Chapter 2 - THE PLAN
**LRTP 2040 Development**

The objectives of LRTP 2040 mirror the intentions outlined previously in LRTP 2035, as follows:

1. determine the current and projected transportation needs of the Region’s residents, businesses, and institutions through 2040;
2. assess the ability of the existing transportation system to meet these needs; and
3. identify a set of fiscally constrained strategies that best fill the gap between the capabilities of the existing transportation system and current and projected needs over the next 25 years within reasonably expected levels of available funding.

The LRTP 2040 provides a strategic framework for policy, planning, and investment decision making allowing for the multiple agencies that own, maintain, and operate transportation infrastructure and services to work towards the “3C” process continuously, cooperatively, and comprehensively in a coordinated fashion. It is not, nor is it intended to be, a capital or operating plan for any single transportation agency in the Genesee-Finger Lakes Region.

Above all else GTC wants LRTP 2040 to be approachable and readable to all the Region’s stakeholders no matter one’s level of transportation expertise.

**Responsibilities**

The U.S. Department of Transportation (USDOT) requires every metropolitan area with a population of over 50,000 to have a designated Metropolitan Planning Organization (MPO) to qualify for the receipt of federal highway and transit funds. In 1977 the Governor of New York State designated the GTC as the MPO responsible for transportation planning in the Genesee-Finger Lakes Region, which includes Genesee, Livingston, Monroe, Ontario, Orleans, Seneca, Wayne, Wyoming, and Yates counties along with the Rochester metropolitan area.

Because of the size of the nine-county Region and per federal requirements and regulations pertaining to MPOs, the primary focus of GTC’s transportation planning efforts is the Rochester Metropolitan Planning Area (MPA). The Rochester MPA includes all of Monroe County plus the adjacent developed areas of Livingston, Ontario, and Wayne counties. Changes in population and land use in the Region between 2000 and 2010 resulted in an expansion of the Rochester Urbanized Area which necessitated expanding the MPA boundary in March 2015. A map of the nine-county Region along with the designated and newly expanded MPA is presented in Map 1.

Typically MPOs conduct federally required metropolitan transportation planning activities for their designated MPA. As shown on Map 1 the boundaries of the GTC planning region far exceed the MPA. GTC recognizes that the transportation system in the Rochester MPA both greatly influences and is influenced by the transportation system in the surrounding area. Accordingly, GTC conducts the metropolitan transportation planning process for the entire nine-county Region, not just the MPA.
Federal legislation continues to shape transportation planning activities conducted by MPOs. Beginning in 1991 the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) significantly increased the role of MPOs in metropolitan transportation policy, planning, and investment decision making. Responsibilities of MPOs were further expanded in the subsequent Transportation Equity Act for the 21st Century (TEA-21), which was enacted in 1998, and its successor the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), enacted in 2005.

Moving Ahead for Progress in the 21st Century or MAP-21, enacted in 2012, established a performance-based programming approach to increase accountability and transparency through the development of mandatory performance measures and planning targets. Fixing America’s Surface Transportation (FAST) Act, signed into law on December 4, 2015, is the current five-year $305 billion surface transportation reauthorization bill. The FAST Act continues the performance-based planning approach set forth in MAP-21 and provides a level of financial certainty for federally funded transportation projects through 2020.

The USDOT requires that MPOs conduct their activities using the following “3C” process:

**Continuing**
The MPO must meet regularly to discuss and identify transportation solutions to the constantly changing needs of the region’s residents, businesses, and institutions that depend on the system for their economic, social, and domestic needs.

**Cooperative**
The MPO must include stakeholders at all levels (local, regional, state, and federal) in recognition that their respective transportation infrastructure and services must be planned, implemented, and operated in a coordinated fashion to maximize benefits to the travelling public.

**Comprehensive**
The MPO must consider and plan for the entire surface transportation system, which includes highways, bridges, public transportation, and bicycle and pedestrian facilities, emphasizing connections that improve safety, efficiency, and reliability.

To continue to receive federal transportation funding GTC must at a minimum produce and maintain three major transportation planning documents:

1. **Long Range Transportation Plan (LRTP)**
The LRTP must address no less than a 20-year horizon and lead to an integrated multimodal surface transportation system, giving priority to those elements that serve regional, statewide, and national goals. Beyond infrastructure preservation and maintenance, the LRTP must explicitly consider transportation system management and operations capabilities. The LRTP must be fiscally constrained in that system-level estimates of the costs of the recommendations contained in it cannot exceed reasonably expected revenues. The LRTP must be updated no less than every five years.

