

**GENESEE TRANSPORTATION COUNCIL**

**RESOLUTION**

**Resolution 20-2**    ***Accepting the Village of Penn Yan Circulation, Accessibility, and Parking Study as evidence of completion of UPWP Task 6813***

**WHEREAS,**

1.    The *FY 2019-2020 Unified Planning Work Program* includes Task 6813, Penn Yan Circulation, Accessibility, and Parking (CAP) Study, for the purpose of identifying physical, operational, and regulatory changes needed to improve the circulation, accessibility, and parking for all modes of transportation in the Village of Penn Yan;
2.    Said Task examined existing pedestrian, bicyclist, and vehicular circulation and access conditions; evaluated current and projected future traffic volumes and existing zoning regulations; and recommended improvements for enhanced safety, circulation, and accessibility of all transportation modes, including sidewalks, crosswalks, lane restriping, turn lanes, signals, convenient linkages between parking and key destinations, access management for select corridors, and zoning code enhancements;
3.    Said Task has been completed and has resulted in the *Village of Penn Yan Circulation, Accessibility, and Parking Study*, which proposes key transportation and land use improvements that will enhance safety, circulation, and accessibility for all users; and
4.    Said Report has been reviewed by GTC staff and member agencies through the GTC committee process and has been found to be consistent with the goals, objectives, and recommendations of the Long Range Transportation Plan.

**NOW, THEREFORE, BE IT RESOLVED**

1.    That the Genesee Transportation Council hereby accepts the *Village of Penn Yan Circulation, Accessibility, and Parking Study* as evidence of completion of UPWP Task 6813; and
2.    That this resolution takes effect immediately.

**CERTIFICATION**

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on February 27, 2020.

Date \_\_\_\_\_

\_\_\_\_\_  
KEVIN C. BUSH, Secretary  
Genesee Transportation Council

Village of

# Penn Yan

Circulation,  
Accessibility,  
and Parking  
Study



## Executive Summary

January 2020

## **PLAN SUPPORT BY THE GENESEE TRANSPORTATION COUNCIL (GTC)**

Financial assistance for the preparation of this report was provided by the Federal Highway Administration through the Genesee Transportation Council. The Village of Penn Yan is solely responsible for its content and the views and opinions expressed herein do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

### **GTC'S COMMITMENT TO THE PUBLIC**

The Genesee Transportation Council assures that no person shall, on the grounds of race, color, national origin, disability, age, gender, or income status, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity. GTC further assures every effort will be made to ensure nondiscrimination in all of its programs and activities, whether those programs and activities are federally funded or not.

### **EN ESPAÑOL**

El Consejo Genesee del Transporte asegura completa implementación del Título VI de la Ley de Derechos Civiles de 1964, que prohíbe la discriminación por motivo de raza, color de piel, origen nacional edad, género, discapacidad, o estado de ingresos, en la provisión de beneficios y servicios que sean resultado de programas y actividades que reciban asistencia financiera federal.

## **DISCLAIMERS**

The parcel, property, and building data used in the development of the Penn Yan Circulation, Accessibility, and Parking Study was obtained from the Village of Penn Yan and Yates County. All maps are to be used for reference purposes only, and Ingalls Planning & Design does not make any representations, expressed or implied, as to the accuracy of such records. Ingalls Planning & Design shall not be responsible or liable for any damages of any nature whatsoever for errors and/or omissions, if any, relating to or contained within such maps.

While the New York State Department of Transportation (NYSDOT) participated on the steering committee, this does not necessarily reflect the official views or policy of NYSDOT.

# Acknowledgements

Many community members contributed significant time and effort to help develop this Circulation, Accessibility, and Parking Study for the Village of Penn Yan. Their passion, commitment, enthusiasm, and hard work are greatly appreciated.

## Steering Committee

Brent Bodine – Director of Public Works, Village of Penn Yan

Joe Bovenzi – Transportation Analyst, Genesee Transportation Council

Ed Brockman – Village Attorney, Village of Penn Yan

Thomas Dunham – Chief of Police, Village of Penn Yan

Steve Griffin – Finger Lakes Economic Development Center

Teresa Hoban – Village Trustee, Village of Penn Yan

Daniel Long – Yates County Planner

Leigh MacKerchar – Village Mayor, Village of Penn Yan

Kevin McCloud – Village Trustee, Village of Penn Yan

Gary Meeks – Village Treasurer, Village of Penn Yan

Stan Olevnik – Village Planning Board, Village of Penn Yan

## Project Partner



## Planning Consultants

Prepared By:



In association with:



