

The Fort Wayne Continuing Transportation Study

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Introduction

“After July 1, 1965, the Secretary (of Commerce) shall not approve under Section 105 of this title any program for projects in any urban area of more than 50,000 population unless he finds that such projects are based on a continuing comprehensive transportation planning process carried out cooperatively by states and local communities . . .”.

This quotation has been extracted from Section 9 of the 1962 Federal-Aid Highway Act.

The city of Fort Wayne was invited, along with several other cities throughout the general area embracing the states of Michigan, Illinois, Wisconsin, and Kentucky to attend an action program on May 10 and 11, 1962 in Chicago. At this meeting representatives from the American Association Of State Highway Officials, the National Association Of County Officials, and the American Municipal Association were present.

At this meeting, the writer was made acquainted with the principles of the 1962 Acts of the Congress of United States. The stipulations were: that cities or metropolitan areas (of 50,000 population or over) would be required to submit evidence that continuing transportation study was in progress in their respective areas before the Bureau of Public Roads or the Indiana State Highway Commission would be authorized to further improve the highway transportation system in a given area. At this meeting Fort Wayne was chosen as one of the pilot cities to prepare the principles which might be inaugurated, whereby such action might serve as a guide for other areas throughout Indiana.

The Three C's: Cooperative, Continuous, Comprehensive

The traffic engineering profession, in its effort to obtain a balanced traffic program, has often heard repeated time and time again the

principles of the three E's, namely, enforcement, education and engineering. There is another series of letters which could be named the three C's. It means that metropolitan areas of 50,000 or more, will, by necessity, show evidence that they are conducting a cooperative, continuous and comprehensive transportation series of studies and principles.

- cooperative— meaning that the planning process will embrace all levels of government—county, city, state, and federal—having jurisdiction over highways, roads, and streets.
- continuous— meaning that the planning process will have to be updated periodically to accommodate changes in transportation needs and travel habits of the local area.
- comprehensive—meaning that the planning process must consider transportation needs in relation to the economic, population, and land use development for the community.

In light of securing improvements for the highway transportation system within their metropolitan areas, the principles of the three C's constitute a program that many municipal traffic engineers have long desired. In many cases, traffic engineers have operated upon the principles of meeting the operational demands of the community. Unfortunately, the studies which are forthcoming in the principles of a cooperative, continuing and comprehensive transportation planning program for certain metropolitan areas have not been conducted. This does not necessarily mean that all studies will be conducted in a given metropolitan area by officials at local level. It will require that inter-departmental and intergovernmental cooperation will be a prime factor if the program enacted by congress is to be effective.

Prospectus Poorly Received

It was mentioned that Fort Wayne was chosen as one of the pilot cities for the principles involved, concerning the transportation requirements enacted by congress. Shortly after the meeting in Chicago, the past administration named the Highway Technical Committee and Highway Coordinating Board. The writer was named as one of the members of the technical committee in this particular instance.

One of the first meetings of the Technical Committee was called on March 1, 1963. It was at this meeting that a preliminary prospectus was prepared, which might be of a character to be reviewed by the committee

assigned the various subjects involved. The committee member or agency, that would be responsible for these particular studies, was designated.

The prospectus also embraced the expenditures that had been forthcoming as of that time by the state and local governments in reference to traffic and transportation studies. With this prospectus, an estimated cost of the same was prepared and unfortunately, was found to be unrealistic and poorly received at local executive and administrative levels. This statement is predicated upon the actual fact of submitting operating budget requirements, only to be advised that they were not received favorably. Some local officials stated the Federal-Aid Act of 1962 was inaugurated by a group of congressmen who had little or nothing to do but establish the act as side issue, to further embarrass or harass local officials seeking highway improvements within their respective area of administration.

Finance Problems

The prospectus was approved by the Technical Committee and presented to the Highway Coordinating Board. At this meeting it was advised to attempt to secure moneys from the H.H.F.A. Administration for funds available for local level transportation.

As previously stated, the executive and administrative levels of local government hesitated to endorse or confirm any budget items for the remaining costs submitted, as related to each agency to complete various phases of the transportation study. The estimated remaining costs, as submitted, per preliminary prospectus set forth the following amounts: City Plan Commission—\$34,375; County Plan Commission—\$45,825; County Surveyor and County Engineer—\$14,000; and the Indiana State Highway Commission—\$197,271.

Based upon the above figures, it may be stated, that administrators at local level, in many cases, fail to realize that these amounts are subject to distribution for a period of more than one year at any one given time. Consequently, there was no budget made available at local level. Throughout the balance of the previous administration, several attempts were made to secure funds through the H.H.F.A. Administration. However, efforts were not favorably received nor was there good position to secure their assistance.

