2045 Long Range Transportation Plan

Submitted to:

Watertown/Jefferson County Transportation Council

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Executive Summary

In summary, the Watertown Jefferson County Area Transportation Council (WJCTC) Long Range Transportation Plan (LRTP) sets forth a regional vision for transportation, identifying future multi-modal transportation projects that can be achieved within the financial constraints of the WJCTC's anticipated future revenues.

The U.S. Department of Transportation (USDOT) requires every metropolitan area with a population of over 50,000 to have a designated Metropolitan Planning Organization (MPO) to qualify for the receipt of federal highway and transit funds. The urbanized area in Jefferson County was newly designated as an MPO following the 2010 Census. The Watertown Jefferson County Area Transportation Council (WJCTC) was established in 2014 as the designated MPO for the urbanized area of Jefferson County.

The WJCTC is responsible for developing and maintaining a Long Range Transportation Plan (LRTP) to identify how they will allocate federal, state, and local dollars to transportation projects across the region. The LRTP shall lead to an integrated multi-modal surface transportation system, giving priority to those elements that serve regional, statewide, and national goals, and further, must be fiscally constrained in that system-level estimates of the costs of the recommendations contained in it cannot exceed reasonably expected revenues.

Beginning in 2017, the WJCTC began undertaking their first LRTP, putting a great deal of time, effort, and collaboration into its development. An extensive public outreach process was initiated to obtain input from the community, including a series of stakeholder focus group meetings, a tour and meeting with officials from Fort Drum, and a number of public engagement events and activities.

Analysis conducted as part of the LRTP development found that the existing transportation system in the Watertown area is generally in good condition and very reliable. The two main challenges identified in the LRTP include providing mobility options between Watertown and Fort Drum and finding a solution to the truck traffic routing through Watertown Public Square. Future plans and LRTP updates should continue to focus on these issues as well as continued upkeep of the existing transportation system.

The LRTP identifies a number of future transportation project and program recommendations and presents a financially feasible plan that will guide the region's transportation vision for the next 25 years. The LRTP does not represent a firm commitment on individual projects, however it provides a framework that guides the decision-making process to move toward achieving the overarching goals outlined in this plan. The process undertaken with the development of this initial LRTP will allow for future updates of the LRTP to be more streamlined. The LRTP process has also established a collaboration effort that will bring stakeholders together to work towards a common vision for future transportation and mobility in the region.

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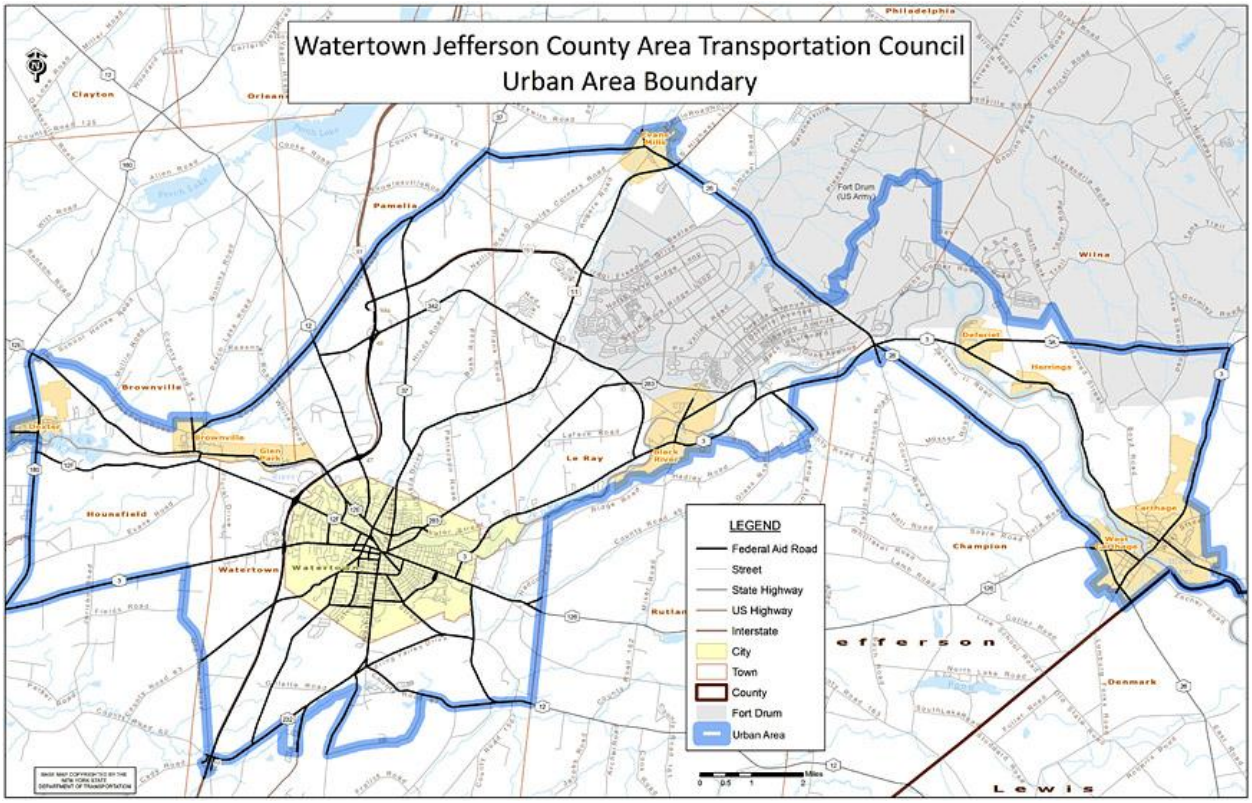
Chapter 1 INTRODUCTION

The U.S. Department of Transportation (USDOT) requires every metropolitan area with a population of over 50,000 to have a designated Metropolitan Planning Organization (MPO) to qualify for the receipt of federal highway and transit funds. The urbanized area in Jefferson County was newly designated as an MPO following the 2010 Census.

The Watertown Jefferson County Area Transportation Council (WJCTC) was established in 2014 as the designated MPO for the urbanized area in Jefferson County, see Figure 1.1. WJCTC is responsible for facilitating a regional transportation planning and programming process that is continuing, cooperative, and comprehensive for all area projects and activities eligible for funding through the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

Figure 1.1 WJCTC Urban Area Boundary



The WJCTC is responsible for developing and maintaining a Long Range Transportation Plan (LRTP), a Transportation Improvement Program (TIP), and Unified Planning Work Program (UPWP) for the area's federal aid eligible highway and public transit facilities. The LRTP establishes a program of both short and long-term goals and recommendations for a planning horizon of at least 20 years. It is designed to facilitate the development of an integrated and efficient multi-modal transportation system.

1.1 Transportation Improvement Plan

The TIP is a five-year listing of capital surface transportation projects that are selected and programmed to receive federal funding. The TIP is updated every two to three years and represents a prioritized listing of projects intended to address the recommendations outlined in the LRTP.

The WJCTC produced a Transportation Improvement Plan (TIP) for 2017-2021. The planned projects include five categories: road maintenance, bridge maintenance, road safety improvement, signal improvement, and transit operation. The total cost of these 33 projects are $42.979 million, with 54% of the budget allocated to bridge maintenance ($23.254 million). Federal-aid funds cover $34.566 million of the TIP-funded projects (80.4%). The following figure displays the TIP by funding source and Figure 1.3 displays current TIP projects across the region.

Figure 1.2 Transportation Improvement Program by Funding Source (millions)

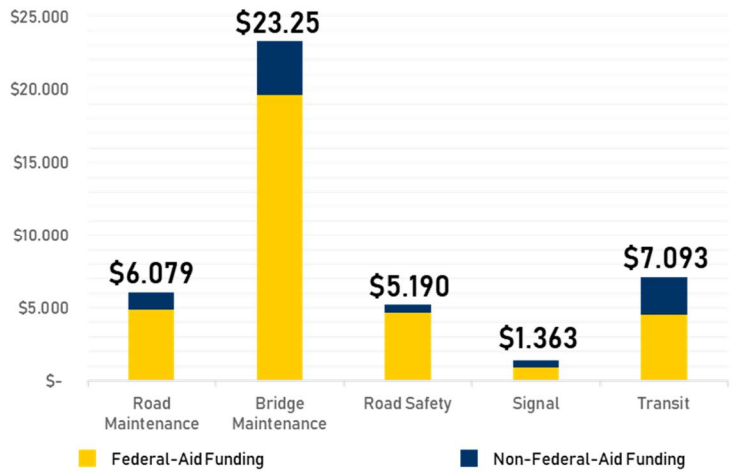
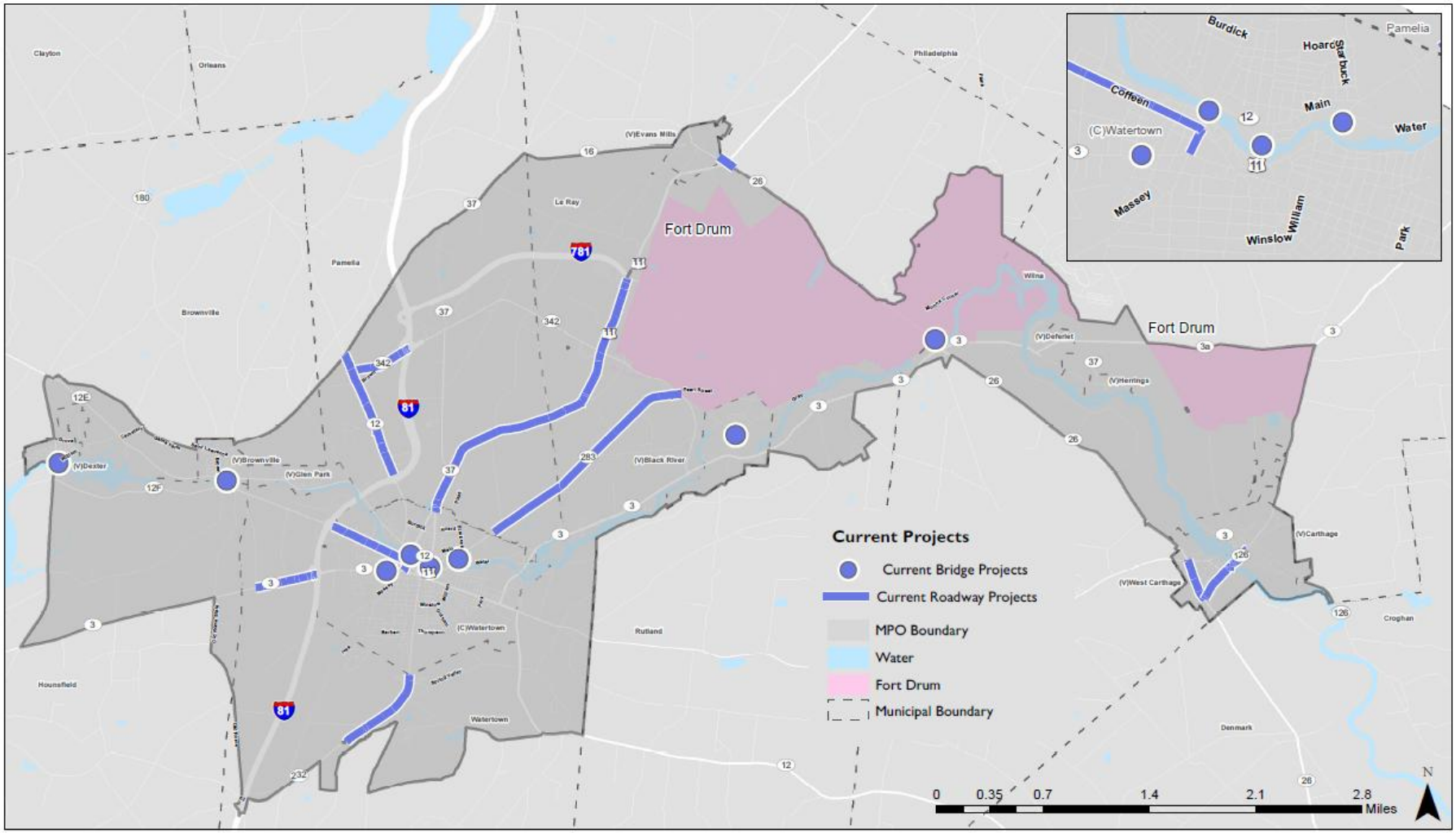


Table 1.1 Transportation Improvement Program by Funding Source (millions)

Category	Number of current projects	Funding source	Total Cost (millions)	Federal-Aid Funding (millions)	Non-Federal Funding (millions)
Road Maintenance	11	National Highway Performance Program Surface Transportation Program (Flexible)	$ 6.079	$ 4.863	$ 1.216
Bridge Maintenance	5	National Highway Performance Program Surface Transportation Program (Flexible) Surface Transportation Program – Off-NHS system	$ 23.254	$ 19.611	$ 3.643
Road Safety	1	Highway Safety Improvement Program	$ 5.190	$ 4.671	$ 0.519
Signal	1	National Highway Performance Program Surface Transportation Program (Flexible)	$ 1.363	$ 0.920	$ 0.443
Transit	15	FTA Section 5307 Funds - Urbanized Areas FTA Section 5339 Funds- Bus and Bus Facilities Program	$ 7.093	$ 4.501	$ 2.592
Total	33		$ 42.979	$ 34.566	$ 8.413

Figure 1.3 TIP Current Projects



1.2 Unified Planning Work Program

The UPWP is the annual work program that identifies the transportation planning and programming activities that are to be undertaken by the WJCTC during the State Fiscal Year. The UPWP coordinates annual tasks that the WJCTC hopes to accomplish in support of the LRTP, using FHWA and FTA funding in addition to local and state contributions.

WJCTC's current 2019-2020 Unified Planning Work Program (UPWP) covers from the timeframe of April 1, 2019 through March 31, 2020. The WJCTC received two primary sources of federal planning funds supporting UPWP activities: FHWA's Metropolitan Planning (PL) funds and FTA's Section 5303 Metropolitan Planning Program (MPP) funds. Federal funds allocated to the WJCTC in the 2019-2020 UPWP from these programs are approximately $327,711 ($289,589 of PL funds and $43,122 of MPP funds).

Carryover balances of FHWA PL funds are largely due to the accumulation from previous years, which have been accrued since 2013-2014. With this carryover, the total amount identified in the UPWP available for programming is $1,439,404.

Figure 1.4 2019-2020 Unified Planning Program Available Funds

Summary of FHWA Planning Funds (PL)		
Previous Year's Balance	Amount Received	Amount Available
$1,154,815	$284,589	$1,439,404
Summary of FTA Metropolitan Planning Program Funds (MPP)		
Previous Year's Balance	Amount Received	Amount Available
$108,941	$43,122	$152,063

1.3 WJCTC Organizational Structure

The designated WJCTC Director is the NYSDOT Region 7 Planning & Program Manager. The WJCTC consists of three principal working groups – the Policy Committee (PC), the Highway Technical Committee (HTC), and the Transit Technical Committee (TTC).

Policy Committee

The Policy Committee is responsible for reviewing and approving all planning undertaken by the Council and its staff. Members of the Policy Committee include:

- City of Watertown Mayor
- City of Watertown City Manager
- Jefferson County Administrator
- Jefferson County Board of Legislators Representative
- New York State Department of Transportation (NYSDOT) Region 7 Regional Director (who represents the NYSDOT Commissioner)
- NYSDOT Region 7 Regional Planning & Program Manager
- NYSDOT Region 7 Local Stakeholder Group Representative

Highway Technical Committee

The Highway Technical Committee is responsible for coordinating transportation planning activities and providing technical advice to the Policy Committee. The Highway Technical Committee is composed of professional/ technical staff representatives from each of the member governments that focus on highway/bridge issues within the WJCTC boundary. Members of the Highway Technical Committee include:

- City of Watertown Engineer
- Jefferson County Highway Superintendent
- NYSDOT Region 7 Assistant Planning & Program Manager

Transit Technical Committee

The Transit Technical Committee is responsible for coordinating transportation planning activities and providing technical advice to the Policy Committee. The Transit Technical Committee is composed of professional/ technical staff representatives from each of the member governments that focus on transit issues within the WJCTC boundary. Members of the Transit Technical Committee include:

- City of Watertown Superintendent of Public Works
- Jefferson County Director of Planning
- NYSDOT Region 7 Transit Coordinator

1.4 FAST Act and Planning Factors

This Long Range Transportation Plan is prepared under the guidance of the Fixing America's Surface Transportation (FAST) Act and NYSDOT "Forward Four" principles. The FAST Act authorizes $305 billion over fiscal years 2016-2020 for highway, safety, public transportation, freight, and multimodal transportation programs. MPOs must employ a transportation performance management approach in carrying out their federally-required planning and programming activities, in conformance with the following seven national performance goals for the Federal-Aid Highway Program:

- Safety – To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- Infrastructure Condition – To maintain the highway infrastructure asset system in a state of good repair.
- Congestion Reduction – To achieve a significant reduction in congestion on the National Highway System.
- System Reliability – To improve the efficiency of the surface transportation system.
- Freight Movement and Economic Vitality – To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- Environmental Sustainability – To enhance the performance of the transportation system while protecting and enhancing the natural environment.

- Reduced Project Delivery Delays – To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practice.

This LRTP must be financially constrained, meaning that the Plan cannot include more transportation projects and services than what can be funded with the amount of revenue forecasted to be available during the next 25 years.

1.5 Purpose and Scope of a Long Range Transportation Plan

Long Range Transportation Plans are a region's primary tool for laying out significant, long term improvements to their transportation system. MPO's like the WJCTC are required to develop LRTPs to identify how they will allocate federal, state, and local dollars to transportation projects across the region. The LRTP must address no less than a 20-year horizon and be updated no less than every five years. The LRTP shall lead to an integrated multi-modal surface transportation system, giving priority to those elements that serve regional, statewide, and national goals. The LRTP must be fiscally constrained in that system-level estimates of the costs of the recommendations contained in it cannot exceed reasonably expected revenues.

1.6 Stakeholder and Public Involvement in the Plan

Active participation of the public and community, area elected officials, and municipal professionals is essential in order for the transportation planning process to be effective. WJCTC is committed to facilitating meaningful public participation and has prepared and adopted a Public Participation Plan that outlines a standard policy for encouraging public input and ensuring access to major WJCTC activities and products. The Public Participation Plan is posted on the website at www.wjctc.org and is included as an appendix to this document.

A series of stakeholder focus group meetings were held to gather input on the opportunities and constraints that should be considered in the development of the 2045 Long Range Transportation Plan. These included the following:

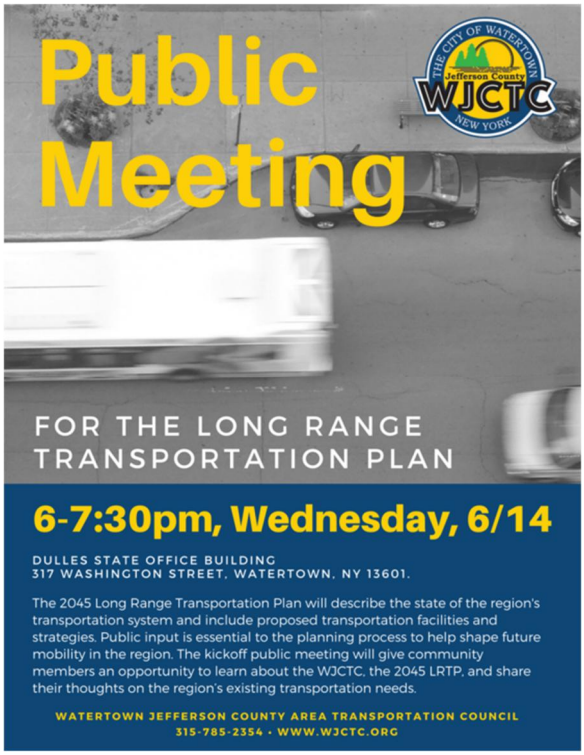
- Government Stakeholder Meeting held on June 14, 2017. This meeting included elected officials and governmental agency representatives from across the region.
- Business Stakeholder Meeting held on June 15, 2017. This meeting included officials and representatives from area businesses, academic institutions, health industries, economic development and industrial development agencies, chambers of commerce and business development agencies, and transportation agencies.
- Transit Stakeholder Meeting held on June 15, 2017. This meeting included officials and representatives from transportation and transit service providers, school districts, and public safety officials. Transit operators were consulted through stakeholder and one-on-one meetings.

Additionally, a separate tour and meeting were held with officials from Fort Drum that allowed the consulting team to tour Fort Drum, understand the layout of the base, discuss transportation related challenges and opportunities, and observe existing conditions on a routine day.

A summary of input from these stakeholder meetings is provided in Appendix A.

