

TRANSPORTATION

**A Policy Element of the
County Comprehensive Development Plan**

September 1978

**prepared by
Monroe County Department of Planning**

INTENT OF THE COUNTY COMPREHENSIVE DEVELOPMENT PLAN

The comprehensive development plan is intended to serve as a guide for achieving the broad social, physical, and economic development objectives of the county. The plan is intended to give direction to the actions of the county legislature, and of departments and other agencies, as such actions affect the development of the county, and it is intended to guide all official county plans and policies for both services and capital facilities, including but not limited to county plans and policies concerning human resources, public safety services, physical and environmental resources, and land use. Although the authority of the plan over the actions of local governments and private interests is limited to that authority set forth in sub-section 503.C below and in section 504 of this charter, the plan is intended to serve as a general guide to such actions as they affect the development of the county. The plan, through its development and continuing amendment, is intended to serve as a means for reviewing, modifying, and integrating all individual plans before such plans are implemented. The plan thereby is intended to assist in achieving the following with respect to community services and facilities: coordination; consistency in application of policies and accepted standards; public and official evaluation of the effectiveness of governmental performance; elimination of unnecessary duplication; and maximum utilization.

(Section 503. B of the Charter of the County of Monroe)

TRANSPORTATION

**A POLICY ELEMENT
OF THE
COMPREHENSIVE DEVELOPMENT PLAN**



Monroe County, New York

RESOLUTION ADOPTING TRANSPORTATION ELEMENT OF THE COUNTY COMPREHENSIVE DEVELOPMENT PLAN

Intra. No. 103

RESOLUTION NO. 90 OF 1979

Adopting Housing Policy, Environmental, Transportation, Wastewater, and Land Use Elements of Monroe County Comprehensive Development Plan; Limiting Implementation Thereof.

WHEREAS, the Monroe County Charter provides for the adoption and annual review and update of an official comprehensive development plan, or one or more parts thereof, for the County of Monroe; and

WHEREAS, the Monroe County Legislature recognizes that growth and development are desirable and will occur in Monroe County; and

WHEREAS, the Monroe County Legislature recognizes a need to provide a comprehensive development plan as a guide to growth and development in Monroe County so that, to the greatest extent possible, decisions about where development will occur will be made with full knowledge as to the costs which will accrue as a result of such development; and

WHEREAS, it is the intent of the Monroe County Legislature, in adopting such a plan, to:

- (1) keep down the cost of development to Monroe County taxpayers by encouraging development to concentrate in areas which already have the public services needed to support such development; and
- (2) stimulate economic development, revitalize the City of Rochester and other urban areas of the County, and protect the environment; and
- (3) set policies with which County government will conform in its actions that affect development of the County; and

WHEREAS, the adoption of such a plan, or one or more parts thereof, does not transfer land use control powers or any other powers of local government to the County; and it is not the intent of the Monroe County Legislature, in adopting such a plan, to effectuate any such transfer of land use control powers or any other powers of local government; and

WHEREAS, the Monroe County Legislature has heretofore adopted in principle the following elements of the County comprehensive development plan: (1) Housing Policy Element, adopted October 24, 1978 by Resolution No. 445 of 1978; (2) Environmental Element, adopted November 16, 1978 by Resolution No. 487 of 1978; (3) Transportation Element, adopted November 30, 1978 by Resolution No. 527 of 1978; (4) Wastewater Management Element, adopted January 16, 1979 by Resolution No. 2 of 1979; and (5) Land Use Element, adopted February 6, 1979 by Resolution No. 23 of 1979;

Now, Therefore, Be It Resolved by the Legislature of the County of Monroe, as follows:

Section 1. Pursuant to Article VII, Section 706 of the Monroe County Charter, the following parts of the comprehensive development plan for the County of Monroe are hereby adopted:

- (1) Housing Policy Element, Draft 2, dated August, 1978;
- (2) Environmental Element, Draft 2, dated September, 1978;
- (3) Transportation Element, Draft 2, dated September, 1978;
- (4) Wastewater Element, Draft 2, dated December, 1978;
- (5) Land Use Element, Draft 3, dated January, 1979, as amended.

Section 2. Inasmuch as this Body is currently reviewing extensive proposed revisions of the Monroe County Charter, including proposed revisions to Article VII thereof relating to County planning functions, the implementation of the above elements of the County comprehensive development plan shall be limited, pending final determination of said proposed Charter revisions, to those actions and projects initiated or financed by the County of Monroe; and those actions, projects or other matters currently reviewed or permitted by the County of Monroe, its departments or other agencies, pursuant to authority other than that contained in the present Section 706 of the Monroe County Charter.

Section 3. This resolution shall take effect immediately.

Planning and Economic Development Committee, February 27, 1979 - CV: 5-1

File No. 78-097

CONTENTS

SUMMARY	i
INTRODUCTION	1
BACKGROUND AND BASIC ISSUES	1
Highways	2
Transit	6
Airports	7
Bikeways and Sidewalks	8
Rail Transportation and Goods Movement	9
Summary of Issues	10
TRANSPORTATION GOALS AND POLICIES	12
TRANSPORTATION POLICIES	15
Highway Design and Improvement Policies	15
Highway Access Policies	19
Transit Policies	21
Other Transportation Policies	22
IMPLEMENTATION ACTIONS	26

SUMMARY

This report presents the second draft of the transportation element of the *Monroe County Comprehensive Development Plan*. This draft includes revisions to the first draft that were suggested by the Planning and Economic Development Committee and the Transportation Committee of the Monroe County Legislature.

The purpose of this element is to guide decisions by the County Legislature and county departments and agencies. Even though such decisions on transportation often involve major expenditures and have significant effects on development, they are being made without policy guidelines.

