

## CHAPTER II - THE PLAN





## OVERVIEW

The purpose of the Long Range Transportation Plan for the Genesee-Finger Lakes Region: 2005-2025 (LRTP) is to provide a 20-year perspective of existing and projected transportation system capabilities, needs, and associated objectives, as well as recommended policies and actions to meet these objectives.

As the designated Metropolitan Planning Organization (MPO) for the nine-county Genesee-Finger Lakes Region, the Genesee Transportation Council (GTC) is responsible for the development and maintenance of the LRTP for the Rochester Transportation Management Area (TMA). The Rochester TMA includes all of Monroe County and the adjacent developed areas of Livingston, Ontario, and Wayne counties.

Map 1 on the following page presents a map of the nine-county Genesee-Finger Lakes Region, highlighting the Rochester TMA.

Recognizing that the transportation system in the Rochester TMA both greatly influences and is influenced by the transportation system in the surrounding area, the LRTP discusses the system in the context of the entire nine-county region.

Neither the policies nor actions included in the LRTP represent funding commitments for specific projects. Rather, the policies and actions are intended to serve as a framework for future transportation planning and investment decision making.

As discussed below, implementation of the policies and actions included in the LRTP typically take the form of specific projects funded through the Transportation Improvement Program. Accordingly, federal funds for transportation improvements in the Rochester TMA are programmed by GTC and improvements outside the TMA are programmed by the New York State Department of Transportation (NYSDOT).

## THE GENESEE TRANSPORTATION COUNCIL

### Responsibilities

The U.S. Department of Transportation (USDOT) requires every metropolitan area with a population of over 50,000 to have a designated MPO to qualify for the receipt of federal highway and transit funds.

GTC is the designated MPO responsible for transportation policy, planning, and investment decision making in the Genesee-Finger Lakes Region.

To maintain the federally-certified planning process required by USDOT in order to receive federal transportation funding, GTC as a designated MPO must at a minimum produce and maintain three major products:

#### 1. Long Range Transportation Plan (LRTP)

As stated earlier, this product provides a 20-year perspective of existing and projected transportation system capabilities, needs, and associated objectives, as well as recommended policies and actions to meet these objectives.

The LRTP serves as a framework for guiding federally-funded transportation planning and investment decision making. The LRTP must be updated every three years.