The following public participation efforts were included to present information to the public and obtain feedback on plan elements:

- A public information meeting held on June 14, 2017 at the Dulles State Office Building that gave community members an opportunity to learn about the WJCTC, the 2045 Long Range Transportation Plan, and share their thoughts on the region's transportation needs. There were 43 attendees at the public meeting.
- A booth set up at the Watertown Farm and Craft Market in June 2017 to gather input from market goers.
- A public survey to gather input on transportation experiences and preferences of people living in the Watertown-Jefferson County area was made available on Survey Monkey. There were 49 responses to the public survey.
- Information presented on the WJCTC website at www.wjctc.com and across social media @WatertownMPO.



A summary of public input is provided in Appendix A.

Executive Order (EO) 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, was signed by President Clinton on April 11, 1994. EO 12898 directs federal agencies to take the appropriate and necessary steps to identify and address disproportionately high and adverse environmental effects of federal agency actions (including transportation projects) on the health or environment of minority populations and low-income populations to the maximum extent practicable and permitted by law. This law provides the following guidance:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental, social, and economic effects on minority and low-income populations;
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process; and
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

Federal guidance for environmental justice was taken in the considerations in organizing stakeholder involvement and public outreach for this project.

1.7 Plan Implementation

Recommended projects and programs will be carried out in stages through the life of the plan- 2045. Near-term investments are included in the TIP.

- NYSDOT is responsible for many of the region's heavily traveled roadways. They must confirm funding is available before proposed projects can be officially budgeted in the TIP, so coordination between the state and the other voting members of the Policy Committee is necessary.
- Public transit services within the City of Watertown are provided by Citibus. Local matching funds must be provided for the federal dollars that the region receives to fund transit.
- Bicycle and pedestrian projects that are selected to receive federal funds may be carried out by NYSDOT, local government, or perhaps another public agency, depending on the project.

Chapter 2 REGIONAL TRENDS AND EXISTING PLANS

2.1 General Demographic Trends

Population trends have a significant impact on transportation infrastructure and service needs in a given area. Such infrastructure and services are needed to both catalyze population growth and development on one end and to accommodate and absorb transportation demand because of growth and development on the other end.

Based on data availability, data from the 1990, 2000, and 2010 Census as well as the 2015 American Community Survey was selected for Jefferson County, the City of Watertown, Town of Le Ray, and Watertown Urban Area for analysis. The City of Watertown and Town of Le Ray are the two most populated municipalities within Jefferson County as well as the largest generators of trip origination and completion. Data for the U.S. Census Bureau-designated "Watertown Urbanized Area" was included as it covers a similar geographic area to that of the newly established metropolitan planning organization. The Watertown Urban Area was designated in 2010 and thus does not have data available for years prior.

Table 2.1 Population Counts and Rates of Change

Population Counts and Rates of Change							
Jurisdiction	1990	2000	2010	2015		% Change	Annual % Change
New York State	17,990,455	18,976,457	19,229,752	19,673,174		9.4%	0.37%
Jefferson County	111,549	111,738	115,069	118,947		6.6%	0.27%
Watertown (City)	29,661	26,705	26,753	27,250		-8.1%	-0.33%
Le Ray (Town)	17,973	19,836	21,901	22,385		24.5%	0.98%
Watertown Urban Area (2010)	-	-	57,840	58,541		-	0.24%

Overall, the population of Jefferson County increased by 6.6% between 1990 and 2015. This mirrored growth across New York State (9.4%) over that time although growth wasn't quite as substantial in the County as the rest of the state. However, that population growth was not experienced uniformly across the County. The Town of Le Ray – which encompasses the residential end of the Fort Drum military reservation – grew by a staggering 24.5% during the 25-year period while the City of Watertown – the County Seat and most populated municipality – lost 8.1% of its population. Approximately 42% of Jefferson County's population resides in either the City of Watertown or Town of Le Ray and nearly 50% of the County's population is within the Watertown Urbanized Area.

There was very little population change for the County in the decade before 2000 when the population grew by less than 0.1% annually. The same slow rate of growth was seen here in the three decades before 1980. However, in the decade between 1980 and 1990, the population exploded by more than 25% from 88,151 to 110,943 people. That sudden increase was caused by the expansion of the Fort Drum military reservation when the 10th Mountain Division of the U.S. Army was relocated here. Before

that, “Camp Drum”, as it was known, had been used primarily for summer training exercises for National Guard troops.

The 2010 Census shows another jump in the county population to 116,229 people. That growth was caused by the latest expansion at Fort Drum, which brought additional troops to this location including a third brigade of the 10th Mountain Division. In 2003, there were fewer than 12,000 soldiers assigned to Fort Drum. This figure reached as high as 19,000 during 2011. Fluctuations in troop levels as well as the average duration of troop assignment at the Fort have had significant impacts on population change in Jefferson County and will continue to do so in the future.

2.2 Log-Linear Population Projections

To understand future changes impacts of the population on transportation infrastructure and public transit needs, population projection analysis is needed. A Log-Linear population projection was chosen for this analysis. This analysis is comprised of quantitative trend analysis using the log-linear projection model set up in a Microsoft Excel Workbook. The Log-Linear model — so-called because of its straight-line form when plotted and a logarithmic scale for X-axis measurements — uses historic population to forecast or project future population based on a logarithmic curve, which is the best general model for natural populations.

2.3 Composite Log-Linear Trends Analysis

Given increases in the number and duration of troops stationed at Fort Drum in the early 1990s and mid-2000s, population change trends were significantly altered. Further, the waning end of the manufacturing job exodus perpetuated population loss in former industrial centers such as Watertown.

As indicated by the population data in Table 1 above, growth trends in Jefferson County appeared to stabilize in recent years. As a result, separate trend lines were developed based on post-1990 and post-2000 data. In order to rectify the two divergent growth trends to project probabilistic population growth, the two projections were combined into an average composite trend line.

The following figures depict population projections from 1990 through 2050 for Jefferson County as well as the City of Watertown, Town of Le Ray, and the entire Watertown Urbanized Area. The figures illustrate quantitative log-linear composite projections based on U.S. Census Bureau data from 1990, 2000, 2010, and 2015. The trends indicate a growing population for Jefferson County, a stable or slightly declining population for the City of Watertown, a growing population for the Town of Le Ray, and a steadily growing population for the overall Watertown Urbanized Area. However, there are some important qualitative considerations that warrant monitoring for their impact on population changes in Jefferson County:

- Troop stationing totals at Fort Drum
- Troop deployment cycles to and away from Fort Drum during overseas military engagements
- Recent population increases and Downtown Revitalization in the City of Watertown
- New construction permits in the area around Fort Drum

Figure 2.1 Jefferson County Population Projections

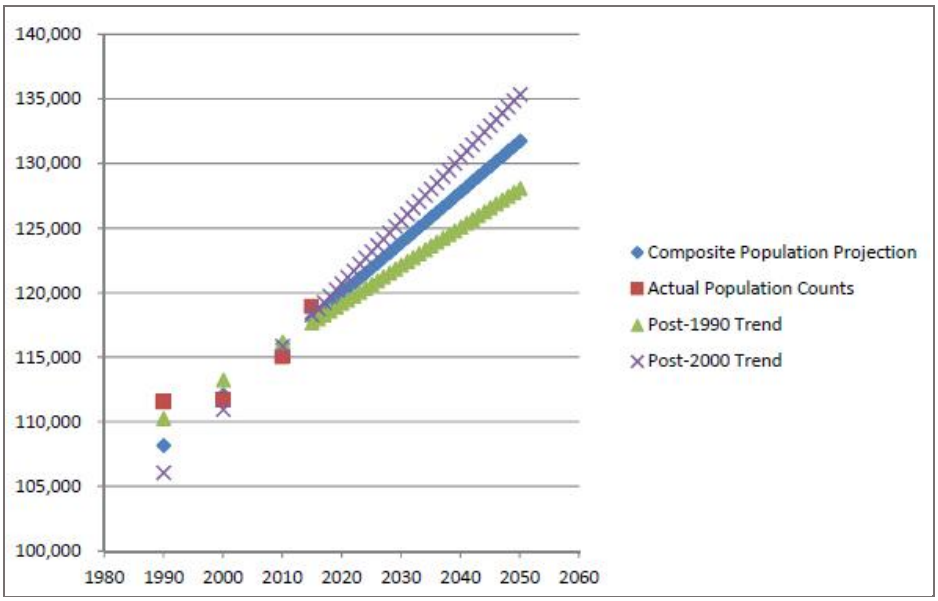


Figure 2.2 City of Watertown Population Projections

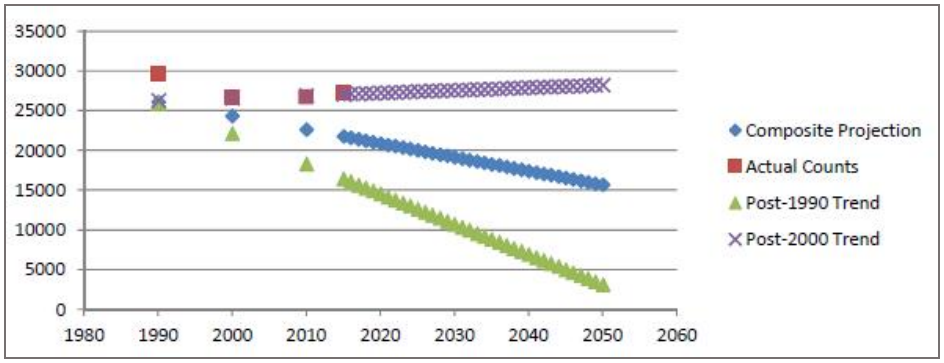


Figure 2.3 Town of Le Ray Population Projections

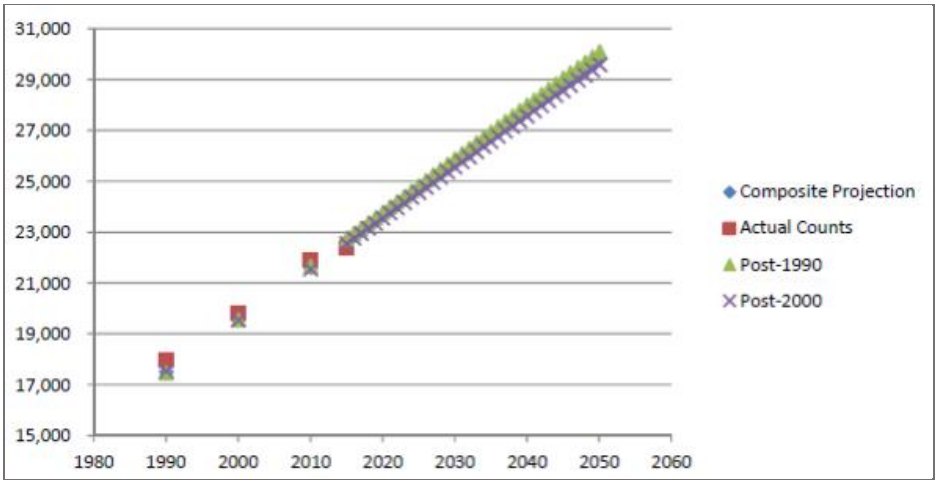
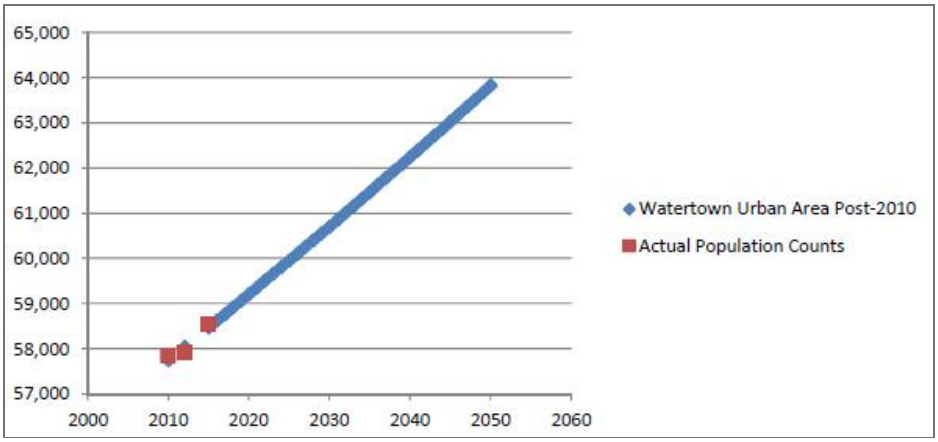


Figure 2.4 Watertown Urbanized Area Population Projections



2.4 Workforce Employment Composition

The composition of the local workforce has implications on transportation infrastructure and services needs. Where once factories were the major centers of employment, educational and medical institutions are now the destinations where commutes end.

Major Employers

Fort Drum is a U.S. Army military reservation, home of the 10th Mountain Division, and is the region's largest employer, providing employment to more than 15,000 soldiers and 3,700 area civilians, generating $1.5 billion in annual economic impact. In addition, more than 3,000 military retirees reside within the region. Fort Drum encompasses approximately 168 square miles, some of which lies within the WJCTC boundary. In addition to Fort Drum, other major employers that employee greater than 150 employees include New York State, Samaritan Medical Center, Jefferson County, Jefferson Rehabilitation Center, Convergys, Jeff-Lewis BOCES, New York Air Brake Corp., City of Watertown, Carthage Area Hospital, Jefferson Community College, Watertown Family YMCA, Johnson Newspaper Corp., National Grid, Timeless Frames, and HP HOOD, LLC.

Workforce Composition

Changes in the workforce makeup of Jefferson County are mirroring that of New York State as a whole with the notable exception of employment related to Fort Drum. The table on the following page depicts these figures according to 2015 American Community Survey (ACS) data from the US Census Bureau.

Jefferson County has an unemployment rate of 5.7%. Eleven percent (11%) of the working age population (16+) in the County involved in active duty with the armed forces. Of the civilian labor force, the education, health care, and social services sector employs the largest percentage of Jefferson County workers at 25%. The retail, public administration, and manufacturing sectors employ 15%, 12.4%, and 6.2% of the civilian labor force, respectively. A small increase in employment in education, health care, and social services and a decrease in manufacturing sectors have occurred in accordance

with national trends, but much of the employment composition of the County remains unchanged since 2000.

Unsurprisingly, 44.4% of the working age population in the Town of Le Ray is in active military duty. The Town has an unemployment rate of 4.5%. The largest employment sector by percentage in the Town is public administration at 25%. This sector has increased significantly and is likely due to a classification shift to public administration and away from direct armed forces positions (armed forces employment percentage fell from 51% in 2000 to 44.4% in 2015). Other notable sectors include education, health care, and social services, retail, technical professions, and manufacturing at 23.5%, 15%, 9.4%, and 2.8%, respectively.

In the City of Watertown, 6.3% of residents are active duty military service members. The unemployment rate stands above that of the County at 6.2%. Workforce composition is more diversified in Watertown than in Le Ray or Jefferson County. The education, health care, and social services sector employs a large fraction of city residents at 27% followed by retail services, arts/entertainment/recreation, and public administration at 16%, 13%, and 11%, respectively. Manufacturing continues to employ 5.3%. In many ways, workforce composition within the Watertown Urban Area is an average of the County, City of Watertown, and Town of Le Ray. This makes sense as the geographic coverage of WJCTC covers the entirety of the City of Watertown was well as the major arterial corridors surrounding towns and hamlets.

By contrast, 0.1% of New York State residents are classified as active duty members of the armed forces. However, Jefferson County, the Town of Le Ray, and City of Watertown have comparable civilian workforce compositions to that of New York State. As of the 2015 ACS data, statewide unemployment stood at 5.2%. The highest employment sectors were education, health care, and social services, technical professions, retail, and arts/entertainment/recreation at 27.5%, 11.4%, 10.8%, and 9.5%, respectively. Manufacturing employment remains similar to that of Jefferson County at 6.5%.

Table 2.2 American Community Survey Workforce Composition

Workforce Composition 2015 American Communities Survey										
Description	New York State		Jefferson County		Town of Le Ray		City of Watertown		Watertown Urban Area	
	Estimate	%	Estimate	%	Estimate	%	Estimate	%	Estimate	%
Unemployed	829,141	5.2%	5,286	5.7%	728	4.5%	1,312	6.2%	2,524	5.7%
Armed Forces	23,559	0.1%	10,349	11.2%	7,208	44.4%	1,338	6.3%	8,408	19.0%
Civilian employed population 16 years and over	9,254,578	100%	44,732	100%	4,354	100%	11,175	100%	19,310	100%
Agriculture, forestry, fishing and hunting, and mining	54,493	0.6%	752	1.7%	21	0.5%	14	0.1%	68	0.4%
Construction	514,033	5.6%	2,913	6.5%	88	2.0%	417	3.7%	712	3.7%
Manufacturing	600,408	6.5%	2,767	6.2%	122	2.8%	597	5.3%	993	5.1%
Wholesale trade	229,075	2.5%	896	2.0%	83	1.9%	249	2.2%	340	1.8%
Retail trade	1,000,895	10.8%	6,637	14.8%	639	14.7%	1,793	16.0%	3,009	15.6%
Transportation and warehousing, and utilities	472,856	5.1%	1,503	3.4%	146	3.4%	233	2.1%	456	2.4%
Information	270,734	2.9%	736	1.6%	45	1.0%	295	2.6%	357	1.8%
Finance and insurance, and real estate and rental and leasing	744,556	8.0%	1,931	4.3%	142	3.3%	575	5.1%	846	4.4%
Professional, scientific, and management, and administrative and waste management services	1,059,499	11.4%	3,174	7.1%	408	9.4%	818	7.3%	1,359	7.0%
Educational services, and health care and social assistance	2,540,670	27.5%	11,252	25.2%	1,024	23.5%	3,006	26.9%	5,228	27.1%
Arts, entertainment, and recreation, and accommodation and food services	875,623	9.5%	4,303	9.6%	290	6.7%	1,445	12.9%	2,343	12.1%
Other services, except public administration	465,436	5.0%	2,324	5.2%	253	5.8%	480	4.3%	752	3.9%
Public administration	426,300	4.6%	5,544	12.4%	1,093	25.1%	1,253	11.2%	2,847	14.7%

2.5 Commuting

Commuting patterns were also analyzed to improve understanding of transportation needs. Due to the regularity of such trips, commuting information on mode as well as duration depicts core traffic origination, potential transit service gaps, and potential causes of level of service deficiencies.

Across the county, average travel time to work is 18 minutes, which compares favorably to the state average of 32 minutes. Over three quarters of the county workforce commutes by single occupancy vehicle, 11% carpool, and 7% walk. This differs from NYS averages due to population density and vastly different transportation mode selection around New York City. Statewide, 53% commute by single occupancy vehicle, 6.7% carpool, 6.4% walk, and 28% use public transit. Less than 1% of Jefferson County residents commute by public transit.

The average commute time in the Town of Le Ray is just 11 minutes, largely due to the high percentage of active duty service members living in the Town. 63% of residents commute by single occupancy vehicle, 11% carpool, and 17.5% by walking. The percentage of people walking to work in Le Ray decreased from nearly 25% in 2000 as members of the armed forces have chosen to reside outside the base to new housing units constructed just beyond the base's perimeter, thus necessitating commute by vehicle. Less than 1% of Le Ray residents commute by public transit.

Commute patterns differ in the City of Watertown. Despite being more urbanized, average commute time is longer at 15 minutes. 77% of Watertown residents commute by single occupancy vehicle, 12% carpool, and 6% walk to work. Public transit accounts for 1.2% of commute trips.

Of note, over 12% of workers in the urban area carpool to work which is the highest percentage of the jurisdictions included in this analysis. This may be because the geographic coverage of the urban area is along many of the primary commuter corridors outside the Fort and City, making carpooling more convenient.

Table 2.3 Commuting Patterns

Description	Commuting Patterns 2015 American Communities Survey									
	New York State		Jefferson County		Town of Le Ray		City of Watertown		Watertown Urban Area	
	Estimate	%	Estimate	%	Estimate	%	Estimate	%	Estimate	%
Workers 16 years and over	9,064,986	100%	53,914	100%	11,396	100%	12,184	100%	27,131	100.0%
Car, truck, or van -- drove alone	4,825,249	53.20%	40,912	75.90%	7,143	62.70%	9,321	76.50%	19,019	70.1%
Car, truck, or van -- carpooled	611,075	6.70%	5,984	11.10%	1,249	11.00%	1,443	11.80%	3,460	12.8%
Public transportation (excl. cab)	2,521,039	27.80%	199	0.40%	4	0.00%	146	1.20%	153	0.6%
Walked	580,469	6.40%	3,670	6.80%	1,996	17.50%	717	5.90%	2,836	10.5%
Other means	171,857	1.90%	1,019	1.90%	331	2.90%	338	2.80%	729	2.7%
Worked at home	355,297	3.90%	2,130	4.00%	673	5.90%	219	1.80%	934	3.4%
Mean travel time to work (minutes)	32.3	(X)	17.8	(X)	11.2	(X)	14.9	(X)	14.0	(X)

2.6 Existing Relevant Planning Documents

As they relate to transportation planning, local land use plans are important to transportation planning because they help identify areas where development and redevelopment is expected to occur and where supporting infrastructure is planned. The population and employment changes that occur as a result often dictate where transportation infrastructure changes will be needed. Additionally, coordination with local plans helps ensure that planning documents from the WJCTC and associated investments leverage public and private investments guided by local plans.

