Fort Wayne and Bike Fort Wayne plans.

Another objective included the investigation and assessment of recent recommendations from other local transit-related plans, including the 2010 Citilink Transit Development Plan Update; the NIRCC 2030-II Transportation Plan; and the Coordinated Public Transit – Human Services Transportation Plan for Allen County. It was also important to conduct a peer review to compare Citilink to other similar Midwest transit systems, and to conduct a survey and focus group session of potential riders.

The following are the specific objectives of the Bus Fort Wayne Plan:

- To implement recommendations from the Fort Wayne / Allen County Comprehensive Plan, *Plan-it Allen!*
- To revisit recommendations from the 2010 Citilink Transit Development Plan Update.
- To revisit recommendations from the NIRCC 2030-II Transportation Plan.
- Coordinate with the update to the Coordinated Public Transit – Human Services Transportation Plan for Allen County.
- To conduct a peer review to compare Citilink to other similar public transit systems in the Midwest.
- To connect citizens to desired destinations through the use of public transit.
- To provide connectivity to bus stop locations so they are convenient and accessible to all users.
- To enhance high use bus stop locations with amenities and technology to improve the bus riding experience.
- To provide guidance on route design, route expansion, and increasing service to better meet the needs of existing and future riders.
- To investigate and evaluate service delivery options to determine cost effective delivery strategies that optimize ridership potential.
- To coordinate and interface with the Bike Fort Wayne and Walk Fort Wayne plans.
- To establish goals and policies to guide decision making for public transit.
- To better understand and define the development of a choice rider market.

- To present and translate education and communication strategies that will expand ridership among transit dependent and choice riders.
- To acknowledge and plan for a shift in demographics and preferences which have the potential to increase demand for quality transit services.

## **The Importance of Public Transit**

Public transit's broad reach extends to all of America's communities. Large and small, public transit systems help revitalize business districts, allows employers to tap into larger work forces, builds economic revenues and increases property values. On the national level, public transit supports our nation's goals and policies, including reducing our dependence on foreign oil, and providing critical response in emergencies. On an individual level, public transit saves money, and provides people with choices, freedom, and opportunity.

Public transit helps everyone - communities, families, students, senior citizens, persons with disabilities, and people without cars - as they seek to fulfill their personal and career goals, meet their daily needs, and maintain a high level of transportation independence. People – regardless of their ability to own or operate a car – need meaningful access to jobs, medical care, education, and other necessities.

### **Public Transit Helps Build a Strong Economy**

Transportation is the backbone of a strong and prosperous economy, and investments in public transit generate significant economic benefits. Investment in public transit is good for business. It is estimated that every dollar invested in public transit provides an approximate three dollar return on investment. In other words, every \$10 million in capital investment in public transit yields \$30 million in increased business sales, and every \$10 million in operating investment in public transit yields \$32 million in increased business sales. (*Public Transportation and the Nation's Economy: A Quantitative Analysis of Public Transportation's Economic Impact*. Washington: Cambridge Systematics, Inc., October 1999.)

### **Public Transit Creates and Sustains Employment**

Public transit is also good for both employees and their employers. In Indiana, the economic value of employment for workers without vehicles and reduced employee turnover is estimated at \$278 million. Public transit not only helps to maintain and create jobs, it also moves people to and from their jobs. Businesses located near public transit experience more employee reliability and less absenteeism and turnover. In addition, with public transit, employers of all types have a larger labor pool from which to choose.

### **Public Transit Enhances Personal Economic Opportunity**

Public transportation use lowers household expenses and frees up more income for other needs. Automobile expenses are considerable. In Allen County, combined transportation and housing expenses are excessive for two-thirds (2/3) of the County's households. Spending more than 45% of income and transportation expenses represents a real burden. Public transit can reduce that burden by saving a two-person household about \$10,000 per year in new discretionary income. (APTA).

### **Public Transit Provides Personal Mobility**

Public transit provides personal mobility and freedom for people from every walk of life. Access to transit gives people travel options to get to work, go to school, visit friends, or go to a doctor's appointment. Public transit is the primary mobility option for people who are unable to drive a car. Public transportation is the key to independent living for many people who are elderly or have a disability. With access to public transit, non-drivers can work, shop, or get medical care and enjoy a quality of life that is more equal to that of people with the ability to drive and the means to own a car.

### **Public Transit Protects the Environment; Improves Public Health**

Our car-centered transportation system has led to increases in pollution and poor air quality. Emissions from road vehicles are one of the largest contributors to smog, which leads to respiratory and other health diseases, increased health care costs, lost productivity, and poor environmental quality.

Indiana ranks near the bottom in the United States in environmental quality with four metro areas on the American Lung Association list for smog and ozone issues. Increasing the use of public transit instead of driving will not only decrease air pollution, it will reduce fossil fuel consumption. Public transit produces 95% less carbon monoxide, 90% fewer VOC's, and about half as much CO<sub>2</sub> and nitrogen oxide, per passenger mile, than private vehicles. Energy-related carbon dioxide emissions represent 82% of total human-produced greenhouse emission. ("Greenhouse Gases, Climate Change, and Energy." Washington: Energy Information Administration, 2003).

In addition, public transit users typically walk or ride a bicycle to and from bus stop locations, making bus ridership part of the "Active Transportation" initiative being undertaken and supported by Fort Wayne and the community in general. An overall, "active transportation" system encompassing sidewalks, bicycle infrastructure, trails, and the safe ability to access bus stops can only improve overall public health.

### **Public Transit Lowers Accident Rates**

It is well known that per mile the rates of accidents, and their resulting injuries and fatalities, is far less (a small fraction) for public transit vehicles as compared to the rates of crashes and accidents for other vehicles and private cars.

### **Public Transit Relieves Congestion**

Mobility, the freedom and ability to travel, has long been an important part of the American lifestyle. However, as more and more vehicles crowd our roadways, traffic congestion is having an increasingly debilitating effect on our quality of life. Public transit's role in reducing traffic congestion is significant. Throughout the country, including medium sized communities like Fort Wayne, public transit systems can help to reduce congestion, reduce travel times, and help to reduce the number of vehicles on our public roadways.

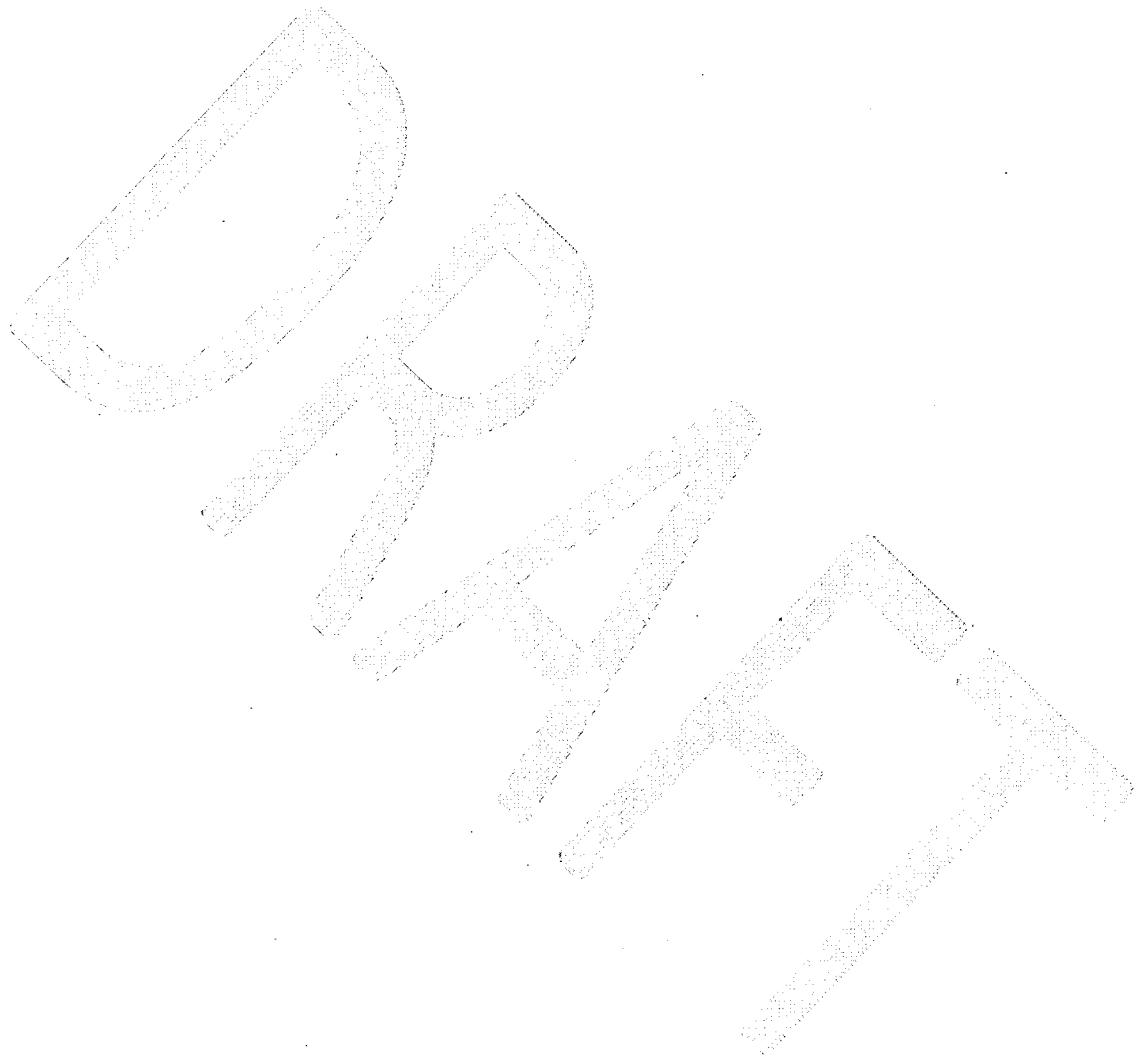
### **Public Transit Creates a Livable Urban Environment**

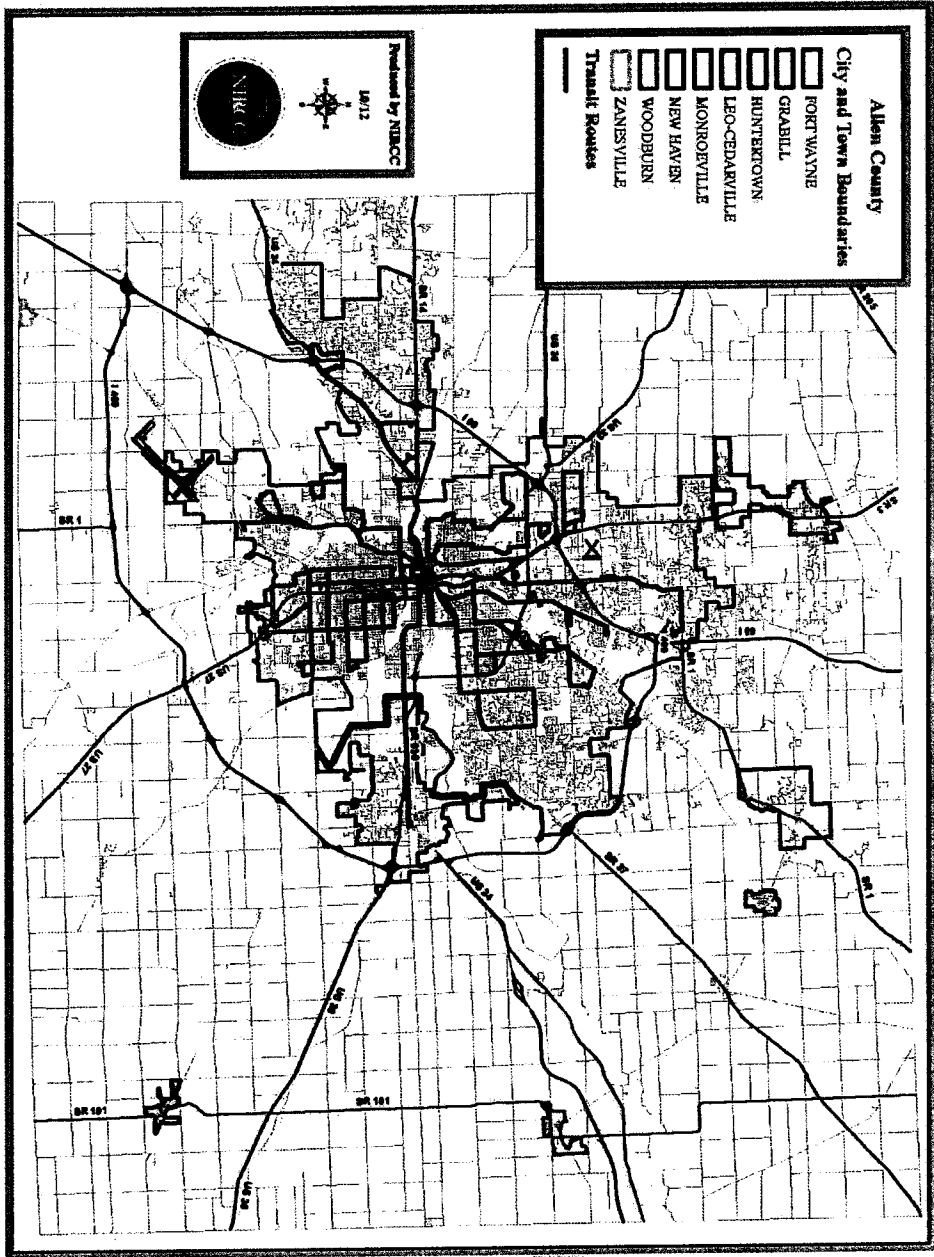
The presence of public transit makes for a more livable urban environment. When transit systems are in place, transit – oriented development can often occur near transit stations and along heavily used routes, increasing the density of housing, offices, stores, and services. This makes pedestrian access easy and reduces the need to drive a personal vehicle. The benefits of transit – oriented development and the resulting increase in urban density range from improved public safety to reduced energy consumption to the preservation of rural areas and open space.

Public transit fosters more livable communities and encourages neighborhood interaction. It encourages economic and social activities and helps create strong neighborhood centers that are safe, economically stable, and productive. When commuters ride public transit, or walk, contact with neighbors tends to increase, ultimately helping to bring a community or neighborhood together.

