

CHAPTER II - THE PLAN





OVERVIEW

The purpose of the LRTP Update 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 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.

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

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 Update discusses the system in the context of the entire nine-county region.

Neither the policies nor actions included in the LRTP Update 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 Update 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 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 four years.

2. Unified Planning Work Program (UPWP)

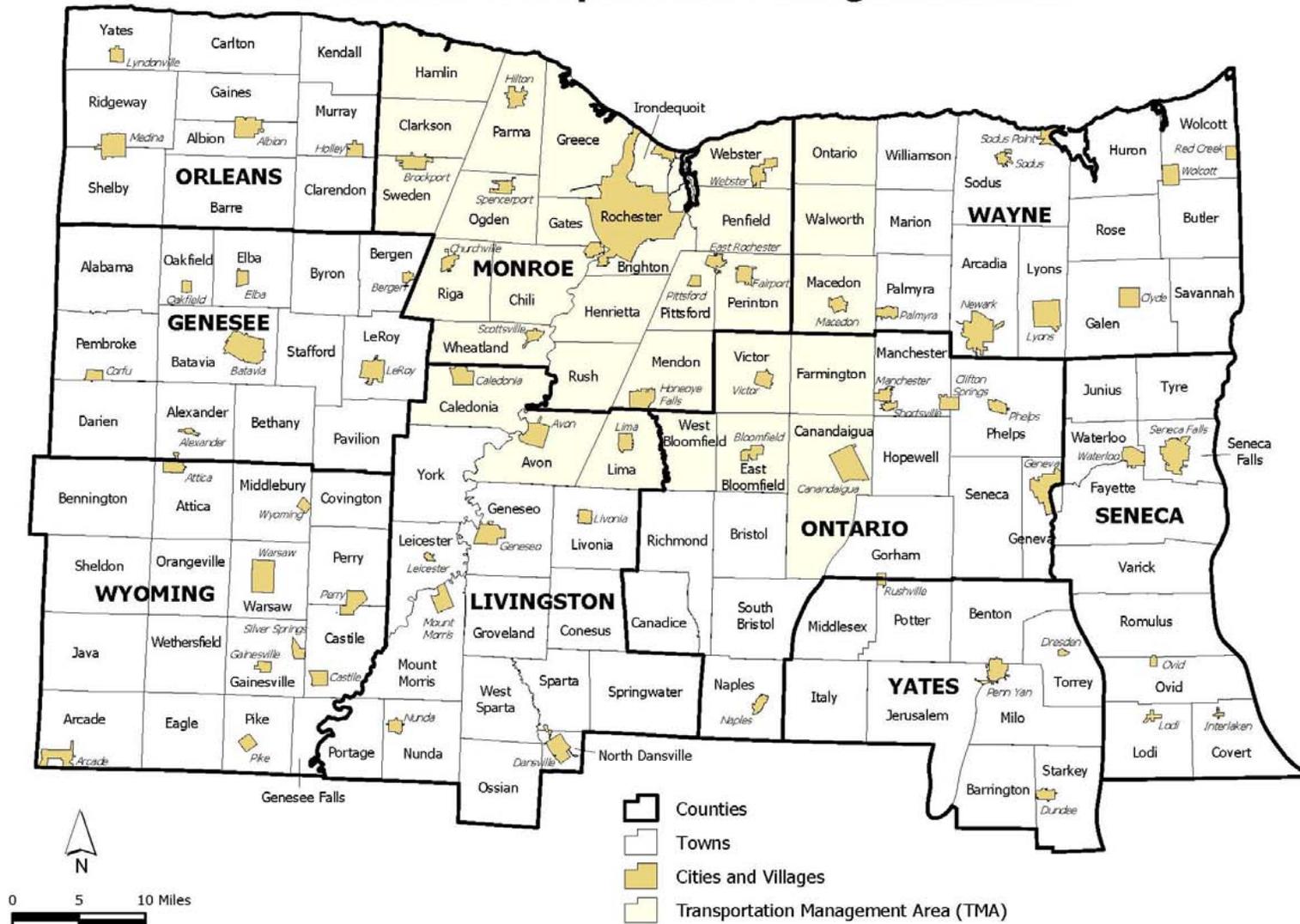
This product programs federally-funded transportation planning activities to further develop the policies and actions contained in the LRTP into concept-level projects and programs.

