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# Preparing Village “Main Streets” for Planning

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*Recommendations for the Village of Newark, NY*

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June 2007

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This report, along with other relevant project information, is available online at the following web address:

<http://gflrpc.org/Publications/PVMSFP.htm>

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# Preparing Village “Main Streets” for Planning Recommendations for the Village of Newark, NY

June 2007

*A report submitted to the Village of Newark, New York and Genesee Transportation Council in partial fulfillment of Stage I of the Preparing Village “Main Street” for Planning project, a 2004 – 2006 Unified Planning Work Program project.*



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GENESEE/FINGER LAKES  
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### Mission Statement

*The Genesee/Finger Lakes Regional Planning Council (G/FLRPC) will identify, define, and inform its member counties of issues and opportunities critical to the physical, economic, and social health of the region. G/FLRPC provides forums for discussion, debate, and consensus building, and develops and implements a focused action plan with clearly defined outcomes, which include programs, personnel, and funding.*

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## EXECUTIVE SUMMARY

The *Preparing Village “Main Streets” for Planning* project is designed to address the body of issues that could potentially arise when reconstruction or rehabilitation of roadways that traverse a central business district or “main street” area is going to occur. This report – and its companion for the Village of Scottsville – presents the findings of the first phase of the project, providing recommendations to the Village of Newark based on a year-long evaluation of the community’s present attributes, future needs, and desired state.

The report consists of five chapters and an appendix. Chapter I summarizes the objective, structure, and components of the *Preparing Village “Main Streets” for Planning* project. In an effort to provide clarity for the reader, three terms used frequently throughout the report – *reconstruction*, *rehabilitation*, and *revitalization* – are defined and their contextual background is explained.

Chapter II provides the reader with a comprehensive review of the significance of main streets over time. The historical context of main streets is described in detail, illustrating the influence that these spaces have had on and within communities since the 1800’s. Main streets are described in terms of the functions that they served – as both a commercial district for the exchange of goods and services and as a civic center that facilitated the convivial interaction between residents for the purposes of finance, worship, governance, relaxation, or celebration. The variety of economic conditions, societal trends, and national policies that brought a decline to main street areas after the mid-20<sup>th</sup> Century is briefly described. During this period of decline, and partly as a result of it, many main streets were adapted to serve primarily as transportation corridors. Physical alterations that were made to promote the safe and efficient movement of traffic came, at times, at the expense of their historic attributes, detracting from their overall character and ambiance. The chapter concludes with a call for developing effective solutions that address the needs of today’s main street areas. The development of an adaptive, context-sensitive approach that strikes a balance between transportation, commerce, public interest, and community character is identified as an amenable framework.

Chapter III provides an overview of the case study community. A summary of the selection policy and process used by the project Technical Committee is included, as well as a delineation of the project study area and the development and role of the local main street steering committee. An inventory of existing conditions follows, including descriptive sections which address the following six subject areas: general historical context; economic development history; transportation history; present socio-economic conditions; present transportation conditions; and a current land use profile.

Chapter IV embodies the project’s overall emphasis on the importance of public involvement in the planning process. The chapter describes the process used to gather input from the public regarding the “existing” and “desired” states of the case study corridor and presents the data generated from that process. Public input was solicited through two primary mechanisms: directly at a public meeting and indirectly through a survey tool. A two-hour public meeting was held on December 15, 2006. Individuals in attendance were given a 45 minute presentation on the case study area. Issues pertaining to the strengths, weaknesses, opportunities and threats regarding transportation, pedestrian safety, community character and other relevant subject areas within the case study area were reviewed by G/FLRPC staff. Participants were then asked to visit one or more “stations” throughout the venue where

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their concerns could be submitted and recorded through a variety of mediums. These included both facilitated and non-facilitated comments which were recorded on charts and maps. All issues voiced by the public are summarized by subject area; in some instances, specific issue locations are illustrated with descriptive maps. Survey tools were distributed to residents and property owners within the case study area. Submitted survey data was integrated into the overall Summary of Findings.

Chapter V presents G/FLRPC’s recommendations for the case study corridor. Recommendations were generated from a variety of sources, including the application of the latest information and research on context-sensitive solutions and urban design, numerous staff field visits, agency consultation (specifically, NYSDOT Region 4 and Genesee Transportation Council), local steering committee concerns, and information gained through the public input process. Recommendations were separated into three primary categories: Structural/Physical Recommendations, Regulatory Recommendations, and Programmatic/Organizational Recommendations.

Structural/Physical Recommendations were further divided into three categories that together comprise the entire case study area: the roadway, the sidewalk and the building areas. Here, a variety of practical recommendations and design alternatives are put forth. Concepts pertaining to traffic calming, access, pedestrian safety, and streetscape appearance are explained; in some instances, alternatives are offered.

Regulatory Recommendations address the two pieces of land use regulation and control: specifically, the comprehensive plan and zoning law. Local laws were reviewed and evaluated according to their overall effectiveness in promoting a desirable main street area. Recommendations were put forth in this regard, proposing several minor revisions to current zoning regulations. Future strategic planning initiatives were also recommended, emphasizing a community visioning process and incremental implementation in order to control costs and allow for a continual community evaluation process.

Programmatic/Organizational Recommendations emphasized the importance of incorporating the public into the planning process well in advance of any serious planning and design activities. Recommendations for maintaining an open, active and effective main street steering committee were provided. A variety of organizational structures that can be used to guide the main street planning process were also presented and explained. Finally, the encouragement of a meaningful citizen/stakeholder role throughout the decision-making process was re-emphasized, described in part through the inclusion of the American Association of State Highway and Transportation Officials’ six components of an effective public involvement program.

Appendices include: an explanation of the structure of the project Technical Committee, local main street steering committees and associated members therein; a copy of the Application for Planning Services used to solicit case study community participation; an explanation of the codes and characteristics of NYS Highway Sufficiency Ratings, as cited in Chapter III; a summary of Transportation Improvement Program eligible project types; a NYSDOT main street survey; and other tools and references associated with this project.

## I. INTRODUCTION

### Objective of the *Preparing Village “Main Streets” for Planning* Project

The primary objective of the *Preparing Village “Main Streets” for Planning* project is to engage communities that are considering strategic planning for their “main streets” or village centers and anticipating future infrastructure updates, rehabilitation or reconstruction of these areas. Such construction projects typically require significant demolition of the street and sidewalk right-of-way and the new facilities erected therein are typically designed to last several decades or more, affording communities few opportunities to affect their design after the planning and construction phases have been completed. This project was therefore conceived as a means of empowering communities with useful information on planning and design for main street renovations well in advance of significant construction projects.

Significant alteration and investment in transportation and/or other street-side infrastructure creates a unique opportunity for a community to improve its overall function, vitality and character. Early intervention and public participation in the planning of new facilities is therefore recognized as a critical part of ensuring suitable and equitable outcomes. Many of the guidelines advanced through the *Preparing Village “Main Streets” for Planning* project are put forth as *best management practices* that are applicable to all main street communities in the Genesee/Finger Lakes region, independent of plans or schedules for actual construction activities. These are goals that all communities should strive for as they work toward improving the quality of life for residents and visitors alike.

#### Project Structure and Components

*Preparing Village “Main Streets” for Planning* will build upon the work completed for *Main Street Transportation Tools* under the 2002-2003 UPWP and other “main street” projects.<sup>1</sup> This project will help facilitate more productive revitalization efforts by establishing a framework for action and providing communities with a greater awareness and understanding of the issues and options associated with various types of capital improvement projects that occur along local, county or state highways.

A central goal of the *Preparing Village “Main Streets” for Planning* project is to reinforce the need for main street planning efforts to be both continual and self-evaluative. Communities that find themselves attempting to address the long-term needs of their main streets on a short-term basis will rarely be able to enjoy sustainable, enduring, or economical results. Continual self-evaluation of community needs – be they infrastructural, economic, aesthetic or otherwise – can provide communities with a framework for proactive and effective community organization and planning.

The project developed two primary products in separate stages. This main street recommendation report – and its companion for the Village of Newark – comprises the first stage. The process of main street revitalization efforts within the two communities was approached in a holistic sense in an effort to identify and explore relevant topics and assist in synthesizing community vision with policy,

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<sup>1</sup> Genesee/Finger Lakes Regional Planning Council. “Main Street Transportation Tools.” <http://gflrpc.org/Publications/MSTT.htm> Last viewed 7/26/06.

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design, and other services and resources. Performing community inventories, summarizing data, identifying potential resources and partners, and preparing community recommendations for revitalization efforts are intended outcomes. Community input has been a key component in the development of the recommendations for revitalization.

The second stage of this study includes the production of a guidebook detailing key main street revitalization components, intended to be utilized “off the shelf” for any community in the region. This guidebook incorporates lessons learned from other communities that have experienced notable main street construction projects in the recent past and also includes summaries of circumstances observed in Newark and Scottsville. The guidebook further explores the variety of issues and trends in main street and transportation infrastructure and design. Primary themes include the nexus between roadway, sidewalk and building area in a downtown space, as well as how the structure and scale of these spaces can help reinforce a unique “sense of place” for visitors.<sup>2</sup> Key resources, partners and other pertinent data relevant to main street rehabilitation will also be included.

#### **Reconstruction, Rehabilitation, and Revitalization: What’s the difference?**

Throughout this report, the terms *rehabilitation*, *reconstruction* and *revitalization* will be used frequently; it is important to note, however, that they are not interchangeable.

The American Association of State Highway and Transportation Officials (AASHTO) was formed in 1914 in an effort to create a forum in which professionals from across the country could discuss and evaluate transportation efficiency and safety. Since then, AASHTO has continually been creating and refining uniform standards in highway maintenance, design and construction.

According to AASHTO, a variety of facts are weighed when determining if a street’s surface should be physically rehabilitated or whether it should be entirely reconstructed.<sup>3</sup> *Reconstruction* of existing highways implies substantial changes to the three-dimensional features of the highway. Many reconstruction projects in Upstate NY do not typically involve significant capacity expansion (such as widening from two lanes to four lanes). Most reconstruction projects tend to focus on ways of improving the overall function and safety of the roadway. The age and history of the road will ultimately determine what alterations are necessary and when and where compromises in design can be made. Historic functional trends of the highway, such as safety records and operational performance, as well as context-specific conditions (historic buildings, landmarks, local character, etc.) are among those that should be taken into account.

In some cases, reconstruction will also include replacing a good deal of below-ground infrastructure, in particular water, stormwater, sewer and gas lines. The lifespan of reconstruction projects are generally intended to be long and the work performed will almost always involve serious disturbance of the road right of way. Replacement of below-ground facilities during this period is therefore likely to become warranted in order to avoid further disruption of highway in the near future.

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<sup>2</sup> For more information on the concept of “Sense of Place,” refer to the article “The Nature of Sense of Place” at: <http://www.eslarp.uiuc.edu/la/la437-f95/reports/yards/main.html> Last viewed 7/26/06.

<sup>3</sup> American Association of State Highway and Transportation Officials (AASHTO). *A Guide for Achieving Flexibility in Highway Design*. May 2004.

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AASHTO groups *resurfacing, restoration, and rehabilitation* (3R) projects into the same general category. These projects typically leave the majority of below-ground infrastructure intact and focus on the street’s pavement, shoulders and possibly curbing, signage or sidewalks as necessary.

Regarding 3R projects, the AASHTO publication *A Guide for Achieving Flexibility in Highway Design* states:

Such projects by definition do not include substantive changes in the geometric character of the road, but a very important consideration is that they enhance safety. Most [state DOT] agencies utilize special design criteria for 3R projects. Criteria generally reflect an acceptance of existing features regardless of whether they meet current agency criteria for a new highway. Of course, an important consideration in retaining an existing design dimension for 3R projects is the safety and operational performance of the existing road.<sup>4</sup>

In all cases, pavement and shoulder conditions are determined based on standardized, uniform field evaluation and compilation procedures, resulting in a determination of the road’s *level of distress*. This data is used in combination with other objective information to evaluate appropriate alternatives based on the life-cycles of said alternatives and other associated costs. A detailed explanation of the methodology and procedures used by the NYS DOT can be found in the *Comprehensive Pavement Design Manual* at the address referenced below.<sup>5</sup> Further explanation of roadway evaluation criteria are provided in Chapter III and in the Appendices of this report.

Finally, *revitalization* in the context of this report refers to a combination of factors which lead to an overall improvement of the vitality and character of a neighborhood or area. Factors typically include a mix of physical, aesthetic, commercial, political, regulatory and organizational initiatives which result in equitable and tangible improvements to the area’s social, physical and economic well-being.

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<sup>4</sup> AASHTO. Page 21.

<sup>5</sup> NYS DOT Publications. *Comprehensive Pavement Design Manual*. Last viewed 7/28/06 at <http://www.dot.state.ny.us/cmb/consult/cpdmfiles/cpdm.html>.



## II. MAIN STREET IN PERSPECTIVE: PAST, PRESENT AND FUTURE

### An Evolving Landscape

The Genesee/Finger Lakes region of Western New York is home to a wide variety of historic main streets and village centers, each of which has its own unique feel, ambiance and vitality. Many of these spaces are also in various states of repair and may be enjoying thriving commercial success or struggling to find or maintain viable businesses. Some regional main streets have experienced significant refurbishment in recent years with assistance from concerned citizens, dedicated local officials, private engineering and consulting firms and state agencies such as the New York State Department of Transportation (DOT) and the New York State Division of Housing and Community Development. Other regional main streets are struggling to various extents, presenting a host of challenges and opportunities for communities that are willing to put forth the attention, effort and investment.

Main street and downtown revitalization efforts typically involve a complex blend of expertise, organization, resources and effort over a protracted period of time before successes can be realized. Capital improvements such as street and sewer reconstruction are no exception to this rule and can easily overwhelm a municipality’s organizational or financial capacity. These operations can also test the patience and mettle of the community at large – businesses can lose patronage, traffic is often slowed and inconvenient, and an exposed roadway is typically unattractive, messy and hazardous to people and vehicles. All of these challenges underscore the need for a collaborative community-wide planning and outreach initiative in an attempt to manage the public’s expectations, build consensus and work toward long-term, sustainable project outcomes.

Successful main streets and downtown centers do not simply “happen” – they are created through concerted participation and effort at a variety of levels, typically over the course of many years. The region’s main streets are evolving landscapes, molded and shaped by local inhabitants and outside agencies in order to meet and adapt to the needs of their users – at times with unintended consequences. Indeed, since their inception, changes to these spaces have been occurring incrementally, with both positive and negative results. The shape that these spaces take and the functions that they serve in the future depends in large part on the decisions and efforts of their current inhabitants.



*Row houses on South Main Street – Geneva, NY.  
Source: [www.visitfingerlakes.com](http://www.visitfingerlakes.com)*

Striking a balance between modern, adaptive uses for these spaces while recognizing and respecting their heritage and the “initial intentions that called for their creation” is a major challenge for those involved in planning for main streets.<sup>6</sup> The communities that

<sup>6</sup> Childs, Mark C. *Squares: A Public Place Design Guide for Urbanists*. University of New Mexico Press: 2004. 15.

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succeed in doing so, however, will find that they have not only contributed to the immediate surroundings of their downtown landscape, but to the health and well-being of the entire community and to the region as a whole.

The following sections provide further perspective and context to the issue of planning for main streets by describing their geographic, cultural, historic and economic significance within the American landscape.

### **Centers of Influence: Main Street as Commercial District and Civic Center**

Human movement can be measured by two basic elements: time and distance. As our ability to travel greater distances in shorter periods of time has changed, so have the spaces upon which we travel.

Main streets have evolved in both purpose and function in order to accommodate the various needs of the day. Many main streets originated as regional transportation corridors – trails and later roads along which movement was either convenient or otherwise beneficial to its users. As these corridors proved successful with greater use and interconnections, they became established as regional hubs – central spaces recognized as strategic locations to trade, conduct business and provide the public with a variety of services.

Main street buildings were typically spaced close together and had occupants on all levels, including a mix of what were typically first floor retailers and second- and third- floors for offices and apartments. The presence of such institutions as the library, banks, and local and county level government offices provided a critical mass of users – both vehicular and non-vehicular along the central boulevard or thoroughfare. Complimentary services such as grocery stores, restaurants, haberdasheries, and repair shops reinforced these places as viable centers of social, economic and civic activity.

“Conviviality...” writes Mark C. Childs, “is the vibrant sense of belonging to a settlement.”<sup>7</sup> As regional economies and their comprising cities, towns and villages thrived, local residents expressed their financial successes, local prominence, civic pride, and cherished values in the design and construction of their buildings and the surrounding public and private spaces. This phenomenon was all too common on American main streets. In combination with adjoining local streets, walkways, squares and parks, these spaces comprised a public sphere which essentially became greater than the sum of its parts in many communities. Main streets provided local residents and visitors with what is commonly referred to today as a *sense of place* – spaces that were



*Main St. – Oakfield, NY. Date unknown.  
Source: <http://www.oakfield.govoffice.com/>*

<sup>7</sup> Childs, Mark C. 3.

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“...firmly woven into the context in which they [were] located.”<sup>8</sup>

These common spaces typically made plentiful use of local resources. Building materials, such as local varieties of granite, sandstone or brick, and further, the various skills brought by local artisans and tradesman, coalesced to define the character of local main streets through their built forms. Moreover, the distinctions of local economies and regional markets had direct impact on the types of buildings that would be necessary to accommodate the various trades. Warehouses, mills, factories and merchants’ shops of various sorts stand as vestiges of a locale’s historic means of prosperity.

Many downtowns and main streets exhibit distinct pattern languages – repetitive symbols and design features in streetscape and architecture. While these pattern languages may have been repetitive across North America, each main street is as inextricably unique as the people who have lived and the stories that have transpired upon them through the decades. Many of these patterns have been well-preserved and can be observed throughout main street corridors today, to lesser or greater extents. Some of these spaces, on the other hand, have suffered significant distress and neglect due to a variety of causes, including economic decline, public policy, or from local disasters, such as fires or floods.

### **What Happened to America’s Main Streets?**

Historically, main streets served as both the commercial and civic core of communities. As American society evolved, so did its landscape. Due in part to the increased use of automobiles and the creation of the Interstate Highway System, there was a movement of people and services away from the central core of communities along main streets. Roads that once connected neighborhoods mixed with stores and apartments in downtown areas now carried residents to outlying regional malls, shopping strips and subdivisions. Second and third floor living spaces were also becoming less appealing to renters and owners, and many were vacated or adapted for other uses, such as storage. By the mid-1960’s, the prominence of many Upstate New York main streets was beginning to erode in the face of other competing centers of social, civic and commercial influence.

The diversification and proximity of land uses has given people more options with regard to where they can live, work and play. The consequences of these changes in movement can be observed along main streets, some of which have struggled to maintain businesses and patrons as a result. These implications do not stop there, however. The popular modern spaces built for commerce and interaction – such as the strip mall or corporate campus – have been heavily criticized for their lack in overall character and quality of design. While these spaces may serve their purpose in an efficient and functional manner, many of them fall far short of providing the public with the sense of place that main streets and their surrounding neighborhoods did so well. While proponents and detractors of modern building and development practices will continue to debate the merits of these forms of construction, it is difficult to deny that some common trends in road and building design – particularly those which cater to automotive as opposed to human scales – leave people with less security and comfort than they might otherwise have.

*Cont. on page 9*

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<sup>8</sup> Hannah, Gail Greet. “Creating the Built Environment: Issues and Trends in Design.” *Landscapeforms*. 18. Last viewed online 6/27/06 at [http://www.landscapeforms.com/insites/whitepapers/create\\_built.htm](http://www.landscapeforms.com/insites/whitepapers/create_built.htm)



### *Why are Main Streets Important Today?*

Given the increase in competition and diversity of consumer choices offered by modern “big box” developments and malls, how can traditional commercial districts remain relevant as centers of influence, commerce and interaction? The National Trust for Historic Preservation’s Main St. Center provides twelve reasons:

- 1. Commercial districts are prominent employment centers.** Even the smallest commercial district employs hundreds of people, and often the district is collectively the community's largest employer.
- 2. The commercial district is a reflection of community** image, pride, prosperity, and level of investment – critical factors in business retention and recruitment efforts.
- 3. Main Street represents a significant portion of the community's tax base.** If the district declines, property values drop, placing more of a tax burden on other parts of town.
- 4. The traditional commercial district is an ideal location for independent businesses, which in turn:**
  - *Keep profits in town.* Chain businesses send profits out of town
  - *Support other local businesses and services*
  - *Supports local families with family-owned businesses*
  - *Supports local community projects, like teams and schools*
  - *Provide an extremely stable economic foundation, as opposed to a few large businesses and chains with no ties to stay in the community*
- 5. Main Street is the historic core of the community.** Its buildings embody the community's past and its visual identity.
- 6. A historic commercial district is often a major tourist attraction.** When people travel or shop, they want to see unique places – especially ones that offer a unique shopping "experience."
- 7. A vital Main Street area reduces sprawl** by concentrating retail in one area and uses community resources wisely, such as infrastructure, tax dollars, and land.
- 8. A healthy Main Street core protects property values** in surrounding residential neighborhoods.
- 9. The commercial district offers convenience.** Main Streets are often within walking distance of residential areas, providing easy accessibility for the community and reducing the reliance on auto-dependent shopping.
- 10. The district is usually a government center** where city hall, municipal buildings, the courthouse, and/or post office are located. It often is an important service center as well for finding attorneys, physicians, insurance offices, and financial institutions.
- 11. Main Street provides an important civic forum, where members of the community can congregate.** Parades, special events, and celebrations held there reinforce intangible sense of community. Private developments like malls and strip centers can and do restrict free speech and access.
- 12. The commercial district represents a huge public and private investment.** Imagine how much it would cost to re-create all of the buildings and public infrastructure in your commercial district.

<sup>9</sup> National Trust for Historic Preservation. “Why are Main Streets Important?”  
<http://mainstreet.org/content.aspx?page=1927> Last viewed 7/21/06.

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Automotive-centered design is of particular relevance when considering populations such as the poor, elderly and disabled. These populations – some of which comprise a rapidly- growing segment of our communities – generally do not enjoy the same degree of freedom and mobility that many Americans take for granted. When considering the overall growth, development and maintenance of our communities, local officials, planners and developers must carefully examine the needs of the entire population as opposed to certain segments. This will involve a delicate balance between meeting the needs of an efficient transportation network with preserving the qualities that make our main streets unique, safe and friendly places for people to enjoy.

#### **Transportation and Main Streets: From Thoroughfare to Highway**

Transportation networks (such as local streets, county roads and state and federal highways) and transportation modes (such as air, rail, boat, bus, automobile, bike and foot) tie a community together and link it to other neighboring communities. Streets provide safe and reliable access to work, schools, shopping and residences. The livelihood of a community depends on how goods and services are imported or exported, thus there is a strong connection between main street viability and the transportation network.

