

# **Mount Morris - State Route 408 Land Use and Access Management Plan**

## **Town of Mount Morris Livingston County**

Prepared For:

Town of Mount Morris  
Genesee Transportation Council

February 2002



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Prepared For:

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# 1 INTRODUCTION

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## 1.1 Report Purpose

Mount Morris - Genesee Road (NYS Route 408) is the primary transportation corridor serving the Town of Mount Morris. With direct and convenient access to I-390 and points beyond, this corridor is largely undeveloped. Most of the land along this corridor is used for agribusiness or is under agricultural protection. The installation of new water and sewer lines along the corridor is expected to increase development pressures. At present, two large parcels along the corridor are for sale.

The Town of Mount Morris recognizes that planned orderly land development that is coordinated with road improvements would result in less traffic congestion, safer operation and a more efficient use of limited infrastructure resources.

The Town of Mount Morris has developed a Land Use and Access Management Plan (LUAMP) to facilitate the planned economic development of the town along Route 408 while preserving and enhancing the efficient and safe movement of traffic. Existing businesses, landowners and the traveling public has been involved in the development of the plan to assure a realistic and achievable set of recommended actions. Directing new development into efficient access configurations will be the focus in undeveloped parcels. Pedestrian and bicycle accommodations and aesthetic enhancements will also be considered.

This plan contains recommendations for appropriate modifications to existing land use plans along the corridor. These recommendations include: land use density and type adjustments; frontage requirements; set back requirements; shared and joint access requirements; driveway spacing standards; corner clearance standards; improved site circulation; and subdivision regulations that support the development of local roads.

The plan also contains recommended transportation improvements such as the creation of a system of interconnected access roads and an extension of the Genesee Valley Greenway Trail. Funding sources for these recommended improvements have been identified. A conceptual development plan for the

area, delineating recommendations for improved access to existing and future businesses has been developed and is included in this report.

## **1.2 Description of Study Area Boundaries**

The Mount Morris - Geneseo Road (NYS Route 408) study area is located between the Village of Mount Morris eastern boundary near the Genesee & Wyoming Railroad and I-390 in the Town of Mount Morris, Livingston County (See Appendix A.) The study area is approximately 1.2 miles long by 800 feet on each side of Route 408, with the Genesee & Wyoming Railroad line defining the northern border and the old millrace defining the southern border.

## 2 STUDY PROCESS

### 2.1 Community Involvement

To assist with the preparation of this study, a Steering Committee consisting of representatives from the Town of Mount Morris, the Genesee Transportation Council, Livingston County, and New York State Department of Transportation was established. The committee was responsible for identifying a vision, goals and objectives for the corridor, and reviewing the study products.

A public information meeting was held after the draft report was prepared. Comments from the public were considered during the preparation of the final report.

### 2.2 Existing Plans or Studies

Route 408 is a state highway that runs north-south through Livingston County from the Hamlet of Dalton to the Hamlet of Hampton Corners. In the study area Route 408 is functionally classified as a rural minor arterial, which means mobility, or the movement of people and goods, is its primary purpose. However, it also provides access to commercial and residential development.

The Town and Village of Mount Morris' comprehensive plan<sup>1</sup> identifies the following objectives relevant to this Study Area:

1. Discourage any further "strip" development along arterial highways.
2. Encourage the growth of planned suburban-type residential development in the Village

<sup>1</sup> Reference: Village and Town of Mount Morris Comprehensive Plan, 1997



- and areas of the Town adjacent to the Village and in locations in which public water and sewer service are most feasible.
3. Concentrate business development in areas of the Town adjacent to the Village in which public water and sewer are most feasible.
  4. Restrict industrial development to the Village's industrial park or to other locations currently zoned for industrial use in order to minimize adverse impacts on residentially zoned property and to make best use of the existing transportation system.

To meet the first objective the Town has adopted zoning code provisions that stipulate developers will provide cross-access easements to allow for internal roadways and shared access with adjoining parcels. The zoning code further includes provisions for restricting access directly to the road for parcels along the north side of Route 408. These parcels must access the road by one of three locations - two existing field driveways for farm equipment access and a proposed location midway between those driveways (See the Land Use Map in Appendix A.).

To meet the second and third objectives the Town has zoned all of the lands within the Study Area as B-I, Business-Industrial (See the Zoning Map in Appendix A). To further meet the third objective and to also meet the fourth objective the Town has included provisions in the Gateway Overlay District to restrict the permitted uses to: agricultural and open space, agricultural related businesses, low-intensity office, retail sales, restaurants and food sales, retail food, general commercial, and light industrial.

The installation of new water and sewer lines and the new Genesee and Wyoming railroad will have an effect on the time frame for development. The land to the north of Route 408 is some of the most fertile land in the county and will primarily be used for planting crops. The Town believes that any development that occurs on the north side of Route 408 will most likely be centered on the planned access points to Route 408. The Town also believes that development along the south side of Route 408 will continue the current trend of strip development unless changes are made. The Town would prefer to concentrate new development at nodes opposite the planned access points to parcels on the north side of Route 408. The Town would also prefer to require development occurring between these points to access Route 408 from existing driveways or from new driveways with large

distances between driveways. Further discussion of specific potential development is included in Section 3.5

### **2.3 Route 408 Corridor Vision**

To have a gateway into the Town and Village of Mount Morris that accommodates economic development opportunities in a manner that is safe and attractive for motorists traveling through the area. The community recognizes that new development in this area should not occur at the expense of existing operations in the Town or Village.

### **2.4 Study Purpose**

The purpose of this study is to identify, for the Town of Mount Morris action items that they or others (NYSDOT, Livingston County, property owners, etc.) can perform to achieve the Route 408 Corridor vision. The action items could be in the form of recommendations for roadway improvements, site access modifications, site development regulations, zoning code changes, site plan review procedures, and other town policies, standards, or procedures.

### **2.5 Study Objectives**

The following objectives are desired from the formulation of the Mount Morris - Route 408 LUAMP:

- A. Control access without limiting potential for development
- B. Discourage strip roadside development;
- C. Encourage interior lot development;
- D. Reduce the potential for accidents; and
- E. Support or modify, if necessary, current development protection zoning code requirements.



### **3 INVENTORY OF DATA, FEATURES, AND ACCESS CONTROL**

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#### **3.1 General**

The Route 408 Study Area is best described as rural transitional. The majority of land remains in farmland and open space while some higher intensity uses have been carved out with frontage directly on Route 408. The study area transitions from the urban village setting of Mount Morris to a rural landscape.

#### **3.2 Highway Features**

##### **3.2.1 Road Profile**

Route 408 is a rural minor arterial that, within the study area, consists of two 12-foot travel lanes with 8-foot shoulders in both directions from the Village of Mount Morris eastern boundary line to I-390. The right-of-way width is generally 66-feet wide. There are no curbs and an open drainage system is provided throughout the study area. On-street parking is not permitted in the study area. The posted speed limit decreases from 55 mph in the west to 40 mph at the eastern terminus. Side streets do not exist within the study area.

There are no sidewalks, therefore pedestrians and bicyclists utilize the 8-foot shoulders. Multi-use trails for pedestrians and bicyclists do not exist in the study area.

##### **3.2.2 Traffic**

The New York State Department of Transportation<sup>2</sup> estimates that 8,410 vehicles travel Route 408 daily, with a weekday peak design hour volume of 510 vehicles, 7 percent of the vehicles on Route 408 are trucks, and the volume-to-capacity ratio is 0.4. Traffic control features are not located within the study area. A railroad crossing signal and a three-colored traffic signal at the intersection of Route 408 and the I-390 ramp are located respectively outside the western and eastern ends of the study area.

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<sup>2</sup> Source: "Highway Sufficiency Manual", New York State Department of Transportation, 2000

Traffic circulation for Route 408 is not currently provided and specific access roads do not exist. Table 3-1 identifies the driveway spacing and access control for each driveway in the study area.

Table 3-1  
Driveway Locations and Property Access Control

Access Control	Left Parcel Id	Left Driveway Spacing	Right Driveway Spacing	Right Parcel Id	Access Control
None	28	--	--	1	None
None	29	148 ft	63 ft	2	None
None	31	1049 ft <sup>(1)</sup>	158 ft	3	None
None	31	148 ft <sup>(1)</sup>	128 ft	4	None
None	31	68 ft	244 ft	5	None
None	31	56 ft	1015 ft	6	None
			319 ft	8	None
			90 ft	10	None
			319 ft	13	None
			78 ft	15	None
			1456 ft	18	None

(1) Driveway is continuously open between these access points

### 3.3 Land Use Features

#### 3.3.1 General

The Route 408 Study Area is best described as rural in character. The north side of the road is primarily farmland with the exception of a linear railroad spur corridor constructed between 1999 and 2000 for the American Rock Salt mine and a mini-mart complex at the eastern terminus of the study area. The south side of the road consists of scattered commercial uses surrounded by farmland and open space. A large farm homestead is present at the eastern boundary of the study area.

### 3.3.2 Regulations

The Route 408 Study Area is zoned Business Industrial (B-I), coinciding with the land use plan outlined in the Comprehensive Plan completed in 1997. To date, the corridor has not developed according to the desired land use category partially due to a setback ordinance for the north side of Route 408 as well as landowner disinterest.

### 3.3.3 Building Setbacks

Table 3-2 identifies the parcels with setbacks that meet the 100-foot setback requirement in the Gateway Overlay District zoning provisions.

Table 3-2  
Building Setbacks

Left Parcel Id	Left Parcel Offset ≥ 100 ft	Right Parcel Offset ≥ 100 ft	Right Parcel Id
28	No	Yes	1
29	No	No	2
30	No	Yes	5
		Yes	6
		No	10
		No	13
		No	15
		Yes	18

### 3.3.4 Developable Land

The term developable land is somewhat subjective depending on the community's desired scale and appearance of the Route 408 Study Area. The majority of land along Route 408 can be developed with higher intensity uses although the current rural character provides an

attractive gateway into the Village of Mount Morris. Environmental considerations are described in Section 3.4.

