Chapter IV: Changing Transportation Needs and Impacts

A. Travel Modes

1. Passenger Vehicles

By far, the most common mode of transportation utilized in Onondaga County is the passenger motor vehicle, and the popularity of this mode of commuting continues to increase over time. Between 1990 and 2000, the percentage of those driving alone to work increased from 75 to 80 percent. The remaining modes of transportation noted in Table 4-1, including carpooling, public transportation, and bicycling or walking, have shown a decline in usage since 1990.

According to the data published by the Census Bureau and the Bureau of Transportation Statistics, in addition to the passenger motor vehicle remaining the preferred mode of commuting, the travel time of the commute for the labor force has increased over the past decade. In 1990, the mean travel time to work in Onondaga County was 18.3 minutes, and in 2000 it increased to 19.3 minutes.  

Table 4-1
Changes in Commuting Patterns, 1990 and 2000
Percent of the Labor Force Ages 16 Years and Over
Onondaga County

<table>
<thead>
<tr>
<th>Transportation To Work</th>
<th>1990</th>
<th>2000</th>
<th>Total Increase / Decrease From 1990 - 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drove Alone</td>
<td>75.2%</td>
<td>80.1%</td>
<td>+ 4.9%</td>
</tr>
<tr>
<td>Carpoled</td>
<td>12.1%</td>
<td>9.9%</td>
<td>- 2.2%</td>
</tr>
<tr>
<td>Public Transportation</td>
<td>4.5%</td>
<td>2.6%</td>
<td>- 1.9%*</td>
</tr>
<tr>
<td>Bicycled or Walked</td>
<td>5.3%</td>
<td>4.1%</td>
<td>- 1.2%</td>
</tr>
<tr>
<td>Other</td>
<td>0.6%</td>
<td>0.5%</td>
<td>- 0.1%</td>
</tr>
<tr>
<td>Worked at Home</td>
<td>2.4%</td>
<td>2.8%</td>
<td>+ 0.4%</td>
</tr>
<tr>
<td>Total</td>
<td>100.1%</td>
<td>100%</td>
<td>-----</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau. Public Transportation includes buses, trains, taxicabs and related services. Other includes motorcycles.
*While the percentage of people commuting in the labor force ages 16 and up riding public transportation has decreased 1.9% from 1990 to 2000, in recent years the percentage of ridership overall has increased for Centro (see discussion on Public Transit).

The number of licensed drivers in Onondaga County in 2005 was 316,850, with the total number of all types of vehicles registered in Onondaga County at 340,326. The mean number of vehicles per household remained relatively steady at 1.52 in 2000 (versus 1.54 in 1990). Worth noting, however, is that while the number of vehicles per household remained relatively constant, the number of persons per household fell over the same

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1 CTPP 2000, Table 1.
3 CTPP 2000, Table 1.
time period (2.4 persons per household in 2000 versus 2.6 persons per household in 1990). This results in a higher vehicle per person ratio (i.e., larger number of smaller households with the same number of vehicles per household). This trend could logically lead one to ask – “Does this mean people are driving more?” In short, the answer is yes.

According to the Highway Performance Monitoring System (HPMS) provided by the New York State Department of Transportation (NYSDOT), in 2005 the number of Daily Vehicle Miles of Travel (DVMT) in the SMTC Federal Aid Urbanized Area was 9,996. This represents a 43 percent increase over miles traveled in 1990 when the DVMT was 6,990. The following graph (Table 4-2) shows actual HPMS DVMT values for 1990 through 2005, and forecasted travel miles for the years 2006 through 2030. The forecasted DMVT shown in this graph was prepared by the Global Insight, a forecasting consulting firm, for the NYSDOT in 2007.

**Table 4-2**

<table>
<thead>
<tr>
<th>Year</th>
<th>DVMT for SMTC Federal Aid Urbanized Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>6,000</td>
</tr>
<tr>
<td>1995</td>
<td>7,000</td>
</tr>
<tr>
<td>2000</td>
<td>8,000</td>
</tr>
<tr>
<td>2005</td>
<td>9,000</td>
</tr>
<tr>
<td>2010</td>
<td>10,000</td>
</tr>
<tr>
<td>2015</td>
<td>11,000</td>
</tr>
<tr>
<td>2020</td>
<td>12,000</td>
</tr>
<tr>
<td>2025</td>
<td>13,000</td>
</tr>
<tr>
<td>2030</td>
<td>14,000</td>
</tr>
</tbody>
</table>

*Global Insight: Global Insight, Inc. Advisory Service Division is a forecasting consultant group hired by the NYSDOT.
Please refer to Chapter 7 (Air Quality and Conformity Determination) for a discussion on SMTC’s Travel Demand Model VMT estimates for future years. The travel demand model estimates can (and do) vary from the HPMS estimates.

**Journey to Work Forty-Year Trends**

As previously stated, the preferred mode of transportation for commuting to work is the single-occupancy automobile. Table 4-3 summarizes the mode of choice for trips to work in Onondaga County from 1960 to 2000. There has been a substantial increase in private vehicle use over this forty-year period, while transit use and walking have declined over time.

![Table 4-3](image)

| Year | Private Vehicle/Carpool (%) | Transit (%) | Walked (%) | Bicycled (%) | Home Occupation (%)
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>70.9%</td>
<td>14.6%</td>
<td>9.9%</td>
<td>NA</td>
<td>3.1%</td>
</tr>
<tr>
<td>1970</td>
<td>80.3%</td>
<td>8.5%</td>
<td>7.6%</td>
<td>NA</td>
<td>2.2%</td>
</tr>
<tr>
<td>1980</td>
<td>84.4%</td>
<td>6.6%</td>
<td>6.8%</td>
<td>NA</td>
<td>1.4%</td>
</tr>
<tr>
<td>1990</td>
<td>87.3%</td>
<td>4.5%</td>
<td>5.1%</td>
<td>.2%</td>
<td>2.4%</td>
</tr>
<tr>
<td>2000</td>
<td>90.0%</td>
<td>2.6%</td>
<td>3.9%</td>
<td>.2%</td>
<td>2.8%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau

An examination of the mode of transportation to work by municipality in Onondaga County yields interesting information (see Table 4-4). For example, the City of Syracuse has by far the largest number of people (4,148) using public transportation to get to work, with the Towns of Camillus, Salina and Clay following with approximately 300 public transportation users each. Rural towns south of Syracuse such as LaFayette, Otisco, Fabius, Pompey, Spafford and Tully show very few people use public transportation to get to work. This is due to the minimal coverage of the fixed route service in these municipalities. Centro continues to examine possible route expansion to various areas of the planning area that are underserved or have no service currently available.

In the City of Syracuse, 5,960 people walked to work in 2000. The Towns of Salina, Clay, DeWitt, Camillus and Manlius reported having between 200 and 300 walkers each. The towns with the fewest people walking to work were Spafford and Otisco.

The City of Syracuse, and the Towns of Clay, Manlius, Cicero and Lysander had a large number of people who work at home. Elbridge, Fabius, Otisco, and Spafford had the fewest home workers.
Table 4-4

Mode of Transportation to Work by Town in Onondaga County, 2000

<table>
<thead>
<tr>
<th>Towns in Onondaga County</th>
<th>Drove Alone</th>
<th>Car Pool</th>
<th>Public Transportation</th>
<th>Other Means</th>
<th>Walked</th>
<th>Worked at Home</th>
<th>Total Workers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Camillus</td>
<td>88.9%</td>
<td>12.5%</td>
<td>3.4%</td>
<td>.4%</td>
<td>2.3%</td>
<td>2.5%</td>
<td>10,993</td>
</tr>
<tr>
<td>Cicero</td>
<td>87.6%</td>
<td>7.6%</td>
<td>.2%</td>
<td>.3%</td>
<td>1.1%</td>
<td>3.1%</td>
<td>14,122</td>
</tr>
<tr>
<td>Clay</td>
<td>86.5%</td>
<td>.9%</td>
<td>.7%</td>
<td>.7%</td>
<td>.8%</td>
<td>7.4%</td>
<td>30,763</td>
</tr>
<tr>
<td>DeWitt</td>
<td>83%</td>
<td>8.9%</td>
<td>2%</td>
<td>.9%</td>
<td>2%</td>
<td>2.1%</td>
<td>11,229</td>
</tr>
<tr>
<td>Elbridge</td>
<td>81%</td>
<td>11.8%</td>
<td>1.9%</td>
<td>.06%</td>
<td>2.7%</td>
<td>1.9%</td>
<td>2,942</td>
</tr>
<tr>
<td>Fabius</td>
<td>81.9%</td>
<td>9.7%</td>
<td>.4%</td>
<td>.3%</td>
<td>2.3%</td>
<td>5.3%</td>
<td>980</td>
</tr>
<tr>
<td>Geddes</td>
<td>83.2%</td>
<td>10.8%</td>
<td>1.9%</td>
<td>.5%</td>
<td>1.4%</td>
<td>2.1%</td>
<td>7,888</td>
</tr>
<tr>
<td>LaFayette</td>
<td>84.7%</td>
<td>8.8%</td>
<td>0%</td>
<td>.3%</td>
<td>2.6%</td>
<td>3.5%</td>
<td>2,577</td>
</tr>
<tr>
<td>Lysander</td>
<td>86.6%</td>
<td>7.7%</td>
<td>.4%</td>
<td>.6%</td>
<td>.8%</td>
<td>3.9%</td>
<td>9,863</td>
</tr>
<tr>
<td>Manlius</td>
<td>86.9%</td>
<td>6.5%</td>
<td>.8%</td>
<td>.5%</td>
<td>1.5%</td>
<td>3.8%</td>
<td>15,395</td>
</tr>
<tr>
<td>Marcellus</td>
<td>82.8%</td>
<td>7.8%</td>
<td>.7%</td>
<td>.2%</td>
<td>4.9%</td>
<td>3.6%</td>
<td>3,269</td>
</tr>
<tr>
<td>Onondaga</td>
<td>86.8%</td>
<td>8.9%</td>
<td>1.1%</td>
<td>.5%</td>
<td>.7%</td>
<td>3%</td>
<td>9,537</td>
</tr>
<tr>
<td>Otisco</td>
<td>81.7%</td>
<td>11%</td>
<td>.6%</td>
<td>.4%</td>
<td>1.4%</td>
<td>5%</td>
<td>1,247</td>
</tr>
<tr>
<td>Pompey</td>
<td>81.4%</td>
<td>6.3%</td>
<td>0</td>
<td>0</td>
<td>3.3%</td>
<td>8.9%</td>
<td>2,945</td>
</tr>
<tr>
<td>Salina</td>
<td>84.2%</td>
<td>9.5%</td>
<td>1.5%</td>
<td>.8%</td>
<td>1.9%</td>
<td>2%</td>
<td>16,495</td>
</tr>
<tr>
<td>Skaneateles</td>
<td>82.5%</td>
<td>7.7%</td>
<td>.8%</td>
<td>.7%</td>
<td>3.3%</td>
<td>5%</td>
<td>3,445</td>
</tr>
<tr>
<td>Spafford</td>
<td>81.3%</td>
<td>10.3%</td>
<td>0</td>
<td>.3%</td>
<td>.6%</td>
<td>7.4%</td>
<td>870</td>
</tr>
<tr>
<td>Tully</td>
<td>78.1%</td>
<td>9.3%</td>
<td>.2%</td>
<td>.8%</td>
<td>4.4%</td>
<td>7%</td>
<td>1,371</td>
</tr>
<tr>
<td>Van Buren</td>
<td>84.6%</td>
<td>9.7%</td>
<td>1%</td>
<td>.6%</td>
<td>1.4%</td>
<td>2.7%</td>
<td>6,145</td>
</tr>
<tr>
<td>City of Syracuse</td>
<td>65.9%</td>
<td>13.7%</td>
<td>7%</td>
<td>1.1%</td>
<td>10%</td>
<td>2%</td>
<td>59,041</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau 2000, SF3 Table P30 and CTPP Table 1-102

Commuting in Onondaga County

The 2000 commuting data (see Table 4-4) shows that most people commute in single occupant vehicles. Overall, a small percentage of work trips are made via public transportation. However, in certain zones in the urbanized area, transit is utilized more and is regarded as an indispensable mode of travel for many people. In no instance did bicycling reach even one-half of one percent of work trips made. Carpooling remains an alternative for many.

For those who commute to work, the mean travel time, depending on the county, varied from 19 minutes in Onondaga County to 24 minutes in Oswego County, both of which were lower than the statewide travel time of 31 minutes. The data regarding the percentage of the labor force working outside the county of residence clearly demonstrate

4 Some Towns may not add up to 100% due to rounding errors.
that Onondaga County is where most of the jobs in the Central New York region are located. Only 5.9 percent of Onondaga County residents work outside Onondaga County. This is contrasted by much higher percentages in adjacent counties. For example, 28 percent of residents in Cortland County and 49 percent of residents in Madison County travel to a different county to work. These commuting patterns of outlying counties commuting into Onondaga County for work highlight the need for maintaining a well-functioning highway network.

As noted previously, there has been a 35.52% increase in vehicle miles traveled (VMT) since 1990. Data from a 1995 New York National Regional Transportation Survey study (which has been verified to be reflective of current trends by the NYSDOT Planning and Strategy Group) shows that the Syracuse Metropolitan Planning Area (MPA) reported 30.28 daily VMT per driver. This number is slightly higher in comparison to Albany (at 26.05 daily VMT per driver), the closest other upstate New York MPA of similar population size. As compared to other upstate MPA areas with less than 3 million people, Syracuse MPA’s daily VMT is about average.5

As shown in the 2000 Census data, the highest numbers of people commuting to work in Onondaga County are traveling to the City of Syracuse (87,779) as well as the Town of DeWitt (37,837) and the Town of Salina (17,337). The number of people commuting to work in a single occupancy vehicle is determined by where jobs are located as well as the density of residential areas and the transit available in those areas. In some cases, an increase in available transit would not be cost effective based on population density. As daily VMT and corresponding trends of an increase in commuting rise, sprawl will continue. For a discussion of sprawl, please see the following paragraph and Appendix C. An additional factor in increasing the use of single occupancy vehicles and VMT is low fuel costs. If fuel is affordable (according to market conditions), people are more likely to drive greater distances.