The basic issue of concern in this transportation element is this: How can county government direct the development of the transportation system in the county to achieve widely accepted public goals? An immediate goal, of course, is to provide a transportation system which meets the travel needs of Monroe County residents in a cost-effective way. But there are other goals that are directly affected by the transportation system. Included are such goals as protecting the environment, conserving energy, and achieving a desirable pattern of development. The policies in this report are designed to achieve these goals as well as to meet transportation needs.

There are several basic directions set by the policies suggested in this report:

1. The policies call for relating county highway investments to the future development needs of the county, which will be set forth in the land use element of the *Comprehensive Development Plan*. To be more specific, the policies call for carefully restricting highway investments in areas proposed to remain in agricultural or rural uses and concentrating these investments in existing and proposed development areas.
2. The policies call for adopting more affective controls over access to county highways in order to maintain their safety and traffic-carrying capacity and to keep down the costs to the county of highway improvements.

3. The policies call for giving people a greater choice in the ways they may travel in the county. This would be achieved mainly by improving opportunities to travel by public transportation but also by providing for the needs of bicyclists in county highway projects. In addition, the county is called upon to provide a more permanent and reliable source of funding for public transportation.

4. The policies call for maintaining or improving transportation facilities which link Monroe County with other areas. Some expansion is proposed for the Rochester-Monroe County Airport, consistent with the desires of the nearby community. Options for water-borne transportation through the Port of Rochester and the Barge Canal are proposed to be retained. Abandoned railroad lines are proposed to be kept in public ownership not only where they have potential for recreational use, but also where they have potential for eventual reuse as a railroad or other kind of right-of-way.

The report concludes with a brief listing of the kinds of actions which would be expected of the County Legislature and public agencies to bring into effect the suggested policies. The listing serves to illustrate some of the effects that would result from the adoption of the policies in this report by the Monroe County Legislature.

INTRODUCTION

This element of the revised Monroe County Comprehensive Development Plan deals with the transportation system in Monroe County. The system consists of the variety of facilities that serve transportation needs in the county: highways, transit facilities, rail lines, the canal and port, sidewalks, bikeways, and airports. It is the purpose of this element to examine the current role of the county in providing these facilities and to set policies for maintaining or improving these facilities to meet present and future needs.

The transportation element is an important part of the Comprehensive Development Plan. The county is today directly involved in providing many of the facilities that make up the transportation system. These include many miles of county roads and the Rochester-Monroe County Airport. The county is also involved in providing financial support for transit services. Although the county is frequently faced with making major decisions concerning the transportation system, it must make these decisions without overall policy guidelines. This transportation element is intended to provide such guidelines.

This report begins with providing some background information and discussing the issues that are of concern in the transportation element. It then sets forth goals and objectives to give overall direction to county decisions concerning transportation. Finally, it suggests policies and implementation actions to give more specific direction to these decisions.

BACKGROUND AND BASIC ISSUES

There are a number of major transportation issues facing Monroe County government. Many of these issues, however, also affect other levels of government and the private interests that are involved in providing transportation services in the county.

Overall transportation planning for the eight-county region is the responsibility of the Genesee Transportation Council (GTC), which consists of representatives from local government and the general public of the eight member counties, as well

as state and federal transportation officials. As a member of GTC, Monroe County participates in the overall planning of transportation improvements in the eight-county region. It is anticipated that the *Comprehensive Development Plan* will provide a policy guide to assist the Monroe County representatives in the GTC decisions.

Beyond its participation in GTC, the county is responsible for many miles of highway as well as the operation of the Rochester-Monroe County Airport, and it has an interest in other modes of transportation. The *Comprehensive Development Plan*, therefore, is intended to assist county government in making its decisions on transportation.

Underlying decisions on transportation by both GTC and county government are a number of issues. The issues can be grouped under two basic questions: (1) What is the present role of the county in providing transportation services? (2) What will the future demand for transportation services be, and what should the role of the county be in meeting this demand? These questions, and their related issues, are considered below for each of the major transportation modes.

Highways

Monroe County is responsible for maintaining 644 miles of highway, about 24% of the total highway mileage in the county. By comparison, New York State is responsible for 367 miles of highway (14% of total), the towns and villages are responsible for 1,124 miles (42% of the total), and the City of Rochester is responsible for 555 miles (20% of the total).

The county is responsible for maintaining its highways and for making necessary improvements or additions to the system. Through an agreement with the City of Rochester, the county provides traffic-engineering services for city streets as well as county roads. These services include the provision of traffic signals, road signs, and pavement markings. The county will also provide these services for town roads on a charge basis. Under state law the county also provides financial support for major road reconstruction (but not maintenance) involving city streets which are seen to serve a countywide function. The county has no responsibility for maintenance and traffic-engineering services on highways under state jurisdiction.

In examining the highway planning situation in the county, certain major future improvements must be taken as given. These are improvements which have been planned for many years and have been included in the Transportation Improvement Program of the Genesee Transportation Council (GTC). This program outlines the major highway improvements planned by the state and the county over the next six years.¹

The most significant additions proposed for the highway system in the GTC program will be the completion of several sections of the Outer Loop in the towns of Greece and Brighton. These improvements will essentially complete the loop system of expressway in the metropolitan area. The GTC program also calls for studies to determine whether additional extensions are needed for the expressway system, notably the Route 31 corridor, which extends from the town of Gates to the village of Brockport in the western part of the county.

In addition to the improvements proposed in the GTC program, the county has proposed a number of highway projects in its six-year capital improvement program.² The exact location and design of certain of these projects has not yet been determined. The projects are proposed for areas which presently have structural or capacity problems that need to be addressed.