## **Current Public Transit Providers in Allen County**

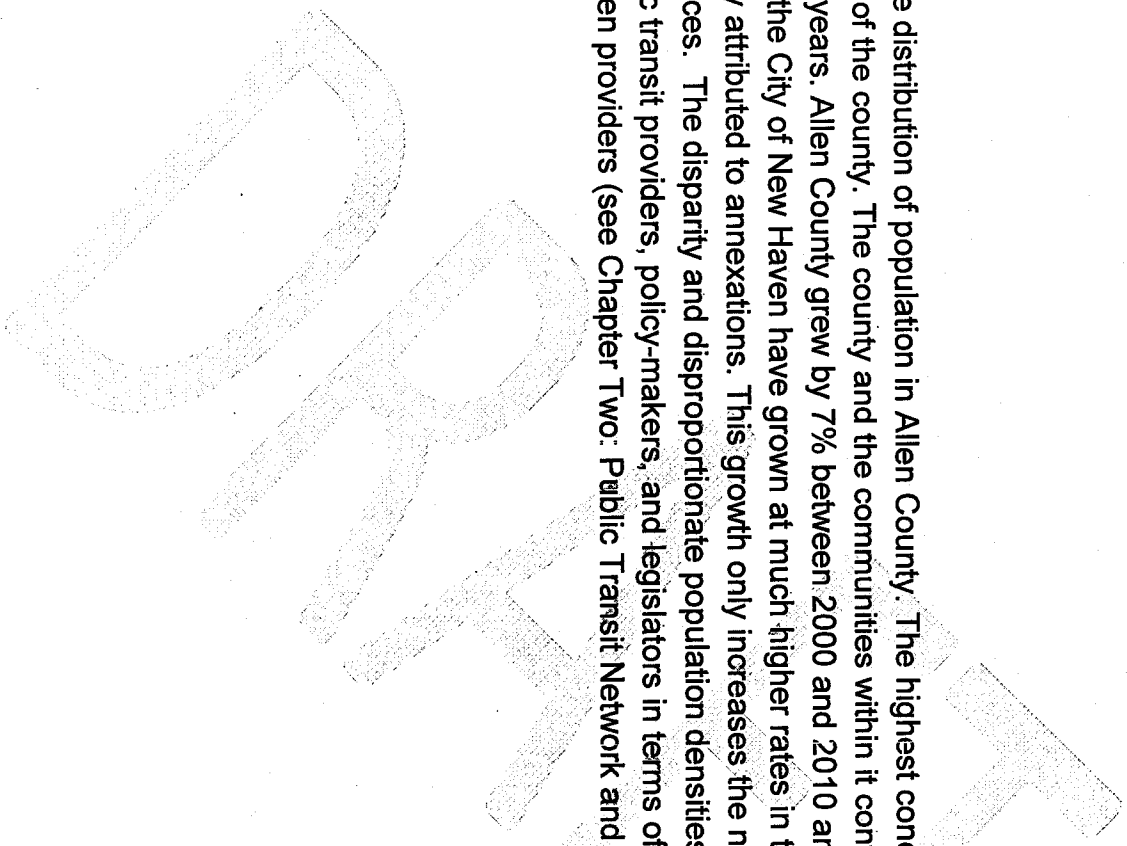
A variety of transportation services are available within Allen County through public, human service, and private transportation providers. Geographically, Allen County is the largest county in Indiana, with approximately 657 square miles. Allen County is also the third most populous Indiana County, with 355,329 individuals according to Census 2010. The large size of the County, along with various population densities, presents challenges in providing public transportation services. The following map illustrates the size and defines the boundaries of the cities and towns within Allen County.

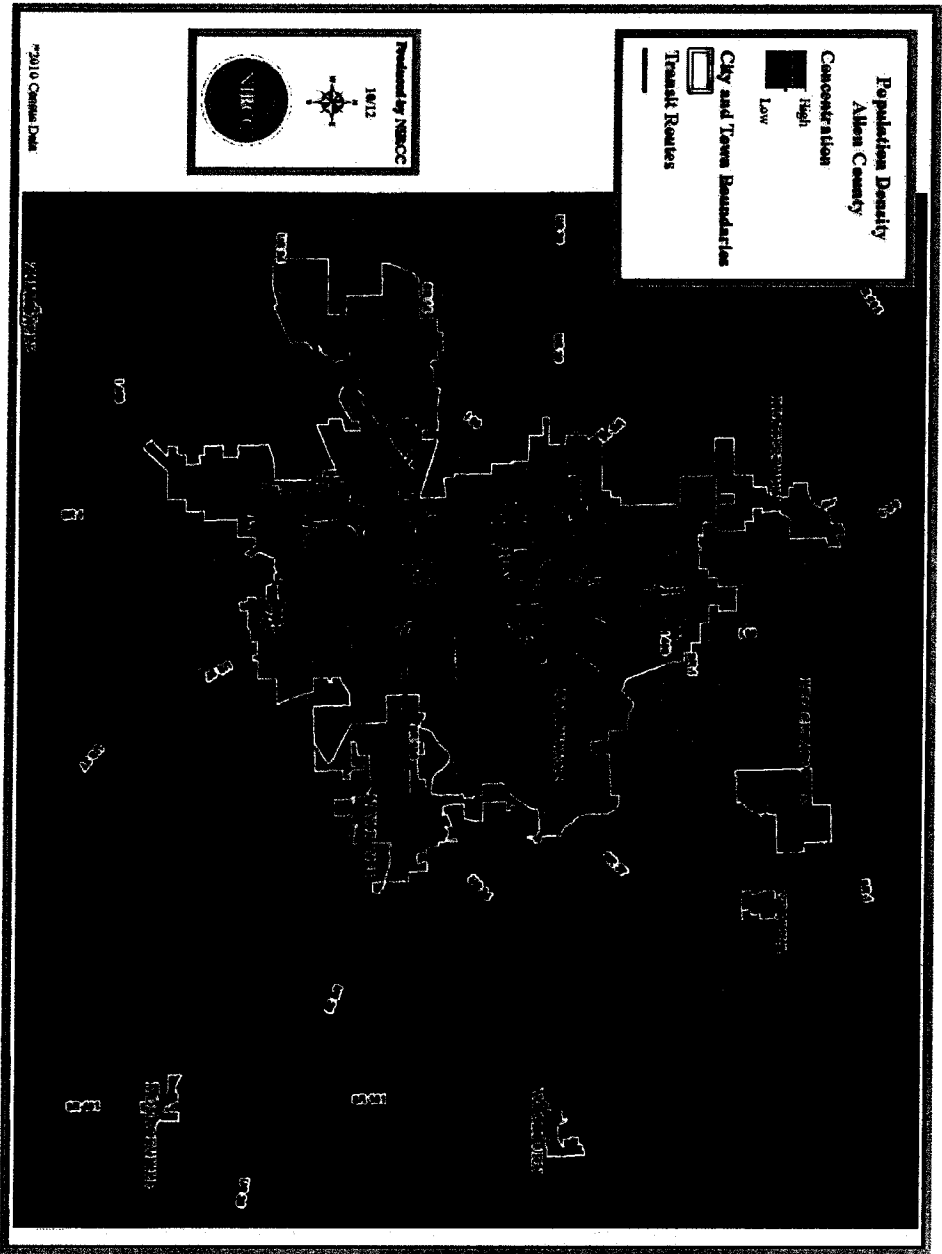




Map 2 illustrates the distribution of population in Allen County. The highest concentrations of population lie in the incorporated areas of the county. The county and the communities within it continue to grow, a trend that has been occurring for many years. Allen County grew by 7% between 2000 and 2010 and 18% between 1990 and 2010. The City of Fort Wayne and the City of New Haven have grown at much higher rates in the past 20 years, 46% and 59% respectively, mostly attributed to annexations. This growth only increases the need for coordinated, strategic, and efficient transportation services. The disparity and disproportionate population densities in Allen County present a number of challenges to public transit providers, policy-makers, and legislators in terms of levels of service, funding, and coordination between providers (see Chapter Two: Public Transit Network and Services).

**Map 2**





Citilink

The primary public transportation provider for the Cities of Fort Wayne and New Haven is the Fort Wayne Public Transportation Corporation, commonly referred to as Citilink. Their services provide fixed-route bus and point-deviation service along twelve fixed routes throughout Fort Wayne and New Haven, plus two Flexroutes (campusLink and MedLink). Buses operate between 5:45 AM and 9:45 PM on weekdays and 7:45 AM and 6:30 PM on Saturdays at 30 and 60 minute frequencies (headways), dependent upon the route and time of day. Map 3 illustrates the Citilink fixed routes.

**Map 3**





Citilink also provides complementary demand response paratransit service known as ACCESS for the entire city limits of the City of Fort Wayne and within a ¼ mile radius of Route 10 within city limits of the City of New Haven. This is a significant service for the area. Many public transit providers only provide this service within a ¼ mile radius of their fixed routes, as required. Citilink exceeds this requirement by providing paratransit service to a substantial portion of the urban population. This significantly reduces the burden on other specialized transportation providers and ensures a high degree of mobility to area residents. Map 3 illustrates the Access service area.

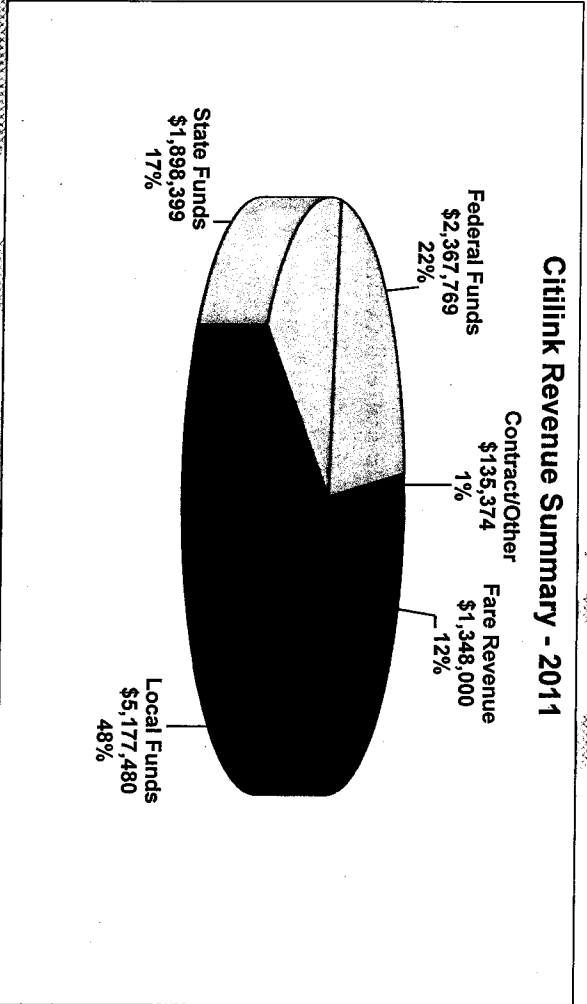
Citilink passenger fares are \$1.25 each way or \$3.00 day pass (\$.60 and \$1.50 senior & disabled) for fixed route, \$2.50 for ACCESS service one way trips, and campusLink is free. The current combined fleet consists of 52 buses. In 2012, fixed-route bus service (includes campusLink) traveled a total of 1,441,800 miles and provided 2,061,576 one-way trips, ACCESS service traveled a total of 251,373 miles and provided 47,391 one-way trips.

Citilink, in partnership with Ivy Tech College and Indiana University Purdue University Fort Wayne (IPFW), also provides a free shuttle service known as campusLink for students, faculty, staff, and even the general public to get around easily between Ivy Tech's Coliseum and North campuses, IPFW, nearby student housing, and some nearby shopping and residential areas. The campusLink route is included in the Citilink routes illustrated in Map 3. The service provides a direct connection to Citilink's fixed-route bus service. The service operates during IPFW's and Ivy Tech's fall and spring semesters on Monday through Friday between 7:30 AM and 8:30 PM at 20 minute frequencies.

In cooperation with Parkview hospital, Citilink also provides MedLink, the new public transit route connecting the Parkview Hospital Randallia campus and Parkview Regional Medical Center service areas. Service operates Monday – Friday, 8:00 am – 5:00 pm. The route not only connects the medical campuses, but also connects with several other fixed Citilink routes as well as destination points along the MedLink route. Passenger fares are consistent with Citilink's current rate structure (\$1.25/ride, with discounts available)

The level at which Citilink provides any of its services is directly contingent upon funding. Like most public transportation providers, Citilink service is highly subsidized, primarily by local tax revenue, followed by State and Federal transit funding. Fare revenues cover only a small portion of the overall service. Local property tax reform in the form of tax caps

and reductions in State transit funding have negatively impacted Citilink's funding stream. Adequate funding is crucial not only to maintain existing service, but also to expand the services being provided.



### Allen County Council On Aging (ACCOA)

Allen County Council on Aging (ACCOA) is a division of Aging and In Home Services of Northeast Indiana. ACCOA provides specialized transportation services, free of charge (donations suggested) ) to seniors 60 and over anywhere in Allen County for medical and dialysis visits, dining, nutrition sites, grocery stores, social service appointments and other well-being visits. Currently, ACCOA also operates as Countlink, providing rural demand response public transportation

services to areas within Allen County but outside of the Citilink service area. The trip must begin or end in rural Allen County or go between rural Allen County areas. This service is available to all residents of Allen County and the trip cost is \$5.00 each way for passengers under 60; over 60 is a donation basis. Both services are provided Monday through Friday from 8:00 a.m. to 4:30 p.m. Advanced registration and reservations are required for both services. In 2011, the Senior Transportation service traveled a total of 29,869 miles and provided 7,853 one-way trips, and Countilink traveled a total of 46,011 miles and provided 4,674 one-way trips. The rural public transportation service provided by ACCOA is currently being re-evaluated to determine the need for, appropriate provision of, and adequate funding of the service both now and in the future.

### **Human Service Agency Transportation Providers:**

The Community Transportation Network (CTN) is a not-for-profit transportation provider which is more accommodating than mass transit and more affordable than other for-profit providers. Their mission is to provide dependable and efficient transportation so no one is left behind. CTN serves seniors, persons with disabilities, low income families, children, youth, and the organizations that serve them. CTN provides medical transportation for seniors (60+) and persons with disabilities within Allen County. Medical service is provided Monday through Saturday from 7:00 a.m. to 6:00 p.m. Passenger fares vary. For medical trips, the charge is \$10 one-way for passengers under 60 years of age, a donation for those over 60, and co-pays for Medicaid passengers. The charge for non-medical groups and organizations is \$35 per hour. CTN provides 45,000 – 48,000 passenger trips annually for about 3,000 riders of all ages.

CTN also contracts with other organizations to provide more dependable and efficient transportation for a variety of populations. CTN's service area includes the northeast Indiana region. Subscription service is available based on demand during the day, evening, and weekend hours. CTN provides information and referral services as a resource for individuals and groups to find the most appropriate transportation alternative. CTN's capacity has grown over the years through consolidation of various agency fleets and over 60 agreements with organizations to provide more effective and efficient transportation service.

Another not-for-profit transit provider that serves Allen County is the "Carevan", operated by the nonprofit St. Vincent's DePaul Society. The "Carevan" provides medical trips Monday through Friday from 8:30 a.m. to 5:00 p.m. The charge is \$5 one way per passenger, with vehicles driven by volunteers.