#### 2. Unified Planning Work Program (UPWP)

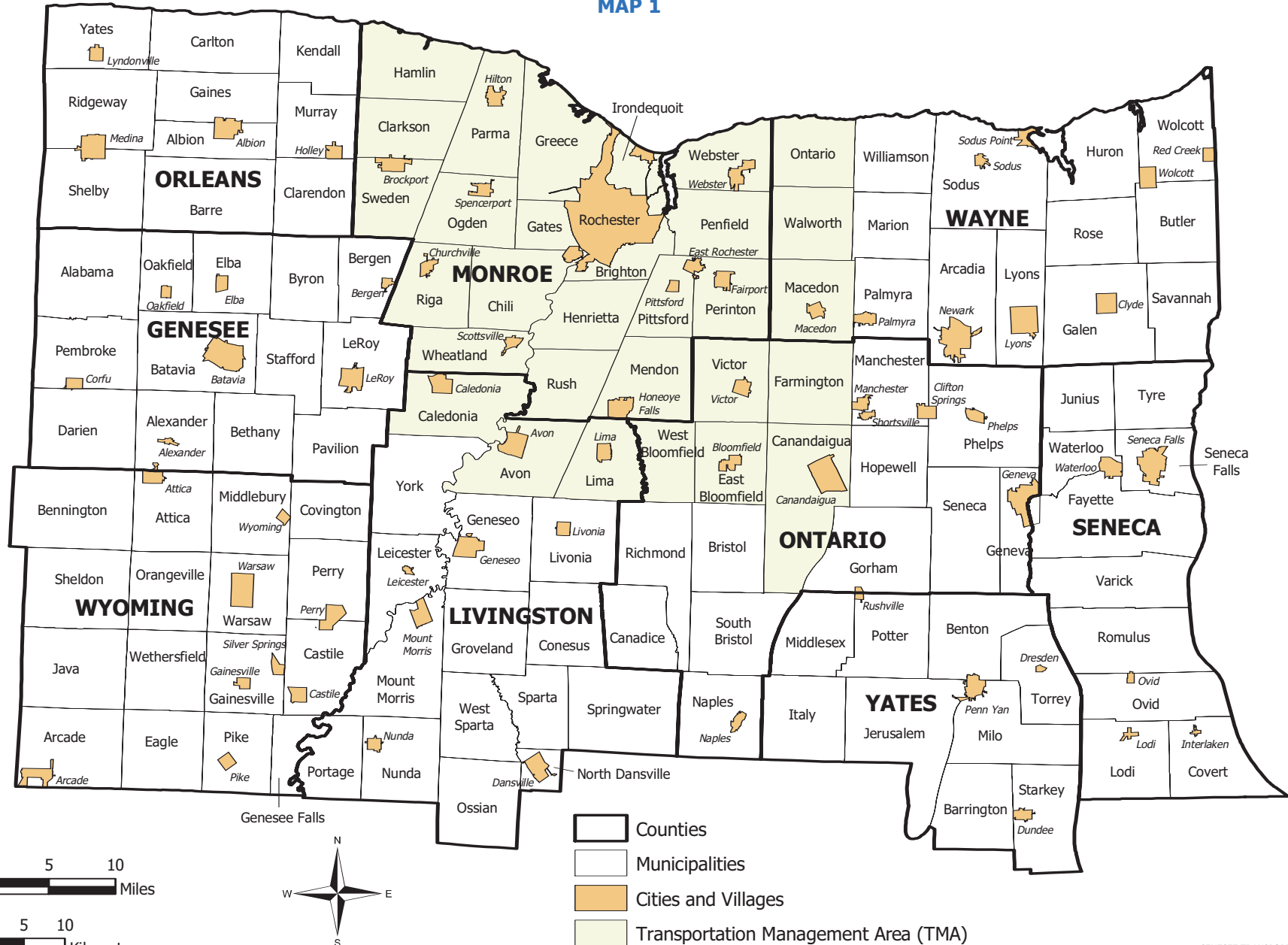
This product programs federally-funded transportation planning activities to further develop the policies and actions contained in the LRTP into concept-level projects and programs.

The UPWP allocates funding for both specific planning projects (e.g., corridor studies, strategic plans for public transportation, etc.) and on-going programmatic activities (e.g., transportation demand modeling, bicycle and pedestrian planning assistance, etc.). The UPWP is updated every two years.



NINE-COUNTY GTC PLANNING REGION AND ROCHESTER TRANSPORTATION MANAGEMENT AREA

MAP 1





### 3. Transportation Improvement Program (TIP)

This product identifies and schedules the specific transportation improvements that will receive federal funding over the next five years.

Projects included in the TIP typically emerge from recommendations identified in projects and programs in the UPWP and infrastructure needs identified by member agencies. The TIP must be updated every two years.

GTC and NYSDOT work cooperatively to develop the TIP. GTC is responsible for the development of the TIP within the Rochester TMA and NYSDOT has purview over projects included in the TIP that are outside the Rochester TMA.

In addition to completing these three major products, GTC also undertakes various other USDOT-mandated activities and programs. Examples include the GTC Public Participation Policy, Congestion Management System, and air quality conformity determination requirements.

In order to more effectively meet local and regional transportation planning needs, GTC continues to develop increased proficiency in several other technical fields including, but not limited to, bicycle and pedestrian planning, travel demand modeling, and intelligent transportation systems.

All GTC activities are responsive to mandates and guidelines including, but not limited to, the Americans with Disabilities Act, Clean Air Act Amendments of 1990, Title VI of the Civil Rights Act of 1964, and environmental justice considerations.

The framework established in the LRTP, the selection of planning activities carried out through the UPWP, the investment decisions programmed in the TIP, and all other activities and programs conducted by GTC are wholly consistent with the GTC Goals and Objectives.