The Department of Public Works is now undertaking a highway sufficiency study. When this study is completed, it will provide a sound technical basis for defining specific highway improvements which are needed. There is a need at this time, however, for setting general policies to guide county investments in the highway system. Such policies, by giving overall guidelines for highway investments, will remain useful even after the highway sufficiency study is completed.

The type of improvement which is undertaken for a highway should be determined partly by the function of the highway. Thus, one of the primary considerations in programming highway improvements is the functional classification of highways. Simply stated, functional classification involves defining

-
1. A map of these improvements may be obtained upon request from the Department of Planning.
 2. A map of those improvements, for which the location is known may be obtained upon request from the Department of Planning.

the role of each highway in the overall highway system. The result is a hierarchy of highway classifications which is determined by the amount of traffic on the highway, the length of the trips along the highway, the types of land use that are served by the highway, and the mix of traffic among cars, trucks, and transit vehicles. A functional classification of highways includes such classes as expressways, other principal arterials, minor arterials, collectors, and local streets.

The Genesee Transportation Council (GTC) has prepared a functional classification system for the highways in Monroe County which includes the major improvements expected to be programmed by 1980.³ Such a classification provides a rational basis for evaluating what types of improvements may be necessary or desirable for any given section of highway, depending on the function it serves in the overall classification system.

The GTC classification, however, relates to the year 1980, the immediate future. To provide a basis for long-term investments in the county highway system, one must look further into the future, perhaps to the year 1990 or 2000. One must anticipate the development pattern which will occur in the future and define the functional classification system to meet the needs of that pattern. Thus the policies in this report are based on a functional classification system (prepared by the Department of Planning) which has introduced some modifications into the GTC system in order to better meet future development needs.⁴ This functional classification will be revised to be consistent with the finally adopted Land Use Element.

Ideally, functional classification can provide a basis not only for programming highway improvements but also for assigning jurisdictional responsibilities for highways. In Monroe County, however, the jurisdictional responsibilities have evolved over time and in many cases do not correspond to functional classification. Based on a functional classification of highways, it could be argued that the major highways in the county, the expressways and other principal arterials, should be

-
3. A map of the GTC functional classification system may be obtained upon request from the Department of Planning.
 4. A map of this functional classification system may be obtained upon request from the Department of Planning.

under the jurisdiction of the state, because they serve long-distance trips between Monroe County and other areas of the state. The minor arterials, and to some extent collector highways, would logically fall under the jurisdiction of Monroe County. These highways serve travel between towns and trips of moderate length and traffic volumes. Local streets that serve primarily as access to abutting land would be under the jurisdiction of the city, the towns, and the villages. Presently there are no county roads in the City of Rochester. Under a revised jurisdiction arrangement based on functional classification, the minor arterial highways in the city would logically become county roads.

Through a permit-granting process provided for under state law, the county controls the location and design of access points to county highways. Such control is important because the manner in which land uses have access to highways can affect the capacity and safety of the highway and the types of improvements that are required to maintain a high level of service on the highway. There are many instances in the county where little attention has been given to the control of access along roadways. This situation has resulted in capacity and safety problems, which in turn have required the county to make major investments in providing traffic-control devices, additional lanes, or other improvements to the highway.

A functional classification of highways can provide a basis not only for programming highway improvements and assigning jurisdiction to highways but also for controlling access to highways from abutting land uses. In general, the higher the classification of the highway, the greater the need for restricting access to maintain the safety and capacity of the highway. Thus principal arterials require considerable control over access, while local streets require little (if any) control.

The previous discussion points to some of the issues of concern in this transportation element. What improvements or additions to the highway system will be required to meet the travel needs of Monroe County residents? How are these improvements related to the functional classification of highways? Based on a functional classification of highways, what kinds of policies should be used to govern the granting of permits for access to county highways? Through the permit-granting process, can we avoid the expense of having to make major investments to improve the capacity or safety of highways which are subject to development pressures? These are some of the issues which are addressed in the

goals, objectives, and policies of this transportation element.

Transit

Mass transit is provided in Monroe County through the Regional Transit Service, an operating subsidiary of the Rochester-Genesee Regional Transportation Authority (RGRTA). The RGRTA provides general policy direction on the types and level of transit service that is provided in the four-county area served by the authority. The county of Monroe and the City of Rochester nominate seven of the ten authority commissioners, who are appointed by the governor. The Monroe County Legislature does not necessarily concur with this structure and supports an on-going study of the organization and responsibilities of the RGRTA to increase county participation in the decision-making process.

The county, along with other counties in the service area of the regional authority, is required under state law to provide local matching funds to take advantage of state and federal financial assistance for meeting the operating deficits of the bus system. The amount of state and local dollars available for transit subsidy has varied depending upon the financial or the political situation of the participants. The result has been a program that has not been able to respond adequately to the increasing operating deficits of the local bus system. Although federal programs for operating subsidy have expanded, there has been little expansion of local programs to match available federal operating assistance.

The tight financial situation of the bus company has resulted in decreases in service, the slowing down of the bus replacement program, and increasing transit fares which drive away patrons. The long-range effect of inadequate funding may be a "bare-bones" transit system that is not expanding to meet the needs or to attract new riders and that has sometimes unreliable service due to the increasing age of vehicles and a lack of back-up vehicles to maintain service.

Several major issues face the transit system, both now and in the future. What level of service is desirable in Monroe County at the present time? What expansions of service will be needed in the future? Can transit provide an alternative mode of transportation for many of the residents of the county now relying on automobiles? What are the advantages and liabilities of expanding transit service in the county?

What will be the effect of an expanded transit system on the consumption of energy resources for transportation purposes? Are there more dependable and equitable methods to finance transit in the county that would provide an adequate financial base for the system and allow increases in service to meet the needs of the future?