Main streets, however, do not exist solely to meet the needs of the transportation system. As explored in the sections above, traditional main street design has come to serve a variety of benefits other than movement – in particular, providing convivial, meaningful spaces in which to meet, interact, relax or conduct business with one another. Because many main streets are typically along a state highway, these aspects can easily suffer at the expense of promoting an efficient, congestion-free transportation system.

These two goals – transportation efficiency and the preservation of comfortable public spaces – can sometimes be in conflict with each other. Indeed, many of the typical approaches to more efficient highway design, such as lane additions, land and shoulder widening, unobstructed sight lines, etc., are incompatible with a traditional main street landscape. Trees, shade, pocket parks, convenient parking, pedestrian facilities, and other elements or amenities that promote an atmosphere conducive to what could be described as a “community-friendly environment” are typically sacrificed in an effort to increase traffic flow or to maintain or improve the *level of service* of these roadways. Furthermore, weak or contrived attempts to interject components of traditional main street design in the absence of a comprehensive consideration of the entire main street landscape are often met with displeasure and fall far short of their intended purpose.

#### **Developing Lasting and Effective Solutions for Today’s Main Streets**

Integrating *context sensitive solutions* (CSS) into the planning and design of main street centers presents highway officials and main street advocates with flexible approaches that can complement both transportation efficiency and the preservation of main street character. CSS provides a dynamic framework for addressing the range of issues that are likely to arise during a transportation project. Two organizations that have advocated this concept in the past include the Institute of Transportation Engineers (ITE) and the Congress for New Urbanism. While not a new concept for either group, this recent collaboration indicates a new era of cooperation between diverse schools of thought in an effort to establish best management practices in highway design, with a specific focus on walkable communities (i.e. main streets). The culmination of their work (a manual currently under final draft

## Preparing Village “Main Streets” for Planning

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### ***Common Issues That Negatively Affect Transportation Projects:***

- Real or perceived incompatibility with surroundings;
- Community impacts;
- Emphasis on mobility without consideration of other community values;
- Disproportionate spread of benefits or impacts [to people or the environment];
- Lack of stakeholder education and participation throughout the planning and design processes

### ***Primary Principles of Context Sensitive Solutions:***

1. The project satisfies the purpose and needs as agreed to by a full range of stakeholders. This agreement is forged in the earliest phase of the project...
2. The project is a safe facility for both the user and the community.
3. The project is in harmony with the community, and it preserves environmental, scenic, aesthetic, historic and natural resource values of the area [i.e. exhibits context sensitive design].
4. The project exceeds the expectations of both designers and stakeholders and achieves a level of excellence in people’s minds.
5. The project involves efficient and effective use of the resources (time, budget and community) of all involved parties.
6. The project is designed and built with minimal disruption to the community.
7. The project is seen as having added lasting value to the community.

From the draft manual *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. A publication of the Institute of Transportation Engineers. pp 6 – 9

review) suggests that unsuccessful transportation projects often result due to a lack of understanding of community values and an overall failure to address stakeholder issues and concerns early on in the planning stages of the project.

Using a CSS approach to the planning and design process can help to “minimize problems and delays by ensuring stakeholder involvement, identification of issues and community values and evaluation of alternative solutions that meet the needs and purpose of the project.”<sup>10</sup> Perhaps more importantly, a CSS approach can also play a significant role in re-establishing Upstate village and town centers as important hubs for civic engagement, economic activity, and regional influence.

As American consumers continue to be offered a dizzying array of choices within the marketplace, producers struggle to find innovative ways to give their products a competitive edge. Communities are no exception to this rule; concepts in urban design such as *mixed-use* and *walkability* are attributes that many consumers and producers are searching for in today’s real estate market. Those towns and villages that can set themselves apart in the marketplace will significantly further the chances of their economic success. By embracing the traditional mixed-use paradigm that many modern developers

<sup>10</sup> Institute of Transportation Engineers. “Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities: An ITE Proposed Recommended Practice (Draft).” 2006. PP 6.

## Preparing Village “Main Streets” for Planning

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*Main Street Recommendations for the Village of Newark, NY*

are striving for in new developments, regional towns and villages can set themselves apart through the enhancement and promotion of their main street’s authentic elements and character.

### Preparing Your Main Street for Planning

The recommendations that follow in this report and its companion for the Village of Scottsville have been compiled with the intent of providing interested community members with a starting point for re-envisioning their main street areas. In effect, it is a course outline in the subject of main street renovation for both beginner and veteran citizen planners and local public managers alike. It will present readers with a way to approach and view the built environment of their downtown areas and consider a variety of options for the future. The report will also delve into important organizational and process-oriented considerations which often present local administrators with some of the most difficult challenges during major projects. Negotiating with important agencies and understanding key processes, rules and regulations are areas that will be explored.

This report will target issues specific to the case study community, providing detailed insight when and where available and necessary. The *Preparing Village “Main Streets” for Planning* guidebook includes many of these same issues, and also expounds on other topics to greater or lesser degrees which very likely pertain to other communities within the Genesee/Finger Lakes region. Together, these resources should provide interested stakeholders with an excellent starting point for approaching a variety of main street revitalization projects.



### III. CASE STUDY COMMUNITY OVERVIEW

#### Case Study Community Application, Evaluation and Selection Process

The approved scope of tasks for the *Preparing Village “Main Streets” for Planning* project called for planning and outreach services to be provided to several municipalities anticipating significant infrastructure improvements in the near future (5 to 10 years, roughly). The purpose of this task was twofold: 1) to assist these communities in their efforts to improve their core main street areas and 2) to learn from this process and convey any applicable lessons to other municipalities that may be anticipating similar efforts through description within the project guidebook. Each of these tasks falls closely in line with G/FLRPC’s underlying mission, which is to “identify, define, and inform its member counties of issues and opportunities critical to the physical, economic, and social health of the region.”<sup>11</sup>

Draft criteria for case study community selection were prepared by G/FLRPC staff and evaluated and approved by the project technical committee in May of 2005. Applications for case study community participation in the project were distributed to the highest elected official for each of the 192 member municipalities of the Genesee/Finger Lakes region.<sup>12</sup> Those applications had to be returned for evaluation by early July of that year for consideration; a total of eleven applications were received.

Each application was reviewed by G/FLRPC staff and the technical committee and evaluated based on its individual merits. The Village of Newark’s application was selected by the project technical committee due to its balance of local enthusiasm, preparation, current and future planning needs, applicability, and various other geographic and organizational attributes.

#### Local Main Street Steering Committee

In the summer of 2005, municipalities selected for the project were asked to organize a local main street steering committee of at least 5 individuals. It was asked that the makeup of committee members consist of a mix of appropriate community representatives, including (but not limited to) business owners, elected officials, local administrators, parents, senior citizens, and other local citizens representative of various stakeholder groups. The purpose of the committee would be to initially guide project progress, identify and establish local goals and priorities, make key decisions regarding public meetings, provide necessary input regarding data acquisition, and review final recommendation reports before public release. A list of committee members has been provided in Appendix A of this report.

An overarching purpose of forming a local main street steering committee hinges on the importance of having a cohesive group of dedicated individuals committed specifically to the main street planning process over an extended period of time. It is intended that these individuals continue to serve as liaisons to the community at large as progress toward implementing main street improvements moves forward. Further explanation of the importance of a responsive organizational structure to guiding main street revitalization efforts can be found in Chapter IV of this report.

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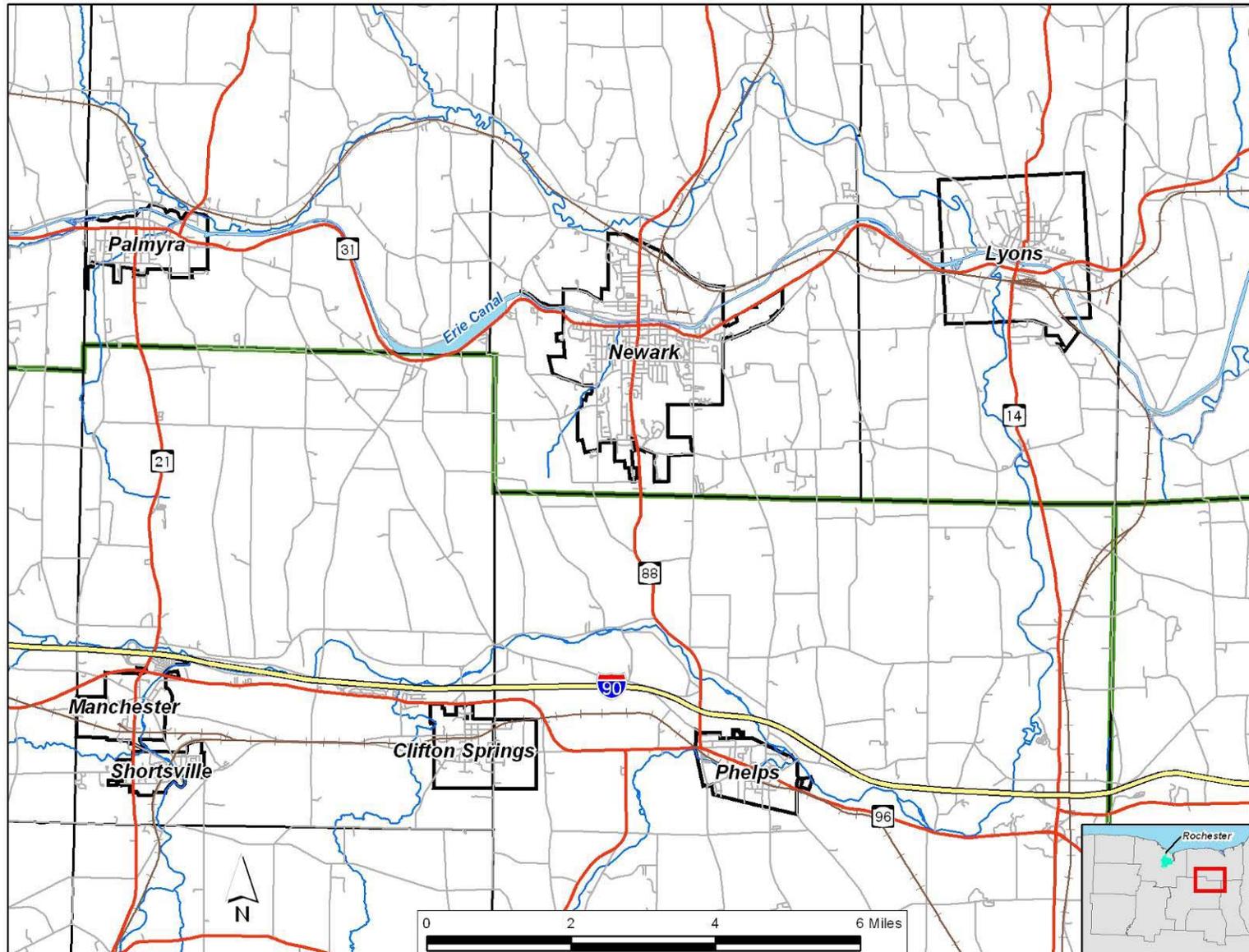
<sup>11</sup> Text is an excerpt of the Mission Statement of Genesee/Finger Lakes Regional Planning Council. <http://gflrpc.org/>

<sup>12</sup> A copy of the case study community selection criteria and blank application form can be found in Appendix A of this report.

# Preparing Village "Main Streets" for Planning

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## Regional Transportation Network Relative to Newark, NY



## Preparing Village “Main Streets” for Planning

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#### Delineation of the Study Area

The attributes associated with a main street corridor often overlap into other parts of the community. In many instances, a main street corridor gradually becomes defined as a commercial area as visitors transition in to and out of the central business district. One of the initial tasks of the main street steering committee was to therefore identify and define the boundaries of the study area for this project. Committee members and G/FLRPC staff agreed that the study area should include the linear road segments along Newark’s Main Street/State Route 88 corridor that are planned for construction within the coming years, with a focus on the Central Business District (CBD) and the intersection of Routes 31 and 88. The project site has been delineated as the 1.7± centerline miles from Rose Drive (south limit) to Pearl Street (north limit) excluding Erie Canal Bridge and approaches, which were recently replaced. Furthermore, it was agreed that particular focus should be given to the Central Business District (CBD) with respect to physical form and function. Along those road segments, focus will be given to the general road right of way, up to and including building façades and front walks. Other minor arterial corridors will also be considered as necessary (with particular emphasis on trail, canal and park connections).

#### Overview of Newark Main Street Study Area (Core Focus Area Delineated by Circle)



#### Present Main Street Planning and Construction Status

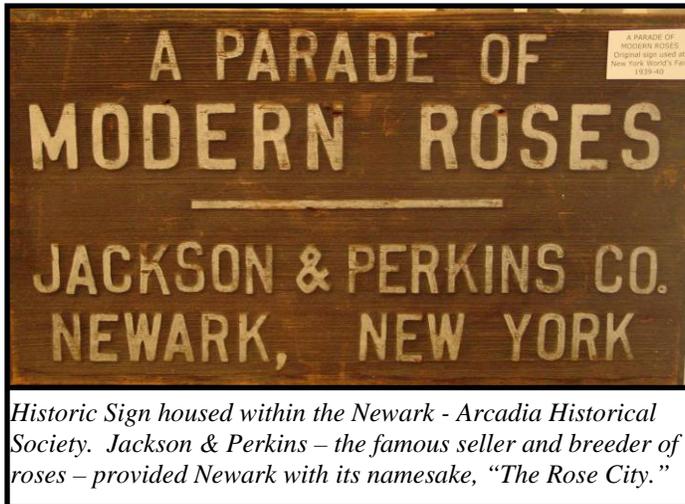
The last major capital improvement project to take place in the village involved the above and below grade rehabilitation of the Route 31 corridor through the village, which was completed in 2003. Since this project’s completion, replacement of aging water and sewer infrastructure beneath the Main Street/Route 88 corridor has been identified as the top capital improvement priority within the village. The replacement of this infrastructure will involve significant disturbance of the surface area, thereby justifying the rehabilitation of the streetscape. According to Larsen Engineers – the Village’s consulting engineer – the project scope will likely include full right-of-way rehabilitation, including pavement, curb, sidewalks, trees, lighting, intersections/signals, utilities and signage. While the village has amassed the necessary funding to cover the associated costs with sewer and water replacement, right-of-way rehabilitation is contingent upon the Transportation Improvement Fund (TIP) schedule of projects. The Newark Main St/Route 88 corridor project was listed on the list of recommended projects for funding in the 2007 – 2012 TIP with a recommended federal funding

## Preparing Village “Main Streets” for Planning

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amount of \$6,599,500 and state/local recommended amount of \$1,649,874 for a combined recommended funding amount of \$8,249,374.<sup>13</sup>

### Inventory of Existing Conditions



Historic Sign housed within the Newark - Arcadia Historical Society. Jackson & Perkins – the famous seller and breeder of roses – provided Newark with its namesake, “The Rose City.”

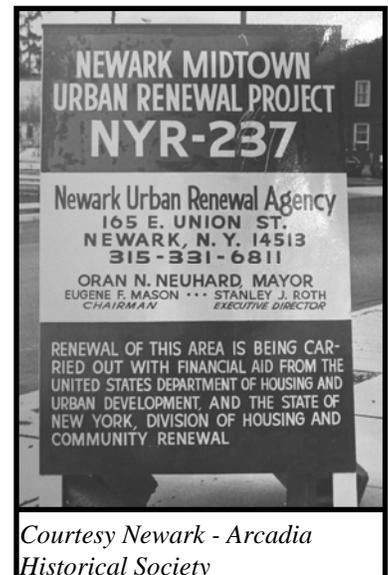
#### General Historical Overview<sup>14</sup>

Rivalry between Canandaigua and Rochester influenced the creation of Wayne County. For five years from 1816 Canandaigua’s representatives stalled the formation of Monroe County, and when the division of Ontario County could no longer be delayed, they sought to hem in Rochester by supporting Palmyra’s aspirations to form a county extending from Sodus to Irondequoit Bays. Nathaniel Rochester then supported Lyons as the seat of an alternative county farther east. When Wayne County was formed in 1823, with Lyons as county seat, it extended neither so far west as Canandaigua wanted nor so far

east as Rochester proposed.

The Village of Newark was originally called Miller’s Basin and was founded in 1820 by Joseph Miller, a contractor who built 1.25 miles of the Erie Canal in the vicinity. Newark was incorporated as a village in 1853, subsuming the neighboring Village of Arcadia (originally Lockville, incorporated in 1839). In 1863 the oldest canning firm in the region, after 1889 called Edgett-Burnham, relocated to Newark from Oneida County, and canning remained important until 2000. Jackson and Perkins (founded 1872, relocated in 1966) made Newark a center of rose production for many years. The company’s legacy lives on in the Village which uses the title of “rose city” as its trademark. The Village presently enjoys a rather robust manufacturing base, where a number of individual firms produce products such as furniture, tubing assemblies, electronic circuits, lithium batteries, and advanced porous ceramics.

In the late 1960’s and early 1970’s, the central downtown core of Newark was permanently altered by the Newark Midtown Urban Renewal Project. A number of historic buildings located in that area were considered “blighted” and therefore deemed fit for removal. Within a few short years the downtown landscape had been changed dramatically. Today, many local residents regret the loss of these



Courtesy Newark - Arcadia Historical Society

<sup>13</sup> More information on the Transportation Improvement Program process can be found in Appendix D.

<sup>14</sup> Adopted from Eisenstadt, Peter, Ed. *The Encyclopedia of New York State*. Syracuse: Syracuse University Press, 2005. Pages 1043 (Newark), 98 (Arcadia) and 1677 – 1680 (Wayne County)

## Preparing Village “Main Streets” for Planning

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buildings which contributed so much to the character of the Village. As was the case for many urban renewal projects of that period, hasty decisions were made without ample planning and consideration for future redevelopment.

### **Economic Development<sup>15</sup>**

Agriculture, agriculture-related industries, and small- and medium-scale manufacturing are the core of Wayne County’s economy. Initially, products included potash, grain, flour, and whiskey. The completion of the Erie Canal brought a consequent drop in shipping costs, transforming the county’s relationship to markets. Wheat became the principal cash crop. As the Midwest came to dominate the wheat market, Wayne County farmers placed greater emphasis on fruit, ideally suited to its soil and lake-moderated climate. Other 19<sup>th</sup>-century crops were tobacco and peppermint. In the mid-1800s Wayne County produced approximately 50% of the nation’s peppermint oil.

Early industry tended to be ancillary to agriculture, beginning with asheries, gristmills, and distilleries. Canneries, which began in Newark in 1863, and evaporators proliferated by the early 20<sup>th</sup> century. According to the “Cyclopedia of American Agriculture” (1907) Wayne County “undoubtedly produce[d] more evaporated apples than any state outside of New York, except perhaps California” early in the 20<sup>th</sup> century. Many of these dried apples were exported. Wayne County currently ranks 5<sup>th</sup> in the state in overall agricultural production.

Industry consolidated and expanded, eventually far outstripping agriculture in sales. In addition to food processing, products came to include wood and paper goods, plastics, machinery, and electronics. Recent additions include custom-designed batteries for industrial and military use (Ultralife Batteries Inc.), porous ceramics for filtrations systems (Refractron Technologies Corp.), and shipboard navigation systems. From 1990 to 1999, 736 patents were issue to Wayne Co. companies. The majority of acreage for the Wayne County Empire Zone is concentrated primarily in the Village of Newark.

### **Transportation History<sup>16</sup>**

Charles Williamson, Pultney land agent, anticipating major trade routes to run north and south between Lake Ontario and the Susquehanna River, projected an important commercial role for Sodus Bay. In 1794 he planned a city and ordered roads cut from the bay to Palmyra and Lyons, but the east-west routes that developed along present-day Route 104 (known as the Ridge Road) and the Erie Canal grew to favor other localities. Williamson hoped to attract “substantial farmers,” but most initial settlers were small farmers from the Hudson Valley, Long Island, New England, and New Jersey who paid by installment for small tracts.

Despite Williamson’s plans, most traffic moved east and west. The first turnpikes bypassed Wayne County to the south. The available routes within the county were the Clyde River – Ganargua Creek waterway (roughly the route of the Erie Canal) and the Ridge Road. The Ridge Road was extended eastward after 1917, regular coach service was soon in place, and other roads were built, but all of this development was overshadowed by the Erie Canal, completed in Wayne Co. in 1822. The canal

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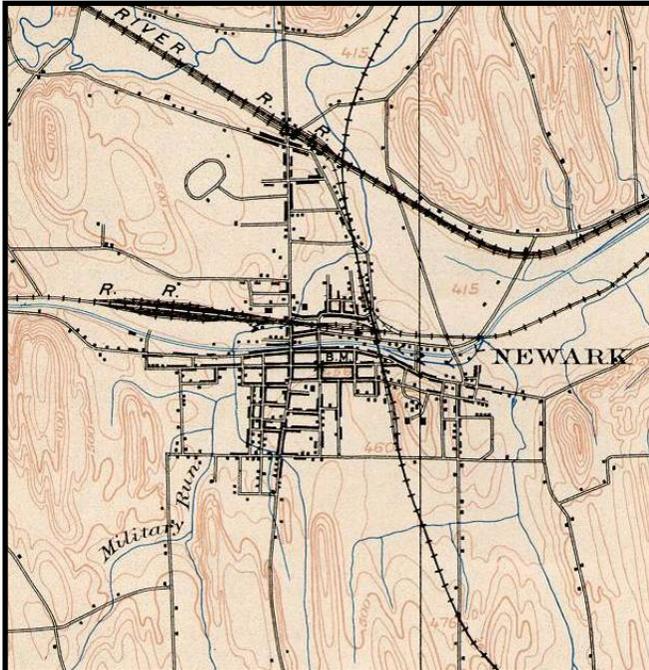
<sup>15</sup> Eisenstadt, Peter, Ed. Pages 1043 (Newark), 98 (Arcadia) and 1677 – 1680 (Wayne County)

<sup>16</sup> Eisenstadt, Peter, Ed. Pages 1043 (Newark), 98 (Arcadia) and 1677 – 1680 (Wayne County)

## Preparing Village “Main Streets” for Planning

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spurred settlement, commercial agriculture, and industry, and stimulated growth in existing settlements (Clyde, Lyons, and Palmyra) and the creation of the Village of Newark. As a result, the county population grew 65% between 1820 and 1830 and 25% between 1830 and 1840.