When presented with an increase in commute times combined with an increase in the movement of residents to the outlying suburbs, one of the main concepts that needs to be addressed is suburban sprawl. The impacts of suburban sprawl greatly affect passenger vehicle transportation. As people move further away from goods, services, and places of work, the use of vehicles and travel time increases. These additional commuting trips increase the burden on the road network. In addition, when sprawl occurs, public transit options become less desirable due to cost and time efficiency factors. Sprawl and development tend to create more of a burden on the passenger vehicle transportation system. The presence and absence of existing infrastructure such as water and sewer systems directly influence development and sprawl. There is now a willingness of residents to move to the outskirts of Onondaga County and to other surrounding counties, where commuting greater distances is acceptable. One of the side effects associated with sprawl is cost. There are additional building and maintenance costs for roads, schools, retail, water and sewer systems, human services, transit services, and abandonment of existing infrastructure, among other things. High usage of the interstate system for commuting travel is directly impacted by sprawl, and traffic counts support that interstate volumes are increasing as commuters are traveling from residences further away from work destinations. Map 10 displays the quantity of workers by county that work in Onondaga County, by county of residence. This shows a willingness to commute considerable distances to work in Onondaga County even though Onondaga County is losing population and has ample housing.

The ongoing change in retail and related development also contributes to sprawl. Retail development that is built away from established areas draws housing development, which in turn entices people to move to these outlying areas. As people move to the new area, more retail development follows to fill in the gap of missing needs and services. The creation of additional housing occurs once again because now there is an established area of retail development. A few examples of this concept are found within Onondaga County along the Route 31 corridor in Clay and Cicero, as well as with the new Town Centre at Fayetteville.

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As a result of suburban sprawl and its contribution of increased passenger vehicle trips made and longer travel times to work, most funding sources currently available for capital improvements on Onondaga County roadways are utilized for maintaining the current road network. As noted in Chapter 5: Safety Conditions and Infrastructure Maintenance, the majority of the funds for the road network are used to maintain the most heavily traveled routes in the county.

**Interstate Congestion** - There are many issues relating to the high rate of single occupancy passenger vehicles in Onondaga County and the surrounding areas. There is an increase in the amount of traffic on the commuter interstates (I-690 and I-481) as well as on the through-route interstates (I-81 and I-90). Local traffic combined with interregional traffic (i.e., truck freight movement and commuters) can create heavier traffic flow, primarily during peak hours, especially on I-81.

**Network** – In the northern towns, there is a lack of options for passenger vehicles to move across the Syracuse MPA from east to west or vice versa due to physical and geographic constraints. The main east west corridor is I-90 (New York State Thruway). Other options include I-690 through the City of Syracuse and Route 31 in the northern portion of Onondaga County. Because these routes do not serve the needs of the population, initial efforts are being made to examine the possibility of using different roads to provide an alternative for traffic moving in these directions across Onondaga County.

**Interstate ITS** - As mentioned in this report, current Intelligent Transportation Systems (ITS) initiatives are aimed at relieving recurring and non-recurring delay caused by passenger vehicle commuting in Onondaga County. Another issue that the ITS program will address is improving passenger vehicle mobility through incident management. Please refer to the ITS section for additional details.

**Parking** - Suburban sprawl has an additional impact on parking. Parking becomes more of an issue when increasing amounts of people are using passenger vehicles as a mode of transportation, and is of critical importance in dense areas that have a lack of parking such as University Hill and Downtown Syracuse. As part of its mission, CNYRTA constantly strives to increase ridership on its entire system, including and especially those routes that serve areas with restricted parking conditions such as University Hill and Downtown Syracuse.

**Air Quality** - Additionally, an increase in passenger vehicle traffic has a direct negative effect on air quality and also is a contradiction to the principles of the state energy plan.

**City-Residential Demolition** - As suburban sprawl continues, a direct result is the de-densification of housing units in the City. For data on demolitions, please see table 3-11. This has significant transportation infrastructure implications, noted below:

- The average commute to work in Onondaga County continues to increase.  
- An increased dependency on vehicles for transportation, as indicated through increases in vehicles per household in Onondaga County to a record average.

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With larger travel distances to work, 2000 Census figures show decreases in walking, bicycling and public transit, as well as increases in private vehicle usage for commuting to work.

Providing accessible and cost-effective public transportation becomes more difficult, as residential and job centers are spread out across the County.

Commuter Corridors

In the summer of 2006, the NYSDOT requested that all of the MPOs in New York construct mapping and analysis of Trade and Commuter Corridors as part of a statewide effort of corridor planning and management. To that end, the SMTC staff in combination with NYSDOT staff constructed draft corridor mapping of both commuter and freight corridors. This was done through a joint (SMTC and NYSDOT) process of evaluation of facilitates, functional classification of the road network, population centers, work centers, and related information. Map 11 and Map 18 show the resulting output from this effort.

In terms of commuter corridors, the mapping reflects what this document has established in the previous sections: the residential commuters are spread throughout the MPO area and utilize the variously classified road network hierarchy to navigate their daily commute. A closer look at Map 11 shows that the local population centers (i.e. residential development areas), particularly in the suburban locations, move from the local roadways of residence onto the collector system (labeled on the Map 11 as tertiary). From the collector system they move up to the major collectors and minor arterials (denoted as secondary on Map 11) and finally, the bulk of commuter traffic ultimately travels on the principal arterial system denoted as primary on the map. The map does not directly follow the Functional Class system due to local variation in commuter traffic. Also, minor local variations have been carefully considered (for example the Thruway [I-90] in the SMTC area is not a main commuter corridor and is therefore downgraded to secondary on this map while its functional classification is principal arterial).

This commuter corridor identification is helpful in understanding the reality of the “spreading out” of the residential population and the correspondingly large network of infrastructure required to accommodate this geographically dispersed workforce. It should be reiterated that this map is a working document at this time and its sole purpose is to aid the NYSDOT in its efforts at understanding statewide corridors.
2. Bicycle and Pedestrian Travel

Census data detailing the modes of travel to work by workers in Onondaga County in 1990 and 2000 are shown in Table 4-5. Additionally, the 2000 Census data are separated to compare City of Syracuse patterns with those of the remaining suburban portions of Onondaga County.

<table>
<thead>
<tr>
<th>Onondaga County Journey To Work Statistics, 1990-2000</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1990 Census</strong></td>
</tr>
<tr>
<td><strong>Workers (Ages 16 and Over)</strong></td>
</tr>
<tr>
<td><strong>Drove alone</strong></td>
</tr>
<tr>
<td><strong>Carpooled</strong></td>
</tr>
<tr>
<td><strong>Public Transportation</strong></td>
</tr>
<tr>
<td><strong>Walked</strong></td>
</tr>
<tr>
<td><strong>Bicycled</strong></td>
</tr>
<tr>
<td><strong>Worked at Home</strong></td>
</tr>
<tr>
<td><strong>Motorcycled or Other</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Onondaga Co. - 2000 Census</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>City</strong></td>
</tr>
<tr>
<td>59,041 (28%)</td>
</tr>
<tr>
<td>38,936 (23%)</td>
</tr>
<tr>
<td>8,114 (39%)</td>
</tr>
<tr>
<td>4,148 (75%)</td>
</tr>
<tr>
<td>5,960 (72%)</td>
</tr>
<tr>
<td>348 (71%)</td>
</tr>
<tr>
<td>1,205 (20%)</td>
</tr>
<tr>
<td>330 (31%)</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau 2000, SF3 Table P30, CTPP 2000

According to the 2000 United States Census, approximately 8,749 workers over the age of 16 within Onondaga County walk or bicycle to work. Of those who walk or bicycle to work, over 70% live within the City of Syracuse. Since 1990, Onondaga County has seen a decrease in pedestrian travel, potentially attributable to a decrease in city population over the past decade. Other factors such as the condition of pedestrian facilities, perceived safety, and alternative mode choices may also be attributable to the decrease.

Although the percentage of those bicycling to work has shown an increase of nearly 25%, upon further examination of the census numbers for bicycle commuting, the increase may not be statistically significant, as the number of bicycle commuters increased by only 97 people since 1990.

Another important factor in bicycle and pedestrian planning (as well as transit planning) is the accessibility of vehicles. Remaining relatively steady since 1990, the latest 2000 Census
indicates that 12.6% of all households in Onondaga County do not have a vehicle, a 3.6% decrease from 1990. It is important that the Metropolitan Planning Organization (MPO) recognize the needs of those without personal motor vehicle transportation. In addition, there are various citizens’ groups that are interested in using non-motorized modes of transportation to travel to work.

**Typical Pedestrian and Bicycle Trip Lengths**

When planning new bicycle and pedestrian facilities or upgrading or reconstructing existing roadways to accommodate bicyclists and pedestrians, one of the items for transportation planners and engineers to consider is the typical trip length of pedestrians and bicyclists. According to the *Transportation Planning Handbook*, published by the Institute of Transportation Engineers, “bicycle and pedestrian trips are typically characterized by short trip distances: approximately one-quarter mile to one mile for pedestrian trips and one quarter-mile to three miles for bicycle trips.” In addition, the American Association of State Highway and Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets* notes that “the pedestrian most likely will not walk over 1 mile to work or over 0.5 mile to catch a bus, and about 80% of the distances traveled by the pedestrian will be less than 0.5 mile.”

With the majority of bicycle and pedestrian trips covering short distances, land use patterns play a critical role in the current and future development and use of bicycle and pedestrian facilities.

**Federal Legislation**

Over the past several years, federal legislation and funding for transportation has given increasing consideration to bicycle and pedestrian travel and related infrastructure. Starting with the 1991 Intermodal Transportation Efficiency Act (ISTEA), new national attention was placed on bicycle and pedestrian provisions and MPOs were mandated to consider bicycling and walking as transportation plans were prepared. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) of 2005 continued to expand both legislative requirements as well as funding opportunities for pedestrian and bicycle facilities to be used for transportation purposes.

One reason that these non-motorized modes of travel are gaining in stature and importance is their positive effects on air quality. The federal Congestion Mitigation and Air Quality (CMAQ) legislation and Transportation Enhancements Program (TEP) is administered by the Federal Highway Administration are principal funding avenues for bicycle/pedestrian projects across the country, as a way of encouraging alternatives to private automobile usage for transportation. Successful as many of these projects have

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been, both of these funding sources have been limited compared to other transportation funding mechanisms and are highly competitive in nature.

**Pedestrian/Bikeway Planning**

Both Onondaga County and the City of Syracuse have bikeway plans and projects underway, several of which are funded through the MPO’s Transportation Improvement Program (TIP). Several examples are listed below. See Map 12.

- **Bicycle And Pedestrian Plan** – The SMTC Bicycle and Pedestrian Plan for Onondaga County and the City of Syracuse was completed in 2005. The primary goals of this Plan are to preserve and enhance the bicycling and pedestrian network; and to improve the safety, attractiveness, and overall viability of cycling and walking as legitimate transportation alternatives to the transportation system in the Greater Syracuse area. This study includes the following major sections: (1) evaluating and summarizing existing bicycle and pedestrian plans; (2) data compilation and summary; (3) gathering of existing conditions/creation of a suitability map; (4) identifying known and perceived bicycle and pedestrian issues; and (5) developing recommendations and action items that seek to improve the community’s bicycle and pedestrian environment.

- **Onondaga Lake Trail**, also known as the “Loop the Lake Trail” - The Onondaga County Department of Parks and Recreation and OCDOT continues to work on completing the planned bicycle/pedestrian trail around Onondaga Lake, which will provide a non-motorized transportation link between Liverpool and Solvay. In 2002, the West Shore Trail was opened to the public, representing another leg of the trail planned to encircle the entirety of Onondaga Lake. In addition, two miles of paved, Class 1 trail on the West Shore of Onondaga Lake from the present trail end at Nine Mile Creek to the State Fair parking lots near I-690 Exit 7 are currently in design phase. The County is also currently working with the U.S. Army Corps of Engineers on the design of a proposed trail opportunity along the eastern shoreline of the lake. The trail may be in the form of a causeway or boardwalk constructed well into the lake itself, creating a trail extension that avoids dangerous roadways and railroad corridors, and also providing for the creation of an expanded wetland habitat for plants and animals. The southwest shore trail segment continues to present obstacles due to environmental conditions, proximity of railroad facilities to the shoreline, and litigation over cleanup responsibilities. Funding totaling approximately $6.5 million for detailed design, construction and inspection
(for the trail’s completion) is currently earmarked on the TIP. See Map 12 for the Onondaga Lake Trail, as well as other major existing and proposed trail routes in Onondaga County.

- **Onondaga Creekwalk** – This multi-use trail system has been in existence since the early 1990s, with completed portions open in the Franklin Square and Inner Harbor areas in Syracuse’s Lakefront Area. (A temporary connection has been established as well, connecting the two segments until creekside property can be obtained and removed of pollutants.) The Onondaga Creekwalk is intended to be a continuous trail system on the edge of Onondaga Creek, stretching from Onondaga Lake to the southern city limits and beyond. Another TIP funded project (a Creekwalk extension project) is currently under design extending the trail further south to Armory Square, as well as north to the mouth of Onondaga Lake. Construction for this portion is expected to begin in 2007.

In addition, Phase II of the Creekwalk, which entails the investigation of feasible routes for the continuation of the Creekwalk from the Armory Square Historic District south to Kirk Park within the Onondaga Creek Corridor, is underway. Several neighborhood advocacy groups have supported construction of the Creekwalk and are initiating grassroots campaigns to rediscover the Creek and its recreational opportunities.

- **New York State Erie Canalway Trail** - Portions of this planned 350+ mile trail have been completed within Onondaga County that link to the end-to-end statewide Erie Canalway Trail along the Erie Canal Corridor from Buffalo to Albany. This project is ongoing. The Syracuse segment of this trail is considered to be one of the most difficult gaps to complete, primarily due to the fact that the 15-mile segment that will connect Camillus in the west and DeWitt in the east traverses land that is the most urbanized along the entire state route. A proposed ideal route also exhibits widely differing characteristics and features, as it passes over some public streets, moderately maintained utility roads, seasonal access roads, multi-use trails, and a waste settling bed. In March 2006, the SMTC met with New York State Canal Corporation representatives to discuss possibilities for the routing of the Canalway Trail from Camillus to DeWitt. Because the proposed ideal route may take years to implement due to running through various properties with various property owners, the Canal Corporation is looking to develop a route that can be signed and utilized now. The Canal Corporation anticipates utilizing city streets for a good portion of
This map is for presentation purposes only. The SMTC does not guarantee the accuracy or completeness of this map.
the trail through the City of Syracuse. As of the printing of this document, the Canal Corporation’s final proposed route through the City of Syracuse was not yet available. The Onondaga Lake Trail and Onondaga Creekwalk will be incorporated as segments of the Canalway Trail system.