These goals and objectives reflect local and regional objectives within the context of the seven major transportation planning focus areas established

by the federal Transportation Equity Act for the 21st Century (TEA-21), enacted in 1998. The GTC Goals and Objectives are presented in Exhibit 1.

### **Organizational Structure**

GTC is governed by a 27-member policy committee (the GTC Board) which is supported by the Executive Committee, Planning Committee, and various other committees. Their various roles in the MPO process are discussed below:

#### **GTC Board**

The GTC Board is the governing body of GTC. It provides direction and establishes policy with regards to the roles and responsibilities of GTC as the designated MPO for the region. The GTC Board approves all activities and work products, including the LRTP, UPWP, and TIP.

The 27 members of the GTC Board include elected officials from the nine counties of the region, the City of Rochester, and representatives of other local, regional, state, and federal agencies. GTC Board Officers are elected from among the members.

A listing of current GTC members is presented in Exhibit 2.

The GTC Board meets quarterly, or as required. Each GTC Board meeting is open to the public and advertised as such through media outlets across the region. A public forum is included at the beginning of all meetings to allow for public comment on meeting agenda items before GTC Board action is taken.

#### **Executive Committee**

The Executive Committee is a subset of the GTC Board responsible for specific decision making related to administrative, organizational, and financial issues affecting GTC and its staff.



## EXHIBIT 1 - **GTC GOALS & OBJECTIVES**

### **1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency**

- A. The transportation system should support balanced community and economic development of the metropolitan area
- B. The transportation system should be a distinguishing competitive feature of the metropolitan area relative to other areas, serving the needs of existing businesses and enhancing the region's attractiveness to new business

### **2. Increase the safety and security of the transportation system for motorized and non-motorized users**

- A. Transportation designs, services, and education programs should be promoted to enhance and protect life, health, and property

### **3. Increase the accessibility and mobility options available to people and freight**

- A. The transportation system should provide the capacity, coverage and coordination necessary to provide mobility to the region's population and commercial activities in a fashion consistent with the overall intent of Goal 1
- B. Reasonable travel alternatives should be available to all persons in the area regardless of age, physical or mental ability, and/or income

### **4. Protect and enhance the natural environment, cultural heritage and community appearance, and promote energy conservation**

- A. Transportation planning and decision making should support and reinforce local land use and development objectives

- B. Transportation planning and decision making should recognize local priorities balanced with broader community goals
- C. Transportation planning and decision making should strive to address issues on a corridor level, recognizing both the multi-jurisdictional component of travel and the interrelationship between transportation and non-transportation policies and investments
- D. The transportation system should encourage the efficient use of non-renewable energy resources and the exploration of renewable alternatives
- E. Transportation planning and decision making should strive to embrace designs and processes that respect the natural environment and enhance the overall contribution of the transportation system to community livability

### **5. Promote efficient system management and operations**

- A. The transportation system should be designed and managed in a fashion that minimizes lifetime maintenance and user costs
- B. Transportation investments should advance the Long Range Transportation Plan's goals and objectives in a fashion which maximizes benefits relative to costs\*
- C. Transportation and land use planning should be integrated in a fashion that optimizes the use of existing transportation and other municipal infrastructure
- D. Transportation investments should be guided by cooperative planning, design, and maintenance standards to promote system continuity and uniformity across jurisdictional boundaries



## 6. Facilitate partnerships in planning, financing, and the execution of transportation initiatives

- A. The transportation planning and decision making process should be multi-jurisdictional, fostering coordination and cooperation among local, county, state, and federal governments, concerned agencies, and the private sector
- B. The transportation planning process should be conducted in as open and visible a manner as possible, encouraging community participation and interaction between and among citizens, professional staff, and elected officials
- C. Financial and non-financial support for transportation initiatives should be provided by all levels of government and the private sector in a fashion which reflects their relative responsibilities for, and/or benefits from, the initiatives and related economic and social impacts
- D. Innovative financing/partnerships for transportation initiatives that reflect the full scope of interests impacted or served should be explored
- E. Transportation and transportation-related information resources should be developed and shared in a fashion that promotes informed public and private sector decision making
- F. Awareness should be promoted regarding the impact of individual, public, and private sector decisions on the quality of mobility and the potential impact of these decisions on others