2. **Unified Planning Work Program (UPWP)**
The UPWP allocates federal transportation planning funds to activities conducted by GTC that maintain the federally-certified planning process required by USDOT. The planning funds are shared with local municipalities and transportation agencies to conduct regionally- and locally-needed plans that advance the LRTP. The UPWP must be updated no less than every two years and is typically updated by GTC every year.
3. **Transportation Improvement Program (TIP)**

The TIP is a fiscally-constrained capital improvement program that lists all federally funded transportation improvements in the Region over the next four to five years. The Transportation Development Committee, comprised of technical and transportation professionals from member agencies, oversees the project selection process and determines which transportation projects will receive federal funds. Projects included in the TIP may emerge from infrastructure needs identified through UPWP-funded plans and programs and must advance the recommendations in the LRTP. The TIP must be updated no less than every four years and is typically updated by GTC every two to three years.

All GTC activities and products incorporate input from the public, technical professionals, and/or non-transportation organizations through direct outreach and consultation guided by the **GTC Public Participation Plan**. GTC also ensures that the metropolitan transportation planning process is responsive to federal mandates and guidelines including, but not limited to, the Americans with Disabilities Act, Clean Air Act Amendments of 1990, Title VI of the Civil Rights Act of 1964, and environmental justice considerations. Environmental justice builds on Title VI of the Civil Rights Act of 1964 by requiring agencies using federal funds to identify and address, as appropriate, any disproportionately high or adverse human health or environmental impacts on minority and low-income populations that may result from their activities.

**Goals and Objectives**

The GTC Goals and Objectives reflect local and regional priorities within the context of the eight major transportation planning factors established by SAFETEA-LU and continued through MAP-21 and the FAST Act. The development of the *LRTP 2040*, the selection of planning activities through the UPWP, the transportation system investments programmed in the TIP, and all other programs conducted by GTC are guided by the Goals and Objectives presented in Exhibit 1.

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**GTC GOALS & OBJECTIVES**

1. **Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency**
   - A. The transportation system should support balanced community and economic development of the metropolitan area
   - B. The transportation system should be a distinguishing competitive feature of the metropolitan area relative to other areas, serving the needs of existing businesses and enhancing the region’s attractiveness to new business

2. **Increase the safety of the transportation system for motorized and non-motorized users**
   - A. Transportation designs, services, and education programs should enhance and protect life, health, and property

3. **Increase the ability of the transportation system to support homeland security and to safeguard the personal security of all motorized and non-motorized users**
   - A. The transportation system, and its associated programs and services, should support both national and personal security initiatives
4. Increase the accessibility and mobility options available to people and freight
   A. The transportation system should provide the capacity, coverage and coordination necessary to provide mobility to the region's population and commercial activities in a fashion consistent with the overall intent of Goal 1
   B. Reasonable travel alternatives should be available to all persons in the area regardless of age, physical or mental ability, and/or income

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

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

7. Facilitate partnerships in planning, financing, and the execution of transportation initiatives
   A. The transportation planning and decision making process should be multi-jurisdictional, fostering coordination and cooperation among local, county, state, and federal governments, concerned agencies, and the private sector
   B. The transportation planning process should be conducted in as open and visible a manner as possible, encouraging community participation and interaction between and among citizens, professional staff, and elected officials
   C. Financial and non-financial support for transportation initiatives should be provided by all levels of government and the private sector in a fashion which reflects their relative responsibilities for, and/or benefits from, the initiatives and related economic and social impacts
D. Innovative financing/partnerships for transportation initiatives that reflect the full scope of interests impacted or served should be explored

E. Transportation and transportation-related information resources should be developed and shared in a fashion that promotes informed public and private sector decision making

F. Awareness should be promoted regarding the impact of individual, public, and private sector decisions on the quality of mobility and the potential impact of these decisions on others

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

GTC Organizational Structure

GTC Board

GTC is governed by a 27-member policy committee, the GTC Board, which includes elected officials from the nine-counties, the City of Rochester, and representatives of other local, regional, state, and federal transportation related agencies. The Board provides the MPO direction, establishes policy, and approves all activities and major work products, including the LRTP, UPWP, and TIP. GTC Board Officers are elected from among the members.

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

The Board is supported by the Executive Committee, Planning Committee, and various ad-hoc committees (e.g., UPWP, TIP, project- and program-specific steering and advisory committees). A listing of current GTC Board members is presented in Exhibit 2.