In 2002, New York State announced a $35 million state funding commitment toward the completion of the entire statewide trail. The Syracuse Area is slated to receive approximately $3 million towards the effort. Towns and villages along the canal system are attempting to capitalize on the revitalization of the Erie Canalway, and several municipalities such as the Village of Baldwinsville are requesting TIP and other funds for the construction of trail facilities and promenades along the canal. See Map 10 for the proposed routing of the Canalway Trail.

- **Centro Bicycle Racks** - Beginning in 1997, the Central New York Regional Transportation Authority (CNYRTA or Centro) began retrofitting all of its Centro passenger buses with bicycle racks, in an effort to encourage increased Centro usage combined with bicycling. Today, the vast majority of Centro’s fleet is equipped with bike racks attached to the front of their buses, and the SMTC has included informational panels on its *Bicycle Suitability Map* to educate bicyclists in proper usage of the racks.

Through various SMTC studies, the SMTC has been made aware of bicycle and pedestrian issues that exist within the MPO area. Commonly, the noting of bicycle and pedestrian issues are required elements of any transportation study. Some of the concerns regarding bicycle travel that the public has shared with the SMTC include a lack of facilities, disregard for safety and a general lack of awareness of the rules and regulations associated with safe bicycle travel. One of the most often stated comments relayed to the SMTC by the public is the lack of dedicated bicycle lanes and routes with appropriate signage within the MPA. To date, the following bicycle lanes currently exist in the City of Syracuse: 1) Comstock Avenue from Stratford Street to East Colvin Street, 2) East Colvin Street from Garfield Place to the east City Line and 3) Meadowbrook Drive from Hurlburt Road to Lancaster Avenue, then along Lancaster Avenue south to East Colvin Street. These bicycle lanes are located within the University Hill area. The lanes provide a safe facility for bicyclists to utilize when traveling between common origins and destinations. The City of Syracuse continues to examine possible locations for implementing bicycle related facilities such as those identified by the public. During the 2007 construction season, the City is planning to install a bike lane on East Genesee Street from East Ave to the City/DeWitt Line. Additional future sites may include linkages throughout the entire city and also to the Onondaga Creekwalk and the Erie Canalway Trail that is proposed to bisect the city.
The SMTC has also been made aware of several pedestrian issues such as poor sidewalk conditions, inadequate clearing and maintenance of sidewalks, non-compliance with the Americans with Disabilities Act (ADA), and bus stop related issues such as a limited number of shelters and boarding surfaces. The majority of pedestrian issues relayed to the SMTC consist of a lack of continuity in pedestrian facilities as well as safe places to walk.

Another bicycle and pedestrian travel related issue that has been shared with the MPO is the need for connectivity between the major destinations within the MPO area, such as parks, shopping centers and colleges/universities. The SMTC’s Bicycle Suitability Map (recently published and distributed) furthers this perception as it shows that many of the “popular” destinations have less than favorably rated roadways available for access.

Bicycle and pedestrian improvements continue to be made throughout the SMTC planning area. Improvements such as the addition of bicycle and pedestrian amenities (i.e., bike racks) at key locations, the upkeep of sidewalks and roads, the building of new bicycle and pedestrian facilities, and the continued inclusion of bicycle and pedestrian planning in all aspects of SMTC’s work will further promote the use of non-motorized transportation in the MPA. Also, due to increased demand of the Bicycle Suitability Map which was first printed in 2003, the SMTC in early 2006 reprinted an additional 5,000 copies of the map that are free to the public. This map has been well received by the community and additional printings may occur in the future.

As stated above, the SMTC has completed the comprehensive, policy-based Bicycle and Pedestrian Plan. This plan provides the SMTC with a policy tool that can be utilized by any entity in the MPA to further the cause of bicycle and pedestrian planning activities.

3. Public Transit

Centro operates the public transportation system in Onondaga, Oswego and Cortland Counties. Centro operates fixed-route public transit systems and demand-responsive paratransit service with a total fleet of 250 buses housed in five garages; one each in Onondaga, Cayuga and Oswego Counties and two in Oneida County. Centro has made a commitment to convert its fleet to clean fuel technologies. Centro currently has 121 compressed natural gas (CNG) buses in its Onondaga County fleet, comprising (92%) of Centro’s peak bus hour requirement of 132 buses. Centro plans to take delivery on 133 clean air diesel/electric hybrid, low floor buses by 2011. When this order is completed virtually all of Centro’s regular route fleet will be clean fuel technology vehicles. Smaller, paratransit vehicles will continue to be diesel fueled and Centro will have clean diesel technology for these vehicles, as well. In an effort to promote multimodal transportation uses, bicycle racks can be found on the front of most Centro buses. All future bus purchases will include bike racks and will be clean fuel-technology vehicles.
Centro transports 28,000 people per day in Onondaga County on over 100 transit routes. See Map 13 for transit routes in the MPO area. The majority of Centro’s routes meet at the central point of the regional hub-and-spoke system at the intersection of Fayette and Salina Streets in the City of Syracuse. It is at this "Common Center" that nearly two thirds (65%) of the Syracuse metropolitan region’s bus riders transfer to other routes.

Centro has also implemented community circulator routes that serve suburban areas without traveling into the center of Syracuse with limited success. In addition, locations such as regional shopping centers, the William F. Walsh Regional Transportation Center, and other outlying centers of activity serve as convergence points for transit routes.

Centro has actively been involved in choosing the location of a new “Common Center” central location where a new facility will be built. The public meeting that reviewed the new location was held in December 2006.

In 2005, Centro expanded their transit services into the Cities of Utica and Rome. Therefore, Centro’s services now include locations outside of the jurisdiction of the SMTC and into the Herkimer-Oneida County Transportation Study. See Map 14 for the area that Centro services.

Centro operates connecting routes between the Cities of Syracuse, Oswego, Fulton and Auburn, as well as city transit services within each of these cities. Within Onondaga County, service frequencies in the rush hours are such that all Common Center bus stops are in continuous and heavy use. In the midday and evening periods and on weekends, up to 16 Centro routes converge simultaneously and “line-up” at Common Center every 35 minutes; four at each nearside corner of the intersection. Suburban routes operate with a seventy-minute level of service (headway) during these time periods.

Centro’s routing system in Onondaga County was modified in November 2002 to better serve new markets and changing demographics. The updated Centro routing system provides better service to suburban markets, more “one-seat” rides for significant origin and destination pairings and minimizes the percentage of people needing to transfer. In addition, changes were made to accommodate the growing percentage of elderly patrons by connecting senior living and community centers to likely destinations such as Carousel Center, the William F. Walsh Regional Transportation Center and the many medical facilities on University Hill. Finally, a new, simplified route numbering system has been implemented. As a result, Centro ridership has risen substantially in the recent past. For example, in August, 2006, ridership in Onondaga County exceeded that for August, 2005 by 13%. This is indicative of a trend since November, 2002 during which monthly totals have increased as much as 24%. While some of this increase may be due to increasing fuel prices, the steady rise substantially exceeds what might reasonably have been expected from fuel increases alone.

Centro bus stops, bus shelters, park-and-ride and rideshare locations can be found throughout the MPO area (see Map 13). Fares to ride Centro are $1.00 for travel within one fare zone with a $.25 charge for crossing into a new zone. Senior citizens and
This map is for presentation purposes only. The SMTC does not guarantee the accuracy or completeness of this map.
disabled citizens are charged $.50 for riding on Centro with a $.10 extension zone charge. Centro bus service operates primarily between 5:00 am and 12:00 am, seven days a week. Children under the age of 6 that are accompanied by an adult are free. The fare for children between the age of six and nine is $.50. General ridership numbers for routes within the MPO area are noted in Table 4-6.

Table 4-6

<table>
<thead>
<tr>
<th>Month</th>
<th>FY 01-02</th>
<th>FY 02-03</th>
<th>FY 03-04</th>
<th>FY04-05</th>
<th>FY 05-06</th>
</tr>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
</tr>
<tr>
<td>May</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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</tr>
<tr>
<td>June</td>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
</tr>
<tr>
<td>Aug.</td>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<tr>
<td>Sept.</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<td>800,000</td>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<td>Nov.</td>
<td>800,000</td>
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<td>800,000</td>
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<tr>
<td>Dec.</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<tr>
<td>Jan.</td>
<td>800,000</td>
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<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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<tr>
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<td>800,000</td>
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<tr>
<td>March</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
<td>800,000</td>
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</tbody>
</table>

Source: CNYRTA

The CNYRTA ridership numbers noted in Table 4-6 represent Centro’s service within all four counties in which the Authority operates. Ridership is reported by fiscal year and includes paratransit service.

Centro also operates Call-A-Bus service to provide transportation options to the elderly and disabled who meet the criteria of the ADA. Call-A-Bus uses a fleet of 22 smaller transit vehicles to serve the geographic area and span the hours and days mandated by the ADA. Call-A-Bus service will travel up to three-quarters of a mile to either side of every Centro regular bus route. Fares to ride Call-A-Bus are $1.25 within one fare zone, with a $.50 charge for crossing into a new zone.
In 1998, the CNYRTA opened the William F. Walsh Regional Transportation Center in the City of Syracuse, located adjacent to Interstate Route 81, the Central New York Regional Market, Alliance Bank Stadium, and Carousel Center.

For the first time in the Central New York community, this intermodal facility brings together intercity rail, intercity bus lines, local and regional buses and taxi service. The CNYRTA subsequently restructured a number of its bus routes to maximize direct service to the William F. Walsh Regional Transportation Center from points throughout the region, furthering the ease of intermodal passenger travel. From the William F. Walsh Regional Transportation Center, travelers can access Greyhound and Trailways intercity coach service, shuttle bus service to Hancock International Airport, as well as Amtrak intercity passenger rail along the Empire Corridor and ground transportation services. The Empire Corridor serves all the major upstate New York cities such as Albany, Syracuse, Rochester and Buffalo as well as destinations along the Hudson Valley.

As part of the Regional Mobility Action Plan (ReMap) report completed by Centro in 1999, a Mobility Management Center (MMC) operated by Centro was created to coordinate transportation for people with transit needs (taxi, vans, etc.) that have non-traditional hours and locations, such as rural areas. This program recently provided service to its 100,000th customer. The Mobility Management Center has proven to be successful and effective.

Following is a list of the greatest challenges facing the public and private transit systems within the planning horizon:

- While Centro’s recent ridership gains are a sign of success, Centro may need to increase the size of its fleet to accommodate future growth if the trend continues. If Federal funding is not available, Centro’s ability to take advantage of this trend will be constrained.

- While Centro recently updated its routing system to better serve emerging markets, the dispersal of population to less densely developed suburban and exurban areas makes provision of efficient, effective mass transportation a continual challenge. Centro must continually react to changing land use and demographic conditions with a budget that has not grown commensurately over the years.

- The transit system must attempt to accommodate the growing percentage of elderly patrons. This presents special challenges for the transit system as senior...
living and community centers proliferate, often in hard to serve locations. Serving the elderly well also may require acquisition of more expensive equipment, such as low floor buses, voice enunciator systems, etc.

● There are operational and market-driven reasons for the location of Common Center at the intersection of Fayette and Salina Streets. The CNYRTA is endeavoring to move Common Center permanently to and alternate weather-protected location where buses can load and transfers may be made out of the general traffic flow. Discussions are ongoing and a new site has been identified. Planning for a new Common Center, capital acquisition, land acquisition, design and construction may take up to five years to accomplish.

● While Centro has committed to all future bus purchases being clean fuel technology, such equipment is more costly than diesel technology. If Federal funding is not forthcoming, this program may be jeopardized.

● Centro has completed several ITS projects; including Automated Vehicle Locator (AVL), Automated Passenger Counter (APC) systems and a modern, more efficient radio communications system. These technologies enable Centro to complete its mission with greater efficiency. Centro has committed to completion of a number of other ITS technologies and replacement of aging equipment for those in place will be an issue in the near future. If Federal funding is reduced future ITS projects may be jeopardized.

● Centro also intends to enhance security throughout its transit system in response to Homeland Security concerns and in an effort to combat crime. Again, if Federal funding is reduced future security projects may be jeopardized.

● Intermodal connectivity will be enhanced when the Ontrack railroad bridge over Park Street is completed. This will allow Ontrack Shuttle and special events trains to access the William F. Walsh Regional Transportation Center.

● With the proposed development of the Carousel Center into DestiNY USA, there may be further opportunities for intermodal connectivity and enhancement of regional access to the William F. Walsh Regional Transportation Center, Hancock International Airport and other major trip generators in the urbanized area of the region.

● In order to continue to increase ridership, Centro must compete with the perception that the best mode of travel is via the single occupant passenger car.

● A stable funding source is needed for mobility brokerage activities of social services and paratransit services. Coordination of the multitude of funding sources and providers to maximize the efficiency of the taxpayers’ investments should be imperative in the near future.
4. Water Transportation

The New York State Canal Corporation is responsible for the overall operation, maintenance and rehabilitation of the New York State Canal System. The Central New York portion of the Canal system is shown in Map 15.

Data on the number of lockings through the area is reflected in Table 4-7. Lock E-23 in the town of Clay is the busiest lock, and Lock E-24 the second busiest on the entire New York State Canal System. Forecasts for future years are not available.

Table 4-7

<table>
<thead>
<tr>
<th>Location</th>
<th>1995</th>
<th>1997</th>
<th>1999</th>
<th>2001</th>
<th>2003</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lock E-23 State Canal Park, Town of Clay</td>
<td>8,924</td>
<td>7,553</td>
<td>8,072</td>
<td>7,115</td>
<td>6,114</td>
<td>5,384</td>
</tr>
<tr>
<td>Lock E-24 Village of Baldwinsville</td>
<td>4,484</td>
<td>3,746</td>
<td>4,171</td>
<td>4,152</td>
<td>3,965</td>
<td>3,142</td>
</tr>
<tr>
<td>Total NYS Canal System</td>
<td>126,051</td>
<td>138,619</td>
<td>141,965</td>
<td>135,181</td>
<td>126,523</td>
<td>119,113</td>
</tr>
</tbody>
</table>


The regional Central New York Canal Plan and the statewide Canal Recreationway Plan released in the early 1990’s both outlined a program of planned improvements to address gaps in services along the system, and set forth goals and objects to enhance and improve the historic, recreational, and economic setting of canal communities throughout the system. Many of these improvements have become reality through programs at the federal, state, and local level including the NYS Canal Revitalization Program which provided over $35 million for canalside harbors, ports and trails. Two significant canal harbors, Oswego and
New York State Canal System
Services and Facilities for Public Use in Onondaga County
Long-Range Transportation Plan 2007 Update  Map 15
Seneca Falls, are in the Central New York Planning Region. Additionally, smaller ports offering boater and trail user services have been developed in numerous central New York communities, including Fulton, Phoenix, Baldwinsville, Brewerton, and Port Byron, and approximately 20 miles of new trail has been developed along the canal in Onondaga (12 miles) and Cayuga (8 miles) county.