\*Note: Benefits and costs are broadly defined, quantitative as well as qualitative, non-monetary as well as monetary, and involve non-transportation effects as well as those related to the direct provision of transportation services. ■

The Executive Committee is comprised of the chairperson of the GTC Board, the lead elected officials of the Rochester TMA counties, the mayor of the City of Rochester, the chairperson of the Rochester-Genesee Regional Transportation Authority (RGRTA), the chairperson of the Genesee/Finger Lakes Regional Planning Council (G/FLRPC), and the regional director of NYSDOT.

The Executive Committee meets as needed at the discretion of the GTC Board Chairperson.

### Planning Committee

The Planning Committee provides professional and technical direction to the GTC Board. With input from the various committees noted below, the Planning Committee reviews and recommends action on all activities and work products that are considered by the GTC Board.

Each member of the GTC Board appoints a representative to the Planning Committee. The Planning Committee representative is typically a transportation or planning professional.

The Planning Committee meets eight times per year during the months that GTC Board meetings are not held, or as required. Each Planning Committee meeting is open to the public and advertised as such through media outlets across the region.

A public forum is included at the beginning of all meetings to allow for public comment on meeting agenda items before Planning Committee recommendations to the GTC Board are made.

The other committees that support GTC in executing its responsibilities include the LRTP Development Committee, UPWP Development Committee, and TIP Development Committee, as well as the Accessible Transportation Advisory Committee.



## EXHIBIT 2 - **GTC BOARD MEMBERS** (AT THE TIME OF LRTP ADOPTION)

### **COUNTY LEGISLATURE/BOARDS OF SUPERVISORS (9)**

Genesee County  
Mary Pat Hancock - Chair

Livingston County\*  
James Merrick - Chair

Monroe County  
Wayne Zyra - President

Ontario County\*  
Carmen Orlando - Chair

Orleans County  
Marcia Tuohey - Chair

Seneca County  
Robert Shipley - Chair

Wayne County\*  
Marvin Decker - Chair

Wyoming County  
A. Douglas Berwanger - Chair

Yates County  
Robert Multer - Chair

### **REGIONAL AGENCIES (2)**

Genesee/Finger Lakes Regional Planning Council\*  
Esther Leadley - Chair

Rochester-Genesee Regional Transportation Authority\*  
William Nojay - Chair

### **OTHER LOCAL MEMBERS (9)**

Monroe County Executive\*  
Maggie Brooks - County Executive

Monroe County Planning Board  
Bonnie Pedrick-Coles - Chair

Monroe County Supervisors' Association  
Gay H. Lenhard - Chair

Monroe County At-Large  
Daniel Hogan - At-Large Member  
Edward Marianetti - At-Large Member

Mayor - City of Rochester\*  
William Johnson, Jr. - Mayor

Rochester City Council  
Lois Geiss - President

Rochester City Planning Commission  
Dana Miller - Chair

Rochester At-Large  
Paul Haney - At-Large Member

### **STATE AGENCIES (4)**

Empire State Development Corporation  
Charles Gargano - Commissioner

NYS Department of Environmental Conservation  
Erin Crotty - Commissioner

NYS Department of Transportation\*  
Joseph Boardman - Commissioner

NYS Thruway Authority  
Michael Fleischer - Executive Director

### **FEDERAL AGENCIES (3)**

Federal Aviation Administration\*\*  
Phillip Brito - District Chief

Federal Highway Administration\*\*  
Robert Arnold - Division Administrator

Federal Transit Administration\*\*  
Letitia Thompson - Regional Administrator

### **COUNCIL OFFICERS:**

Marvin Decker - Chair  
Maggie Brooks - Vice-Chair  
Charles Moynihan - Secretary\*\* ■



GTC staff, in conjunction with key staff of GTC member agencies, provides professional and technical support for the execution of policies, programs, and projects established by the GTC Board, consistent with the responsibilities discussed in the preceding section.