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., travel demand modeling, bicycle and pedestrian planning assistance, etc.). The UPWP is updated annually.



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 transportation 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 is 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 Process, 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 this LRTP Update, 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 eight major transportation planning focus areas established by the federal Safe, Accountable, Flexible, Efficient Transportation Equity

Act: A Legacy for Users (SAFETEA-LU), enacted in 2004. The GTC Goals and Objectives are presented below in Exhibit 1.

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 of the transportation system for motorized and non-motorized users**
 - A. Transportation designs, services, and education programs should enhance and protect life, health, and property
- 3. Increase the ability of the transportation system to support homeland security and to safeguard the personal security of all motorized and non-motorized users**
 - A. The transportation system, and its associated programs and services, should support both national and personal security initiatives
- 4. 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

5. 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

6. 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

7. 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.



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 regard 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 Board members is presented below in Exhibit 2.

Exhibit 2 – **GTC BOARD MEMBERS** (AT THE TIME OF LRTP ADOPTION)

COUNTY LEGISLATURES/BOARDS OF SUPERVISORS (9)

Genesee County - Mary Pat Hancock, Chair*
Livingston County* - James Merrick, Chair
Monroe County - Wayne Zyra, President
Ontario County* - Theodore Fafinski, Chair
Orleans County - George Bower, Chair
Seneca County - Edward Barto, Chair
Wayne County* - James Hoffman, Chair
Wyoming County - A. Douglas Berwanger, Chair
Yates County - Robert Multer, Chair

REGIONAL AGENCIES (2)

Genesee/Finger Lakes Regional Planning Council* - James Hoffman, Chair
Rochester-Genesee Regional Transportation Authority* - John G. Doyle, Jr., Chair

OTHER LOCAL MEMBERS (9)

Monroe County Executive* - Maggie Brooks, County Executive
Monroe County Planning Board - Linda A. Faubel, Acting Chair
Monroe County Supervisors' Association - Tracy Logel, President
Monroe County At-Large - Daniel Hogan, At-Large Member
Edward Marianetti - At-Large Member
Mayor - City of Rochester* - Robert Duffy, Mayor
Rochester City Council - Lois Giess, President
Rochester City Planning Commission - David L. Watson, Chair
Rochester At-Large - Paul E. Haney, At-Large Member

STATE AGENCIES (4)

Empire State Development Corporation - Daniel Gunderson, Upstate Chair
NYS Department of Environmental Conservation - Pete Grannis, Commissioner
NYS Department of Transportation* - Astrid C. Glynn, Commissioner
NYS Thruway Authority - Michael R. Fleischer, Executive Director

FEDERAL AGENCIES (3)

Federal Aviation Administration** - Phillip Brito, Manager, NYADO
Federal Highway Administration** - Robert Arnold, Division Administrator
Federal Transit Administration** - Brigid Hynes-Cherin, Regional Administrator

COUNCIL OFFICERS:

Maggie Brooks, Chair
Mary Pat Hancock, Vice-Chair
Kevin O'Buckley, Secretary

* Executive Committee Member

** Non-voting member



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.

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 recom-

mendations to the GTC Board are made. A second public forum is included near the end of all meetings to allow for public comment on Planning Committee recommendations prior to GTC Board action.

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.

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 UPDATE WAS DEVELOPED

The development of the LRTP Update began in July 2006 with the creation of a critical path schedule that identified and programmed the steps necessary to produce the LRTP Update. It was recognized immediately that the process employed to produce the LRTP Update 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 Update 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 Update
4. Adoption of the LRTP Update by the GTC Board

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

THE PLAN



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

Development Phases

1. Identification of Opportunities and Issues

The identification of opportunities and issues phase was conducted in Winter 2006/2007 to determine where we, as a region, want to be over the 20-year period covered by the LRTP Update. 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 Update 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 2007 to identify the full range of transportation options available to the region over the next 20 years. An emphasis was placed on identifying policies and actions to guide the development of physical and operational im-

provements, new or modified services, and other strategies 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 2004 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 April and May 2007 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 Update 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 maximize the transportation system's contribution to the social and economic vitality of the region.

In order to involve a broader range of stakeholders, GTC consulted with a number of non-traditional partners during this phase. These non-traditional partners included federal agencies such as the U.S. Department of Housing & Urban Development and the U.S. Army Corps of Engineers, New York State agencies such as the Office of Parks, Recreation, and Historic Preservation, regional agencies such as the Center for Dis-



ability Rights and the Landmark Society of Western New York, local groups such as the Keuka Lake Association and the Genesee County Soil & Water Conservation District, and a tribal government, the Tonawanda Band of Senecas.