Table 4 below depicts a list of planning documents that are relevant to transportation planning in the Watertown-Jefferson County area. This table describes each document as well as relevant findings for this report. Relevant statewide plans such as the 2005-2030 Transportation Plan (2006), New York State Strategic Highway Safety Plan (2017), New York State Climate Resilience Plan (2014), and the New York State Pedestrian Safety Action Plan (2016), were used in the development of the plan in addition to the following local and regional plans.

Table 2.4 Watertown/Jefferson County Plan Reports Summary

Year	Plan Name	Description	Findings
2019	Planning Targets for Federal Transportation Administration NYS Public Transportation Programs 2020-2024	Major FTA funding programs summary with tables including federal funds.	The following are the major FTA funding programs: Urbanized Areas Formula Grants/High Density and Growing States (Section 5307/5340), Rural Area Formula Grants (Section 5311), Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310), Fixed Guideway Capital Investment Grants (Section 5309), State of Good Repair Grants (Section 5337), Bus and Bus Facilities Program (Section 5339), Metropolitan, Statewide, and Nonmetropolitan Planning Programs (Sections 5303, 5304, 5305).
2019	Watertown Jefferson County Area Transportation Council Unified Planning Work Program 2019-2020	Describes all metropolitan transportation and transportation-related planning activities anticipated within the region during the year and to serve as a basis for federal funding assistance for transportation planning to state, local and regional agencies. Main goals: safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, reduced project delivery delays, transition to performance based planning and programming, Models for regional planning, ladders of opportunity, TIP development, planning fund allocation, UPWP formatting.	Emphasis areas include Performance Based Planning, Federal Priority Emphasis Areas, Metropolitan Planning Factors, TIP development, Planning Fund Allocations, UPWP formatting, and Sustainability. UPWP identifies $1,439,404 in available PL funds and $152,063 in available MPP funds available for programming.
2019	Downtown-Riverfront Parks Connection Feasibility Study	The City of Watertown is developing the Feasibility Study to improve connections for pedestrians and bicyclists from the City's downtown Public Square to two of its riverfront parks, the Veterans' Memorial Riverwalk and Whitewater Park.	The study is under development but will contain significant recommendations towards achieving the goal of connecting downtown to the riverfront.
2016	City of Watertown Consolidated Plan - Program Years 2016-2020	Focus points: Neighborhood stabilization and revitalization, affordable housing rehabilitation and homeless assistance, homeownership, job support and creation, fair housing education and support of public services, public infrastructure improvements, economic development.	Public infrastructure improvements include two sidewalk reconstruction projects: ADA sidewalk ramp replacement and bus shelter improvements.
2016	Jefferson County Coordinated Transportation Plan for Mobility Services	The purpose of this plan is to help improve the coordination of transportation services for persons with disabilities, older residents, and individuals with lower incomes. Enhance transportations access and improve mobility services.	In order to improve transportation access the following strategies should be implemented: Ride Coordination, Corridor Routes, Shared Transportation Equipment, and Maximize Hours of Use

2016	Watertown Jefferson County Area Transportation Council Public Participation Plan	Outlines the standard policy for encouraging public input and ensuring access to major WJCTC activities and products.	Public Participation entails the following: Meetings, Appearances and Access to Staff, Access to Planning Documents, Communications, and Summary of Action Items
2015	Planning Targets for Federal Transportation Administration NYS Public Transportation Programs 2016-2021	Major FTA funding programs summary with tables including federal funds.	The following are the major FTA funding programs: Urbanized Areas Formula Grants/High Density and Growing States (Section 5307/5340), Rural Area Formula Grants (Section 5311), Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310), Fixed Guideway Capital Investment Grants (Section 5309), State of Good Repair Grants (Section 5337), Bus and Bus Facilities Program (Section 5339), Metropolitan, Statewide, and Nonmetropolitan Planning Programs (Sections 5303, 5304, 5305).
2014	Town of Watertown Comprehensive Plan	Provide guidance for potential residential and commercial development. Provides a frame work for land development and land subdivision controls while addressing infrastructure plans, impact to natural resources and rural character.	Transportation Goal: Provide a robust and well maintained transportation network that accommodates automobiles, bicyclists, and pedestrians: Develop an official road/highway map. Work with county and state officials to reduce speeding problems on town roads in high density residential areas. Work with agricultural community to address problem of road deterioration caused by large equipment. Advocate for improvement of the Spring Valley Drive/County Route 165 intersection issue. Promote railroad infrastructure in the town. Encourage privately maintained sidewalks and walkways in residential and commercial development through zoning for new development and retrofitting of existing development.
2012	Fort Drum Region Transit Needs Assessment	The Fort Drum community is highly dependent on Watertown for essential services and activities as such a study assesses transportation and mobility in the area. Main goal is to provide increased mobility options that are innovative and provide flexible service. i.e. carpools, volunteers, etc.	The following Unmet Needs/Gap categories were identified with strategies for remedy: Information Coordination, Service Quality, and Hours of Service/Temporal Gaps

2012 (updated 2014)	Jefferson County Comprehensive Economic Development Strategy	Plan is a "blueprint for economic development action." Provides background information on the county's geography, socioeconomics/demographics, infrastructure. Analysis of current/projected industrial and occupational breakdown. SWOT analysis. Identifies four strategic industries for Jefferson County to pursue: (1) Manufacturing, (2) Tourism, Accommodation, Food Services, and Retail Trade, (3) Agriculture, and (4) Health Care and Social Assistance.	Transportation-related issues: Opportunity to capitalize on the fact that the Thousands Island Bridge is a more convenient/faster border crossing than some others. Area business owners face relatively high transportation costs for agricultural and manufacturing goods, due to distance from major markets. Other issues that transportation can influence: The local economy relies heavily on the discretionary funds being spent by soldiers and their families. Higher skilled industries have some difficulty attracting qualified employees because Jefferson County is not perceived by some as a desirable place to live. Watertown benefits from being one of the few population and service centers in the North Country. Hospitals and related medical services are also major regional attractor. Want to continue to promote tourism, including day trips from Canadian visitors.
2010	City of Watertown Local Waterfront Revitalization Program for the Black River	Call for action to revitalize the riverfront by implementing activities that involve: water-dependent & water-enhanced uses, open space and recreation, waterfront trail, dams, access points, Blueway Trail. Implementing policy programs that engage the community and the private sector into the development of the river front.	The following policies were developed: Foster a pattern of development in the proposed waterfront area that enhances community character, preserves open space, makes efficient use of infrastructure, and minimizes adverse effects of development. Preserve historic resources of the waterfront area. Enhance visual quality and protect scenic resources of the waterfront area. Provide for public lands, and public resources of the waterfront area. Protect water-dependent uses and promote siting of new water-dependent uses in suitable locations.
2008	City of Watertown Local Multi-Hazard Mitigation Plan	Provides a general planning frame work. Chain command for emergency and/or disaster operations, emergency powers of government, alerting, operation and recovery procedures, the functions of the emergency operations center, national incident management system, guidelines for coordination operations among departments, authority for development of execution of training exercises, administrative procedures for updating and maintaining emergency plans.	Plan is an operational guide for emergency management.

2008	Fort Drum Growth Management Strategy - Summary Report	Summary of 200-page technical report. Goals: document and summarize the mutual benefits and supporting relationships between Fort Drum and the North Country, contribute to the Fort's long-term viability by strengthening community understanding of the importance of protecting the Fort from unnecessary encroachment, identify desirable growth pattern in communities that would be compatible with Fort activities, describe specific projects and partnerships that will best leverage growth and enhance sustainability.	General Implementation Strategy: Strengthened Communication Between Fort Drum and Communities, Avoid Encroachment, Enhanced Reinvestment in "Centers" and Areas with Existing Infrastructure Take a Regional Approach to Transportation: Explore creation of MPO, Expanding availability of public transportation between the Fort and area communities, Addressing gate access issues and opportunities, Improving safety and attractiveness of bicycle and pedestrian travel: Address Route 3 Corridor and Route 11-Fort Drum Connector Interchange issues, and Sustainability and "Green Planning"
2006	Economic & Market Condition Analysis LWRP City of Watertown	Identifies current demographic, economic, and real estate market conditions and commercial development opportunities, particularly in downtown Watertown and along the Black River in the City of Watertown.	Findings and Recommendations: Seasonal residents represent an important target market. City to commission a survey of soldiers and their families to get a better understanding of their consumer spending patterns. Riverfront festivals offering a mix of activities tend to be more successful (and lucrative) than competitive events that target "hard core" kayakers. Focus on ways to lower barriers to river use. An update of this survey be conducted in 2006 to identify additional amenities that would attract more residents and visitors downtown.
2005	Black River Whitewater & Trail Feasibility Study	Paddle through Watertown objective. Create a physical connection between downtown area and the river corridor, redeveloping historic sites of industry and brownfield sites for recreation and commerce, enhancing the regional tourism economy centered around the Black River, creating continuity within the stream and along the riparian corridor through a pedestrian corridor and modification of the low head dams for safe passage, overcoming the Black River contaminated perception, venue for future river events, recreational assets along the Black River.	Implementation in the context of the LWRP. Phasing plans are flexible and provide rough outline for projects: Stand Alone, Opportunity Areas, Project Links. Objectives for in-stream modifications are: Enhance usage and provide an attraction for large events, provide and enhance development opportunities for recreation and mixed use development, create a link between the City, its history and culture, and the Black River, and specific sites for improvement were identified.

1987	Land Use Plan City of Watertown	Sudden increase in population after a 35-year decline prompts development. Main objectives: Preservation of existing housing and neighborhood resources, expansion of housing supply, reinforcement of city center, consolidation of supporting business centers, protection of industry, development of the Arsenal Street corridor, traffic system, public lands, historic and natural resources, environmental considerations. The City of Watertown is anticipating adopting its new Comprehensive Plan in December of 2019.	The following transportation policies were developed: Restrain new development along Arsenal Street which might limit future chances to effectively use this land resource.

Chapter 3 SETTING THE CONTEXT

This chapter outlines the goals and objectives on which the 2045 Plan is structured, and describes how performance measures will be used to monitor progress in implementing the plan.

The WJCTC Long Range Transportation Plan's Goals and Objectives reflect local and regional priorities within the seven national performance goals for the Federal-Aid Highway Program established by the FAST Act, as well as NYSDOT "Forward Four" principles for statewide MPO planning.

3.1 Goals and Objectives

The goals set forth below were guided by the key issues that the New York State Department of Transportation and U.S. Department of Transportation require to be addressed in the region's Long Range transportation plan. However, the specific objectives were developed through listening to stakeholder and public input and reviewing the goals that communities identified in various plans that have already been adopted.

For example, the City of Watertown developed policies and a program for local waterfront revitalization intended to promote citizens' access to the Black River, which has been incorporated into Goal 7 of this plan. Some of the specific objectives in Goal 2 are designed to support the implementation of Jefferson County's *Comprehensive Economic Development Strategy*. Improving access to transit (Goal 8) is part of the county's Coordinated Transportation Plan for Mobility Services, as well as an important issue identified for the WJCTC transit plan that was being prepared during the development of this Plan.

Goal 1 **Emphasize Preservation of the Existing Transportation System**

Objectives

1. Maintain pavement and bridges in a condition that meets the targets adopted by NYSDOT and WJCTC.
2. Renew pavement markings and signs as needed to maintain visibility.
3. Maintain safe, accessible sidewalks and trails.
4. Replace transit vehicles by the end of their useful life.

Goal 2 — Support the Economic Vitality of the Region

Objectives

1. Facilitate cross-border business opportunities, including Canadian tourism, and capitalize on the convenience of the Thousand Islands Bridge crossing.
2. Develop strategies to help area businesses manage high transportation costs for agricultural and manufacturing goods.
3. Improve rail siding infrastructure to support growth of the region's agricultural industry.
4. Facilitate the ability for Fort Drum to drive economic vitality for the region.

Goal 3 — Promote Efficient Transportation System Management and Operations

Objectives

1. Use technology as appropriate to improve and manage roadway and transit operations.
2. Coordinate with NYSDOT on traffic plans for alternative routes during Interstate 81 closures.

Goal 4 — Enhance Travel and Tourism

Objectives

1. Identify and promote walking, hiking, and bicycling routes to foster tourism.
2. Develop and publicize a system of recommended truck routes to help separate thru-truck traffic from pedestrian-oriented downtown areas.

Goal 5 — Increase the Safety and Security of the Transportation System for Motorized and Non-Motorized Users

Objectives

1. Design "Complete Streets" that accommodate motorized vehicles, transit, bicycling, and walking for all users, including those with disabilities.
2. Promote awareness and enforcement of traffic laws, particularly near schools and in residential areas.
3. Continue coordination for emergency preparedness among Fort Drum, emergency responders, and operators of the area's transportation system.

Goal 6 — Increase the Accessibility and Mobility of People and Freight

Objectives

1. Connect the area's workforce to available jobs.
2. Strengthen transportation links between Fort Drum and surrounding communities.
3. Enhance the pedestrian and bicycling network to promote healthy lifestyles and sustainable commuting options.

Goal 7 — Protect and Enhance the Environment; Improve Quality of Life; and Promote Consistency Between Transportation Improvements and the Community's Other Goals

Objectives

1. Prioritize transportation investments that help the area's businesses remain viable and attract new residents.
2. Preserve and stabilize neighborhoods by focusing transportation investment in areas with other existing infrastructure.
3. Provide additional public access to the waterfront area while protecting its scenic and historic qualities.

Goal 8 — Enhance Transportation Connections, Across and Between Modes, for People and for Freight

Objectives

1. Build partnerships among the region's public and private transit operators to extend the areas and hours for which service can be provided.
2. Develop and maintain convenient connections to and from Watertown International Airport, both by road and by public transit.

Goal 9 — Improve Transportation System Resiliency and Reliability

Objectives

1. Manage delays, including those resulting from seasonal traffic changes.
2. Reduce or mitigate stormwater impacts on the surface transportation system.
3. Reduce the percentage of trips taken by Single Occupancy Vehicles.

3.2 Federal Planning Factors Included in the Long Range Transportation Plan

As mentioned previously, the Long Range Transportation Plan is required to consider specific factors such as mobility, safety, and accessibility. These factors are listed in current federal transportation legislation, enacted by Congress in December 2015 as the *Fixing America's Surface Transportation* (FAST) Act. Figure 5 demonstrates the relationship between the required planning factors and the goals and objectives of the 2045 Plan. For example, the first federal planning factor – supporting the region's economic vitality – corresponds directly to Goal 2 of the Plan. However, Goals 4, 6, and 9 also support economic vitality by promoting travel-based tourism in the area, improving people's access to jobs, and helping make travel more reliable.

Table 3.1 Relationship of National FAST Act Planning Factors to Plan Goals

FAST Act Planning Factor	Corresponding Plan Goals
Support the economic vitality of the region, especially by enabling global competitiveness, productivity, and efficiency	2, 4, 6, 9
Increase the safety of the transportation system for motorized and non-motorized users	5, 9
Increase the security of the transportation system for motorized and non-motorized users	5, 9
Increase the accessibility and mobility of people and for freight	3, 6, 8, 9
Protect and enhance the environment, promote energy conservation, and improve quality of life; and promote consistency between transportation improvements and State and local planning growth and economic development patterns	4, 7
Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight	6, 8
Promote efficient system management and operations	3
Emphasize the preservation of the existing transportation system	1
Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation	5,7, 9
Enhance travel and tourism	2, 4

3.3 Performance Measures

WJCTC and other Metropolitan Planning Organizations are also required by federal law to incorporate the use of performance measures in their planning processes, including the LRTP. Pursuant to MAP-21

(and carried through into the FAST Act), MPO's must employ a transportation performance management approach in carrying out their federally-required planning and programming activities, in conformance with the following seven national performance goals for the Federal-Aid Highway Program:

- Safety – To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- Infrastructure Condition – To maintain the highway infrastructure asset system in a state of good repair.
- Congestion Reduction – To achieve a significant reduction in congestion on the National Highway System for both recurring and non-recurring delays.
- System Reliability – To improve the efficiency of the surface transportation system.
- Freight Movement and Economic Vitality – To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- Environmental Sustainability – To enhance the performance of the transportation system while protecting and enhancing the natural environment.
- Reduced Project Delivery Delays – To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practice.

NYSDOT also sets forth the "Forward Four" Principles that must be incorporated into statewide MPO planning:

- Preservation of the existing transportation system
- Consider systematic transportation improvements and not just focus on individual projects
- Maximize return on investment
- Create a sustainable transportation system.

3.4 Performance-Based Planning Framework

Performance measures are a way to evaluate whether a plan is being implemented. For example, if a community plans to expand the area where bus service is available, one way to measure progress might be the percentage of residents within a quarter-mile of a bus stop. If 50% of residents currently have access, the target for improvement might be set at 65%. Periodically, the community would re-count the number of residents within a quarter-mile of a bus stop, and see whether they are moving closer to the target. Various policy decisions could be evaluated according to whether they help meet the target. For example, reducing the amount of funding available for public transit would likely result in poorer performance, whereas providing incentives for new residential development to be built near existing bus routes, instead of on the edges of the city, would probably result in better performance.

As part of Congress' action to require performance measurement, it specified a particular set of issues and measures that must be tracked and reported by state DOTs and MPOs. NYSDOT and WJCTC have agreed to cooperate to set targets and track performance as described in the following sections.

The WJCTC is committed towards working with its state and federal partners to ensure that its plans, programs, and activities are compliant with the provisions of federal transportation law. The WJCTC continues to develop its TIP to demonstrate progress toward the establishment of performance measures outlined below, and will continue to work with partners to develop future performance measures.

3.5 Safety

The federally required safety measures are to be calculated on the most recent five years of available crash data for number of fatalities, rate of fatalities, number of serious injuries, rate of serious injuries, and number of non-motorized fatalities and non-motorized serious injuries). WJCTC has adopted the NYSDOT statewide 2019 performance targets for safety, which are shown below. The focus is on improving performance over previous years (baseline data).

Table 3.2 WJCTC Adoption of NYSDOT Statewide Performance Targets for Safety

SAFETY MEASURE	2019 TARGET
Number of fatalities	1,072
Rate of fatalities per 100 million vehicle-miles traveled	0.86
Number of serious injuries	10,987
Rate of serious injuries per 100 million vehicle-miles traveled	8.62
Number of non-motorized user fatalities and serious injuries	2,726

3.6 Pavement & Bridge Condition

These measures apply to routes that are part of the National Highway System, which includes all Interstates and some non-Interstate routes. They also apply to on- and off-ramps connected to these routes.

Table 3.3 New York State Pavement and Bridge Performance Measures adopted by WJCTC

BRIDGE CONDITION MEASURE	BASELINE	2-YEAR TARGET	4-YEAR TARGET *
Percentage of bridge deck area that is in Good condition	20.2%	23.0%	24.0%
Percentage of bridge deck area that is in Poor condition	11.7%	11.6%	11.7%
PAVEMENT CONDITION MEASURE	**BASELINE**	**2-YEAR TARGET**	**4-YEAR TARGET ***
Percentage of Interstate system in Good condition	52.2%	46.4%	47.3%
Percentage of Interstate system in Poor condition	2.7%	3.1%	4.0%
Percentage of non-Interstate NHS route system in Good condition	20.4%	14.6%	14.7%

Percentage of non-Interstate NHS route system in Poor condition	8.3%	12.0%	14.3%

** Only a 4-year target is required for the non-Interstate NHS.*

"Good" and "Poor" conditions for bridges are based on the lowest of the four types of rating performed for the National Bridge Inventory (NBI) (deck, superstructure, substructure and culverts). The regulation defines three classes for bridge condition assessment – percent of deck area of bridges in good, fair, and poor conditions using the lowest of four NBI ratings on a 0-9 scale:

- Good when the lowest rating is equal or greater than 7.
- Fair if the lowest rating is 5 or 6.
- Poor is the lowest rating is equal to or less than 4.

Pavement conditions are measured according to whether they are concrete or asphalt surfaces. For concrete surfaces, there are three types of rating: faulting, International Roughness Index (IRI), and percent of concrete slabs with transverse cracks (for jointed concrete pavement). For asphalt surfaces, the three types of rating are: rutting, IRI, and percent area with fatigue cracking in the wheel path. In both cases, "Good" condition for pavement means the surface scores well on all three types of rating. "Poor" condition means the surface is considered poor on at least two types of rating.