## HOW THE LRTP WAS DEVELOPED

The development of the LRTP began in April 2002 with the creation of a critical path schedule that identified and programmed the steps necessary to produce the LRTP. It was recognized immediately that the process employed to produce the LRTP would determine its success in identifying policies and actions that most effectively meet the needs of transportation system users over the next 20 years.

Accordingly, the process used to develop the LRTP included the following key phases:

1. Identification of opportunities and issues facing the region
2. Development of alternatives to maximize the opportunities and address the issues
3. Selection of preferred alternatives (policies and actions) for inclusion in the LRTP
4. Adoption of the LRTP by the GTC Board

The first three phases combined both technical transportation planning and public involvement activities. These activities were divided into the following categories:

- Data and Information Analysis
- Review of Existing Plans and Studies
- Public Involvement
- Committee Involvement

Exhibit 3 on the following page presents the LRTP development process in graphic format.

## Development Phases

### 1. Identification of Opportunities and Issues

The identification of opportunities and issues phase was conducted in Fall and Winter 2003 to determine where we, as a region, want to be over the 20-year period covered by the LRTP.

An analysis of historical, current, and projected population, household, business establishment, and employment data was performed.

During this phase, the characteristics of the transportation system were not considered. The primary purpose of this phase was to determine what the ideal position of the region should be in 20 years with respect to:

- Economic Development
- Land Use
- Environment and Natural Resources
- Social and Human Services
- Parks, Recreation, and Open Space
- Historic Resources
- Safety and Security
- Fiscal Health

This phase was critical to assuring that the policies and actions included as recommendations in this LRTP are not self-serving but instead will strengthen this region's position as a world-class community when implemented over the next 20 years.





2. Development of Alternatives

The development of alternatives phase was conducted in Spring and Summer 2004 to identify the full range of transportation options available to the region over the next 20 years. An emphasis was placed on identifying physical and operational improvements, new or modified services, and strategies and policies that responded to the opportunities and issues identified in the previous phase.

An inventory and analysis of the existing transportation system was conducted to determine how the system is used today and, if past trends continue, how it will be used in the future. Transportation improvements that were completed since the adoption of the last LRTP in December 1999 or are currently underway were identified. Included in this analysis was an assessment of the performance of the transportation system based on current and projected uses.