Future opportunities for canal transportation improvements in this planning region include several projects announced as part of the recently announced Erie Canal Greenway Grant Awards (see Table 4-8). The Erie Canal Greenway initiative will build upon the Canal Revitalization Program by providing additional financial and technical assistance to canal communities pursuing canal related planning and development projects.

The Canal Corporation has introduced several new marketing initiatives as part of the Erie Canal Greenway program. The first annual Canal Clean Sweep held in 2006 included over 30 clean-up events in preparation for the 181st navigation season and in recognition of Earth Day. In addition, during the weekend of August 12 and 13, 2006, the Canal Corporation held the first annual statewide signature event, Canal Splash!, to highlight the history, beauty, culture and recreational appeal of the New York State Canal System. Throughout the two day, multi-location celebration, over 70,000 people attended the more than 85 events organized by State agencies, communities, non-profits and local businesses. The Canal Corporation will also continue a bi-annual Tourism Matching Grants Program to designated tourism promotion agencies for the development of NYS Canal System promotional materials consistent with regional themes set forth in the Canal Recreationway Plan.

These regional projects will be enhanced through the efforts of the Erie Canalway National Heritage Commission. The Management Plan for the Erie Canalway National Heritage Corridor was approved this year and the federal commission is expected to receive Federal funds of approximately $1 million annually for ten years to preserve the historical significance of the canal, promote tourism to spur economic development and expand recreational use. Table 4-8 outlines the grant programs and locations.

The major issues and opportunities relating to water transportation in the MPO area that have been identified relate to the canal system and possible future ferry service. The Canal system is being marketed as a tourist attraction, and the development of the Inner Harbor in Syracuse on Onondaga Lake could improve as a featured destination for water transportation services. Additionally, the possible implementation of the ferry service across Lake Ontario traveling to destinations in Canada could greatly improve the capacity of water transportation services in the Central New York region.
Table 4-8
Erie Canal Greenway Grant Program (2006)
Onondaga, Cayuga and Oswego Counties

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Description</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Port Byron Old Erie Canal Heritage Park Restoration</td>
<td>This funding request is to rehabilitate and restore the Erie House, mule barn and blacksmith shop (National Register), located in Port Byron.</td>
<td>Port Byron</td>
</tr>
<tr>
<td>Nine Mile Creek Aqueduct Restoration Project</td>
<td>This request for funding is in the Town of Camillus to restore the Nine Mile Creek Aqueduct to an operable condition and upgrade approximately one-mile of canal bed between Warners Road and the aqueduct site. This project is also being funded by the TEP (See Chapter 4, Section B7 for more details).</td>
<td>Camillus</td>
</tr>
<tr>
<td>Erie Canal Museum Interpretive &amp; Educational Exhibits</td>
<td>This request for funding is to redesign the Museum’s first floor exhibition gallery to incorporate state-of-the-art design and technology with artifacts and archives drawn from the Museum’s extensive collection. This project is also being funded by the TEP (See Chapter 4, Section B7 for more details).</td>
<td>Syracuse</td>
</tr>
<tr>
<td>Onondaga Lake Park Marina Dock Enhancement</td>
<td>This request for funding will be used to improve the existing marina by providing additional dock space and expand utility services</td>
<td>Liverpool</td>
</tr>
<tr>
<td>Henley Park, North and Lock Island Improvements</td>
<td>This grant to the Village of Phoenix is for projects situated adjacent to Canal Lock 1. Improvements include enhancement of boat launching facilities on North Island; kayak/canoe ramp at Henley Park and shoreline stabilization; and interpretive signage, and trail improvements on Lock Island.</td>
<td>Phoenix</td>
</tr>
<tr>
<td>South Shore West Trail Dockside Electrical Service &amp; Water Supply Project</td>
<td>The Village of Baldwinsville will install marine electrical and water connections along the seawall on the South Shore West Trail.</td>
<td>Baldwinsville</td>
</tr>
</tbody>
</table>

Source: New York State Canal Corporation, 2006

5. Air Passenger Transportation

Hancock International Airport is the only airport providing commercial air passenger service in the SMTC area and the four-county Syracuse Metropolitan Statistical Area (MSA). Hancock International Airport is owned and operated by the City of Syracuse. The facilities are modern and attractive with space available to expand to meet new opportunities. In addition to commercial passenger service, Hancock provides an extensive air cargo operation, including U.S. Customs inspection service, as well as general aviation services for private pilots and military operations.

Hancock Airport, its designate relievers and several other general aviation airports constitute the Central New York portion of the Federal Aviation Administration’s National Plan of Integrated Airport Systems. The general aviation airports provide alternative sites for privately owned aircraft whose pilots prefer a smaller airport setting. General aviation airports are particularly important to air transportation because of their
role in providing private business decision makers and representatives with access to a geographically disbursed array of airfield choices, closer access to destinations and use of private aircraft operating according to the private firm’s schedule rather than an airline schedule.

*Air Passenger Service*

The number of enplaned passengers through an airport typically fluctuates in response to changes in the economy and other local, national and international conditions.

The full utilization of Hancock International Airport also has been adversely affected by high airfares. This has caused some passenger diversion to other airports and other modes of transportation. The City of Syracuse has continued an attempt to bring lower cost airlines to the airport that offers more competitive airfares. Table 4-9 shows the most recent data available for the number of enplaned passengers in the years 2004, 2005 and 2006.

<table>
<thead>
<tr>
<th>Table 4-9</th>
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<tr>
<td>Enplaned Passengers at</td>
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<tr>
<td>Hancock International</td>
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<tr>
<td>Airport</td>
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<tr>
<td>2004</td>
</tr>
<tr>
<td>1,135,713</td>
</tr>
<tr>
<td>2005</td>
</tr>
<tr>
<td>1,228,991</td>
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<tr>
<td>2006</td>
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<td>1,113,040</td>
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Source: City of Syracuse, Department of Aviation

*Forecasts*

Air traffic forecasts for the number of enplaned passengers vary depending upon the source as well as the point in time when a forecast is made. Table 4-10 shows the most recent forecast data available for enplaned passengers for the years 2007, 2012 and 2022 from the draft *Master Plan Update*, recently completed in September 2006.

<table>
<thead>
<tr>
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<td>Forecasts of Enplaned Passengers</td>
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<td>at Hancock International Airport</td>
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<td>2022</td>
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<td>1,691,456</td>
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Source: City of Syracuse, Department of Aviation; Table 5 data from the draft *Airport Master Plan Update*, prepared by C&S Engineers, Inc., based on the Proposed Preferred Airport Forecast.

*Changing Needs and Impacts*

Hancock International Airport, like all airports, continues to be in the midst of changing conditions. From one perspective, the events of September 11, 2001 and the ensuing economic downturn and the war in Iraq have had an adverse impact on the number of
airline passengers. Nationwide, major airlines are faced with significant financial problems and possible restructuring as a consequence of these conditions. As the current national economic situation improves, a positive stimulus is being provided for growth in passenger activity at the airport.

From another perspective, the addition of lower-cost carriers entering the Syracuse market is helping to address a long-standing issue of high airfares at Hancock that have caused much complaint locally and a diversion of some travelers to other airports and modes of travel. The new lower airfares have had a positive impact on the ability to attract passengers and the City of Syracuse continues to support the addition of other low-cost carriers.

6. Passenger Rail Service

Rail passenger service in the SMTC area is provided through two companies. The National Railroad Passenger Corporation (Amtrak) provides intercity rail passenger service in the Central New York region. The OnTrack shuttle trains operate over trackage operated by the Syracuse, Binghamton & New York Railway, a subsidiary of New York, Susquehanna & Western Railway (NYS&W). The passenger rail system in Onondaga County is shown in Map 16.

Syracuse rail passenger traffic on Amtrak is substantial, traditionally ranking third behind New York City and Albany in ridership. The number of passengers initially increased, with enhanced accessibility provided by the opening of the William F. Walsh Regional Transportation Center in 1998 (see Table 4-11). The William F. Walsh Regional Transportation Center provides improved interconnectivity between bus and rail transportation modes, as well as a greater presence for Amtrak in the Syracuse Metropolitan Area. With the decrease in travel following the disaster of September 11, 2001 and the addition of discount airline services, patronage has declined during the last three years. Amtrak is examining additional marketing and service restructuring.

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<td>1980</td>
<td>120,547</td>
<td>118,147</td>
<td>125,459</td>
<td>132,173</td>
<td>127,589</td>
<td>108,650</td>
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Source: Amtrak
This map is for presentation purposes only. The SMTC does not guarantee the accuracy or completeness of this map.
As a result of Onondaga County’s efforts, a Task Force of County Legislative Chairs from across Upstate New York was formed in 1997 to address the issue of incremental implementation of High Speed Rail in New York State and the enhancement of rail freight service to the region.

The Task Force has been instrumental in working to make changes in local taxation of rail properties. For example, with only 17% of its tracks in New York State, CSXT (railroad) paid approximately 50% of its system-wide tax burden to New York State jurisdictions. Legislation supported by the Task Force and signed by the Governor in February 2003 lowered the ceiling for municipal taxation of railroads and exempted certain capital improvements for a specified period, thereby reducing the costs of rail operations and shipping and making New York State more competitive. The legislation also has a provision for reimbursing the municipalities during a transition period.

The Syracuse, Binghamton & New York Railway began operation of OnTrack in 1994 with a recreational rail shuttle service. The service connects Carousel Center to Syracuse University with a stop at Armory Square in the Syracuse Central Business District.

During the summer months, service occasionally continues on to Jamesville. A future extension is planned that will provide an additional stop at the William F. Walsh Regional Transportation Center. This future stop will provide passenger service to the adjacent P&C Stadium and Regional Market. Service is currently limited to special events and Saturdays year round.

Changing Needs and Impacts

A number of initiatives being considered have the potential for improving passenger rail service in Central New York. The State of New York is currently assessing the feasibility of high-speed rail service across Upstate. If this service is implemented, changes will be required in the configuration of the William F. Walsh Regional Transportation Center to accommodate high-speed trains and the resulting increase in the number of rail passengers.

The proposed Carousel Center expansion to become DestiNY USA may include the construction of a fixed rail service, potentially connecting the Syracuse Hancock International Airport with the William F. Walsh Regional Transportation Center,
DestiNY USA, various Downtown locations and the University Hill area. At this writing, no decision has been made on whether to construct a fixed rail service but, if this occurs, there is presumably a potential for replacing the OnTrack service currently provided since the possible route and service points at this juncture would appear to overlap.

In the Central New York region, there is a need for improved service for passenger rail transportation. In the future, both OnTrack and Amtrak rail services may be in greater demand and should operate with greater consistency. An expansion of these services beyond the current capacity could improve viable transportation options. In addition, the possibility of studying high-speed rail service to be built for enhanced connectivity on a regional basis exists and is being examined throughout the State.

7. Freight Movement (Air, Highway, Rail and Water)

Among the attractions to doing business in Onondaga County and the Central New York region is the crossroads location of the County for air, highway, rail and water transportation and the variety of freight movement services available. Air cargo service is available at Syracuse Hancock International Airport, which is directly linked to Interstate 81. U.S. Customs inspection services are also available at Hancock Field. Two interstate highways intersect at Syracuse, the New York State Thruway (Interstate 90) and Interstate 81, providing excellent truck access to the SMTC planning area. Rail freight services in Onondaga County are available from three providers. Water transportation is available on the New York State Canal System. Each mode is discussed in greater detail below and the major freight movement modes/routes are shown on Map 17.

Air Cargo

Air Cargo at Syracuse Hancock International Airport
Hancock International Airport. Hancock International Airport is owned and operated by the City of Syracuse and is the only commercial service airport in the SMTC planning area and Central New York region. Hancock has extensive air cargo operations including U.S. Customs inspection service. The airport in recent years has undergone a substantial expansion in the capacity to handle air cargo. A highly successful effort has been made by the private sector and the City of Syracuse to expand and modernize air cargo facilities and services. Examples of freight carriers at Hancock include, but are not limited to, Airborne, Business Air, Emery, Federal Express and UPS. Over the past three decades, the tonnage of air cargo has increased from 5,000 in 1967 to 186,784 in 2005 (including mail). Of major importance to the area business community is the fact that Hancock Airport has the land area capability for substantially expanding ground facilities that will accommodate the growth of air cargo operations to meet future needs. Other New York State airports are reportedly constrained in this respect. In addition, the capability for expanding runway and taxiway facilities serves not only air passenger growth but air cargo carriers as well, offering greater capacity and flexibility to meet changing circumstances.

General Aviation Airports. There are currently no air freight services available at general aviation airports within the SMTC area or the larger Syracuse MSA. Some of the general aviation airports in Central New York do have the capability in terms of land and runway capacity to provide these services, should a firm be interested in such an opportunity.

Highway Freight

Most products utilized by industry or sold in retail outlets at some point move by truck. Air, rail and water intermodal shipments have a trucking aspect at both ends of their trip. In Central New York, a majority of freight shipments move directly by truck from origin to destination. With trucks playing an important role in freight transportation, almost 75% of motor carrier revenues come from long-distance trucking, and the remainder from local trucking. Most truckload freight travels less than 500 miles. Truckloads traveling over 500 miles are more economical if shipped via rail intermodal service. The local and regional nature of trucking was highlighted in the 1993 and 1997 U.S. Department of Transportation Commodity Flow Survey, which found that 30% of the value and 55% of the tonnage moves between locations that are less than 50 miles apart. The SMTC area has a system of Qualifying Highways (national network) and Access Highways designated for use by Special Dimension Vehicles in New York State. Although this network, shown on Map 4 (Functional Classification) is the primary network for truck movements, trucks with trailers measuring 48 feet or less in length are allowed on any roadway not otherwise restricted by local laws or regulations. The Syracuse Metropolitan Area, with Syracuse located at the interchange of the two major truck routes of Interstates 81 and 90 (New York State Thruway), is also home to many regional distribution centers serving the Northeast and eastern Canada, as well as major intermodal connectors to rail and freight networks.

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Rail Freight

A substantial change over the last several years has benefited the area and strengthened the rail transportation industry. Mergers have created rail mega-carriers (such as Union Pacific/Southern Pacific and Burlington Northern/Santa Fe). There has also been a growth of the regional and shortline railroads as links and feeders to the larger carriers, making the railroad business in the United States a growing industry. In the Central New York region, there is one major (Class 1) carrier, CSX Transportation; one regional carrier, New York, Susquehanna & Western Railway; and one shortline railroad, Finger Lakes Railway.