These targets are lower than what NYSDOT or WJCTC would choose for bridge and pavement conditions if funding were unlimited. However, the amount of funding available for road and bridge maintenance, as well as all other transportation needs, has not been keeping pace with costs. The targets shown are what the agencies believe is achievable, based on projected needs and expected funding. As can be seen, overall pavement conditions in four years are not anticipated to be as good as the current (baseline) conditions. The goal is to maintain them at least to the minimum levels that have been targeted. Conditions will be monitored and reported so that if these minimum targets are not being met, policymakers will be aware of it and can act as necessary.

3.7 System Performance (Travel Time Reliability)

In this measure, the quality of travel is not measured by how long it takes to get somewhere. Rather, it is based on whether the length of time it takes is *reliable*. If a trip that used to take 15 minutes now takes 20 minutes, people are generally able to adapt their schedules. What causes problems is unpredictability – when a trip sometimes takes 15 minutes, but other times can take 45 minutes. Unreliability creates difficulties for people trying to get to work on time, pick up children from daycare before it closes, or make a scheduled truck delivery. They are either late, or lose efficiency because they are forced to build extra minutes into their travel schedule that may or may not be needed.

The official measures of system performance are:

- Percent of Person-Miles Traveled on the Interstate that are reliable.
- Percent of Person-Miles Traveled on the non-Interstate NHS routes that are reliable.

Reliability is calculated by looking at a sample of travel times for the same section of road, and comparing the 80th percentile travel time to the average (50th percentile) travel time. A ratio of 1.5 or greater is considered unreliable, since that would mean the 80th percentile trip is one and a half times as long as the average trip. "Reliable" mileage is multiplied by traffic volume and average vehicle occupancy in order to convert to person-miles. The final performance measure is then the percent of total person-miles traveled in a particular year that were considered reliable.

Table 3.4 WJCTC System Performance Measures

LEVEL OF TRAVEL TIME RELIABILITY	HISTORIC DATA *				BASELINE (2018)	2-YEAR TARGET	4-YEAR TARGET **
	2014	2015	2016	2017			
Percent of person-miles traveled on Interstates that were reliable	83.2%	82.6%	83.1%	94.5%	94.5%	85.0%	84.9%
Percent of person-miles traveled on non-Interstate NHS routes that were reliable	47.8%	46.2%	44.5%	85.9%	85.9%	NA**	71.4%

** Note that 2017 is the only year for which full data was available. As additional years of data are collected, measures should become more accurate.*

*** Only a 4-year target is required for the non-Interstate NHS.*

The targets that NYSDOT and WJCTC have set for travel time reliability are conservative, showing some decline in performance. This is because there is currently very limited data available for measurement. As additional years of data are collected, it will become possible to predict performance with more confidence, and the targets may be revised.

3.8 Freight Performance (Truck Travel Time Reliability)

The freight performance measure is very similar to the one for overall system performance, except that it measures the reliability of travel time for trucks only, and only on Interstate highways. Truck travel time reliability is calculated as a ratio of the 95th percentile truck travel time compared to the average (50th percentile) travel time. Instead of converting to person-miles, the performance measure is simply reported as a ratio. A ratio of 1.5 would indicate the 95th percentile trip is one and a half times as long as the average trip.

Table 3.5 WJCTC Freight Performance Measures

LEVEL OF TRUCK TRAVEL TIME RELIABILITY	HISTORIC DATA *				BASELINE 2018	2-YEAR TARGET	4-YEAR TARGET **
	2014	2015	2016	2017			
Ratio of 95th percentile truck travel time to the average (50th percentile) truck travel time on Interstates	1.61	1.60	1.65	1.38	1.38	2.00	2.11

** Note that 2017 is the only year for which full data was available. As additional years of data are collected, measures should become more accurate and targets may be revised.*

*** Only a 4-year target is required for the non-Interstate NHS.*

3.9 Public Transit

In addition to the measures shown above, which are mostly highway-related, there are certain measures that must be tracked for public transit. The WJCTC agrees to support the Statewide Transit Asset Management Target outlined below by planning and programming projects in the TIP that will, once implemented, make progress toward achieving the transit assets targets.

Table 3.6 Public Transit Performance Measures

Statewide Transit Asset Management Targets		
Asset	Useful Life (miles)	Useful Life (years)
BR1 – Over-the-road Bus	500,000	12
BU – Bus (5310)	350,000	10
BU1 – Bus (5307)	350,000	10
BU1 – Bus (5311)	350,000	10
CU – Cutaway Bus (5310)	150,000	5
CU1 – Cutaway Bus (5307)	150,000	5
CU1 – Cutaway Bus (5311)	150,000	5
RT – Rubber-tire Vintage Trolley (5307)	500,000	12
RT – Rubber-tire Vintage Trolley (5311)	500,000	12
Suburban (5310)	150,000	5
VN – Van (5310)	150,000	5

Chapter 4 EXISTING TRANSPORTATION SYSTEM

This chapter offers a discussion of the WJCTC existing multi-modal transportation system along with an assessment of existing conditions experienced across the WJCTC planning area. Information used for this chapter was based on data and information obtained from NYSDOT, Jefferson County, and City of Watertown.

4.1 Capacity Analysis

A Capacity Analysis was performed to determine the efficiency of several intersections identified by stakeholders as potential bottlenecks. Based on this analysis, recommendations were developed for signal and physical improvements to help address delays, queuing, and safety at these locations.

- Pearl Street & Water Street
- W. Main Street & Starbuck Avenue/E. Main Street
- Mill Street & W. Main Street
- N. Meadow Street/Black River Parkway & Coffeen Street
- Arsenal Street & Meadow Street
- Massey Street & Ives Street
- Arsenal Street & Bellew Avenue

In order to determine the daily peak hour traffic, the NYSDOT performed turning movement counts throughout the months of March and April 2018 during the following peak periods:

- Morning peak hours of 7:00AM-9:00AM;
- Midday peak hours of 11:00AM-1:00PM;
- Evening peak hours of 4:00pm-6:00pm

During these hours, traffic volumes are typically the highest throughout a given day as these periods account for traffic headed to and from places of employment, schools, dining, childcare, and various other destinations. Peak hour analysis determines the heaviest volume of traffic for a consecutive 60-minute period in order to calculate intersection delay and associated intersection Level of Service.

Intersection Level of Service (LOS) is a way to quantify the efficiency of intersections by associating intersection and approach delay with a letter grade. For example, a LOS A would be free flowing traffic with little or no delay often experienced on county routes with low traffic volume where as LOS F would be stop and go traffic most commonly seen within heavily populated cities during rush hour. Generally, a LOS of D is considered the minimal acceptable level for operating standards. The following analysis uses the Synchro Capacity Analysis software to determine the LOS of each study intersection. Table 4.1 illustrates the intersection ratings for signalized and unsignalized intersections based on the time delay per vehicle.

Table 4.1 Level of Service (LOS) Criteria for Intersections

LOS	Description	Delay in Seconds (Signalized)	Delay in Seconds (Unsignalized)
A	Little or no delay	<= 10.0	<= 10.0
B	Minor, Short delay	> 10 to 20	> 10 to 15
C	Average delay	> 20 to 35	> 15 to 25
D	Long, but acceptable delay	> 35 to 55	> 25 to 35
E	Long, Unacceptable delay	> 55 to 80	> 35 to 50
F	Long, Unacceptable delays	> 80	> 50

Pearl Street and Water Street

The intersection of Pearl Street and Water Street is a four-legged signalized intersection, where the eastbound approach is a private driveway for the adjacent factory. The northbound approach consists of a single lane for all turn movements. The southbound approach contains a dedicated left turn lane with 200 feet of storage length and a 100-foot taper length as well as a thru/right turn lane. The westbound approach contains a thru/left turn lane and a dedicated right turn lane with a 100 feet of storage length and a 100-foot taper length. The Eastbound approach is a private driveway featuring one lane for all turn movements.

Figure 4.1 Layout of Pearl Street and Water Street Intersection

The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 4:00pm-5:00pm with 1,051 total vehicles entering the intersection. Traffic along Pearl Street accounts for approximately 82% of the total vehicles entering

the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.2 Pearl Street and Water Street 2018 Existing Conditions Evaluation

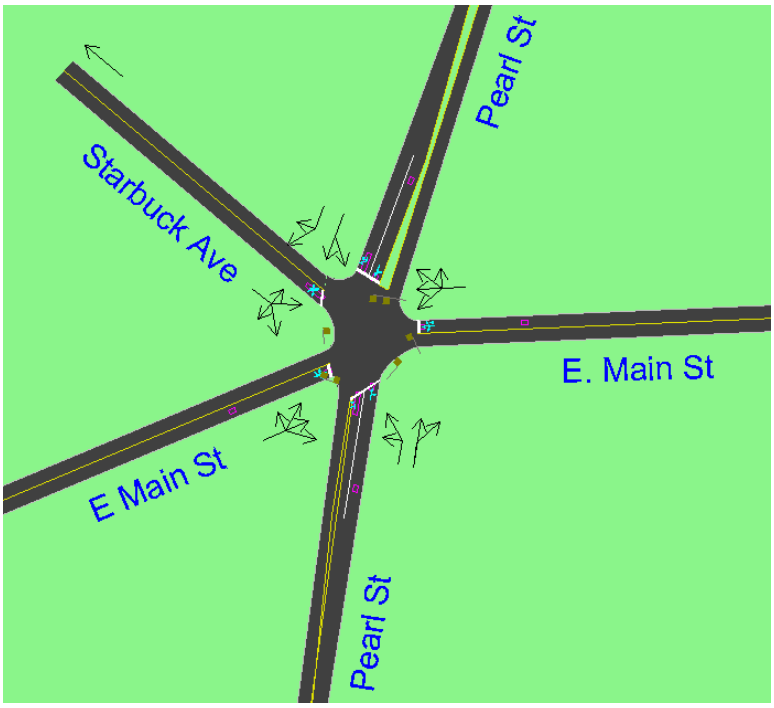
Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
Pearl St	NB (all movements)	LOS A (8.2s)
	SB Thru/Right	LOS A (2.9s)
	SB Left	LOS A (3.4s)
Weitsman Recycling	EB (all movements)	LOS C (30.8s)
Water St	WB Right	LOS C (31.7s)
	WB Thru Left	LOS D (36.0s)
Overall Intersection		LOS B (14.7s)

Based on the above analysis results, the intersection of Pearl Street and Water Street currently operates at an acceptable LOS and no further improvements would be necessary to reduce delay. However, it would be beneficial to optimize the signal timings to allow maximum clearance time for each intersection approach preventing future delay as traffic volume increases.

Main Street East and Pearl Street/ Starbuck Avenue

The intersection of Main Street East and Pearl Street/ Starbuck Avenue is a 5-legged signalized intersection that is currently split phased so that the northbound and southbound phasing operates separately instead of in conjunction with each other. This primarily is due to the offset of Starbuck Avenue reducing potential conflicts caused by driver confusion of who would have the right of way. In addition, the westbound approach of Main Street East is a dead-end road so minimal traffic volumes are generated from this area. The westbound, eastbound, and Starbuck Avenue approach all contain a single lane for each movement. The Northbound Pearl Street approach contains thru/right turn lane and a dedicated left turn lane comprised of 100 feet of storage length with a 200-foot taper length; the southbound contains a thru/left turn lane and a dedicated right turn only lane comprised of 115 feet of storage length and a 150-foot taper length.

Figure 4.2 Layout of Main Street East and Pearl Street/Starbuck Avenue Intersection



The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 4:00pm-5:00pm with 553 vehicles entering the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.3 Main Street East and Pearl Street/Starbuck Avenue 2018 Existing Conditions

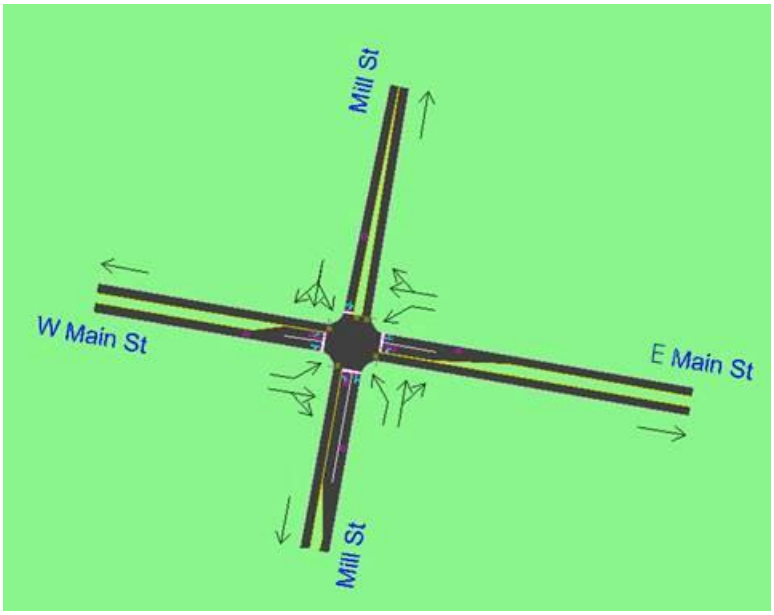
Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
Pearl St	NB Thru/Right NB Left	LOS C (33.1s) LOS D (54.5s)
Pearl St	SB Thru/Left SB Right	LOS D (42.7s) LOS C (33.7s)
Main St East	EB (all movements)	LOS D (40.1s)
Main St East	WB (all movements)	LOS C (34.1s)
Starbuck Ave	SB (all movements)	LOS D (40.6s)
Overall Intersection		LOS D (42.7s)

Based on the above findings, the intersection of Main Street East and Pearl Street/ Starbuck Avenue currently operates just within acceptable standards. However, it is suggested that this intersection become a priority for future intersection improvements to reduce delay. In specific, a change in phasing from split phase to protected-permitted phasing would reduce delays along the Pearl Street approaches; it is not expected that intersection lane geometry improvements would result in a reduction of delay. An analysis of the suggested phasing revisions resulted in the overall intersection LOS improving from LOS D (42.7) to LOS C (21.6) with significant reduction of delays anticipated along each approach.

Main Street West/ Main Street East and Mill Street

The intersection of Main Street West/ Main Street East and Mill Street is a 4-legged signalized intersection with turn lanes present on the eastbound, westbound, and northbound approaches. The northbound approach contains a left turn lane, and a thru/right turn lane comprised of a 200 feet of storage length and 25 feet of taper length. The eastbound approach contains a thru/right turn lane and a left turn only lane comprised of a 55 feet of storage length and 30 feet of taper length. The westbound approach is nearly identical to the east; however, the left turn lane has a 70 feet of storage length and a 90-foot taper length due to the roadway geometry. The southbound approach only has one lane for all vehicle movements.

Figure 4.3 Layout of Main Street West/ Main Street East and Mill Street Intersection



The peak hour analysis determined that the highest traffic volume entering this study intersection within a consecutive 60-minute period was during the hour of 4:45pm-5:45pm with 1,049 total vehicles entering the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.4 Main Street West/ Main Street East and Mill Street 2018 Existing Conditions

Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
Mill St	NB Thru/Right NB Left	LOS A (6.1s) LOS A (7.7s)
Mill St	SB (all movements)	LOS B (10.2s)
W. Main St	EB Thru/Right EB Left	LOS D (22.7s) LOS C (22.8s)
W. Main St	WB Thru/Right WB Left	LOS C (21.5s) LOS C (23.7s)
Overall Intersection		LOS B (15.3s)

Based on the above analysis results, the intersection of Main Street West/ Main Street East and Mill Street currently operates at an acceptable LOS and no further improvements would be necessary to reduce delay, however, it would be beneficial to optimize the signal timings to allow maximum clearance time for each intersection approach and prevent future delays as traffic volume increases.

Coffeen Street and Black River Parkway/Meadow Street North

The intersection of Coffeen Street and Black River Parkway/Meadow Street North is a 4-legged signalized intersection that is a terminus for the Black River Parkway. The eastbound approach of Coffeen Street contains a thru/right turn lane and a left turn lane that is a continuation of a two way left turn center lane; the left turn lane contains a 75-foot storage lane with a 120-foot access length. The westbound approach of Coffeen Street also contains a thru/right turn lane and a left turn only lane containing a 45-foot storage length and 70-foot storage length respectively, and a 70-foot taper length. The Meadow Street North northbound approach contains a thru/right turn lane and a left turn only lane comprised of a 75-foot storage length and 30-foot taper length. The Black River Parkway southbound approach contains a right turn only and a thru/left turn lane. A single lane splits equally approximately 240 feet from the stop bar.

Figure 4.4 Layout of Coffeen Street and Black River Parkway/ Meadow Street North Intersection

The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 4:30pm-5:30pm with 1,473 total vehicles entering the intersection. Traffic along Coffeen Street accounts for approximately 74% of all vehicles entering the intersection, while Black River Parkway accounts for approximately 22%. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.5 Coffeen Street and Black River Parkway/ Meadow Street North 2018 Existing Conditions

Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
N. Meadow St	NB Thru/Right NB Left	LOS C (27.0s) LOS C (21.5s)
Black River Pkwy	SB Thru/Left SB Right	LOS C (25.8s) LOS A (8.5s)
Coffeen St	EB Thru/Right EB Left	LOS A (4.5s) LOS B (10.3s)
Coffeen St	WB Thru/Right WB Left	LOS C (25.3s) LOS B (12.6s)
Overall Intersection		LOS B (15.0s)

Based on the above analysis results, the intersection of Coffeen Street and Black River Parkway/N. Meadow Street currently operates at an acceptable LOS and no further improvements would be necessary to reduce delay, however, it would be beneficial to optimize the signal timings. In addition,

converting the lane geometry on Black River Parkway from a Thru/Left turn lane and a designated right turn lane to a thru/right turn lane and a designated left turn lane would allow the delay on this approach to be reduced.

Arsenal Street and Meadow Street

The intersection of Arsenal Street and Meadow Street is a 4-legged signalized intersection with the northbound and southbound approaches of Meadow Street with a single lane controlling all turning movements. Both eastbound and westbound approaches of Arsenal Street contain a thru/left and a thru/right turn lane.

Figure 4.5 Layout of Arsenal Street and Meadow Street Intersection

The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 4:30pm-5:30pm with 1,876 total vehicles entering the intersection. Traffic along Arsenal Street accounts for approximately 78% of the total vehicles entering the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.6 Arsenal Street and Meadow Street 2018 Existing Conditions

Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
S. Meadow St	NB (all movements)	LOS C (25.2s)
N. Meadow St	SB (all movements)	LOS B (16.3s)
Arsenal St	EB Thru/Right EB Thru/Left	LOS B (17.5s)
Arsenal St	WB Thru/Right WB Thru/Left	LOS B (16.3s)
Overall Intersection		LOS B (18.3s)

Based on the above analysis results, the intersection of Arsenal Street and Meadow Street currently operates at an acceptable LOS and no further improvements would be necessary to reduce delay, however, it would be beneficial to optimize the signal timings to best prevent future delay as traffic volume increases.

Massey Street and Ives Street

The intersection of Massey Street and Ives Street is a 3-legged un-signalized intersection that is controlled by a single stop sign on the Ives Street approach while the Massey Street eastbound and westbound approaches have uncontrolled access; a single lane controlling all turning movements is present on each approach.

Figure 4.6 Layout of Massey Street and Ives Street Intersection

The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 7:00am-8:00am with 372 total vehicles entering the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach and the overall LOS for the entire intersection.

Table 4.7 Massey Street and Ives Street 2018 Existing Conditions

Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
Ives St	NB (all movements)	LOS B (11.2s)
Massey St	EB (all movements)	LOS A (0.0s)
Massey St	WB (all movements)	LOS A (4.8s)
Overall Intersection		LOS A (6.2s)

Based on the above analysis results, the intersection of Massey Street and Ives Street currently operates at an acceptable LOS and no further improvements would be necessary to reduce delay. Of note, the eastbound approach does not have any delay associated with it since all vehicles have the right-of-way for turning movements.

Arsenal Street and Bellew Avenue

The intersection of Arsenal Street and Bellow Street is a four-legged signalized intersection near the commercial district of the City of Watertown. The eastbound and westbound approaches contain a designated thru, thru/right turn, and a left turn only lane. The eastbound approach utilizes the two-way center left turn lane for the 120 feet of storage length and 55-foot taper length. The westbound approach shifts traffic to the right to account for the two-way left turn lane, however the left turn lane contains a 60-foot storage length and a 120-foot taper length. The southbound approach of Bellew Avenue is comprised of a thru/left turn lane and a right turn only lane consisting of 85 feet of storage length and 100 feet of taper length. The northbound approach of Bellew Avenue also is comprised of a thru/left turn lane and a right turn only lane, however, the storage length is 225 feet and the taper length is 150 feet. This geometry is primarily due to the AmeriCU Federal Credit Union parking lots.