Many of these issues are now being investigated by a committee appointed by the city and the county. The committee was created to provide some suggestions for meeting the financial needs of the bus system. The larger questions, however, of what role should transit serve in the county in the future and what steps should the county take to improve transit service are appropriate ones to be addressed in this element of the Comprehensive Development Plan.

Airports

The Rochester-Monroe County Airport presently serves as the center for commercial airline activity in the region. The airport also serves general aviation needs, along with several smaller privately run airports for general aviation in rural towns in the western part of the county.

A master plan is being prepared for the future development of the Rochester-Monroe County Airport. This plan will serve as the major policy guide for future investments in the airport. The major recommendation thus far in the master plan is that the commercial airport should remain at its present location with modest expansions in runway and terminal facilities to accommodate the projected need for larger planes and more airline passengers. There may be in the future, however, increasing demands for general aviation facilities beyond those which can be provided at the airport. Some provision is being made in the plan for increasing the runway area available to general aviation craft at the airport.

Proposals are also being developed in the master plan for land use in the vicinity of the airport. The objective of the proposals will be to minimize the adverse effects of land use development on the safety of airport operations, as well as to make sure that future development will be suitable for an airport environment.

Thus the major issues involving the Rochester-Monroe County Airport and commercial airline operations in the county are being addressed in the Airport

Master Plan. Issues arise, however, concerning the development of additional general aviation facilities in other areas of the county, whether they are privately or publicly operated. Regional studies are underway concerning the general aviation situation, and recommendations should be forthcoming regarding the future demand for additional general aviation facilities in the county.

Bikeways and Sidewalks

There is growing concern among county residents over the inadequacy of facilities for safe bicycling and walking. A renewed interest in both of these modes of transportation has resulted in an increasing demand for such facilities. Based on national figures, there are about 250,000 bicycles in Monroe County, and the population using the bicycle as a means of transportation is increasing dramatically. Traditionally, the highway has served as the place for all modes of transportation. However, the design of highway improvements in the past has not always considered the needs of pedestrians and bicyclists.

With regard to sidewalks, the county currently has a policy of replacing any sidewalk which is removed in the improvement of an existing highway. In addition, the county has a policy of providing a properly graded area along new highways in the event that a municipality should wish, at its own expense, to construct a sidewalk. Thus the county provides for sidewalks but does not directly build them as part of its new highway construction program.

Although there is increasing interest in bicycling, the climate in this area will prevent the bicycle from becoming a major part of the county's transportation system. However, planning for bicycles and policies aimed at improving conditions for bicycling, are a legitimate component of the Transportation Element. Decisions will have to be made regarding when and where the county will make improvements for bicycling.

A county bikeway system plan, which is being prepared as part of the Comprehensive Development Plan, will provide a guide for such decisions. The City of Rochester is also preparing a bikeway plan which will interrelate with the county bikeway plan. Until the county bikeway plan is completed, however, an overall policy is needed regarding both sidewalks and bicycle facilities when county roads

are improved. Issues to be addressed include such questions as: Should space for sidewalks be provided as part of county highway projects, and under what circumstances? Where are bicycle facilities needed? What types of facilities are needed? Should they be constructed as part of county highway or park improvements? What will be the effect of improved bicycling and pedestrian facilities on the consumption of energy for transportation purposes?

Rail Transportation and Goods Movement

The direct responsibility of Monroe County for the movement of goods is limited to the airport and the county highway system. The county has not direct responsibility for providing facilities for rail or water transportation. The county, however, has a concern for the movement of goods by these modes because of its importance to the economy. County government must support efforts to make the movement of goods more efficient and beneficial to the commercial interest of the county.

The responsibility for most rail service in Monroe County rests with the Consolidated Rail Corporation (ConRail). ConRail and the Chessie system provide the direct mainline rail freight service to Monroe County. Passenger service is provided by AMTRAK (the National Railroad Passenger Corporation). With the reorganization of the railroads in the northeast, many excess miles of rail rights-of-way are being abandoned or are anticipated to be going out of service in the near future.

The county needs to develop a policy on the future use of these railroad properties. Public agencies and local governments are often given the option to purchase such properties for public transportation or recreation uses. Of the rail lines anticipated to be abandoned in the future, does the county have an interest in maintaining this land in public ownership for transportation or recreation use or in holding this land in public ownership for possible reuse as a railroad right-of-way? This issue is considered in the policy section of this transportation element.

The Port of Rochester has been on the decline for the past several years. With the abolishment of the Port Authority, the responsibility for the operation of the port was turned over to the City of Rochester and a private shipping firm. Statewide

studies of upstate port facilities suggest that there is little additional shipping to be anticipated in the Rochester Port. Increasingly scarce energy resources and the rising costs of other modes of transportation however, may result in an increase in water-borne shipping in the future. The Port of Rochester and the New York State Barge Canal could possibly be realized to increase shipping, depending on economic conditions in the county and region. The county should work with the city to establish a policy on the future use of the Port of Rochester, with the possible aim of retaining the option of using the port for increased shipping in the future.

Summary of Issues

The previous discussion brought up a number of issues of concern in this transportation element. The issues are summarized below.

In what types of improvements, and in what locations, should the county be concentrating its investments in the highway system, both now and in the future? There is a need for policies to guide county investments in highways, based on the functional classification of the highway and the level of service that is appropriate for any given area of the county. There is also a need for guidelines to provide for a balance in spending between the maintenance of the present highway system and the upgrading and expanding of the highway system. There are hard decisions to be made as well on the methods to be used for financing these improvements, both now and in the future. Generally, current maintenance activities are included in the yearly operating budget of the county. Major construction projects are provided long-term financing through bonding. In addition, the extent to which the county contributes to the reconstruction of city streets should be tied to a uniform policy. Such a policy needs to be related to the functional classification of highways and the financial capabilities of both the city and the county to pay for the reconstruction of city streets.