**CSXT Transportation** - CSXT Transportation (CSXT) replaced Conrail as the major rail freight service provider in 1999 and operates the Chicago Main line that links Central New York with New York City, New England and the Midwest. The company also operates the Baldwinsville, Fulton and Montreal Secondary lines to the north of Syracuse, with the Montreal Secondary being the gateway to Montreal and Canada. CSXT has experienced a three-percent increase in local traffic annually over the last several years and currently handles about 600 carloads of local traffic weekly. Another significant segment of CSXT business is the rail/truck intermodal freight terminal located in the DeWitt rail yard. CSXT handles approximately 50,000 containers annually at the DeWitt facility and this number has grown significantly as former Conrail routes are integrated into the CSXT Service Lanes. CSX Intermodal is currently examining the expansion of the facility to accommodate growth of this market segment. The DeWitt yard is a major intermodal facility serving the Northeast and is the only terminal of its type between New York City and Buffalo.

**New York, Susquehanna & Western Railway (NYS&W)** - The NYS&W is a regional railroad company serving New York and New Jersey. In the Central New York Region, the railroad operates two lines: the Syracuse to Binghamton, and the Utica to Binghamton. In Syracuse, the NYS&W interchanges with CSXT and in Binghamton with the Norfolk Southern Railway and the Canadian Pacific Railway. The Utica traffic is interchanged at Syracuse via Binghamton. The NYS&W has recently been transformed into a carload carrier as automobile shipments have shifted to other routes via other railroads. The NYS&W has expanded its traffic base in Cortland County and in the Southern Tier. Much of the traffic base is in New Jersey on the railroad’s southern branches.

**Finger Lakes Railway** - The Finger Lakes Railway, operating the shortline between Solvay and Geneva, has produced significant results since taking ownership of the former Conrail Geneva Cluster (including the Auburn Branch). The Finger Lakes Railway has been able to stop the decline of rail traffic in its service area and has increased its business nearly 300 percent. Carloads have increased from 5,600 in 1995 to approximately 17,000 in 2006. Each carload is a business choice made by a shipper in the region to most effectively and economically move their product. Each rail carload is the equivalent of four tractor-trailers resulting in the current years traffic on the Finger Lakes Railway keeping approximately 60,000 tractor-trailers off the regional highway.
network. There are positive air quality and highway maintenance impacts from this and other rail freight operations. Further examination of this aspect is included in the Freight Rail Bottom Line Report issued by the American Association of State Highway and Transportation Officials (AASHTO) in 1993. In addition, the rail operation has had a positive impact on job creation and retention in Central New York. Finger Lakes Railway has increased from five employees in 1995 to around thirty currently. It has also indirectly created or secured 1,037 jobs in the manufacturing sector. The Finger Lakes Railway customers see benefits due to the interchange rights with two Class 1 railroads (CSXT and Norfolk Southern (NS)) instead of one. Interchange with CSXT occurs in Solvay and Lyons, while interchange with the NS occurs in Geneva.

Water Freight

Many are unaware that goods are still shipped using the New York State Canal System, with seasonal cargo movement across the State, linking the Port of New York, Port of Albany, Port of Oswego, Port of Rochester and Port of Buffalo, and connecting throughout the Great Lakes and beyond. Clearly, the tonnage shipped is not at levels rivaling tonnage levels of past decades and most cargo activity has been replaced by recreational boating as well as commercial passenger service.

The State Canal Corporation, together with private entrepreneurs, have been implementing a statewide revitalization program pursuant to seven regional canal plans and the New York State Canal Recreationway Plan. The SMTC area (Onondaga County) is included in the Central New York Canal Plan, which covers the entire Syracuse MSA of Cayuga, Madison, Onondaga and Oswego Counties. The Syracuse MSA accounts for approximately 19% of the entire State Canal System, with all or parts of the Cayuga-Seneca Canal, Erie Canal and Oswego Canal.

While the readily available published data is not complete, it appears that the tonnage carried between 1995 and 1999 varied greatly, between 14,000 and 39,000 tons annually. The tonnage carried on the entire canal system has decreased significantly in recent years. The most recent data available shows that in 2003 the total tonnage was 8,711.

Commercial passenger vessel traffic is also increasing. For example, tour ships sailing from Rhode Island traverse the Hudson River to the Erie Canal and proceed north on the Oswego Canal to Montreal and then south along the Atlantic Coast, returning to Rhode

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14 New York State Canal Corporation data.
Island. As with the shipment of goods, the data is too incomplete to provide a statistical overview.

**Freight Corridors**

As previously mentioned, NYSDOT requested in the summer of 2006 that all of the MPOs in New York State construct mapping and analysis of Trade and Commuter Corridors as part of a statewide effort for corridor planning and management. This was accomplished involving the staff from both NYSDOT and SMTC and resulted in a draft of Corridor mapping on both commuter and freight corridors. This was accomplished through a process of evaluating facilities, functional classification of the road network, population centers, work centers, and related information. Map 9 and Map 16 show the resulting output from this effort.

Map 18 shows the major freight facilities (along with a detailed key) as well as the major freight rail lines and primary freight corridors, or roadways. The map shows that in terms of roadways, the primary freight corridors are the principal arterials combined with the lesser roadways that service the facilities more directly. In terms of rail lines, it shows that virtually all rail lines in the SMTC area are used for freight movement.

Map 18 details, with the exception of the Route 20 and Route 31 Corridors, that the rail freight movement generally parallels the road freight movement. This is consistent with the interconnectivity between our region and external regions as well as the location of freight facilities. Also, it is worth noting that the bulk of freight movement occurs in the northern portion of the SMTC area. This is due to both the topographic constraints in the south as well as the location of the existing infrastructure and facilities in the northern portion of the SMTC area.

Identifying the freight corridor is helpful in understanding the dispersion of freight facilities and their related transportation infrastructure. It should be reiterated that this map is a working document at this time and its sole purpose is to aid the NYSDOT in its efforts at understanding statewide corridors.

**Changing Needs and Impacts on Freight Movement**

The changing economy has affected all modes of transportation. The impact is not confined to the transportation sector but all modes are sensitive to maintenance issues when a shortfall in public funding occurs for routine maintenance and major repairs. Postponed maintenance generally makes infrastructure maintenance more costly over the long run. Beyond maintenance and repairs, all modes in the Central New York region are in need of funds for infrastructure modernization to improve the intermodal movement of goods and to capture new opportunities for growth.

In order to improve economic and regional growth in Central New York, the cost of freight movement needs to be lowered, better facilities should be made available (especially for truck freight), and the current system should be used to its full potential.
Regional Freight Corridors
Long-Range Transportation Plan 2007 Update

Note: SMTC staff produced Working Document for NYSDOT Corridor Initiative

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B. Emerging Initiatives

1. Planning Documents in the SMTC Area

2010 Development Guide for Onondaga County

In 1998, the Syracuse-Onondaga County Planning Agency presented an update to its 2010 Development Guide for Onondaga County. The 2010 Plan’s vision, goals and policies are intended to guide future individual government decisions on land use, transportation and infrastructure development, utilizing balanced goals that include economic growth, creating an attractive community, encouraging diversity and choice, and enhanced fiscal strength.

In furthering those goals, Onondaga County’s Policies for Investment and Land Use, as defined in the 2010 Plan, call for investment in existing communities, preservation of existing infrastructure and transportation assets, sustainable urban and suburban settlement patterns, and protection of the rural economy, agricultural land, and access to natural resources. The 2010 Plan encourages the public and private sector to make funding, permitting, and planning decisions utilizing these guiding principles, and to be cognizant of individual projects’ effects on the quality of life of all residents.

The following Land Use Vision map (Map 19) graphically summarizes the goals, strategies and policies outlined in the 2010 Plan, with a Land Use Vision identifying areas designated for both protection or expansion, areas for industry versus neighborhoods, and areas for dense development or open spaces. Established corridors are already largely in place to provide mobility within the county, connect centers of activity and help define the urban and rural landscape between communities.

The Land Use Vision does not replace planning by the City, towns and villages, but encompasses local plans within a countywide vision, and encourages coordinated implementation of programs and projects.

Growth is encouraged in areas currently served by infrastructure, especially transportation infrastructure. According to the Plan, premature extension of linear infrastructure creates a surplus of urban land that devalues public and private investments in existing communities and developments that have not been completed. Surplus urban land leads directly to the abandonment of the oldest community centers and neighborhoods and permanently destroys access to farmland and natural resources. City and suburban demographics analyzed in previous sections of this report illustrate these trends over the past several decades.

One action identified by the 2010 Plan that is necessary to facilitate the concepts identified in the plan is the modification of land use regulations within the respective city, towns and villages to allow for and encourage a renewed emphasis on mixed-use neighborhoods, higher-density developments, and preservation of open space. Existing
Land Use Vision
Long-Range Transportation Plan 2007 Update
Map 19

Syracuse-Onondaga County Planning Agency

Onondaga County
2010 Development Guide

This map is for presentation purposes only. The SMTC does not guarantee the accuracy or completeness of this map.
zoning regulations tend to encourage strict separation of land uses, thus resulting in dependence on the automobile and de-densification of urban areas.

**Onondaga County Settlement Plan**

To facilitate this change, the Syracuse-Onondaga County Planning Agency enlisted the services of the firm Duany Plater-Zyberk & Associates (DPZ) in 1999 to prepare the *Onondaga County Settlement Plan*. Andres Duany of the DPZ firm is known to many in urban planning as one of the founders of the *New Urbanism* movement in planning, which celebrates traditional neighborhood development patterns from a century ago for their efficiency of land use, transportation opportunities, social interaction and mix of incomes.

The Settlement Plan for Onondaga County was designed to present a comprehensive “toolbox” of strategies to encourage the traditional neighborhood development patterns outlined by New Urbanism, as an alternative to conventional zoning and suburban development patterns which many deem an inefficient use of land and a burden on transportation facilities. The DPZ firm completed the Settlement Plan in four parts:

- **Transect Based Zoning**: The “Transect”, as coined by the DPZ firm, describes a style of zoning – not by use alone as in conventional zoning, but on the scaling, configuration and mass of buildings within its environment. The seven general Transect zoning districts range from gradations of rural to urban. Within each transect zone, a specific set of building specifications are detailed to foster desired patterns of growth, such as preservation of rural landscapes, or a dense, walkable urban center, and gradients in between. A model Transect Code was presented for Onondaga County’s towns and villages to utilize in changing their municipal zoning regulations.

- **Traditional Neighborhood Design (TND) Guidelines**: The TND Guidelines take the “transect” zoning to the next level of detail, providing a more descriptive illustration of TND concepts, as they relate to more fine-grained development specifications such as landscaping, architectural details, streetscaping, and parking lot design.

- **Regional Plan/Transportation Policies**: One of the most important concepts of the New Urbanism design philosophy is the creation of dense neighborhood centers that foster alternative transportation modes, such as walking or mass transit. The Settlement Plan presents a set of recommended municipal policies that would foster these concepts, especially creating walkable neighborhoods. Proposed policies include the restriction of high-speed roadways through neighborhoods, provision of intermodal opportunities in neighborhood centers, avoidance of cul-de-sacs to avoid overburdening collector roadways, and maximum block perimeters for increased walkability.
Pilot Studies: To illustrate the concepts of the Settlement Plan and encourage usage of the new regulations, the study identified several “Pilot” study areas, where different elements of the plan were hypothetically put into action. For example, the largely abandoned Fayetteville Mall site was turned into a mixed-use village center, incorporating several design concepts to encourage transit usage, walkability and neighborhood scale facilities.

City of Syracuse Comprehensive Plan

According to the City of Syracuse’s Comprehensive Plan 2025, the City prepared its first and only comprehensive plan in 1919. In 2001, it became obvious that the City needed to take a broad look at all of the issues affecting the community and to devise a plan to respond to the rapidly changing global and regional economy. A comprehensive view of the City was necessary; it was time to evaluate the City’s assets and trends and prepare a collective vision for the future of the City’s economy, community facilities, and services.

As a basis for this vision, the City wanted a plan that identified current needs and values of residents, businesses, and institutions as well as an evaluation of its heritage and cultural background. The implementation of the plan, starting with its adoption and proceeding with recommendations such as preparing a future land use plan and amending the City’s zoning ordinance, will provide the legal authority to direct development in a prescribed manner. The City of Syracuse Comprehensive Plan 2025 should be viewed as a guiding document. Because it had been so long since the City had a comprehensive plan to guide its future, it is important to view the plan as a starting point to modern day planning. Many issues and recommendations will warrant further study and more input from the public to provide the necessary detail to move forward. The plan provides the framework for the City to make reasonable, informed decisions on how to address the issues and concerns that presently face public officials. Like many communities, the City of Syracuse does not have the necessary resources, financial or otherwise, to accomplish all of the actions recommended that address all of the problems. However, with a plan in place, a proactive mindset, and community consensus on the issues and actions, the City can begin to realize beneficial change and progress towards the future in a well thought out and orderly fashion.

The Plan included a public participation process, and an Advisory Committee was selected to oversee the process and to insure that appropriate conclusions were drawn from previous planning efforts. The advisory committee was comprised of representatives from City neighborhood groups, businesses, institutions and government agencies. The committee met periodically throughout the planning process to guide and review the preparation of this plan. Working Committees were also created to provide another level of community representation. Committees were formed to summarize the issues relative to topics of Work, People, Visitors, Play, Place, and Government. In addition, these committees assisted in drafting the Vision for the Future, and the policies, goals, and recommended actions. The general public was invited to meetings conducted
during the planning process to provide additional input and to review the final draft of this plan.\textsuperscript{15}

The City has since begun compiling information for the Land Use Plan which would be adopted as a component of the Comprehensive Plan. Research for the plan began in 2006 and outreach to neighborhoods has begun in 2007. The land use plan would be created in stages, using the Tomorrow’s Neighborhoods Today boundaries for each stage. Not only will this land use plan propose new land uses throughout the city, but it will also recommend zoning revisions and neighborhood design guidelines. This land use planning process will likely take two years. After this is completed, the City intends to revise the zoning ordinance based upon these recommendations. The City also plans to incorporate portions of the SMTC’s University Hill Transportation Study land use section into portions of their Plan.