### 3.3.5 Water and Sewer Availability/Capacity

Within the study area, a 12" water main is located along the north side of Route 408 and a gravity and force main sanitary sewer is located along the south side of Route 408 (See Appendix A for limits). Service connection to the water main is currently permitted. The Town is in the process of defining the districts needed to permit service connections to the sanitary sewer.

## 3.4 Environmental Features

### 3.4.1 General

The environmental features adjacent to Route 408 will have an effect on the development possibilities, density, and type, as well as the vision for Route 408 Corridor. In general, environmental features often present certain restrictions or considerations related to current and future use of land. Whether the features prohibit certain types of development all together or require specific development and construction practices to be adhered to, environmental considerations are an important consideration in an access management study. Their importance to the Route 408 corridor is expected to be no different.

### 3.4.2 Active Agricultural Lands

The Route 408 Study Area is primarily active and viable farmland. Except for the commercially developed parcels on the south side of Route 408, the entire study area lies within Livingston County Agricultural District No. 4 (See Appendix A). The Agricultural District protects farmland owners' right to farm the land and often limits the development of non-agricultural uses.

### 3.4.3 Floodplains

The entire Route 408 Study Area is located within a 100-year floodplain. Federal regulations require that flood insurance is maintained on all properties within the area and new construction is elevated above the base flood elevation. Additional restrictions and design elements may be required to minimize flood damage.

### 3.4.4 Water Bodies

The Genesee River is located to the north of the study area as can be seen on the map located in Appendix A. Note that a former sinuation of the river exists near the study area boundary that, during times of high flow, may contain surface water. It is also important to consider the location of the Mount Morris Dam less than two miles upstream from the study area.

### 3.4.5 Wetlands

There are no state regulated wetlands in the Route 408 Study Area.

### 3.4.6 Topography and Soils

The Study Area is primarily flat with most areas having slopes between 0 and 5 percent.

## 3.5 Plans for Development, Re-Development, and Roadway Improvements

### 3.5.1 Development Plans

The Town of Mount Morris is not aware of any development or re-development plans in or near the study area.

### 3.5.2 Roadway Improvement Plans

The New York State Department of Transportation is in the process of designing roadway improvements to Routes 46 and 408. Except for a small segment of Route 408 north of the Village, the limits of these

improvements lie within the Village of Mount Morris. The improvements include widening Routes 46 and 408 to add auxiliary lanes at their intersection. It also includes sufficient widening to accommodate bicyclists, additional sidewalks to provide a complete system, an off-street parking lot near the central business district on the northeast corner of Trumball and Main Streets, and a "Ride Share" lot at the southwest corner of Lackawana and Mill Streets.

### **3.6 Existing Access Management Regulations**

#### **3.6.1 Existing Document Review**

The following documents were reviewed to identify existing zoning ordinances, subdivision regulations, site plan review procedures, and other documents that pertain to access management:

- Zoning Ordinance;
- Comprehensive Plan;
- Subdivision Regulations.

#### **3.6.2 Existing Regulations**

The following access management provisions were identified:

- a) The zoning ordinance includes minimum lot size, width, space between buildings, and density requirements for all zoning classifications, which would have a direct effect on the spacing of driveways.
- b) The Gateway Overlay District zoning provisions were developed to preserve the agricultural value of the farmland, ensure traffic safety, control access, maintain the visual character of the Genesee Valley, and minimize significant negative impacts of future traffic congestion along Route 408, east of the Village. The following provisions are included:

1. All future residential construction shall be discouraged.

2. No structure or vehicle use will be permitted within a one hundred foot buffer zone, on the northern side of route 408, as measured from the nearest edge of the NYSDOT right-of-way.
  3. Driveways (road cuts) on the southern side of Route 408 will be limited to not less than two hundred foot separation, as measured between the two nearest adjacent edges, with owners sharing access to the highway.
  4. Road cuts on the northern side of Route 408 will be limited to two existing and one additional midway between the existing with the possibility of additional right turn access to this area.
  5. On the north side of Route 408, developers must understand that internal access must be provided to adjacent and future developers of adjoining properties. This access shall conform to Town standards for type "B" roadway, and at some future date be turned over to the Town as a permanent roadway.
  6. Development within the Gateway Overlay District restricts the permitted uses to: agricultural and open space, agricultural related businesses, low-intensity office, retail sales, restaurants and food sales, retail food, general commercial, and light industrial.
- c) Other than the above requirements, specific access management guidelines or requirements are not included in any of the documents reviewed. In addition to meeting the requirements summarized above, all future development must satisfy all applicable NYSDOT standards for Route 408.

## 4 EXISTING PROBLEM IDENTIFICATION

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### 4.1 Key Issues

During the first steering committee meeting the following key issues were identified:

#### A. Weaknesses

1. People drive in excess of the 55 mph speed limit in the study area and do not slow down as they enter the Village, which has a 30 mph speed limit.
2. Congestion (typically closer to the Village) occurs from 7 to 8 am, 3:30 to 5:30 pm, and during special events.
3. A lot of truck traffic (especially trucks delivering salt). Seems like truck traffic has increased. Seems like truck traffic is greater than 4%.
4. Lack of a convenient alternate route into the Village (+/-15 miles to nearest exit on I-390).
5. Ineffective signing for Letchworth Park, especially for special events. Some travelers could exit I-390 north of Route 408 and get to the special event in about the same or less time.
6. Not enough convenient parking in the Village. Motorists looking for parking in the Village contribute to congestion.
7. A wider shoulder is needed to accommodate farm machinery.
8. There was a fatality at the intersection with I-390 ramp.
9. Poor sight distance for driveways to the Mobil service station.
10. Accommodations for bikes need to be improved.
11. Appearance of development on the south side is not good. Development "standard" has been "cast" for the south side.
12. The setback on the south side of Route 408 is not sufficient.

High speeds, a high percentage of trucks, and a lack of a convenient alternate route into the Village, and ineffective signing for Letchworth Park are more global issues than can be addressed by this study. These issues will have to be addressed separately in the future.



Parking and congestion in the Village will be addressed as part of the NYSDOT project to improve Route 408 and 46 within the Village limits.

#### B. Strengths

1. The corridor is a beautiful entrance to the area.
2. The existing infrastructure works well.
3. The Town has an ordinance with provisions to direct access to planned locations.
4. The volume of traffic is a plus for business.
5. The traffic signal at the I-390 ramp tends to slow down traffic coming from the east.
6. Undeveloped land allows the Town to plan for the future.

#### C. Opportunities

1. The Town can plan for the future.
2. The Town can possibly provide the following:
  - a. greater setbacks;
  - b. green space preservation;
  - c. better pedestrian accommodations;
  - d. recreational access to the river;
  - e. better surface water quality; and
  - f. an amount of development that the Town is comfortable with.

#### D. Threats

1. Development on Route 408 could draw business away from the Village central business district.
2. Development on Route 408 could make the existing industrial development site in the Village less desirable.

### 4.2 Access Management Needs

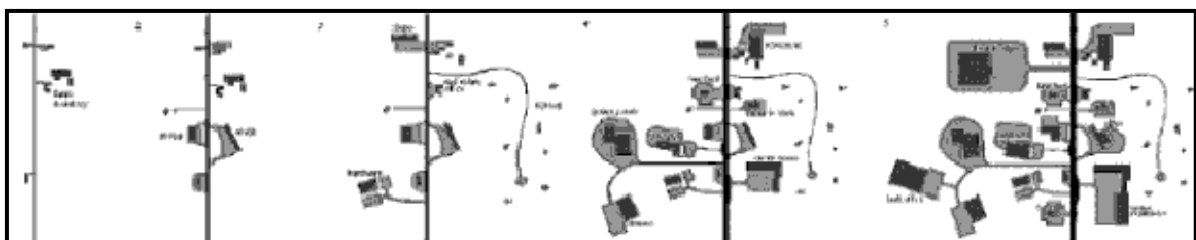
Transportation infrastructure and safe and efficient traffic operations are fundamental to local and regional economic development. Maintaining safe and efficient traffic operations, however, requires a careful balancing

between the need to accommodate through traffic and the need to provide high quality access to properties abutting the roadway.

The New York State Department of Transportation has adopted an "Arterial Access Management Initiative" to meet the demands of providing a transportation system that balances the needs of people who want to get from point A to point B more quickly, such as commuters, with people who want to enter and exit driveways safely, like shoppers or residents. This initiative requires collaboration between the Department and local governments. It also unites transportation and land-use management strategies in order to preserve and enhance mobility while promoting the desired development along roadways.

A key component of this initiative is the use of access management techniques. Access management techniques coordinate the development of lands and their access points. This technique can reduce the need for future costly highway improvements required to address safety and capacity issues.

Land developments (large or small) occurring over time, have a cumulative effect on the safety and capacity of the roadway. The development of one parcel at a time may not have a significant effect. However, as the number of developments increase the cumulative effect is greater than anticipated for each separate development. Therefore, a comprehensive plan of land use and access management will provide the greatest benefit from state, local, and private investment in infrastructure and land development. The plan will provide the land developer and the community with a strategy for meeting their objectives.



Cumulative Effect of Development

### **4.3 Existing Transportation Problems**

The existing volume-to-capacity ratio of 0.4 is well below the threshold that would indicate a capacity problem. The accident summary did not identify a trend or problem that needs to be corrected at this time. Not all driveways meet the requirement for driveways to be spaced 200 feet in the Route 408 Gateway Overlay District zoning provisions. Reducing the number of driveways by consolidation will be considered. Existing side streets do not exist; therefore driveway corner clearance is not an issue. One of the parking lots to the Mobil service station and convenience store has an unrestricted opening that is about 150 feet wide.