What effect will the future availability of energy have on the county's long-term plans for improving its transportation system? The county is in a position to enact policies that could help reduce energy consumption, particularly energy consumption related to transportation. The manner in which the county develops in the future will have a significant effect on the

transportation system and energy consumption. The density of land use largely determines the amount of travel that is necessary to reach work, school, shopping, and other destinations; the more compact the development, the less the energy consumed for transportation. In addition, the capacity of the highway system to handle traffic affects the amount of congestion and travel speed, which in turn has a direct effect on auto emissions, air quality, and energy consumption. An expanded mass transportation system can contribute to the air quality and energy conservation by reducing reliance on automobile travel. Similarly, an increased use of bicycling and walking can also reduce energy consumption and air pollution.

How can the county protect its investment in the highway system through the control of access to highways? As development occurs, the issue of access to the highway system becomes increasingly important. Uncontrolled access can reduce the traffic-carrying capacity of highways and cause traffic hazards. Uncontrolled access increases the costs of acquiring rights-of-way to increase the capacity of highways. Uniform policies on the granting of access permits along county highways, based on functional classification, can protect the public investment in the highways, maintaining their safety and capacity while improving the environment for abutting land uses.

What role should the county play in the future provision of airport facilities, both for commercial and general aviation? The answers will lie largely outside this report. The Airport Master Plan will outline the basic improvements that are necessary in the Rochester-Monroe County Airport. A regional general aviation study will make recommendations for expanding small private aircraft facilities in Monroe County.

What will the county role be on the future of rail and water transportation of goods and possibly passengers? Trends in recent years have been to reduce the use of both modes of transportation. Railroad lines have been abandoned, and the Port of Rochester has reduced its operations. The county, which can exercise some influence over the future service of these two modes, must have policy guidelines to aid in making the right decision.

TRANSPORTATION GOALS AND OBJECTIVES

GOAL: Support and develop a transportation system which is energy efficient and maintains air quality, meets the needs of Monroe County residents to travel by a variety of transportation modes, and complements and reinforces the land use objectives of the Comprehensive Development Plan.

Objective: Concentrate investments in major transportation facilities in existing development areas and those areas proposed for growth in the land use element of the Comprehensive Development Plan. This means that the more significant investments in highway improvements will be located in areas that are developed or proposed for growth in the Comprehensive Development Plan. The objective is not meant to preclude any investment in the rural highway system in the county.

Objective: Give consideration in highway design to the needs for accommodating alternative modes of transportation to the automobile, including mass transportation, bicycling, and walking.

Objective: Encourage an increase in the use of mass transit as a mode of transportation by providing for a more permanent and reliable source of funding for mass transit and by encouraging a compact pattern of development in conformance with the land use element. Provide sufficient local matching funds to make optimum use of the federal operating funds available for transit. This means that control is exercised over the amount of the local matching funds to reflect both the ability of the local area to finance this expenditure and the level of transit service that is desired on the local level.

Objective: Provide for the construction of pedestrian and bicycle

ways where they will improve safety and meet the travel needs of Monroe County residents in a cost effective manner.

Objective: Design and build highway improvements that reduce vehicular congestion in a cost-effective manner.

GOAL: Design highway improvements that maintain highway capacity and safety.

Objective: Review and adopt minimum standards for assuring that highway improvements will be designed to maintain highway capacity and safety.

GOAL: Design highway improvements that consider the needs and desires of the neighborhoods and communities through which they pass.

Objective: Establish a process, working through local officials, for insuring citizen involvement early in the planning and design of highway improvements.

GOAL: Give major emphasis to expenditures designed to maintain the current transportation system.

Objective: Plan and implement efficiency improvements to existing transportation facilities in order to adapt them to carrying a greater number of travelers without undertaking major capital improvements.

Objective: Prior to constructing new highways or undertaking major highway improvement projects, determine whether the needs may be adequately met by less costly measures, such as improving the maintenance of existing highways or adding to their capacity or safety features.

GOAL: Protect present and future investments in the county highway system through the rational control of access to highways.

Objective: Grant highway access permits in a manner which achieves an appropriate balance between the demand for access to the highway and the need for maintaining the safety and traffic-carrying capacity of the highway.

Objective: Encourage other levels of government, particularly New York State, to adopt a similar objective for the control of access to highways under their jurisdiction.

GOAL: Begin to work toward the adjustment of jurisdictional responsibilities for highways within Monroe County.

Objective: Work toward the assignment of highway jurisdictional responsibilities which are more logically related to the functional class of highways than the present system.

Objective: Work toward the achievement of jurisdictional arrangements which are equitable and take into account the financial ability of municipalities to maintain or improve the highways under their jurisdiction.

GOAL: Establish policies that define the role of the county in rail, water, and air transportation.

Objective: Adopt a master plan for the Rochester-Monroe County Airport which provides adequate airport facilities to meet future needs and which is consistent with community and neighborhood development objectives.

Objective: Work with other levels of government to meet the needs of general aviation aircraft in the county.

Objective: Participate in the decision-making process regarding the future use of the Barge Canal and the Port of Rochester, and maintain future options on the continued use of these

facilities for the movement of goods and, potentially, passengers.

- Objective: Evaluate changes in the rail passenger and freight system in the metropolitan area, in an attempt to retain essential service and to keep options open for the possible reintroduction of service to abandoned lines.

TRANSPORTATION POLICIES

To meet the above goals and objectives, Monroe County government, including the County Legislature and county departments, agencies, and authorities, should be guided by the following policies in actions which affect the transportation system:

Highway Design and Improvement Policies

- The County Legislature should adopt a future functional classification of highways that is consistent with the land use recommendations of the County Comprehensive Plan.