Village of Newark, as depicted in an historic USGS topographic map (Palmyra 15 Minute Quadrangle). Railroads shown include the east/west ‘NY Central and Hudson River’ (northern most), the east/west ‘West Shore RR’ (near the Erie Canal), and the north/south ‘Northern Central’ (Sodus Branch). The interurban trolley line has not yet been built. Reprinted 1948, Surveyed 1898, 1899. Source: UNH Dimond Library Documents Department & Data Center, <http://docs.unh.edu/nhtopos/nhtopos.htm>

Rail service began in 1853 with the NYC Railroad, running parallel to the Erie Canal. During the 1870s two additional lines were built: the Lake Ontario Shore Railroad linking the county’s northern reaches with Oswego and Lewiston and a north/south route connecting Sodus Bay and Newark to the Pennsylvania coalfields (1872). Other lines came later, along with two electric interurban lines by 1906. These lines were somewhat short-lived, however, and were discontinued in the early 1920s. Due in part to its canal and rail connections, Newark became the county’s largest village by 1900. Wayne Co. is still served by the Ontario Midland Railroad and by CSX Transportation. Rail passenger service ended in 1967.

#### Socio-Economic Profile (refer to

*Demographic Profile* chart on page 19)

In 2000, the population of the Village of Newark was 9,682 persons. The Town of Arcadia, which houses this village, contained 14,889 persons (including the Village of Newark). Wayne County, in its entirety, had an overall population of 93,765 in 2000. The median household income in Wayne County was \$44,157. Both the Town of Arcadia and the Village of Newark were below

the county median at \$37,755 and \$32,542, respectively.

Wayne County had a poverty rate of 8.6 percent. Both the Town of Arcadia and the Village of Newark had significantly greater poverty rates than the county at 12.9 percent and 17.4 percent, respectively. Unemployment in Wayne County was at 8.6 percent. Unemployment rates in the Town of Arcadia and the Village of Newark were significantly higher, at 12.9 percent and 17.4 percent, respectively.

Wayne County had 10 percent vacant housing units while the Town of Arcadia had fewer at 5.5 percent. The Village of Newark had slightly more vacancies – 6.0 percent – than the town as a whole. In Wayne County, the percentage of the population that moved into housing units since 1995 was 38.9 percent. In contrary, the percentages that moved into housing units since 1995 in the Town of Arcadia and the Village of Newark were higher at 42.9 percent and 51.2 percent, respectively. In 2000, 1.4 percent of housing units in Wayne County could be considered to be “overcrowded” with

## Preparing Village “Main Streets” for Planning

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### *Main Street Recommendations for the Village of Newark, NY*

1.01 or more occupants per room. In comparison to the county, the Town of Arcadia and the Village of Newark had more overcrowded housing units, each at 2.1 percent.

In 2000, 26.1 percent of households in Wayne County earned less than \$24,999 in annual income. As compared to the county, the Town of Arcadia and the Village of Newark had higher percentages of households earning less than \$24,999 annually, at 34.1 and 39.6 percent, respectively. The estimated number of rental properties below \$625 per month was 66.7 percent for Wayne County. The Town of Arcadia and the Village of Newark had similar percentages of rental properties below \$625 per month, at 66.6 percent and a slightly higher 67.9 percent, respectively. In 2000, 20.2 percent of households had monthly owner costs that were greater than 30 percent of total household income in Wayne County. As compared to the county, the Town of Arcadia had a similar number of households – 19.9%—that spent 30 percent or more of their income on monthly owner costs at. On the contrary, the Village of Newark had a slightly higher percentage at 24.9%.

In 2000, 46.5 percent of gross rents were 30 percent or more of household income in Wayne County. As compared to the county, the Town of Arcadia had a slightly lower number of households that spent 30 percent or more of their income on gross rent at 48.3 percent while the Village of Newark had the same percentage as the county at 46.5.

[continued on next page]

## Preparing Village "Main Streets" for Planning

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### Demographic Profile for the Village of Newark, New York, 2000<sup>17</sup>

	Wayne County	Town of Arcadia	Village of Newark
<b>Population</b>	93,765	14,889	<b>9,682</b>
<b>Total housing units</b>	38,767	6,115	<b>4,104</b>
Occupied housing units	34,908	5,776	<b>3,857</b>
Vacant Housing units	3,859	339	<b>247</b>
Pct Vacant housing units	10.0	5.5	<b>6.0</b>
<b>Owner-occupied housing units</b>	27,097	3,863	<b>2,145</b>
Pct Owner-occupied housing units	77.6	66.9	<b>55.6</b>
<b>Renter-occupied housing units</b>	7,811	1,913	<b>1,712</b>
Pct Renter-occupied housing units	22.4	33.1	<b>44.4</b>
<b>Pct Unemployed</b>	5.1	7.8	<b>8.8</b>
<b>Median household income (\$)</b>	44,157	37,755	<b>32,542</b>
<b>Individuals below poverty</b>	7,929	1,894	<b>1,626</b>
Pct Individuals below poverty	8.6	12.9	<b>17.4</b>
<b>Occupants per room</b>			
1.01 or more (overcrowded)	503	122	<b>79</b>
Pct 1.01 or more	1.4	2.1	<b>2.1</b>
<b>Monthly Owner Costs as a Pct of HH Income 1999</b>			
30.0 or more	4,015	561	<b>439</b>
Pct 30.0 or more	20.2	19.9	<b>24.9</b>
<b>Median Gross Rent (\$)</b>	527	541	<b>543</b>
<b>Gross Rents as a Pct of Household Income</b>			
30.0 or more	3,544	915	<b>787</b>
Pct 30.0 or more	46.5	48.3	<b>46.5</b>
<b>Number of Households below \$24,999 in income</b>	9,116	1,991	<b>1,524</b>
Pct HHs below \$24,999 Income	26.1	34.1	<b>39.6</b>
<b>Est. Number of Rental Properties below \$625 in rent (a)</b>	5,081	1,261	<b>1,149</b>
Est. Pct Rentals below \$625 in rent	66.7	66.6	<b>67.9</b>
<b>Pct Households Moved into Unit since 1995</b>	38.9	42.9	<b>51.2</b>

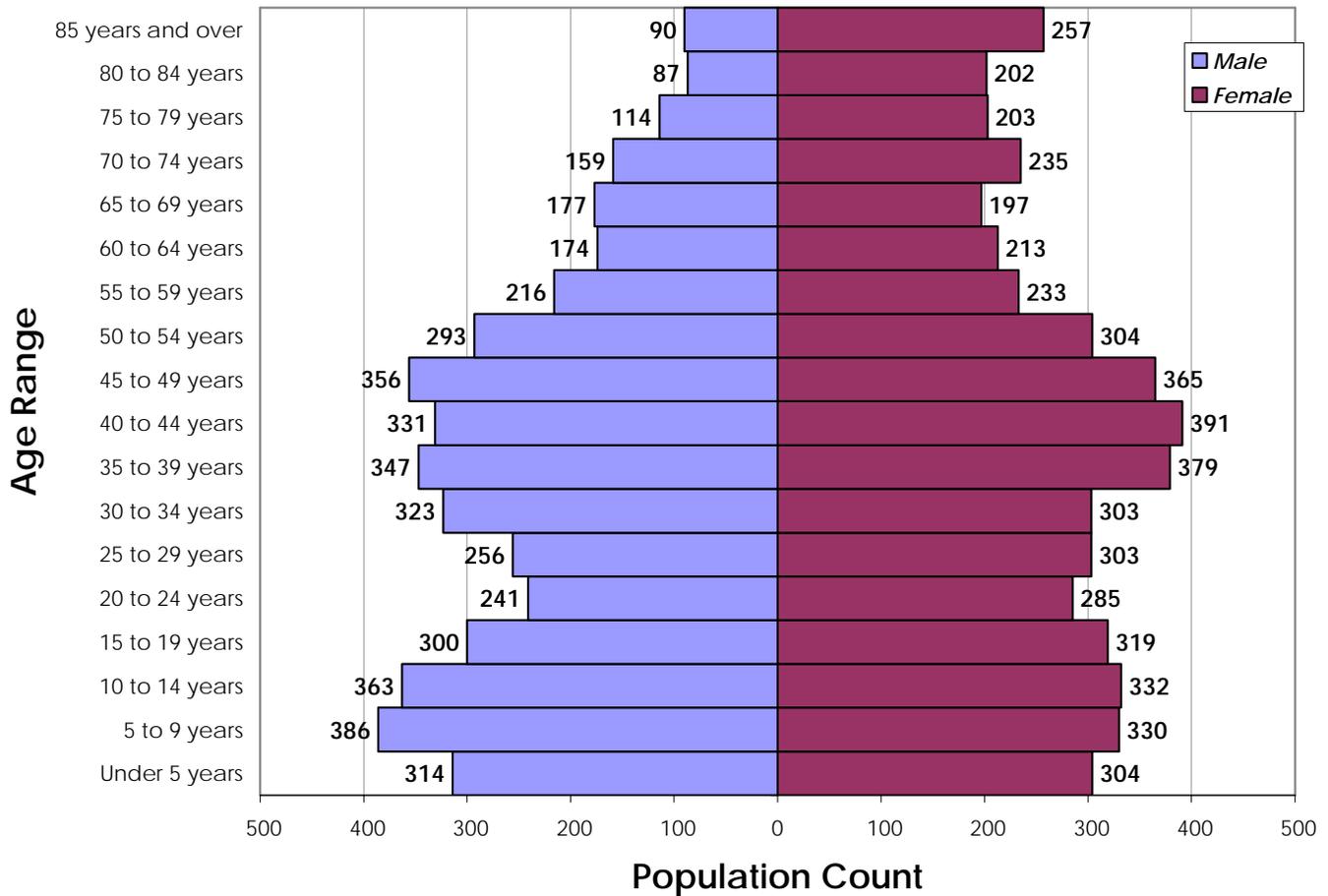
\*Estimated numbers of rental properties below \$625 were established using Summary File 3 Table H64; the category \$600 to \$650 was divided in half to obtain the estimated number of rental units between \$600 and \$625

<sup>17</sup> Table adopted from the New York Main Street Program "Main Street Demographic Profile" worksheet. Data retrieved from US Census 2000, Summary File 1 Tables P1, H3, and H5; US Census 2000, Summary File 3 Tables P43, P53, P87, H20, H38, H62, H63, H69, H90, H97; retrieved from www.census.gov

## Preparing Village “Main Streets” for Planning

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Age Distribution for the Village of Newark, New York, 2000<sup>18</sup>



As illustrated in the above population pyramid, the Village of Newark’s population distribution is similar to that of many small communities throughout the country, although this distribution is somewhat “top-heavy” with an unusually large segment of senior citizens. The bulge in the middle of the pyramid represents individuals between the ages of 30 to 60 years, indicating a rather large aging population in the Village. Many of these individuals will likely retire in the coming years, gradually increasing the demand for services targeted toward seniors. The pyramid also illustrates a large number of adolescents in the village, particularly the segments ‘5 to 9 years’ and ‘10 to 14 years’. Many of these young people will likely migrate to other parts of the region or the country to pursue educational and employment opportunities as they come of age. If current trends hold true, a large proportion of these individuals are not likely to return to take up permanent residency in the village as they enter adulthood.

<sup>18</sup> Census 2000. Retrieved from [www.census.gov](http://www.census.gov)

## Preparing Village “Main Streets” for Planning

Main Street Recommendations for the Village of Newark, NY

### *Population Change, 1990 – 2000, Village of Newark and Surrounding Environs*

	1990	2000	% Change
<b>Village of Newark</b>	<b>9,849</b>	<b>9,682</b>	<b>-1.7%</b>
Town of Arcadia	14,885	14,889	.2%
Village of Palmyra	3,566	3,490	-2.1%
Town of Palmyra	7,690	7,672	-2%
Village of Lyons	4,280	3,695	-13.7%
Town of Lyons	6,315	5,831	-7.7%
Village of Macedon	1,400	1,496	6.9%
Town of Macedon	7,375	8,688	17.8%
Wayne County	89,123	93,765	5.2%

With the exception of the municipalities that lie near the Monroe County border, most towns and villages around Newark have had slight to moderate declines in population since 1990. The Village of Newark had experienced a slight decline of 1.7% over the ten-year period while the town of Arcadia experienced practically no growth with a .2%. The significant growth rate of 17.8% in the Town of Macedon can be attributed to continued outward migration from the urban core of Rochester and continued suburbanization. Quality of life (local schools, location, population density, etc.), ease of access to urban amenities through the New York State Thruway (employment, entertainment, other services), and lower rates of taxation are some of the common reasons for these localized spikes in growth.

# Preparing Village “Main Streets” for Planning

## Main Street Recommendations for the Village of Newark, NY

### Transportation Profile

1. New York State’s 2004 Highway Sufficiency Ratings<sup>19</sup>

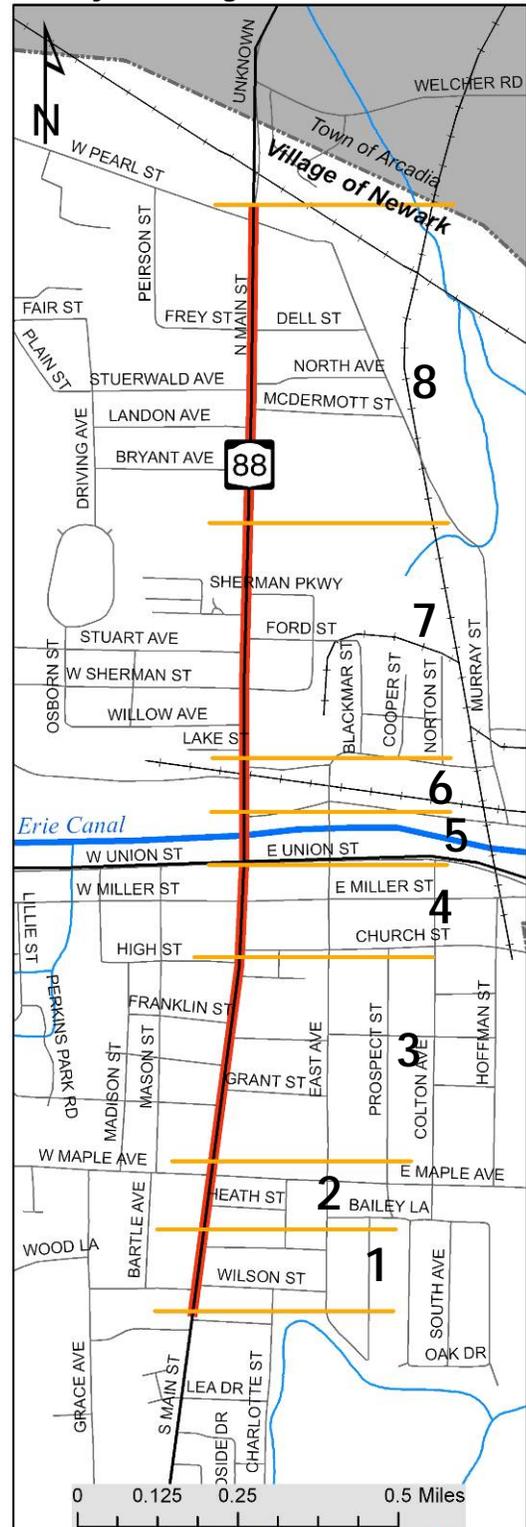
Quoting the Introduction of the *2004 Highway Sufficiency Ratings for New York State*:

*The New York State Department of Transportation (DOT) annually conducts a highway condition survey in cooperation with the US Department of Transportation. The purpose of this survey is to determine the surface condition for each section of highway on both the New York State Touring Route and the New York State Thruway, and the overall surface condition of these systems. This report presents updated pavement condition and physical characteristics data, developed from an inventory of the complete State Touring Route and the Thruway Authority Highway System conducted during the summer of 2004.*<sup>20</sup>

As shown in the charts below, *Highway Sufficiency Ratings* provide highly detailed information relative to the use and condition of state routes. Each route is split into separate segments and rated accordingly; the nine major segments that compile the Rt. 88 case study area are illustrated in the map to the right. Much of this information is requested by state and federal transportation agencies when evaluating the feasibility and merit of highway reconstruction and rehabilitation projects.

In the *General Characteristics* chart (following page), Segments 1 – 5 and Segment 7 are given a pavement type classification of “O” which is “overlay (asphalt on Portland cement concrete);” Segments 6 and 8 have a pavement type classification of “A” which is “asphalt (flexible).” The sub-base for Segments 1 – 5 is classified as “other (bridges, culverts, etc.)” while the sub-base for the remaining segments is classified as “natural soil, graded and drained with improved alignment.” The function class for each segment is considered to be “**Urban – Minor Arterial.**”

Primary Road Segments, Newark, NY



<sup>19</sup> See Appendix B for a full explanation of the methodology, definitions and abbreviations used in the Highway Sufficiency Ratings report.

<sup>20</sup> Region 4 NYS DOT. New York State’s 2004 Highway Sufficiency Ratings. 2004. page 1.

## Preparing Village “Main Streets” for Planning

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### *Newark Highway Sufficiency Ratings for Rt. 88: General Characteristics*

Segment #	Section Length	No. of Lanes	Roadways	Shoulder Width	Pavement Width	Pavement Type	Sub-base	Function Class
1	.13	2	1	00	24	O	7	16
2	.12	2	1	00	36	O	7	16
3	.32	2	1	00	50	O	7	16
4	.15	2	1	00	67	O	7	16
5	.08	2	1	00	52	O	7	16
6	.08	2	1	00	58	A	2	16
7	.37	2	1	00	36	O	2	16
8	.49	2	1	00	36	A	2	16

The *Traffic* chart below lists traffic data provided in the *Highway Sufficiency Ratings*. The column titled “AADT” stands for “annual average daily traffic;” this data has been taken from the 2003 *Traffic Volume Report*. In the fourth column (“Act/Est,” or Actual/Estimate) an “A” indicates the year traffic volume (AADT) was obtained from an actual traffic count and is the current year count for the section. An “E:” indicates that the traffic volume for the section was derived from a non-current year estimate, or a projection. The percentage of trucks using the section of highway is entered in the next column. This data is used in the adjusted rated capacity calculation. This is a truncated, not a rounded figure. The final column provides the year of vehicle classification. Counts with a classification year of 1988 – 03 have been entered. For segments without an actual count year, a percent based on the average percent for the appropriate Region and Function Classification category was used.

### *Newark Highway Sufficiency Ratings for Rt. 88: Traffic*

Segment #	Section Length	AADT	Act/Est	% Trucks	Class Year
1	.13	5730	E	05	96
2	.12	5730	E	05	96
3	.32	5730	E	05	96
4	.15	5730	E	05	96
5	.08	12960	A	05	--
6	.08	12960	A	05	--
7	.37	12960	A	05	--
8	.49	12960	A	05	--

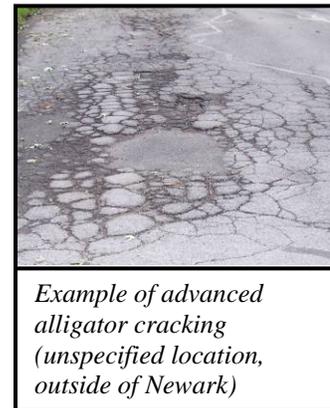
## Preparing Village “Main Streets” for Planning

Main Street Recommendations for the Village of Newark, NY

### Newark Highway Sufficiency Ratings for Rt. 88: Physical Condition Information

Segment #	Section Length	Surface Score (by year)					Dom Distress	Work Performed	
		2000	2001	2002	2003	2004		Yr Last Work	Work Type
1	.13	9	5	5	5	6	Ag	97	1
2	.12	8	6	6	7	6	Ag	97	1
3	.32	8	7	7	7	6	Ag	97	1
4	.15	8	7	7	7	6	Ag	97	1
5	.08	7	6	6	6	6	Ai	93	7
6	.08	7	6	6	5	5	Ag	91	1
7	.37	7	6	6	5	5	Ag	93	1
8	.49	7	6	6	5	5	Ag	93	1

The physical condition of each highway section is determined by assessing the condition of the pavement surface. The data collection is performed using a windshield survey (i.e. by persons in the field). The survey team evaluates surface related distress (on a 1-10 scale where “1” is the worst and “K” or 10 is the best) using photographic and verbal scales developed to ensure consistency between regions and repeatability over time. This procedure has been in use since 1981. Dominant distress, (i.e. “Dom Distress”) is defined as a specific distress symptom which will trigger a treatment strategy different than the treatment recommended by the surface rating alone. The distresses collected relate directly to the type of pavement surveyed. The most frequently-cited distress found on road segments in the Newark Rt. 88 corridor is “alligator cracking.” Alligator cracking is defined as interconnected cracks forming a series of small polygons resembling an alligator’s hide. The dominant distress listed for all segments is “Ag,” indicating general alligator cracking.



Example of advanced alligator cracking (unspecified location, outside of Newark)

### Adjusted Rate Capacity and Volume/Capacity Ratio

Newark Segment #	Section Length	Adjusted Rate Capacity	Volume/Capacity
1	.13	900	00.46
2	.12	900	00.46
3	.32	900	00.46
4	.15	1250	00.33
5	.08	750	01.08
6	.08	750	01.08
7	.37	750	01.08
8	.49	900	00.90

## 2. Road Safety

NYSDOT did not report any outstanding traffic safety concerns along the Newark Main St/Route 88 corridor. There have been several traffic/pedestrian accidents along the corridor since 1999, however, including at least one fatality. Unconfirmed reports from steering committee members also indicate a multitude of vehicle collisions resulting in property damage.