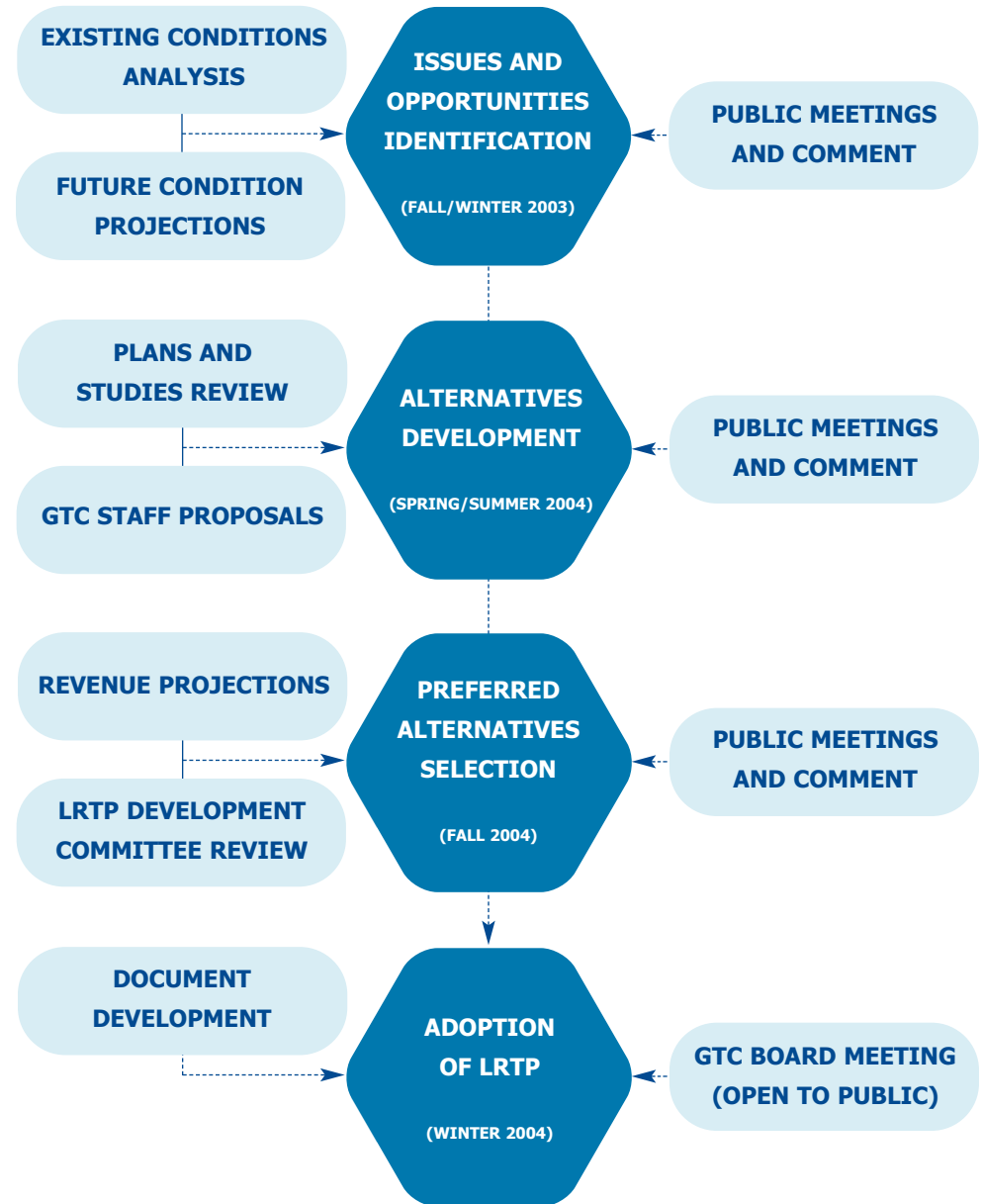
Once the performance of the transportation system now and in the future was determined, a review of recommendations included in transportation plans and studies completed since the last LRTP was performed. In addition, concept-level alternatives were developed to complete the identification of the full range of alternatives (along with associated costs) without regard to the fiscal constraints imposed by limited funding.

3. Selection of Preferred Alternatives

The selection of preferred alternatives phase was conducted in Fall 2004 to determine those alternatives that would best maximize the opportunities and address the issues facing the region over the next 20 years with respect to transportation.

The full range of transportation alternatives available to the region that was developed in the previous phase was reviewed. Given that the LRTP serves as a framework for future transportation planning (via the UPWP) and investment decision making (via the TIP), the selection of preferred alternatives included identifying policies and actions that would best

EXHIBIT 3 - LRTP DEVELOPMENT PROCESS





maximize the transportation system's contribution to the social and economic vitality of the region.

The LRTP must be a fiscally constrained plan. Accordingly, reasonably available transportation revenues were projected for the 20 years covered by the LRTP. Based on the revenue projections, a financing strategy for advancing the preferred alternatives was developed.

#### 4. Adoption of the LRTP

This LRTP document was produced in Winter 2004 providing a record of the findings, outcomes, and decisions that resulted from the completion of the phases discussed above. The GTC Board adopted the LRTP at its December 2004 quarterly meeting.

### Development Activities

#### 1. Data and Information Analysis

The analyses of current and projected demographic and economic conditions as well as the characteristics of the existing and future transportation system relied heavily on data collected from federal and state sources as well additional data developed by GTC and G/FLRPC.