(Comment: A functional classification system that is based on the land use pattern in the *Proposed Monroe County Comprehensive Plan (1975)* has been prepared and is available from the Department of Planning upon request. This classification system is also based upon the adopted *1980 Functional Classification* prepared by the Genesee Transportation Council, with modifications that anticipate future development in the county and an expansion of the urbanized area. The map will be reevaluated once the land use element of the revised Comprehensive Development Plan is prepared.)

- The Department of Public Works should use the adopted future functional classification system as a tool for developing the county's highway capital improvement program. The Department of Planning should use the future functional classification in the review of the highway capital improvement program.

- The future functional classification system should also serve as the basis for developing an official map as described in Sections 239g through 239k of the New York State General Municipal Law.
- The future functional classification system should be a basis for studying changes in jurisdictional responsibilities for highways in Monroe County.
- The Department of Public Works should develop, with the cooperation of the affected governments, a proposed program for adjusting jurisdictional responsibility for highways in Monroe County.

The following policies should be used by the County Legislature and appropriate county departments in developing and reviewing plans for expressway improvements:

- Expressway construction should occur principally in areas proposed for urban densities in the land use element of the Comprehensive Development Plan.
- In rural areas, interchanges should be limited to arterial highways that connect with growth centers in outlying areas of the county.
- In determining the location and design of expressway sections, every effort should be made to avoid wetlands, woodlots, unusual geological features such as drumlins, and other sensitive or unique features. Natural drainage courses and patterns should be preserved as much as practicable.
- Expressway rights-of-way should make provision for other modes of transportation, particularly mass transit. Where feasible and safe, express lanes for transit, separate pathways for bikeways and pedestrian crossings should be planned as part of the expressway construction.

The following policies should be used by the County Legislature and appropriate county departments in developing and reviewing plans for arterial improvements:

- In areas proposed for development in the land use element of the Comprehensive Development Plan, and in existing developed areas, arterial

improvements should be of the following types: Widening and the addition of travel lanes where serious capacity deficiencies exist or are anticipated and the provision of turn lanes at intersections and entrances to major development to allow for the free flow of through-traffic. Where necessary, paved shoulders should be provided for emergency purposes, and, where appropriate, they should be marked as bikeways.

- Where principal arterials, or very heavily traveled minor arterials, intersect and severe traffic congestion results, consideration should be given to providing grade separation of the highways to improve the flow of traffic.
- Where minor arterials pass through established residential areas, the design of improvements should attempt to minimize the adverse impacts of noise, air, and visual pollution through the provision of proper landscaping and, where appropriate, such barriers as fencing and berms.
- The design of highway improvements should provide for the needs of bicyclists, particularly in developed areas and along routes proposed in the County Bikeway System Plan (which is under preparation). Improvements should include the construction of bike lanes, paths, and additional pavement width within the highway right-of-way when such improvements are found to be cost-effective. In addition, the county should continue its policy of replacing sidewalks that are disturbed by county highway improvements. The county should encourage local communities to construct sidewalks where appropriate and should provide space within the rights-of-way of county highways for the construction of sidewalks at the expense of the local community.
- Arterial highways in developed areas should be the primary routes for mass transit service. On those arterial highways used for transit, consideration should be given to providing exclusive bus lanes in congested areas and areas of high employment or commercial concentrations. Consideration should also be given to bus priority signalization or preemption at intersections in developed areas.

The following policies should be used by the County Legislature and appropriate county departments in developing and reviewing plans for collector improvements:

- In areas proposed for development in the land use element of the Comprehensive Development Plan, improvements to collector highways should be of the following types: (1) the provision of additional travel lanes where serious capacity deficiencies exist; (2) the provision of additional travel lanes at intersections and entrances to major development to allow the free flow of through-traffic; (3) the construction of paved shoulders to be used for emergency purposes and, where appropriate, to be marked as bikeways and (4) the provision of space for sidewalks in conjunction with road improvements where local municipalities request such space for sidewalk construction at the expense of the local municipality.

(Comments: The determination of serious capacity deficiency should be based on an analysis of the present and anticipated traffic along a section of highway. The analysis should be based on the functional classification and the present condition of the highway, the adjacent land uses, and the potential for future development. The Highway Sufficiency Study will provide useful data for determining capacity deficiencies. Also to be considered are local community desires regarding the possible upgrading of a highway and the level of congestion that is felt to be tolerable by highway users in the general area. The width of the shoulder should be determined by the volumes of traffic anticipated along the highway, the expected use of the shoulder, the proximity of residences or other uses to the road edge, and overall safety considerations.)

The following policies should guide the Department of Public Works in the preparation of the capital improvement program for highways:

- Projects in the highway capital improvement program should have sufficient justification through an analysis of alternatives to the projects, including the no-build alternative. Improvements should result in the greatest benefit for the dollar invested.
- The Highway Sufficiency Study should provide one of the bases for establishing priorities for the highway capital improvement program.

These standards should be applied in the granting of access permits to county highways and in the review of development proposals submitted to the county pursuant to state law or the county charter.

