

MEMORANDUM

TO: Genesee Transportation Council Members and Alternates
FROM: James Stack, Executive Director JS
DATE: February 17, 2022
SUBJECT: Proposed Resolution 22-1 (*Adopting the FY 2022-2023 UPWP*)

The Draft *FY 2022-2023 Unified Planning Work Program* contains the program of planning activities that will be conducted under the auspices of GTC using federal transportation funds beginning April 1, 2022. This document is provided as a separate attachment.

The document is the culmination of several months of work by member agencies, GTC staff, and various entities throughout the Genesee-Finger Lakes Region to identify, prioritize, coordinate, and scope project proposals relative to need, other existing/proposed projects, and funding constraints.

Projects included in the current UPWP that are not expected to be complete as of March 31, 2022 have been carried over into the Draft *FY 2022-2023 UPWP*.

Proposed Resolution 22-1 was reviewed and recommended for your approval by the Planning Committee at its February 10, 2022 meeting.

The following items are presented for your consideration:

1. Proposed Council Resolution 22-1 (*Adopting the FY 2022-2023 UPWP*)

2. Public Comments

The public review period began January 10, 2022 and ended February 8, 2022. As part of the public review, GTC received several comments from members of the public and a letter from Reconnect Rochester. GTC staff responded to all the public comments received via email and/or through the PublicInput.com platform. As part of the public review process, GTC received comments from our oversight agencies, including the Federal Highway Administration, the Federal Transit Administration, and the New York State Department of Transportation Planning Bureau. A compilation of both public and oversight agency comments with corresponding GTC staff responses is provided on the following pages.

3. Draft [FY 2022-2023 UPWP](#) (attached as a separate file)

Recommended Action:

Approve proposed Resolution 22-1, adopting the FY 2022-2023 UPWP.

GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 22-1 *Adopting the FY 2022-2023 Unified Planning Work Program*

WHEREAS,

1. The development of a Unified Planning Work Program (UPWP) in conformance with federal guidelines helps consolidate and coordinate the transportation planning activities conducted by the Genesee Transportation Council (GTC) and member agencies;
2. The UPWP provides a mutually agreed upon document which identifies, at a minimum, federally-funded transportation planning activities to be undertaken in the Genesee-Finger Lakes Region (as the GTC Planning Area) during the program year, regardless of funding source;
3. The *FY 2022-2023 UPWP* specifically assigns planning task responsibilities to appropriate agencies and identifies the objective, process, schedule, products, proposed budget and source(s) of funds for each task;
4. The *FY 2022-2023 UPWP* has been developed in accordance with the regulations of the U.S. Department of Transportation which require a discussion of the important transportation issues facing the area to be used as the framework for selecting specific program activities; and
5. The *FY 2022-2023 UPWP* has been developed with full recognition of and responsiveness to related federal regulations and guidelines governing the Infrastructure Investment and Jobs Act (IIJA), all relevant prior surface transportation authorizing legislation, the Clean Air Act Amendments of 1990, Title VI of the Civil Rights Act of 1964, *Long Range Transportation Plan for the Genesee-Finger Lakes Region 2045*, and *2020-2024 Transportation Improvement Program*, among others.

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby adopts the *FY 2022-2023 Unified Planning Work Program* as the official UPWP for the GTC Planning Area in accordance with relevant sections of Titles 23 and 49 of the United States Code and the May 27, 2016 Metropolitan Transportation Planning Final Rule; and
2. That the Council authorizes the immediate filing of appropriate applications by the New York State Department of Transportation on behalf of GTC to the appropriate federal agencies, including that for Metropolitan Planning and statewide Planning and Research funds to FHWA, Metropolitan Planning Program funds to FTA, and any other such funds as may become available, for distribution in accordance with this UPWP.

CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on February 24, 2022.

Date _____

CHRISTOPHER REEVE, Secretary
Genesee Transportation Council

Public Comments received by the February 8, 2022 deadline

Comment: Your Board of Directors should include one dedicated Cycling Representative. Not just elected officials and their automobile biased representatives.

Reply: Thank you for your comment regarding the 2022-2023 Unified Planning Work Program (UPWP) public review. Genesee Transportation Council (GTC) is in the process of setting up an Active Transportation Advisory Group (ATAG) that will advise the GTC Planning Committee, and in turn the GTC Board. If you have any additional questions, please feel free to reach out.