Many of the not-for-profit and private nursing and residential care facilities within Allen County own and operate vehicles to provide transportation to their clients. In addition, several of these facilities are located outside the service area of Citilink and as a result cannot be accessed by residents who are capable of riding a fixed route bus. Byron Health Center is a not-for-profit residential care facility in Allen County that fits into this category.

In addition, other non-profit transit providers, such as churches, schools, hotels, corporations, etc., provide a variety of client-specific transport services.

### **Private Transportation Services:**

There are several small private shuttle companies that principally provide medical related transit service within Allen County. Without exception, private transportation services are expensive and typically out of range for individuals that lack personal transportation. These companies respond to a relatively competitive demand and have limited capacity for expansion. These companies have struggled in recent years to survive due to the economy and reduction in Medicaid funding and slow reimbursement processes. These issues have forced several to eliminate their operations and have forced the remaining providers to minimize the number of Medicaid trips they provide. CTN and ACCA have seen a significant increase in Medicaid reimbursable trip referrals from these providers. Currently, the three (3) primary private providers within Allen County are Gibson Mobility and Transportation, Companion Transportation, and Access United Transportation.

Gibson Mobility and Transportation provides transportation to non-emergency medical appointments Monday through Saturday from 5:00 a.m. to 6:00 p.m. Their service area is Allen County and the surrounding area. They are a Medicaid approved provider. The passenger fares are \$20.00 each way, wheelchair transportation is \$35.00 each way. An additional charge of \$2.00 per mile is added for each mile after ten miles.

Companion Transportation also provides transportation to non-emergency medical appointments Monday through Saturday from 5:00 a.m. to 8:00 p.m. Their service area is Indiana; however, the trips must originate in Allen County. They are a Medicaid-approved provider. The passenger fares are \$20.00 each way; wheelchair transportation is \$30.00 each way. All of the vehicles are accessible to individuals with disabilities.

Access United Transportation also provides transportation to non-emergency medical appointments Monday through Friday from 5:00 a.m. to 6:30 p.m. Their service area is Allen County. They are a Medicaid-approved provider. The passenger fares are \$9.00 each way; wheelchair transportation is \$18.00 each way.

Other private transit providers include charter companies, Greyhound, and private limo services.

**Taxi Service:**

Fort Wayne currently has several operators of taxicab services. The taxi companies provide 24-hour services within Allen County and can respond to limited out-of-county demand. Passenger fares vary. As a 24-hour service, taxis may be the only source of transportation for employees on second and third shifts.

**Regional Transit Service:**

In addition to Allen County providers, there are also several public transit providers in surrounding counties. These include Huntington Area Transit (HTS), Noble Transit System (NTS), Wells on Wheels (WOW), Whitley County Transit, DeKalb Area Rural Transit (DART), LaGrange COA, Steuben COA (STAR), as well as other rural providers (Chapter Two of this Bus Fort Wayne Plan addresses recommendations pertaining to potential cooperative and collaborative efforts to initiate and support a regional/multi-county transit system).

## **A Community Planning Process**

Recognizing that public transit is an integral piece of Fort Wayne's Active Transportation initiative, along with the Walk Fort Wayne, Bike Fort Wayne, and Trails Fort Wayne Plans, a partnership between the Fort Wayne Division of Community Development, Citilink (Fort Wayne Public Transportation Corporation), Countilink (Allen County Council on Aging), and the Northeastern Indiana Regional Coordinating Council (NIRCC) was formed in 2011 to begin discussing the Bus Fort Wayne Planning process. A Primary Planning team was established to draft an overall scope for the plan, determine objectives, and stake out a planning process and timeline. The Primary Team met regularly throughout the development of the Bus Fort Wayne Plan.

In early 2012, the Primary Team gathered information, analyzed existing conditions and trends, and obtained reports, studies and transit-related plans and documents, from local, state and national sources.

In addition (in order to gain insight, expertise and broader community input), a multi-disciplinary Advisory Team was established to advise the Primary Team during the planning process. The Advisory Team, consisting of over two dozen members, had a broad base of knowledge, experience and perspectives. The preface of this Plan contains a listing of the Primary and Advisory Team members and their affiliations.

### **Peer Review**

In order to gain a better understanding of how the community's service provision compares with other peer communities, a "Peer and Trend Analysis" was conducted. The purpose of the peer and trend analysis was to compare Citilink's fixed route bus and demand response systems to other transit systems of comparable size and service areas. The knowledge and information gained from this peer review aided the planning team in the development of the goals and policies in this Bus Fort Wayne Plan aimed at expanding services, and improving productivity and efficiency related to urban public transit.

Although it can be difficult to find an exact match for any system, transit systems can be included in a peer group based on comparability in a variety of categories. The primary considerations in selecting the peer transit systems for Citilink included:

- Service area population

- Population density
- Geographic service area (in square miles)
- Climate similarities
- Presence of higher learning institutions
- Presence or absence of a regional transportation system
- Revenue service vehicle numbers
- Ridership

**Peer Review Communities**

Greensboro, NC	235,262	118	2,132	80	3.39
Durham, NC	187,000	93	2,126	73	3.92
Savannah, GA	232,048	438	1,321	89	3.11
Lubbock, TX	199,554	64	1,876	93	2.21
Lincoln, NE	254,794	90	3,022	59	1.8
South Bend, IN	154,346	68	2,787	55	1.98
Evansville, IN	122,951	45	2,987	34	1.35
Rockford, IL	274,998	138	2,680	47	1.91
Wichita, KS	386,046	149	2,300	147	3.7

(Source: McDonald Transit)

The specific factors used to compare Citilink with the other peer transit systems included the following:

- Annual Boardings
- Revenue Miles
- Revenue Miles

- Revenue Hours
- Boardings per Revenue Hour
- Boardings per Revenue Mile
- Operating Costs per Revenue Hour
- Operating Costs per Revenue Mile
- Operating Costs per Boarding
- Fair box Revenue
- Demand Response Comparisons

Citilink's performance compared to the peer group is typical of results found in similar studies. Explainable differences exist in all major categories. Overall performance trends show that Citilink is a system that is improving efficiency and effectiveness internally over time despite funding and economic issues. Compared to other systems, areas for policy makers to make changes to influence results are identified. Those changes should only be made after careful consideration of local policy and circumstances. Investing in new services and effective marketing can improve effectiveness measures. An improving economy and willingness to make tough decisions about service provision can further help to increase ridership and system performance. (See Appendix C – Peer Review Summary and Tables).

#### **Potential (Choice) Rider Survey**

In an effort to gain insight into the thoughts, opinions, and levels of understanding from local Fort Wayne/Allen County residents who would not typically use public transit, a "Choice Rider" Survey was developed. The survey was designed to assess factors that would encourage transit ridership, reasons that discourage ridership, familiarity with and overall perceptions of Citilink and other public transit providers, the effect of rising gas prices on choosing to ride the bus, and other issues related to ridership.

This electronic survey was targeted to major local employment centers, including hospitals, schools and universities, City and County governments, apartment complexes and large hotels. A total of 1,231 surveys were returned, tabulated, and analyzed. One of the questions in the survey asked the respondents if they would consider riding the bus on a free trial basis for a pre-determined time frame to determine rider impressions, and then participating in a focus group to discuss observations. Several survey respondents participated in the trial riding experience.

The findings of this survey, as well as a summary of comments received from the focus group discussion, located in Appendix B, were useful in gauging public knowledge, perception and what factors influence the use of public transit. The

information was very useful in shaping the goals and policies of the Education & Outreach and the Network chapters of this Plan.

## **Organization of the Plan**

The goals, objectives, and specific strategies of this Bus Fort Wayne Plan have been developed and organized into four main sections: **Public Transit Network & Service, Education & Outreach, Legislation, and Implementation**. Each section (except Implementation) has a Goal, which is supported by Policies and Action Steps. These Goals and Policies are intended to be adopted by the Fort Wayne City Council and approved by the Urban Transportation Advisory Board.

### **Bus Fort Wayne Plan - Overall Goal:**

**Goal:** Lay the foundation to grow and improve the community's public transit systems in order to increase public transit ridership, and to establish public transit as a viable, preferred transportation choice.

### **Public Transit Network & Service Chapter:**

**Goal:** Enhance and maintain the public transportation network and levels of services to increase ridership and connectivity within the community.

### **Education & Outreach Chapter:**

**Goal:** To promote and encourage a positive perception of public transit services that results in broader transit use in the community.

### **Legislation Chapter:**

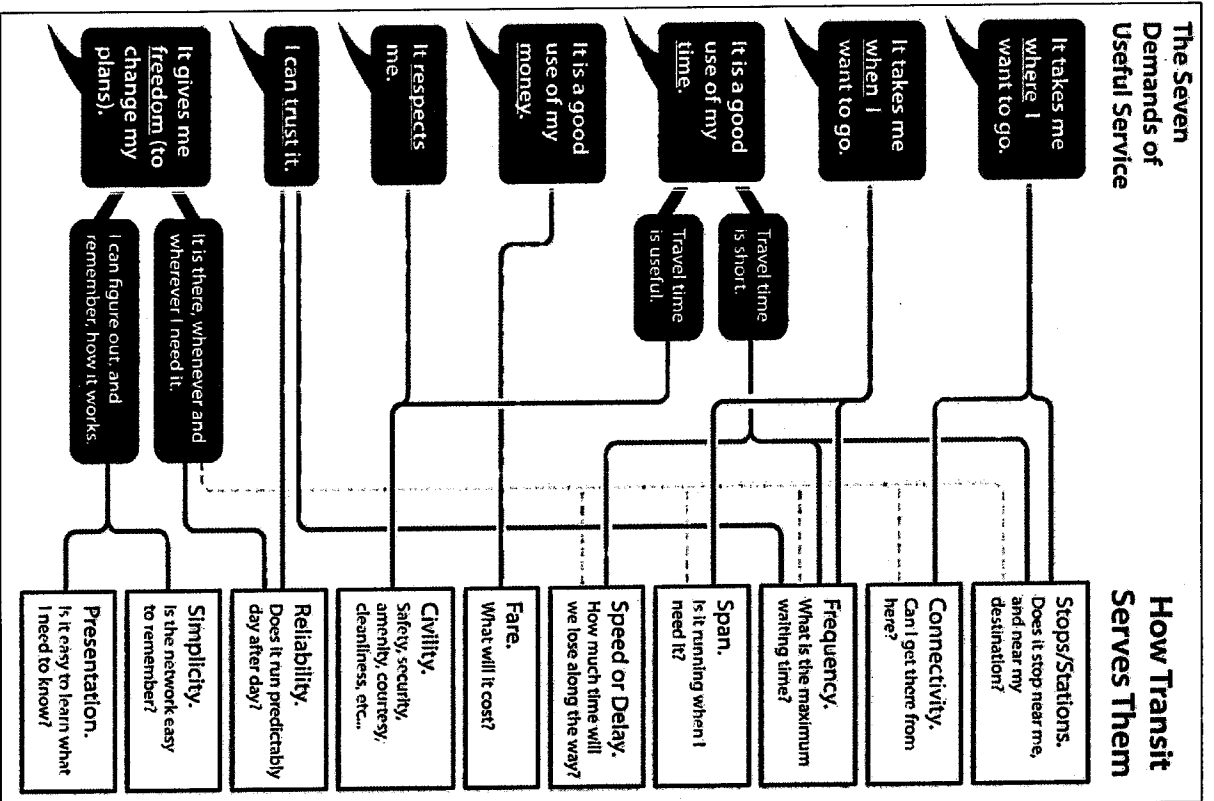
**Goal:** To encourage and support legislation and policy adoption that enables the implementation of the Bus Fort Wayne Plan.

## CHAPTER TWO: Public Transit Network and Services

The primary goal of the *Bus Fort Wayne Plan* is to increase the use of public transit within the community. The use of public transit is affected by many factors, including gasoline prices, the economy, convenience and effectiveness of service, understanding and perception of the transit system. Many of these factors were revealed in responses to the Choice Rider survey and focus group discussions. Analyzing public input was important in establishing the goals and policies of this Plan as they shed light on the underlying perceptions and opinions of transit ridership.

Public transit ridership, especially on urban fixed routes, is very often dependent on and determined by the personal perspectives and assumptions of the rider. As described in the book *Human Transit – How Clearer Thinking about Public Transit Can Enrich Our Communities and Lives*, Author Jarrett Walker refers to seven broad expectations that potential riders have of a transit service that they would consider using:

1. It takes me where I want to go (Does it stop near to me, and near my destination? Can I get there from here?).
2. It takes me when I want to go (What is the maximum waiting time? Is it running when I need it?).
3. It is a good use of my time (Travel time is short. Travel time is useful).
4. It is a good use of my money (What is the fare? How much will it cost?).
5. It respects me in the level of safety, comfort, and amenity it provides (security, courtesy, cleanliness, etc.).
6. I can trust it (Does it run predictably day after day?).
7. It gives me freedom to change my plans (Is it here, whenever and wherever I need it? Is the network easy to remember? Is the network easy to learn what I need to know?).



(Source: *Human Transit – How Clear Thinking about Public Transit Can Enrich Our Communities and Lives*, Author Jarrett Walker)

These seven customer demands of useful public transit service were also supported by responses from the Choice Rider survey and focus group comments.

It is reasonable to construe and presume that the more of these customer expectations that can be met by a public transit system, the higher the use and ridership will be. However, meeting all of these customer demands can be quite challenging for public transit providers, especially in low density mid-sized communities such as Fort Wayne.

An adequate, reliable, and continuous source of funding is often one of the major challenges in providing better transit service. Increasing transit routes, service frequency, hours of operation and pedestrian infrastructure is costly. Securing increased and reliable funding is a top priority for Fort Wayne and Allen County public transit providers.

Another challenge for fixed route public transit providers is whether to provide equal **coverage** of service levels to the entire community, or to focus resources on maximizing and **increasing ridership**. Because of our community's varying levels of population densities, combined with specific areas of popular transit rider destinations, density is a significant factor in deciding how best to provide transit service in our community. In order to provide efficient fixed route transit service, the service area should contain at least five persons per acre. Many areas of Fort Wayne do not contain this level of density making service provision difficult.