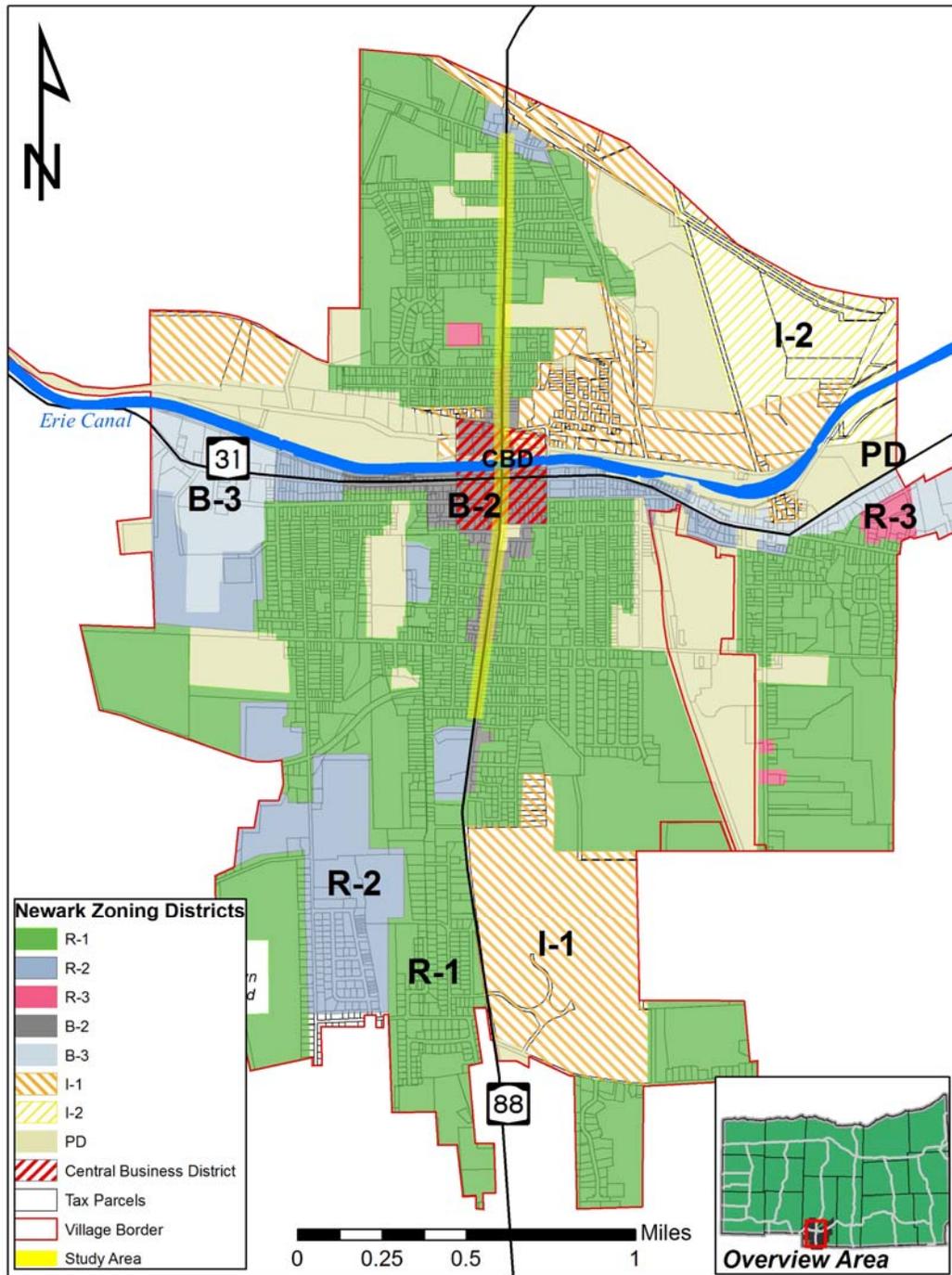
# Preparing Village "Main Streets" for Planning

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G/FLRPC staff observations as well as public concerns regarding traffic speeds, crossings and overall pedestrian safety and comfort are included in Chapter IV of this report.

### Land Use Profile

#### Zoning Districts within the Village of Newark, NY



## Preparing Village “Main Streets” for Planning

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*Main Street Recommendations for the Village of Newark, NY*

### IV. PUBLIC INPUT

Public participation is widely recognized as a central component to the successful design of common spaces. A main street is a public venue that often represents the civic core of a community. Assessing the public’s values and concerns regarding the built environment of this area is therefore extremely important. The *Preparing Village “Main Streets” for Planning* project scope therefore called for two public meetings to be held within each case study community. The purpose of the first public meeting would be to assess the public’s perception of the existing state of the case study area and to gather the public’s ideas regarding the desired state of the area. The purpose of the second public meeting would be to deliver case study community recommendations to the public and begin to establish a framework for continued planning and visioning for the main street area.

#### Public Meeting #1: Existing and Desired States

##### Meeting Overview

The Newark steering committee agreed upon the date, time and general format whereby the first “main street workshop” would take place. The meeting was held on Thursday, December 15<sup>th</sup>, 2005 from 7 to 9 o’clock in the joint Newark municipal building. Citizens were notified of the event through a variety of methods. A direct mailing was sent to Main Street residents and business owners within the study area; residents outside of this area were informed through notices to the local press. Informational flyers were also posted in storefronts throughout the village. Direct mailings were sent several weeks prior to the event and included a main street survey that residents were encouraged to return to Village officials or during the meeting. The survey was open to all interested parties; extra copies of the survey were available at several locations throughout the village.

Due to inclement weather, workshop attendance was lower than expected, although participation was nonetheless encouraging. Attendee sign-in records indicate that 10 people were present at the meeting, although a small number of individuals came and went throughout the event, evidently failing to sign in. The meeting began with a presentation by G/FLRPC staff providing the audience with a summary of the project, as well as an overview of common main street rehabilitation issues, including traffic calming, pedestrian safety, historic preservation, aesthetics, and other relevant subject areas. After the presentation, attendees were asked to visit one or more “stations” throughout the hall where residents’ concerns and ideas could be solicited and recorded through a variety of mediums. These included both facilitated and non-facilitated comments recorded on charts and maps, focusing on general areas of concern, including traffic, pedestrian safety, aesthetics, trail and park connections, and others. Participants were asked to visit several stations throughout the room in order to provide their comments on a variety of issues.

Given the small number of participants, it was not necessary to break into smaller groups in order to solicit input. Staff were able to interact with the public in a very direct manner, responding to questions, comments and concerns in an open format. While low attendance raises the concern that participant input may not be representative of the entire village, a reasonable number of surveys were also returned to project staff. Many of the surveys were highly-detailed, providing valuable information regarding opinions on the Rt. 88 corridor.

## Preparing Village “Main Streets” for Planning

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### *Main Street Recommendations for the Village of Newark, NY*

#### **Summary of Findings: Survey Results**

Surveys – along with workshop announcement flyers – were mailed directly to approximately 226 households and businesses that were located along the Rt 88 corridor in Newark. Addresses were obtained from village and town real property data. Additional mailings were sent to town and village board members as well. Local residents were also encouraged to complete a survey form if they so pleased; survey forms were therefore made available online through the project website and at the Village Hall.

#### **Do you have any specific traffic or pedestrian safety concerns**

1. Sometimes it’s better to cross the street when [the pedestrian signal] says “Do Not Walk.” When it says “Walk” it’s more dangerous—why is this?
2. Something needs to be done to mitigate the effects of the width of the street
3. No
4. Bike lanes take up good space, and are hardly ever used
5. No response
6. No response
7. Loud boom-boxes, motorcycles revving it up. Street is used as race way. Where are the cops?
8. None
9. A lot of drivers do not obey the Pedestrian Crossing signs. The [“pedestrian crossing zone”] cones are a good start but drivers need to be more aware.
10. Traffic lights are too fast to allow pedestrians to cross at main intersections. Not enough pedestrian crosswalks from Maple to St. Mike’s.
11. Maple St./South Main St. intersection – poor visually when approaching intersection from either East/West Maple St. Need to improve safety signal and remove obstructions where possible
12. 1) Offset intersection at Harrison St. – Crossing Main for a pedestrian is DANGEROUS! 2) Diagonal parking blindly backing into traffic – especially southbound at night (Pub patrons) 3) Very poor sidewalk conditions – except in CBD – there is more to this village.
13. No

#### **Overall, what do you enjoy most about Main Street Newark? What do you enjoy least?**

1. I feel this is overall pretty good. It’s well lighted at night and fairly good, on all the above subjects
2. Large stately homes and wide street
3. No response
4. The older homes could add much to Main St. if some improvements were affordable. The least – Intersection at Pal-Mart Gas Station. Lights are too long; traffic backs up considerably at certain times of the day.
5. The non-conformity of the front of the buildings is awful. A building façade grant may go a long way to clean things up.
6. No response
7. Not too much...Main St. should be renovated
8. Main St. is adequate at present; greater business presence is needed
9. Our business is on S. Main and the improvements have been a welcome change. The lighting, sidewalks, canal connections. Least—we would like to see other property owners be held accountable for the decaying appearance of their buildings. Maybe a fine would be in order.
10. Spaciousness of street. No shops. Restaurants given sidewalk privilege instead of pedestrians. Community core is very walkable; interfaces well with canal and Central Park. More signage for the library, Historical Society, churches would be welcomed
11. Business area has been improved over the years but no interest in bringing retail into the area
12. I LOVE Central Park. I wish we had more concerts, no matter what the music, from Christian to country to rock to rap. The Veterans’ Memorial is a place I stop regularly. I like to walk in the village when the weather allows and enjoy the Canal trail. I’m excited about its growth and future. Just like the buildings themselves, most of the businesses in Newark’s CBD are an old sagging façade. Altering the appearance

## Preparing Village “Main Streets” for Planning

### *Main Street Recommendations for the Village of Newark, NY*

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won't help; it's like re-icing a molded cake. There needs to be attractive businesses. This village does not need another pizza place or “dollar” store; but it could use something child oriented...just a thought, kids are the future.

13. Most – business environment. Least – road to sidewalks.

#### **Overall, are there any other concerns that you might have regarding possible alterations to Main Street Newark? (feel free to add attachments if necessary)**

1. At the 4 corners, driving south and turning right to arrive down West Union, is a definite problem for tractor trailers!!! They have minimum space to turn right – this can cause an accident. It's because of the 3 lanes on the left as they turn right – this is definitely a problem and should be changed some how!!
2. Most important – food, water and shelter. And sewers on Rt. 31
3. Intersection at Pal-Mart Gas Station. Lights are too long; traffic backs up considerably at certain times of the day.
4. We are paying way too much for taxes for what is received
5. Make sure that businesses are accessible during construction
6. We would hope that whatever improvements have already been completed would not be torn up. That puts everything several steps back...Enlisting the aid of knowledgeable people in this venture is imperative. A grant-writer would definitely help as you have mentioned. Small towns all over are starting to recognize the Smart Growth theory. We embraced this idea several years ago. Newark is not Henrietta, Webster or Greece. We need to revitalize the buildings and use them as our ancestors did years ago. It is the only way we will be able to compete with strip/outlet and larger malls. Owners of downtown buildings would greatly appreciate any grants that would help to restore and remodel. We know that is a long, arduous process, but there has to be help of some kind out there. We need the right people to focus only on that. Once buildings are in good shape, attractive and accessible, we might finally be able to draw some new businesses. In addition, which supports the aforementioned, canal trail accessibility is adequate; however, those [visiting] don't have too many options to keep them here (\$) for very long. We feel the “pickle” as we've heard it described, should remain. The lights on the trees and the holiday decorations are in keeping w/a small, charming, home-town flavor. Traffic on Main St. and Rt. 31...is generally due to the fact that you can't get around and travel any other way. Some of this can't be changed due to the close proximity to the canal....Commercial trucks...should be diverted from the downtown atmosphere, otherwise what good will all the other niceties do? This project, if taken on, will have to be executed thoroughly and all the way—always keeping the end result in mind [which is] a prosperous downtown w/profits and not exorbitant taxes to yank it away.
7. Rid Main St. of the median – put parking back on diagonal both sides. Shops need to be rebuilt – make the downtown the business center it used to be – reestablish the rural and rural agriculture in downtown core.
8. Storm drainage (non exists on west side between Maple St. and Burnham. Gas and water hookups some houses so close together these services under neighbors property will this be corrected?
9. Don't screw it up any worse than it is
10. [Response combined with last question]
11. No response
12. No response
13. [Response combined with last question]

#### **Summary of Findings: Facilitated Comments**

Facilitated comments involved a planner seeking direct input on several distinct issues, encouraging participants to elaborate on their thoughts, communicate with each other and refine their concerns as best as possible. Specific audience comments were limited to the following four responses:

1. Burying utility lines, particularly near the cemetery
2. Property drainage and traffic access is bad near Bryant St.
3. Trucks have a difficult time turning near cemetery just north of Sherman
4. A warning beacon or traffic light would provide a level of safety for children near the school (at the corner of Stuerwald)

## Preparing Village “Main Streets” for Planning

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### Public Meeting #2: Presentation of Recommendations

#### Meeting Overview

Public Meeting #2 was held on Wednesday, May 9<sup>th</sup>, 2007 at the Newark Municipal Building from 7 to 9. Notices were placed in the local paper informing interested parties of the date and purpose of the meeting and the overall project. There were approximately 10 individuals in attendance.

The purpose of Public Meeting #2 was to present the findings of the report and to provide the public with an opportunity to voice opinion therein. An hour-long presentation was delivered by G/FLRPC staff on the *Preparing Village “Main Streets” for Planning* project history and report findings, after which the floor was open for discussion. Considering that most of the individuals present at the meeting were seeing the report for the first time, the comment period was extended to May 28<sup>th</sup>, 2007. While the audience voiced a variety of reactions to the document and actively participated in discussion during the meeting, there were no public comments submitted after Public Meeting #2.

#### Public Reaction and Comments

The following list is a reflection of comments that were made by attendees as noted by G/FLRPC staff and confirmed by committee members. Comments have been paraphrased and elaborated as necessary. G/FLRPC reactions and/or recommendations to public comments are posted beneath in italics.

- **Utilities, Lighting, Trees and Other Street-Side Components:** Issues regarding various street-side components were raised and their importance discussed. Specifically, discussion revolved around Messenger Poles, traffic signal preemption, and appropriate tree species and planting designs for urban areas.

*The presence of messenger poles on Main Street Newark and their negative appearance was raised. Messenger poles are vertical pole structures supporting span wire, which supports a traffic signal or*



A common alternative to using “messenger poles”

*other device. Messenger poles are generally considered to be unsightly and can clutter the streetscape with wires; this type of setup can be found on South Main Street at the intersection of Miller Street. A recommended alternative involves using a single support pole with an attached arm, whereby the traffic signal and other necessary street signage can be attached to the overhanging arm. This design is considerably more attractive, with a graceful, clutter-free appearance. These types of lighting fixtures can be found throughout Upstate NY communities.*

*The need for “traffic signal preemption” devices was also raised. These devices can detect signals from emergency vehicles as they approach an intersection and automatically turn all lights at the intersection to red so that the emergency vehicle can enter the intersection with minimal interference. The feasibility of introducing traffic signal preemption was not reviewed for this report. However, signals will be modernized during Route 88 construction.*

## Preparing Village “Main Streets” for Planning

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*Finally, the issue of urban trees was raised, in particular, species selection and accommodating trees in an urban environment. Attendees noted that Main Street is generally lacking an adequate tree canopy and could benefit from an evaluation of species that are currently in place. The sycamore trees that are currently planted on Main Street near Route 31 did not seem appropriate to some attendees due to their regular shedding of bark, slow rate of growth and shortened foliage season. Furthermore, the use of appropriate planter boxes (or wells) along with “urban soils” should be considered. Urban soils are specially-configured soils that perform well in environments with a high concentration of impervious area. These soils perform well under high compaction and continue to deliver moisture to the root system under such conditions. Urban soils are generally proprietary products familiar to horticulturists and landscape professionals and can be found in a variety of forms that can be specifically suited to location and tree variety.*

- **Comprehensive Plan:** How does this report incorporate recommendations put forth in the Newark/Arcadia Comprehensive Plan?

*The Newark/Arcadia Comprehensive Plan, which was completed in September of 2004 but not adopted by the Village, was reviewed in its entirety for relevance to this report. It is important to note that no major capital projects were identified at the time that the draft Comprehensive Plan was written (this is specifically stated in Section 3-7). The draft Comprehensive Plan does make some basic recommendations with regard to Main Street Newark (see Section 3-4 of the Comprehensive Plan). Recommendations put forth within the “Preparing Village Main Streets” report are intended to work in conjunction with and/or in addition to the draft Comprehensive Plan. A statement of clarification to this effect has been added to this document on page 43.*

- **What Next?** What are the crucial next steps for Village officials and the Main Street Steering Committee?

*The Preparing Village “Main Streets” for Planning project is not intended to be a step-by-step instruction manual for municipalities, but rather an overview of issues that highway reconstruction/rehabilitation communities should be considering. To this end, a comprehensive manual of the highway planning and development process has been detailed in the Federal Highway Administration (FHWA) publication **Flexibility in Highway Design**.<sup>21</sup> Chapter 1 of this document details the steps that a community should be taking to prepare for a highway reconstruction/rehabilitation project. The FHWA goes into great detail regarding every step of the planning, project development, design, right-of-way, and construction phases of a project.*

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<sup>21</sup> FHWA. Flexibility in Highway Design. Last viewed online 6/06/07 at <http://www.fhwa.dot.gov/environment/flex/index.htm>

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### V. MAIN STREET RECOMMENDATIONS FOR THE VILLAGE OF NEWARK, NEW YORK

The following recommendations are intended to provide local citizens and officials with a clear starting point for planning the rehabilitation of their main street area. Before submission to the local main street steering committee, these recommendations were submitted for approval to the project’s technical committee, which includes officials from Region 4 NYSDOT, Genesee Transportation Council and other notable professionals. After technical committee approval was received, the local steering committee was provided an opportunity to review, comment and request revisions as needed. After approval was received by all relevant committees, the second of two public main street workshops was scheduled in order to present findings to the public and solicit final input.

Building upon information gathered from research, field visits, steering committee and the public comments summarized in Chapter IV, G/FLRPC staff formulated the following general recommendations for main street revitalization. Recommendations cover three areas of specialization: structural/physical, regulatory, and programmatic/organizational.

***Structural/physical recommendations*** address issues surrounding the built environment within the study area. Recommendations focus on changes that can be made to improve the character, function and safety of the immediate area for residents, visitors and both vehicular and pedestrian traffic.

***Regulatory recommendations*** address local land use laws that are currently in effect in the case study area and how the body of land use regulations in New York State can influence positive short- and long-term outcomes.

Finally, ***programmatic/organizational recommendations*** address the importance of maintaining open channels of dialogue between various stakeholders within the community as well as fostering relationships with organizations outside of the community, such as state agencies, consultants and other applicable groups.

Readers may find that these three areas are not entirely exclusive of each other. Indeed, many of the issues identified here tend to overlap into other categories. Issues have been categorized under the area of specialization thought to be most appropriate and/or applicable.

#### ***Summary of Newark Main Street Recommendations:***

- Begin to develop and refine a uniform design theme for the village that capitalizes on Newark’s core strengths
- Promote consistency in built form and design through planning and public consensus
- Reinforce the local vision for the Rt. 88 corridor within the local regulatory framework
- Improve and solidify linkages to the Erie Canal
- Target traffic speed and provide better accommodations for pedestrians and cyclists
- Encourage changes in the streetscape that will reinforce the “outdoor room” concept along the Main Street/CBD area (i.e. strengthen the pedestrian comfort zone)

### Structural/Physical Recommendations

Recommendations pertaining to the structural/physical conditions of the study area are based on community input, multiple field visits over the course of 2005 and routine analysis and revision. They can be grouped into three main categories:

1. **Roadway Area:** this is the actual pavement surface for motor vehicles; it is located between the curbs and is a publicly owned and controlled area.
2. **Sidewalk Area:** this is the area between the curb and the edge of the public right-of-way on both sides of the vehicular area; it is a publicly owned and controlled area.
3. **Building Area:** this is the part of the buildings visible from the public areas of Main Street; usually the front or façade of the buildings; except in the cases of public buildings (e.g. the library), it is privately owned and controlled but subject to public regulation.

Together, these three areas make up the complete streetscape of common village thoroughfares. If these spaces are to be attractive, effective, and vibrant places, all three components need to work together. The various needs of the users of the components (motorists, pedestrians, business owners, etc.) need to be understood, considered, and balanced.

#### Roadway Area

*Traffic calming* should be a primary goal among local stakeholders during any rehabilitation of the roadway area. Traffic calming refers to a variety of physical measures intended to reduce vehicular speeds, primarily in lower-speed environments such as residential areas, parks, school zones or any area with considerable pedestrian activity (actual or desired).<sup>22</sup> These features can also have the added benefits of reducing vehicle intrusion (noise, pollution, etc.) into the human realm. This is of particular relevance when considering the function of a main street, which ideally should provide visitors with a comfortable, welcoming environment to spend time in. Above all, such features can improve the overall safety of the roadway for pedestrians, particularly for children, the disabled or the elderly.

Public comments indicate mixed opinion regarding how necessary or beneficial traffic calming measures would be on Rt. 88 in Newark. It was noted during field visits in the fall of 2005 that crossing Main St., particularly within the Central Business District (CBD), can at times prove to be a challenging and somewhat intimidating process. This has also been reflected within public comments (see Chapter IV). It is important to note that traffic calming measures can be implemented without interfering with the normal functioning of the road.

A wide variety of individual structural improvements can be added to the roadway area along the Rt. 88 corridor in order to better manage traffic speed in particular locations. Enhanced crosswalks, narrower driving lanes, special paving surfaces and other elements can work together and act as subtle queues to drivers that they may be traveling too fast. Furthermore, the implementation of

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<sup>22</sup> AASHTO. May 2004. Page 19

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calming elements can be designed so as not to impinge on traffic flows at key intersections, such as Rt. 31 and 88. Below are several examples of specific areas where different types of traffic calming measurements should be considered.

*1. North Main Street/Pearl Street Intersection:* This location serves as the northern gateway to Newark and, as such, should provide visitors with a distinct sense of arrival and departure as they enter and exit the village. This section of Rt. 88 currently bridges what is a significant transition between a rural/commercial area and a relatively dense/mixed residential area. As southbound traffic enters the village here, there is a strong natural tendency for drivers to travel at high rates of speed as they descend from the railroad bridge. It is therefore recommended that traffic calming features be installed at this location.



**Pedestrian Refuge Islands:** Refuge islands similar to this one would be a positive addition to portions of Main St. Newark.

A combination of curb extensions and a possible pedestrian refuge island (similar to a small median) can improve this transitional location in several ways. A pedestrian island would essentially force drivers to slow their travel speed as they enter the village. The island would of course serve its primary purpose of improving pedestrian safety and comfort (a subject discussed further in the following sections). The use of curb bulb-outs either separately or in conjunction with an island at this location would essentially have an “hourglass” effect on through-traffic. An island or small median installed at this location could have the added benefit of providing a space for signage, plantings or other

accoutrements that can serve to welcome visitors to the community.

### *2. Enhanced Crosswalks at All Major Pedestrian Crossings*

The majority of major pedestrian crossing areas along Rt. 88 Newark are clearly identified with typical white striping. The distance across Rt. 88 within the CBD, however, is considerable (the Main St. crossing at Miller St. measures over 80 feet). The addition of “Yield to Pedestrian” signs within this area has been a helpful aid to pedestrians. By themselves, however, the combination of



**Enhanced Crosswalks:** Curb extensions were used in Medina, NY (*left*) in conjunction with a hashed crosswalk to improve the visibility of designated crossing areas on the Village’s historic Main St. (NYS Rt. 63). In Boston, MA (*center*), a neighborhood association worked with the State DOT to choose a unique decorative printed crosswalk. In Arlington, VA, (*right*) a brick asphalt stamp was used.

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stripped lines and signage may not provide pedestrians with an adequate measure of comfort when crossing. Enhanced crosswalks can help to satisfy this goal.

Enhanced crosswalks are those which go beyond two simple parallel painted lines. These crosswalks can employ a variety of elements in order to distinguish the zone of safety for pedestrians, including brick or cobblestone inlays, pedestrian refuge islands, stamped and colored pavement (asphalt or concrete), or uniquely textured and colored line patterns (“printed” crosswalks). Not only does this create an attractive pedestrian crossing, but the texture of the crosswalk also creates an audible physical change for the motorist (i.e. operators can hear and feel it when passing over one), reminding them to slow down and be aware of possible pedestrians.