# Executive Summary

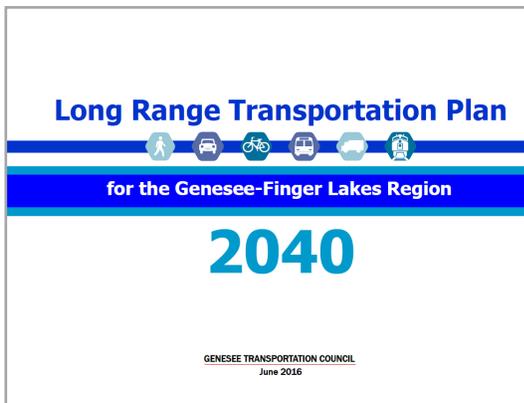
## PROJECT BACKGROUND

The Village of Penn Yan Circulation, Accessibility, and Parking (CAP) Study has been commissioned by the Genesee Transportation Council (GTC) under their Unified Planning Work Program. Through this program GTC annually appropriates federal funds for transportation planning activities in the Genesee-Finger Lakes Region.

As a project funded through the 2018-2019 UPWP, this CAP Study is expected to reflect the priorities and direction of the region as represented by the goals and objectives of the Genesee-Finger Lakes Region Long Range Transportation Plan (LRTP). Within the LRTP the Village of Penn Yan is characterized as a “Rural Center,” defined below:

*“Rural Centers include Villages and hamlets located in Rural places that include mixed use development and provide localized but limited commercial and civic uses with most residents required to travel to other places for necessary employment, retail, and civic needs. Infill and redevelopment opportunities exist but are limited given population and associated market opportunities... the compact walkable nature of these Villages remain intact and are still considered Rural Centers.”*

The contents of this CAP Study, as summarized on the following pages, do align with the LRTP and further its goals of enhancing the livability and economic vitality of rural centers like Penn Yan through improved local and regional multi-modal transportation networks.



## STUDY PURPOSE

The purpose of this Study was to identify physical, operational, and regulatory changes needed to enhance circulation, accessibility, and parking for all modes of travel. The identified gateways and corridors are those that serve the greatest number of residents and visitors on a daily basis.

The objectives of this CAP Study included, but were not limited to:

- Enhance the **livability, mobility, and identity of the Village** to create a stronger sense of place;
- Improve **safety, access, and connectivity for all modes of travel** into the Village and within major activity centers;
- Preserve and enhance the **Village’s historic character and walkability** of the downtown core;
- Foster **additional economic development opportunities** by increasing multi-modal access and addressing downtown parking needs and alternatives; and
- Identify opportunities to capitalize on **connections to recreational trails and the waterfront**.

Through this planning process Penn Yan was able to focus solely on the issues of character, access, connectivity, and parking that constrict development and livability in the Village.

## STUDY AREA

This CAP Study addresses four subareas and several key corridors, as shown in the map below.

### DOWNTOWN

The downtown core is centered around a historic multi-story Main Street with underutilized upper floors and a mix of commercial, residential, and civic destinations including Village Hall and the County Offices.

### LAKE STREET

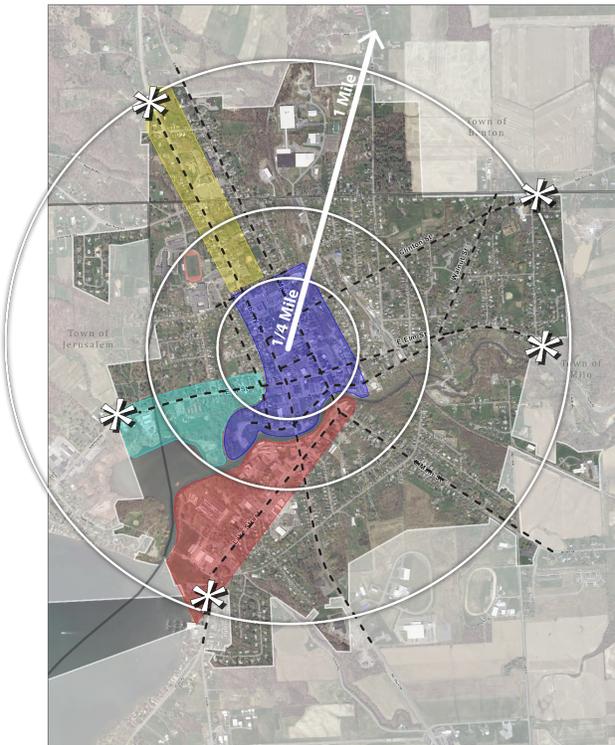
Lake Street is a commercial corridor that caters to automobile traffic with several “drive-through” type uses and a retail strip plaza.

### LIBERTY STREET

Liberty Street serves as a significant gateway lined with residential and public uses including the local school and hospital.

### ELM STREET

Elm Street is another gateway to the Village, that is predominantly residential in character. This corridor handles a significant amount of vehicular, bicycle, and buggy traffic.