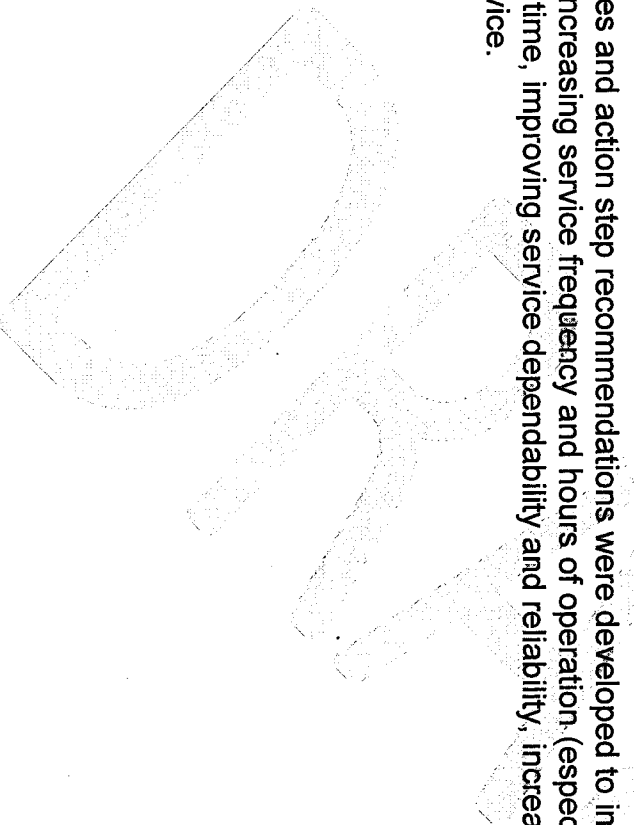
The decision to provide equal coverage to the entire community arises out of an equity concern, i.e. everyone pays taxes and therefore all parts of the community deserve service

regardless of how few people use it. The equal coverage argument also addresses meeting the needs of people who are especially reliant on transit, whether due to age, disability, poverty, or some other condition.

Conversely, the maximum **ridership** goal has the aim of producing the highest possible ridership within a given transit service budget. In areas where demand is high, the ridership goal provides very intense service. But in areas where demand will always be low, transit agencies may choose to provide a different level of service, such as demand response service or longer headways on fixed route service.

Every transit system serves areas where ridership is high and other areas where it's lower. Given a fixed service budget, is it more appropriate to serve all parts of the community equally, or to maximize ridership along the highest use routes? Should areas of higher ridership lead to better and/or enhanced levels of service? Decisions as to how best to provide public transit service within the community can be difficult for elected officials, transit agencies, and the boards who oversee them. However, given the ten-year goal of growing and improving the community's public transit system, and of increasing ridership, these discussions and decisions must be made, along with the criteria used to support them.

The following policies and action step recommendations were developed to improve and expand public transit service in our community by increasing service frequency and hours of operation (especially in areas of high ridership potential), decreasing waiting time, improving service dependability and reliability, increasing safety and accessibility, and expanding regional transit service.



## **Network and Services Goal:**

**Enhance and maintain the public transportation network and levels of services to increase ridership and connectivity within the community.**

## **Policies and Action Steps:**

### **Policy 1:**

**Allocate various levels of transit resources and services within the community so that they are proportional to primary destinations and population densities.**

One of the primary goals of this Bus Wayne Plan in general, and in this Network and Services Chapter in particular, is to “increase overall public transit ridership.” The best way to efficiently maximize ridership is to focus resources where there is the most ridership demand, i.e., carry as many riders as possible within the fixed budget. Fixed route service delivery works most efficiently in areas of highest rider demand and potential. More often than not, these are typically areas of high population densities and in areas containing primary destination points, i.e., employment centers, medical facilities, schools, and commercial concentrations.

Allocating a reduced, yet proportional level of transit resources to areas of Fort Wayne and Allen County that are less-densely populated and unlikely to result in high ridership, does not translate into a lack of transit service delivery.

Although these areas may have proportionally less frequent service delivery compared to high ridership areas, some fixed route service could be available. In addition, in areas with limited fixed transit routes, and in areas without fixed routes, demand-response transit could still be available.

**Action Step A:** Establish written criteria to be used in making route service delivery decisions that are based on population densities, ridership generation, high demand destinations, and areas of high density growth potential.

### **Policy 2:**

**Seek funding and resources to establish and maintain 30 minute service frequency as the minimum baseline for all fixed bus routes within the next 5 years.**

Of the seven customer demands of useful transit service previously described in the narrative of this chapter, *frequency of service* has a direct role in meeting four of them. A healthy public transit system must be available “when” customers

desire it; it must be a good use of their time; it must be reliable and predictable; and it must not have undue route delays. Improved service frequency is a critical factor in meeting rider demands and increasing overall choice ridership. However, service frequency can be expensive. Doubling frequency from 60 minutes to 30 minutes can significantly increase, and even double operating costs. Yet the potential to substantially increase ridership is great, as more frequent service provides the community with a more reliable and convenient transportation choice and alternative to the automobile.

**Action Step A:** Initiate an advocacy campaign for local, state, and federal resources to obtain reliable and consistent operations & capital funding.

**Action Step B:** Establish 30 minute service frequency on designated, feasible routes.

**Action Step C:** Continue to monitor on-time performance, and consider implementing measures such as reducing the frequency of bus stops and eliminating "flag stops" along higher use routes.

**Policy 3:**

**Work toward the provision of 15 minute service frequency for fixed bus routes in high density/primary rider destination areas within the next 10 years.**

As in Policy 2, the more frequent the service, the better the public transit system is at meeting the needs of riders, and the more the potential there is of increasing ridership. Although establishing 15 minute service frequency can be expensive and not practical along all fixed routes, it may be feasible and achievable along heavily used routes in high density areas along routes to and from primary destinations. Working towards and establishing 15 minute service frequency greatly reduces customer waiting time and allows for a true, practical, and convenient alternative to the automobile. Providing 15 minute service frequency goes a long way in meeting the seven customer demands of useful transit service.

**Action Step A:** Establish the criteria and resources needed in order to determine routes eligible for 15 minute service.

**Policy 4:**

**Work toward the maintenance, expansion and extension of service hours and days for urban, rural, and countywide transit provider.**

Similar to Policies 1 and 2, not only is increasing the frequency of service headways important, but the days and hours of operation are also important in attracting and increasing transit ridership. As previously stated, a healthy public transit system must be available "when" customers desire it, including early in the morning, later at night, and on Sundays.

**Action Step A:** Establish the criteria, feasibility, and resources needed in order to maintain, expand and extend service hours and days.

**Policy 5:**

**Increase ridership by maximizing the use of available urban, rural, and other county-wide transit resources to improve the predictability, connectivity, and reliability of service.**

The provision of quality public transit service and the ability to attract riders and grow the system can be challenging. It is important for public transportation providers to recognize and continue to use existing resources as efficiently and wisely as possible. Establishing strong partnerships and connections between urban and rural transit providers will result in better service throughout the County.

**Action Step A:** Explore partnership opportunities between urban, rural, and other countywide transit systems to provide route service between Allen County communities and the Fort Wayne Citilink fixed route service area.

**Action Step B:** Maintain consistent on-time departure and arrivals throughout the Citilink fixed route system, as well as all community and regional transit providers.

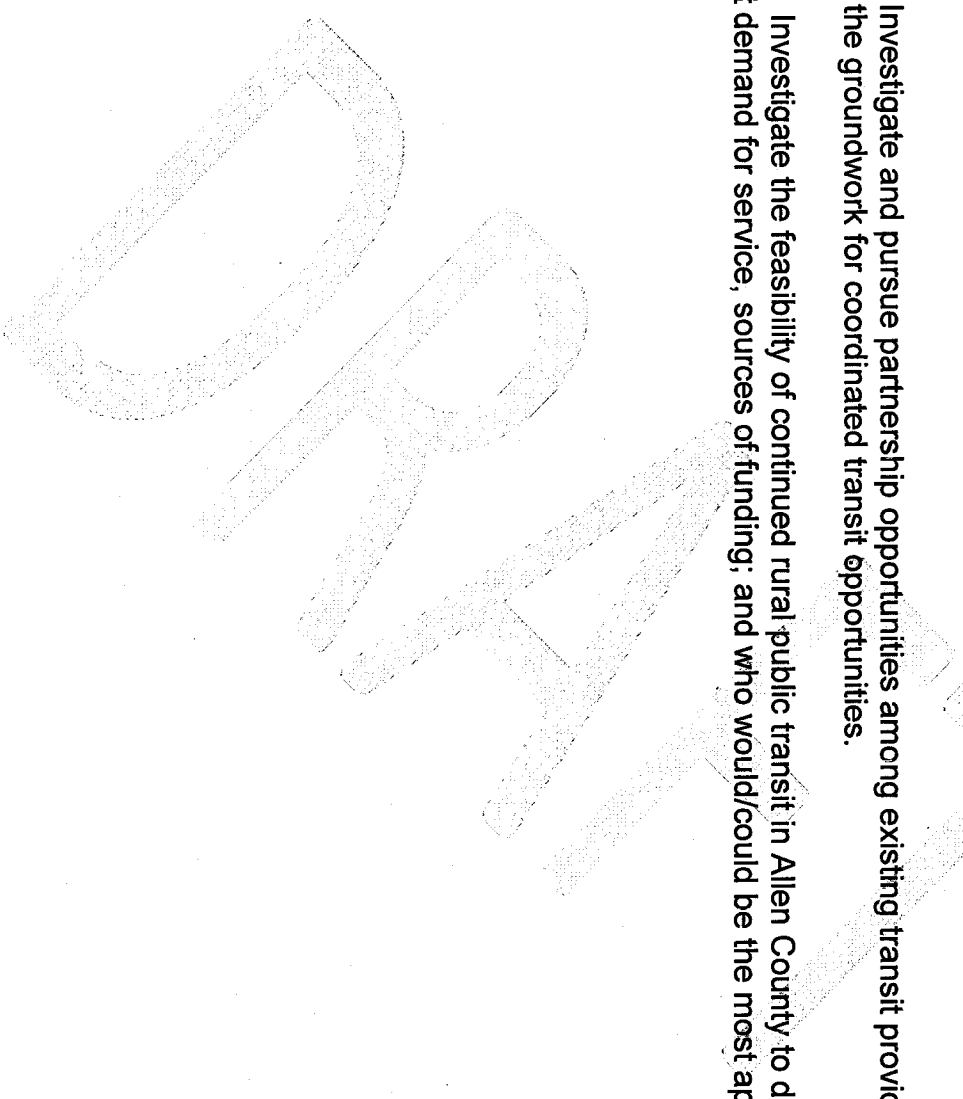
**Action Step c:** Pursue and support continued advancements in provider and rider technology which will provide easier knowledge and understanding of destinations, schedules, fares, and overall transit service delivery.

**Action Step D:** Investigate the feasibility of "signal prioritization" for high use routes and key transfer points.

The Northeast Indiana Regional Partnership, formed in 2006, was established to help build a globally competitive economy in Northeast Indiana. The Partnership focuses on generating business leads and building regional capacity through effective regional collaboration, including transportation. Partnerships and coordination among regional transit providers should be supported, with the goal of providing regional transit connectivity, both within and between the region, including Allen, Whitley, DeKalb, Noble, Huntington, Wells, and Adams Counties.

**Action Step A:** Investigate and pursue partnership opportunities among existing transit providers within the region to discuss and set the groundwork for coordinated transit opportunities.

**Action Step B:** Investigate the feasibility of continued rural public transit in Allen County to determine the actual and potential market demand for service, sources of funding; and who would/could be the most appropriate and efficient provider.



## **CHAPTER THREE: Education and Outreach**

A well-balanced transportation system should address the central priority of expanding ridership beyond the existing base of citizens who are dependent upon public transit due to the inability to drive or afford a personal vehicle. Improving and growing public transit use in Fort Wayne/Allen County requires reaching out to the majority of the community that is not currently utilizing public transit in its multiple forms, whether fixed route or more flexible demand response service. These non-transit dependent commuters are currently utilizing other means to travel about the community due to their ability to choose their travel mode, typically automobiles.

Transit has proven to be beneficial to the community as a whole through air quality improvement, consumer savings, enhanced use of urban space, and other factors. However, consumers of goods and services tend to make market choices on the basis of personal benefit and advantage, not the benefits that their actions will have to the community as a whole. The decision to use public transit is a personal one. Therefore, advocates of expanded public transit must develop successful strategies to persuade consumers to consider that the use of transit is a rational and often better choice than using their car.

This effort may be aided by recent market factors indicating a rising public preference for transit options. Citilink ridership has risen steadily over the past 15 years, from 1.2 million in 1995 to 2.1 million in 2012, the most recent year for which data is available. This is a ridership increase of 39% during a period when Allen County's population rose by about 15.3%, which is less than half the rate of increase for ridership. There are clearly market forces driving a rising transit demand that exceeds the natural increase from population gains alone.

One of the market forces is fuel pricing. In 2012, The Center for Business and Economic Research (CBER) at Ball State University published a study of the effects of gasoline prices on both short term and long term transit ridership. It is self-evident that rising fuel prices bring about a rise in bus ridership. The study was a refined effort to determine what the degree of ridership response might be to different fuel price scenarios. The CBER used fuel pricing forecasts from the Federal Energy Information Administration to study ridership response in the face of low, moderate, and high fuel prices. Even high gasoline prices in the short run were not indicated to significantly affect transit ridership. However, the long run picture appeared to be different. The study indicated that under conditions of even low rider responsiveness to projected

fuel price increases, Indiana can expect to see ridership increases of about 50 percent by the year 2050. Under conditions of higher gas price increases and high ridership response, the study saw potential transit ridership increases of well over 300%. In other words, fuel price increases appear likely to accelerate ridership increases.

In recent years, Citilink has increased its own public outreach, marketing, and branding efforts. From brochures, to commercials and public media service ads, to posters and more recently the use of social media, Citilink's outreach and branding efforts have increased along with an expanded route network. The new Citilink Central Station has received widespread and positive media reporting. Citilink's profile – and thus its marketing potential - has also been enhanced by recent services such as its campusLink circulator route serving IPFW, Ivy Tech, and nearby shopping and residential areas with high student presence. More recently, Citilink has also benefited from favorable image enhancement with its new Parkview MedLink route, serving the new north Parkview Regional Medical Center campus area from the currently-served East State Boulevard/Randalia Drive facility. In each case, the new high profile services have been accompanied by parallel Citilink efforts at enhanced publicity and promotion.

Despite the expanded and positive profile for the Citilink system, there continues to be a large population of non-riding residents within the urban area. This population of potential riders appears to carry with it a set of core views about transit ridership that must be addressed in any marketing and outreach effort. The Choice Rider survey undertaken was part of this planning process. The survey-demonstrated that a majority of respondents have never ridden a bus. Answers to open-ended questions revealed an often distorted view of buses and the people who use them. It is no surprise therefore that the most frequently cited reason for not being inclined to ride the bus (53% of respondents) was a lack of familiarity with bus routes and schedules. Correspondingly, the most frequently cited factor that would encourage people to ride the bus (56% of respondents) was simply knowing exactly when the bus would come to the stop. Another key factor cited by respondents (48.7% of respondents) is a need for additional routes and stops.

It should also be noted that when given an opportunity to add comments, a significant number of respondents cited their specific concern about riding the bus, from cleanliness factors to fears of crime or sharing the bus with unknown fellow riders. These fears are largely refuted by the results of Citilink's own ridership survey conducted in 2010, which indicated that the majority of riders are students or people taking the bus to and from work.