It is important to note that while stamped, colored asphalt and concrete is attractive, its long-term performance is questionable when subjected to the harsh climactic variations typical in the Western New York region. Local officials and planners should therefore approach other communities that may have tried various methods in order to judge and compare their levels of performance.

#### 3. *Main Street Median Between Miller and Union (“The Pickle”)*

The intersection of Routes 31 and 88 and the accompanying median that runs along Main St. here (known locally as “the pickle”) is an area that seems to be either loathed or loved by local residents. A tree-lined median is in many respects a true asset along any roadway. While certainly not as grandiose, this median evokes images of tree-lined boulevards that were established in many European cities during the 19<sup>th</sup> and 20<sup>th</sup> Centuries.

While the road geometry at this location is slightly awkward – particularly for large vehicles turning in certain directions – overall, the space is rather unique and charming, especially when the trees are given lights during the holidays. Any rehabilitation project should therefore attempt to preserve or enhance this space. Changes in design should allow for a more obvious and accommodating refuge space for pedestrians as they cross on the northern and southern ends of the median. Public artwork such as a sculpture or certain types of vestiges that speak to Newark’s heritage could also benefit this space.



***The Pickle:*** *Main Street’s width at Miller St. is a true asset, allowing for a median and extra turning lanes. The width can make crossing somewhat difficult, however, particularly for children, the elderly or the disabled. The Main St. crossing on the north side of Miller St. measures nearly 90 feet from curb to curb.*

#### 4. *Other Roadway Considerations*

- Roadway geometry around the Main/West Shore/Harrison intersection has been routinely identified as problematic by residents and officials. Currently Harrison and West Shore have an awkward off-set due to the former West Shore Railroad line that passed through the village at this location. Further development and ownership history in this general vicinity have complicated the process of reaching a reasonable solution to this awkward section of road. With the railroad

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gone, however, an opportunity may exist to improve this intersection for motorists and pedestrians. Certain historical elements that reflect the railroad’s former presence may be appropriate as well. This area should be given a high priority to DOT officials and consulting engineers early on so that the most ideal vehicular access pattern is established.

- In addition to the improvements described above, the possibility of special paving for entire intersections should be examined. This creates a large area of alternative paving, adding to the attractiveness of the street, and again, reminding drivers that they are in a unique area that must be shared with pedestrians. One area in particular that might benefit from such a treatment would be the portion of Main St. between Maple Court and Church St., in front of Central Park and the war memorial.



*This aerial photograph of an intersection in Rochester, NY shows how an entire section of roadway can be enhanced with special paving.*

### **Sidewalk Area**

The CBD section of Main St. Newark has received a variety of alterations over the course of several decades. As a result, the overall streetscape design appears somewhat disjointed. Signage and lighting styles differ depending on location. Sidewalk condition, widths and materials also vary considerably.

One basic, uniform concept that should be used to interpret what is needed in the area is *continuity*. By filling in gaps and providing uniform rules of design to sidewalk materials, signage, lighting and other roadside features, the Main St. area can be given a greater sense of continuity, much like an “outdoor room.” The eventual reconstruction of the roadway will likely necessitate the replacement of many of the roadside elements in this area, while other portions will likely be salvaged (certain lengths of sidewalk, for example). Local officials and the public should work hard to develop a framework that can guide the uniform design of new or rehabilitated street features when construction takes place.<sup>23</sup> While budget constraints may limit the extent to which changes can be made during initial construction, the establishment of a distinct plan can eventually lead to deliberate changes that can incrementally spread to other parts of the corridor and the village as resources allow.

#### *1. Improving Overall Streetscape Appearance and Continuity*

The sidewalk area within the CBD of the Main St. corridor is missing some key elements that could help bind the entire downtown area and surrounding neighborhoods and parks into a more cohesive and convivial series of spaces.

<sup>23</sup> In August 2006 the Village of Newark in Wayne County in partnership with the Town of Arcadia, was awarded \$32,000 from the NYS Quality Communities Program to develop, as an addendum to the comprehensive plan, the Downtown and Canal District Visioning Project. This includes creating land use, architectural design guidelines and recommendations for promoting future economic development along Route 31 and the Erie Canal which are consistent with the vision in the comprehensive plan. See further discussion in the *Regulatory* section.

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*Left:* This photograph illustrates the lack of uniformity within the CBD of Main St. Newark. Note the three different lighting styles visible in this scene: post top historic (foreground), flat top cutoff (the pickle and across the street), and cobra (far background on the canal bridge). Also note how the support poles for the traffic light block the pedestrian lanes and dwarf the streetlamp. *Right:* The lone garbage receptacle on Main St. stands out of place and does little to complement its surroundings.

The Main St. corridor currently lacks significant and uniform roadside treatments. Roadside treatments include elements such as trees, concrete or wooden planters, lighting, benches and other accoutrements, and are a key consideration for main street revitalization projects. While generally credited with improving the overall character and ambiance of a streetscape, these elements are also beneficial and necessary in the way they help motorists to properly gauge their speed as they interpret the road environment that they are traveling through.<sup>24</sup> Wide lane and shoulder widths, for example, improve the driver’s sight distance and overall field of vision, facilitating their ability to travel at higher speeds. When the roadway is restricted through a combination of streetscape features and other traffic calming methods, the driver is essentially coerced into driving at a slower, safer rate of speed. This makes pedestrians much more comfortable.

Types of streetscape features can and should vary in order to suit the character of the location, project budget constraints and the likes and needs of visitors and residents. One type of streetscape feature that is widely appreciated and generally affordable is trees. In combination with benches, stand-alone planters and other elements, trees can provide a calming effect on otherwise busy streets. Currently Main St. near Rt. 31 hosts a number of Sycamore trees on the median and sidewalks, some of which are housed in below-ground wells.

<sup>24</sup> Dumbaugh, Eric. “Safe Streets, Livable Streets.” Journal of the American Planning Association. Summer 2005.

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**Outdoor Room:** The tree canopy along Main St. in Cooperstown, NY offers shade for visitors and helps to delineate between the pedestrian "comfort zone" and the roadway. Source: [www.visitcooperstown.com](http://www.visitcooperstown.com)

Larger varieties of hardwoods like the Sycamore can be difficult to sustain in paved areas due to their complex root structure (which can crack the sidewalk and interfere with below-ground utilities). The Sycamore variety is noted for its tolerance of urban pollution and road salts, which makes it a popular tree for planting in cities and along roads. Reasonable attempts to preserve these trees should be made during construction activities. If these Sycamores cannot be preserved for some reason, there are a wide variety of trees that are specifically suited for such areas that can be substituted.<sup>25</sup>

Considerations that should be taken into account include the size of a mature canopy, tolerance of urban pollutants such as road salts, rate of growth, and seasonal duration of foliage. In

general, urban trees should grow quickly and keep their leaves for an extended period of time.

Trees should not be eliminated from any section of Main Street; rather, their number should be expanded. In-ground trees should be extended south through the Main St. corridor where they are currently absent in order to provide shade and strengthen the pedestrian comfort zone.

### 2. Curb Extensions

Curb extensions work in conjunction with crosswalks and can serve several important functions. Sometimes referred to as *bump-outs*, *bulbs* or *bulb-outs*, curb extensions can: a) increase a pedestrian's visibility to motorists; b) increase a pedestrian's field of vision and sight distance; c) shorten a pedestrian's crossing distance; and d) they can have an "hourglass" effect on traffic, acting as a calming device.

Curb extensions do have some notable drawbacks, however. In some instances, design professionals have confronted conflicts with state historic preservation guidelines when attempting to incorporate these modern features into designated historic areas. Typically these conflicts can be mitigated when the relevant state agencies are contacted early enough in the planning and design stages.<sup>26</sup> Bump-outs are often criticized due to their imposing appearance. The addition of large curbs in the road right of way creates a new hazard for utility and



**Curb Extension** added to Main St. Avon, NY, with inlaid pavers for the crosswalk.

<sup>25</sup> Urban Trees and Shrubs. A Guide to the Selection of Trees and Shrubs in Urban Areas. Last viewed 9/18/06 at <http://www.na.fs.fed.us/SPFO/pubs/uf/uts/index.htm>

<sup>26</sup> New York State Historic Preservation Office. <http://nysparks.state.ny.us/shpo/>

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maintenance vehicles – snowplows and street sweepers in particular. The areas can also be effective at collecting debris and sediment brought in by wind or stormwater, which can become an unsightly nuisance if not addressed. Furthermore, street gutters and drainage will have to be redesigned in order to accommodate these new features and prevent stormwater pooling.

### Minimum Locations for Curb Extensions in Combination with Enhanced Crosswalks:



- Main/Maple
- Main/Maple Court
- Main /Church
- Main/Miller
- Main/Union
- Main/Van Buren
- Main/Harrison/West Shore
- Main/Pearl

### 3. Improving Canal Connections

As Upstate New York seeks to capitalize on the heritage tourism potential of its canal system, it is important for canal communities to make investments that reinforce this effort. Modest attention should be paid to the Rt. 88 bridge over the canal. Improvements could include more historically appropriate railings and lighting (see bridges in Waterloo and Clyde as examples).

There also needs to be a highly visible and easy to negotiate connection to the canal trail at the north end of the bridge. **While attracting boaters to the Newark Canal Port is an important goal, the majority of canal users are bicyclists and walkers.** It is important that they have an easy connection to Newark and the services that the village’s Main Street can provide (stores, restaurants, etc.).

The existing promenade on the north side of the canal is rather confining to pedestrians. The timber bollards



**Prime Real Estate:** Minor improvements in signage and pedestrian facilities can top-off the well-equipped T. Spencer Knight Canal Port, further establishing it as a top overnight destination for canal travelers.



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(posts) in the middle of the pavement area are awkwardly placed and seem to act as a barrier to both boaters attempting to climb on land as well as to individuals traveling along the bank.

In order to maximize outcomes regarding canal connections, it will be important to involve several key Erie Canal stakeholders. The NYS Canal Corporation (subsidiary of the Thruway Authority) will be an important agency to contact, in part due to their increasing emphasis on improving trails, main street connections and water access. The National Park Service should also be involved due to the Canal’s designation as a National Heritage Corridor. The Western Erie Canal Heritage Corridor Alliance is also an important regional organization. The Alliance was formed in March 2006 as a non-profit corporation to implement the Western Erie Canal Heritage Corridor management plan. It has a 15-member board of directors and presently maintains an office at the Landmark Society of Western New York headquarters in Rochester.

### **Building Area**

The building area of most streets generally falls outside of the public right-of-way, making zoning, comprehensive planning and other land use control mechanisms a critical aspect of planning for this segment of Main Street Newark. Furthermore, financial incentives and innovative planning approaches are often necessary for communities to devise solutions that create tangible results. In light of this, it is important that communities construct an amenable framework for building or maintaining an attractive downtown or main street, providing property owners with clear direction and adequate resources. The following recommendations are intended to act as a starting point for local officials as they continue to devise methods for revitalizing Newark’s Rt. 88 corridor and CBD during and after the rehabilitation of the roadway.

### *Interpreting the Built Environment along Main Street*

Pedestrian friendly, village-scaled communities depend on what are called “continuous street walls.” People like to walk next to stores with display windows and houses and front lawns. People do not like to walk next to blank walls and parking lots. Furthermore, people are more likely to walk further distances if their routes include interesting scenery. Newark has an average number of “holes” in the street wall along Main Street, mostly due to parking lots. Unfortunately, it has an above average amount of blank or unattractive building facades and a below-average amount of historic downtown character for an Upstate NY community of its size and age.<sup>27</sup>

The goal of the Village should be to encourage development to fill the holes in the street wall with well-designed infill development that reinforces the character of the village. The most basic task would be to undertake a “what if” scenario and examine zoning codes to see what could legally be built on these sites if a developer proposed a new structure. Too often, villages have outdated zoning codes that literally force new development to conform to a suburban style, auto-oriented, anti-pedestrian form. To this end, recommendations for improving the building area of Newark can be found under the *Regulatory Recommendations* section.

### *1. Infill Opportunities*

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<sup>27</sup> Note: Many of the principles mentioned here have also been emphasized in the Joint Comprehensive Plan for Arcadia and Newark (contracted with Environmental Design and Research), specifically chapters 2 and 3.

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### Key Infill Sites to Consider



Nine key infill sites along the Main Street corridor have been identified and listed in order of priority and feasibility.

**Site 1:** Northeast Corner of Main and Union Streets – Vacant East Union St. Address – HIGH PRIORITY SITE

This site would serve to link Main Street, Union Street, and the very attractive canal-side promenade. A multi-story structure (at least two full stories tall facing Main and Union) could open out onto the street level on the west and south sides of the structure and onto the canal promenade on the north side of the building. Commercial uses (restaurant, etc.) would enliven the canal promenade, as has been done in many other successful NYS canal towns. A well-designed structure at this site would serve to anchor Main Street and help correct some of the past mistakes of urban renewal.

**Site 2:** Southwest Corner of Main and Miller – 203 South Main St. – HIGH PRIORITY SITE

This site is currently a parking lot. A new multi-story structure (at least 18 feet tall) could fill the whole site or utilize the eastern portion facing Main Street, leaving some of the site for parking. This is an important site that would help anchor this key intersection.

As an interim solution, until infill occurs, the existing parking lot should be enhanced with better screening (low brick wall, planting, etc.) and lighting. The existing curb cut on Main Street should be eliminated as it is too close to the Miller Street intersection. All access to the parking lot should occur off of Miller Street.

**Site 3:** Northwest Corner of Main and Miller – 101 South Main St. – Medium Priority

This site is currently a parking lot/pocket park for the movie theater. A new multi-story structure (at least 18 feet tall) would help anchor this key intersection.

**Site 4:** Northeast Corner of Main and Church – 220 South Main St. – Medium Priority

This site is currently a parking lot for HSBC Bank, which is located immediately to the north. A new multi-story structure (at least 18 feet tall), perhaps a new HSBC Bank building, would help anchor this important corner and contribute (if well designed) to the beautiful architecture surrounding the square (including the Post Office and the Presbyterian

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Church). The parking spaces could be retained by shifting parking to the site of the existing bank. As a general rule, parking should be behind buildings (best), next to buildings (favorable), but never on corner lots.

#### *Site 5: West Side of Main Between West Shore Blvd. and the Erie Canal – 125 North Main St. – Medium Priority*

This site is currently a parking lot for the hotel/banquet center. Unfortunately, this parking in front of a building set far back from the street contributes to the auto-oriented suburban feel to Main Street north of the canal. A new multi-story structure (at least 18 feet tall), perhaps an extension to the hotel/banquet center, would define the street wall along Main Street and tie the north side of the Canal in with the more traditionally-scaled village pattern south of the Canal. Such a structure could address the canal on its south side, perhaps with an outdoor dining area. Finally, a tower, turret, or some other prominent architectural feature could align Van Buren Street, providing a termination point to the street and drawing visiting boaters from Van Buren Street towards Main Street and the Village in general.

#### *Site 6: Southeast Corner of Main and Harrison – 107 North Main St. – Medium Priority*

This site is currently a parking lot. A new multi-story structure (at least 18 feet tall) would help anchor this key intersection and anchor the newly-aligned intersection of Main/Harrison/West Short.

#### *Site 7: Northwest Corner of Union and East Ave – 180 East Union St. – Low Priority*

This site is currently a parking lot. The site would serve to link Union Street and the attractive canal-side promenade. A multi-story structure (at least two full stories tall facing Union) could open out onto the street level on the south sides of the structure, and onto the canal promenade on the north side of the building. Commercial uses (restaurant, etc.) would enliven the canal promenade as in other successful NYS canal towns. A well-designed structure at this site would serve to anchor the village center and help correct some of the mistakes of urban renewal.

This site – as with the following sites – is given a lower priority because infill should be focused on the most important sites along the Main Street corridor first.

#### *Site 8: Southwest Corner of Main and Maple – 705 South Main St. – Low Priority*

The Main/Maple intersection is currently something of a gateway into the village center from the south. This site is currently a parking lot for the Southside Market and Liquor Store. A new multi-story structure (at least 18 feet tall) with parking in the rear and/or along the south side of the property would help anchor this key intersection.

As an interim solution, until infill occurs, the existing parking lot should be enhanced with better screening (low brick wall, plantings, etc.) and lighting. The sidewalk and curb cuts should be clearly defined with a single access point (at most) off of Main Street.

#### *Site 9: Northeast Corner of Main and Van Buren – 101 North Main St. – Low Priority*

This site is currently a parking lot for the State Labor Department. A new multi-story structure or extension to the current structure (at least 18 feet tall) with parking shifted entirely to the north side of the property would help anchor this key intersection.

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## Properties for Potential Façade Improvement



As an interim solution, until infill occurs, the existing parking lot should be enhanced with better screening (low brick wall, plantings, etc.) and lighting. The sidewalk and curb cuts should be clearly defined.

### 2. Façade Improvements

As stated previously, the affects of urban renewal in the 1960s and 1970s on Newark's built environment is quite evident. For an Upstate community of its size, it has an above-average amount of blank or unattractive building façades and a below-average amount of historic downtown character. Another example of a municipality that suffered is Batavia, which lost half its Main Street buildings due to urban renewal.

As in Batavia, the key task for Newark is to preserve and enhance what remains. There are some charming examples of traditional Main Street architecture left in Newark. There are also structures that would greatly benefit from rehabilitated facades to return them to a traditional Main Street form.

Seven such facades have been identified:

#### Site A: 207 South Main Street

A single story building under renovation; a new façade would help contribute to Main Street's character. Existing problems include inappropriate canopies and roofing material, fake shutters, etc.

#### Site B: 217 South Main Street

A single story building; new façade would help contribute to Main Street's character. Existing problems include inappropriate cladding material, small windows and in obtrusive, heavy metal canopy.

#### Site C: 101 South Main Street (Movie Theater)

Unfortunately the theaters face away from Main Street and present a blank wall for much of their Main Street and Union Street façades. Very likely, without drastic reconstruction, the best that can be hoped for with these

facades are decorative murals. Also, the general style of the theaters would be improved with an art deco motif (ex: any Regal Cinema location).

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### *Site D: 100 South Main Street (Pet Store)*

This site is a valued downtown business but located in an example of 1960s/1970s era “brutalist” architecture. The split brown concrete block walls, lack of a cornice line, low height, and small windows make the structure look more like a bunker than a store. Better exterior cladding, heightened walls, a prominent cornice line and much larger windows would greatly help this building.

### *Site E: 150 Van Buren Street (ARC)*

This long façade on Van Buren Street is unattractive and dated. This view is the first thing visiting boaters see of Newark. A new façade (ideally of brick) with articulated bays, real windows if possible, and murals if not, would be a great asset to this part of the community.

### *Site F: 633 South Main Street*

The structure on the northwest corner of Main and Maple shows evidence of being an historic building hidden under a dark and dated façade. Uncovering the original brick structure would help contribute to the character of this part of Main Street.

## Regulatory Recommendations

Regulatory approaches are an important consideration when evaluating options for improving any neighborhood within a municipality. It is important, however, that local officials fully consider the ramifications of land use regulations and other types of regulatory controls before they are implemented. Equity, enforcement, and effectiveness are three factors to consider when evaluating whether a proposed or existing law legitimately advances the public’s interests.

The two primary pieces of land use regulation and control that will be considered here are the comprehensive plan and zoning. The comprehensive plan and local land use controls can be an effective means of guiding the future development of specific neighborhoods or corridors, such as the Rt. 88 corridor in Newark, by addressing factors such as physical form, preservation and other quality of life issues and goals.

It is also important to note that these recommendations are generally consistent with those put forth in Section 3-4 of the Town of Arcadia/Village of Newark Comprehensive Plan (September 2004 draft). Recommendations vary slightly, but promote the same general principles of uniformity in building type and building setback.

### *1. Minor Revision to Current Zoning*

**No maximum setback.** The code should be structured so that new buildings conform to the existing Main Street pattern: buildings fronting directly on the sidewalk. There is nothing in the code to prevent a developer from building a new structure with parking in front, further eroding the “Main Street” character of the area. A 5 foot maximum setback is recommended.

**No minimum permeability.** Buildings along Main Streets need to have entrances and window along the sidewalk to encourage walking and contribute to an attractive streetscape. Right now, the code does not require this. It is recommended that the code require that 70% of the wall area between 2

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feet above the ground and 8 feet above the ground be clear glass and that a person be able to see through the window and into the structure for at least 5 feet. Also, it should be required that buildings have their primary entrance on the public sidewalk.

**Name and uses.** The downtown district is currently named “General Business District” with a mapped “Central Business District” overlay. This does not adequately describe what the Main Street corridor is, or should be. In its list of permitted uses, nowhere does the current code list residential apartments or mixed use structures as a permitted use. The historic pattern of development in Upstate New York villages included the accommodation of residential space above Main Street stores. Furthermore a recent surge in demand for “loft apartments” within urban areas indicates a potential opportunity for business owners – one that can provide the added benefit of increasing activity in the area. Therefore, the name of the district itself should be changed, reflecting in some way the mix of uses that the area hosts or may come to host. Terminology such as “Community Center,” “Village Center,” “Main Street,” or simply “Downtown” district all better describe what the Main Street corridor should be.



**Signage:** *The internally-lit plastic sign on the white building stands in sharp contrast to a more handsome style used on the building to the left.*

**Signs<sup>28</sup>:** The signage along Main Street is currently a variety of styles, some of which help reinforce the unique identity of Main Street, many of which do not. The village needs to adopt and enforce a clear, well-written sign code. It could apply to the whole village, the CBD, or a newly-defined zone, such as a “Main Street Overlay District.” Commercial signage and advertising can come in many forms; often what is considered acceptable in some areas may not be appropriate in an historic area. One of the most important things the sign code should prohibit is plastic, internally lit signs. These modern signs almost always detract from the look and feel of historic business districts, such as Main Street Newark. “Sandwich board” signs, however – when tastefully designed and positioned within an adequately-sized space – can add a positive quality to downtown areas, creating a sense of activity and openness. Window signs can provide similar benefits, although some types of signs may detract from a building’s or street’s character. Considerations regarding acceptable window treatments may therefore be warranted in an effort to control unwanted items such as gregarious banners, pennants, posters, flashing lights or similar items. Window treatments should enhance the character of the building and should conform to the character typical of a traditional central business district.