\textit{New York State’s Transportation Master Plan}

\textit{Strategies for a New Age: New York State’s Transportation Master Plan for 2030} is the State’s comprehensive statewide transportation master plan and serves as the federally recognized, long range transportation plan for the State of New York pursuant to Federal law and in accordance with State Transportation Law. Federal regulations require each State to prepare and periodically update a statewide, intermodal transportation plan that addresses specified factors, is developed involving extensive public outreach and covers a period of at least 20 years as a condition of receiving Federal transportation funds. The long range comprehensive statewide transportation master plan covers the period through 2030 and updates the State’s 1996 Plan.

The DOT’s Transportation Master Plan articulates a long-term, intermodal vision of the State’s future transportation system and provides policy level guidance to achieve that vision. The Plan presents key transportation issues that must be addressed in the coming decades and identifies transportation strategies to efficiently serve the mobility needs of people and for the movement of freight. The Plan will serve as a framework for preparing future more project-specific transportation plans and programs including the federally required State Transportation Improvement Program (STIP). In addition, the Plan will guide the State’s coordination of transportation plans, programs, and planning activities with related planning activities being undertaken within and outside of the 13 designated metropolitan planning areas within New York. The Plan is centered on New York State’s transportation customers’ expectations of the transportation system. These expectations are summarized in five distinct but interrelated priority result areas: Mobility and Reliability, Safety, Security, Environmental Sustainability and Economic Competitiveness. Performance will be measured with respect to each of the five priority result areas in order to effectively manage performance of the statewide transportation system.

As the Plan states, transportation is paramount to the quality of life and economic well being of New York. The Plan focuses on the ability of New York’s transportation system

\textsuperscript{15} http://www.syracuse.ny.us/Pdfs/Comprehensive%20Plan/Full%20Report.pdf
to safely and efficiently meet the current and future mobility needs of residents, visitors, and businesses. The changing global economy, travel demands, and the needs of customers require new and innovative ways to provide transportation to its users. The New York State Department of Transportation is committed to meeting such challenges by implementing the strategies and recommendations of this Plan in partnership with local governments, Metropolitan Planning Organizations, and other transportation operators statewide.\textsuperscript{16}

The City has since begun compiling information for the Land Use Plan which would complement the Comprehensive Plan. Research for the plan began in 2006 and outreach to neighborhoods has begun in 2007. The land use plan would be created is stages throughout 2007, using the Tomorrow’s Neighborhoods Today boundaries for each stage. Not only will this land use plan propose new land uses throughout the city, but it will also recommend zoning revisions and neighborhood design guidelines. The City will then take the recommendations from the land use planning process and in 2008 will revise the zoning ordinance.

2. Environmental Justice

In recent years, the concept of Environmental Justice has become a very important aspect of transportation planning. The USDOT, which governs the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA), has mandated that Environmental Justice be included in all aspects of transportation planning. The value of such an analysis is important to transportation planning operations in that agencies and related contractors who receive federal funding are required to comply with various relevant regulations set forth by the USDOT. This concept focuses on the equal and fair treatment of all persons, particularly racial or ethnic minorities and low-income populations. In addition, it is unlawful to disproportionately distribute the benefits or disadvantages of transportation planning amongst disparate areas of minority/income group concentration.

There are three fundamental principles at the core of Environmental Justice planning:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.

- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.

- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.\textsuperscript{17}

\textsuperscript{16} Strategies for a New Age: New York State’s Transportation Master Plan for 2030.
\textsuperscript{17} Transportation & Environmental Justice Case Studies. U.S. Department of Transportation Federal Highway Administration, Federal Transit Administration. December 2000. Pg ii.
Changing Needs and Impacts

To date, the SMTC has prepared a study to evaluate recent and future transportation planning projects/programs within the MPA. Through the utilization of Census 2000 data, the *Environmental Justice Analysis* was specifically developed for identifying transportation planning projects/programs in relation to Block Groups within the MPA. The goal of this analysis was to ensure that both the positive and negative impacts (construction/rehabilitation related improvements, maintenance of the existing infrastructure, congestion) of transportation planning conducted by the SMTC and its member agencies are fairly distributed amongst all socioeconomic populations. Based upon the primary assessment, the Environmental Justice study showed that the transportation planning activities performed by the SMTC are not known to have been disproportionately distributed regarding the designated target populations. In an effort to further evaluate and define environmental justice populations and transportation data together, the *Environmental Analysis* document was updated in 2005 to utilize Census Transportation Planning Package (CTPP) data. CTPP “is a special set of tabulations from the decennial census designed for transportation planners that can be used to evaluate existing conditions, develop and update travel demand models, and to analyze demographic and travel trends. The CTPP provides tabulations of households, persons, and workers and summarizes information by place of residence, place of work, and for worker-flows between home and work.”18 CTPP data analyses included the examination of several tables based on poverty and disability characteristics. These particular datasets were also mapped at the Census Block Group level in GIS to provide a visual representation of current travel trends and mobility options available to said populations.

Future year activities will involve periodic assessments of the planning activities and their relevant implications, and participation from stakeholders throughout the MPO area. The following map (Map 20) represents consolidated target areas for environmental justice activities within the SMTC study area. It includes concentrations of minority, low income and elderly populations.

Subsequent actions include strategies for improving the accessibility and distribution of goods and services at neighborhood levels through land use and development patterns.

*Title VI*

The Title VI project was undertaken by the SMTC on behalf of Centro as part of the 2004-2005 Unified Planning Work Program (UPWP). The main objective of the project was to complete the required triennial Title VI report as specified by the United States Department of Transportation (USDOT) Federal Transit Administration (FTA).

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18 [http://www.fhwa.dot.gov/ctpp/about.htm](http://www.fhwa.dot.gov/ctpp/about.htm)
Environmental Justice Target Areas
Long-Range Transportation Plan Update 2007

Low-Density Areas
1= Town of Hastings
2= Town of Hastings
3= Town of West Monroe
4= Village of Central Square
5= Town of West Monroe
6= Town of Schroeppe1
7= Woodard Industrial Park
8= Clay Marsh State Wildlife Management Area
9= Cicero Swamp State Wildlife Management Area
10= Town of Sullivan
11= Hancock International Airport/DeWitt Industrial Areas
12= Town of Sullivan
13= Woodlawn Cemetery
14= Rosamond Gifford Zoo
15= Syracuse University
16= LeMoyne College
17= Syracuse University South Campus
18= Green Lakes State Park
19= Jamesville Quarry
20= Jamesville Correctional Facility
21= Onondaga Nation Territory
The Title VI report briefly reviews the requirements that Centro has met regarding active Title VI complaints, obtaining financial assistance, compliance reviews, the signing of the Annual Certifications and Assurances, and recent creation of fixed facilities. The report also included details regarding the data, mapping, and analysis that were completed and instrumental to reaching the concluding determination that Centro has sufficiently met all of the Title VI requirements.

The report determined that when identifying possible areas of non-compliance, Centro has an excellent distribution of transit services for all types of populations; it serves all types of Census Tracts, including Tracts with higher populations of minorities, elderly, and low-income people, and also serves Tracts that fall outside of these target areas.

Based on the data presented, the only area that is possibly non-compliant is northern Oswego County, particularly the Village of Pulaski. Oswego County Public Transit, a division of Oswego County Opportunities, Inc. (OCO), offers local transit service in this area. Since local trips within this area can be made via OCO, Centro’s role would be a provision of a long distance transit connection to Syracuse. Centro is aware of this gap in service and has been taking steps to research extending transit routes to this location. The recommendation for the Title VI report was for Centro to review services to this area, as it is a medium-priority combined variable target area. Centro serves all other low, medium and high target areas in Onondaga, Oswego, and Cayuga Counties.

The Title VI report found that Centro puts forth a comprehensive effort to ensure that no group of people in their service area be excluded from transit services. Centro services the defined target areas to a very high degree as evidenced in the report. This service equity is critical since Centro is funded in part by the Federal Transit Administration.

3. Transportation Needs for Senior Citizens

At the suggestion of the FHWA in furthering environmental justice initiatives, and recognizing a growing elderly population (as discussed in previous chapters), the LRTP 2004 Update represents the first time that the SMTC has devoted specific attention to senior citizen transportation needs. In preparing the LRTP 2004 Update, discussions were held with the Onondaga County Department of Aging and Youth, which provided the SMTC with much of the data contained in this section.

According to information currently available, there are at least 167 facilities (not including traveling services for seniors such as meal delivery) that meet a variety of human needs at specific locations within Onondaga County. These facilities are shown on Map 21 and are listed in Appendix G. Eleven types of facilities are available in

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19 Onondaga County Department of Aging & Youth, Resources for Seniors in Onondaga County, 2000.
Onondaga County as identified below; some locations have more than one type of facility on site.

- 3 Adult Family-Type Homes (single family homes in which the owner provides services)
- 11 Adult Homes (for adults of all ages)
- 6 Assisted Living Programs (personal and health care services provided)
- 8 Enriched Housing complexes (long-term care with all services provided)
- 85 Independent Living complexes (apartments)
- 1 Independent Living Services facility (an alternative to nursing home care)
- 8 Medical Model Adult Day Care Centers (medical and social/recreational daytime care)
- 13 Nursing Homes (skilled nursing and chronic custodial care)
- 10 Retirement Communities (apartments and town homes)
- 18 Senior Centers (social, recreational, health and human services support)
- 4 Social Model Adult Day Care Centers (social and recreational daytime care)

There are also many other types of services available for seniors that are not included in the previous list of facilities.

The Office for the Aging indicates that they are aware of various difficulties in trying to meet the transportation needs of senior citizens. A major issue for many of their clients is the lack of access to desired destinations using Centro’s public transit buses or Centro’s Call-A-Bus, the latter providing more individual curb-to-curb service. The Office for the Aging indicated that some of these accessibility issues are due to individual decisions by seniors regarding their place of residence. While some people may express frustration with the fact that public transit buses do not meet their needs, there is not always a recognition that living in a relatively isolated location that is removed from the public transit network is a self-created hardship.

Even for those living near the Centro transit bus network, accessibility can be a problem as a result of a lack of mobility due to physical limitations. In that environment, the client needs to rely on non-Centro based community transportation services, family and/or acquaintances; these alternatives may not always offer the exact type of support desired. According to recent Office for the Aging information, at least 21 transportation services providing access to general or specific destinations are available (see Appendix G)\(^\text{20}\). The list does not include church or other local services that may be available.

In addition to the transportation needs of seniors traveling from senior facilities to various destinations, it is possible that a need exists by those employed at the senior facilities for traveling to the workplace, particularly in view of the fact that many of these jobs are in

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\(^{20}\) Onondaga County Department of Aging & Youth, *Resources for Seniors In Onondaga County*, 2000, p. 47.
the lower wage scale. A few examples of senior facilities that are currently serviced by Centro include Brighton Towers, Bernardine Apartments, Iroquois Nursing Home, Loretto Geriatric Center, Onondaga Senior Apartments, Conifer Village, St. Mary's Apartments, Limestone Gardens, Redfield Village, Bennett Manor, James Square Apartments, Colonial Village, St. Camillus Health & Rehab, Bishop Ludden Apartments, Toomey Abbott Towers, Menorah Park, Van Duyn Hospital, and Villa Scalabrini. Some employees may not have access to an automobile and need to rely on public transit to reach the work site, or utilize a carpool arrangement if feasible. However, at this juncture, no information is readily available to the SMTC on what these needs may be. A key opportunity for future study is the coordinated communication between representatives of non-drivers (Office of the Aging, Department of Social Services, etc.) for the future transportation needs of the elderly population.

The nation is undergoing demographic changes, resulting in a larger aging population (including the aging baby boomer generation). This change is substantial in Onondaga County because of the dual factors of the aging population as well as a declining total population. Over a single generation, the number of those 65 and older in Onondaga County has more than doubled. In 1970, the total Onondaga County population was 472,835, of which 26,632 were 65 and over, or 5.6% of the population. By 2000, the Onondaga County population had declined to 458,336 and the number of those 65 and over had grown to 63,294, or 13.8% of the population. These data suggest that Onondaga County is facing conflicting changing conditions. While the portion of County resources available for non-mandated programs (Federal and State) is declining, due primarily to mandated Medicaid programs, the number of people who are becoming eligible for Medicaid assistance, and the resulting cost is growing. Consequently, resources available for meeting other needs, such as non-Medicaid support for senior citizens, are shrinking.

Transportation needs for senior citizens vary as age increases. For example, seniors in the 65-85 age group have different mobility requirements than seniors that are over age 85. Potential transportation needs for senior citizens that may increase in future years include walkable neighborhoods with a variety of goods and services nearby, transit and paratransit options, and visual improvements to the transportation system such as larger signs, wider pavement markings and more handicapped parking. The current land use pattern and transportation system options may not address the needs of the growing population of senior citizens.

4. Intelligent Transportation Systems (ITS)

ITS refers to the application of electronics, communications, hardware, and software that support various services and products to address transportation challenges. When deployed in an integrated fashion, ITS allows the surface transportation system to be managed as an intermodal, multi-jurisdictional entity, appearing to the public as a seamless system. The United States Department of Transportation has been advancing the development and deployment of ITS through various programs.

The NYSDOT in conjunction with the SMTC and its member agencies developed a strategic plan for deployment of ITS for the Syracuse Metropolitan Area (principally Onondaga County). In addition to providing recommendations for the NYSDOT, the study also included recommendations for the City of Syracuse Department of Public Works, the Onondaga County Department of Transportation (OCDOT), the New York State Thruway Authority (NYSTA) and the Central New York Regional Transit Authority (CNYRTA). The study was primarily concerned with traditional traffic flow; hence a detailed analysis of emergency service provider’s overall ITS needs were not part of this study.

The study’s regional ITS architecture framework also included recommendations, intended to be advisory, for key regional transportation agencies in the spirit of developing integrated ITS in the region. Please refer to the complete study for reference; this LRTP update includes only select excerpts and summarizations. Further information can be found at the SMTC’s website at: www.smtcmpo.org/finalreps.asp#its

The ITS study created three key components: Technical Memorandum # 1 - ITS Concept Plan; Technical Memorandum # 2 - ITS Regional Architecture; and Technical Memorandum # 3 - ITS Implementation Plan.

**ITS Opportunities in the Region**

Onondaga County, with an area of approximately 800 square miles, contains the fourth largest upstate city (Syracuse) in New York. Onondaga County and the City of Syracuse occupy a central position within the local, regional, and national transportation system. The region’s roadways, public transportation, rail, and airport provide outstanding access to services and employment. In Onondaga County, two major interstates (Interstate 81, which provides connections to the north and south and the New York State Thruway - Interstate 90, which provides access to the east and west) meet in Onondaga County and provide access to all of the Northeast and Canada. In addition, I-690 runs through the City connecting the east to the west. There are approximately 3,100 miles of roadway and almost 500 bridges in Onondaga County. However, in some cases, connections among these facilities, and between these facilities and the local road network, is limited. There are some gaps in the transportation system, and some facilities have reached capacity. Implementation or expansion of ITS strategies/elements could improve the overall safety and mobility of Onondaga County as well as the entire region.