Other transportation problems were not identified for the current conditions. Transportation issues, however, will be further analyzed as part of the evaluation of future development scenarios.

### **4.4 Existing Land Use Issues**

To date, the corridor has not developed according to the desired land use category partially due to setback specifications of the Gateway Overlay District as well as landowner disinterest. Modifications to the land use map and zoning ordinance have been considered to more accurately reflect the Town's desired character for the study area.

Based on a review of the Town of Mount Morris' official documents and input from the Steering Committee the following zoning, land use, and access issues were identified.

The Route 408 Gateway Overlay District zoning provisions were devised to preserve the agricultural value of the farmland, ensure traffic safety, control access, maintain the visual character of the Genesee Valley, and minimize significant negative impacts of future traffic congestion along Route 408, east of the Village. Those requirements adequately address the Town's Comprehensive Plan objectives to:

1. Discourage any further "strip" development along arterial highways.

2. Encourage the growth of planned suburban-type residential development in the Village and areas of the Town adjacent to the Village and in locations in which public water and sewer service are most feasible.
3. Concentrate business development in areas of the Town adjacent to the Village in which public water and sewer are most feasible and in the Village.
4. Restrict industrial development to the Village's industrial park or to other locations currently zoned for industrial use in order to minimize adverse impacts on residentially zoned property and to make best use of the existing transportation system.

The above provisions do not include the following features:

- Zoning provisions for driveway corner clearance standards.
- Zoning provisions for land use density and type adjustments.
- Zoning provisions for frontage requirements.
- Subdivision regulations that support the development of local roads.

Not all of the existing setbacks for the parcels on the north or south side of Route 408 meet the 100-foot requirement in the Route 408 Eastern Gateway Overlay District provisions. Other zoning, land use, and access issues may be determined as part of the evaluation of future development scenarios.

## **5 RECOMMENDATIONS**

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### **5.1 General**

As stated in Section 4.2 a key component of The New York State Department of Transportation's "Arterial Access Management Initiative" is the application of access management techniques. Recommendations for access management will be in the form of a coordinated set of land development and subdivision regulations, transportation, and land use strategies that work together to achieve the study goals and objectives and address the problems identified above. A plan for access within the study area will be developed to coordinate the development of lands and their access points.

### **5.2 Land Development and Subdivision Regulations**

The following model regulations<sup>3</sup> are provided for managing access to land development while preserving the flow of traffic in terms of safety and capacity. These regulations balance the rights of reasonable access to private property, with the rights of all people to safe and efficient travel along the Route 408 corridor study area. The recommended regulations would further enhance the Gateway Overlay District.

The intent of the proposed regulations is to reduce traffic accidents, personal injury, and property damage resulting from proliferation of access points. Also, in conjunction with the proposed transportation and land use recommendations, these regulations will meet the Town of Mount Morris' vision for the Route 408 corridor study area, as well as the goals and objectives for this study.

With legal assistance the following regulations could be adopted into the Town of Mount Morris' local laws.

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<sup>3</sup> Adapted from "Model Land Development and Subdivision Regulations", Florida Department of Transportation and the Center for Urban Transportation Research, University of South Florida

## A. Access Spacing

Driveway spacing standards limit the number of driveways on a roadway by mandating a minimum separation distance between driveways. This reduces the potential for collisions as travelers enter or exit the roadway and encourages sharing of access, where appropriate.

1. Separation between access points on Route 408 and intersecting side streets will be based on the posted speed limit as follows:

POSTED SPEED LIMIT	DRIVEWAY SPACING
35 mph or less	125 feet
36-45 mph	245 feet
45 mph or greater	440 feet

Driveway spacing shall be measured from the closest edge of pavement to the next closest edge of pavement. The connection spacing requirements may be reduced in situations where they prove impractical.

2. If the connection spacing guidelines cannot be achieved, then a system of joint use driveways and cross access easements may be required in accordance with subsequent sections.
3. Variations from these distances may be permitted at the discretion of the Planning Board where the effect would be to enhance the safety and/or operation of the roadway. A Traffic Study may be required by the applicant to demonstrate whether the proposed change would exceed roadway safety and/or operation benefits.

## B. Corner Clearance

Driveway spacing at intersections and corners should provide adequate sight distance and response times and permit adequate stacking space at intersections. Corner clearance is the distance from an intersection of a public or private road and the closest edge of pavement.

1. Corner clearance for connections shall meet or exceed the minimum access spacing requirements for that roadway. Driveway spacing shall be measured from the closest edge of pavement for the driveway to the next closest edge of pavement for the intersection.
2. New connections on Route 408 shall not be permitted within the functional area of an intersection as defined by the connection spacing standards of this code, unless:
  - a) No other reasonable access to the property is available, and
  - b) The Planning Board determines that the connection does not create a safety or operational problem upon review of a site-specific study of the proposed connection prepared by a registered engineer and submitted by the applicant.
3. Where no other alternatives exist, the Planning Board may allow construction of an access connection along the property line farthest from the intersection. In such cases, directional connections (i.e. right in/out, right in only, or right out only) may be required.
4. In addition to the required minimum lot size, all corner lots shall be of adequate size to provide for required front yard setbacks and corner clearance on street frontage.

#### C. Joint and Cross Access

Adjacent shopping centers or office parks are often not connected by a service drive and sidewalk. As a result, customers who wish to shop in both centers, or visit both sites, must exit the parking lot of one, travel a short distance on Route 408, and then access the next site. A cross access drive would reduce traffic on Route 408 and increase safety. The result is a positive business benefit by providing easy access to one site from another.

1. Adjacent commercial or office properties classified as major traffic generators (i.e. shopping plazas, office parks), shall provide a cross access drive and pedestrian access to allow circulation between sites.
2. A system of joint use driveways and cross access easements shall be established wherever feasible along Route 408 and the building site shall incorporate the following:
  - a) A continuous service drive or cross access corridor extending the entire length of each block served to provide for driveway separation consistent with the access spacing standards.
  - b) A design speed of 10 mph and sufficient width to accommodate two-way travel aisles designed to accommodate automobiles, service vehicles, and loading vehicles;
  - c) Stub-outs and other design features to make it visually obvious that the abutting properties may be tied in to provide cross access via a service drive;
  - d) A unified access and circulation system plan that includes coordinated or shared parking areas is encouraged wherever feasible.
3. Shared parking areas shall be permitted, resulting in a reduction in required parking spaces if peak demand periods for proposed land uses do not occur at the same time periods.
4. Pursuant to this section, property owners shall:
  - a) Record an easement with the deed allowing cross access to and from other properties served by the joint use driveways and cross access or service drive;
  - b) Record an agreement with the deed that remaining access rights along the thoroughfare will be dedicated to the Town of Mount Morris and pre-existing driveways will be closed and eliminated after construction of the joint-use driveway;
  - c) Record a joint maintenance agreement with the deed defining maintenance responsibilities of property owners.



5. The Planning Board may reduce required separation distance of access points where they prove impractical, provided all of the following requirements are met:
  - a) Joint access driveways and cross access easements are provided wherever feasible in accordance with this section;
  - b) The site plan incorporates a unified access and circulation system in accordance with this section;
  - c) The property owner shall enter a written agreement with the Town of Mount Morris, recorded with the deed, that pre-existing connections on the site will be closed and eliminated after construction of each side of the joint use driveway.
6. The Planning Board may modify or waive the requirements of this section where the characteristics or layout of abutting properties would make development of a unified or shared access and circulation system impractical.

#### D. Access Connection and Driveway Design

The New York State Department of Transportation requires driveways to adhere to minimum standards in the design and location of access connections or other traffic control features. These standards are contained in three separate but related technical documents: the Highway Design Manual, the New York State Standards for Entrances to State Highways, and the NYSMUTCD (Manual of Uniform Traffic Control Devices).

1. Driveway grades shall conform to the requirements of NYSDOT Standards for Entrances to State Highways, latest edition.
2. Driveway approaches must be designed and located to provide an exiting vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes and tapers is discouraged due to the potential for vehicular weaving conflicts.

3. Driveway width and flair shall be adequate to serve the volume of traffic and provide for rapid movement of vehicles off of the major thoroughfare. However, standards shall not be so excessive as to pose safety hazards for pedestrians, bicycles, or other vehicles.
4. The length of driveways or "throat length" shall be designed in accordance with the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation. General standards appear in the following table. The requirements will vary according to the projected volume of the individual driveway and are specific to the principle access to a property and are not intended for minor driveways. Variation from these shall be permitted for good cause upon approval of the Town of Mount Morris.

DEVELOPMENT	DRIVEWAY THROAT LENGTH
Shopping Centers greater than 200,000 Gross Leaseable Area	200 feet
Smaller Developments less than 200,000 GLA	75-95 feet
Unsignalized driveways	40-60 feet

Source: Source: Vergil G. Stover, P.E., Ph.D. (As updated from Transportation and Land Development, Institute of Transportation Engineers, 1988).

#### E. Requirements for Outparcels and Phased Development Plans

This section is intended to encourage driveway consolidation for out parcels and phased development plans by way of a coordinated internal circulation. Adjacent properties under single ownership will be treated as one property unless the applicant can show the Town of Mount Morris that the two properties should have separate access due to safety concerns. Marketing of the two properties is not a valid reason to have them treated as separate properties.