Figure 4.7 Layout of Arsenal Street and Bellew Avenue Intersection

The peak hour analysis determined that the highest traffic volume entering the intersection within a consecutive 60-minute period was during the hour of 12:00pm-1:00pm with 2,321 vehicles entering the intersection. Traffic along Arsenal Street accounts for approximately 81% of the total vehicles entering the intersection. The following table illustrates the findings of the capacity analysis based on approach delay (in seconds) and provides the LOS of each approach along with the overall LOS for the entire intersection.

Figure 4.8 Arsenal Street and Bellew Avenue 2018 Existing Conditions

Street Name	Intersection Approach	Intersection Level of Service and Delays (sec)
Bellew Ave	NB Thru/Left NB Right	LOS C (27.5s) LOS C (22.3s)
Bellew Ave	SB Thru/Left SB Right	LOS C (22.6s) LOS C (22.1s)
Arsenal St	EB Thru/Right EB Left	LOS C (26.8s) LOS F (83.2s)
Arsenal St	WB Thru/Right WB Left	LOS C (26.9s) LOS D (40.8s)
Overall Intersection		LOS C (30.9s)

Based on the above analysis results, the intersection of Arsenal Street and Bellew Avenue currently operates at an acceptable LOS, however, improvements could be made to minimize the intersection delay, especially the eastbound left turning vehicles. It is suggested that the signal should be optimized to allow for maximum split times however no other alterations to the signal should be made since any changes could negatively affect the other signal approaches.

Recommendations and Summary

Based on the analyses performed, each of the study intersections could benefit from optimized signal timings to reduce the total intersection delay. However, one specific intersection improvement would be to eliminate the split-phased operations at the intersection of Pearl Street and E. Main Street. Currently, this intersection operates at a LOS D, and though this is acceptable, converting the signal from split phase to a protected-permitted phasing would result in an extensive reduction in vehicle travel delay.

4.2 Highway System

Roadway Infrastructure

The WJCTC area's roadway network is characterized by a system of state highways, county roads, and local streets. This network of arterial, collector, and local roads supports residents, visitors, and freight travelling on approximately 556 miles of roadways. This includes approximately 71 miles of local roads within the U.S. Army base of Fort Drum that are geographically located within the WJCTC region but are not subject to the MPO process. Rather Fort Drum roadways would fall under the purview of the U.S. Department of Defense and the FHWA's Eastern Federal Lands office.

Table 4.8 lists major arterials in the WJCTC planning area that provide regional and international connections. I-81 runs north-south through the region, facilitating international travel between the U.S. and Canada via the Thousand Island Bridge over the St. Lawrence River.

Table 4.8 Major Roadways in the WJCTC Area

Roadway	Key Jurisdiction	Functional Classification
I81	State	Principal Arterial - Interstate
I781	State	Principal Arterial - Interstate
US 11	State	Arterial
NY 3	State	Arterial
NY Route 12F	State	Arterial
NY Route 12	State	Arterial
NY 3A	Jefferson County	Arterial
NY Route 283	State	Minor Arterial
NY Route 342	State	Minor Arterial
NY Route 12E	State	Minor Arterial
NY Route 37	State	Minor Arterial

Most of the roads in the WJCTC planning area are owned and maintained by local towns and municipalities. These municipalities receive funding from the Consolidated Local Street and Highway Improvement Program (CHIPS). The figure to the right identifies the proportion of total road miles by linear foot owned by the New York State Department of Transportation, Jefferson County, and local municipalities. The total lane miles under control of NYSDOT however is 294 lane miles.

Figure 4.9 Functional Classification of Roadway Network

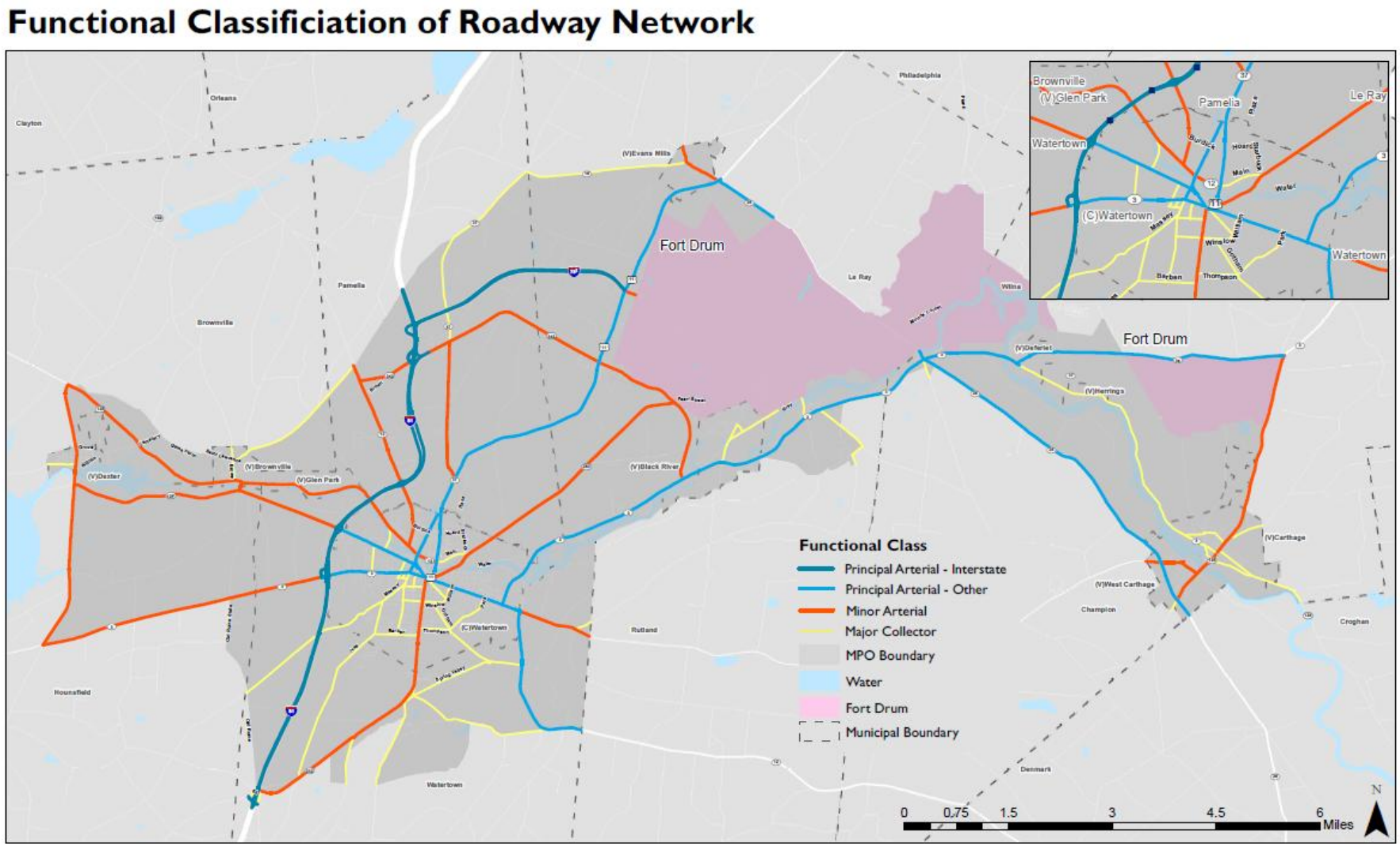
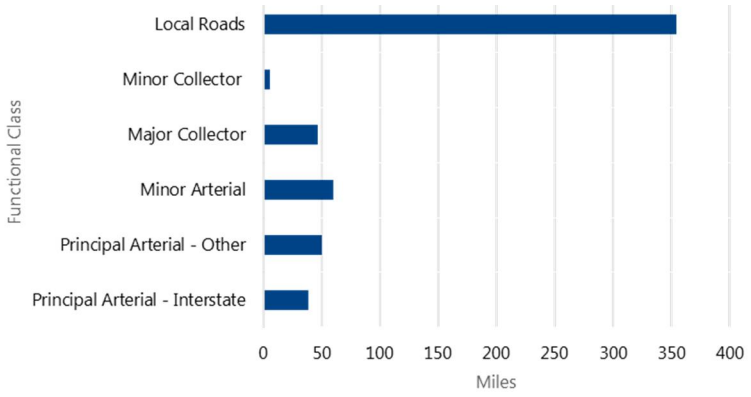


Figure 4.10 provides functional classification of existing roadways, categorizing roads per their intended role within the larger network. Approximately 60% of the roads in the WJCTC planning area are local roads. These include almost 70 miles of roadway that is owned by the U.S. Army within the Fort Drum Base.

Figure 4.10 Total Road Mileage by Functional Class in the WJCTC Area



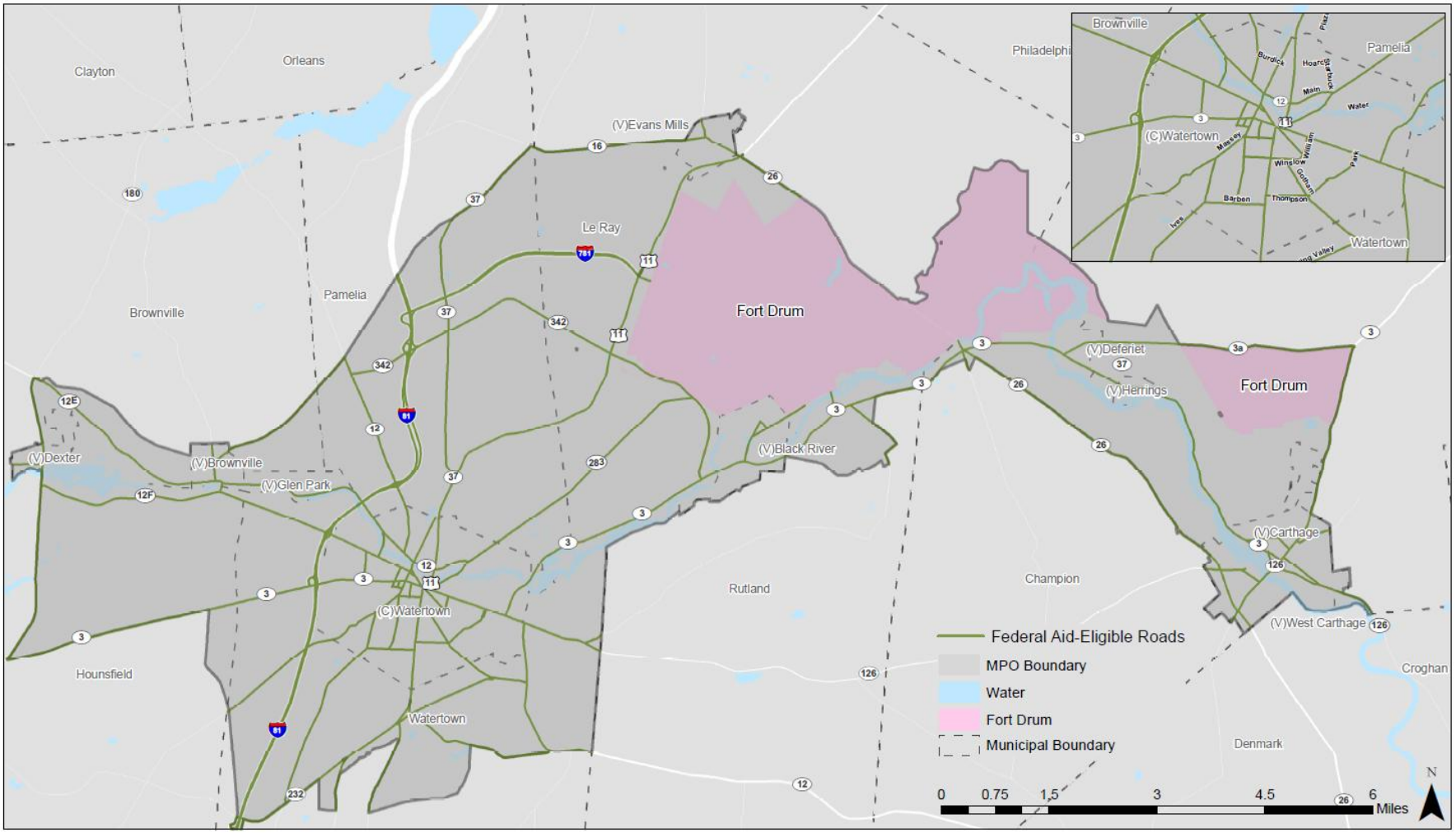
The WJCTC area encompasses 1,123 lane miles, and almost 40 percent of these roads are federal-aid eligible. The radial alignment of existing roadway network in Watertown poses various challenges for residents and commuters. A discussion of these challenges and opportunities is followed later in this plan.

Watertown's downtown and Public Square area acts as a transportation node for a number of radiating roadways that provide great access to the city but also bring high traffic volumes and trucks through the central core of the town, with limited alternative routes to reroute traffic and trucks around Public Square.

Federal-Aid Eligible Roads

The Federal-Aid Highway Program, administered by the Federal Highway Administration (FHWA), provides financial support towards the construction and preservation of the Interstate Highway System, primary highways, and certain local roads. Approximately 200 miles of interstate and state roads within the WJCTC MPO boundary are eligible for the Federal-Aid Highway Program; local roads may be eligible when doing a safety enhancement project. Most of these roads are owned by the New York State Department of Transportation. Figure 4.11 provides a picture of eligible roads within the MPO boundary. Nearly 40% of the existing roadways qualify for federal aid allowing for a shared cost for construction and long-term maintenance, allowing the municipalities to direct a majority of their roadway maintenance funds towards local streets.

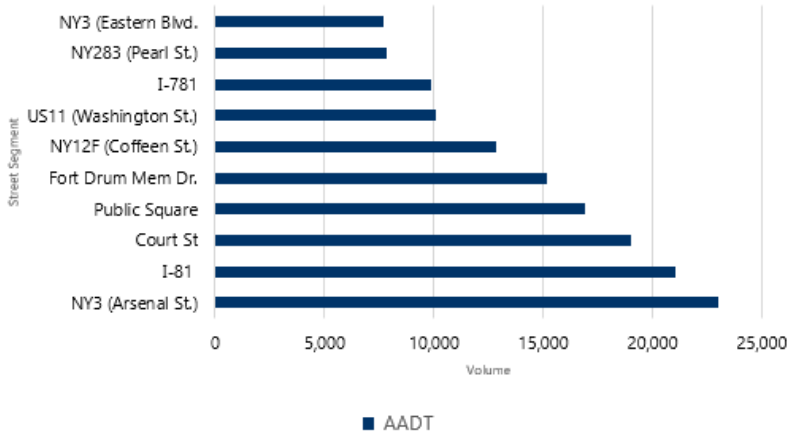
Figure 4.11 Federal Aid Eligible Roads



Average Annual Daily Traffic (AADT)

The roadways within the WJCTC area have generally low average annual daily traffic (AADT) compared to average AADT on other roadways throughout New York, and largely operate under capacity. The southern entrance into Fort Drum is the only roadway segment that reaches roadway capacity at certain times based on the V/C ratio from New York State Data.

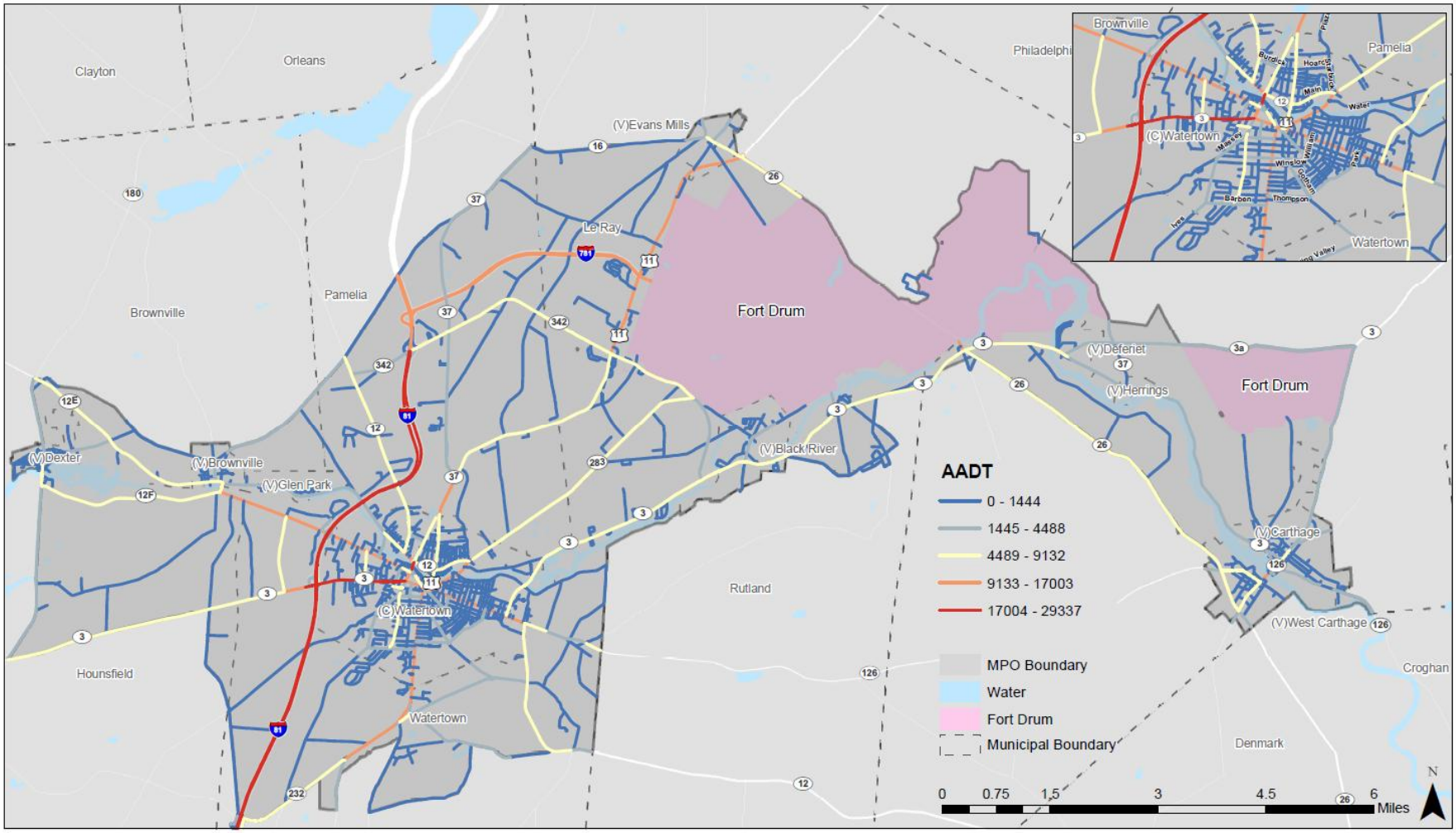
Figure 4.12 Annual Average Daily Traffic (AADT)



The principal arterials and interstates on the west side of Watertown – I-81, Arsenal Street, and the Court Street Bridge – have the highest average AADT in the WJCTC area. However, the V/C ratio shows that traffic volumes on these roads do not exceed roadway capacity.

This consistently high level of service (LOS) opens opportunities for improved multi-modal accommodations through lane repurposing, traffic calming, road dieting, or other accessibility enhancements offering more choices for movement for residents, visitors, and commerce within the region.

Figure 4.13 Annual Average Daily Traffic



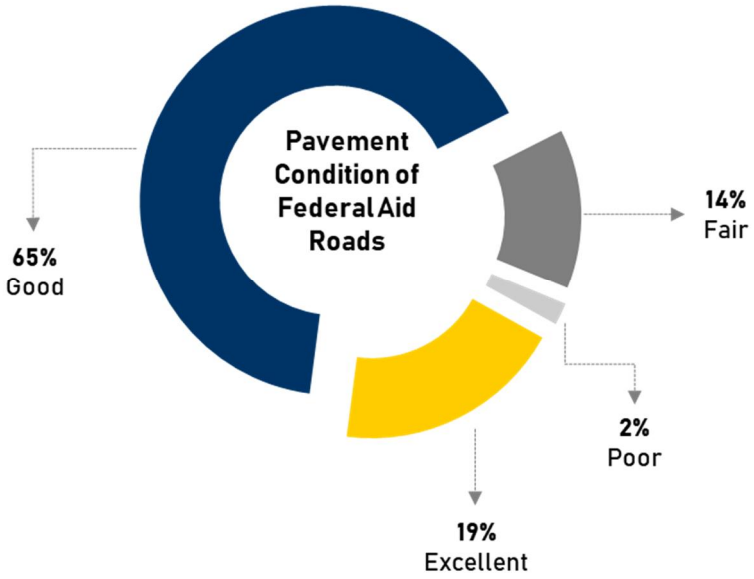
Fort Drum Access

Fort Drum has 4 gates; the LTG Paul Cerjan Gate is the main visitor gate located at the terminus of I-781 near U.S. Route 11. The MT Belvedere Gate is located off SR 342, the Oneida Gate is for commercial access and is located off SR 26, and the WSAAF Gate is located off SR 26 and provides access to the air field.