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

4. Adoption of the LRTP Update

This LRTP Update document was produced in Summer 2007 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 Update at its June 2007 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 as additional data developed by GTC and G/FLRPC.

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

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

Business establishment and employment data were obtained from the New York State Department of Labor (NYSDOL) Quarterly Census of Employment and Wages (QCEW) data set which accounts for workers employed by establishments covered under the state's Unemployment Insurance Law - approximately 97 percent of non-farm employment. In addition, the decennial

census noted above was utilized for data on the numbers of at-home workers.

Projections of manufacturing, retail, and total employment to 2027 were developed by GTC based on historical changes in the NYSDOL QCEW 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.

Information on travel characteristics were obtained from the 2001 National Household Transportation Survey (NHTS) and 1995 National Personal Transportation Survey (NPTS) add-ons for the Rochester area, provided to GTC by NYSDOT.

Vehicular crash data was obtained from the National Highway Transportation Safety Administration and the New York State Department of Motor Vehicles.

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 derived from the 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 that serves as the basis for the Congestion Management Process.

Ridership counts for public transportation were obtained from RGRTA and the County Area Transit 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, and Greyhound/Trailways.

2. Review of Existing Plans and Studies



The review of existing plans and studies included the GTC *LRTP: 2005-2025*, UPWP studies (various corridor studies, strategic plans for public transportation, Priority Trails Advancement studies, etc.) approved by the GTC Board since the adoption of the last LRTP in 2004, 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 completed the Statewide Transportation Master Plan (NYSDOT Master Plan) in November 2006. The LRTP Update has been developed in a manner consistent with the NYSDOT Master Plan.

In particular, the policies and actions recommended in the LRTP Update 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), tourism (Finger Lakes), and commuter corridors within the region have been integrated into the policies and actions recommended in the LRTP Update.

3. Public Involvement

The LRTP Update was developed with extensive public involvement. In total, the LRTP Update development process included nearly three months of public involvement periods that included seven 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 Update were accepted during two development phases of the LRTP Update.

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 dedi-

cated e-mail address (LRTP@gtcmpo.org) was also available for submission of comments on the LRTP Update.

Public meetings were held during each of the public involvement periods. During the first round of public involvement, four meetings were held in the Rochester TMA in conjunction with the *2007-2012 TIP* public involvement process. Three meetings were held at locations across the Rochester TMA during the second round of public involvement as well.

At each public meeting, 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 exception of the Henrietta meeting, which began at 10:00 a.m. The dates and locations of the public meetings were as follows:

First Round (Opportunities and Issues)

Thursday, March 15, 2007

Ogden Town Hall

Monday, March 19, 2007

Rochester Public Library

Wednesday, March 21, 2007

Perinton Community Center

Thursday, March 22, 2007

Henrietta Town Hall

Second Round (Preferred Alternatives)

Tuesday, May 1, 2007

Perinton Community Center

Monday, May 7, 2007

Rochester Public Library

Tuesday, May 8, 2007

Ogden Town Hall



During the development of the previous LRTP, GTC developed an environmental justice database to directly contact more than 225 organizations serving low-income and minority population groups throughout the region. This database was updated and used to inform each organization of the development of the LRTP Update.

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 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 Update), recognizing that such consideration improves both the planning and decision making processes and the results of these activities.

A summary of comments received during each of the public involvement periods is separately bound 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 Update development process.

Beginning in July 2006, GTC staff provided both the GTC Board and Planning Committee with updates on the progress, findings, and public comments received on the LRTP Update at each of their respective meetings.

As with the UPWP and TIP, a LRTP Development Committee (LDC) assisted GTC staff in developing the LRTP Update. Representatives from the Rochester TMA counties, the City of Rochester, RGRTA, G/FLRPC, and NYSDOT serve on the LDC.

The LDC met in February 2007 to discuss the LRTP Update development process and provide feedback on a number of items that would ultimately form much of the content of this document. The LDC met in April 2007 to review the draft recommendations of the LRTP Update prior to their approval for public review. The LDC reviewed public input and recommended approval of the draft LRTP Update document to the Planning Committee and GTC Board in May 2007.

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 Update was created in a manner that meets these criteria.