1. In the interest of promoting unified access and circulation systems, development sites under the same ownership or consolidated for the purposes of development and comprised of more than one building site shall not be considered separate properties in relation to the access standards of this code. The number of connections permitted shall be the minimum number necessary to provide reasonable access to these properties, not the maximum available for that frontage. All necessary easements, agreements, and stipulations required under the Joint and Cross Access Section shall be met. This shall also apply to phased development plans. The owner and all lessees within the affected area are responsible for compliance with the requirements of this code and both shall be cited for any violation.
2. All access to the outparcel must be internalized using the shared circulation system of the principle development or retail center. Access to outparcels shall be designed to avoid excessive movement across parking aisles and queuing across surrounding parking and driving aisles.
3. The number of outparcels shall not exceed one per ten acres of site area, with a minimum lineal frontage of 300 feet per outparcel or greater where access spacing standards for that roadway require. This frontage requirement may be waived where access is internalized using the shared circulation system of the principle development or retail center. In such cases the right of direct access to the roadway shall be dedicated to the Town of Mount Morris and recorded with the deed.

#### F. Nonconforming Access Features

Nonconforming access features may continue in the same manner after adoption of land development regulations—a process known as “grandfathering.” This protects the substantial investment of property owners and recognizes the expense of bringing those properties into conformance. Opportunities to bring nonconforming features into compliance occur after specific events when the costs of required

improvements may be amortized in the business loan or mortgage, thereby minimizing financial hardship.

1. Permitted access connections in place as of (date of adoption) that do not conform with the standards herein shall be designated as nonconforming features and shall be brought into compliance with applicable standards under the following conditions:
  - a) When new access connection permits are requested;
  - b) Substantial enlargements or improvements;
  - c) Significant change in trip generation;
  - d) Property ownership or;
  - e) As roadway improvements allow.
2. If the principal activity on a property with nonconforming access features is discontinued for a consecutive period of (180 or 365) days, or discontinued for any period of time without a present intention of resuming that activity, then that property must thereafter be brought into conformity with all applicable connection spacing and design requirements, unless otherwise exempted by the permitting authority. For uses that are vacant or discontinued upon the effective date of this code, the (180 or 365) day period begins on the effective date of this code.

#### G. Reverse Frontage

These standards are effective in reducing safety hazards and congestion caused by direct access to Route 408.

1. Access to double frontage lots shall be required on the street with the lower functional classification.
2. When a residential subdivision is proposed that would abut Route 408, it shall be designed to provide through lots along Route 408 with access from a frontage road or interior local road. Access rights of these lots to Route 408 shall be dedicated to the Town of Mount Morris and recorded with the

deed. A berm or buffer yard may be required at the rear of through lots to buffer residences from traffic on Route 408. The berm or buffer yard shall not be located within the public right-of-way.

#### H. Flag Lot Standards

Where the narrow frontages for flag lots abut Route 408, they afford inadequate spacing between driveways and increase safety hazards from vehicles turning on and off Route 408.

1. Flag lots shall not be permitted when their effect would be to increase the number of properties requiring direct and individual access connections to Route 408.
2. Flag lots may be permitted for residential development, when deemed necessary to achieve planning objectives, such as reducing direct access to thoroughfares, providing internal platted lots with access to a residential street, or preserving natural or historic resources, under the following conditions:
  - a) Flag lot driveways shall be separated by at least twice the minimum defined in the access separation section.
  - b) The flag driveway shall have a minimum width of 20 feet and maximum width of 50 feet.
  - c) In no instance shall flag lots constitute more than 10% of the total number of building sites in a recorded or unrecorded plat, or three lots or more, whichever is greater.
  - d) The lot area occupied by the flag driveway shall not be counted as part of the required minimum lot area of that zoning district.
  - e) No more than one flag lot shall be permitted per private right-of-way or access easement.

## I. Lot Width-to-Depth Ratios

Minimum lot frontage and maximum lot width-to-depth ratios prevent the creation of long and narrow or irregularly shaped lots that can lead to access and circulation problems.

1. To provide for proper site design and prevent the creation of irregularly shaped parcels, the depth of any lot or parcel shall not exceed 4 times its width.

## J. Shared Access

The provisions for shared access are intended to prevent a proliferation of driveways on Route 408. Provisions for shared access also promote land development patterns that are more compatible with the rural character of the Town of Mount Morris.

1. Subdivisions with frontage on Route 408 shall be designed into shared access points to and from the highway. A maximum of two accesses shall be allowed regardless of the number of lots or businesses served.
2. Subdivisions, with access to Route 408, on a single residential access street ending in a cul-de-sac shall not exceed 25 lots or dwelling units, and the cul-de-sac shall have a minimum cartway radius of 30 feet.

## K. Connectivity

The provisions for connectivity are intended to encourage trips between adjoining developments and fewer trips on Route 408. This provision strives to maintain a balance between enhancing accessibility and limiting excessive through traffic in residential areas.

1. The street system of a proposed subdivision shall be designed to coordinate with existing, proposed, and planned streets outside of the subdivision as provided in this Section.

2. Wherever a proposed development abuts land that has not been subdivided or a future development phase of the same development, street stubs shall be provided as deemed necessary by the Town of Mount Morris to provide access to abutting properties or to logically extend the street system into the surrounding area. All street stubs shall be provided with temporary turn-around or cul-de-sacs unless specifically exempted by the Town of Mount Morris, and the restoration and extension of the street shall be the responsibility of any future developer of the abutting land.
3. Collector streets shall intersect with collector or arterial streets at safe and convenient locations.
4. Subcollector and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access and evacuation, but such connections shall not be permitted where the effect would be to encourage the use of such streets by substantial through traffic.

#### L. Site Plan Review Procedures

The subdivision and site plan review process provides the Town of Mount Morris with the most effective opportunity for addressing access considerations and preventing access problems before they occur. Effective coordination with the New York State Department of Transportation and other agencies is essential to ensure conformance with land division and access requirements.

1. Applicants shall submit a preliminary site plan for review by the Town of Mount Morris. At a minimum, the site plan shall show (the following checklist of access review considerations was adapted from David Listokin and Carole Walker, "The Subdivision and Site Plan Handbook", New Brunswick, NJ: Center for Urban Policy Research, Rutgers University, 1989):

- a) Location of access point(s) on both sides of the road where applicable;
  - b) Distances to neighboring constructed access points, median openings, traffic signals, intersections, and other transportation features on both sides of the property;
  - c) Number and direction of lanes to be constructed on the driveway plus striping plans;
  - d) All planned transportation features (such as auxiliary lanes, signals, etc.);
  - e) Trip generation data or appropriate traffic studies;
  - f) Parking and internal circulation plans;
  - g) Plat map showing property lines, right-of-way, and ownership of abutting properties; and
  - h) A detailed description of any requested variance and the reason the variance is requested.
2. Subdivision and site plan review shall address the following access considerations:
- a) Is the road system designed to meet the projected traffic demand and does the road network consist of hierarchy of roads designed according to function?
  - b) Does the road network follow the natural topography and preserve natural features of the site as much as possible? Have alignments been planned so that grading requirements are minimized?
  - c) Is access properly placed in relation to sight distance, driveway spacing, and other related considerations, including opportunities for joint and cross access? Are entry roads clearly visible from the major arterials?
  - d) Do units front on residential access streets rather than major roadways?
  - e) Is automobile movement within the site provided without having to use the peripheral road network?
  - f) Does the road system provide adequate access to buildings for residents, visitors, deliveries, emergency vehicles, and garbage collection?



- g) Have the edges of the roadways been landscaped? If sidewalks are provided alongside the road, have they been set back sufficiently from the road, and has a landscaped planting strip between the road and the sidewalk been provided?
  - h) Does the pedestrian path system link buildings with parking areas, entrances to the development, open space, and recreational and other community facilities?
3. The Town of Mount Morris reserves the right to require traffic and safety analysis where safety is an issue or where significant problems already exist.
  4. After 30 days from filing the application, the Town of Mount Morris must notify applicants if any additional information is needed to complete the application.
  5. Upon review of the access application, the Town of Mount Morris may approve the access application, approve with conditions, or deny the application. This must be done within 90 days of receiving the complete application.
  6. Any application that involves access to Route 408 shall be reviewed by the New York State Department of Transportation. It should be noted that the recommended time frames in this section are local time frames and do not apply to the required NYSDOT review.
  7. If the application is approved with conditions, the applicant shall resubmit the plan with the conditional changes made. The plan, with submitted changes, will be reviewed within 10 working days and approved or rejected. Second applications may only be rejected if conditional changes are not made.
  8. If the access permit is denied, the Town of Mount Morris or shall provide an itemized letter detailing why the application has been rejected.

9. All applicants whose application is approved, or approved with conditions, have thirty days to accept the permit. Applicants whose permits are rejected or approved with conditions have 60 days to appeal.

### **5.3 Transportation Recommendations**

The additional traffic resulting from overall growth in the region and additional development is not expected to increase the existing volume-to-capacity ratio of 0.4 to a threshold that would indicate a capacity problem. Regardless of future development, this study recommends that access points to the driveway for the Mobil service station and convenience store be modified to improve the sight distance on to Route 408, as well as to define the driveway to the parking lot in accordance with NYSDOT's Standard for Entrances to State Highways.

Additional transportation recommendations specifically related to the conceptual development scenario (Appendix B) will be addressed in Section 5.5. The scenario description that follows is based on the assumption that the study area would reach full build-out by 2025, which is consistent with the current GTC Long Range Transportation Plan Update.

### **5.4 Land Use Recommendations**

For the most part, land use issues identified previously will be addressed by the recommended land development and subdivision regulations described above. However, considering that the amount of commercial and industrial zoned land is substantial, the town's zoning ordinance could be revised to protect the agricultural and open space land in the area that serves as a rural gateway. The open space would provide a transitional buffer between the Village and commercial and industrial developments. Other land use recommendations are included in the description of the development scenarios in Section 5.5.

In conjunction with the recommendations for proposed transportation and land development and subdivision regulations, these recommendations for land use will meet the Town of Mount Morris' vision for the Route 408 corridor study area, as well as the goals and objectives for this study. With

legal assistance, changes to the zoning can be adopted into the Town of Mount Morris' local laws.