Pavement Score of Lane Miles/Roadways

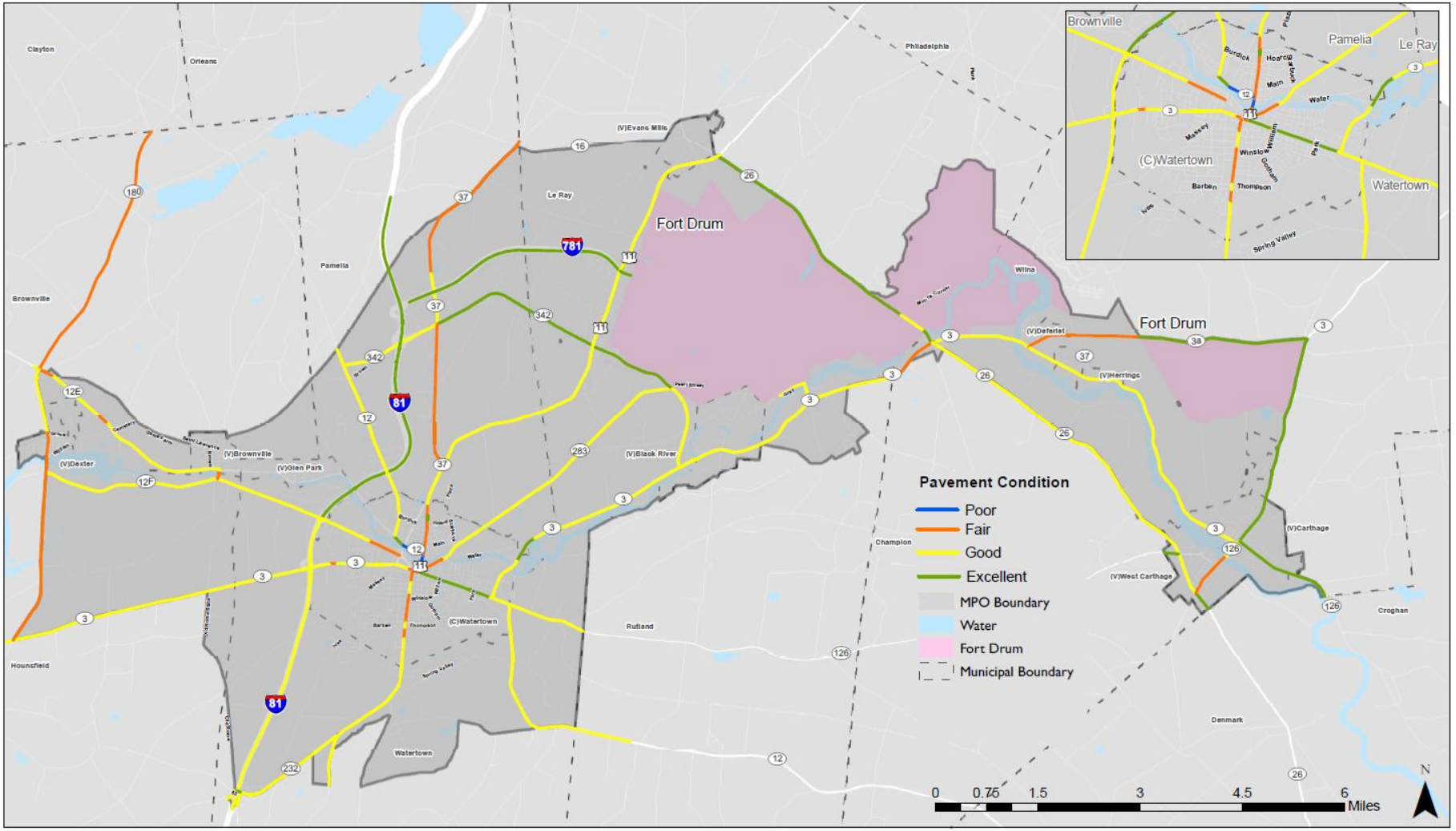
Pavement deterioration is not a significant concern for most roadways within the WJCTC area. Most of the federal aid roadways within the WJCTC area are in "good" condition, with nearly 1/5 in "excellent" condition. The pavement condition ratings are based upon the New York State Department of Transportation Standards. However, while much of the roadway system is currently in good condition, the 14% of roads with a "fair" pavement rating may require repairs in the near future.

Figure 4.14 Pavement Condition of Federal Aid Roads



Only 2% of the roads in the WJCTC area rate in "poor" condition. These roads include segments of Main Street West in the City of Watertown.

Figure 4.15 Pavement Condition in the WJCTC Area



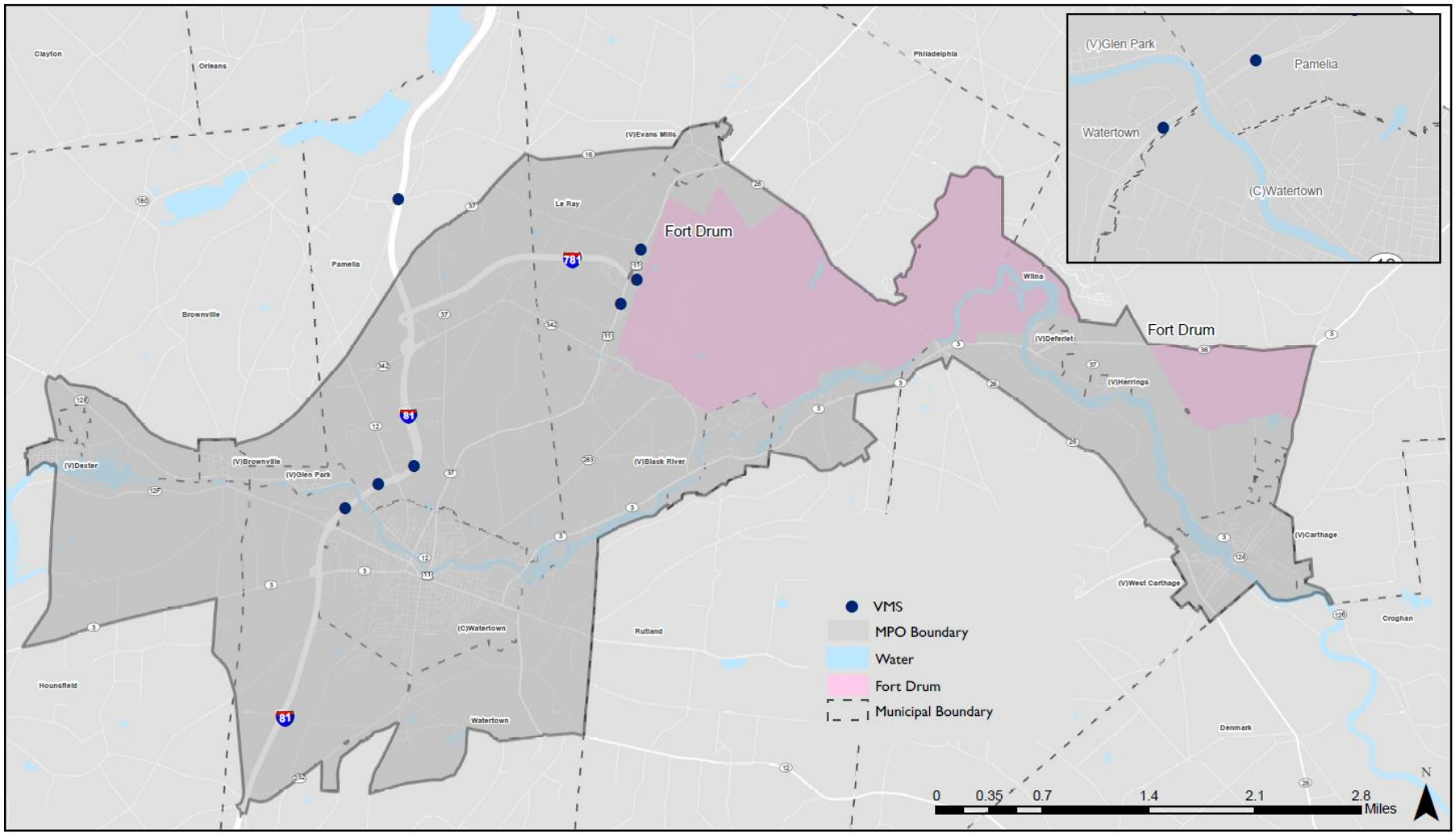
4.3 ITS Equipment

Variable Messaging Signs

There are ten variable messaging signs (VMS) located in Jefferson County operated by NYSDOT to communicate real-time information to motorists. These VMS are located on portions of I-81, NY 11, and I-781, which are roadways with high AADT relative to the region's average AADT. Eight are permanent VMS and two are semi-permanent. VMS can display topics such as incident management and public safety, congestion management and motorist guidance, construction and maintenance activity, special events, weather, law enforcement, and public service campaigns.[1]

[1] https://www.thruway.ny.gov/commercial/forms/tap633.pdf

Figure 4.16 ITS Infrastructure in the WJCTC Area



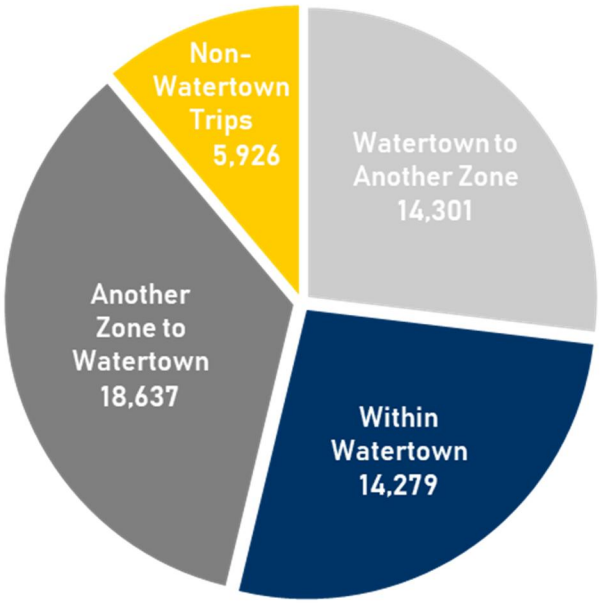
4.4 Origin/ Destination Trends

All-Day Trips

Travel patterns within the WJCTC area were analyzed using a sample of data collected in the month of June 2017. The data was collected by AirSage, a company that specializes in geolocating data based on real time mobile, GPS, and other spatial inputs for population and location based analytics. All data was rendered anonymous and only used for purposes of generalizing trip patterns across the region.

The greater Watertown region experiences an average of 53,000 trips per day on weekdays, with most trips originating and ending in the City of Watertown. More than half of all daily trips in the region originate or end in Watertown, while non-Watertown trips constitute a small portion of daily travel in the region. The figure below shows the share of daily travel within, to, and from Watertown.

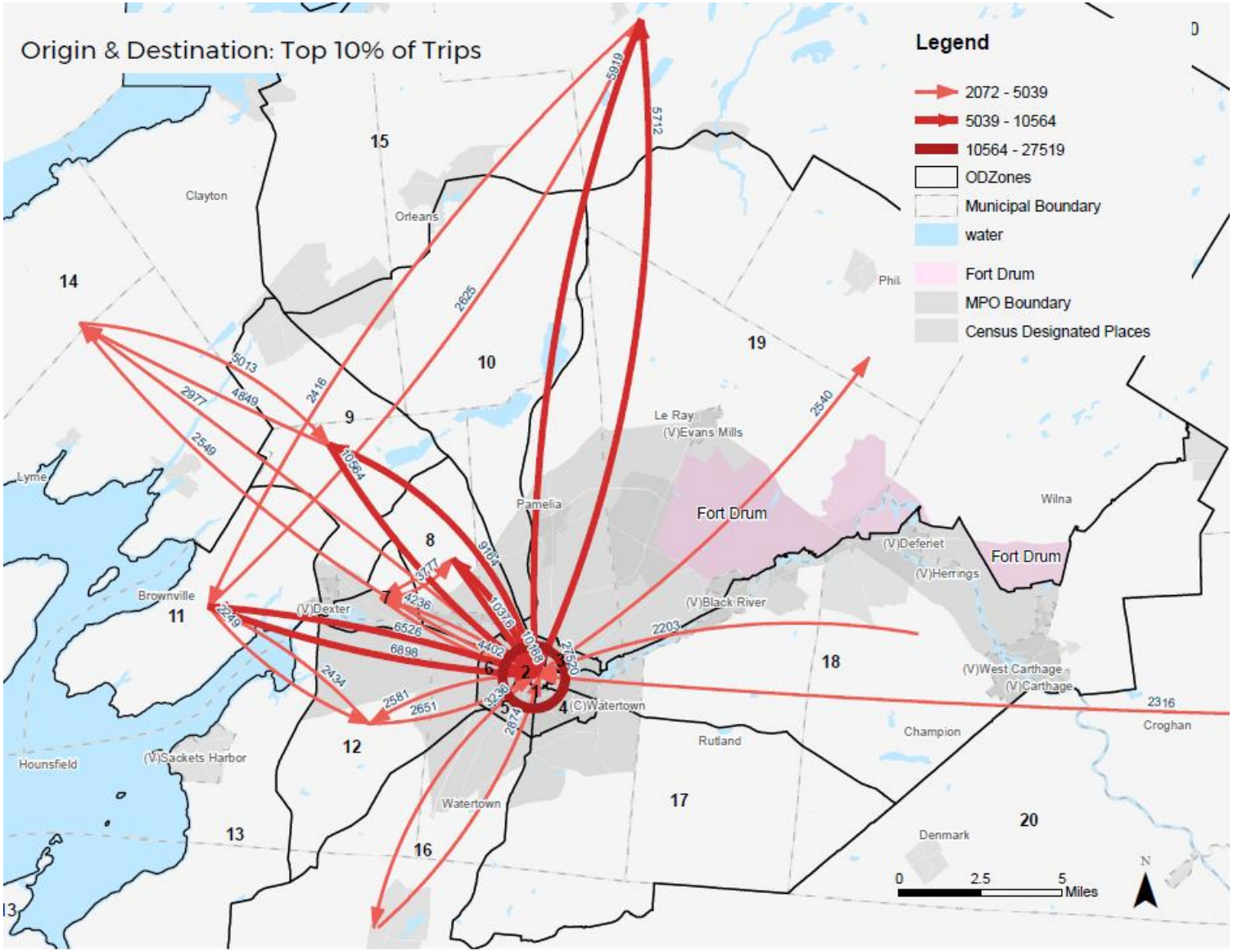
Figure 4.17 Watertown-Related Trips, Daily Travel



The top ten percent of trips in the region travel between Watertown and the areas north, northwest, and west of the city. The highest volume of daily trips in the region travels from Watertown to the northern municipalities. The highest volume of non-Watertown trips travels between areas in the west and north of the county.

Travel between Fort Drum and Watertown surprisingly makes up a very small share of total travel in the MPO. There may be some technical reasoning behind this such as security reasons that wouldn't allow AirSage to use data from soldier cell phones, Bluetooth, or GPS. Figure 4.18 illustrates the top ten percent of trips in the Watertown region, indicating average number of daily trips that occur between different areas around the region.

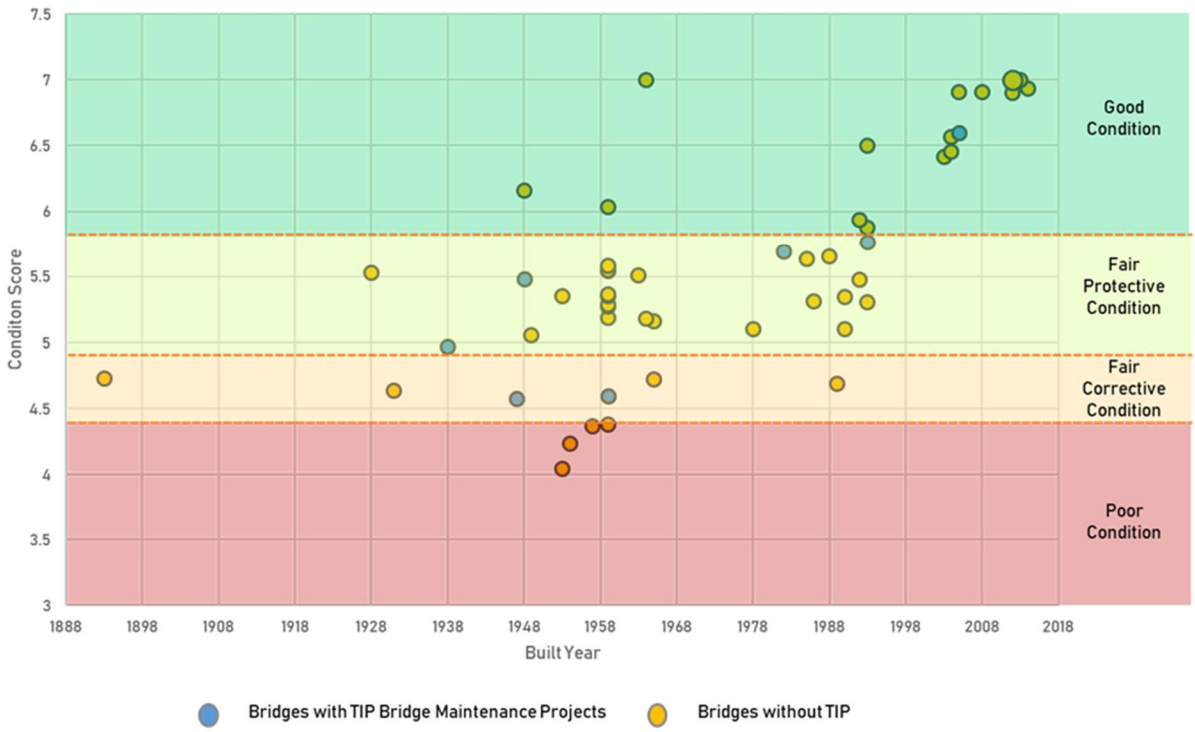
Figure 4.18 WJCTC Area Trip Origin and Destination Patterns



4.5 Bridges

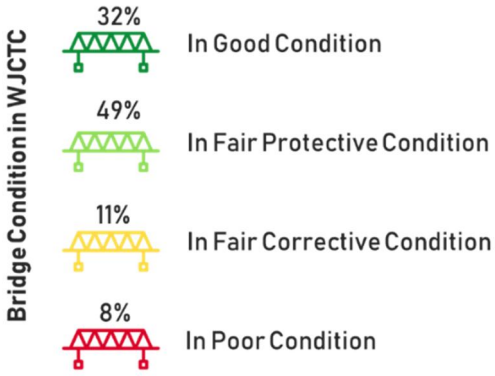
The Black River runs through the center of the City of Watertown, necessitating that the region relies on several bridges for connectivity over the river. The WJCTC area has 60 bridges that cross waterways, railroads, and roadways. Out of these 60 bridges, 53 are located on federal aid roadways. More than half of these bridges located on federal aid roadways were built prior to 1968 and will continue to require maintenance, rehabilitation, and even replacement.