Exhibit 2

GTC Board Members

County Legislative/Boards of Supervisors (9)

Genesee County*  Livingston County*
Raymond Cianfrini - Chair  Eric Gott - Chair

Monroe County  Ontario County*
Anthony J. Daniele - Chairman  John F. Marren - Chairman
- President

Orleans County  Seneca County
David B. Callard - Chair  Gary Westfall - Chair

Wayne County*  Wyoming County
Steve LeRoy - Chairman  A. Douglas Berwanger - Chair

Yates County
Dr. Timothy Dennis - Chair
THE PLAN

Other Local Members (9)

Monroe County Executive*
   *Cheryl Dinolfo - County Executive

Monroe County Planning Board
   Vacant

Monroe County Supervisors’ Association
   John Moffitt, President

Monroe County At-Large
   Daniel Hogan, At-Large Member
   Justin Roj, At-Large Member

Mayor - City of Rochester*
   Lovely Warren - Mayor

Rochester City Council
   Loretta Scott - President

Rochester City Planning
   David L. Watson - Chair

Rochester At-Large
   Allen G. Casey - At-Large Member

Regional Agencies (2)

Genesee/Finger Lakes Regional Planning Council*
   John F. Marren - Chairman

Rochester-Genesee Regional Transportation Authority*
   James Redmond - Chairman

State Agencies (4)

Empire State Development Corporation
   Howard Zemsky, President & CEO

NYS Dept. of Environmental Conservation
   Basil Seggos, Acting Commissioner

NYS Dept. of Transportation*
   Matthew Driscoll, Commissioner

NYS Thruway Authority
   Maria Lehman, Interim Executive Director

Federal Agencies (3)

Federal Aviation Administration**
   Steven Urlass, District Manager

Federal Highway Administration**
   Peter Osborn, Division Administrator

Federal Transit Administration**
   Marilyn Shazor, Regional Administrator

Council Officers

John F. Marren, Chairperson*
   Eric Gott, Vice Chairperson
   Kevin Bush, Secretary*

* Executive Committee Member
** Non-Voting
Executive Committee
The Executive Committee, a subset of the Board, is responsible for specific decision making related to administrative, organizational, and financial issues and meets as needed at the discretion of the GTC Board Chairperson. The Executive Committee is comprised of the chairperson of the GTC Board, the lead elected officials of the Rochester MPA counties, the mayor of the City of Rochester, the chairperson of the Rochester Genesee Regional Transportation Authority (RGRTA), the chairperson of the Genesee/Finger Lakes Regional Planning Council, and the regional director of the New York State Department of Transportation (NYSDOT).

Planning Committee
The Planning Committee provides professional and technical direction to the GTC Board. The Planning Committee is comprised of transportation and planning technical professionals who have been appointed by GTC Board members. Following input from various other committees, the Planning Committee reviews and recommends action on activities and work products that are then considered for final approval by the GTC Board.

The Planning Committee typically meets eight times per year during the months that GTC Board meetings are not held, or as required. Each Planning Committee meeting is open to the public and advertised as such through media outlets across the Region. A public forum is included at the beginning and the end of all meetings to allow for public comment on meeting agenda items before and after recommendation to the GTC Board is made or action is taken.

Guiding Principles
The uniqueness of regions is what defines them. Their combination of physical geography, history, existing development, and future goals for quality of life and economic development determine the opportunities to be maximized and the issues to be addressed. It is easy for planners to look solely at what other areas have completed or are implementing and recommend that the same projects and programs be advanced in their areas. This approach is easy to adopt – and often popular – but does a disservice to the region served. Successful communities don’t simply copy others’ answers; they ask the same questions recognizing that their answers may differ (sometimes significantly) based on their own characteristics and resources, learning from others’ successes and failures.

LRTP 2035 presented four Guiding Principles to address the Region’s unique planning needs that go beyond basic transportation infrastructure requirements and provided a framework for developing recommendations.

LRTP 2040 continues to strive to improve livability and promote economic development within the context of limited financial resources and decision making that must consider more than transportation exclusively. In the spirit of continuous improvement LRTP 2040 replaced the LRTP 2035 Guiding Principle “Maximize Existing Assets” to “Transition to Tomorrow” to reflect the new planning paradigm in the Region. The questions asked and methodology behind developing LRTP 2040 have been guided by the four principles discussed below. Each stage in the development of LRTP 2040 adheres to these principles to connect the presence of transportation infrastructure and services with broader community goals related to the social and economic vitality of the Region over the next several decades.
Plan for People

People are the customers, not transportation infrastructure (e.g., highways, bridges, buses, sidewalk, trails, etc.). Too often the approach to transportation policy, planning, and investment decision making is to consider infrastructure and services as the customers. Ensuring the safe, reliable, and efficient transportation for people and the products of their labor is the most important consideration. This first and primary guiding principle of LRTP 2040 and is consistent with and is key to advancing the mission of GTC.