## **5.5 Land Use and Access Management Plan (LUAMP)**

The development scenario in Appendix B illustrates a future land use and access management plan for Route 408 within the study area. This conceptual development scenario is based on the community's vision, goals, and objectives for the study area. It incorporates many of the previously described strategies that are aimed at maximizing development opportunities while preserving the agricultural lands and maintaining a rural gateway to the community, which contributes economically and aesthetically to the corridor and the surrounding community.

Although the development scenario is represented as one illustration, it should be considered as a phased approach. The first phase of the development scenario would be limited primarily to the road front development that builds upon existing commercial uses along Route 408. Although these commercial areas would eventually be part of commercial/industrial developments with shared access and parking areas, initial development would have to allow temporary curb cuts along Route 408 until alternative access is available.

In order to encourage implementation of the development scenario and avoid a proliferation of long-term strip development, access to the first phase of commercial development along Route 408 would be granted conditionally. As properties located behind the road front commercial sites are developed for industrial use, the commercial property owners would have to connect to a shared access road and parking area and eliminate the initial curb cut on 408, per the requirements of the conditional permit. Also, as part of the conditional permit, property owners would provide the easement necessary to develop the proposed road network. It will be important for the development of these parcels to be completed in such a way that building location would not preclude the development of a future road network.

This first phase of the development scenario assumes that requirements for building in the 100-year flood zone and agricultural district are met. For

instance, new buildings would be built with first floors above the 100-year flood zone elevation.

The next phase of the development scenario is dependant on completing a system of access roads. The scenario limits the amount of roadside development by building behind, instead of next to, existing commercial and residential uses. As a result, valuable farmland and scenic rural vistas can be preserved for generations to come. As the development scenario illustrates, it is anticipated that industrial uses would be situated at the eastern and western ends of the study area north of Route 408. The rail line located north of Route 408 could service the industrial uses located nearby. In each case, the industrial uses would share access points and parking areas. Industrial uses in the western end of the study area would be located behind existing commercial uses that front to Route 408.

Commercial uses in the study area would be concentrated on the south side of Route 408 adjacent to existing establishments. To improve safety and minimize traffic, connections between properties would be established so that the number of access points from Route 408 is kept to a minimum. The linked parking areas and shared parking facilities would allow motorists to move from one establishment to another without having to enter and exit Route 408 multiple times. In addition, this scenario would provide an opportunity for more pedestrian traffic between commercial uses. Walking to and from adjacent commercial properties would be more feasible due to their proximity and the availability of access roads with significantly lower speed limits.

The development scenario also builds upon the rural landscape that dominates the study area. Outdoor recreational uses, such as a golf course, may be appropriate in a portion of the study area, south of the Route 408 corridor. Recreational uses would compliment the other tourism attractions within the region and maintain the corridor's appealing natural landscape. In addition, the corridor would benefit from an extension of the Genesee Valley Greenway Trail. A trail could be established along existing railroad beds, providing a link to the current Genesee Valley Greenway Trail. Although the path and end point of the trail extension as it is depicted in the illustration would be ideal, the exact alignment of the trail would need to be determined through further study.

This development scenario is based, in large part, on the rural character of the corridor. Maintaining the agricultural lands along Route 408 within the study area will be an important part of achieving the vision, goals and objectives the Town and residents have identified for this area. There are several tools and techniques that can be utilized to preserve high quality farmland and open space. In order to maintain the current scenic, rural gateway, the Town may consider one of the following options: establishing conservation easements; purchasing development rights (PDR); purchasing the land outright; or changing the zoning code to Agricultural Exclusive where necessary and appropriate. Although each option provides a certain level of protection against future development, the cost and complexity of utilizing these tools and techniques varies considerably. The Town will need to determine which option best meets their future land use needs.

The intent of the Development Scenario is to convey a plan for access management and transportation improvements to better facilitate access to proposed development, as well as reduce the potential for accidents and congestion. In addition, the development plan was arranged to make the best use of available land, existing infrastructure and future access roads, which preserves substantial public investment in the existing transportation system.

## 6 NEXT STEPS

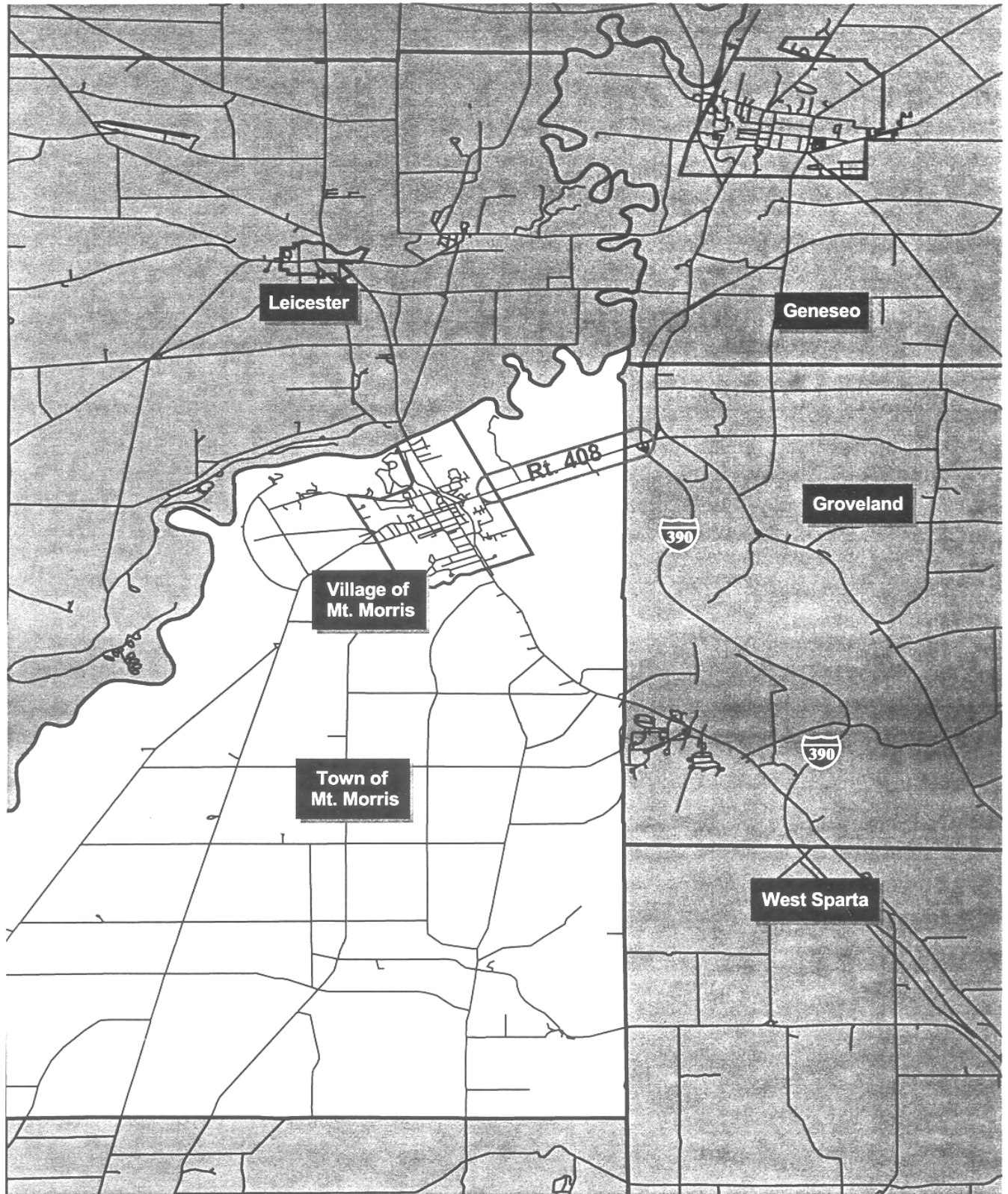
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### 6.1 General

Once this plan has been adopted, the Town should work towards incorporating its recommendations into its zoning code and map. For example, the current zoning map shows the entire study area as BI-Business-Industrial. The Steering Committee has identified the desire to preserve the rural gateway into the Village. In order to accomplish this, the center of the study area should be re-zoned to allow for the preservation of agriculture. Many funding opportunities exist for the preservation of farmland through New York State or with the assistance of non-profit groups such as the Genesee Land Trust. The Town should work with these organizations and the landowner to maintain the rural character of the study area.