Figure 4.19 Condition Rating by Built Year for Bridges on Federal Aid Roadways in the WJCTC Area



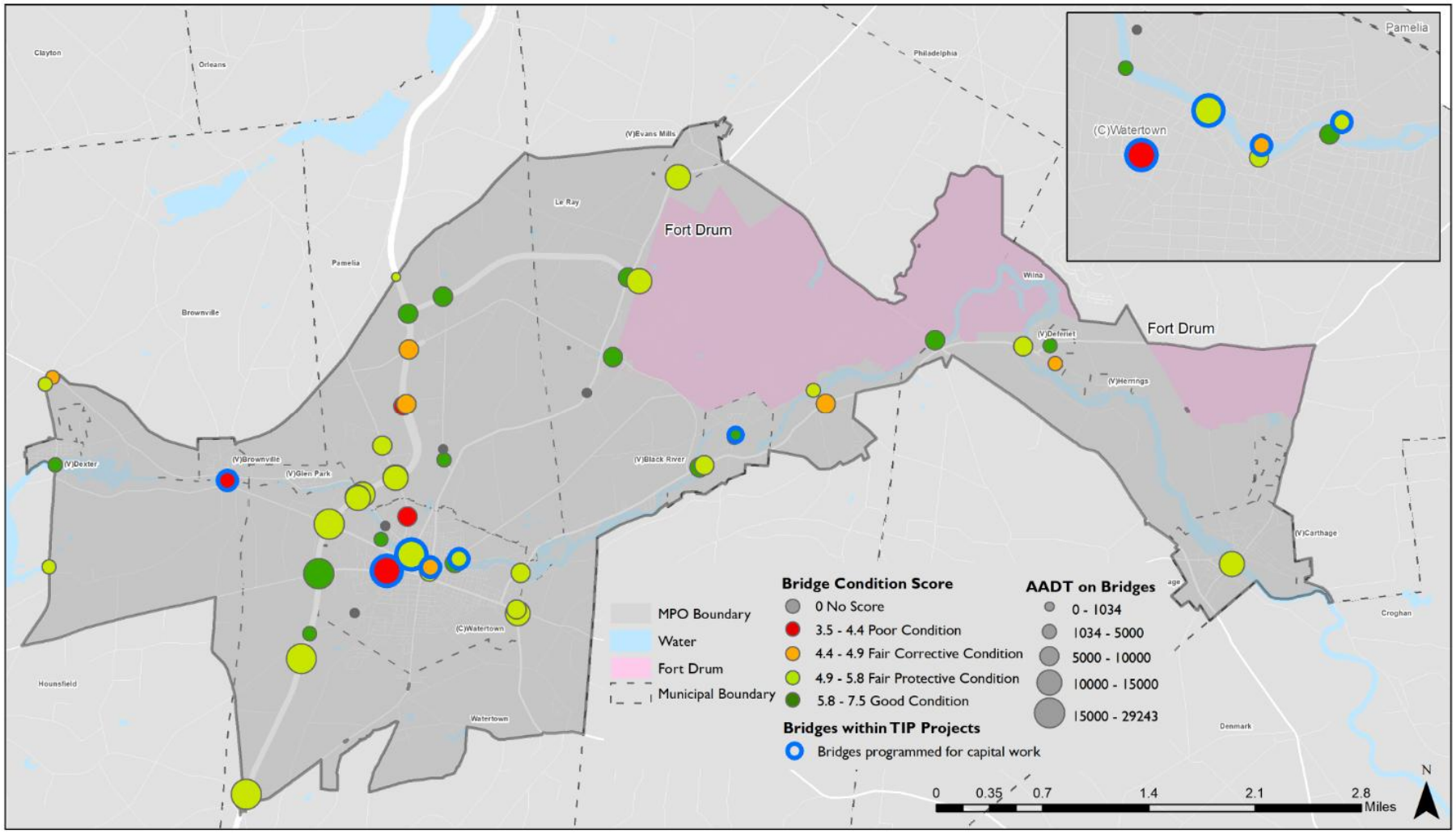
Using the NYSDOT Bridge Rating System provided in GIS, among the 53 bridges on federal aid roadways, 17 have ratings in "good" condition with a condition score of 5.8 or greater; 26 bridges are in "fair protective" condition with a score between 4.9 and 5.8; 6 bridges are in "fair corrective" condition with a score between 4.4 and 4.9; and 4 bridges are in poor condition with a score less than 4.4. The 4 bridges in poor condition are:

- Bridge on Arsenal Street over railroad and Exchange Street in Watertown (scheduled for replacement 2019)
- Bridge Street over Black River in Brownville connecting NY 12 E and NY 12F (scheduled for replacement 2023)
- Bradley Street over Kelsey Creek in Watertown
- I-81 bridge over Philomel Creek



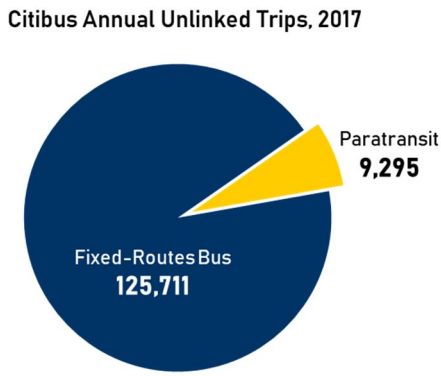
Plans are in place to rehabilitate or replace six bridges before 2021; four of which are on federal aid roadways.

Figure 4.20 Bridge Rating and AADT in the WJCTC Area



4.6 Transit/ Public Transportation

Transit in the WJCTC area consists of a fixed-route bus and demand-response system in the City of Watertown operated by CitiBus. Current transit service includes two routes that extend beyond the City of Watertown, and the WJCTC is exploring ways to create regional connections to key origins and destinations through an ongoing Transit Study.



Citibus operates within a 17-square mile service area with five fixed routes and a small fleet of demand-response paratransit. All five routes radiate out of the Public Square of Watertown and provide service to neighborhoods within the city. Citibus has limited service hours during the weekdays and does not provide late-night or Sunday service.

Citibus has seen a 14% decrease in fixed-route transit ridership over the five-year period from 2013 to 2017. During the same period, demand-response paratransit ridership increased. Figure 4.21 shows the five-year trends in Citibus trips, including bus and demand response trips.

Figure 4.21 Annual Unlinked Trips 2013-2017

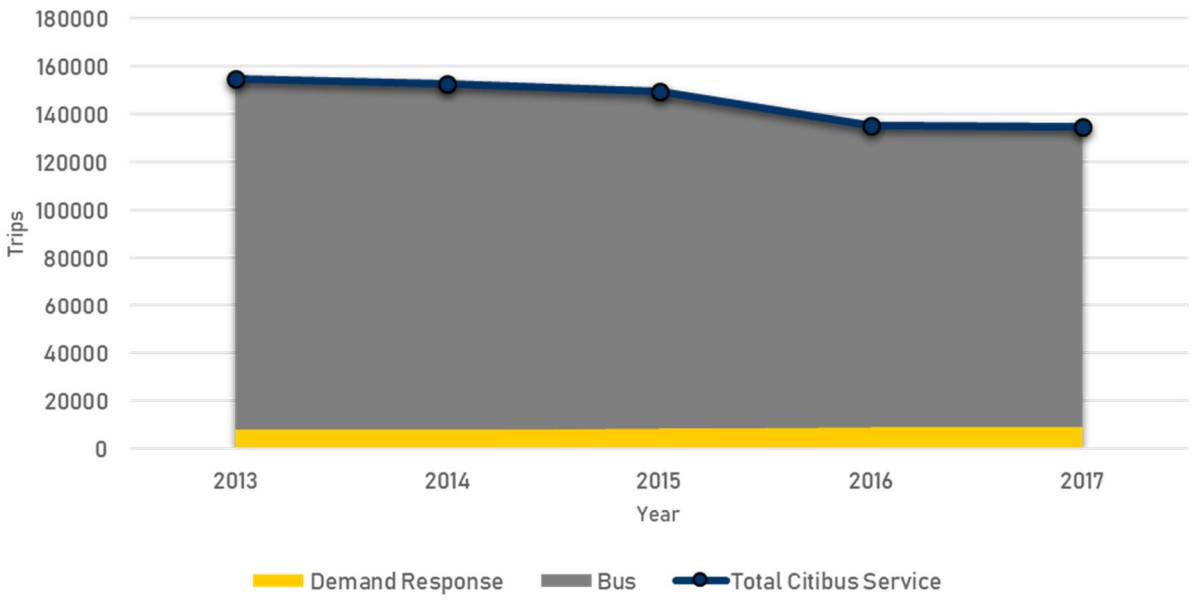


Figure 4.22 shows the CitiBus routes in Watertown, along with comparison to population density, employment density, and major destinations in the WJCTC area.

WJCTC Transit Study

The WJCTC is currently undertaking a Transit Study that will look at a regional transit network for the Watertown area as well as enhanced transit service. Specific discussion and analysis will be included in that Transit Study.

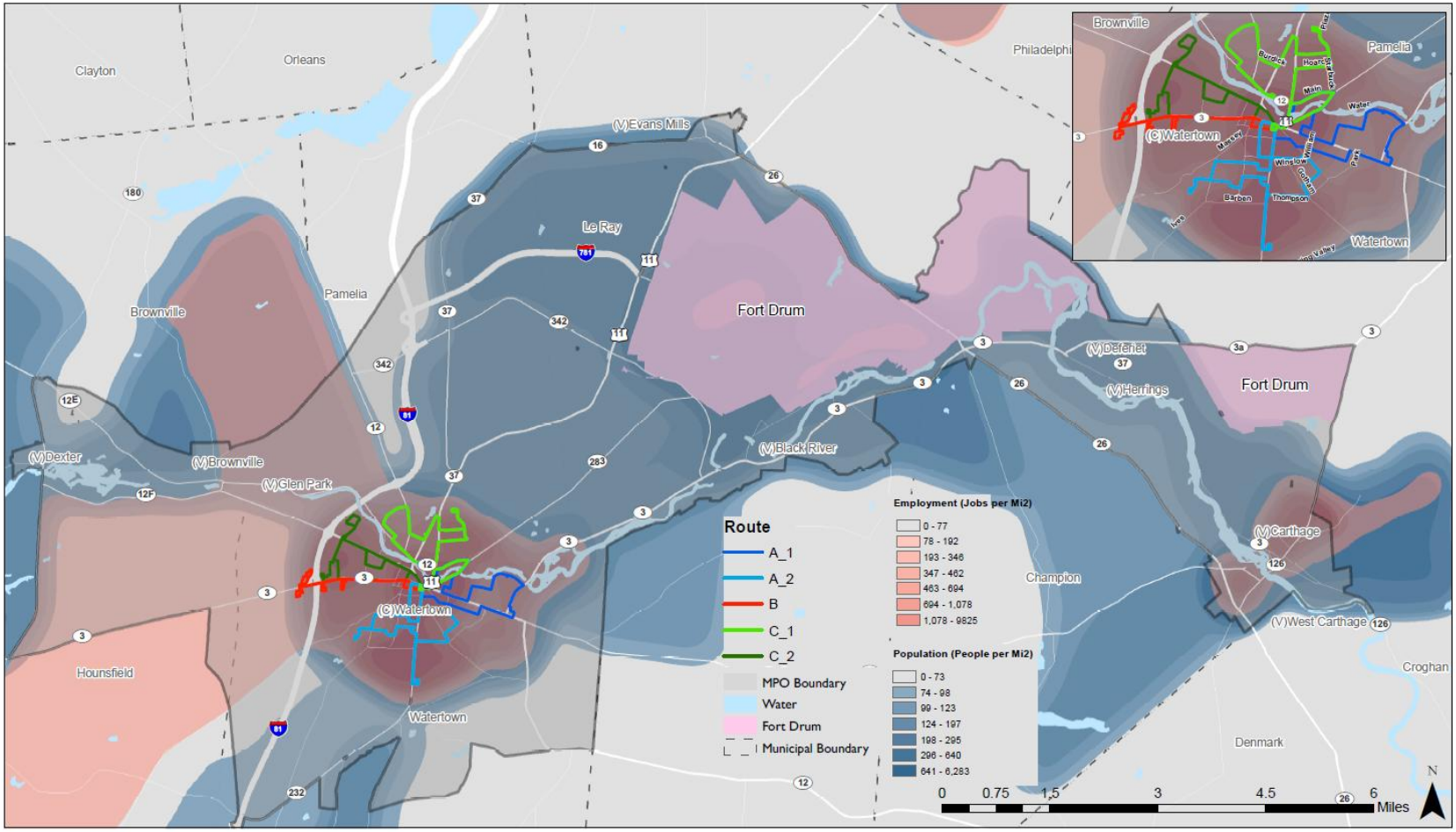
Additional Demand Response Transportation

The Jefferson Rehabilitation Center (JRC) is a non-profit agency that provides services to persons with disabilities and operates 13 dedicated bus runs throughout Jefferson County on Monday through Friday between 6:00am and 7:30am to pick up participants from their homes and drop them off at program site facilities. This service also takes participants home in the evening. In addition to demand response service, the JRC bus service operates two fixed routes in Watertown.

Regional and Intercity Transit

In addition to the local transit service, the Adirondack Trailways operates regional bus service between Massena and Syracuse enroute to New York City via US 11 and I-81. Watertown is Trailways' only stop within the WJCTC area. The Trailways station is centrally located in Watertown on State Street, less than half a mile from Public Square. Ticket sales in Watertown show a heavy southbound travel pattern.

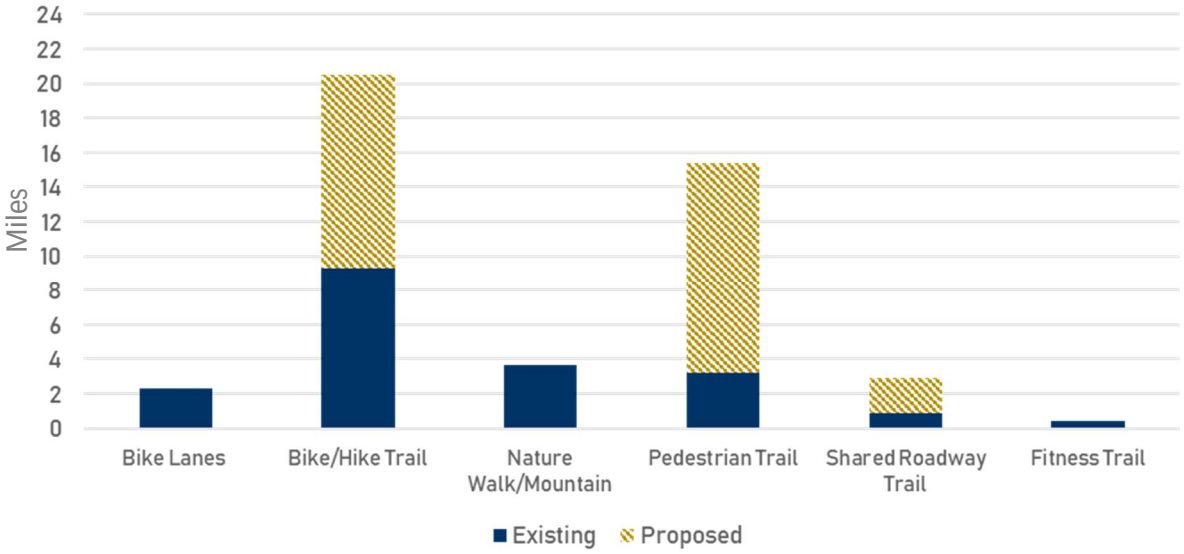
Figure 4.22 Transit – CitiBus Routes



4.7 Bicycle and Pedestrian

Cycling is uniquely viable in small towns like Watertown because of its smaller geographic size, lighter and slower traffic, and radial street pattern. The City of Watertown has two miles of bike lanes, which are located on short, disconnected stretches of W. Main Street, Washington Street, and Coffeen Street. Watertown also has a 19-mile network of off-street bicycle and hiking trails along the Black River and around the Thompson Park Zoo and Conservancy. An additional 11 miles of bicycle/hiking trails and 12 miles of pedestrian trails are proposed, which are designed to connect the riverway bicycle and pedestrian paths to the Thompson Park Zoo and Conservancy on the east side of Watertown. These proposed paths will create an integrated off-street shared-use trail network from east to west and through downtown Watertown. This integrated trail system will accommodate a range of users, including walkers, hikers, and bicyclists throughout the city, as well as have the ability to attract bicycle tourism. Figure 4.23 portrays the types of trails and linear miles of various trails across the region.

Figure 4.23 WJCTC Regional Trail Network

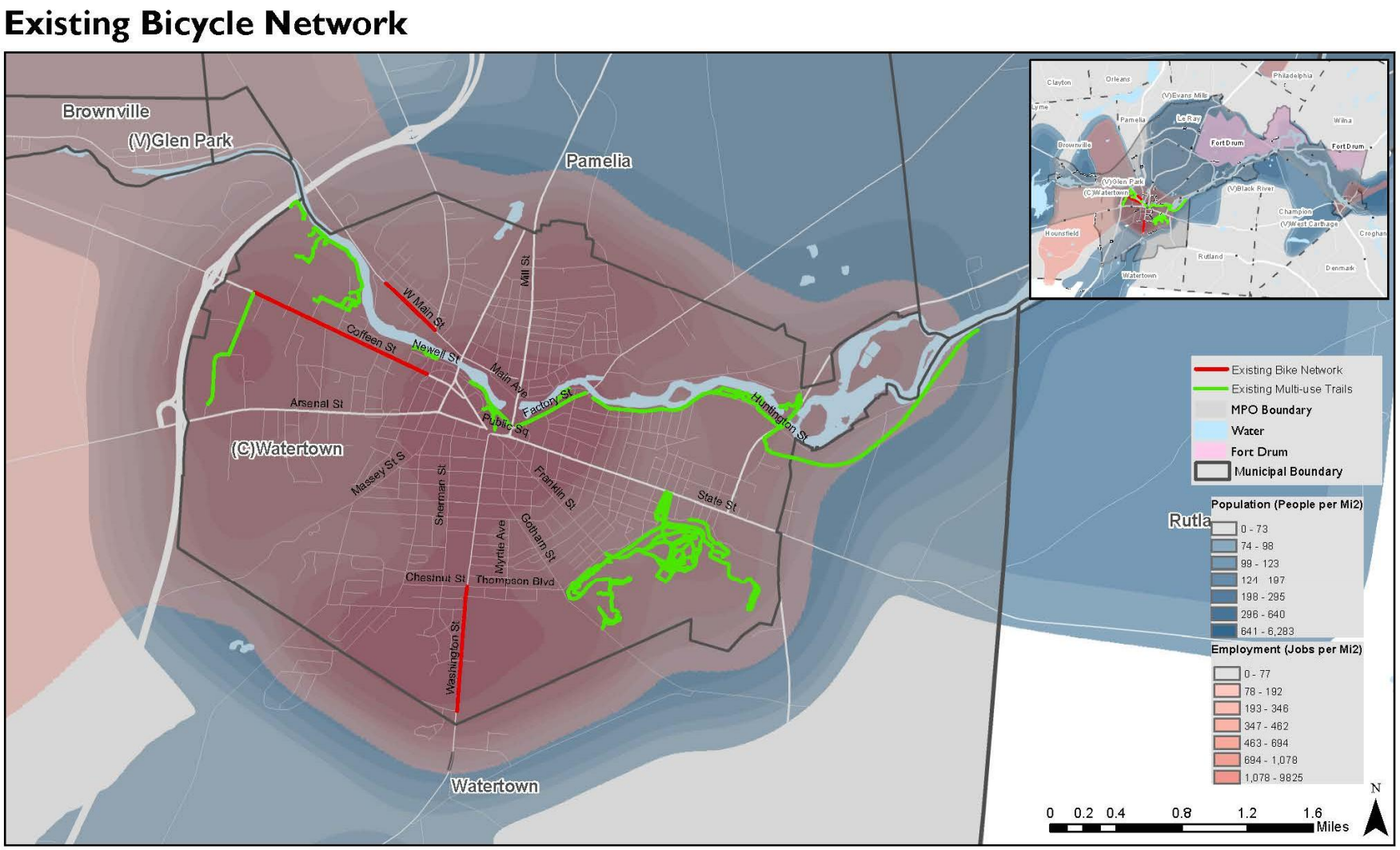


The sidewalk network is well-connected within the City of Watertown and provides near complete coverage of the city. Rural areas will not need the same level of pedestrian infrastructure coverage, but villages in the region contain a strong network of sidewalks within their boundaries.

The WJCTC area does not currently have dedicated regional bicycle and pedestrian trail that traverses the region. One opportunity for expanding the regional bicycle and trail network is a connection between Watertown's existing bike/hike network and Fort Drum Military Base. Another regional bicycle trail could run adjacent to the Black River, which could create links between communities and serve as a destination trail. Most of the existing and proposed bicycle accommodations follow the Black River, which will enhance trail connectivity throughout the region and provide a consistent recreation bike and trail system across the WJCTC region. There is opportunity to leverage rural roads with low AADT's as rural bicycle routes that tourists can use to travel across the greater region and potentially even access the Thousand Island and Lake Ontario areas. Further, there is a desire by the City of Watertown to enhance walkability of Public Square which could include some reconfiguration of Public Square to open more pedestrian and open spaces.

Figure 4.24 portrays the bicycle infrastructure in the region, including on-street bike lanes and separated paths or trails, along with a comparison to population density, employment density in the WJCTC area.

Figure 4.24 Existing Bicycle Network



4.8 Freight

The bulk of the freight traffic in the WJCTC area is supported by trucks, with lesser use of rail. As Figure 4.25 shows, I-81 has the highest volume of trucks, making up to 20% of the vehicle mix with an average of 4,000 trucks a day. Due to the alignment of the road network, several truck movements that are destined for the Watertown area end up passing through the Watertown Public Square area.

Figure 4.26 shows roads designated as truck routes along with major truck origin and destination sites identified by city officials. Truck routing through the City of Watertown is a confusing pattern. US 11 turns into a one-way pair, with a designated truck route northbound using Mill Street north of Public Square to tie back into US 11, and a designated southbound truck route using Leray Street as it approaches Public Square. In the context of downtown revitalization, having truck traffic travel through downtown is detrimental to other activities, including bicycles and pedestrians. It is also difficult to organize downtown events and block parties as the area has several designated truck routes.