**ITS Stakeholder Coalition**

In order to build consensus to deploy ITS in an integrated manner, major ITS stakeholders in the region were identified and coalitions among them forged through monthly meetings, workshops and seminars. The core group of the stakeholders which met monthly for the duration of the project included representatives from the NYSDOT, the NYSTA, the SMTC, the City of Syracuse Department of Public Works, the OCDOT, the CNYRTA, the New York State Police (NYSP), the City of Syracuse Police, the
Onondaga County Sheriff’s Office, the City of Syracuse Fire Department, and the Onondaga County Department of Emergency Communications 911 Center.

**ITS Vision & Goals**

The vision for the ITS strategic plan for the Syracuse Metropolitan Area depicts the future regional transportation system in a 20-year horizon. The ITS goals have been developed in view of the deficiencies identified in the region’s existing transportation system as well as the long-term vision of the future regional transportation system. The process of identification of vision, goals, and of selection and prioritization of the appropriate ITS service options involved the participation of a wide array of ITS stakeholders. A series of seminars/meetings/workshops were held to develop a consensus and understanding of the ITS goals and service needs for the area.

**ITS Implementation Plan**

The final product of this ITS study is an overall ITS implementation plan in the form of proposed individual projects to be deployed over a period of time. The implementation plan provides recommendations for the NYSDOT Region 3, the City of Syracuse Department of Public Works, NYSTA, OCDOT, and CNYRTA. Table 4-12 provides a summary of capital costs for some of the recommended projects in the strategic plan. The annual operations and maintenance costs were also estimated as part of the projects, but are not detailed in Table 4-12.

**Status of ITS Projects by Agency**

Each project identified in the implementation plan was defined with a time frame for implementation, the required components/technologies, locations of deployment, and costs of deployment and operations. With regard to defining a project’s implementation time frame, the following criteria were used:

- “Early Action” projects are critical to the operations of the region’s transportation infrastructure, and they are recommended for immediate deployment.
- “Short-term” projects are recommended for deployment in one through five years time horizon. These projects are intended to serve the region’s immediate transportation needs.
- “Mid-term” projects are recommended for deployment in the six through ten years time horizon. These mid-term projects will build on the short-term projects and provide enhanced functionality and coverage.
- “Long-term” projects are recommended for deployment in the eleven through twenty years time horizon. The long-term projects are intended to expand on the short-term and mid-term projects to complete the comprehensive ITS deployment in the region.\(^{22}\)

\(^{22}\) Syracuse Metropolitan Area ITS Strategic Plan Executive Summary:
http://web.smtcempo.org/extranet/smtc/reports/ITS_StrategicPlan/1-ExecutiveSummary.pdf
Table 4-12
Summary of Recommended Project Costs

<table>
<thead>
<tr>
<th>Agency</th>
<th>Deployment Time Frame</th>
<th>Number of Projects</th>
<th>Estimated Capital Costs</th>
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</thead>
<tbody>
<tr>
<td>NYSDOT Region 3</td>
<td>Early Action</td>
<td>3</td>
<td>$6.6 M</td>
</tr>
<tr>
<td></td>
<td>Short Term</td>
<td>14</td>
<td>$33.1 M</td>
</tr>
<tr>
<td></td>
<td>Mid Term</td>
<td>9</td>
<td>$48.8 M</td>
</tr>
<tr>
<td></td>
<td>Long Term</td>
<td>8</td>
<td>$27.9 M</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>34</td>
<td>$116.4 M</td>
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<tr>
<td>City of Syracuse DPW</td>
<td>Short Term</td>
<td>11</td>
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<tr>
<td></td>
<td>Mid Term</td>
<td>9</td>
<td>$20.5 M</td>
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<tr>
<td></td>
<td>Long Term</td>
<td>4</td>
<td>$30.4 M</td>
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<td></td>
<td>TOTAL</td>
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</tr>
<tr>
<td>Onondaga County DOT</td>
<td>Short Term</td>
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<td>$16.8 M</td>
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<tr>
<td></td>
<td>Mid Term</td>
<td>8</td>
<td>$10.4 M</td>
</tr>
<tr>
<td></td>
<td>Long Term</td>
<td>3</td>
<td>$2.9 M</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>21</td>
<td>$30.1 M</td>
</tr>
<tr>
<td>New York State Thruway</td>
<td>Early Action</td>
<td>3</td>
<td>$4.8 M</td>
</tr>
<tr>
<td></td>
<td>Short Term</td>
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<td>$4.0 M</td>
</tr>
<tr>
<td></td>
<td>Mid Term</td>
<td>3</td>
<td>$5.6 M</td>
</tr>
<tr>
<td></td>
<td>Long Term</td>
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</tr>
<tr>
<td></td>
<td>TOTAL</td>
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</tr>
<tr>
<td>Central NY Regional</td>
<td>Short Term</td>
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<td>$16.1 M</td>
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<td>Regional Transportation</td>
<td>Mid Term</td>
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<td>Long Term</td>
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<td>$15.2 M</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>32</td>
<td>$54.2 M</td>
</tr>
</tbody>
</table>

Source: ITS Strategic Plan Executive Summary

The following is a list of ITS Projects by Agency, including implementation time frames.

- **City of Syracuse**: There are 24 projects put forth via the ITS Strategic Plan as of December 2006.
  - 11 short-term (with 1 completed and 7 in progress)
  - 9 mid-term
  - 4 long-term with 1 in progress

Some highlighted City of Syracuse projects worth noting include the evaluation and expansion of the City’s existing Traffic Signal Communications Network. Currently the City has 143 Signals interconnected via a fiber optic communications network with central control at the Traffic Management Center at City DPW. The existing control system uses MIST software operating on an OS2 platform. A major portion of this project will be to determine if the City should stay with the MIST software but move to a Windows platform, or to replace the entire system. The City is currently in
contract negotiations with their consultant and the scope of work will include not only this project but others as well. Also included in this contract is the design and construction of an Interconnect Expansion Project on Geddes and West Genesee Streets. The project includes upgrading traffic signal equipment at approximately 24 intersections and installing traffic detection devices and video cameras. Currently, the TIP contains $2.6 million dollars of CMAQ funds for the project. Additionally it includes the design and construction of the North Salina and Lodi Streets Interconnect Expansion.

- **Onondaga County**: There are 21 projects put forth via the ITS Strategic Plan for Onondaga County as of December 2006.
  - 10 short-term (with 2 completed and 5 in progress)
  - 8 mid-term (with 1 in progress)
  - 3 long-term

Some Onondaga County projects worth noting include:

  - A completed project for a closed loop interconnecting 14 intersections along Route 57. Approximately six miles of conduit and fiber was installed and the signals are now on-line and being monitored from both the County’s North Area Signal Shop and their main office in downtown.
  - The Taft Road Signal Expansion Project is also partially underway, with a portion of it currently in design. The project includes a wireless network to connect 17 traffic signals and will also include the installation of three CCTV cameras. OCDOT will be allowing NYSDOT to coordinate two of their lights on the county system.
  - Additional Onondaga County ITS initiatives include the conversion of older traffic controllers and Vehicle Fleet Administration.

- **NYSDOT Region 3**: There are 34 projects put forth via the ITS Strategic Plan for NYSDOT Region 3 as of December 2006.
  - 3 early action (with 2 completed and 1 in progress)
  - 14 short-term (with 5 in progress)
  - 9 mid-term
  - 8 long-term

Some NYSDOT projects worth noting include:

  - One of the three early action projects completed is the construction of a Traffic Management Center. The Center is located in the State Office Building and has been operational since October 2004. It is staffed with
NYSDOT employees and is operational 24/7. At the TMC traditional and unique activities occur, and it is a central resource for Region 3.

- Another completed early action project is the new SMARTNET Regional Information Exchange Network. SMARTNET stands for:
  - S – Syracuse
  - M – Metropolitan
  - A – And
  - R – Region 3
  - T – Transportation
  - NET – Network

SMARTNET allows for the exchange of this Information via web. It is truly multi-jurisdictional and requires coordination and cooperation of the NYSDOT as well as other MPO member agencies. This graphic shows the various agencies involved in the SMARTNET project.

- The third early action project was to develop a Regional Freeway Management System, which is being built in phases. Currently, I-81 is 99% complete and contains cameras, speed detectors and variable message signs, which are currently on line to
the TMC. Interstate 690 is 50% complete. The northern portion of I-481 is in design with a letting date of October 2006 and the southern section is scheduled for a 2007 letting.

- Another initiative of NYSDOT was the development of the Traffic Operations Working Group. Various agencies participate and are working together to undertake a variety of initiatives. Their tasks include Detour Planning & Review, Incident Review, and other activities. The list of agencies includes:
  - NYSDOT
  - NYSP
  - NYSTA
  - Onondaga County Sheriff, Emergency Management, DOT, 911
  - City of Syracuse Police Department, Fire Department, and the Department of Public Works
  - SMTC
  - Town of DeWitt Police
  - East Syracuse Police

- **New York State Thruway Authority**: There are eleven projects put forth via the ITS Strategic Plan for the Thruway Authority as of December 2006.
  - 3 early action
  - 3 short-term
  - 3 mid-term
  - 2 long-term

- **Centro**: There are 32 Projects put forth via the ITS Strategic Plan for Centro as of December 2006.
  - 12 short-term (with 4 completed and 4 in progress)
  - 11 mid-term (with 2 in progress)
  - 9 long-term

Some CNYRTA projects worth noting include:
  - Automated Vehicle Locator (AVL) System
  - Radio System Upgrade
  - Automatic Passenger Counters
  - Surveillance System
  - The entire fleet will be equipped with both Counters and a Surveillance System by 2010

For comprehensive information relating to the ITS Strategic Plan please refer to either the “Syracuse Metropolitan Area Intelligent Transportation Systems Strategic Plan” or the
5. Security

In the new SAFETEA-LU legislation, an additional planning factor was added to address security as its own entity (see Chapter 1 for the planning factors), and according to the Federal Register Final rule for Metropolitan Transportation Planning, “the metropolitan transportation plan should include a safety element that incorporates... emergency relief and disaster preparedness plans and strategies and policies that support homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users.”

The FHWA/FTA’s most recent review of the SMTC in September 2005 called out the importance of security considerations in the SMTC Planning Process. Security issues include significant disruptions to the transportation system, either long or short term, intentional or not. Previously, the issue of security had not yet become a significant part of the MPO planning processes. However, the issue of security is now being introduced to the MPO planning processes, notably via the SAFETEA-LU legislation via the separation of the safety and security planning factor, and the new requirements for addressing security within the metropolitan transportation plan (noted above).

Since September 11, 2001, security has affected all levels of government in a substantial manner. Transportation is no exception. The SMTC recognizes the importance of safeguarding the personal security of users of the transportation network. However, most of the issues related to security and transportation are outside of the purview of the MPO. Yet, the MPO can act as a conduit to facilitate interagency cooperation to that end.

The NYSDOT has included a section in their recently adopted Master Plan regarding transportation security. Chapter 7 (Security) in the NYSDOT Master Plan states the following:

In the wake of the September 11, 2001 terrorist attack, security concerns have moved to the forefront of transportation planning in New York State. The State Office of Homeland Security, created in response to the attack, is by law responsible for overseeing State resources applied to detection, prevention and, if necessary, response to a future attack. The New York State Emergency Management Office (SEMO) plans and coordinates the response of the State in times of emergency or disaster. Transportation operators have a significant role to play in the larger State efforts directed at Homeland Security. Transportation facilities such as airports, ports, and border crossings serve as critical gateways into the State but could also be portals for potential terrorist actions. Other large transportation assets, including the State’s major tunnels and bridges, subway systems and major rail and subway stations unfortunately are targets. Because the State’s transportation system plays an essential role in emergency response, operators must also be prepared to respond in the event of a major incident. The
State’s transportation customers as well as the public at large expect transportation operators to take every reasonable measure to ensure the safety of travelers and cargoes. Further, they expect that transportation will function effectively if there is an emergency. At the very least, they expect that transportation services and facilities, disrupted by an attack, will be restored quickly and that other alternative transportation services and facilities will operate during a time of emergency.

One issue that the Master Plan addresses is how NYSDOT conducts emergency preparedness and develops response plans. NYSDOT’s Strategy to address this is to Coordinate Emergency Preparedness and Response. Specifically, examples include: operating agencies developing vulnerability and risk assessments for transportation facilities based upon the potential cost of an event in consultation with State and Federal homeland security agencies; identification of specific facilities which are most essential or critical to the functioning of transportation or to other crucial infrastructure sectors; undertaking mitigation efforts among and between all transportation operators to implement strategies to minimize the risk of damage to their at-risk facilities and vehicles; Federal and State agencies with security responsibility will ensure that all transportation operators and local governments coordinate in planning for the response to an event; transportation operators will coordinate and collaboratively work with the New York State Office of Cyber Security and Critical Infrastructure Coordination (CSCIC) to ensure cyber readiness, resilience, and response efforts. They will work closely to establish partnerships and ensure that there is facilitated communication and information sharing between both public and private sector transportation operators; real-time information exchange and collaboration will be promoted between and among transportation operators and the public sector, including CSCIC for geographical information technologies and information on critical infrastructure assets, to quickly assess the situation, identify available assets, and effectively coordinate efforts both during and after an event; NYSDOT will continue to work with the Office of Homeland Security, Metropolitan Transportation Authority, Port Authority of New York and New Jersey, and New York City Department of Transportation through Bi-weekly Agency Heads Meetings and their Transportation Security Subcommittee to collaborate on best security practices across all modes of transportation; emergency management and evacuation planning will be lead by the county, municipal and local governments who are responsible for preparing evacuation plans for their respective areas in the case of natural and man-made disasters.

Another issue addressed in the security section of the Plan is how the protection of facilities identified as vulnerable be accomplished cost effectively so that other transportation goals can continue to be advanced. Additionally, the Plan reviews how efforts to protect against attack can be implemented without unduly undermining the goals for improved mobility and reliability and economic vitality. NYSDOT’s strategy is to balance security with reliability conclusion. This can be accomplished by additional security measures when official security
threat levels or intelligence necessitate them; specific programs to protect high risk facilities will be implemented, continuously monitored for their effectiveness, and improved as necessary; ensuring that all transportation operators adopt appropriate security measures for each of their vulnerable facilities; paying special attention to border crossings with Canada, ports and waterways, and airports.