## APPENDIX A

### Figures and Maps for the Town and Village of Mt. Morris



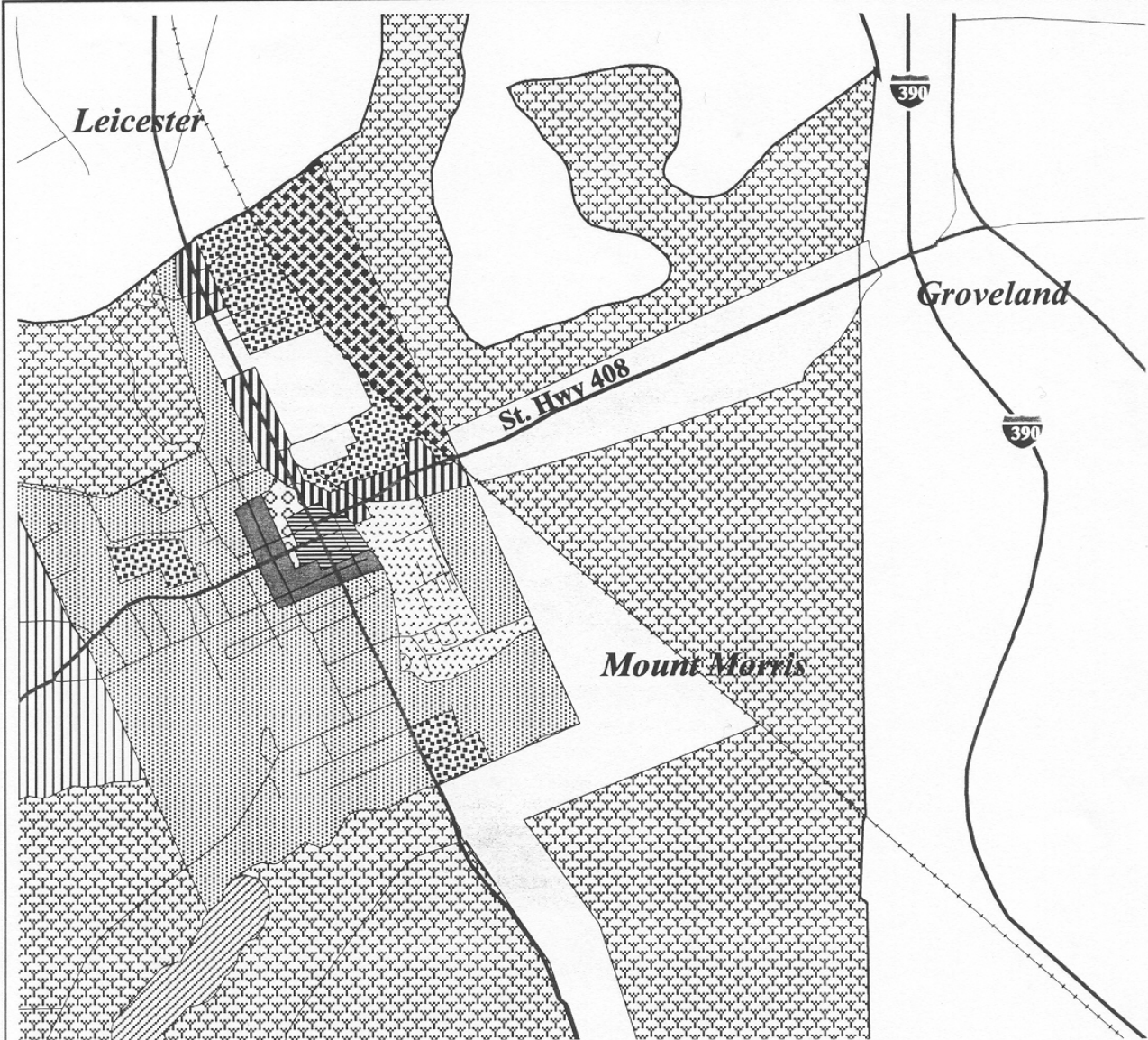
Prepared by:

CLARK PATTERSON ASSOCIATES

Livingston County Land Use and Access Management Plan  
Route 408 - Town of Mt. Morris  
Study Area
















### Town Zoning

	B-I
	HR
	LC
	LR

### Village Zoning

	AG		MH
	B-1		R-1
	B-2		R-2
	B-3		R-3
	I		

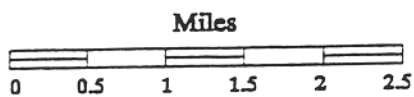


## Zoning Map Mt. Morris - Route 408

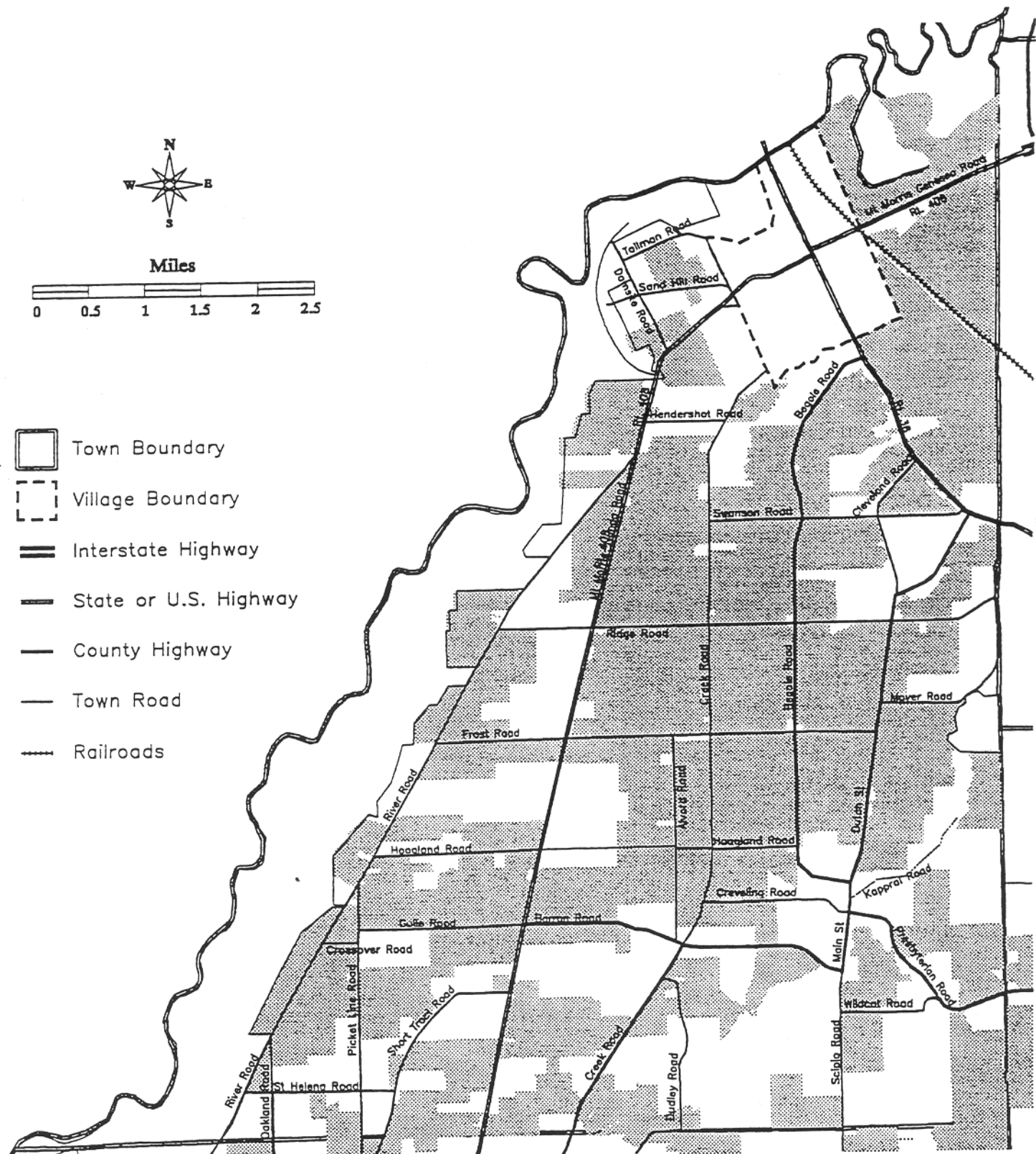
Drawn By: K. Pizzi  
 Checked By: J. Steinmetz  
 Date: 2-4-02

# AGRICULTURAL DISTRICTS

## TOWN OF MOUNT MORRIS



- Town Boundary
- Village Boundary
- Interstate Highway
- State or U.S. Highway
- County Highway
- Town Road
- Railroads



Stuart I. Brown Associates, Inc.