Place Matters

Where people live, work, and play will determine the appropriate solutions to their transportation needs. The Region’s residents and its businesses live and operate in diverse settings. While transportation needs are similar across the Region (everyone needs both mobility and access to their home, jobs, services, etc.), how these needs can and should be met will differ. Regions that are more homogenous in terms of types of places (i.e., do not include rural areas to the significant extent that our Region does) do not have to consider the range of issues that GTC does.

Transition to Tomorrow

Adequate transportation funding for the foreseeable future is significantly less than the amount required to maintain a state of good repair. Emphasis on a balanced investment approach between management and operations, preservation, and rehabilitation and reconstruction needs to take precedent. This strategy may include decommissioning transportation facilities that can no longer serve their intended purpose in a cost effective manner.

Accept Uncertainty

At the time of LRTP 2035 adoption in 2011, a new multi-year surface transportation authorization had yet to be signed. Since then two authorizations have been passed—MAP-21 (2012) and the FAST Act (2015). Even though the FAST Act provides funding certainty over the next five years, how transportation investments will be funded over the long-term remains uncertain. Transportation funding at the federal, state, and local levels continues to remain extremely limited and is not keeping pace with the levels needed to maintain the system.

LRTP 2040 Development

LRTP 2035 provided a strong foundation and starting point for the development of LRTP 2040. Nearly 60 UPWP planning studies and technical-data driven projects, throughout the Region, covering all modes, have been completed since LRTP 2035 was in adopted in 2011. These plans and projects provided the framework to identify new issues and opportunities, data to help evaluate the Region’s the transportation system needs and travel preferences, and alternative strategies.

As with LRTP 2035, the GTC Planning Committee served as the technical advisory committee or the LRTP Development Committee for LRTP 2040. Over the course of the past five years, the Planning Committee was updated on the development of LRTP 2040 at each of its meetings. At critical points in the plan’s development, the Planning Committee was given formal presentations on the direction of the plan. The Planning Committee’s technical expertise combined with their knowledge of regional needs guided each development phase.

The primary development phases listed below were conducted consistent with the Guiding Principles to ensure that LRTP 2040 not only meets federal requirements but is meaningful to the region.
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1. Identify Issues and Opportunities
   What is the Region like now?
   What will it be like in 2040?
   What would we like it to be in 2040?

Identify Issues and Opportunities

A review of historical and current demographic and economic data and information from a variety of national, state, regional, and local sources was conducted along with the development of future population and employment projections. Regionally significant Emerging Issues and Opportunities, first identified in LRTP 2035, were updated based on new data and trends.

2. Evaluate the Transportation System
   What comprises it?
   How does it function now?
   How will we use it in 2040?

Evaluate the Transportation System

The regional transportation system was inventoried by mode (e.g., highway and bridge, public transportation, bicycle and pedestrian, freight, etc.) and associated travel characteristics were assessed. This inventory included the presence, condition, and operating attributes of the assets that comprise the regional transportation system (infrastructure and services). An assessment of associated travel characteristics compared to the inventory of the regional transportation system provided insights into not only how it is being used currently but might be used differently in the future.

3. Determine Current and Future Needs
   How can the system minimize issues and maximize opportunities from now through 2040?

Determine Current and Future Needs

Based on the identification of regional issues and opportunities in Step 1. and the evaluation of the system in Step 2., the transportation needs of people and freight were determined based on the ability of the system to eliminate or mitigate the issues and make the most of the opportunities.

4. Develop Alternative Strategies
   What projects, programs, and services will best address our regional transportation needs?

Develop Alternative Strategies

Development of alternative strategies started with a comprehensive review of recommendations from UPWP-funded plans, local comprehensive plans, and regional and statewide plans (including LRTP 2035), as well as projects and programs suggested by technical professionals, the public, and GTC staff.

5. Estimate Costs and Revenues
   How much will each alternative cost?
   How much revenue can we expect?
   Where will the revenue come from?

Estimate Costs and Revenues

Per federal requirements, the amount of funding to advance recommendations included in the LRTP 2040 cannot exceed reasonably expected revenues and must account for changes in the cost of transportation improvements (e.g., prices for materials, labor, etc.). The estimation of these future costs and revenues are contained in the financial plan for the LRTP 2040.

6. Select Preferred Strategies
   How can we get the most out of the limited revenues we expect to have?
   What tradeoffs must be made?

Select Preferred Strategies

The final preferred strategies were selected by GTC staff based on technical input provided by member agencies and feedback from the second round of public input. Funding is allocated among the categories of recommendations – preservation and maintenance, management and operations, and expansion.