Comment: Task 5362: please consider sheltered and secure bike parking options at transit termination points. Task 5540: please triple funding and include analysis of last five years of Complete Street implementation. This is a significant program and not taken seriously by planners. Task 8611: Include a study on the impact of increased Truck traffic and the safety of cyclists on major arteries, ie Amazon warehouse transportation impact Bike planning needs to focus on Connectivity and not just serendipity of road improvements. There is no link of bike planning and economic development, why? Overall, I would like to see the UPWP plan be more proactive and show leadership in areas such as piloting technology as related to transportation. eg. Transport rural seniors and low income people using autonomous vehicles. Lastly, what does it take to get the first mile of a protected bike lane Installed anywhere in our Region?

Reply: Thank you for your comment regarding the 2022-2023 Unified Planning Work Program (UPWP) public review. Regarding Task 5362 The Last Mile (or less): Site Plan Review for Multimodal Transportation, I fully expect considerations such as improved transit connections for multimodal access will be considered as part of the study. Regarding Task 5540: Complete Streets Program, GTC has supported multiple Complete Streets efforts over the past decade, including on-going project Task 5361 Implementing Complete Street in the G-FL Region; A Guidebook. Task 5540 is a new dedicated funding program that will allow GTC to further focus on these efforts. Regarding Task 8611: Genesee-Finger Lakes Regional Freight Plan Update, I fully expect that the study will consider the impact of freight on active transportation modes. The region has been successful in installing protected bicycle lanes at the following locations: • Union Street along the Inner Loop (bidirectional, at curb level, and buffered) • Elmwood Avenue (bidirectional, at curb level, and buffered) • Lake Avenue that links pieces of the Riverway trail • Upcoming: East Main Street from Goodman to Culver (past RTS headquarters) - a pair of single direction curb level protected lanes If you have any additional questions, please feel free to reach out.

Comment: I'd like to see electric buses

Reply: Thank you for your comment regarding the 2022-2023 Unified Planning Work Program (UPWP) public review. Regarding electric buses, in accordance with New York State regulations the regional transit agency, Rochester-Genesee Regional Transportation Authority, must have a zero emissions fleet by 2035. Genesee Transportation Council is supporting this effort through our Transportation Improvement Program (TIP). There are several projects in the TIP that will fund electric bus purchases over the next few years, including the following <https://www.gtcmpo.org/sites/default/files/TIP/T20-29-MN1.htm>. If you have any additional questions, please feel free to reach out.



February 8, 2022

Re: GTC 2022-2023 Unified Planning Work Program Draft

Dear GTC Planning Committee,

Reconnect Rochester appreciates the opportunity to provide input on the 2022-2023 Unified Planning Work Program (UPWP) draft. Our organization envisions a more equitable, sustainable and multimodal transportation network for our region, and champions transportation choices that enable a more vibrant and equitable community. Our mission supports many of the goals outlined in the 2045 Long Range Transportation Plan, particularly those aimed at increasing the accessibility and mobility options for all people -- regardless of age, ability, income or mode of transportation.

We support the funding choices in the 2022-2023 UPWP draft that improve the safety and accessibility for all users of our roads. We particularly support the following projects:

-6216 Downtown Sign Assessment. We hope that this study is not limited to motorist signs, but also includes multi-use trail signage and cycling and pedestrian wayfinding signs.

-5362 Last Mile Site Plan Review for Multi-Modal Transportation. We hope that Reconnect Rochester and other cycling groups will have an opportunity to provide input for this study.

-8752 Village of Warsaw Active Transportation Plan.

-5540 Complete Streets Program. Reconnect Rochester looks forward to being partners with GTC in the development of the vision and implementation for this program

In addition, we fully support creating “placeholder” tasks for pending federal Infrastructure Investment Jobs Act funds to allow them to be distributed this year.

We hope that future funding is considered for the **Pedestrian Facilities Inventory Update**, which was not funded in last year's UPWP. We believe there is also an opportunity for more ambitious projects and studies such as this in subsequent UPWP cycle, to help realize the LRTP goals & objectives related to alternative transportation.