While much of the leadership and funding to promote secure transportation for these strategies will be provided by the Federal Government, New York State is committed to working in partnership with Federal and local authorities to carry out the necessary security planning and to implement coordinated and prudent actions by all transportation operators. Because transportation is vital to the Nation’s and the State’s well being, it is essential that all transportation operators support these efforts while continuing to promote improved transportation services for all customers. Security will remain at the forefront of transportation management during the life of the Plan.23

Centro is also implementing new security measures to be proactive regarding security concerns. They have received a grant to incorporate more fencing and cameras at the bus garage facility and have continued to pursue upgrades that include security measures. These projects are included in the 2007-2012 TIP.

One of the most significant components of security in the MPO area is the ITS initiatives (see ITS, above). In addition, projects and tasks including the Freeway Information Management System, Onondaga County Infrastructure Task Force, NYSDOT Traffic Operations Working Group, and Road Weather Information Systems have all incorporated transportation security issues recently. Because the City of Syracuse has many high-profile facilities condensed in a small geographic area, and also due to the general increase in awareness of security issues since September 11, 2001, transportation security will continue to be a topic of interest for the SMTC. As the SMTC Planning Certification Review notes, prevention of potential security issues is very important, but due to the nature of our transportation system, it is also important to focus on the response and recovery measures. The SMTC’s role during the future years will be to continue to facilitate discussion as well as aid in emergency planning exercises. Currently, the UPWP has a project titled “Emergency Travel Routes” in support of this task.24 The project will be a multi-year task that will entail the preparation and wide dissemination of information necessary for management of travel demands related communications during emergency events. This project will be a collaborative effort, not only by SMTC member agencies, but also including the NY State Emergency Management Office, as well as carefully targeted participation for those public, private and non-profit departments and agencies with responsibilities for traffic management and public health and safety during emergencies in Onondaga County. The work products will include GIS databases of the transportation system and transit resources and routes tailored to needs of first responders and emergency management and communications.

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authorities, as well as plans and implementation strategies and necessary capital improvements.\textsuperscript{25} Additionally, Onondaga County is in the process of creating a new all county Hazard Plan.

6. Safe Routes to School

The Safe Routes to Schools Program (SRTS) is a Federal-Aid program of the U.S. Department of Transportation's Federal Highway Administration (FHWA). The Program was created by Section 1404 of SAFETEA-LU. The SRTS Program is funded at $612 million over five Federal fiscal years (FY 2005-2009) and is to be administered by State Departments of Transportation (DOTs).

The Program provides funds to the States to substantially improve the ability of primary and middle school students to walk and bicycle to school safely. The purposes of the program are:

1) to enable and encourage children, including those with disabilities, to walk and bicycle to school

2) to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and

3) to facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity (approximately 2 miles) of primary and middle schools (Grades K-8).\textsuperscript{26}

It is projected that New York State is scheduled to receive approximately $13 million for the first three years of the program for SRTS projects. This $13 million will be further allocated throughout each of the eleven NYSDOT Regions as necessary based on individual project needs. It is anticipated that the program will receive another $8 million in FFY 2007-2008, and $11 million in 2008-2009, bringing the total to approximately $32 million. NYSDOT is in the process of drafting the program guidelines. The SRTS program in New York State will consist of both infrastructure and non-infrastructure project types. Infrastructure projects could range from sidewalks, crosswalk installation, and shared use paths among others. Non-infrastructure projects relate to educational opportunities and enforcement. For further details on the SRTS program, please refer to the website listed at the bottom of the page and the NYSDOT program guidance once it becomes available (tentatively scheduled for Winter 2006).

At this time, the Safe Routes to School funding has not been allocated beyond the state level. In the near future, the regions will be awarded portions of the funding to use for the program.


7. Enhancement Program

The Transportation Enhancement Programs (TEP) was first established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), then carried over in the Transportation Equity Act for the 21st Century and (TEA-21) and most recently continued in the latest transportation legislation, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Through the TEP there are innovative opportunities to improve the transportation system through the implementation of a specific list of activities intended to benefit the traveling public, increase transportation choices and access, enhance the built and natural environment, and provide a sense of place. Transportation enhancement activities offer communities funding opportunities to help expand transportation choices such as safe bicycle and pedestrian facilities, scenic routes, beautification and other investment that increase recreation, accessibility, and safety for everyone beyond traditional highway programs.\(^{27}\)

For the latest transportation enhancement cycle, three projects within the SMTC MPA have been selected to receive federal funding. The projects include:

1. Oneida River Lighthouse Park – This project is sponsored by the Town of Hastings, and will receive $188,000 in SAFETEA-LU transportation enhancement funds. The project will “provide for a public area/park around the Canal lighthouse, one of only three lighthouses on the entire NYS Canal System.”\(^{28}\)

   The central focus of this project is the rehabilitation of a 1915 canal lighthouse that is still in operation. It would also provide an ADA compliant public space at the foot of the lighthouse, an educational kiosk, interpretive signs, benches, bike racks, four boat slips, and landscaping improvements.

   The Oneida River Lighthouse Park will include a fishing access area, canal system and river access, boat access to the park and the Town of Hastings from the canal system, and public access to the waterfront. Currently the Town does not have a defined public access point for residents and visitors to access the north shore of the Oneida River or Oneida Lake.

2. Nine Mile Creek Aqueduct Restoration Project – This project is sponsored by the Town of Camillus, and will receive $1 million in SAFETEA-LU transportation enhancement funds. The project involves the “restoration of Nine Mile Creek

\(^{27}\) Transportation Enhancements Program Guidebook for Applicants and Sponsors, New York State Department of Transportation, Rev 4/2006, pg.1.
Aqueduct to an operable condition and upgrading the condition of approximately one mile of canal bed between Warners Road and the aqueduct structure. “29

The Nine Mile Creek aqueduct was one of thirty-two aqueducts built between 1835 and 1845. Under this project, the aqueduct will be restored to its original condition. The work to be done includes masonry repair, dredging of Nine Mile Creek for accumulated debris, installation of water level controls, and replacement of the watertight wooden trunk that carries the canal over the creek.

Almost two miles of additional waterway will be available to the general public for watercraft activities through this restoration project, and there is an expectation that tourism will increase as a result of the increased park access by water and the educational value of the aqueduct.

3. Erie Canal Museum Interpretive Center – This project is sponsored by the Onondaga County Department of Transportation on behalf of the Erie Canal Museum in Syracuse, NY. The project will receive $1.2 million in SAFETEA-LU transportation enhancement funds. The enhancement allocation will be utilized for Phase 1 of the project; purchase of a vacant building and make “interior renovations in preparation for installation of new leading edge exhibitions.”30

This project provides the funding to purchase and renovate a vacant building near the existing museum. The new Interpretive Center will expand the existing Canal Museum and provide further exhibit space and educational opportunities. The project includes purchase of the building, interior renovations such as a new HVAC system, demolition of existing interior, installation of an elevator, alterations to lighting and power, updating of the fire and security systems, and new doors and entryways to support ADA accessibility. The new space will feature a working lock model, interactive and static exhibits, multimedia presentations and hands-on learning areas, displays of artifacts and archives, a classroom for programs or lectures, and a gift shop.

C. Emerging Projects

1. University Hill Area

The University Hill area is one of the most intensive areas in terms of land use and transportation in the SMTC study area. Due to complex transportation issues in the University Hill area, a comprehensive transportation study known as the “University Hill Transportation Study” is currently part of the SMTC’s UPWP.

The project will build on two earlier transportation planning efforts for University Hill. The initial effort included the University Hill Special Events Transportation Study completed in March 2000. This study resulted in numerous small-scale improvements to traffic management in the study area. The second effort concluded in 2003 with a detailed inventory of Existing Conditions related to transportation and land use.

Changing Needs and Impacts

In the past decade, the University Hill area has seen an extraordinary change in land use resulting from the proximity of numerous hospitals, universities, and affiliated medical/research facilities. This has changed the dynamics of transportation in the area. The intensive land use generates a significant amount of vehicular traffic and an increasing demand for parking. Also, the type and density of land use encourages a substantial amount of bicycle and pedestrian traffic creating numerous conflict points between these modes of transportation and vehicles. This mix of institutions, businesses, homes and events results in traffic being a major issue on University Hill.

Traffic Conditions on University Hill

The plan will identify proposed improvements to meet the needs of University Hill for issues as they develop over the next 20 years. The three primary issues this initiative will focus on include interstate access, institutional parking, and transit/walking/biking. A major aim of the initiative is to ensure the economic viability of the institutions located in the study area while minimizing impacts to surrounding neighborhoods.

As part of the project, two alternative visions for transportation on the Hill will be analyzed. One vision will summarize the likely future if transportation relies primarily on automobiles. The alternative will examine the impacts of a greater emphasis on transit, walking and biking than currently exists. Each will be compared to the current planned vision for development on University Hill to assess impacts, benefits and costs. The
effort will involve the participation of a Working Group, an Institutional Focus Group and Stakeholders.

2. Lakefront Development District

Over the past 15 years, the City of Syracuse and several public and private partners have been working to redevelop a long vacant and underutilized area in the northern part of the city. Sometimes referred to as Oil City due to the large concentration of oil storage facilities and industrial businesses, the area is undergoing a continued transformation into what is now known as the Syracuse Lakefront. Included in the 800-acre district are the Franklin Square district, the existing Carousel Center (regional shopping mall), and the Syracuse Inner Harbor.

In 1999, the City of Syracuse endorsed the Syracuse Lakefront Master Plan, which identified over $500 million in new investment opportunities and a vision for mixed-use development and recreational growth and redevelopment activity within the Lakefront Area. In 2003, the City adopted an updated Master Plan, which again encouraged urban scale mixed-use development and included updated redevelopment projects underway to date. New zoning regulations are currently being written for the area to reflect the New Urbanism concepts presented in the Onondaga County Settlement Plan, especially to reflect a vibrant, mixed-use, and accessible urban district, fitting with the context of neighboring areas in the city.

Some of the more significant redevelopment projects underway and proposed for the Lakefront Development area include the development of DestiNY USA, the continued redevelopment of abandoned manufacturing facilities into new mixed-use housing and offices in Franklin Square and the significant redevelopment of an underutilized canal port on the Barge Canal system at the southern end of Onondaga Lake. Similar to revitalization efforts across the entire Erie Canalway, the Syracuse Inner Harbor is being renovated into a recreational and tourism facility, inclusive of a public promenade, marina, amphitheater, mixed-use waterfront development, housing, and recreational amenities.

Carousel Center Expansion / DestiNY USA

Undoubtedly the most significant development project in the Syracuse Lakefront is the Destiny USA Initiative (formerly referred to as the Carousel Center Expansion). This
initiative proposes a major expansion of the regional shopping center at the base of Onondaga Lake into a first-class destination.

Originally constructed as a catalyst for continued redevelopment of the Syracuse Lakefront, the developer has presented plans to transform the Carousel Center into a major shopping and entertainment destination through a large expansion of its facility, mainly to the south on former oil terminal land condemned by the Syracuse Industrial Development Agency in the 1990s. In 1998, owners of the facility presented an environmental impact statement detailing construction of an expansion adding up to 3.25 million square feet to the existing 1.5 million square foot mall. A Payment in Lieu of Tax Agreement (PILOT) between DestiNY USA, City of Syracuse and County of Onondaga was authorized in 2002 to facilitate the project.

The First Phase of the expansion totaling approximately $330 million is fully permitted and is set to being in early 2007. The expansion will make the facility the fourth largest of its kind in the country.

On a parallel path, DestiNY USA has introduced a new look, a new scale, and a new focus to its mall expansion that includes plans to redevelop much of the surrounding lands in the area with complimentary uses; as well as develop a research and development park. Though changes to the originally adopted environmental impact statements have not yet been formally presented to the City of Syracuse, the DestiNY USA initiative has been presented in public forums.

Lakefront Planning Study

In order to facilitate the redevelopment of the lakefront area for large-scale tourism uses such as DestiNY USA, the City of Syracuse recently approved a Tourism Zoning District over much of the Lakefront area and a small portion of the city’s north side. The optional overlay sets design and other standards outside traditional zoning to regulate development projects over 30 acres, to ensure compliance with area goals and compatibility with adjacent land uses.

No matter what scale of development accompanies the growth from the expansion to the Carousel Center and surrounding Lakefront properties, major transportation impacts are anticipated. In an effort to understand the transportation needs and opportunities associated with the development and the implications of the full buildout of the Syracuse Lakefront Area, in 2002 the City of Syracuse commenced the Lakefront Transportation Planning Study, funded through the federal Transportation/Community Systems Preservation Pilot Program (TCSPP). According to the Phase I report, the goal of the project is to “analyze the existing transportation network in the Lakefront Development area and identify the needed improvements to accommodate alternative modes and users.”
The study has been divided into two distinct phases. The Phase I document represents a conceptual analysis of the existing and future transportation issues that can be expected over a 20-year planning horizon based on the anticipated development in the Syracuse Lakefront and general development in Onondaga County. Phase II is a more detailed analysis of the corridor level issues identified in the first phase.

Work completed to date on the study identifies a wide variety of system constraints and a variety of potential multimodal solutions. The SMTC has participated in the study on its Advisory Committee and has provided information and technical assistance to the planning effort. The SMTC realizes the large impact that a full buildout of the Lakefront Area may have on the transportation system on a local as well as regional level and continues to play an active role in transportation planning for this dynamic area.

3. Congressionally Funded Projects (Earmarks)

Several projects within the SMTC Metropolitan Planning Area will be funded through Congressional Earmarks. The following is a list of these projects:

- Rehabilitate and redesign Erie Canal Museum in Syracuse, NY through the Erie Canalway National Heritage Corridor Commission ($400,000)

- Reconstruction of East Genessee Street connective corridor to Syracuse University in Syracuse, NY ($3.36 million)

A conceptual rendering of the East Genessee Street connective corridor
• Design and Construction for a Syracuse University Transportation Facility in Syracuse (Garage for the Center of Excellence, $4 million)

• Develop an identity and signage program for the Erie Canalway National Heritage Corridor ($800,000)

• Deer Avoidance System, to deter deer from milepost marker 494.5, Ripley, PA, to 304.2, Weedsport, NY along I-90 ($200,000)

• DestiNY USA Design, Research, Construction and Improvements ($5 million)

• Various transportation projects related to the DestiNY USA project ($5 million)

• Syracuse - University Connective Corridor Transit Project ($4 million)

Approximately $22 million in Congressional Earmarks will be funded through these projects.