Project Study Area



Community members helped identify issues and opportunities for the Penn Yan CAP Study at a public meeting in February 2019.

## PUBLIC ENGAGEMENT PROCESS

There have been several outreach efforts for public engagement as part of this process. These are summarized below.

### PUBLIC MEETING

#### February 11, 2019

Held at Penn Yan Academy in the Cafeteria as part of one of the Village’s Downtown Revitalization Initiative public outreach efforts.

At this meeting existing conditions and preliminary needs assessments were presented to solicit public input on key issues and opportunities relating to the Village’s multi-modal transportation network.

### OPEN HOUSE

#### November 7, 2019

Also held at Penn Yan Academy, the Open House was an opportunity for the public to review and provide comments on the preliminary recommendations identified for the Study.

### MENNONITE SURVEY

#### July 2019

This survey included questions about what destinations are frequently visited; which routes are typically used (and which are avoided); and if there were places where additional bicycle parking may be helpful.

## INVENTORY OF EXISTING & PLANNED CONDITIONS

Existing conditions reviewed and assessed as part of this CAP Study include the following:

- Existing Land Use Patterns;
- Zoning & Development Regulations;
- Existing Transportation System;
- Pedestrian, Bicycle & Transit Accommodations;
- Parking Supply & Off-Street Parking Requirements; and
- Walkability & Quality of Pedestrian Service.

The summary and assessment of these conditions served as the foundation for identifying the Village's transportation network needs and opportunities.

## NEEDS & RECOMMENDATIONS

The needs and recommendations of this Study are broadly organized by the following topics:

- Circulation & Accessibility;
- Downtown Parking;
- Bicycle Network;
- Streetscape & Pedestrian Facilities; and
- Regulatory Framework.

There are a total of 44 recommendations in this Study. These have been listed at right for ease of reference.

Within the topic areas, an assessment of needs is provided as context to each recommendation. Some recommendations are specific to individual subareas, while others apply to the Village as a whole. Village-wide recommendations may apply to one or more subareas or they may apply outside the four subareas.

## CIRCULATION & ACCESSIBILITY

### Lake Street

1. Develop an access management strategy for the Lake Street corridor.
2. Provide language in local codes that supports implementation of access management techniques and strategies along the corridor.
3. Install mid-block crossings on Lake Street at Monell Street and Sunset Avenue.
4. Install right-turn channelized islands to reduce pedestrian crossing distances at the intersection of Lake Street and Liberty Street.

### Liberty Street

5. Replace the existing signal with a split-phase signal.
6. Activate the westbound left-turn phase year-round.
7. Include a dynamic blank-out sign for the northbound right-turn lane.

### Main Street

8. Install Rectangular Rapid Flashing Beacons (RRFB) along Main Street.
9. Prohibit parking closer than 20 feet from crosswalks.
10. Consider curb extensions to reduce crossing distances and provide better visibility for pedestrians and drivers.
11. Install a Leading Pedestrian Interval (LPI) at the intersection of Elm Street and Main Street.

### Wayfinding

12. Develop a comprehensive wayfinding system.

## DOWNTOWN PARKING

13. Implement a 5-step approach to alleviate parking challenges.

## BICYCLE NETWORK

14. Develop bicycle boulevards on identified low-speed and low-volume streets.
15. Use advisory shoulders to create space for bicyclists on narrower low-speed roadways.
16. Add shared lane markings to identified roadways, particularly Liberty Street and Lake Street.
17. Restripe identified roadways to have 11-foot travel lanes with 4-foot shoulders on either side.
18. Add or widen paved shoulders.
19. Convert the right-of-way to be used by all users including bicyclists.

## STREETSCAPE & PEDESTRIAN FACILITIES

20. Plant street trees in strategic locations throughout the Village.
21. Place clear and highly-visible crosswalks at Village intersections.
22. Install benches, trash receptacles, and bike racks in strategic locations.
23. Reduce curb radii at Village intersections.
24. Encourage proper street enclosure that makes the public realm walkable and safe for all users.
25. Encourage alternate modes of travel to lead more people to choose walking or biking for shorter trips.
26. Draft and adopt a Complete Streets Policy to augment existing land use policy framework.
27. Complete remaining infill segments for the Keuka Outlet trail.
28. Extend and improve sidewalk on the south side of Elm Street.
29. Close existing sidewalk gaps and strengthen connections to existing attractions.
30. Institute a zero-percent loan policy to encourage property owners to pursue sidewalk improvements.

## REGULATORY FRAMEWORK

### Liberty Street

31. Rezone area around and north of the Liberty/North intersection to permit service-based, low impact commercial uses, such as those already present.
32. Remove hospitals as a permitted use in the R-1 District.