### *2. Consideration of a Main Street Overlay District*

The purpose of an overlay district is to identify a special resource or development area and adopt new provisions that apply in that area *in addition to* the provisions of the current zoning ordinance.<sup>29</sup> The

<sup>28</sup> For a comprehensive overview and guide regarding sign regulation with specific relevance to villages in NYS, see the NYSDOS publication “Municipal Control of Signs,” available online at <http://www.dos.state.ny.us/lgss/books/munisigns.htm>

<sup>29</sup> Nolon, John. *Well Grounded: Shaping the Destiny of the Empire State*. White Plains: Pace University Press. 1998. pp 184

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general purpose of a Main Street Overlay would be to achieve or maintain a unique, unified and pleasing aesthetic/visual quality in landscaping, architecture, and/or signage, and to promote pedestrian activity. A good example of a Main Street Overlay District from the Town of Wellfleet, Massachusetts has been included in Appendix G of this report.

While any changes to local regulations should undergo strict and careful scrutiny from officials and the public, an overlay law may provide Newark with the flexibility and options that it needs to improve the Main St. area.

### 3. Comprehensive Planning and Future Strategic Planning

In August 2006, the Village of Newark in partnership with the Town of Arcadia, was awarded \$32,000 from the NYS Quality Communities Program to develop, as an addendum to the comprehensive plan, the *Downtown and Canal District Visioning Project*. This product is to include creating land use, architectural design guidelines and recommendations for promoting future economic development along Route 31 and the Erie Canal which are consistent with the vision in the comprehensive plan. This provides Newark with an excellent opportunity to set a clear course for creating the Main Street that it wants.

*“The communities that are best positioned to take advantage of funding and other opportunities are those that have done their homework. This means creating a dynamic and very public vision of what the community wants the main street to be – and committing to that vision.”*

*From Main Street...when a highway runs through it: A Handbook for Oregon Communities. pp 7*

Primary strategic planning goals that should receive focus in this document and through other future strategic planning initiatives include the following:

- **Specific physical and spatial design guidelines, stressing incremental implementation scenarios and flexibility for business owners**

Design guidelines should be seriously pursued and decided upon with specific assistance from professionals with background in historic preservation planning, historic architecture and landscape architecture. Design guidelines as used here refer to a wide variety of physical and spatial attributes that help to define a location and reinforce a collective theme. Guidelines can be applied to buildings – their color, architecture, functionality, etc. In Newark’s case, however, it may be more beneficial and feasible to first focus on design guidelines that exist primarily within the public domain. Street signage (interpretive, directional and informational), civic art and accoutrements (suitable locations, themes and varieties), sidewalks, and other permanent roadside structures should be deliberate in their conception and complementary to the historic context of the area. As these themes become established and publicly-accepted, guidelines for private property in the Central Business District can also be explored and pursued as necessary. Design guidelines can stand as official recommendations and do not have to be part of the local code in order to be successful. Nonetheless, Main Street business and property owners should be intimately involved in this process.

A well-conceived and authentic set of design guidelines can help to better-define the Main St./CBD of Newark and help to link it to the neighboring attributes that are currently isolated (such as the Canal, the Rt. 31 corridor and other adjacent neighborhoods). Any chosen design standards must

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recognize the importance of the concept of the *civic room* or *outdoor room*.<sup>30</sup> In essence, this concept refers to the functionality of a place (in Newark’s case, the Central Business District) and how it relates and connects to its surroundings. The goal should be to bring some recognizable coherence to building patterns within Main Street Newark which can be accomplished through the design of streets, walkways and other elements.

It is also important to recognize that the implementation of design guidelines can – and perhaps should – occur incrementally. This provides the public and local leaders with an opportunity to observe and measure the benefits and utility of imposed guidelines while also spreading out the financial burden over a period of time. Furthermore, a reconstruction project can set the stage for accommodating ideal standards in future planning and design.

- **Acknowledgement of the Age Boom: Preparing for the Baby Boomers**

As stated by the US Census Bureau: “Today’s older Americans are very different from their predecessors, living longer, having lower rates of disability, achieving higher levels of education and less often living in poverty. And the baby boomers, the first of whom celebrated their 60th birthdays in 2006, promise to redefine further what it means to grow older in America.”<sup>31</sup>

It has been estimated that by 2030, approximately 1 in every 5 Americans (71.5 million) will be over the age of 65. This is a critical local planning issue indicating that communities should not only be thinking about how to accommodate resident retirees so that they can age in place, but also how to attract or promote new commercial markets that they will be demanding to serve their needs. The US population age 65 and older is expected to double in size within the next 25 years. As seen in the chart below, the financial circumstances of this very large age cohort is mixed. Regardless of the specific financial standing of individuals within this cohort, it is clear that the baby boomers will undoubtedly influence markets – housing and services in particular – as well as new and unforeseen markets that have not yet emerged.

*Savings Rates of United States Workers, Excluding Home Value*<sup>32</sup>

	All Workers	Ages 25 – 34	Ages 34 – 44	Ages 45 – 54	Ages 55+
Less than \$25,000	53%	73%	49%	<b>44%</b>	<b>42%</b>
\$25,000 – \$49,000	12%	11%	14%	<b>14%</b>	<b>8%</b>
\$50,000 – \$99,999	12%	7%	16%	<b>12%</b>	<b>12%</b>
\$100,000 – \$249,000	11%	4%	12%	<b>15%</b>	<b>12%</b>
\$250,000 – or more	12%	5%	9%	<b>16%</b>	<b>26%</b>

<sup>30</sup> Refer to the Arcadia/Newark Joint Comprehensive Plan for more information on the outdoor room concept as applied to the Village of Newark.

<sup>31</sup> US Department of Commerce, Bureau of the Census. Dramatic Changes in U.S. Aging Highlighted in New Census, NIH Report. Last viewed online 9/18/06 at <http://www.census.gov>.

<sup>32</sup> Source: Employee Benefit Research Institute and Mathew Greenwalk & Associates, 2006 Retirement Confidence Survey. Presented at the Federal Reserve Bank of New York Annual Conference, 11/1/06 by Sandra Timmermann, Ed.D, Dir. MetLife Mature Market Institute.

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Communities that are able to effectively cater to the baby-boomer generation will capture a relatively large, stable and – in some cases – an affluent segment of the population. The main street/Smart Growth paradigm that has been advocated and outlined in this report – one which emphasizes concepts such as walkability, accessibility, pedestrian safety, diversity in housing choices and convenience in the location and type of facilities – presents communities with an effective means of attracting and retaining the baby boomer demographic.

## Programmatic/Organizational Recommendations

A dedicated and well-informed group of staff and volunteer committee members is a critical component of any successful capital improvement project. Successful rehabilitation or reconstruction projects – those which meet the public’s expectations, are managed well, are completed on time and reasonably within budgetary constraints – can often be attributed to an organizational structure that communicated effectively both vertically and horizontally between internal departments, outside agencies, and with the public. The following recommendations briefly cover the importance of establishing or maintaining successful partnerships when embarking on main street revitalization projects.

### *1. Maintaining an Open, Active, and Effective Main Street Committee*

A key component of the case-study community stage of the *Preparing Village “Main Streets” for Planning* project was the establishment of a local main street steering committee. A successful main street project depends on a collaborative decision-making process with active dialogue between local governmental officials (mayor/supervisor, department of public works supervisor, clerk/treasurer, etc.), business owners, residents, consulting engineers, the state DOT, and – depending on the particulars of the project – a host of other relevant agencies (including but not limited to: local schools, businesses and business associations, the State Historic Preservation Office, state economic development agencies, the US Postal Service, the Federal Highway Administration, utility companies, etc.). This glut of players, combined with the complex logistics involved in a redevelopment project, can quickly and easily overwhelm the organizational capacity of a municipality. Having one visible “main street committee” (or “steering committee,” “task force,” etc.) in place to help make decisions, engage in dialogue between stakeholders, identify local priorities, and evaluate options is therefore a critical managerial component.

While many of the issues associated with road construction and community planning are indeed complex, an active main street committee can become familiar enough with the issues to act as an effective liaison between transportation officials, elected board members and the community at large. This main street committee or “task force” should consist of an array of stakeholders that are representative of various sectors of the community, thereby offering different perspectives and knowledge from which to draw from. Some good examples include: business owners, who can offer perspectives on meeting customer and business owner needs; student leaders, who can add the opinions that area youths have regarding main street; and selected local officials (department of public works employees, town board members, etc.), who can offer professional expertise and also relay important information and concerns between parties.

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An active and effective project steering committee can help to alleviate the burden imposed upon local officials, who are likely to be restrained by routine job duties. The committee can inject fresh insight and ideas into the planning process and provide a level of oversight and assurance on behalf of local residents that the process is being managed in an open manner with the municipality’s best interests in mind. This committee can also continue to be active long after planning and construction, measuring and evaluating success and progress in the areas of beautification and economic development throughout the municipality over time.

### *2. Evaluation/Consideration of Other Organizational Structures*

There are a variety of stakeholder and organizational structures employed to propel and implement main street revitalization. In many respects, the best lesson to keep in mind when developing a main street program is that, although there may be core fundamentals, each community is different and different approaches to organization, stakeholders and concentration areas is appropriate.

Main streets that are filled with small retail businesses may think it best to use a merchant’s association while others may find a business improvement district (also known as a B.I.D.) to fit their needs. The stakeholders and concentration areas of a main street revitalization effort will also vary. In some cases, bringing in a residential component, especially for mixed-use main streets, may be appropriate while other towns and villages may find that parking is the issue on which they should focus. For every main street that exists, there is a different mix of organizational structure, stakeholders and concentration areas.

Some of the more standard organizational structures include business improvement districts (BIDs), chambers of commerce, merchant’s associations, types of free-standing non-profits, and private/independent organizations. Considering that there is currently an active Chamber of Commerce in the Village of Newark, it would seem unnecessary to reinvent a new organizational structure. Rather, current members of the Chamber should evaluate the structure of their organization in comparison to aspects of the Rt. 88 corridor that could use improvement. By doing so, sub-committees of specialization can be initiated as interest or need dictates (i.e. “design committee,” “business development committee,” “façade committee” etc.).

### *3. Encouraging a Meaningful Citizen/Stakeholder Role in All Decision Making*

*“...[P]roducing a true context-sensitive solution is possible only through early and effective public involvement integrated with all phases of the planning, design, and environmental process.”*

*From A Guide for Achieving Flexibility in Highway Design. A publication of the American Association of State Highway and Transportation Officials. pp 26*

Early and effective stakeholder identification and outreach must be fully-integrated with other engineering and environmental project development tasks. Involving the public in the planning process can and should not include any semblance of happenstance or afterthought. The public needs

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to be engaged in a meaningful and equitable manner if the end results of the project are going to be received with any sense of legitimacy and success.

The American Association of State Highway and Transportation Officials have identified public participation as an integral component to project development. As such, the Association has identified several key components of an effective public involvement program, summarized as follows:<sup>33</sup>

### ***1. Develop a Public Involvement Plan***

A public involvement plan is a blueprint of all project activities related to the project. The public involvement plan should clearly specify individual responsibilities, planned staff and other resources, and the roles of agency and any consultant staff. The plan should be tailored to meet specific project and public needs and should be geared to understanding community values. Not every project requires extensive public involvement campaigns; the plan should therefore be geared toward the scale of the project.

### ***2. Tailor the Public Involvement Program to Meet Specific Project and Public Needs***

Many proposed transportation projects will have long-lasting effects on the project area residents and their neighborhoods. Meaningful public involvement puts people first in all stages of planning project development, leading to an enhanced transportation project. The public will inform the consultant or transportation agency by pointing out local values, desires and concerns. Conversely, the consultant/transportation agency will educate the public, potentially causing them to reassess their responses as professionals develop plans to accommodate local and regional needs.

Community involvement is most effective when there are multiple opportunities to share information and work out solutions.

### ***3. Build Community Consent through Open Communication***

The consultant and/or transportation agency must be responsive to local desires, as well as to the issues of safety and the efficient operation of the highway. The agency must determine the desired objective of any public involvement process. Properly defining the problem is 90% of the solution. The *team* must:

- Obtain the right participants
- Agree on the problem(s)
- Agree to openly discuss the process
- Accommodate the views of others

Throughout project development, the project development team has the responsibility to build community consent on major issues such as project purpose and need, the development of alternatives, and resource mitigation measures. A demonstrated commitment to openness creates one

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<sup>33</sup> American Association of State Highway and Transportation Officials. [A Guide for Achieving Flexibility in Highway Design](#). May 2004. pp. 30 – 35.

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*team* comprised of all project stakeholders working as partners, rather than fostering a divisive “we” and “they” atmosphere.

### ***4. Strive for Inclusiveness***

Seeking out and including activist or marginalized groups and individuals that may otherwise be considered “adversaries” is key to the development of an effective public involvement program. Agencies that seek out and include disparate groups demonstrate a clear, defensible position at the conclusion of the project.

### ***5. Maintain Continuity in the Public Involvement Program***

Effective public involvement occurs not just during alternatives development, but throughout the project development process to construction. Public involvement continues during preliminary design, during which traditional engineering activities are integrated with community and agency involvement to develop solutions consistent with the project’s purpose and need. Public involvement even continues during construction, when the adverse impacts (noise, dust, detours, driveway closures, etc.) are most evident, yet the benefits of the project are not yet apparent.

### ***6. Provide and Communicate Clear, Structured Decision-Making Processes***

It is essential that the public and all stakeholders understand and consent to their roles on the project. An effective public involvement process explicitly addresses who will make the decisions on alternatives, what mechanisms or procedures will be followed, what data will be used, and how the decisions will be reached, documented, and communicated. The role of the advisory committee members and representatives of local units of government should be clearly spelled out.

# APPENDICES

## Preparing Village “Main Streets” for Planning

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### APPENDIX A: TECHNICAL COMMITTEES

#### Preparing Village “Main Streets” for Planning project Technical Committee:

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<b>Jeffrey Adair</b>	<i>Monroe County Legislature, 12<sup>th</sup> District</i>
<b>Richard Perrin</b>	<i>Executive Director, Genesee Transportation Council</i>
<b>Joan DuPont</b>	<i>NYS Dept. of Transportation, Region 4</i>
<b>Joseph Rizzo</b>	<i>Economic Development Manager, Rochester Gas and Electric</i>
<b>Don Scalia</b>	<i>Village of Mt. Morris Clerk/Treasurer (retired)</i>
<b>Peter Siegrist, AIA</b>	<i>Landmark Society of Western New York (as of December 2005)</i>
<b>Robert Traver, P.E.</b>	<i>NYS Dept. of Transportation, Region 4</i>
<b>Kal Wysokowski</b>	<i>Fairport Village Partnership (formerly Fairport Industrial Development Agency)</i>
<b>David S. Zorn</b>	<i>Executive Director, Genesee/Finger Lakes Regional Planning Council</i>

#### Village of Newark Main Street Steering Committee:

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<b>Chris Avery</b>	<i>Village Trustee, Planning Board Chair, Main Street Property Owner</i>
<b>Jim Bridgeman</b>	<i>Village Department of Public Works, Village Economic Development Coordinator</i>
<b>Fran Mason</b>	<i>Village Trustee, Business Owner</i>
<b>Larry Russell</b>	<i>Citizen</i>
<b>Douglas Townsend</b>	<i>Citizen</i>
<b>Jonathan Williamson</b>	<i>Citizen, Main Street Business Owner</i>
<b>John Zornow</b>	<i>Citizen, Member of Historic Society</i>

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### APPENDIX B: APPLICATION FOR PLANNING SERVICES [USED FOR CASE STUDY SELECTION]

#### Overview: Case Study Community Selection

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As part of the *Preparing Village “Main Streets” for Planning* project, Genesee/Finger Lakes Regional Planning Council (G/FLRPC) requests applications to be submitted from municipalities within the nine-county G/FLRPC region. G/FLRPC staff will provide planning assistance to 2-3 municipalities as part of the case study component of this project. Communities that are anticipating or planning for significant reconstruction or redevelopment projects within their downtown, main street or primary activity center are encouraged to apply. A full description of this project, including a project scope and timeline, may be viewed online at the following web address: <http://gflrpc.org/Publications/PVMSFP.htm>.

The G/FLRPC region consists of 192 municipalities across nine counties. All cities, towns and villages within this area are eligible to apply for case study consideration. Communities will be notified *via* direct mail and given the opportunity to complete and submit a short application form in order to be eligible for consideration. **Notifications will be mailed in early June 2005 and must be postmarked or faxed to G/FLRPC no later than July 6, 2005.**

Upon receiving applications, G/FLRPC will notify all municipalities of application status by mail. G/FLRPC staff, in conjunction with the project technical committee, will be responsible for final case study community selection, which will take place in July of 2005. Communities selected for participation will be notified by phone and posted online when available.

#### Selection Criteria

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Case study community selection will be based upon a set of evaluation criteria that will be applied to each municipality that submits an application. Criteria will be derived from information submitted by the applicant in order to evaluate its “goodness of fit,” taking project goals and outcomes into consideration. Given that the project is constrained by limited resources, however, it is imperative that the selection of communities is limited to those which best satisfy the established criteria. To this end, the project will seek to maintain balance in terms of community character, richness of potential outcomes, as well as local interest, ability and enthusiasm.

In conjunction with the project technical committee members and advisors, G/FLRPC staff will evaluate each project applicant relative to the following three areas:

- 1. Community character and location**
- 2. Organizational capacity**
- 3. Planning for improvement and revitalization**
- 4. Current condition of infrastructure and history of physical or civic improvements**

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Resulting evaluations based on submitted applications will provide a preliminary basis for ranking interested communities and will act as a benchmark for final community selection.

**G/FLRPC staff will be readily available to provide interested communities with application assistance. Applicants are strongly encouraged to request clarification from project staff regarding related information or criteria.** Follow-up inquiries will be made by G/FLRPC staff as necessary in order to arrive at an accurate and comprehensive assessment of community criteria.

### Summary of Selection Criteria

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#### 1. Community Character and Location

As described in the project scope, the basic, uniform selection criterion for this project is the central artery, “main street” or activity center. Communities must have a distinct transportation corridor around which growth, development, and civic activities have historically taken place or are currently evolving. Even though the term “village” is included in the title, the project is in no way confined to traditional villages.

One of the underlying project goals is to explore and present a diverse array of issues and solutions that can be applied to any number of communities within the Genesee/Finger Lakes region. Furthermore, while each community within the region is unique in its own way, many of the towns, villages and hamlets tend to share common geo-political and economic traits that have shaped their development history. To this end, it is important that the community selection process attempts to meet the overall goal of providing a rich and diverse array of issues. In doing so, the final project outcomes and conclusions can be appreciated by a wide variety of communities in the Genesee/Finger Lakes region.

#### **Community character considerations will be made relative to the following points:**

- Does the area of concern constitute a well-defined activity center?
- Does the area of concern offer an array of challenges, opportunities and attributes (social, physical, economic, etc.) that can be applied to communities outside of the case study area?
- Will the locale’s selection provide geographic balance to the project? (Ideally, selected communities should not be located too close to each other, nor should they possess traits or attributes that are remarkably similar to each other. For example, it would be less than ideal to select more than one community that is located on the Erie Barge Canal, which could propagate repetitive issues and conclusions.)

#### 2. Organizational Capacity

This project requires case study communities to put forth a concerted effort toward the planning process. A central premise of the project is the belief that communities are best planned from within. A “bottom-up” planning approach to main street redevelopment is essential to guarantee

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community satisfaction and overall goodness of fit. To this end, local leadership and vision is critical. Selected communities will be expected to organize or have organized a subcommittee of interested persons to help frame project goals and outcomes and to guide overall progress.

### **Considerations will be made relative to organizational capacity, such as:**

- Is there currently a support structure in place intended to deal with main street revitalization, downtown preservation, or general planning and/or economic development issues? (Examples may include one or more of the following: business improvement district, chamber of commerce, community beatification committee, architectural review panel, planning board, etc.)
- What is the local track record? Cite some recent accomplishments or goals of listed organizations. (Examples may include: revised land use laws, such as zoning, the comprehensive plan or design standards; grant acquisitions for downtown improvements; or establishment of a downtown revitalization strategy or sub-committee).
- If no such organization is in place, what is the potential for formation of an *ad hoc* committee, particularly given the likelihood of future downtown redevelopment and investment?

### **3. Planning for Improvement and Revitalization**

A goal that is central to this project is to help communities fully realize their potential. To this end, it is important to recognize the efforts that a community has been making toward improving the condition of their activity center. The redevelopment of a locale is a process that involves many components, including land use, organization, and the investment of time and other limited resources. This often occurs in phases over a prolonged period of time. This project seeks to work with communities that have been focusing effort and interest toward the goal of long-term community improvement. It is important to note that, while evidence of planning activity is important, the project team does not wish to discourage communities that have just begun to initiate a community revitalization effort from participating.

### **Considerations regarding recent planning activities:**

- What current plans are in place? What goals are specific to community center preservation, revitalization or improvement?
- Are there any plans or initiatives that exist that directly cite the importance of or need for downtown revitalization, preservation or enhancement? (Examples may include a comprehensive plan, zoning ordinance or organizational mission statement).
- Have any specific goals of a plan been implemented or initiated?
- Does the community appear to be poised for redevelopment efforts?

### **4. Current Condition of Infrastructure and History of Physical or Civic Improvements**

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This set of selection criteria speaks to the project team’s desire to work with communities that have a clear need for improvements to take place as well as an opportunity for those needs to be met. To this end, communities that are in the early stages of planning and improvement are preferable to those that may have begun initiating improvements.

In an effort to manage public expectations, actual construction activities should be scheduled to occur within an acceptable period of time after planning activities have taken place. Furthermore, there should be an adequate period of time for such activities to take place so that the planning process is not placed under unusual duress. Ideally implementation would occur within a three to six year time period after planning activities have been initiated.

A significant aspect for consideration in this project is pending reconstruction of main street facilities. To this end, the regional Transportation Improvement Program (TIP) can provide useful guidance for community selection. Communities scheduled for significant reconstruction on the TIP will receive consideration; however, selection will not be limited to TIP communities.

#### **Considerations regarding recent physical or civic improvement activities include:**

- What is the current condition of infrastructure in the center? (roads, gas, sewer, etc.)
- Is there a need for reconstruction? Is that need intended to be met within the next 3-6 years?
- What projects, if any, has the community undertaken recently to improve the overall physical, social or economic well-being of the area of interest? What was the intended purpose of the project? What was the ultimate result or outcome?

## Application for Planning Services

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In order to notify member municipalities of the *Preparing Village “Main Streets”* project, an explanatory bulletin on the project will be sent out to each municipality along with an application for planning services. Municipalities interested in participating in the project must complete and submit an application form within the designated time period. The application is designed to give municipalities the opportunity to bring their credentials to the attention of G/FLRPC staff and the technical committee. Received applications will be reviewed by G/FLRPC staff and evaluated as to their thoroughness and accuracy before being submitted to the committee for final review and deliberation. Follow-up inquiries will be made by staff as necessary in order to arrive at an accurate and comprehensive assessment of community criteria among interested applicants.