7. Adopt the LRTP 2040
   Receive formal approval of the plan.
   Publish the document.
   Start making it happen!

Adoption LRTP 2040

LRTP 2040 is anticipated to be adopted by the GTC Board at its June 2016 meeting upon recommendation by the GTC Planning Committee. The final LRTP 2040 document will guide policy and decision making at GTC over the next five years.
Customer Engagement – What Does the Region Want?

From the moment GTC began outlining the process (i.e., steps 1-6 highlighted above) used to develop the LRTP 2040, the organization committed to conducting the most extensive public participation GTC has ever done for a long range transportation plan. The customer engagement process for LRTP 2040 sought outreach techniques that went beyond the traditional public participation activities in order to gain more extensive and meaningful public involvement in the transportation planning process. The community is more than just the public who we’d like to participate in our planning process—they’re our customers whose full and meaningful engagement is the only way we can identify and get support for the projects, programs, and services that will maximize transportation’s contribution to the social and economic vitality of the Region.

For LRTP 2035, GTC relied almost exclusively on traditional, town hall-style public meetings to gather input for the long range transportation plan. At that time GTC asked the community to come to us. For LRTP 2040, GTC went to the community and also used social media along with more traditional forms of public involvement. The first four development phases of the plan included significant community input gathered from August 2014 through March 2015. During this time GTC staff went directly to our customers at 13 venues across the Region (e.g., Rochester Public Market, farmers markets in all the nine counties, and regional malls), developed an interactive WikiMap, and sought feedback through Twitter. Direct mailings offering to meet in person was sent to over 250 contacts including approximately 190 stakeholder groups listed in the GTC Environmental Justice database. GTC met directly with interested stakeholder groups at their convenience. GTC also held two public meetings, organized as open houses with multiple stations for attendees to talk with us one-on-one instead of the traditional presentation followed by a question and answer session.

Beyond being available to receive input on specific dates and times, we developed two online surveys that garnered approximately 200 responses. A separate survey specifically for freight related businesses was also developed and distributed.

In the spirit of continuing public engagement (as opposed to public involvement), GTC created a stand-alone public review document in the winter of 2016 to conduct the second formal round of public review. The LRTP 2040 Public Review Document focused on Step 6, Select Preferred Strategies. GTC produced a document that was attractive and digestible for the public and member agencies. The document presented feedback heard through the first round of Customer Engagement, the amount of funding that is expected to be available through 2040, a complete listing of all the proposed recommendations, and the next steps in the LRTP process. It was made available for public review from February 16, 2016 through March 18, 2016. During this time three sets of open-house style meetings were held. These meeting were...
held in the afternoon and again in the early evening to provide multiple options for the public. Media outlets were notified directly and meeting notices were sent to approximately 190 stakeholder groups listed in the GTC Environmental Justice database.

The results of each round of Customer Engagement were presented to the GTC Planning Committee for their review and consideration. Additionally, comments regarding specific transportation facilities or services, received during fall 2014 and winter 2015, were sent directly to the responsible agency.

The final draft of LRTP 2040 was sent to agencies and officials responsible for non-transportation planning activities within the Region, the Tonawanda Indian Reservation, and federal land management agencies.

Comments received from the public and affected agencies during this round were considered by the Planning Committee at its May 2016 meeting. At the May meeting, the Planning Committee recommended adoption of the draft LRTP 2040 to the GTC Board.
“3E” Approach - Economy, Environment, and Equity

The Genesee-Finger Lakes Region has completed three significant regional planning initiatives that set the platform for a “3E" approach covering the Economy, Environment, and Equity. These initiatives and their respective deliverables played a major role in the formulation of the LRTP 2040. These include:

**Accelerating Our Transformation**
- The Finger Lakes Regional Economic Development Council’s strategic plan and subsequent progress reports, which identify key economic clusters and associated priority projects that serve as the blueprint for our continued economic growth.

**Finger Lakes Regional Sustainability Plan**
- The NYS Energy Research and Development Authority-funded plan, which includes actions and an implementation strategy for improving the long-term sustainability of our communities and natural resources.

**Poverty and the Concentration of Poverty in the Nine County Greater Rochester Area**
- The Rochester Area Community Foundation’s report and follow-on benchmarking analysis, which discusses where poverty exists in the Region and its concentration in the Region’s core, as well as the lasting implications of not addressing it.

By considering and wholly incorporating these plans and initiatives into the development of the LRTP 2040, GTC can ensure that the limited resources available to the Region address the Economy, Environment, and Equity to the greatest extent possible.