Historical and current population and household data was obtained from the decennial censuses of population and housing produced by the U.S. Census Bureau.

Projections of population and households to the horizon year of the LRTP (2025) were developed by G/FLRPC based on the Regional Population Forecasts produced as part of the GTC Fiscal Year 2003-2004 UPWP.

Business establishment and employment data were obtained from the New York State Department of Labor (NYSDOL) ES-202 data set which accounts for workers employed by establishments covered under the

state's Unemployment Insurance Law - approximately 97% of non-farm employment. In addition, the decennial censuses noted above were utilized for data on the numbers of at-home workers.

Projections of manufacturing, retail, and total employment to 2025 were developed by GTC based on historical changes in the NYSDOL ES-202 data.

Place of residence, place of employment, and journey-to-work data were obtained from the Census Transportation Planning Package (CTPP) produced by the USDOT Bureau of Transportation Statistics.

The current and historical annual average daily traffic (AADT) counts and the percentage of trucks in those counts used in the analysis of the transportation system are collected by NYSDOT.

Data on freight movements by commodity and county are developed by Reebie Associates as part of its TRANSearch data set, provided to GTC by NYSDOT.

Data outputs from the GTC Travel Demand Model including vehicle miles traveled and volume/capacity ratios were also incorporated in the analysis of the existing and future transportation systems.

Ridership counts for public transportation were obtained from RGRTA and the County Area Transportation System in Ontario County.

Statistics on the number of passengers using interregional facilities were obtained from the individual service providers: Greater Rochester International Airport, Amtrak, Greyhound/ Trailways, and Canadian American Transportation Systems.

#### 2. Review of Existing Plans and Studies

The review of existing plans and studies included the GTC LRTP: 2000-2020, UPWP studies (various corridor studies, strategic plans for public transportation, the Regional Trails Initiative, etc.) approved by the GTC



Board since the adoption of the last LRTP in 1999, and plans completed by member agencies and others (e.g., Rochester 2010: The Renaissance Plan, Major Multimodal International Gateway Business Plan, etc.).

In addition, NYSDOT is updating the Statewide Transportation Master Plan (NYSDOT Master Plan). The LRTP has been developed in a manner consistent with the NYSDOT Master Plan based on information released to-date.

In particular, the policies and actions recommended in the LRTP are meant to complement activities that NYSDOT will undertake on a statewide basis with respect to the five priority areas of the NYSDOT Master Plan:

1. Mobility and Reliability
2. Safety
3. Economic Competitiveness
4. Environmental Conditions
5. Security

In addition, consideration of these priority areas with respect to the portions of identified statewide trade (I-90, I-390, and NYS Route 63) and tourism (Finger Lakes) corridors within the region have been integrated into the policies and actions recommended in the LRTP.

### 3. Public Involvement

The LRTP was developed with extensive public involvement. In total, the LRTP development process included nearly seven months of focused public involvement periods that included 18 public meetings, as well as specific outreach to low-income and minority populations (i.e., groups not traditionally well-represented in the transportation planning process).

Public comments on the LRTP were accepted during each of the three development phases of the LRTP.

Written comments were accepted in a variety of formats. A “hard copy” comment form was developed that could be mailed or faxed to GTC. A dedicated web page on the GTC website ([www.gtcmpo.org](http://www.gtcmpo.org)) with an online comment form was developed and updated during each LRTP development phase. In addition, GTC created a dedicated e-mail address ([LRTP@gtcmpo.org](mailto:LRTP@gtcmpo.org)) to which comments could be submitted.

A series of six public meetings was held during each of the three public involvement periods. During each series, three meetings were held in the Rochester TMA and three were held outside the Rochester TMA in locations that provided near-equidistant access from the western, southern, and eastern portions of the region.

At each series of public meetings, GTC staff presented findings and analysis based on the “Data and Information Analysis” and “Review of Existing Plans and Studies” development activities discussed above.

Advance notice of each series of public meetings was sent to over 40 media outlets (print, television, and radio) throughout the region.