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## APPLICATION FOR PLANNING SERVICES

~Applications are available in digital form at the project website, <http://www.gflrpc.org/Publications/PVMSFP.htm>~

1. Municipality		
<p>2. Briefly describe or explain main street redevelopment, transportation and economic development issues that are of concern in your municipality. Given your understanding of the <i>Preparing Village “Main Streets” for Planning</i> project, how do you think G/FLRPC could assist your municipality?</p> <ul style="list-style-type: none"> <li>• <i>150 words max., attach additional sheets if necessary</i></li> <li>• <i>Refer to cover letter for a list of common main street issues and concerns in our region.</i></li> </ul>		
<p>3. What actions have members of your community made to try to improve your downtown area (committees, beautification, planning, local laws, etc.)</p> <ul style="list-style-type: none"> <li>• <i>100 words max., attach additional sheets if necessary</i></li> </ul>		
<p>4. Municipal Staff and/or Board that would be the primary contact and working group</p> <ul style="list-style-type: none"> <li>• <i>This requires a commitment of time from the municipal staff and/or boards</i></li> </ul>		
<p>5. Primary Contact Information</p> <hr/> <p style="text-align: center;"><i>name                      position</i></p>	Address:	Telephone:
		Email:

To be considered for this project, the application must be postmarked or faxed by July 6, 2005. Criteria for community selection can be viewed at the project website, <http://www.gflrpc.org/Publications/PVMSFP.htm>.

G/FLRPC, in conjunction with the project technical committee, will evaluate applicants in mid-July. Selected case study communities will be notified shortly thereafter and will be posted on the project website.

### **APPENDIX C: EXPLANATION OF CODES AND CHARACTERISTICS OF NYS HIGHWAY SUFFICIENCY RATINGS**

#### **LOCATION/IDENTIFICATION**

##### **1. Route Number**

The touring route number contains from one to three numerals and, where required, one alphabetic suffix. For example, Route 5A is designated as SA and Interstate 787 is designated 7871. Please see the Glossary for a description of this field.

##### **2. County Name**

The abbreviated county name in which the highway section is contained appears in this column. Please refer to the Glossary for the definitions of the abbreviations.

##### **3. Region & County Identification**

The region/county numbers are the one-digit DOT region number with the specific one-digit county number which has been assigned to each county, in alphabetic order, within that region. For example, Essex County is Identified as 12 (second county in Region 1).

##### **4. County Order Number**

The county order identification is a two-digit number. It is 01 at the beginning of a route in the county in which the route originates and increases by one each time the route crosses a county line, whether it is entering the county for the first time or has previously traversed that county.

##### **5. Control Segment Number**

The control segment number is a single digit which helps to locate the specific portion of a touring route within a county. Upon entering a county, the control segment starts at 1 and increases by one each time it crosses a city line, whether entering or leaving a city. *The County Order Control Segment is shown in the first record every time the COC changes.*

##### **6. End Milepoint**

A control segment is divided into shorter lengths called sections. The last four digits of the milepoint number denote the end mileage of a particular section from the beginning of the route or from the previous control segment. Mileage is cumulative through the control segment, starting with 00.00 at the beginning of the segment. Therefore, the end milepoint for the last section in a control segment is also the length of the entire control segment.

##### **7. End Reference Marker**

Reference markers are small roadside signs used to mark a particular location along a highway. These markers consist of a green shield about eight inches square with three rows containing up to four characters each. The first row contains the route number. The second row contains the region/county numbers and the county order number. The third row contains the control segment number and the first three digits of the end milepoint, expressed in tenths of a mile, for that control segment. The reference marker legends listed in this column represent the last reference marker on their respective sections.

##### **8. State Highway Number**

The state highway number is the contract number under which a section of highway was originally built, or the number assigned to a section of highway upon takeover by the Department from another political subdivision. If the route is on a city or village street, county or town road, parkway or toll bridge, the following abbreviations are used:

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City street.....	CTYST
Village street.....	VILST
County Road.....	CORD
Town Road.....	TNRD
Parkway.....	PKWAY
Bridge.....	BRIDGE

## PHYSICAL CHARACTERISTICS

### 1. Section Length

This section contains the section length which is expressed in miles and hundredths of a mile.

### 2. Number of Travel Lanes

This is the number of travel lanes in both directions. The following codes are used for this item:

1 lane.....	1
2 lanes.....	2
3 lanes.....	3
4 lanes.....	4
5 lanes.....	5
6 lanes.....	6
7 lanes.....	7
8 lanes.....	8
9 lanes or more.....	9

### 3. Number of Roadways

A roadway is considered divided if it has a flush median wider than four feet, or other median (see Median Type). The following codes are used for this

Undivided roadway.....	1
Divided roadway.....	2

### 4. Shoulder Width

The shoulder width is shown in this column. The width shown is for the right shoulder in the direction of travel. If the highway is curbed, code 00 is entered.

### 5. Pavement Width

The width in feet of the travel lanes, in both directions, is entered in this column. If 99 feet or more, 99 is entered.

### 6. Pavement Type

The pavement type is generated from the pavement characteristics field. The following codes are used for this item:

Portland Cement Concrete (PCC).....	P
Overlay (Asphalt on PCC).....	O
Asphalt (Flexible).....	A

### 7. Sub-base Type

The following codes are used for this item:

Natural soil, not graded or drained.....	0
Natural soil, unimproved.....	1
Natural soil, graded and drained with improved alignment.....	2

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Selected soils (not gravel or rock) 12" or less .....	3
Selected soils (not gravel or rock) over 12' .....	4
Gravel, stone, etc. (12' or less) .....	5
Gravel, stone, etc. (over 12') .....	6
Other (bridges, culverts, etc.).....	7

## 8. Functional Classification

The following codes are used for this item:

<b>Urban</b>	
Principal Arterial Interstate	11
Principal Arterial Expressway	12
Principal Arterial Other	14
Minor Arterial	16
Collector	17
Local	19
<b>Rural</b>	
Principal Arterial Interstate	01
Principal Arterial Other	02
Minor Arterial	06
Major Collector	07
Minor Collector	08
Local	09

## TRAFFIC

### 1. Annual Average Daily Traffic Volumes – Two Way (AADT)

The latest AADT for each section is shown in this section. For this publication, the volumes made available in the 2003 Traffic Volume Report have been provided. Questions concerning the most recent volume data available should be addressed to the Highway Data Services Bureau at (518) 457-1965

### 2. Actual/Estimate (ACT/EST)

An "A" in this section indicates the year traffic volume (AADT) was obtained from an actual traffic count and is the current year count for the section. An "E" indicates the traffic volume for the section was derived from a non-current year estimate, or a projection.

### 3. Percentage of Trucks

The percentage of trucks using the section of highway is entered in this field. This entry is used in the adjusted rated capacity calculation. This is a truncated, not a rounded figure.

### 4. Year of Vehicle Classification

Counts with a classification year of 1988-03 have been entered. For segments without an actual count year, a percent based on the average percent for the appropriate Region and Functional Classification category was used.

## CONDITION INFORMATION

The physical condition of each highway section is determined by assessing the condition of the pavement surface. The data collection is performed using a windshield survey. The survey team evaluates surface related distress (on a 1-10 scale where "1" is the worst and "K" or 10 is the best) using photographic and

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verbal scales developed to ensure consistency between regions and repeatability over time. This procedure has been in use since 1981. In 1990 a new photographic manual was developed with more clearly defined scale points.

In general, surface ratings may be categorized as follows:

<u>Rating</u>	<u>Condition Description</u>
9-10	Excellent - No pavement distress.
7-8	Good - Distress symptoms are beginning to show.
6	Fair - Distress is clearly visible.
1-5	Poor - Distress is frequent and may be severe. These sections are flagged by the Department computers for further investigation and possible action.
U	Under Construction - Not rated due to on-going work.

Technical documentation of the scoring process as well as detailed descriptions of each scale value are available upon request.

#### **1-4. Surface Condition 2000-2004**

Surface condition scores for 2000-2004. If the scoring section identification or length for any year is different than in 2000-2004, this field is left blank.

#### **5. Surface Condition 2004**

Surface condition scores from the 2004 survey.

#### **6. Roughness Data (IRI) - Not Included in 2004 Report**

Beginning in 2001, pavement roughness (ride quality) data was collected on the NYS Touring Route, Thruway and Major Reference Routes. Measures are collected in the right hand travel lane in one direction. The measure of roughness is the International Roughness Index (IRI) and is measured by automated equipment in units of inches per mile.

<u>IRI Scale (in/mi)</u>	<u>Description</u>
<60	Very Smooth
61 -120	Smooth
121 -170	Fair
171 -220	Rough
> 220	Very Rough

Roughness data is provided in this document for the purpose of allowing those involved with managing pavements the opportunity to become familiar with IRI as a ride quality measure. Having roughness measures by roadway segments will allow users to develop a "seat of the pants" feel for IRI values. Department policy for the use of IRI in decision making has not been established nor implied by the collection and reporting of IRI.

When considering IRI values, the user should be aware that IRI measures for short segments (less than 0.10 mile) are sensitive to large surface anomalies and may display a very high IRI value. Conversely, IRI values for segments longer than one mile may average out localized rough sections and mask their presence.

IRI data is available electronically in 0.10 mile Increments for the entire highway network should the user wish to break down longer segments into 0.10 mile components for more detailed observation. IRI values plotted in GIS on 0.10 mile increments also produces a more refined view of the ride quality

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characteristics of the highway network. Please contact Pavement Management Services for assistance with other data formats or for more information on the International Roughness Index and its uses.

#### 7. Dominant Distress

A dominant distress is defined as a specific distress symptom which will trigger a treatment strategy different than the treatment recommended by the surface rating alone. The distresses collected relate directly to the type of pavement surveyed.

The following distresses were collected for the 2004 survey:

**Faulting (F)** - Faulting may only be identified on Portland Cement Concrete (PCC) pavements. Faulting is the vertical displacement of abutting slabs at transverse joints creating a “step” formation in the pavement surface. Faulted pavements cause a sequenced jarring ride when traversed.

**Spalling, Isolated (Si) or General (Sg)**- Spalling may only be identified on Portland Cement Concrete (PCC) pavements. Spalling may occur at PCC joints or at mid-slab. Isolated cracking, breaking, or chipping of slab edges usually results in feathered edges. The value 20% is used as a cut-off to distinguish between spalling isolated (Si) and general distress spalling frequency (Sg).

**Alligator Cracking, Isolated (Al) or General (Ag)**- Alligator cracking may be Identified only in the wheelpaths on Overlaid or Flexible pavement types. Alligator cracking is defined as interconnected cracks forming a series of small polygons resembling an alligator’s hide. The value 20% is used as a cut-off to distinguish between alligator isolated (Al) and alligator general (Ag) distress frequency.

**Widening Drop-off (W)** - Widening drop-off may only be identified on Overlaid pavements. Widening drop-off occurs when PCC slabs are overlaid with asphalt which extends a few feet past the slab edges to create width. The asphalt may crack at the underlying slab and create a vertical displacement. The widening drop-off is the difference in elevation across the longitudinal joint between the original pavement and the displacement. This displacement usually results in secondary or multiple cracking along the underlying slab edge.

#### 8. Year of Last Work

This is the year in which the latest pavement work (reconstruction or resurfacing, for example) was performed on the highway section by contract or by state forces.

#### 9. Work Type

Work type codes consistent with treatment types being utilized in the Department’s pavement management work are encoded in this field. Use the following codes to enter type of work:

##### Code

- 1 Single course overlay, 1” - 1 ½” Typical VPP or State forces paving. This will include Micro-Surfacing and thin coat paving applications.
- 2 Two course overlay, 2 ½” -3”. Typically R&P type paving,
- 3 Three course overlay, 4” - - 6” of asphalt.
- 4 In-place recycling, surface course only. Treatments where the top course is removed and rejuvenated fall into this category.
- 5 In-place recycling, full depth. Treatments such as crack and seat or rubblizing fall into this category.
- 6 Reconstruction. This treatment is defined as total pavement replacement.
- 7 Other. This code applies to special situations such as rehabilitation of bridge deck, repair of small sections only and other treatments not specified by other work types.

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## **OTHER DATA**

This section contains descriptions of selected items contained on the 2004 Sufficiency computer file but not published in this report.

### **1. Shoulder Type**

The following codes are used for this item:

Curbed, mowing.....	0
Curbed, no mowing.....	1
Gutter, mowing .....	2
Gutter, no mowing .....	3
Stabilized, mowing.....	4
Stabilized, no mowing.....	5
Unstabilized, mowing .....	6
Unstabilized, no mowing .....	7

### **2. Median Width (feet)**

The following codes are used for this item:

0-4' .....	1
5-8' .....	2
9-12' .....	3
13-16' .....	4
17-20' .....	5
21-24' .....	6
25-28' .....	7
29-32' .....	8
33-36' .....	9
37' + .....	0

### **3. Median Type**

The following codes are used for this item:

No Median .....	blank
Flush Median (Turf).....	1
Raised Median .....	2
Depressed Median.....	3
Barrier .....	4
Flush Median (Paved) .....	5

### **4. Terrain**

The following codes are used for this item:

Flat (pavement profile 0-3% approx.).....	1
Rolling (pavement profile 4-8% approx.) .....	2
Hilly (pavement profile 7-9% approx.).....	3

### **5. Area Type**

The following codes are used for this item:

Rural.....	1
Unincorporated community .....	2
Village less than 5000 population .....	3
Suburban .....	4

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City.....	5
Village with over 5,000 population.....	6

## 6. Culture

The following codes are used for this item:

Controlled access .....	1
Residential.....	2
Resort .....	3
Industry .....	4
Business .....	5
Agricultural, open land, etc.....	6

## 7. Surface Condition Ratings for 1981 through 2004

Surface scores from the 1981 through 2004 condition surveys are available for many highway segments.

## 8. Residency Codes

The DOT residency codes indicate current residency boundaries and their limits on the sufficiency file. Often residency boundaries are not coterminous with county lines due to maintenance agreements between individual residencies. The definition of these boundaries should assist in current Department pavement management activities.

## 9. Surface Type

The following codes are used for this item:

Surface and base one and the same .....	0
Bituminous surface treatment .....	1
Bituminous macadam (mixed in place).....	2
Bituminous macadam (penetration) .....	3
Asphalt concrete or plant mix .....	4
Water bound macadam.....	5
Portland cement concrete (8" or less) .....	6
Portland cement concrete (over 8").....	7
Brick or block .....	8
Unreinforced concrete.....	9

## 10. Base Type

The following codes are used for this item:

Base and sub-base one and the same.....	0
Natural soil, stabilized.....	1
Gravel, stone, slag, etc. ....	2
Gravel, stone, slag, etc. (stabilized by other than bituminous) .....	3
Gravel, stone, slag, etc. (with bituminous binder 6" or less) .....	4
Gravel, stone, slag, etc. (with bituminous binder over 6") .....	5
Portland cement concrete (8" or less) .....	6
Portland cement concrete (over 8").....	7
Brick or block .....	8
Dual type, rigid .....	9

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## 11. Access Control

The following codes are used for this item:

No control of access .....	N
Partial control of access .....	P
Full control of access .....	F

## 12. Highway Control Code

This Item contains the following information:

- a. Overlap status
- b. The level of government having jurisdiction the highway section.

The following codes are used for this Item:

<u>Type</u>	<u>Code</u>
State Highway .....	0
Parkway-State-DOT.....	1
Parkway-State-Non-DOT.....	2
Parkway-Non-State .....	3
Authority and Commission – Toll .....	4
Authority and Commission – Free .....	5
City or Village Street Gap.....	6
Town or County Road Gap .....	7
Indian Reservation or Institution Roads.....	8
All Duplicate Mileage.....	9
Service Road - State Maintained.....	X
Service Road - Non-State Maintained.....	Y

## 13. Design Hour Volume - One Way (DHV)

DHV for each section for the count year as reported in item 2 above is entered in this column. A 2/3 - 1/3 direction distribution is assumed for two lane rural highways.

## 14. Adjusted Rated Capacity- One Way

The capacity of a highway section is the maximum traffic volume which may reasonably be expected to pass a given point in a given time, at speeds consistent with current design standards and roadside development. Adjusted rated capacity as used in this publication is an estimate of the traffic volume which meets the above stated conditions for Level of Service E. Level of Service E represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Freedom to maneuver within the traffic stream is extremely difficult, and it is generally accomplished by forcing a vehicle or pedestrian to "give way" to accommodate such maneuvers. Comfort and convenience levels are extremely poor, and driver or pedestrian frustration is generally high. Operations at this level are usually unstable, because small increases in flow or minor disturbances within the traffic stream will cause breakdowns.

Please note that although the service volumes used in the adjusted rated capacity calculation are consistent with the 1985 Highway Capacity Manual, the algorithm itself only provides a rough estimate due to the lack of required data. If site specific capacities are desired, the user should use the procedures detailed In the 1994 Highway Capacity Manual.

## 15. Volume/Capacity Ratio (VIC)

The ability to serve present traffic volume is stated as the volume/capacity ratio. The V/C ratio presented in this publication is the highway section's one-way design hour volume divided by its one-way adjusted rated capacity, truncated not rounded.

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### **APPENDIX D: TIP ELIGIBLE PROJECT TYPES BY FUNDING PROGRAM** (redacted for relevance to the *Preparing Village “Main Streets” for Planning* project)

**Interstate Maintenance (IM):** The Interstate Maintenance (IM) program provides funding for resurfacing, restoring, rehabilitating and reconstructing (4R) most routes on the Interstate System.

The following types of projects on the existing Interstate system are eligible:

- Reconstruction of existing through-lanes on Interstate highways;
- Acceleration/deceleration lanes on Interstate highways;
- Reconstruction or reconfiguration of interchanges on Interstate highways;
- Bus lanes, High Occupancy Vehicle (HOV) lanes, or rail rapid transit as a substitute for general purpose highway lanes;
- Studies as appropriate to plan and implement the above; and
- Peripheral park-and-ride lots

**National Highway System (NHS):** The National Highway System (NHS) program provides funding for improvements to rural and urban roads that are part of the NYS, including the Interstate System and designated connections to major intermodal terminals. Under certain circumstances, NYS funds may also be used to fund transit improvements in NYS corridors.

The following types of projects are eligible if they occur on the National Highway System:

- Road construction, reconstruction, resurfacing, restoration, and rehabilitation;
- Operational improvements;
- Highway safety improvements;
- Surface transportation planning;
- Highway research and planning;
- Traffic management and control start-up costs;
- Fringe and corridor parking facilities;
- Carpool and vanpool projects;
- Bicycle and pedestrian transportation facilities;
- Management system projects;
- Wetland mitigation associated with NHS project construction;
- Bus lanes, HOV lanes or rail rapid transit as a substitute for new general purpose lanes on freeway and major regional arterial roadways;
- Studies as appropriate to plan and implement the above;
- Construction of, and operational improvements for, a Federal-aid highway **not** on the National Highway System, and construction of a transit project eligible for assistance under the Federal Transit Act, if such highway or transit project is in the same corridor as, and in proximity to, a fully access controlled highway designated on the national Highway System; if the construction or improvement will improve the level of service on the fully access controlled highway and improve regional travel; and if the construction or improvement is more cost-effective than an improvement to the fully access controlled highway that has benefits comparable to the benefits which will be achieved by the construction of, or improvements to, the highway on the NHS;
- Environmental restoration and pollution abatement; and
- Control of terrestrial and aquatic noxious weeds and establishment of native species

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**Highway Bridge Program (HBRR):** The Highway Bridge Program provides funding to improve the condition of highway bridges through replacement, rehabilitation, and systematic preventive maintenance.

The following types of projects are eligible for HBRR funds:

- Reconstruction, replacement, rehabilitation, repair, and restoration of deficient highway bridges located on any public road;
- Widening of bridges or viaducts to relieve congestion on a public bridge;
- Construction of HOV lane structures on a public bridge; and
- Systematic preventative maintenance.

**Surface Transportation Program (STP):** Types of facilities for which STP funds can be used:

Funds can be used on all facilities except roads functionally classified as Local or Rural Minor Collector, unless:

- such roads were on a Federal-Aid highway system on January 1, 1991;
- an exemption has been made as approved by the Secretary or USDOT; or
- the funding is for alternative mode projects (see list below).

Projects eligible for STP funding:

- Highway (including Interstate highways) and bridge projects (including bridges on public roads of all functional classifications):
  - Construction, reconstruction, rehabilitation, resurfacing, restoration, and operational improvements of the existing highway and transit systems;
  - Highway and transit safety improvements and programs;
  - Highway and transit research and development programs;
  - Capital and operating costs for traffic monitoring, management, and control facilities and programs;
  - Surface transportation planning;
  - Technology transfer programs;
  - Transportation enhancement activities;
  - Capital costs for transit projects;
  - Construction or reconstruction necessary to accommodate other transportation modes;
  - Seismic retrofit and painting of and application of calcium magnesium acetate, sodium acetate/formate; or other environmentally acceptable, minimally corrosive anti-icing and de-icing compositions on bridges and approaches thereto and other elevated structures;
  - Mitigation of damage to wildlife habitat and ecosystems caused by a transportation project funded under Title 23 of the United States Code; and
  - Vehicles and facilities, whether publicly or privately-owned, that are used to provide intercity passenger service by bus.
- Alternative mode projects:
  - Care pool projects;
  - Fringe and corridor parking facilities and programs;
  - Bicycle and pedestrian transportation facilities; and
  - Modification of public sidewalks to comply with Americans with Disabilities Act of 1990 (42 USC 12101 et. Seq.).

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- Transportation Control Measures;
- Natural habitat and wetlands mitigation efforts (related to STP-funded projects):
  - Participation in natural habitat and wetlands mitigation banks;
  - Contributions to statewide and regional efforts to conserve, restore, enhance, and create wetlands; and
  - Development of statewide and regional wetlands conservation and mitigation plans, including banks, efforts, and plans.
- Infrastructure-based Intelligent Transportation Systems capital improvements;
- Environmental restoration and pollution abatement projects;
- Advanced truck stop electrification systems;
- Projects relating to intersections that have disproportionately high accident rates, high congestion, and are located on a Federal-aid highway;
- Environmental restoration and pollution abatement;
- Control of terrestrial and aquatic noxious weeds and establishment of native species;

STP funding is allocated into four areas: Urban, Small Urban, Rural, and FLEX

- STP-Urban funds can be used for the transportation project types mentioned above within a designated Urbanized Area. An Urbanized Area is an area with 50,000 or more persons living within a central city (or cities) and the surrounding densely settled area.
- STP-Small Urban funds can be used for the project types mentioned above within a densely settled area with more than 5,000 but less than 50,000 persons.
- STP-Rural funds can be used for the project types mentioned above in areas outside the defined Urbanized Area (see definition above).
- STP-Flex funds can be used for the project types mentioned above in any area – urban, small urban, or rural.