The following are potential future studies we would recommend and support:

- 1.) **Impact of Projects on Carbon Emissions:** Studying the costs and feasibility of projects that would yield the greatest reduction in carbon emissions and air pollution over a set period of time would help the region work toward its climate goals.
- 2.) **East/West Trail Counterpart to Genesee River Trail:** The Genesee River Trail is one of the area's major all-weather active transportation “highways” and also provides access to many recreational opportunities. It only runs north/south. We urge a study of

the benefits, feasibility and cost of a similar east/west multi-use trail, possibly adjacent to either the Conrail or 490 rights of way.

- 3.) **Existing Trail Usage:** A study of existing trail usage would provide valuable data for maintenance and planning purposes.
- 4.) **Bus Rapid Transit:** Increased public transit use is vital to carbon reduction and the equity goals of the region. Public transit will continue to be less attractive to people who have a choice to drive, as long as travel times for transit are dramatically slower than automobile commute times. We recommend a feasibility study of bus signal prioritization and bus “rapid transit” in the Rochester area.
- 5.) **Light Rail or Streetcar Feasibility:** Many medium-sized cities such as Rochester have constructed light rail or streetcar routes to add value to their metropolitan cores. A study of the benefits, feasibility and costs of such infrastructure could provide guidance to our city and region for longterm transit planning.

Thank you for the opportunity to provide input for your consideration.

Sincerely,



Bill Collins,
Advocacy Committee Chair



Mary Staropoli, MPA
Interim Executive Director, Reconnect Rochester

And...

Victor Sanchez, President
Pete Nabozny, Vice President
Jackie Marchand, Treasurer
Jason Partyka, Secretary
Bree-Ana Dukes
Susan Levin

John Lam
Brendan Ryan
Bo Shoemaker
Dan Speciale
Erick Stephens
Renée Stetzer

Reply to Reconnect Rochester's Letter received through the UPWP Public Input website

jbinnix@gtcmpo.org GTCUPWP@PublicInput.com

To: **James Dietz** james.dietz@reconnectrochester.org

CC: jstack@gtcmpo.org, rwilliams@gtcmpo.org

Dear Bill and Mary,

Thank you for providing comments regarding the FY 2022-2023 Unified Planning Work Program (UPWP). GTC is pleased to hear support for several new projects including the Downtown Site Assessment, Last Mile Site Plan Review for Multi-Modal Transportation, Village of Warsaw Active Transportation Plan, and the Complete Streets Program.

Regarding the Pedestrian Facilities Inventory, at this time GTC is not pursuing funding through the UPWP. However, that project is still on the list of potential UPWP projects, and GTC has explored hiring interns to complete that task.

Thank you for submitting new UPWP projects ideas. By way of background, the UPWP Development Committee (UDC) selects projects from a pool of applications that have been submitted by GTC member agencies, GTC staff, and local municipalities. Other agencies may submit UPWP applications with a member agency or municipal sponsor. New UPWP applications must be submitted in the fall.

Regarding Existing Trail Usage, GTC has a link on our website (<https://www.gtcmpo.org/1032>) that spatially denotes the aggregation of individual bicycle and pedestrian traffic studies. Many are from GTC's bicycle and pedestrian count program, but others are provided by contractors working on GTC funded UPWP studies.

GTC has already begun an active transportation count program and proposes to record annual recurring bicycle and pedestrian counts at key locations on the regional trail network to measure progress against this performance measure. The recurring count locations are as follows:

- Genesee Riverway Trail @ Turning Point Park
- El Camino Trail @ Avenue D, Rochester
- Empire State Trail @ Lehigh Valley Trail
- Genesee Valley Greenway @ State Street, Mt. Morris
- Route 390 Multi-Use Trail @ Basil Marella Park, English Road, Greece

Please feel free to reach out if you have any additional questions about the UPWP development process.

Regards

Jody Binnix

FHWA comments regarding GTC 2022-2023 UPWP, received 2/9/2022

1. *Planning Emphasis Area*: p.10 The UPWP should reference the new Planning Emphasis Areas related to the IIJA and not the FAST Act. Please note that expectations from FHWA and FTA is that the PEAs should be in the UPWP while full analysis of task
<https://www.transit.dot.gov/regulations-and-programs/transportation-planning/2021-planning-emphasis-areas>

IIJA/BIL PEAs were released after the draft UPWP was developed in time for us to meet public comment as well as State and Federal review and still meet the deadline for submitting an approved UPWP to NYS and FHWA/FTA. We already intended to fixed this reference.