All meetings began at 7 p.m. with the meeting space reserved until at least 9 p.m. The dates and locations of the public meetings by key LRTP development phase were as follows:

#### Identification of Opportunities and Issues

- ✧ Monday, November 10, 2003  
King's Bend Park (Pittsford)
- ✧ Wednesday, November 12, 2003  
Public Safety Building (Geneva)
- ✧ Thursday, November 13, 2003  
Chili Town Hall
- ✧ Monday, November 17, 2003  
Rochester Public Library



- ✧ Wednesday, November 19, 2003  
Livingston County Government Center (Geneseo)
- ✧ Thursday, November 20, 2003  
Genesee County Building #2 (Batavia)

## Development of Alternatives

- ✧ Monday, May 24, 2004  
Livingston County Government Center (Geneseo)
- ✧ Wednesday, May 25, 2004  
Public Safety Building (Geneva)
- ✧ Wednesday, June 2, 2004  
Perinton Community Center
- ✧ Thursday, June 3, 2004  
Rochester Public Library
- ✧ Monday, June 7, 2004  
Genesee County Building #2 (Batavia)
- ✧ Tuesday, June 8, 2004  
Ogden Town Hall

## Selection of Preferred Alternatives

- ✧ Wednesday, November 3, 2004  
Ogden Town Hall
- ✧ Thursday, November 4, 2004  
Public Safety Building (Geneva)
- ✧ Monday, November 8, 2004  
Perinton Community Center
- ✧ Tuesday, November 9, 2004  
Livingston County Highway Department (Groveland)

- ✧ Wednesday, November 10, 2004  
Genesee County Building #2 (Batavia)
- ✧ Monday, November 15, 2004  
Rochester Public Library

Sign-in sheets at each of the public meetings offered attendees the opportunity to receive announcements of upcoming public involvement periods and public meeting schedules by providing GTC with an e-mail address.

During the development of the LRTP, GTC developed an environmental justice database to directly contact more than 225 organizations serving low-income and minority population groups throughout the region. Each organization was mailed a notice of the second and third public involvement periods along with the associated public meeting schedules.

Environmental justice builds on Title VI of the Civil Rights Act of 1964. Executive Order 12898 (1994) requires federal agencies to make achieving environmental justice part of their mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority and low-income populations.

As recipients of federal-aid dollars, MPOs, including GTC, are required to identify and address Title VI and environmental justice implications of their planning processes and investment decisions. GTC incorporates these considerations into all of its transportation planning activities (including the LRTP), recognizing that such consideration improves both the planning and decision making processes and the results of these activities.

The materials from each of the three public involvement periods - "hard copy" comment form, GTC web page and on-line comment form, public meeting presentations, summaries of the comments received, and the copies of the individual comments - are provided in Appendix A.



#### 4. Committee Involvement

As noted above, GTC's core decision making process is built around the GTC Board making policy and providing direction with the assistance of the Planning Committee in a technical advisory capacity.

As such, informing and receiving feedback from both the GTC Board and Planning Committee with respect to tasks accomplished and upcoming work activities was a component of the LRTP development process.

Beginning in October 2003, GTC staff provided both the GTC Board and Planning Committee with updates on the progress, findings, and public comments received on the LRTP at each of their respective meetings.

As with the UPWP and TIP, a LRTP Development Committee (LDC) was formed. All Planning Committee members were invited to participate. Representatives from the Rochester TMA counties, the City of Rochester, RGRTA, G/FLRPC, and NYSDOT agreed to serve on the LDC.

The LDC met in October 2004 to review the full-range of alternatives identified in the second phase of the LRTP development process as well as performance measures for future assessment of the effectiveness of the LRTP in meeting the GTC Goals and Objectives.

The insights provided by the LDC were invaluable in the selection of the initial preferred alternatives that were provided for public review in the Fall 2004.

As with any plan, the development and execution of a solid development process that combines technical planning and public involvement activities is the primary determinant of community acceptance and the plan's ultimate success. The LRTP was created in a manner that meets these criteria.

**GENESEE TRANSPORTATION COUNCIL**