In developing such standards, the following policy guidelines should be followed:

- On all arterial highways, the priority should be given to the movement of through-traffic rather than to access to abutting land. Access points should be combined through the provision of parallel access roads, reverse frontage, and combined entrances in urban areas, particularly for uses generating heavy traffic. Individual access points for single uses should be kept to a minimum, and many such existing access points should eventually be phased out. In less developed areas, access points should be spaced at intervals of a minimum of 200 to 300 feet. Where necessary, parallel access roads should be provided to achieve this spacing.
- Access points for land abutting arterial highways should be spaced so as not to interrupt the free flow of traffic except at controlled intersections. Access roads should be designed to create relatively uniform spacing and to align with access roads on the opposite side of the highway to allow for signalization or other controls of the traffic entering and leaving the highway.
- Access along the urban collectors shown on the future functional classification map should be controlled so as to minimize individual access points for single uses and so as to eventually phase out many such existing access points. Urban collectors should have access points for individual uses combined through the use of parallel frontage roads, combined access drives, or reverse frontage. For major traffic generators, access roads should be aligned with similar access roads across the highway to allow the signalization or other traffic controls.
- Major rural collectors should have combined access when spacing of at least 200 feet between access drives is not possible. Minor rural collectors should be encouraged to provide shared access facilities in those instances where relatively high volumes of traffic are projected.
- Monroe County should encourage other jurisdictions, where they have

- Major investments to improve a highway to handle future traffic levels should occur only in an existing development area or an area designated for development in the land use element of the Comprehensive Development Plan.
- Investments in highways located in areas designated for low-density development in the land use element of the Comprehensive Development Plan should be aimed at improving road conditions and safety, but not highway capacity.
- Elements to be considered in the design of highway improvements should include potential adverse impacts on neighborhood identity and character, increased noise and air pollution, the creation of physical barriers, and increased traffic speeds and volumes. These considerations, however, should be subject to the overall constraint of maintaining highway safety, particularly with regard to the design of pavement widths and shoulders.
- Monroe County should continue to invest in the improvement and reconstruction of streets and other transportation facilities within the City of Rochester where these facilities serve a countywide transportation function.

(Comment: The extent to which the county should participate in city street reconstruction can be linked to the functional classification of roads. County policy should be to participate in the reconstruction of streets classified as arterial highways in the future functional classification map. Possible jurisdictional realignments based on functional classification may result in arterials in the city becoming county highways. If a jurisdictional realignment plan is prepared, consideration should be given to designating city arterials as county highways.)

- Citizen input should be solicited early in the planning and design of highway improvements so that people living near the improvements are aware of and can comment on them.

Highway Access Policies

The Department of Public Works should work with the Department of Planning to establish standards for controlling access to present and future county highways.

of the transit dependent but also attracting as many other riders as possible.

(Comment: The type of transit service provided to any particular area of the county will vary according to transit demand, service costs, and the ability of the system to meet demand. Low-density areas could be provided with park and ride services; higher-density areas could support expanded fixed route service and possibly demand-responsive service. The overall intent is to create a system which will effectively serve those persons who must rely on transit for everyday travel and to attract through incentives riders from other modes of transportation.)

- Where appropriate, Monroe County should support the use of new technologies and innovative systems which could improve the overall level of transit service in the metropolitan area.

(Comment: Past studies of transit for the future have mentioned the beneficial effects of light rail transit systems supplemented by conventional bus transit. A land use plan should encourage more compact development which could lend itself to such a system.)

- Monroe County should support efforts to enhance transit service in the metropolitan area through incentives that are financially feasible.
- Monroe County should support the expansion of service in the development corridors in the land use element of the Comprehensive Development Plan and to areas where there is a special demand for transit, such as the Rochester-Monroe County Airport.

Other Transportation Policies

(Note: Some of the policies below relate to the operation and expansion of the Rochester Monroe County Airport. It is recognized that an Airport Master Plan is currently being prepared and will be submitted to the legislature for review and adoption. These policies are therefore recommended in a tentative manner, and will be revised if necessary upon adoption of the Airport Master Plan by the legislature.)

- Monroe County should continue to operate and improve the facilities at the

responsibilities for access permits to arterial and collector highways identified in the future functional classification, to apply similar standards for controlling the proliferation of individual access points.

(Comment: This policy becomes particularly important to the county when jurisdictional responsibilities are realigned. For instance, a collector highway may presently be under the jurisdiction of the state or a town, which thus controls the degree of access provided to abutting land uses. However, should jurisdictional responsibilities shift to the county, the burden of individual access point proliferation would then fall upon the county. Lack of access control can lead to deterioration of the traffic-carrying capacity of a roadway, resulting in the need for major investments in capacity upgrading. It is much less expensive to control access as a part of the development review process than to improve access after inadequately controlled development has occurred.)

Transit Policies

- Monroe County should work with other governments and the Rochester-Genesee Regional Transportation Authority to provide a public transportation system that meets the transit needs of the county population, now and in the future.
- Monroe County, through the Genesee Transportation Council, should participate in the decision-making process regarding the level of transit service that is desirable in the metropolitan area, and should participate in the funding of the transit system in relation to the service provided and the financial capabilities of the county.
- In conjunction with other governments, Monroe County should investigate and adopt a suitable mechanism for financing the operating deficit of the bus system and for providing for appropriate maintenance, replacement, and upgrading of the system.
- Monroe County should support the creation and growth of a transit system which provides a variety of transit service aimed at not only meeting the needs

Rochester-Monroe County Airport to meet present and future demands for airport use. Expansion of the airport should take into account community desires for safety and a reduction in noise and air pollution from airport operations.

(Comment: The Airport Master Plan is making specific recommendations concerning the need for expansion of the airport, as well as the need to control land use development in the vicinity of the airport. It should be the intent of the county to continue the operation of the airport at the present site, making necessary modifications to accommodate increased use of the airport. Expansion of the airport, however, should take into account community desires for safety and a reduction in the noise and air pollution from airport operations.)

- The Department of Planning, upon review of the recommendations to be developed in the Airport Master Plan, should recommend policies for land development in the vicinity of the airport for adoption by the Monroe County Legislature.

(Comment: The County Charter gives the Director of Planning review and approval authority concerning land use development in the vicinity of the airport. This authority has been granted to assure that land development in the vicinity of the airport will not adversely affect the safety of airport operations.)