In developing an education and outreach campaign, it becomes clear that increasing the ridership of the currently non-riding public requires an expansive approach to addressing these negative and false impressions and replacing them with

true, fact-based positive impressions of the existing transit system. In order to accomplish this, positive messaging and branding of Citilink and other public transit providers will need to use multiple layered approaches and must extend far beyond the Citilink and Countlink networks themselves. In particular, marketing of public transit services needs to extend to public and private sector destinations frequented by current transit riders and non-riding residents.

Achieving this extended outreach will require the development of partnerships with decision makers at key destination points such as schools, medical facilities, major commercial areas, employers, and other destinations. The use of electronic information boards, posters, and other information outlets should be explored in collaboration with these locations. Comfortable, designated bus waiting areas, sheltered from inclement weather, should be explored at high use stops. The goal and policies for education and outreach outlined here are intended to promote the advantages of transit while targeting false pre-conceptions of transit use and those who currently depend upon it.

### **Education and Outreach Goal:**

**To promote and encourage a positive perception of public transit services that results in broader transit use in the community.**

### **Policies and Action Steps:**

**Policy 1: Provide educational information and programs that address common misunderstandings about using transit, and promotes the economic, health, and environmental benefits of public transit.**

A common characteristic of the general public is a lack of exposure to public transit travel options. The recent Bus Fort Wayne Choice Rider Survey revealed a vast majority of residents (84% of Survey respondents) have never taken public transit in Fort Wayne, and know little about this mode of travel. Not surprisingly, the survey also revealed that that many of these non-transit users had various misperceptions about bus cleanliness, safety, and other conditions relating to riding the bus. Overcoming this lack of exposure by educating, encouraging, and hopefully convincing the community of the many benefits of public transit could substantially increase ridership and benefit the entire community.

Encouragingly, in this same Choice Rider Survey, 91% of respondents agreed that the community could increase public transit ridership through increased education and outreach. This figure provides an indication that people may be receptive to accurate, reliable information about the favorable cost benefit of transit ridership compared with the costs of operating and maintaining an automobile.

The Choice Rider Survey also revealed a general lack of knowledge and information about public transit services, such as specific routes, schedules, fare structures, etc. In addition, survey respondents seemed unaware of the “bigger picture” overall community benefits of public transit, such as personal health benefits, reduced congestion, reduced fuel exhaust emissions, or the community economic benefits of a public transit system.

There exists a real opportunity to increase public transit ridership through a multi-media education and outreach campaign. This outreach effort should focus on educating and informing the community on the real, factual, economic, environmental, and health benefits of increasing our community’s use of public transit.

As perceptions about public transit change over time, as a result of aggressive public education and outreach, rising gasoline costs, or other changing economic conditions, it is important to routinely monitor and reassess public perception and sentiment. This can be accomplished through continued surveys, focus groups, and various social media approaches. Knowledge of these changing perceptions allows for appropriate changes in the marketing, education, and outreach strategies.

**Action Step A:** Monitor public perception by conducting routine surveys that gauge public sentiment regarding transit use and services.

**Action Step B:** Incorporate current understanding of public perception misunderstanding into educational & marketing resources.

**Action Step C:** Develop and implement strategies to target “transit messaging” to specific audiences of potential transit users.

**Policy 2: Establish partnerships to develop marketing programs that enable public transit providers and their advocates to deliver information and to market incentives directly to prospective transit riders.**

Public transit services are woven into the fabric of a larger and dynamic community as a whole. Citilink data indicates that over 50% of passengers ride the bus to work, to school, or both, and ridership is growing. Public transit is more than a service to the residents who ride or potentially ride to work, school, medical facilities, and other key destinations. Public transit is a service to those institutions themselves. Businesses and educational institutions benefit directly from transit services that bring students, workers, clients, and customers. It is in their best interest to partner with public transit providers to enhance ridership along these routes.

A key role that these businesses, health care facilities, and educational institutions can perform, at very low investment levels, is to help educate employees, clients, customers, and students about how to easily use Fort Wayne and Allen County's public transit system. Clear posting of schedules, route numbers, and transfer information on-site at fixed route bus stop locations can be further supported with the use of video streaming. The use of emerging personal communication technologies should be encouraged and explained in order to provide route and schedule information. Educational presentations on site can be used with employees, students, and customers as an option where appropriate. Interactive informational kiosks at destination sites can provide convenient learning environments that both inform and can reinforce understanding of the City and County's transit system and services. These employment and educational clusters can provide a rich array of educational and promotional opportunities for exposing employees and students to the many benefits of using public transit in more general ways such as shopping or leisure trips.

Increased ridership can also be encouraged through dedicated transit runs for major and special community events. Marketing of special rates for students, seniors, or those who are willing to try riding the bus can help promote events themselves as well as promoting the use of transit on a more routine basis.

**Action step A:** Citilink and other public transit providers should identify prospective employment, health care facilities, education centers, and business corridors along transit routes, and then work with firms in those areas to demonstrate the benefits of transit use.

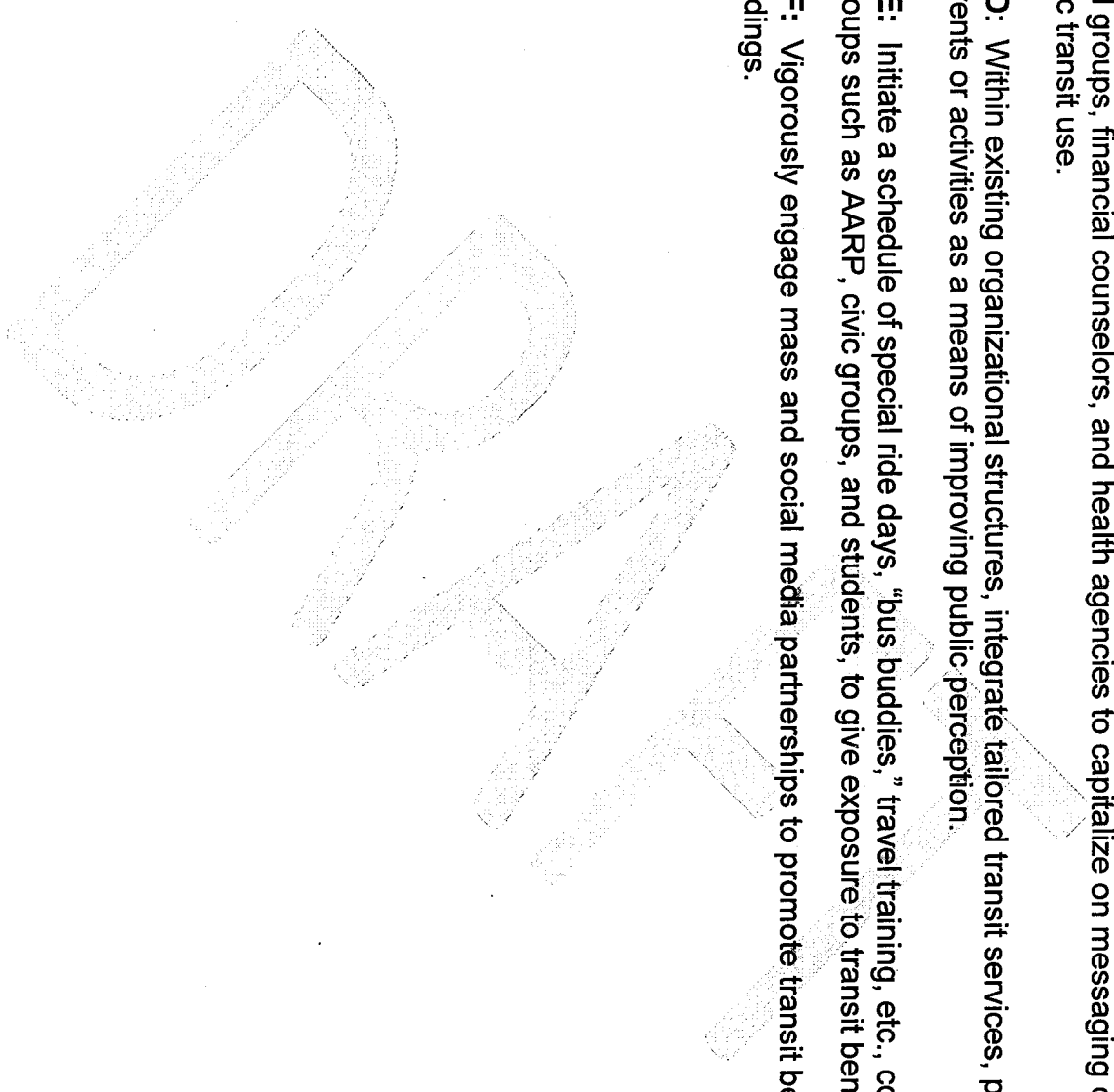
**Action Step B:** Work with local partners such as youth service agencies, parks departments, and schools in Allen County to develop programs that will teach area youth how to use public transit to get around the community.

**Action Step C:** Partner with local and regional agencies that have overlapping education interests such as environmental groups, financial counselors, and health agencies to capitalize on messaging opportunities that promote public transit use.

**Action Step D:** Within existing organizational structures, integrate tailored transit services, programs, popular community events or activities as a means of improving public perception.

**Action Step E:** Initiate a schedule of special ride days, "bus buddies," travel training, etc., coordinating with specific constituent groups such as AARP, civic groups, and students, to give exposure to transit benefits.

**Action Step F:** Vigorously engage mass and social media partnerships to promote transit benefits and dispel misunderstandings.



## CHAPTER FOUR

### Legislation

As with all of the plans under Fort Wayne's Active Transportation vision and initiative (described in the Introduction of this Plan), local, state, and federal laws and policies provide a framework for creating a safe, well balanced transportation system that accommodates all modes of transportation. These policies define and regulate how transportation infrastructure, including transit infrastructure, should be designed, funded, and provided. They also establish priorities for funding improvements that can accommodate pedestrians, bicyclists, pedestrians, and users of public transit.

When current local laws and policies do not support the community's vision, new ones should replace them. And when they do support the vision, those laws and policies work best when they are supported by the community, enforced, and implemented. Changes and improvements to local ordinances which support transit infrastructure on both public right of way as well as private property will help to further the efforts of the community's active transportation initiative.

The many benefits and rising ridership of public transit have been articulated in a multitude of studies and are listed earlier in the Bus Fort Wayne Plan. Among other impacts, public transit is a proven community benefit that creates jobs, saves household money, and reduces air pollution and other environmental damage. Ridership is up, locally and statewide. In addition to the increased ridership in each public system, the number of transit systems in Indiana has risen steadily, from 18 systems in the late 1970's to 66 transit systems in Indiana today.

Despite this steady expansion in riders and systems, funding of mass transit has not kept pace, and has lagged behind the funding levels needed to meet rising demand. In 2008, INDOT published an analysis of mass transit needs, performance, and issues in Indiana. The study was commissioned by the Indiana General Assembly in 2007. Among the study's key findings are the conclusions that:

- Urban bus and rural transit systems in Indiana are undersized and not meeting potential demand, nor in the case of urban areas, designed to attract choice riders.

- The current mix of transportation funding does not generate sufficient revenue to accommodate the transit investments to meet unmet demand.

There is currently not a stable, dedicated state funding source for transit in Indiana, whether the service is fixed-route like Citilink or demand response based like Countilink. In 2011 the Indiana General Assembly removed dedicated state funding for transit by eliminating the dedication of a share of state sales tax to the Public Mass Transit Fund (PMTF). State mass transit funding is now an allocation from the General Fund. Unless regular, dedicated funding is restored, transit funding will continue to be a general fund line item, subject to re-appropriation and political challenges in the overall state budget.

These state level funding issues have occurred at a time when local sources of funding have been challenged by state-imposed property tax caps and local government budgets are stretched. Even where a local government entity has taxing authority, the property tax caps now in place limit the ability to raise transit levies or increase funding. Legislators and policy makers face highly demanding budget choices. Fare box receipts have their place in any funding strategy to support and enhance public transit, but there is a clear ceiling to which rider charges can go before revenue peaks. Creative, multi-faceted, and stable funding approaches will require partnerships with relevant elected officials.

In this environment, a sustained relationship with key decision makers is vital, as no single solution exists to achieve the goal of stable funding for public transit. A careful mix of state, federal, and local resources will be necessary to maximize public transit funding.

A second critical transit need is to raise revenue wherever it might be possible. Re-allocation of sales tax revenues is an option, as is the more potentially controversial option of raising the sales tax further while making the choice of re-allocation to transit. Allocations from a number of available sources should be explored. These choices are important points of dialogue in working with the General Assembly to support and strengthen public transit.

The City of Fort Wayne, Citilink, Countilink, and all other providers of public transit within the community recognize that without collaboratively working together, and without dedicated state support, the recommendations in this plan would be difficult to achieve. Advocacy, outreach, and lobbying for state and regional funding are all essential to meeting the goals

in this plan. The following Legislation Chapter goal, policies, and specific action step recommendations address coordinated, collaborative efforts that will help in the implementation of the Bus Fort Wayne Plan.

**Legislation Goal:**

**To encourage and support legislation and policy adoption that enables the implementation of the Bus Fort Wayne Plan.**

**Policies and Action Steps:**

**Policy 1: Encourage the development of regulations and incentives for the incorporation of public transit facilities and pedestrian connectivity within and between existing and proposed development projects.**

Many existing development projects were not built to accommodate public transit vehicles and/or do not provide adequate pedestrian connectivity from public transit stops making it difficult for providers to provide safe and convenient public transit services. The integration of public transit accommodations such as appropriately designed driveways, designated drop off and pick up areas, shelters, bus pads, and sidewalk connections into residential, commercial, institutional, and industrial development projects would assist those who currently rely on public transit and help to promote the use of public transit as a viable transportation option. The development and marketing of incentives such as commercial façade grant programs is recommended to encourage the retrofit of existing development projects.

**Action Step A:** Work with the Transportation Planning Committee (TPC), establish a team consisting of representatives from the Northeastern Indiana Regional Coordinating Council, Citilink, Countilink, Department of Planning Services, Allen County Highway, and the City of Fort Wayne Board of Public Works to review and update the “Coordinating Development and Transportation Services – A Guide for Developers, Engineers, and Planners” document with recommended guidelines that should be made into requirements within appropriate city and county ordinances for new development and redevelopment projects.

**Action Step B:** Work with the City and County on the development and better communication of potential grant opportunities for the retrofit of existing development to accommodate public transit.

**Action Step C:** Work with the City and the County to ensure that existing incentives for property enhancement, new development, and redevelopment projects include the provision of public transit accommodations and pedestrian connectivity. Ensure that the granting of façade grants, brownfield grants, tax abatements, and other local economic development programs encourages public transit infrastructure improvements.