**Highway Safety Improvement Program (HSIP):** The program authorizes a new core Federal-aid funding program beginning in federal fiscal year 2006 to achieve a significant reduction in traffic fatalities and serious injuries on all public roads. Projects are derived from a statewide Strategic Highway Safety Plan (SHSP) that identifies and analyzes safety problems and opportunities.

**Railway-Highway Crossings:** The purpose of the Railway-Highway Crossings program is to reduce the number of fatalities and injuries at public highway-rail grade crossings through the elimination of hazards and/or the installation/upgrade of protective devices at crossings.

**Congestion Mitigation and Air Quality Improvement Program (CMAQ):** The Congestion Mitigation and Air Quality Improvement Program (CMAQ) provides funding for projects and programs in air quality non-attainment and maintenance areas for ozone, carbon monoxide, and particulate matter which reduce transportation related emissions. In this region, emphasis will be placed on those projects that provide the greatest improvement in ground-level ozone precursors in a cost effective manner. Projects must have an air quality benefit to be funded through CMAQ.

The following types of projects are eligible for these funds:

- Diesel retrofit;
- Transportation Control Measures;
- The incremental cost of purchasing publicly-owned, alternative fuel vehicles;
- Traffic flow improvements;

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- Projects that remove existing bottlenecks to traffic flow;
- Projects that ease the flow of traffic through existing intersections without adding capacity;
- Signal interconnects; and
- Traffic control.
- Public Transportation Improvements:
  - Transit system start-up (for not longer than the first three years of service);
  - Transit transfer facilities;
  - Transit facility improvements; and
  - Transit service and equipment.
- Bicycle and Pedestrian Programs:
  - Bicycle and pedestrian facilities that reduce automobile travel; and
  - Bicycle parking and bicycle encouragement projects that create or increase the availability of parking facilities for bicycles and promote the use of bicycles;
- Travel Demand Management;
- Outreach and rideshare activities;
- Programs intended to reduce emissions from extreme cold-starts conditions;
- Fare/fee subsidy programs;
- Intermodal freight;
- Projects that are cooperatively implemented under agreements between the public and private sectors and/or non-profit entities;
- Telecommuting;
- Planning and project development activities that lead to construction of facilities or new services and programs with air quality benefits, such as preliminary engineering or project planning studies;
- Experimental pilot programs provided the project or program can reasonably be defined as a “transportation” project and that emission reductions can reasonably be expected through reductions in vehicle miles traveled (VMT) or fuel consumption, or through other factors;
- Advanced truck stop electrification;
- Interoperable emergency communications equipment; and
- Retrofit of non-road construction equipment used for road and transit projects.

The following types of projects are **NOT** eligible for these funds:

- Transit operations (other than the first three years);
- Routine maintenance of roads or transit vehicles, facilities, or equipment;
- Mandated private sector demand management activities;
- Programs to encourage removal of pre-1980 vehicles; and
- Phases of existing projects that have been obligated.

**Section 5310** (Federal Transit Administration Capital Assistance to Elderly Persons and Persons with Disabilities): The following types of projects are eligible for these funds:

- Capital assistance projects, not to exceed 80 percent of cost, to provide service for elderly persons and persons with disabilities

**Section 5311** (for general transit assistance to rural and small urban areas only): The following types of projects are eligible for these funds:

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- Both operating and capital assistance is available for up to 80 percent of the total cost for rural and small urban area projects.

**Section 5316** (Job Access and Reverse Commute): The purpose of the Job Access and Reverse Commute (JARC) program is to provide funding for local programs that offer job access and reverse commute services to provide transportation for low income individuals who may live in the city core and work in suburban locations. Project must be included in a locally-developed human service transportation coordinated plan.

**Section 5317** (New Freedom Program): The purpose of the New Freedom Program is to encourage services and facility improvements to address the transportation needs of persons with disabilities that go beyond those required by the Americans with Disabilities Act. Projects must be included in a locally-developed human service transportation coordinated plan.

The following types of projects are eligible for these funds:

- Both operating and capital assistance is available.

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### APPENDIX E: NYSDOT REGION 9 MAIN STREET SURVEY

*The following survey and introductory narrative explanation were provided by NYSDOT officials Mark Bowers (Reg. 9 – Associate Capital Program Analyst ) and Dave Legeikis, P. E. (Eastern Zone – Resource Manager). The survey includes an excellent compilation of baseline information that should be clearly identified and agreed upon by local village stakeholders, transportation officials and hired consultants. Available from G/FLRPC in digital format upon request.*

#### **NYSDOT Region 9 Village Survey Project**

Spurred by the Regional Capital Program Committee’s (RCPC) desire to understand the unique nature of the Region’s villages, and their impact on planning proposed infrastructure improvements, the Village Committee was created. This Committee was tasked with coming up with a means of prioritizing work within the Region’s 46 villages. These villages have, as their “Main Street”, a State highway.

The first report presented to the RCPC looked at the villages from three traditional perspectives, i.e. population, Average Annual Daily Traffic (AADT), and pavement surface score. The Committee also developed a “weighting” factor to take into account the impact of higher traffic volumes on the various routes. This information was presented to the RCPC at their monthly meeting, and generated a valuable dialog.

The focus of this dialog centered on what could be categorized as “Context Sensitive Issues”, such as “cultural / historical context”, “green space”, “landscaping”. “bicycle / pedestrian issues”, “streetscaping” etc. The preceding elements create the context, which characterize these villages as unique places to live, work and visit. To that end, the committee developed the “Village Survey”.

This “Village Survey” was developed in a collaborative manner with input from both committee members, and the village officials. One of the desired outcomes of the survey was to provide a context for meaningful dialog between Department Staff and local officials. A second desired outcome of this work was to make this information available to the Department’s Project Developers, Designers and Resident Engineers as we develop our multi-year transportation program. This web page will accomplish that end. Lastly, this information will be used to aide in project prioritization.

What you see on this page is a result of those dialogs. These surveys were conducted in the villages, with locally elected officials and their staff. Also present were the Resident Engineer and his assistant for the subject village’s county. The Resident Engineers provided invaluable insight regarding the “day-to-day” operation of our maintenance forces, while at the same time strengthening the link between the Department and its stakeholders.

Finally, when all of the surveys have been completed, the Village Committee will again report to the RCPC with its findings, identifying those “themes/issues” common to all the villages.

At the time of this posting, villages within Broome and Chenango counties, and the Delaware South Residency area have been surveyed. The “Village People” will soon be performing surveys in

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Otsego, Schoharie / Delaware North and Sullivan counties. When these are completed they will be added to this web page.



## REGION 9 VILLAGE SURVEY

New York State Department of Transportation

Date \_\_\_\_\_

Village: \_\_\_\_\_

County: \_\_\_\_\_

State Route: \_\_\_\_\_ (provide separate form for each state highway in Village)

AADT: \_\_\_\_\_ Year: \_\_\_\_\_

Population: \_\_\_\_\_ Year: \_\_\_\_\_

Surface Score: \_\_\_\_\_ Year: \_\_\_\_\_

Attach photos, narrative descriptions, and extra sheets where appropriate.

### ■ Lighting

Is Highway lighting present?  Y  N

Is it adequate?  Y  N

Is Pedestrian lighting present?  Y  N

Is it adequate?  Y  N

Is it decorative?  Y  N

Notes: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### ■ Parking

Is it present?  Y  N

Is it adequate?  Y  N

Off street  On street

Is park & ride present?  Y  N

Is it needed?  Y  N

Notes: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### ■ Landscape Elements & Plantings

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Are they present? (i.e. signs, benches, planters)  Y  N  
If yes, describe what exists and location.

Are they adequate?  Y  N

Notes:

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### ■ **Special Use Areas**

Is it present? (i.e. park, kiosk, monument)  Y  N  
If yes, describe what exists and location.

Notes:

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### ■ **Utilities**

Water Age \_\_\_\_\_  Y  N

Is it adequate?  Y  N

Sanitary Sewer Age \_\_\_\_\_  Y  N

Is it adequate?  Y  N

Gas Age \_\_\_\_\_  Y  N

Is it adequate?  Y  N

Electric  Y  N

Is it adequate?  Y  N

Is it underground?  Y  N  Partial

Telephone  Y  N

Is it adequate?  Y  N

Is it underground?  Y  N

Fiber Optics  Y  N

Is it adequate?  Y  N

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Cable TV/Internet  Y  N

Is it adequate?  Y  N

Is it underground?  Y  N

Other \_\_\_\_\_

Notes:

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■ **Snow Storage**  Y  N

If yes, is it paved or grassed? \_\_\_\_\_

Is it adequate? (3' minimum)  Y  N

Notes:

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■ **Drainage**

Open (*i.e. swales, ditches, curbs, gutters*)  Y  N

Is it adequate?  Y  N

Closed (*i.e. culvert, catch basin, drain inlet*)  Y  N

Is it adequate?  Y  N

Notes:

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■ **Traffic Signals/Control Devices**

Are they adequate?  Y  N

Notes:

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■ **Geometry/Traffic Channelization**

Is it adequate?  Y  N

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Notes:

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### ■ Perceived/Real Congestion /Delay Issues

Delay  Low  Medium  High

Notes:

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### ■ Perceived/Real Accident Problems Y N

Number of PIL's \_\_\_\_\_

Accidents  Low  Medium  High

Notes:

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### ■ Roadside Commercial Development *Provide inventory of existing commercial establishments.*

Is it present?  Y  N

Level of Development  Low  Medium  High

Notes:

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### ■ Walkability (Pedestrian Access & Mobility)

Sidewalks  Y  N

*If yes, describe connectivity, width, condition.*

Are they adequate?  Y  N

Ped Crossings - signalized  Y  N

Are they adequate?  Y  N

Count-down timers  Y  N

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Are they adequate?	<input type="checkbox"/> Y	<input type="checkbox"/> N
Curbs & Curb extensions	<input type="checkbox"/> Y	<input type="checkbox"/> N
Are they adequate?	<input type="checkbox"/> Y	<input type="checkbox"/> N
Crosswalks	<input type="checkbox"/> Y	<input type="checkbox"/> N
Are they adequate?	<input type="checkbox"/> Y	<input type="checkbox"/> N
Type (i.e. color, texture, mid-block)	_____	

Notes:

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■ **Designated Scenic Byways**  Y  N

Notes:

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■ **Bicycle Facilities**

Bike Lanes	<input type="checkbox"/> Y	<input type="checkbox"/> N
Are they adequate?	<input type="checkbox"/> Y	<input type="checkbox"/> N
Bike Parking facilities (i.e. lockers, racks)	<input type="checkbox"/> Y	<input type="checkbox"/> N
Are they adequate?	<input type="checkbox"/> Y	<input type="checkbox"/> N
Designated Bike Routes	<input type="checkbox"/> Y	<input type="checkbox"/> N

Notes:

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■ **Other Multi-Modal**

Bus	<input type="checkbox"/> Y <input type="checkbox"/> N	<input type="checkbox"/> Local	<input type="checkbox"/> Intercity
Air	<input type="checkbox"/> Y <input type="checkbox"/> N		
Rail	<input type="checkbox"/> Y <input type="checkbox"/> N	<input type="checkbox"/> Freight	<input type="checkbox"/> Passenger

Notes:

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- 
- 
- 
- 
- **Is there a Master Plan ?**  Y  N  
Last Updated \_\_\_\_\_
  - Are there any currently planned projects?  Y  N
  - Is the Village seeking other funding?  
(i.e. grants, enhancements, multi-modal)  Y  N

Notes:

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- **Infrastructure Projects done recently**  Y  N

Notes:

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- **Historic & Cultural Context**  Y  N  
(i.e. historic buildings, sites, landmarks, monuments, cultural themes, wall murals, sculptures, art)  
If yes, describe what exists and location.

Notes:

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- **Economic Sustainability** (Describe as appropriate)

Economic Opportunities  
Economic Condition  
Tax Base Info  
Tourism  
Zoning  
List Industrial Sites

Notes:

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- **Miscellaneous** (Describe as appropriate)

Special Events  
Open Spaces  
Gateways

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Institutional (i.e. school, hospital)

Bridges (i.e. historic, signature)

Notes:

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### ■ **Comments**

How can DOT assist in achieving your transportation vision in your Village?

Notes:

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### ■ **Contributors**

Name/Title: \_\_\_\_\_

Organization: \_\_\_\_\_

E-mail/phone: \_\_\_\_\_

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### APPENDIX F: PARKING MANAGEMENT BEST PRACTICES

Comparison of Old and New Parking Paradigms	
Old Parking System	New Parking System
“Parking problem” means inadequate parking supply.	“Parking problem” can mean inadequate supply, inefficient management, inadequate user information, or other types of problems associated with parking facilities and activities.
More parking is better.	Too much parking is as harmful as too little.
Parking costs are incorporated into building costs.	As much as possible, users pay directly for parking facilities.
Parking is available on a first-come basis.	Parking is managed to favor higher-priority uses and encourage efficiency.
Parking requirements are applied inflexibly, without exception or variation.	Parking requirements reflect each situation and are applied flexibly.
Traditional solutions are favored. New approaches are discouraged.	Innovations are encouraged, since even unsuccessful experiments often provide useful information.
Parking management is used only as a last resort when it is too costly to increase supply.	Parking management programs are widely applied to increase efficiency and prevent problems.
Transportation means driving. Dispersion of destinations (urban sprawl) is considered acceptable or even desirable.	Driving is one of many transport modes. Dispersed, automobile-dependent land-use patterns are considered undesirable.

Litman, Todd. “Parking Management Best Practices.” Planning October 2006: 40-45.

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## **APPENDIX G: MAIN STREET OVERLAY DISTRICT EXAMPLE – WELFLEET, MASSACHUSETTS<sup>1</sup>**

### **9.2 MAIN STREET OVERLAY DISTRICT**

#### 9.2.1 Purpose and Intent

This by-law enables the development and redevelopment of Wellfleet's village center (a portion of Main Street) in keeping with its historic development patterns, including the size and spacing of structures and open spaces.

#### 9.2.2 Overlay District Defined

The Main Street Overlay District shall extend along the south side of Main Street, one lot in depth, from Bank Street to Holbrook Avenue. The Main Street Overlay District established by this section is shown on a map entitled "Main Street Overlay District In the Town of Wellfleet", dated April 2006, which is on file in the office of the Town Clerk. Within the Main Street Overlay District, special permits are required under this by-law for all uses and structures required to obtain a special permit by the underlying Central District zoning district.

#### 9.2.3 Special Permit Granting Authority

The special permit granting authority for this bylaw shall be the Zoning Board of Appeals.

#### 9.2.4 Special Permit Criteria

In addition to the Special Permit criteria listed in Section 8.4.2 of this Zoning By-law, applicants for Special Permits in the Main Street Overlay District must meet the following requirements:

9.2.4.1 Pedestrian Access. Provision for safe and convenient pedestrian access shall be incorporated into plans for new construction of buildings and parking areas and must be designed in concert with landscaping plans noted below. New construction should be consider of pedestrian access to buildings, sidewalks and parking areas and should be completed with considerations of pedestrian safety, handicapped access and visual quality.

9.2.4.2 Landscaping and Appearance. Landscape design plans should ordinarily be prepared by a landscape architect, although the Zoning Board of Appeals may accept a plan prepared by one other than a landscape architect if it believes the plan meets the design guidelines noted below and is in concert with the intent of this regulation.

(a) A landscaped buffer strip or some other type of screening may be required adjacent to adjoining properties. This buffer strip shall be planted with a combination of grass, appropriate height shrubs, shade trees or other type of screening.

(b) Exposed storage areas, machinery, garbage "dumpsters," service areas, truck loading areas, utility buildings and structures shall be screened from the view of abutting properties and streets using plantings, fences and other methods compatible with the goals of this regulation.

(c) To ensure that landscaped areas are maintained, the Zoning Board of Appeals shall include as a provision of any special permit granted that a condition of said special permit is the maintenance of the landscaping as approved by the Zoning Board of Appeals.

### 9.3 Height, Setback and Building Coverage within the Main Street Overlay District:

#### 9.3.1 Height

The maximum height of any new or expanded existing structure shall be 28 feet.

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<sup>1</sup> Available online at [http://www.wellfleetma.org/Public\\_Documents/WellfleetMA\\_Zoning/section9.pdf](http://www.wellfleetma.org/Public_Documents/WellfleetMA_Zoning/section9.pdf)

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#### 9.3.2 Minimum Yard Requirements

The front yard setback of any new or expanded existing structure may be reduced to a zero line setback to continue the existing development pattern. The sideline setback shall be 6 feet, and the rear line setback shall be 15 feet.

#### 9.3.3 Building Coverage

Maximum building coverage within the Main Street Overlay District shall be 33%. Building Coverage shall be calculated using the entire area of the lot (upland and lowland) exclusive of any areas on a street or way open to the public.

#### 9.4 Parking Requirements

Recognizing that parking requirements in the underlying zoning district may hamper development of village-style land use and development, the Zoning Board of Appeals is authorized to reduce or waive the parking requirements specified for the use or structure proposed. In determining the appropriate reduction, if any, the Zoning Board of Appeals may give consideration to the hours of usage of the proposed use or structure, hours of usage of other uses or structures within the Main Street Overlay District, amount of "shared" parking with other uses, the opinions of merchants, residents and municipal officials as to the adequacy or inadequacy of parking spaces within the specific area of the proposed use or structure, as well as other relevant information to assist the Zoning Board of Appeals in determining the need for additional parking for motor vehicles.

#### 9.5 Allowable Uses

Recognizing that village-style development entails a mixture of uses, the Zoning Board of Appeals is authorized to allow a mix of residential and non-residential land uses within the Main Street Overlay District. Allowable uses shall be those listed in the underlying Central District within Section 5.3 of this Zoning By-law and the following:

Conversion of Dwelling Unit	Guesthouse, Private
Arcade	Guesthouse, Public
Inn	Nursing Home
Restaurant, Indoor	

#### 9.6 Severability

The invalidity of any section or sections or parts of any section or sections of this by-law shall not affect the validity of the remainder of Wellfleet's zoning bylaw.

### APPENDIX H: GLOSSARY AND ACRONYMS

#### *Glossary*

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**Best Management Practices:** Methods that have been determined to be the most effective, practical means of meeting their intended goal or outcome.

**Context Sensitive Solutions (CSS):** Collaborative, interdisciplinary process that involves all stakeholders to design a transportation facility that fits its applicable setting and preserves scenic, aesthetic, historic and environmental resources while maintaining safety and mobility. CSS respects design objectives for safety, efficiency, capacity and maintenance while integrating community objectives and values relating to compatibility, livability, sense of place, urban design, cost and environmental impacts. (from *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. Institute of Transportation Engineers.)

**Critical Mass:** The scale or volume at which processes become self-perpetuating. In this context, the number of visitors necessary that allows a place to become self-sustaining in terms of commerce, civil activity and interpersonal engagement.

**Geometric Design:** The highway, vehicle, and individual users are the three integral parts of transportation safety and efficiency. The "Geometric Design" program area investigates, incorporates and promotes tools to improve safety performance and cost-effectiveness into the conventional transportation planning and design process. (Federal Highway Administration).

**Human Scale:** How humans perceive the size of their surroundings and their comfort with the elements of the natural and built environment relative to their own size. In urban areas, human scale represents features and characteristics of buildings that can be observed within a short distance and at the speed of a pedestrian, and sites and districts that are walkable. In contrast, auto scale represents a built environment where buildings, sites, signs, etc. are designed to be observed and reached at the speed of an automobile. (from *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. Institute of Transportation Engineers.)

**Level of Distress:** A qualitative measure describing the physical condition of a road surface. Conditions such as cracking and fault formation are taken into account in order to arrive at an overall level of distress for pavement segments.

**Level of Service:** A qualitative measure describing the operational conditions within a traffic stream and their perception by motorists and/or passengers and other transportation users. Conditions such as speed, travel time, freedom to maneuver, traffic interruptions, and comfort and convenience are used to describe levels of service. Levels of service are characterized as ‘A’ (free flow, little delay) through ‘F’ (breakdown, forced flow), with ‘E’ representative of operation at capacity.

**Mixed-Use:** The combining of, or zoning for, retail/commercial and/or service uses with residential or office use in the same building or on the same site either vertically (with different uses stacked upon each other in a building) or horizontally (with different uses adjacent to each other or within close proximity). (from *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. Institute of Transportation Engineers.)

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**Outdoor Room Concept:** This concept stresses the creation of an outdoor environment using built and natural forms (buildings, trees, benches, landscaping, etc.) to provide individuals with a sense of comfort and safety in the outdoor environment as well as focal points of interest that captivate or encourage interpersonal contact.

**Pattern Language:** A structured method of describing good design practices within a particular domain. Styles in architectural and urban design that display similar characteristics reflect a distinct pattern language. North American main streets are an example of a distinct pattern language; several distinct patterns in building materials and design can be found within such spaces.

**Pocket Parks:** Small green spaces accessible to the general public that are often of primarily environmental or aesthetic importance rather than recreational

**Sense of Place:** While there are many intricacies to this concept, *sense of place* may best be defined within the present context as “defining oneself in terms of a given piece of land...Landscape acts as teacher in shaping our perceptions of place. Analysis suggests that four major components contribute to a sense of place...[including] (1) toponymic – related to naming places; (2) narrative – involving personal or group stories or legends; (3) experiential – associated particularly with dependence and survival; and (4) numinous – spiritual. Definition adapted from Yan Xu’s essay “Sense of Place and Identity.” (citation provided on page 3.

**Traffic Calming:** The combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users. (ITE State of the Practice, 1999)

**Walkable/Walkability:** Streets and places designed or reconstructed to provide safe and comfortable facilities for pedestrians, and are safe and easy to cross for people of all ages and abilities. (from *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. Institute of Transportation Engineers.)

**Walkable Communities:** Desirable places to live, work, learn and play, and therefore a key component of smart growth. Their desirability comes from two factors. First, locating, within an easy and safe walk, goods (such as housing, offices and retail) and services (such as transportation, schools, libraries) that a community resident or employee needs on a regular basis. Second, by definition, walkable communities make pedestrian activity possible, thus expanding transportation options and creating a streetscape that better serves a range of users – pedestrians, bicyclists, transit riders and drivers. To foster walkability, communities must mix land uses and build compactly, and ensure safe and inviting pedestrian corridors. (from *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*. Institute of Transportation Engineers.)

### Acronyms

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**AASHTO:** American Association of State Highway and Transportation Officials

**ITE:** Institute of Transportation Engineers

**CBD:** Central Business District

**G/FLRPC:** Genesee/Finger Lakes Regional Planning Council

**GTC:** Genesee Transportation Council

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**DOT:** [New York State] Department of Transportation

**UPWP:** Unified Planning Work Program

**TIP:** Transportation Improvement Project

**LRTP:** Long Range Transportation Plan