- Monroe County should participate in studies and plans to identify the demand for additional airfield space for general aviation aircraft and should take appropriate actions in response to these studies and plans.

(Comment: The Genesee/Finger Lakes Regional Planning Council is currently studying the general aviation situation in the region. It is anticipated that recommendations concerning the future demand for additional general aviation facilities will be forthcoming from this study. The county should be prepared to receive the recommendations of the study and take appropriate action.)

- Monroe County should support the continuation and expansion of rail passenger service, as provided by the Amtrack Corporation, to the Rochester metropolitan area.

(Comment: As energy resources become scarce, rail service will become an important carrier of passenger traffic. Present service to Rochester is acceptable, but increased service will likely be warranted as growth occurs in the metropolitan area.)

- Monroe county should encourage the continuation of rail freight service to the metropolitan area as provided by ConRail and other railroad operations.

(Comment: Rail freight service is a critical factor in maintaining the area's economy. Local industries have located around rail lines and depend on rail shipments for distribution of raw materials and manufactured goods. The county should support any efforts to improve the rail freight service to the Rochester area.)

- It should be the policy of Monroe County to maintain abandoned railroad lines in public ownership when these lines have a potential for recreational use, possible future railroad use, or other right-of-way uses.

(Comment: As rail lines are abandoned, the county should consider purchasing these lines to retain the option of future rail service. Interim uses such as recreational uses and linear trails will provide a public use that preserves the option of conversion back to railroad use should it be warranted in the future.)

- Monroe County should support efforts to retain the use of the New York State Barge Canal and the Port of Rochester for shipping water-borne freight. Monroe County should support efforts to expand the recreational use of the Barge Canal. Monroe County should support efforts to make recreational use of the Port of Authority lands only where it is clearly demonstrated that such will not foreclose on future opportunities to expand the use of the port for water-borne transportation.

(Comment: Both of these water shipment facilities have experienced declining use in recent years. Alternative uses have been proposed for both facilities, most notably for recreation. While recreational use will not significantly interfere with a potential increase in the use of the barge canal for shipping, it could interfere with a potential increase in the use of the port for shipping. If port lands should go into recreational uses, the uses should not involve heavy capital investments and public ownership of the land should be retained, such that the port could be readily developed for increased shipping if the demand for it should arise.)

- A countywide bikeway system should be created by designating lanes for bicycles on certain existing roads, by widening certain roads to provide bicycle lanes, and by building separate rights-of way for bicycles.

(Comment: The Department of Planning is currently preparing a Bikeway Systems Plan for submission to and adoption by the Monroe County Legislature as part of the Comprehensive Development Plan. The City of Rochester is also preparing a similar plan. Any effort to improve facilities for bicycles involves the cooperation of many levels of government. The system plan will identify potential bicycle routes, recommend standards for improving bicycle facilities, and suggest responsibilities and programs for implementing the bikeway system.)

IMPLEMENTATION ACTIONS

The following specific actions, identified by the agency or body responsible for implementing the action, are set forth as a means for implementing the policies in this transportation element. The actions may be modified or expanded as changes in policy directions occur. They are outlined here to give a general indication of the kinds of responsibilities that may be expected to result from the adoption of the transportation element.

A. County Legislature Actions

1. Adopt a transportation element as part of the Comprehensive Development Plan to give policy direction to the actions of county departments, agencies, and authorities that deal with transportation issues and to provide a metropolitan framework for municipal actions.
2. Adopt a future functional classification system of highways which is based upon the 1980 Genesee Transportation Council Functional Classification, but which has been modified to reflect the land use recommendations of the Comprehensive Development Plan.
3. Direct the Department of Public Works to use the *Future Functional Classification System* and the Highway Sufficiency Study as a basis for preparing the highway capital improvement program of the county and for developing an official highway map of the county.
4. Initiate a process involving local governments and state agencies to study the feasibility of jurisdictional realignment of highways based upon the present and proposed functional classification system of highways.
5. Do not authorize capital improvement projects which do not conform with the policies adopted as part of the Comprehensive Development Plan.
6. Work with other governments and the Rochester-Genesee Regional Transportation Authority to devise a system to finance mass transit operations in the metropolitan area, with the aim of providing the best possible transit system at the most acceptable level of cost.

7. Cooperate in the decision-making process concerning the future use of the Port of Rochester, the New York State Barge Canal, and rail passenger and freight facilities.
8. Adopt an airport master plan, a county bikeway system plan, and a county official map which are consistent with the Comprehensive Development Plan.
9. Continue participation in regional decision-making on transportation through active work with the Genesee Transportation Council (GTC), and use the GTC for areawide transportation decision-making.
10. Encourage other levels of government to use the policy direction provided in the transportation element of the Comprehensive Development Plan in their decision-making.

B. County Agency Actions

1. Department of Public Works: Use this transportation element in preparing capital improvement programs for highways, the airport, and other capital facilities in Monroe County.
2. Department of Public Works: Work with local governments and New York State to review jurisdictional responsibilities for highways and develop a realignment plan based on present and future functional classification.
3. Department of Planning, Department of Public Works: Work together to develop and implement standards for controlling access along county highways and apply the standards in reviewing and approving access permits.
4. Department of Planning: Prepare and submit to the county legislature a bikeway system plan for the county.
5. Department of Public Works: review and update design standards for

highway improvements as technologies, travel patterns, and general conditions change.

6. Department of Planning and county development review agencies: apply the policies in this element in reviewing development proposals.

C. Municipal Actions

1. Take into consideration the policies in this element prior to undertaking actions which relate to the transportation system.
2. In the review of development proposals, use this element and standards subsequently prepared by the county in considering the impacts of proposed development on transportation.