**Policy 2: Encourage the revision of codes and ordinances to promote infill development and direct new development toward appropriate locations at higher densities to support public transit.**

In order to encourage the use of public transportation, land use, and development patterns must encourage higher densities, a mix of uses that support a variety of transit users and providers. The development of Transit Oriented Development (TOD) zoning districts is one tool that can be used to promote higher densities, a mix of housing types, appropriate commercial uses, and transit accommodations along bus routes. Continued promotion of incentives for infill development, such as commercial façade grants, tax abatements, tax credits, and brownfield grants are also recommended as a way to promote higher densities within urban and suburban areas.

**Action Step A:** Work with the Department of Planning Services on the development of a Transit Oriented Development (TOD) District designation option to be integrated into revised City and County Zoning Ordinances. Develop a map of areas that would be appropriate for rezoning to a TOD District.

**Policy 3: Develop and support adoption of a Complete Streets ordinance along with design standards that comply with Federal ADA standards, to ensure that all streets are built and maintained appropriately to accommodate pedestrians, bicyclists, motorists, and transit users of all ages and abilities.**

The design and construction of transit and pedestrian infrastructure should be given full consideration in the planning and development of transportation facilities, including its incorporation into state, regional, and local transportation

plans and programs. A Complete Streets policy will provide for safer non-vehicular transportation, as well as a more user-friendly system.

**Action Step A:** Gather input from the community and area stakeholders, including residential and commercial developers, to assist in the development of a Complete Streets Policy.

**Action Step B:** Coordinate with the Bike Fort Wayne and Walk Fort Wayne implementation teams in the development and adoption of a Complete Streets ordinance.

**Action Step C:** Investigate best practices on how other communities have developed and implemented a Complete Streets ordinance.

**Action Step D:** Ensure the coordination of a Complete Streets policy with the development of the ADA Public Right of Way Access Guidelines (PROWAG) transition plan.

**Policy 4: Promote urban, rural, and regional public transit through the establishment of partnerships and legislative relationships at the local, state, and federal levels.**

Ongoing support for the expansion and enhancement of 21<sup>st</sup> century urban and regional public transit systems will require a continual and dynamic process of engagements with key elected officials and key transit system advocates. Backing and advocacy from these vital constituents will require outreach efforts that are both vigorously active and openly welcoming of input and suggestions for improvement.

**Action Step A:** Continue lobbying efforts which promote continued and increased funding for public transit at the state and federal levels.

**Action Step B:** Aggressively lobby and educate state legislators on the community benefits of public transit; the need for expansion of service areas and routes, including regional transit; the need for the ability to request local referenda for increased funding, and the re-establishment of a dedicated funding source for the Public Mass Transit Fund (PMTF).

**Action Step C:** Continue to monitor and communicate potential changes in legislation which impacts public transit.

## **CHAPTER FIVE: Implementation**

As a part of the City's "Active Transportation" initiative, the *Bus Fort Wayne* Plan, along with the *Bike Fort Wayne*, *Walk Fort Wayne*, and *Trails Fort Wayne* plans, the effort to adopt a Complete Streets ordinance, works to provide a quality public transportation system which meets the needs of all users throughout the community and the region. Combined, these plans and initiatives will provide the services and infrastructure, and encourage people to walk, ride their bike, and use public transit to get to their desired destinations as a safe, viable, and economically beneficial alternative to the automobile.

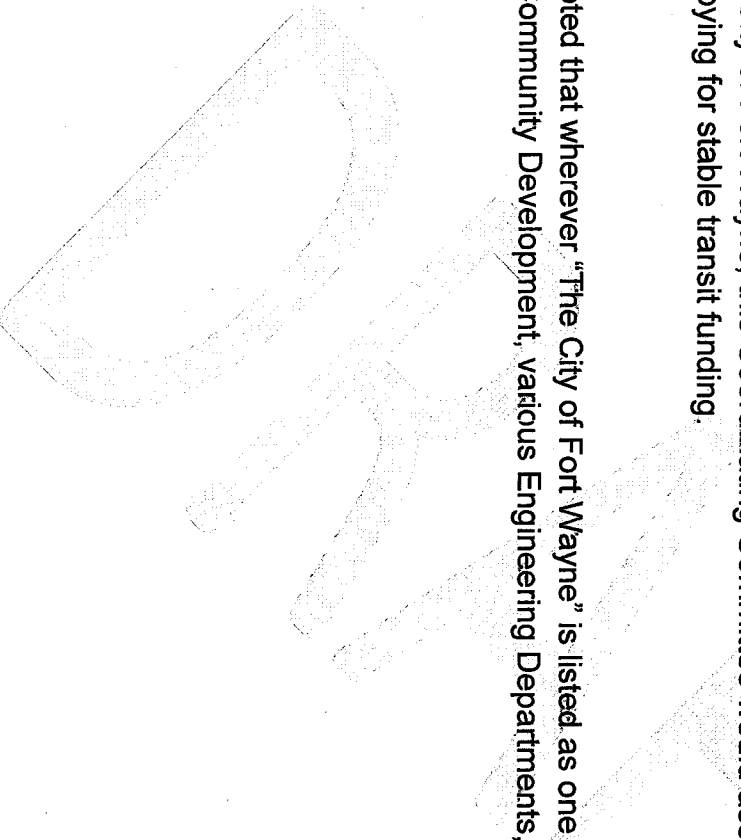
It is important to state that although *Bus Fort Wayne* is an integral component of the Active Transportation initiative and a key complement to the other plans, the actual "implementation" of *Bus Fort Wayne* is uniquely different from the other plans. The *Walk*, *Bike*, and *Trails* plans have implementation strategies that primarily focus and rely on staff from the City of Fort Wayne, Allen County and other governmental agencies. These plans are also largely based on ten-year strategies which include projects geared toward building sidewalks, bikeways, trails, and other pedestrian infrastructure in key areas, specifically designed for greater connectivity. Implementation of these plans is considerably "map, network and infrastructure – based."

The implementation of *Bus Fort Wayne*, on the other hand, is not as map- or infrastructure-based, as it is on advocacy, outreach, legislative support, improved service provision, and funding opportunities. Public transit relies on infrastructure (public streets; roads; sidewalk access) that, for the most part, already exists. In addition, unlike the other active transportation plans, implementation of the goals, policies, and action steps of *Bus Fort Wayne* will not exclusively be the responsibility of City of Fort Wayne and other Allen County governmental units. Rather, implementation will require collaborative efforts, decision making, and actions from state and local government; local urban, rural, and regional public transit providers; various transportation planning agencies; public transit advocacy organizations; and public transit lobbyists.

An important key to implementing the goals and policies of the *Bus Fort Wayne Plan* is the continued, persistent dialog and collaboration among all transit providers. Working together, developing strong, continuing partnerships will foster a better public transit system, locally and perhaps regionally.

The following Implementation Matrix contains all of the specific Action Step recommendations for each of the Network & Services, Education and Outreach, and Legislation Chapters of the Bus Fort Wayne Plan, along with the "Responsible Agency," and the projected timing schedule for implementation. It should be noted that several Action Steps suggest implementation (at least partially) by the proposed "Bus Fort Wayne Coordinating Committee." This proposed Committee would act as a post - Bus Fort Wayne Advisory Team committee, whose role would be to advocate for implementation of the goals, policies and action steps of the Bus Fort Wayne Plan. Working in conjunction and in cooperation with Citilink, Countilink, and the City of Fort Wayne, this Coordinating Committee would assist, as needed, in education, outreach, marketing, and lobbying for stable transit funding.

It should also be noted that wherever "The City of Fort Wayne" is listed as one of the Responsible Agencies, this would include staff from Community Development, various Engineering Departments, and Board of Public Works.



## Bus Fort Wayne Implementation Matrix

Timing Schedule	Timing Schedule
1	1 to 2 Years
2	2 to 5 Years
3	5 to 10 years
C	Continuous

Chapter/ Policy/Action Step	Action Steps	Responsible Agency	Timing
<b>Network and Services Chapter</b>			
2.1.A	Establish written criteria to be used in making route service delivery decisions that are based on population densities, ridership generation, high demand destinations and areas of high density growth potential.	CitiLink; Other Public Transit Providers	1
2.2.A	Initiate an advocacy campaign for local, state and federal resources to obtain reliable and consistent operations & capital funding.	CitiLink; Other Public Transit Providers	1
2.2.B	Establish 30 minute service frequency on designated, feasible routes.	CitiLink	2
2.2.C	Continue to monitor on-time performance, and consider implementing measures such as reducing the frequency of bus stops and eliminating "flag stops" along higher use routes.	CitiLink	1

Chapter/ Policy/Action Step	Action Steps	Responsible Agency	Timing
2.3.A	Establish the criteria and resources needed in order to determine routes eligible for 15 minute service.	Citilink	3
2.4.A	Establish the criteria, feasibility, and resources needed in order to expand and extend service hours and days (for urban, rural, and countywide transit providers).	Citilink; Countlink; Other Public Transit Providers	1
2.5.A	Explore partnership opportunities between urban, rural, and other countywide transit systems to provide route service between Allen County communities and the Citilink fixed route service area.	Citilink; Countlink; Other Public Transit Providers	1
2.5.B	Maintain consistent on-time departure and arrivals throughout the fixed route transit system (for urban, rural and countywide transit providers).	Citilink; Countlink	1
2.5.C	Enhance the ease and ability of transit riders to understand and track bus routes, bus locations, and schedules.	Citilink; Countlink	1
2.6.A	Support the implementation of the goals, policies, and recommendations of the Walk Fort Wayne Plan.	City of Fort Wayne	C
2.6.B	Continue to monitor, maintain, and provide safe transit infrastructure, including ADA ramps, bus stop waiting pads, connecting sidewalks, appropriate lighting, and bus stop signage and bus shelters in areas lacking such infrastructure.	City of Fort Wayne, Citilink	C
2.6.C	Continue to explore and pursue local, state and federal funding opportunities for public transit infrastructure improvements.	Citilink; Countlink; City of Fort Wayne	C
2.6.D	Investigate the feasibility of "signal prioritization" for high use routes and key transfer points.	City of Fort Wayne	2

Chapter/ Policy/Action Step	Action Steps	Responsible Agency	Timing
2.6.E	Pursue and support continued advancements in provider and rider technology which will provide easier knowledge and understanding of destinations, schedules, fares, and overall transit service delivery.	Citilink; Countilink	2
2.7.A	Investigate and pursue partnership opportunities among existing transit providers within the region to discuss and set the groundwork for coordinated transit opportunities.	Citilink; Countilink; Regional Transit Providers; Northeastern Indiana Regional Coordinating Council	3
<b>Education and Outreach Chapter</b>			
3.1.A	Monitor public perception by conducting routine surveys that measure public sentiment on transit use and services.	Citilink; Countilink; City of Fort Wayne	C
3.1.B	Incorporate current understanding of public perception misunderstanding into educational & marketing resources.	Citilink; Countilink	1
3.1.C	Develop and implement strategies to market "transit messaging" to specific audiences of potential transit users.	Citilink; Countilink; City of Fort Wayne	1
3.2.A	Citilink and Countilink should identify prospective employment, health care facilities, education centers and business corridors along transit routes, and then work with firms in those areas to demonstrate the benefits of transit use.	Citilink; Countilink	1
3.2.B	Work with local partners such as youth service agencies, parks departments and schools in Allen County to develop programs that will teach area youth how to use public transit to get around the community.	Citilink; Bus Fort Wayne Coordinating Committee	2

<b>Chapter/ Policy/Action Step</b>	<b>Action Steps</b>	<b>Responsible Agency</b>	<b>Timing</b>
3.2.C	Partner with local and regional agencies that have overlapping education interests such as environmental groups, financial counselors, and health agencies to capitalize on messaging opportunities that promote public transit use.	Citilink; Countilink; TPC	2
3.2.D	Within existing organizational structures, integrate tailored transit services, programs, popular community events, or activities as a means of improving public perception.	Citilink; City of Fort Wayne; Other Public Transit Providers	1
3.2.E	Initiate a schedule of special ride days, "bus buddies," travel training, etc., coordinating with specific constituent groups such as AARP, civic groups, and students to give exposure to transit benefits.	Citilink; Other Public Transit Providers	1
3.2.F	Vigorously engage mass and social media partnerships to promote transit benefits and dispel misunderstandings.	Citilink; City of Fort Wayne; Other Public Transit Providers	1
<b>Legislation Chapter</b>			
4.1.A	Working with the Transportation Planning Committee (TPC) establish a team consisting of representatives from the Northeastern Indiana Regional Coordinating Council, Citilink, Department of Planning Services, Allen County Highway and the City of Fort Wayne Board of Public Works to review and update the "Coordinating Development and Transportation Services – A Guide for Developers, Engineers, and Planners" document with recommended guidelines that should be made requirements within appropriate city and county ordinances for new development and redevelopment projects.	Northeastern Indiana Regional Coordinating Council ; Other Public transit Providers	2

<b>Chapter/ Policy/Action Step</b>	<b>Action Steps</b>	<b>Responsible Agency</b>	<b>Timing</b>
4.1.B	Work with the City and County on the development and better communication of potential grant opportunities for the retrofit of existing development to accommodate public transit.	City of Fort Wayne; Allen County Department of Planning Services (DPS); Citilink	2
4.1.C	Work with the City and the County to ensure that existing incentives for property enhancement, new development, and redevelopment projects include the provision of public transit accommodations and pedestrian connectivity. Ensure that the granting of façade grants, brownfield grants, tax abatements, and other local economic development programs encourages public transit infrastructure improvements.	City of Fort Wayne; Allen County DPS	C
4.2.A	Work with the Department of Planning Services on the development of a Transit Oriented Development (TOD) District designation option to be integrated into revised City and County Zoning Ordinances. Develop a map of areas that would be appropriate for rezoning to a TOD District.	City of Fort Wayne; Department of Planning Services (DPS); Citilink	2
4.3.A	Gather input from the community and area stakeholders, including residential and commercial developers, to assist in the development of a Complete Streets Policy.	City of Fort Wayne	1
4.3.B	Coordinate with the Bike Fort Wayne and Walk Fort Wayne implementation teams in the development and adoption of a Complete Streets ordinance.	City of Fort Wayne	1
4.3.C	Investigate best practices on how other communities have developed and implemented a Complete Streets ordinance.	City of Fort Wayne	1
4.3.D	Ensure the coordination of a complete streets policy with the development of the ADA Public Right of Way Access Guidelines (PROWAG) transition plan.	City of Fort Wayne	1

<b>Chapter/ Policy/Action Step</b>	<b>Action Steps</b>	<b>Responsible Agency</b>	<b>Timing</b>
4.4.A	Continue lobbying efforts which promote continued and increased funding for public transit at the state and federal levels.	Citilink; Other Public Transit Providers	C
4.4.B	Aggressively lobby and educate state legislators on the community benefits of public transit; the need for expansion of service areas and routes, including regional transit; the need for the ability to request local referenda for increased funding; and the re-establishment of dedicated funding for the Public Mass Transit Fund (PMTF).	Citilink; Countilink; Other Public Transit Providers	C
4.4.C	Continue to monitor and communicate potential changes in legislation which impacts public transit.	Citilink; Countilink; City of Fort Wayne	C



## APPENDIX A: Glossary of Terms

**Accessibility:** The quality of providing access and capability to people with physical limitations, incorporating the Accessibility Guidelines of the Americans with Disabilities Act (ADAAG).