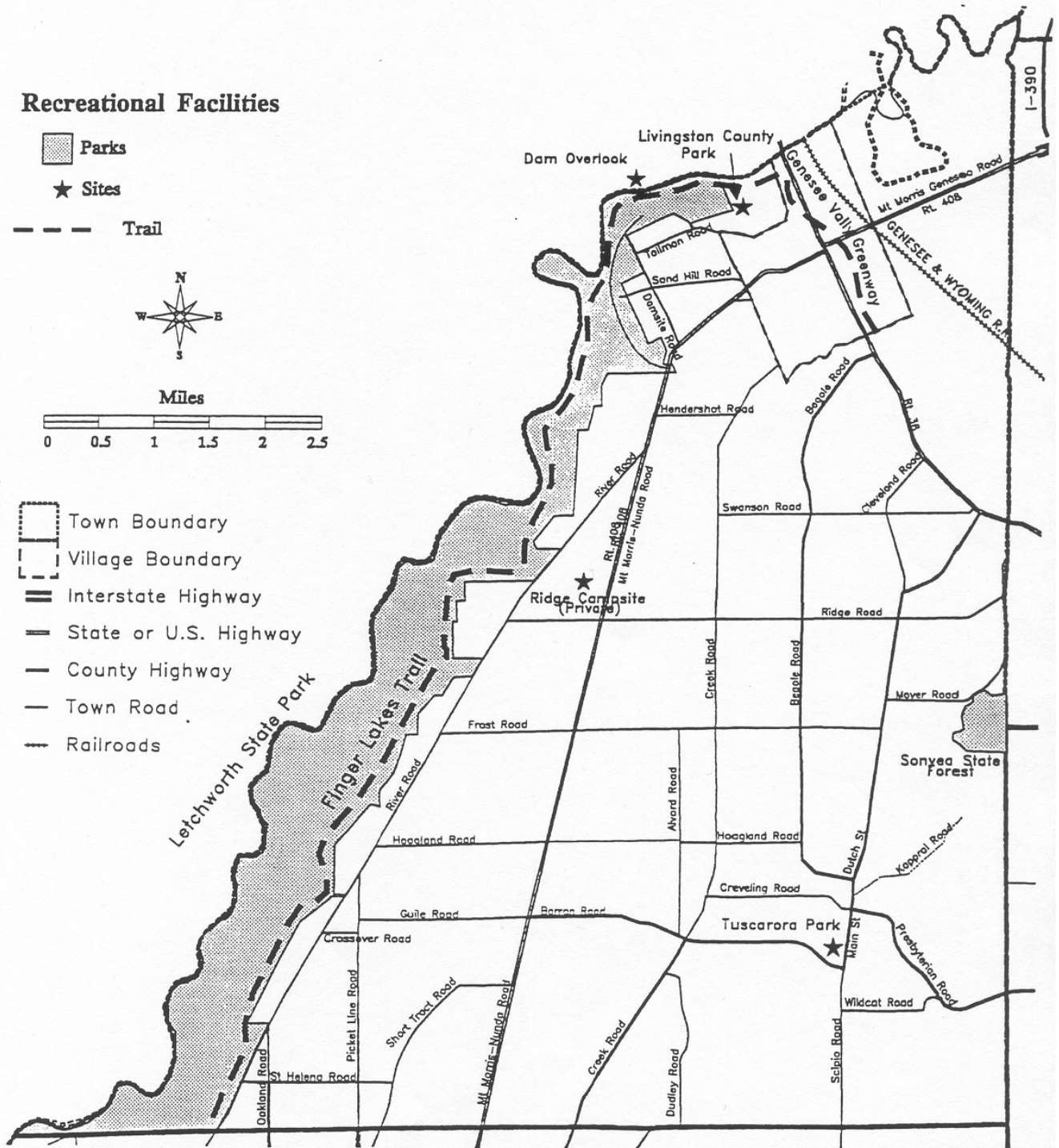
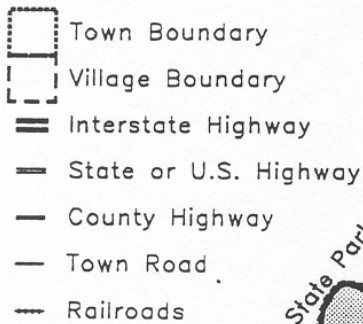
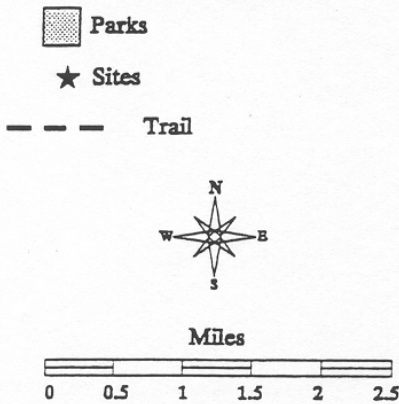
Source: Agricultural District No. 4, approved by  
the Livingston County Board of Supervisors.

08/07/97  
AG\_DIST

# RECREATION & OPEN SPACE

## TOWN OF MOUNT MORRIS

### Recreational Facilities





# EXISTING LAND USE

## TOWN OF MT. MORRIS

Figure 2-26

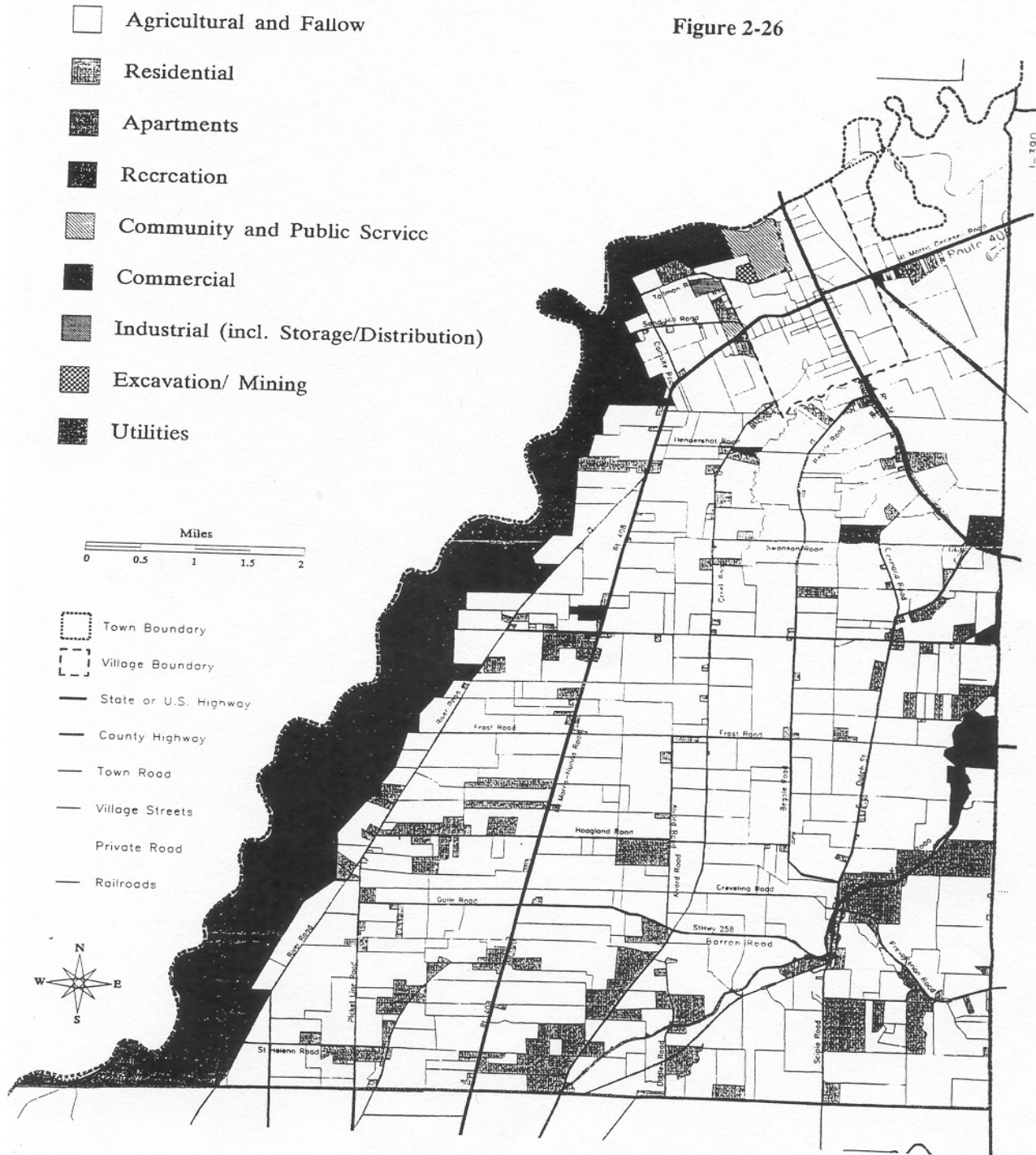
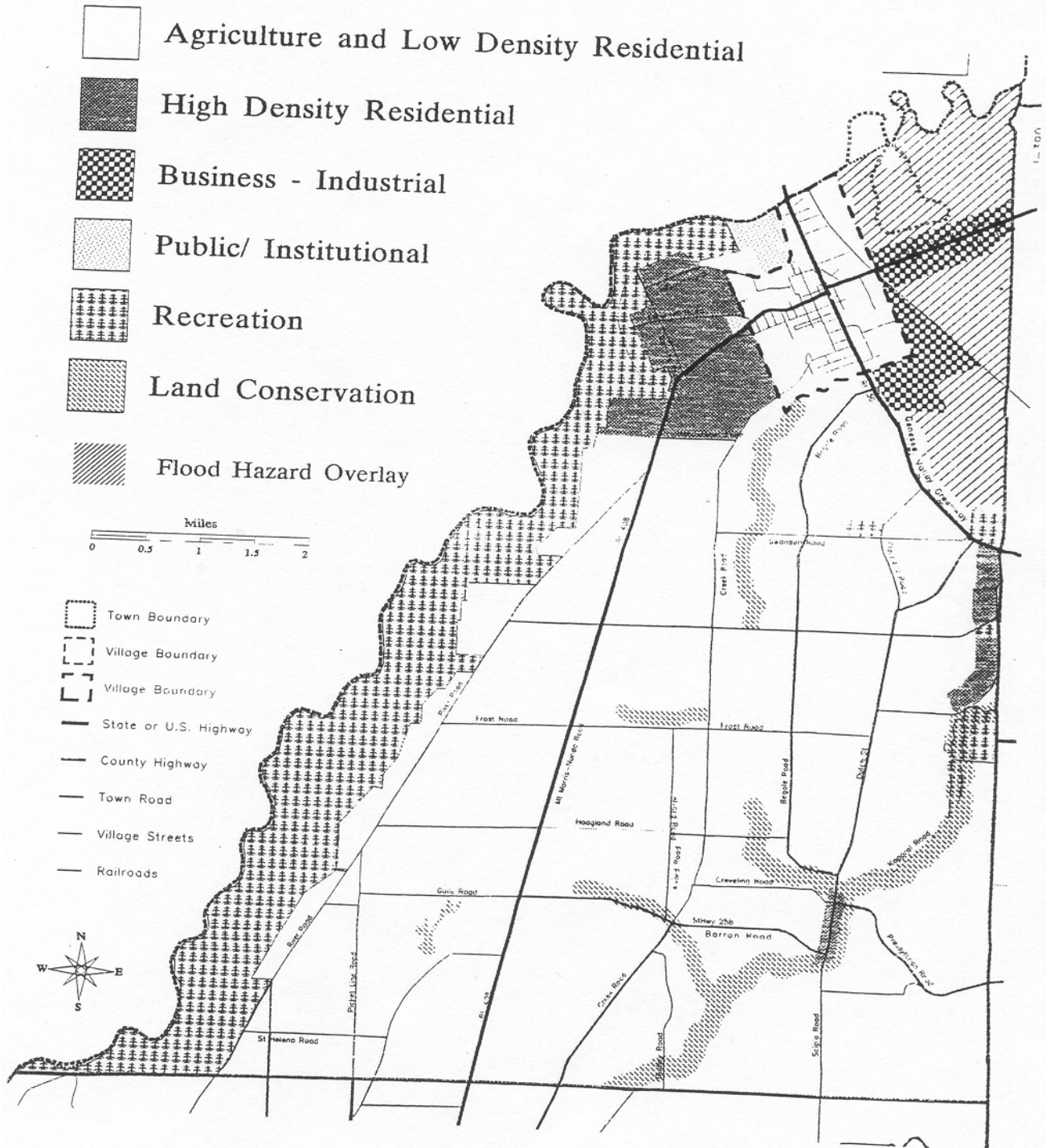