2. *Task 1650 Monitoring IIJA*: Can you explain to me how this budget will be used to monitor the IIJA? What is the contractual expenses related to this task?

This is not a monitoring task. As indicated in the Objective, this is an effort to hold back a portion of the increased FHWA PL funds made available through IIJA/BIL so we have financial capacity to respond to new opportunities and/or requirements during our fiscal year without needing to wait until April 1, 2023. Funds are shown in Contractual as a placeholder only as it is not intended to support current staff activities. If we added it to our Salary, Fringe, and Overhead line items, it would skew our intended budget. Once the federal rulemaking process is complete, the UPWP will be amended to reprogram the funds as appropriate. We will monitor the federal budget process (currently operating under a CR) and rulemaking processes to respond in a timely manner.

3. *Task 5500 Bicycle and Pedestrian Transportation Program*: Was the Greater Rochester Area Bicycling Map launch completed as a task from last year?

Yes. However, in hindsight, we realize it is more correct to say we are maintaining the online bike map (i.e., keeping it current).

4. Do the budgets indicated in the tasks reflect this UPWP's cycle's funding needs or does it reflect the total budget for the task, ie. Multi-year studies and plans, development of planning tools? If not, it would be helpful to breakdown the anticipated cost by year so that the request for PL funds is reflective of for this UPWP cycle. FHWA and FTA is encouraged to see that the rollover funds from the previous year has decreased by about \$400k from the previous year, however the funds still hover around \$2 Million.

The answer depends on the task. For on-going GTC staff activities, the amount shown is our need for the year. For tasks with an annual element, they are fully funded in the FY they will commence, even if we know that won't be complete. For example, the annual land use monitoring reports data collection cannot start until after the end of a calendar year, or our 4th quarter. The funds rollover into the new year. In recent years, we have distinguished the annual element for these project rather than only showing one task page. For projects that will use consultant services, they are fully funded in the FY they will commence. Procurement rules typically takes several months before a contract is awarded and the project begins. Therefore, it is highly unlikely that a contractual project is complete in the same fiscal year it commences.

It is a mistake to characterize the draft UPWP as having about a \$2 million rollover. Due to the timing of developing a draft UPWP to be released for public and oversight agency review in time for a fully adopted UPWP to be submitted by the March 1 deadline, we must include funds we know will be spent during our 3rd and 4th quarters. In fact, we just received our 3rd quarter reimbursement of about \$479,000. Once we have accounted for the 4th quarter expenses, we will reconcile the budget in June, which will show even more progress. We will modify Table 2 to distinguish between the rollover funds that are committed to existing projects (i.e., encumbered) versus those that are savings from a prior year that are being programmed the projects in the new UPWP.

5. Additionally, is GTC's 2020-2021 Performance & Expenditure Report available? I have not received it yet.

This was submitted to the NYSDOT MPO Bureau in October per past practice.

FTA comments regarding GTC 2022-2023 UPWP, received 2/14/2022

FTA Comments on GTC FY 2022-2023 UPWP

Task 5362 – The Last Mile (or less): Site Plan Review for Multimodal Transportation / *Objective: To develop an online guide, and provide associated training opportunities, for municipalities to use during the site plan review process when considering active transportation trips.* - If this is not a new UPWP Task, can GTC provide additional information on previous outcomes and how this task has been helpful to GTC and the subregions.

This is a new UPWP task that will be commencing April 1, 2022.

Task 5540 – Complete Streets Program – coordination/collaboration with major public transit providers in the region is encouraged for this task.

Thank you for your comment. GTC staff plans to review the upcoming guidance from the Infrastructure Investment and Jobs Act/Bipartisan Infrastructure Law (IIJA/BIL) to coordinate activities for this new task. We will look to coordinate with transit providers as this task moves forward.

Task 5752 – Genesee-Finger Lakes Regional Resiliency Plan - coordination/collaboration with major public transit providers in the region is encouraged for this Task.

Thank you for your comment. GTC staff plans to review the upcoming program requirements for the Promoting Resilient Operations for Transformative, Efficient, and Cost-saving Transportation (PROTECT) program under the IIJA/BIL. We will look to coordinate with transit providers as this task moves forward.

Task 8542 – Greater Rochester Transportation Management Association Feasibility Study – funds are programmed for this task under FY 21 and 22. If the task advances this year, will GTC be doing a MOD to re-insert the funds under the current year of expenditure?