With the advent of a change of city administration, the Technical Committee remained somewhat constant in its personnel make-up. The committee concluded that each agency or department would submit its individual reports at budget time for moneys to perform the transportation studies required and could be negotiated with the funds available

through the calendar year. Consequently, 1965, is the first period that the office of City Traffic Engineer has secured funds available to conduct any part of the transportation study as set forth by the acts of congress.

Some Transportation System Studies

During the period that the Technical Committee was attempting to secure funds through the agency previously mentioned, it may be cited that several items were studied, reviewed, and reported for action as they affected the transportation system of Fort Wayne and its metropolitan area. Item (1) The committee endorsed the improvement of Anthony Boulevard, between S. R. 37 and U. S. 30; the same set out the principles of constructing a six-lane, divided highway—between the limits mentioned. Item (2) The original proposal to improve S. R. 3, between U. S. 27 and U. S. 30 was rejected; the same being predicated on the fact that the proposal to construct and improve a two-lane thoroughfare to a four-lane highway was not feasible, due to the fact that the highway, between the junction mentioned and the intersection of Clinton Street and Spy Run Avenue, is a three-lane highway and presently A.D.T. traffic volumes exceed more than 22,000 vehicles. Item (3) Principles involving “land-use” within specified limits of the interchange areas, as related to the interstate highway system, were developed. The same is now a part of the council proceedings, as related to the Plan and Zoning Commissions of the City of Fort Wayne. Item (4) The Baer Field Throughway, which has been discussed for several years, was reviewed with particular reference to a subdivision development, between the lower Huntington Road and Winchester Road. The development-plan, in its original concept, would have established two “T” intersections within a short distance of one another. The Technical Committee recommended the establishment of one regular intersection. Item (5) Certain commercial developments, at the county level were reviewed and standard driveway principles endorsed as the same would effect the county zoning regulations. Item (6) The committee reviewed the merits of the proposed four-year county highway improvement program, which was of a controversial nature. However, the Technical Committee endorsed the improvement plan proposal.

Lastly and more recently a resolution has been prepared, with the approval of Highway Co-ordinating Board, the same will be submitted to the Indiana State Highway Commission, requesting their assistance within the City of Fort Wayne, and Allen County. Unfortunate experiences brought this resolution before the Technical Committee,

when developers of certain businesses were bypassing the local agencies for processing such operations.

Study Subjects Developed

Since the first of this year, through cooperation with the City Plan Commission, the Office of Traffic Engineer, and representatives of the Indiana State Highway Commission the initial plan has been developed with reference to a detailed work-program. This particular phase of study involves the following 22 subjects named below:

1. Inventory of Physical Major Street System
2. Street Classification
3. Traffic Volume Control Counts
4. Accident Study
5. Screenline Counts
6. C.D.T. Cordon Count
7. Coverage Counts
8. Speed and Delay Study
9. Parking Study
10. Traffic Control Device Inventory
11. External Survey
12. Fleet Owners (Interview)
13. Internal Survey
14. Base Mapping
15. Inventory of Laws and Ordinances
16. Existing Land Use Inventory
17. Population Inventory
18. Social and Economic Inventory
19. Capacity Inventory
20. Transit
21. Truck Terminal Facilities
22. Finance

In addition to the aforementioned study subjects, agency responsibility has been assigned as it pertains to the individual subjects. The job description of each project has been developed for most of the subject items, specifying the purpose of the job; the method by which it will be performed; and the work items required.

Preliminary Prospectus Revised

The preliminary prospectus has been completely revised. The same was approved by the Highway Technical Committee and, as of March 25th, was submitted to the Highway Coordinating Board for review, and to bring them up to date as to principles stipulated in the prospectus.

The problem of inability to secure funds through the H.H.F.A. Administration has been offered within the above paragraphs of this paper. It has not been clearly defined as to why Fort Wayne and the Allen County area was not in a position to receive these funds. It is felt that those persons, within the State, Bureau of Public Roads and H.H.F.A. Agencies, attempt to secure ways and means, whereby funds might be forthcoming in a more simplified form than that which was encountered in Fort Wayne and Allen County.

Conclusion

The principles of the three C's cooperative, continuous, and comprehensive, unites the co-ordination between all governmental and departmental units at county, city, state and federal levels. Also, in final form, it will develop ways and means, whereby volumes of traffic transportation data now on record, but scattered throughout the various departments, will be common and available to each governmental department unit.

In many cases similar studies are duplicated by one or more agencies. The same information will be centralized, or at least certain agencies will be given the responsibility of collecting this information and making it available to any other department unit desirous of receiving or using this information.

It may be concluded, at this point, that the importance, of incorporating cooperative, continuous, and comprehensive principles of transportation studies will be more fully appreciated and realized as the project continues toward early inauguration, development, and processing, as it relates to the transportation system within a given metropolitan area of 50,000 population throughout Indiana.

In the future these studies, possibly, will bring about and develop many departments into a metropolitan type of operation over and above that recognized today.