**Active Transportation Initiative:** A comprehensive city initiative that embodies the Bike Fort Wayne, Bus Fort Wayne, Walk Fort Wayne, and Trails Fort Wayne plans, which promote sustainable modes of transportation through bicycling, walking and convenient accessibility to public transportation.

**Allen County Council on Aging (ACCOA):** The Allen County Council on Aging (ACCOA) is a division of Aging and In Home Services of Northeast Indiana. Currently operating as Countlink, ACCOA provides rural public transportation services to areas within Allen County but outside of the Citilink service area. The trip must begin or end in a rural Allen County town or go between rural Allen County towns. Trip cost is \$5.00 each way. ACCOA also provides specialized transportation services free of charge (donations suggested) to seniors 60 and over anywhere in Allen County to doctor/dialysis visits, Senior Dining congregate nutrition sites, grocery stores, social service appointments and other well-being visits. In 2011, the Senior Transportation service traveled a total of 29,869 miles and provided 7,853 one-way trips. The rural public transportation service provided by ACCOA is in jeopardy and may not continue past 2013.

**American Association of State Highway and Transportation Officials (AASHTO):** A national non-profit and nonpartisan association responsible for developing and publishing recognized transportation-related standards and guidelines and best practices, used on the national, state and local levels. Its mission is to advocate transportation-related policies and to provide technical services to support states in their efforts to efficiently and safely move people and goods. Its primary goal is to foster the development, operation, and maintenance of an integrated national transportation system.

**Americans with Disabilities Act (ADA):** Civil rights legislation, effective in July 1992, covering accessibility for individuals with physical limitations in public places, especially as it relates to community transportation infrastructure, including crosswalks, signalization, sidewalks, intersection ramps, etc.

**Best Practices:** The procedures, policies, methods, or guidelines that have been analyzed and shown in practice, to be effective.

**Bike Fort Wayne:** A ten year, action-oriented plan that promotes a safe and bikable community by producing policies, projects and programs that support bicycling as a form of active transportation.

**Bus Fort Wayne Coordinating Committee (Proposed):** A post-Bus Fort Wayne Advisory Team committee, whose role would be to advocate for implementation of the goals, policies, and action steps of the Bus Fort Wayne Plan. Working in conjunction and in cooperation with Citilink, Countilink, and the City of Fort Wayne, this Coordinating Committee would assist, as needed, in education, outreach, marketing, and lobbying for stable transit funding.

**Citilink:** The Fort Wayne Public Transportation Corporation, which provides fixed route and demand response service to the Fort Wayne and New Haven urban area.

**Complete Streets:** Highways, streets, or roads that are designed and operated to enable safe, comfortable and convenient access along and across the traveled way for all users, including, but not limited to, pedestrians, bicyclists, motorists, and transit users of all ages and abilities.

**Comprehensive Plan:** A document which guides the way an area should be developed. It includes a compilation of policy statements, goals, standards, maps and pertinent data relative to the past, present, and future trends of a particular area of the County including, but not limited to, its population, housing, economics, social patterns, land use, water resources, transportation facilities, and public facilities. Plan-it Allen, drafted and approved under the 500 series of IC 36-7-4, serves as the Allen County / Fort Wayne Comprehensive Plan.

**Connectivity:** Within the urban and suburban transportation fabric, the ability to easily and efficiently link all modes of transportation, including pedestrian, to one another; the ability to access necessary and desirable destinations via various modes of transport.

**Countilink:** The federally funded Rural Public Transportation System (Section 5311) for Allen County, Indiana; A demand response public transit service, managed through Allen County Council on Aging, a division of Aging and In Home Services of Northeast Indiana, Inc., which offers public transportation service to Allen County residents needing transportation beginning, ending, or going between rural Allen County cities and towns

**Crosswalk:** Portion of a roadway designated for pedestrian crossing, marked or unmarked. At an intersection, unmarked crosswalks are the natural extension of the shoulder, curb line or sidewalk.

**Demand Response System:** Any non-fixed route system of transporting individuals that requires advanced scheduling by the customer, including services provided by public entities, nonprofits, and private providers. A “demand response system” is one where passenger trips are generated by calls from passengers or their agents to the transit operator, who then schedules the trip taking requests anywhere from 2 to 30 days in advance, to pick the passengers up and transport them to their destinations.

**Fixed Route:** A system of transporting individuals, including the provision of designated public transportation service by public entities and the provision of transportation service by private entities, including, but not limited to, specified public transportation service, on which a vehicle is operated along a prescribed route according to a fixed schedule.

**Fort Wayne Trails:** The designated active, non-motorized transportation system in Fort Wayne, Indiana consisting of trails, paths, multi-use trails, shared-use paths, greenways and rails-to-trails.

**Infrastructure:** The utilities and basic services, such as roads, signs, street lights and sewers, essential for the development, operation, and growth of a community.

**Metropolitan Planning Organization (MPO):** A federally required intergovernmental transportation body established in all metropolitan areas with a population greater than 50,000. The MPO is responsible for the Regional Transportation Program (RTP) and the Transportation Improvement Plan (TIP), which are necessary prerequisites for the receipt of federal transportation funding. In Fort Wayne, the Northeastern Indiana Regional Coordinating Council serves as the MPO.

**Mobility:** The ability to move people, including those with physical limitations, from place to place.

**Mode of Transportation:** A general term for various types and means of moving people and goods from one place to another. (Via automobiles, walking, biking, trains, buses, planes, wheelchairs, watercraft, etc.)

**Multi-modal:** An environment or system which has a variety of transportation options available for any trip, such as being able to walk, ride a bicycle, take a bus, or drive to a certain destination.

**Northwest Indiana Regional Coordinating Council (NIRCC):** Fort Wayne's regional *Metropolitan Planning Organization* (MPO).

**Northwest Indiana Regional Partnership:** The Northwest Indiana Regional Partnership was formed in 2006 to help build a globally competitive economy in a 10-county region in Northwest Indiana. It is a public-private partnership focused on generating business leads and building regional capacity through product development and effective regional collaboration.

**Pedestrian:** A person traveling on foot, in a wheelchair, on skates, skateboard, or walking a bicycle.

**Pedestrian Safety Facilities:** Designed and built infrastructure provided for the benefit and encouragement of pedestrian travel, including bus stops, bus pads, walkways, crosswalks, signs, signals, illumination and benches.

**Public Mass Transit Fund (PMTF):** An Indiana program that used to receive 0.67% of the state sales and use tax and is now funded from the State's General Fund at the discretion of the legislature with biennial budget processes. Funds are allocated to public transit agencies using a performance based formula. Passenger trips, total vehicle miles, and locally derived income data are utilized to compute the formula allocations.

**Public Transit:** An organized large-scale public transportation system in a given metropolitan area, typically comprising buses, subways, and elevated trains which provides for the movement of people within a fixed area using group travel technologies. The essential feature of public transit is that many people are carried in the same vehicle (e.g., buses). This makes it possible to move people in the same travel corridor with greater efficiency, which can lead to lower costs to carry each person or - because the costs are shared by many people - the opportunity to spend more money to provide better service, or both.

**Right-of-Way:** A general term denoting land, property or interest therein, dedicated for public use, usually in a strip of land acquired for or devoted to the construction of a highway, road, street or alley that typically includes the travelled way, shoulders, roadsides, auxiliary lanes, medians, border areas, park strips, sidewalks, curbs, gutters, and frontage roads.

**Roadway:** The portion of the thoroughfare, including shoulders, intended primarily for vehicular use.

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

**Thoroughfare:** A general term denoting a public way for purposes of vehicular travel, including the entire area within the right-of-way.

**Trail:** A linear route on land with protected status for public recreation or transportation purposes such as walking, jogging, hiking, and bicycling,

**Transit Oriented Development:** A mixed-use residential and commercial area, designed to maximize access to public transit, and often incorporates features to encourage transit ridership. A TOD neighborhood typically has a center with a transit station or stop (train station, metro station, tram stop, or bus stop), surrounded by relatively high-density development with progressively lower-density development spreading outward from the center.

**Urban Transportation Advisory Board (UTAB):** An intergovernmental policy board, established and administered by the Northeastern Indiana Regional Coordinating Council (NIRCC), which reviews, makes recommendations, and makes decisions on transportation plans, projects and issues within the Fort Wayne-New Haven-Allen County Metropolitan Planning Area, with a membership composed of representatives from state and local governments involved with, and responsible for various transportation activities.

**Vehicle:** Any physical device in which, or upon or by which any person or property is or may be transported or drawn along a roadway, including vehicles that are self-propelled or powered by any means.

**Walk Fort Wayne:** A ten year, action-oriented plan that promotes a safe and walkable community by providing policy direction to decision makers, and prioritizing the installation of new pedestrian facilities along major roadways that provide connectivity to key destinations.

## **APPENDIX B: Choice Rider Survey Summary**

**APPENDIX C: Peer review Tables and Summary**

**APPENDIX D: Adopted Ordinance**

DRAFT

## **CHAPTER FOUR—Bus Fort Wayne Plan Legislation**

As with all of the plans under Fort Wayne's Active Transportation vision and initiative (described in the Introduction of this Plan), local, state, and federal laws and policies provide a framework for creating a safe, well balanced transportation system that accommodates all modes of transportation. These policies define and regulate how transportation infrastructure, including transit infrastructure, should be designed, funded, and provided. They also establish priorities for funding improvements that can accommodate pedestrians, bicyclists, pedestrians, and users of public transit.

When current local laws and policies do not support the community's vision, new ones should replace them. And when they do support the vision, those laws and policies work best when they are supported by the community, enforced, and implemented. Changes and improvements to local ordinances which support transit infrastructure on both public right of way as well as private property will help to further the efforts of the community's active transportation initiative.

The many benefits and rising ridership of public transit have been articulated in a multitude of studies and are listed earlier in the Bus Fort Wayne Plan. Among other impacts, public transit is a proven community benefit that creates jobs, saves household money, and reduces air pollution and other environmental damage. Ridership is up, locally and statewide. In addition to the increased ridership in each public system, the number of transit systems in Indiana has risen steadily, from 18 systems in the late 1970's to 66 transit systems in Indiana today.

Despite this steady expansion in riders and systems, funding of mass transit has not kept pace, and has lagged behind the funding levels needed to meet rising demand. In 2008, INDOT published an analysis of mass transit needs, performance, and issues in Indiana. The study was commissioned by the Indiana General Assembly in 2007.

Among the study's key findings are the conclusions that:

- Urban bus and rural transit systems in Indiana are undersized and not meeting potential demand, nor in the case of urban areas, designed to attract choice riders.
- The current mix of transportation funding does not generate sufficient revenue to accommodate the transit investments to meet unmet demand.

There is currently not a stable, dedicated state funding source for transit in Indiana, whether the service is fixed-route like Citilink or demand response based like Countilink. In 2011 the Indiana General Assembly removed dedicated state funding for transit by eliminating the dedication of a share of state sales tax to the Public Mass Transit Fund (PMTF).

State mass transit funding is now an allocation from the General Fund. Unless regular, dedicated funding is restored, transit funding will continue to be a general fund line item,

subject to re-appropriation and political challenges in the overall state budget.

These state level funding issues have occurred at a time when local sources of funding have been challenged by state-imposed property tax caps and local government budgets are stretched. Even where a local government entity has taxing authority, the property tax caps now in place limit the ability to raise transit levies or increase funding. Legislators and policy makers face highly demanding budget choices. Fare box receipts have their place in any funding strategy to support and enhance public transit, but there is a clear ceiling to which rider charges can go before revenue peaks.

Creative, multi-faceted, and stable funding approaches will require partnerships with relevant elected officials. In this environment, a sustained relationship with key decision makers is vital, as no single solution exists to achieve the goal of stable funding for public transit. A careful mix of state, federal, and local resources will be necessary to maximize public transit funding.

A second critical transit need is to raise revenue wherever it might be possible. Re-allocation of sales tax revenues is an option, as is the more potentially controversial option of raising the sales tax further while making the choice of reallocation to transit. Allocations from a number of available sources should be explored. These choices are important points of dialogue in working with the General Assembly to support and strengthen public transit.

The City of Fort Wayne, Citilink, Countilink, and all other providers of public transit within the community recognize that without collaboratively working together, and without dedicated state support, the recommendations in this plan would be difficult to achieve. Advocacy, outreach, and lobbying for state and regional funding are all essential to meeting the goal in this plan.

The following Legislation Chapter goal, policies, and specific action step recommendations address coordinated, collaborative efforts that will help in the implementation of the Bus Fort Wayne Plan.

### **Legislation Goal:**

**To encourage and support legislation and policy adoption that enables the implementation of the Bus Fort Wayne Plan.**

### **Policies and Action Steps:**

**Policy 1: Encourage the review and update development of regulations and incentives for the incorporation of public transit facilities and pedestrian connectivity within and between existing and proposed development projects.**

Many existing development projects were not built to accommodate public transit

vehicles and/or do not provide adequate pedestrian connectivity from public transit stops making it difficult for providers to provide safe and convenient public transit services. The integration of public transit accommodations such as appropriately designed driveways, designated drop off and pick up areas, shelters, bus pads, and sidewalk connections into residential, commercial, institutional, and industrial development projects would assist those who currently rely on public transit and help to promote the use of public transit as a viable transportation option. The development and marketing of incentives such as commercial façade grant programs is recommended to encourage the retrofit of existing development projects.

**Action Step A:** Work with the Transportation Planning Committee (TPC), establish a team consisting of representatives from the Northeastern Indiana Regional Coordinating Council, Citilink, Countilink, Department of Planning Services, Allen County Highway, and the City of Fort Wayne Board of Public Works to review and update the “Coordinating Development and Transportation Services – A Guide for Developers, Engineers, and Planners” document with recommended guidelines that should be made into requirements within appropriate city and county ordinances for new development and redevelopment projects.

**Action Step B:** Work with the City and County on the development and better communication of potential grant opportunities for the retrofit of existing development to accommodate public transit.

**Action Step C:** Work with the City and the County to ensure that existing incentives for property enhancement, new development, and redevelopment projects include the provision of public transit accommodations and pedestrian connectivity. Ensure that the granting of façade grants, brownfield grants, tax abatements, and other local economic development programs encourages public transit infrastructure improvements.