GTC is the lead agency on this task, and the task is funded with Federal Highway Administration funds as it concerns demand management. The project is on hold to allow for transit ridership and roadway travel pattern settle into a “new normal”.

Yates County is still not included in the studies in Tasks **8543** – Regional Village Local Service Study and **8544** – Rural On Demand Transit Study. This was discussed at the last Federal Cert. Review. Any updates?

Tasks 8543 and 8544 are operational plans that are specific to RTS services. RTS does not operate Yates County transit. Therefore, Yates County is not included as part of these tasks.

Tasks 8552 – Regional Fleet Electrification Study and **8553** – On Route Charging Feasibility Study – will the Guidebook/Reports and/or Findings from this study be scalable beyond the GTC Region?

FTA comments regarding GTC 2022-2023 UPWP, received 2/14/2022

Regarding 8552, this project is focused on various types of fleets so there may be lessons learned that could be applicable to other fleet operators.

Regarding 8553, the On Route Charging Feasibility is an operational plan specific to RTS Monroe transit services. Therefore, it is unlikely that this plan could be scaled for a broader audience.

GTC 2022-2023 UPWP Comments

- The overall development of the UPWP is very good. The changes that were made from last year including how the planning priorities relate to each aspect of the UPWP, bring together the overall work program and the regional needs.
- This UPWP also highlights all the public participation efforts and outreach that GTC is committed to while using different resources to engage in minority, low-income and persons with limited English proficiency.

Thank you.

- Page 8 – The second sentence: “GTC Paid to boost a post to a custom audience...” Recommend a re-write or use different terms to provide clarity to the layman reading this document.

GTC staff will modify the sentence as follows: “In addition to standard, frequent posts on social media, GTC used paid promotions on social media to reach custom audiences by age and location.”

- Page 10 – Paragraph after the ten factors: Remove the statement “however, not every factor is addressed ever year.” It is best not to not call that out right in the plan.

Agreed, GTC staff will remove this reference.

- Page 14 – First paragraph, after the third sentence - consider adding a sentence that brings the previous thought all together as to why these projects were chosen and how they are significant in meeting the needs of the region.

The reason the new projects were chosen is explained through the UDC comment section. The LRTP 2045 Emerging Issues and Opportunities and the FAST Act Planning Factors speak to the needs within the region – at both the federal and regional level. GTC will update “Emerging Issues and Opportunities” to state “LRTP 2045 Emerging Issues and Opportunities” to emphasis the regional needs. GTC staff is happy to further discuss this comment with NYSDOT-MO staff for additional clarification.

- Page 14 – The new information for each task listing why it was chosen and the factors it relates to is a great addition.

Thank you.

- Page 39 – According to Last Years accomplishments (page 17) and the schedule this task was closed out in June 2021, please verify.

The 2020 Regional Land Use Monitoring Report was accepted for closeout at the GTC Board meeting in December 2021. However, since the UPWP is based on the first and second quarter billings, this task still needs to be financially closed out. It is anticipated that this task will be financially closed out with the June 2022 Budget Amendment. GTC staff will update Task 4220 - Schedule “6. Financial closeout” to state June 2022 to reflect this.

From NYSDOT-Main Office, received 2/9/2022

- Page 79 – Noticed that this project is a carryover from 2021-2022 UPWP however, it was not listed in last year's UPWP?

You are correct that Task 7706 – West Webster Hamlet Revitalization Plan was not part of the original 2021-2022 UPWP. As part of the June 2021 budget revision, GTC realized a cost savings of \$86,817 from salary, fringe, and overhead, contingency, and the balances remaining from completed UPWP projects. This saving was originally proposed to be added to Task 1600 Program Reserve, bringing the total amount to \$146,831. This is an excessive amount of funding for Program Reserve and the cost savings could be used to program an additional UPWP project. This idea was discussed at the May 13 Planning Committee meeting. The Planning Committee concurred and recommended that an additional UPWP Project be programmed. The UPWP Development Committee decided to fund the West Webster Hamlet Revitalization Plan to utilize the additional funding. The 2021-2022 UPWP was amended to include Task 7706 in June 2021. Unfortunately, the individual project task page was not sent to NYSDOT-MO when we submitted the financial tables reflecting the June budget revision. Information about this project has been available on the GTC website, under the UPWP page: <https://www.gtcmppo.org/UPWP>