Figure 5 - 1

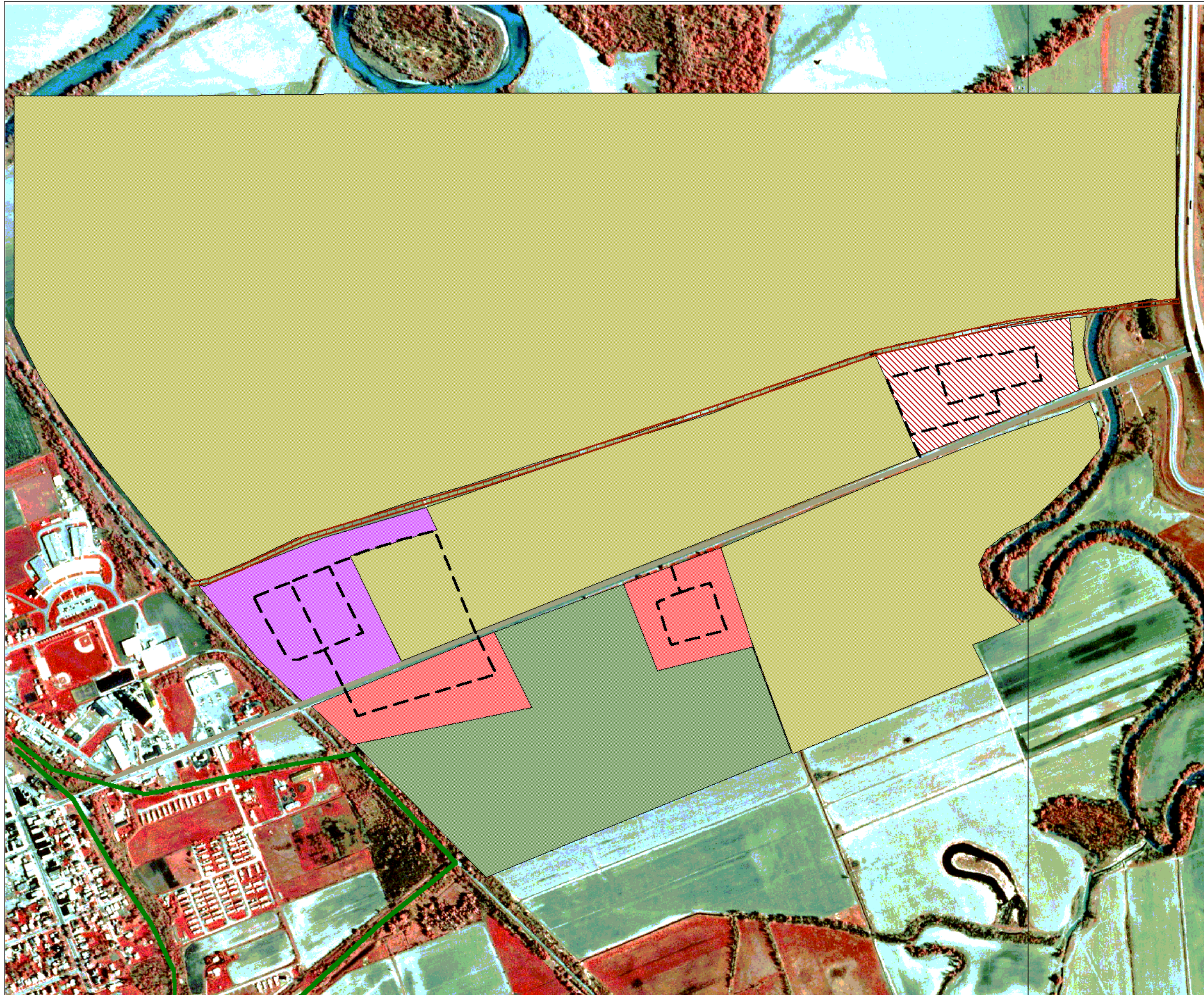
# FUTURE LAND USE TOWN OF MT. MORRIS



## APPENDIX B

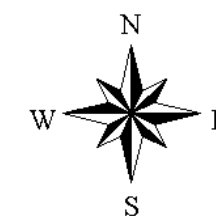
### Development Scenario





## Land Use

-  Route 408
-  Railroad
-  Access Roads
-  Gvgt
-  Highway Interchange
-  Retail/Office
-  Commercial/Light Industrial
-  Recreation
-  Agriculture



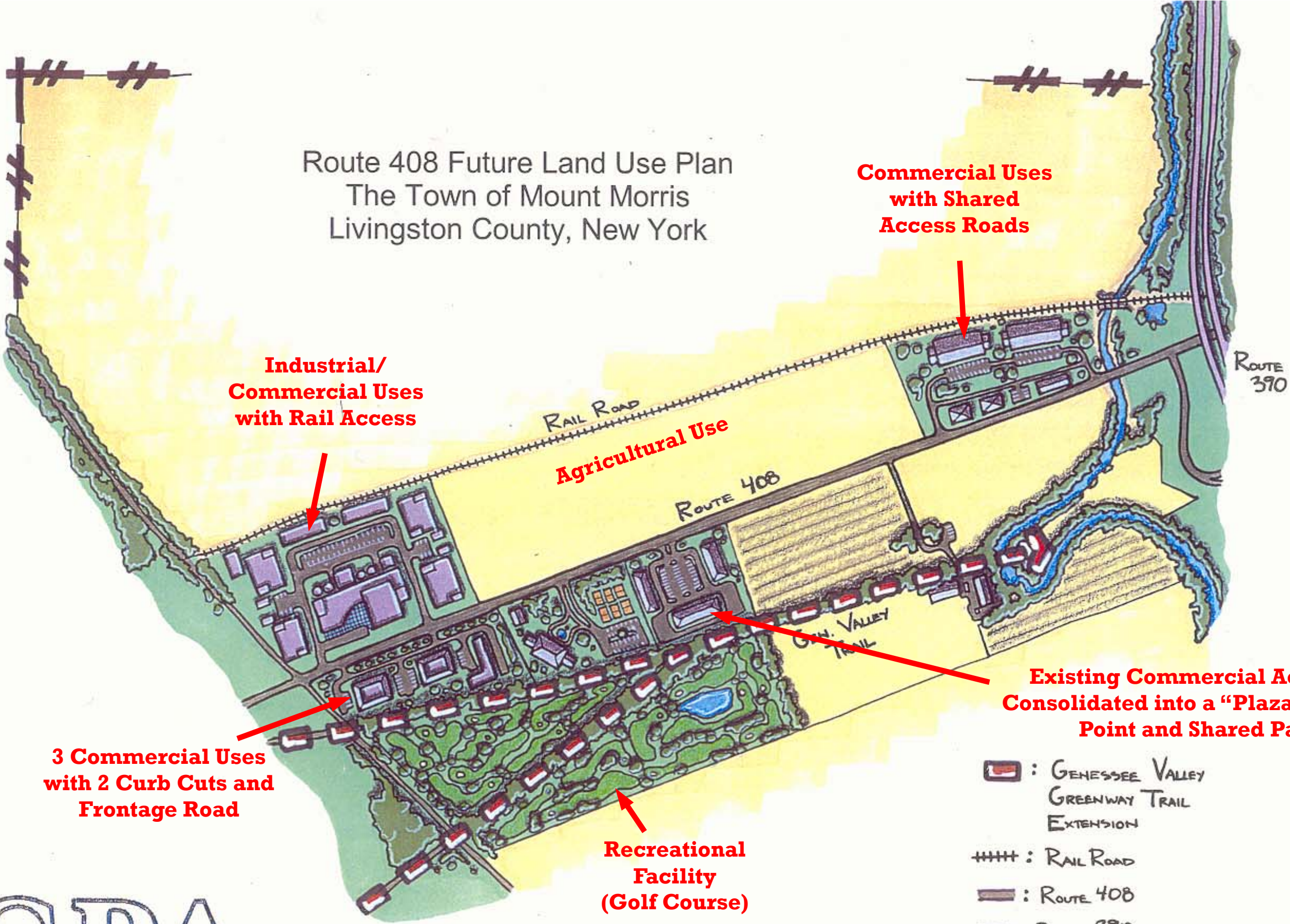
**CPA**  
CLARK PATTERSON ASSOCIATES  
January 16, 2002

Route 408 Future Land Use Plan  
The Town of Mount Morris  
Livingston County, New York

0.6 0 0.6 Miles



Route 408 Future Land Use Plan  
The Town of Mount Morris  
Livingston County, New York



**Industrial/  
Commercial Uses  
with Rail Access**





**Commercial Uses  
with Shared  
Access Roads**

**Agricultural Use**

**3 Commercial Uses  
with 2 Curb Cuts and  
Frontage Road**

**Existing Commercial Activity Has Been  
Consolidated into a "Plaza" with One Access  
Point and Shared Parking Area**

**Recreational  
Facility  
(Golf Course)**

-  : GENESSEE VALLEY GREENWAY TRAIL EXTENSION
-  : RAIL ROAD
-  : ROUTE 408
-  : ROUTE 390