**Policy 2: Encourage the revision of codes and ordinances to promote infill development and direct-new development that takes into consideration toward appropriate locations at higher densities to support public transit.**

In order to encourage the use of public transportation, land use, and development patterns must encourage higher densities, a mix of uses that support a variety of transit users and providers. The development of Transit Oriented Development (TOD) zoning districts is one tool that can be used to promote higher densities, a mix of housing types, appropriate commercial uses, and transit accommodations along bus routes. Continued promotion of incentives for infill development, such as commercial façade grants, tax abatements, tax credits, and brownfield grants are also recommended as a way to promote higher densities within urban and suburban areas.

**Action Step A:** Work with the Department of Planning Services on the development of a Transit Oriented Development (TOD) District designation option to be integrated into

revised City and County Zoning Ordinances. Develop a map of areas that would be appropriate for rezoning to a TOD District.

**Policy 3: Develop and support adoption of a Complete Streets ordinance along with design standards that comply with Federal ADA standards, to ensure that all streets are built and maintained appropriately to accommodate pedestrians, bicyclists, motorists, and transit users of all ages and abilities.**

The design and construction of transit and pedestrian infrastructure should be given full consideration in the planning and development of transportation facilities, including its incorporation into state, regional, and local transportation plans and programs. A Complete Streets policy will provide for safer non-vehicular transportation, as well as a more user-friendly system.

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Ongoing support for the expansion and enhancement of 21<sup>st</sup> century urban and regional public transit systems will require a continual and dynamic process of engagements with key elected officials and key transit system advocates. Backing and advocacy from these vital constituents will require outreach efforts that are both vigorously active and openly welcoming of input and suggestions for improvement.

**Action Step A:** Continue lobbying efforts which promote continued and increased funding for public transit at the state and federal levels.

**Action Step B:** Aggressively lobby and educate state legislators on the community benefits of public transit; the need for expansion of service areas and routes, including

regional transit; the need for the ability to request local referenda for increased funding, and the re-establishment of a dedicated funding source for the Public Mass Transit Fund (PMTF).

**Action Step C:** Continue to monitor and communicate potential changes in legislation which impacts public transit.

###

END of Legislation section where all amendments reside.

BILL NO. R-13-09-05

**REPORT OF COMMITTEE ON REGULATIONS**

**SEPTEMBER 17, 2013**

**RUSSELL JEHL - CHAIR**  
**GLYNN HINES - CO-CHAIR**  
**ALL COUNCIL MEMBERS**

*Used and bring  
back to Reg Session  
on 10/8/13 w/ new  
amendment.*

A RESOLUTION approving the amendment of Fort Wayne's Comprehensive Plan, Plan-It-Allen, to add "Bus Fort Wayne: A Plan to Enhance Public Transit."  
**COMMITTEE ON REGULATION** have had said Ordinance under consideration and beg leave to report back to the Common Council that said Ordinance

DO PASS

DO NOT PASS

ABSTAIN

NO REC

*[Handwritten signatures in the DO PASS column]*

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SANDRA E. KENNEDY  
CITY CLERK

1 **BILL NO. R-13-09-05**

2 **RESOLUTION NO. \_\_\_\_\_**

3 **A RESOLUTION APPROVING THE AMENDMENT OF**  
4 **FORT WAYNE'S COMPREHENSIVE PLAN, PLAN-IT-**  
5 **ALLEN, TO ADD "BUS FORT WAYNE: A PLAN TO**  
6 **ENHANCE PUBLIC TRANSIT."**

7 **WHEREAS**, Common Council of the City of Fort Wayne adopted a  
8 Comprehensive Plan for the City of Fort Wayne (Plan-It-Allen), in accordance  
9 with the statutes of the State of Indiana; and

10 **WHEREAS**, On July 9, 2013, Common council adopted Resolution No.  
11 R-13-06-13 (As Amended), which initiated amendment of the Comprehensive  
12 Plan, Plan-It-Allen to adopt the Bus Fort Wayne Plan; and

13 **WHEREAS**, On August 12, 2013, the City of Fort Wayne Plan  
14 Commission invited and heard public comment related to Bus Fort Wayne plan;  
15 and

16 **WHEREAS**, On August 19, 2013 the City of Fort Wayne Plan  
17 Commission issued a do pass recommendation to the Common Council of the  
18 City of Fort Wayne.

19 **NOW THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL**  
20 **OF THE CITY OF FORTWAYE, INDIANA:**

21 **SECTION 1.** That the amendment of the City of Fort Wayne's  
22 Comprehensive Plan, Plan-it-Allen, to include goals and policies of "Bus Fort  
23 Wayne: A plan to Enhance Public Transit" is hereby approved.  
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Fort Wayne City Council  
Bus Fort Wayne Summary • September 10, 2013

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PROPOSALS: Bus Fort Wayne Comprehensive Plan Amendment Petition  
1227/10 (Ordinance Bill No. G-13-07-15)

APPLICANT: The City of Fort Wayne, Div. of Community Development

REQUEST: To amend the Plan-it Allen Comprehensive Plan by  
including the goals and policies of the Bus Fort Wayne  
Plan

LOCATION: Allen County

LAND AREA: City of Fort Wayne and Allen County

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COMPREHENSIVE PLAN REVIEW:

The following goals, objectives and strategies of the Allen County-Fort Wayne Comprehensive Plan, *Plan-it Allen!* Support the amendment of the Bus Fort Wayne Plan.

The overall goal for the *Transportation Chapter* states "An integrated transportation system that ensures accessibility, safe and efficient movement and connectivity through all parts of the County and region, and accommodates a range of transportation choices such as public and paratransit, high-speed rail, pedestrian, bicycle, vehicular and horse-drawn."

Objective T1 of the *Transportation Chapter* states "Improve vehicular transportation throughout the region while accounting for air quality standards and noise mitigation." Strategy T1.A under this objective states "Continue to support cooperation and coordination among local, regional, state and federal transportation authorities to identify and fund priority projects."

Objective T2 of the *Transportation Chapter* states "Work with appropriate agencies to expand public transportation opportunities, with attention to bus, rail and air travel." Strategy T2.A under this objective states "Work with Citilink and other local transit and paratransit providers to examine existing bus routes and services in order to resolve potential gaps in service." Strategy T2.B under this objective states "Encourage greater use of various public and paratransit transportation alternatives and explore new public transportation options." Strategy T2.C under this objective states "Investigate the provision of public and private incentives to increase the use of public transportation." Strategy T2.D under this objective states "Promote development that accommodates viable public transportation options."

Objective T3 of the *Transportation Chapter* states **Encourage and plan for fully accessible and safe alternative transportation options and infrastructure.** Strategy T3.F under this objective states **“Work with community stakeholders to educate the public about the benefits of alternate transportation.”**

## **BUS FORT WAYNE PLAN**

### **Background:**

As part of the implementation of Plan-it-Allen, the City of Fort Wayne and various partners have developed a number of plans under the umbrella of an overall “Active Transportation” initiative, including the adopted Bike Fort Wayne and Walk Fort Wayne Plans, and a future Trails Fort Wayne Plan. As a continuation of this effort, we have now completed a draft of the Bus Fort Wayne Plan.

Bus Fort Wayne was developed in collaboration with the City of Fort Wayne’s Division of Community Development, Citilink, Countilink, and the Northeastern Indiana Regional Coordinating Council (NIRCC) along with an extensive Advisory Committee of City and County departments, community stakeholders, and elected officials. It is a ten-year plan that lays the groundwork for establishing public transit as a viable, preferred transportation choice for the Fort Wayne and Allen County community. The primary purpose of the Bus Fort Wayne Plan is to establish goals and policies to guide smart decision making for public transit, based on assessment of the current system, a determination of how we want the system to evolve, and various options to get there.

Achieving the goals and implementing the policies of Bus Fort Wayne will depend on coordinating and collaborating with local and area transportation agencies; educating potential public transit users on the availability and operations of public transit; reviewing and modifying local state legislation; and finally, securing a steady and reliable public transit funding source. Collectively, these aspects will best support the overall goal of Bus Fort Wayne when working in harmony.

### **The Importance of Public Transit**

Public transit’s broad reach extends to all of America’s communities. Large and small, as it helps revitalize business districts, allows employers to tap into larger work forces, builds economic revenues and increases property values. On the national level, public transit supports our nation’s goals and policies, including reducing our dependence on foreign oil, and providing critical response in emergencies. On an individual level, public transit saves money, and provides people with choices, freedom, and opportunity.

Public transit helps everyone - communities, families, students, senior citizens, persons with disabilities, and people without cars - as they seek to fulfill their personal and career goals, meet their daily needs, and maintain a high level of transportation independence.

People – regardless of their ability to own or operate a car – need meaningful access to jobs, medical care, education, and other necessities.

- *Public Transit Helps Build a Strong Economy*
- *Public Transit Creates and Sustains Employment*
- *Public Transit Enhances Personal Economic Opportunity*
- *Public Transit Provides Personal Mobility*
- *Public Transit Protects the Environment; Improves Public Health*
- *Public Transit Lowers Accident Rates*
- *Public Transit Relieves Congestion*
- *Public Transit Creates a Livable Urban Environment*

### **A Community Planning Process**

Recognizing that public transit is an integral piece of Fort Wayne's Active Transportation initiative, along with the Walk Fort Wayne, Bike Fort Wayne, and Trails Fort Wayne Plans, a partnership between the Fort Wayne Division of Community Development, Citilink (Fort Wayne Public Transportation Corporation), Countilink (Allen County Council on Aging), and the Northeastern Indiana Regional Coordinating Council (NIRCC) was formed in 2011 to begin discussing the Bus Fort Wayne Planning process. A Primary Planning team was established to draft an overall scope for the plan, determine objectives, and stake out a planning process and timeline. The Primary Team met regularly throughout the development of the Bus Fort Wayne Plan.

In early 2012, the Primary Team gathered information, analyzed existing conditions and trends, and obtained reports, studies and transit-related plans and documents, from local, state and national sources.

In addition (in order to gain insight, expertise and broader community input), a multi-disciplinary Advisory Team was established to advise the Primary Team during the planning process. The multi-disciplinary Advisory Team, consisting of over two dozen members, had a broad base of knowledge, experience and perspectives. The preface of this Plan contains a listing of the Primary and Advisory Team members and their affiliations.

### ***Potential (Choice) Rider Survey***

In an effort to gain insight into the thoughts, opinions, and levels of understanding from local Fort Wayne/Allen County residents who would not typically use public transit, a "Choice Rider" Survey was developed. The survey was designed to assess factors that

would encourage transit ridership, reasons that discourage ridership, familiarity with and overall perceptions of Citilink and Countilink service, the effect of rising gas prices on choosing to ride the bus, and other issues related to ridership.

This electronic survey was targeted to major local employment centers, including hospitals, schools and universities, City and County governments, apartment complexes and large hotels. A total of 1,231 surveys were returned, tabulated, and analyzed. One of the questions in the survey asked the respondents if they would consider riding the bus on a free trial basis for a pre-determined time frame to determine rider impressions, and then participating in a focus group to discuss observations. Several survey respondents participated in the trial riding experience.

The findings of this survey, as well as a summary of comments received from the focus group discussion, located in Appendix B, were useful in gauging public knowledge, perception and what factors influence the use of public transit. The information was very useful in shaping the goals and policies of the Education & Outreach and the Network chapters of this Plan.

### ***Bus Fort Wayne Public Open House***

As a culmination of the final draft, an extensively advertised Bus Fort Wayne Public Open House was held in the Citizen Square OMNI room on 5/8/13. The Open House included the Primary Team staff, several members of the Advisory Team, and representatives from several public transit agencies, all there to discuss the Plan and address public questions and concerns. The event displayed the proposed goals and policies of the Plan; included summaries of public surveys and focus group discussions; as well as information from several local public transportation providers. Approximately 33 citizens attended.

### **Organization of the Plan**

The Bus Fort Wayne Plan's primary goal is to, "*Lay the foundation to grow and improve the community's public transit system in order to increase public transit ridership, and to establish public transit as a viable, preferred transportation choice.*"

In an effort to realize the above goal, several policies and strategies have been developed and organized into four main chapters: **Network & Services**, **Education and Outreach**, **Legislation**, and **Implementation**. Each section has its own Goal, which is supported by Policies and Action Steps. These following **Goals and Policies** are intended to be adopted by City Council and approved by the Urban Transportation Advisory Board.

#### **Network and Services Goal:**

**Enhance and maintain the public transportation network and levels of services to increase ridership and connectivity within the community.**

**Policy 1: Allocate various levels of transit resources and services within the community so that they are proportional to primary destinations and population densities.**

**Policy 2: Seek funding and resources to establish and maintain 30 minute service frequency as the minimum baseline for all fixed bus routes within the next 5 years.**

**Policy 3: Work toward the provision of 15 minute service frequency for fixed bus routes in high density/primary rider destination areas within the next 10 years.**

**Policy 4: Work toward the expansion and extension of service hours and days for urban, rural, and countywide transit provider.**

**Policy 5: Increase ridership by maximizing the use of available urban, rural, and other county-wide transit resources to improve the predictability, connectivity, and reliability of service.**

**Policy 6: Provide safe pedestrian access to all fixed route bus stops.**

**Policy 7: Pursue and support a regional/multi-county transit system.**

#### **Education and Outreach Goal:**

**To promote and encourage a positive perception of public transit services that results in broader transit use in the community.**

**Policy 1: Provide educational information and programs that address common misunderstandings about using transit, and promotes the economic, health, and environmental benefits of public transit.**

**Policy 2: Establish partnerships to develop marketing programs that enable public transit providers and their advocates to deliver information and to market incentives directly to prospective transit riders.**

#### **Legislation Goal:**

**To encourage and support legislation and policy adoption that enables the implementation of the Bus Fort Wayne Plan.**

**Policy 1: Encourage the development of regulations and incentives for the incorporation of public transit facilities and pedestrian connectivity within and between existing and proposed development projects.**

**Policy 2: Encourage the revision of codes and ordinances to promote infill development and direct new development toward appropriate locations at higher densities to support public transit.**

**Policy 3: Develop and support adoption of a Complete Streets ordinance along with design standards that comply with Federal ADA standards, to ensure that all streets are built and maintained appropriately to accommodate pedestrians, bicyclists, motorists and transit users of all ages and abilities.**

**Policy 4: Promote urban, rural, and regional public transit through the establishment of partnerships and legislative relationships at the local, state and federal levels.**

**Sarah A. Rogers**

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**From:** Pam Holocher  
**Sent:** Wednesday, October 16, 2013 9:18 AM  
**To:** Sarah A. Rogers  
**Subject:** RE: BUS FORT WAYNE ORDINANCE

We believe it is supposed to be on the agenda on October 22<sup>nd</sup>. Thanks!

**From:** Sarah A. Rogers  
**Sent:** Wednesday, October 16, 2013 9:10 AM  
**To:** Pam Holocher  
**Subject:** BUS FORT WAYNE ORDINANCE

Good morning, Pam!

Last week we were asked to hold the Bus Fort Wayne Ordinance, but we were not given a new date. I am in the process of working on next Tuesday's Agenda and wondered if we can add that ordinance to our agenda. Please advise.