### Lake Street

33. Rezone GC District area to reduce adverse impacts of auto-oriented uses and ensure district building and lot requirements suit a regional commercial corridor.
34. Remove the Lake Street Corridor District, as it is only established in the zoning text and does not provide sufficient standards as currently written.
35. Establish a Neighborhood Commercial (NC) District.

36. Update the Waterfront Development and Conservation District (WDC) to permit and encourage water-dependent uses and prohibit incompatible uses.

### Elm Street

37. Maintain RT District application to protect and enhance residential character, while also providing increased opportunities for small-scale commercial investment.
38. Consider waterfront area recommendations of Lake Street for areas zoned Waterfront Development and Conservation (WDC).

### Downtown

39. Amend the Village Center District to better reflect the historic and traditional character of downtown.
40. Ensure future investment transforms the Liberty Street/Elm Street intersection to reflect traditional downtown character.
41. Rezone the GC District area to a lower intensity commercial district.

### Village-Wide

42. Adopt provisions for Off-Street Parking.
43. Adopt provisions for Access Management.
44. Amend existing site plan review to provide clear guidance and a more streamlined process.

## IMPLEMENTATION & RECOMMENDATIONS

The implementation section of this Study identifies existing implementation tools and priority recommendations in the form of action items.

### IMPLEMENTATION TOOLS

In order to facilitate the implementation of this CAP Study, it is recommended that the Village utilize existing regulatory tools and development review procedures to evaluate public and private investments. This includes:

- Ensuring the Village Planning Board utilizes this Study as a guide for development standards during the site plan review process;
- Referencing this Study when planning public maintenance and improvement projects and coordinating with the NYS DOT; and
- Updating the Village’s Zoning Code based on the recommended amendments of this Study,

### HIGH PRIORITY RECOMMENDATIONS

The project’s steering committee reviewed and prioritized the study’s recommendations after hearing feedback from community members. Committee members completed a ranking exercise which determined prioritized recommendations. The following recommendations were the highest ranked (in order):

- Lake & Liberty Street access management, pedestrian crossings, channelized islands, and signal improvements. (Recommendations #1-7)
- Wayfinding (Recommendation #12)
- Parking (Recommendation #13)
- Bicycle Boulevards (Recommendation #14)

Also in the implementation section is information regarding cost estimates, funding sources, involved parties, and implementation tools for the priority recommendations. These elements are provided in the tables on pages 67-68 and 69-70.

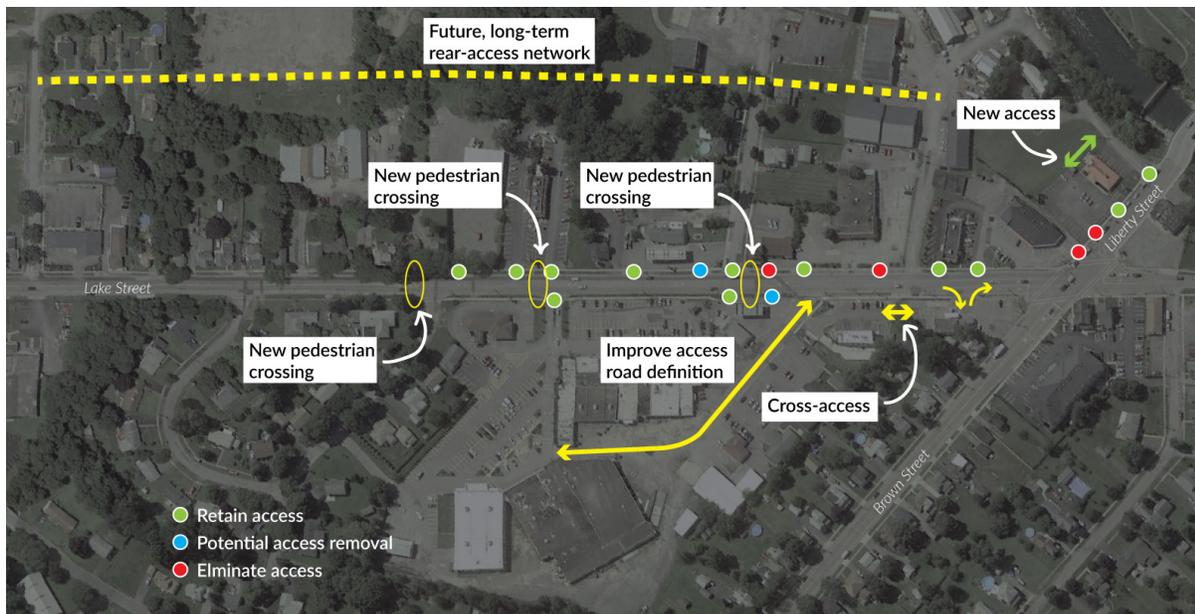


Figure 19: Access Management Conceptual Plan