Watertown's industrial center is in the eastern part of the city on Pearl Street. As Figure 4.26 indicates, it is not easily accessible from I-81 for trucks travelling in the north-south direction. The consideration of an alternative route to access the area via I-81 will help reduce the truck movement through the downtown area. Additionally, the City Centre Industrial Park off Arsenal Street experiences constraints to truck traffic in that there is only a single entry/exit and the poor right turn geometry for trucks from Arsenal Street to Bellew Avenue into the industrial park.

The absence of any truck route bypass around the City of Watertown means trucks passing through or destined to Watertown often travel through the urban core of the city. There are limited alternatives for truck routing to bypass the urban core that wouldn't require the rerouting of trucks down neighborhood streets.

Intermodal Connections

Due to relatively high costs, freight movement via air is usually reserved for specific types of goods and commodities with time sensitive deliveries. The WJCTC area is home to Watertown International Airport (ART) with very limited outbound and inbound freight traffic (less than 1 ton/month).

The CSX rail line, running from Syracuse to the Province of Quebec in Canada, passes through Watertown. This freight line is owned by CSX and supports freight movement for manufacturing facilities in Watertown and Carthage. CSX also owns and operates a rail yard towards the southern border of Watertown.

Figure 4.25 Truck Volume

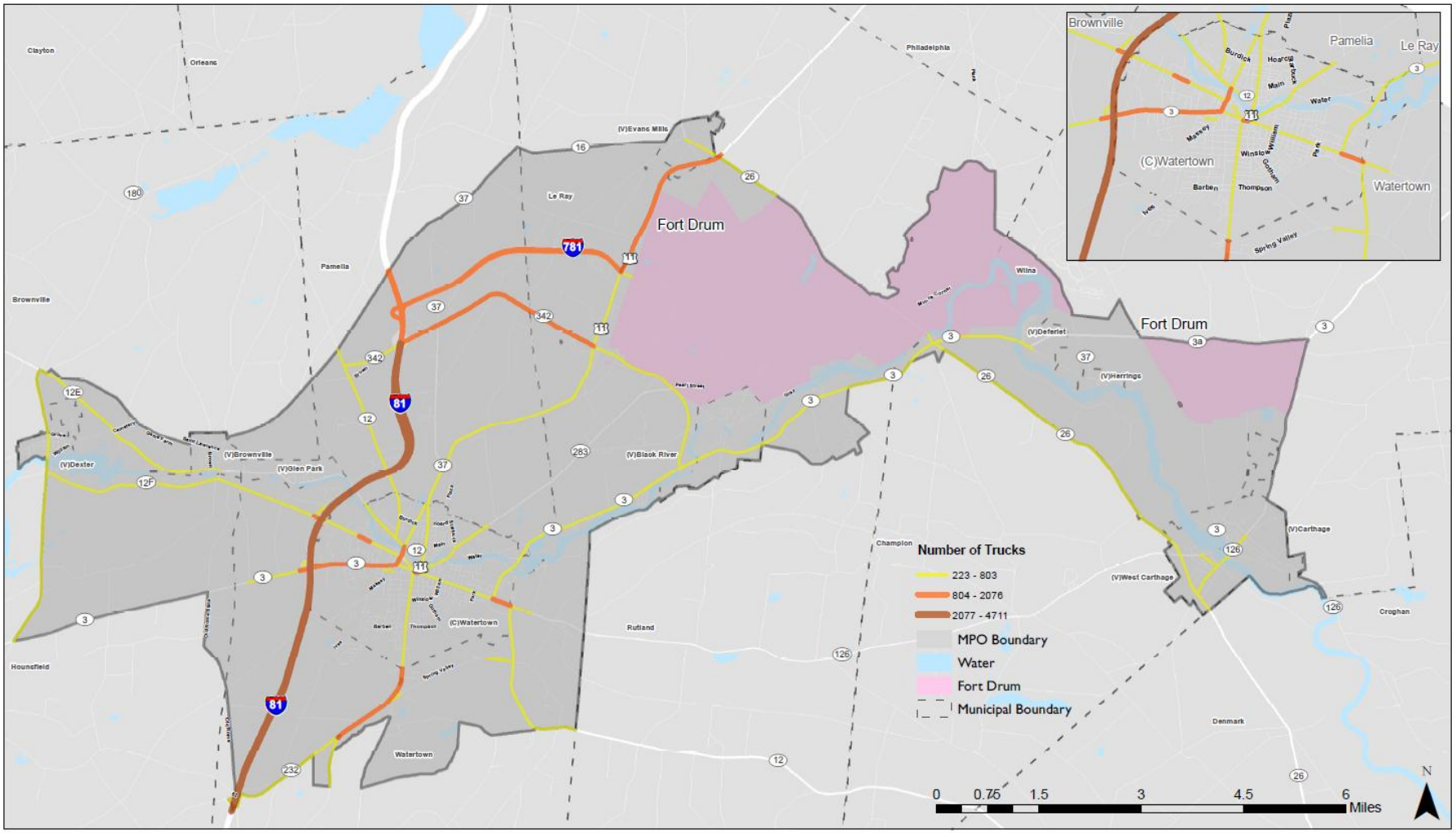
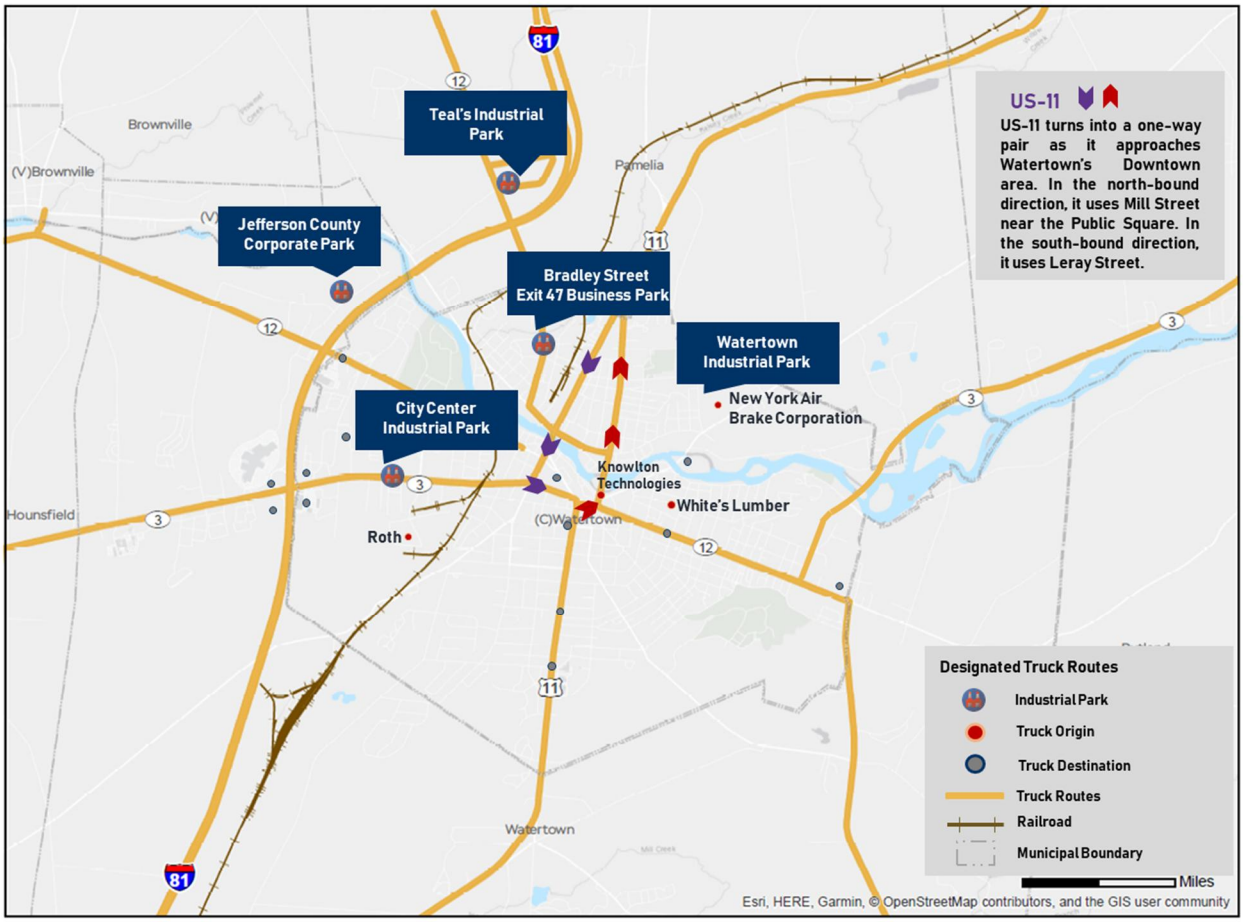


Figure 4.26 Major Truck Origin and Destination Locations



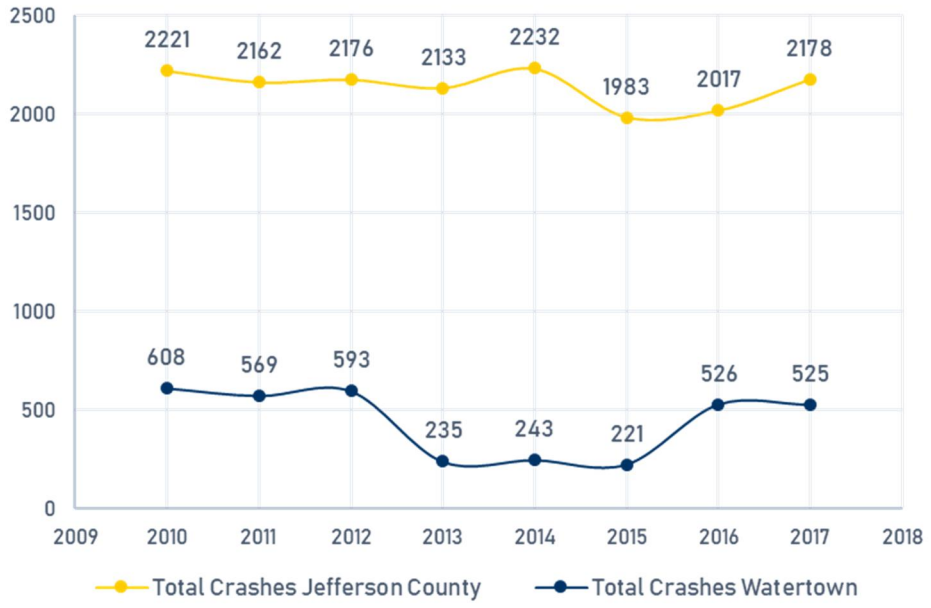
In meeting with stakeholders associated with the trucking and freight industry, several intersections were identified as having difficult conditions for the movement of truck traffic. These include:

- W. Main Street and Bradley Street
- W. Main Street and US 11 (Leray Street)
- W./E. Main Street and Mill Street
- E. Main Street and Pearl Street
- Arsenal Street and S. Bellew Avenue

4.9 Safety

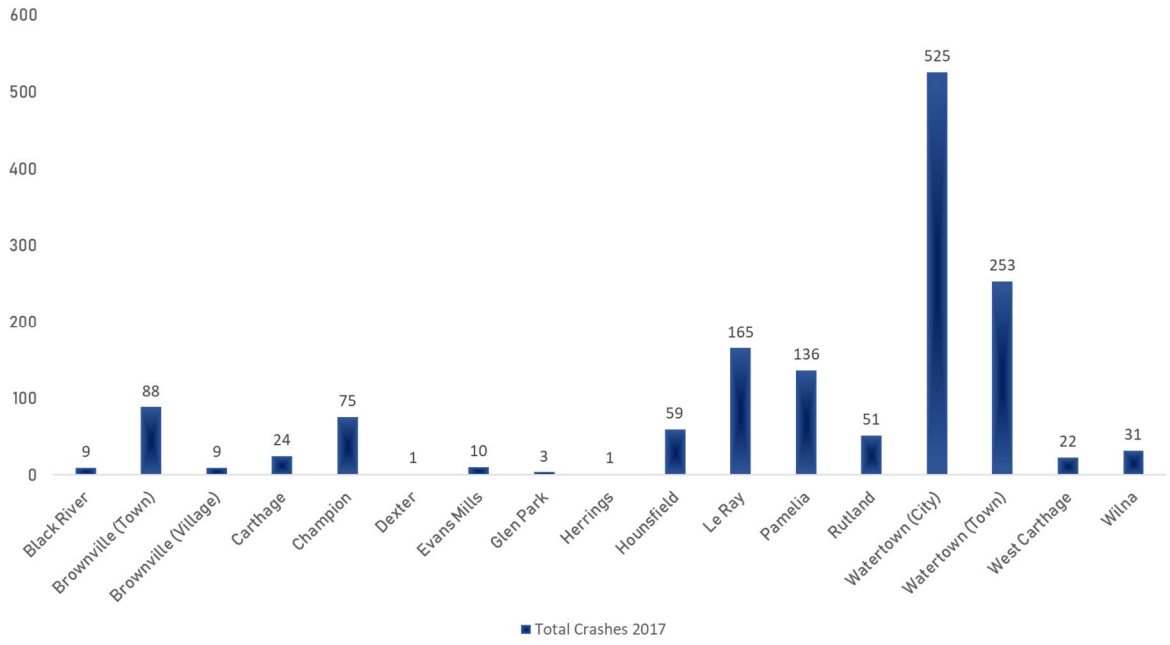
The number of annual crashes in the WJCTC area has fluctuated over the past eight years, remaining fairly stable between 2010 and 2014, then decreasing from 2014 to 2015 before showing increases from 2015 to 2017. The City of Watertown had the highest number of crashes of the towns, villages and cities in the MPO, with 525 crashes in 2017. The following figures represent crash data which include property damage crashes, in addition to personal injury and fatality crashes in the City of Watertown and Jefferson County between 2010 and 2017. The Jefferson County data is inclusive of the City of Watertown data. The source of this data is City of Watertown, Jefferson County, and NYSDOT.

Figure 4.27 Comparison of Total Crashes in Watertown and Jefferson County



Crash location data from 2016 shows that the highest frequency of crashes in the City of Watertown occurred on Arsenal Street, Washington Street, State Street, and Coffeen Street. Public Square and the 100-200 block of Arsenal Street are also perceived by locals as a high crash location, even thought this is not supported by the data.

Figure 4.28 Total Crashes in Watertown Villages and Towns, 2017

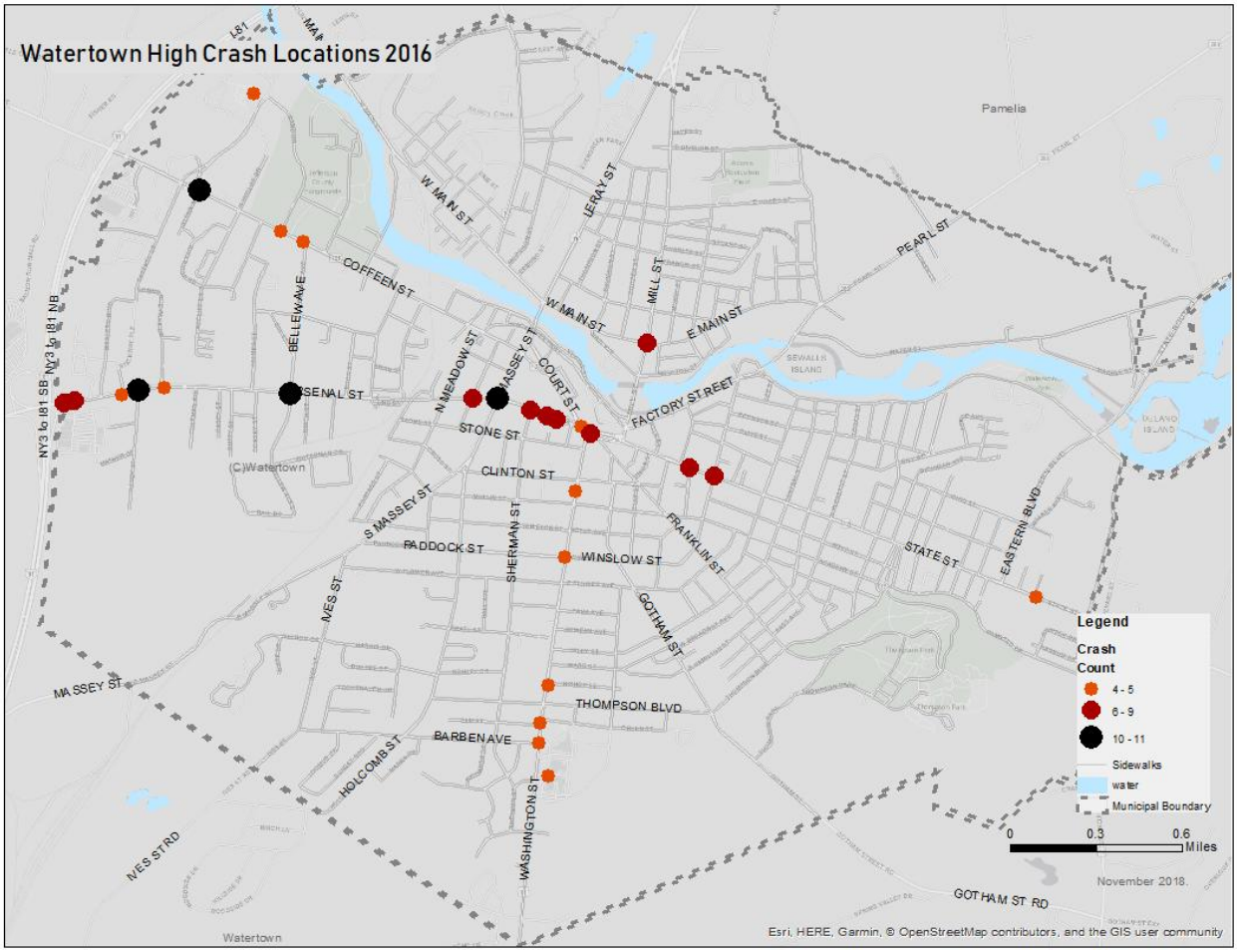


The intersections with the highest volume of crashes in 2016 are listed in Table 4.9 and displayed in Figure 4.29.

Table 4.9 High Crash Intersections

Intersections with Ten or More Crashes	Intersections with 6-9 crashes
Massey Street and Arsenal Street	Public Square and Court Street
Arsenal Street and Bellew Avenue	State Street and William Street
Arsenal Street and Haney Street	State Street and Winthrop Street
Coffeen Street and Gaffney Drive	Arsenal Street and Sherman Street
	Arsenal Street and Orchard Street
	Public Square and Court Street
	Mill Street and Main Street

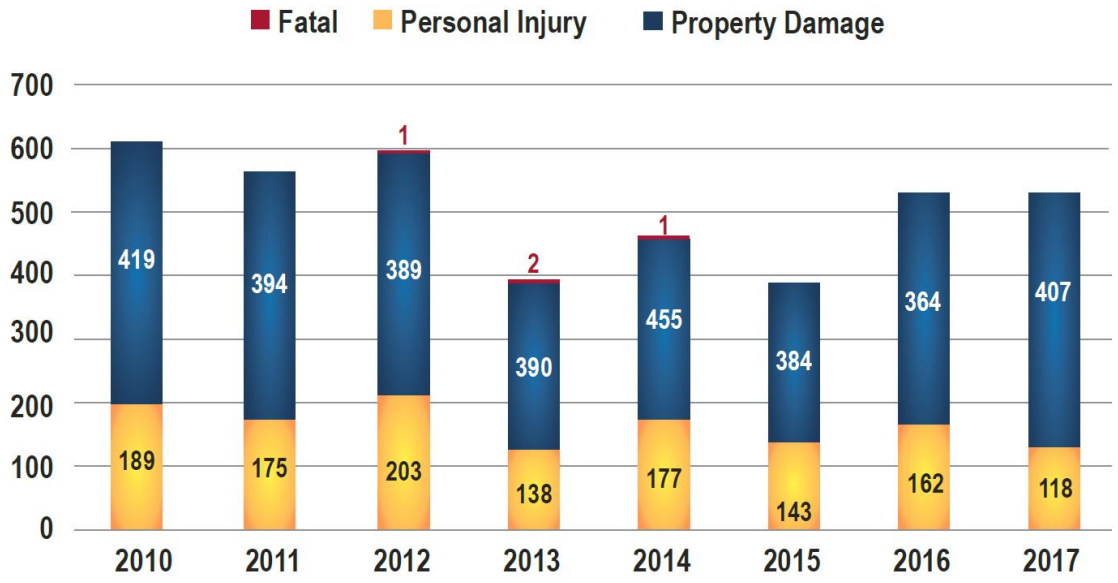
Figure 4.29 Locations in Watertown Experiencing the Most Crashes, 2016



The above map indicates the locations that experienced the greatest number of crashes, with the highest locations located along Arsenal Street, Washington Street, State Street, and Coffeen Street.

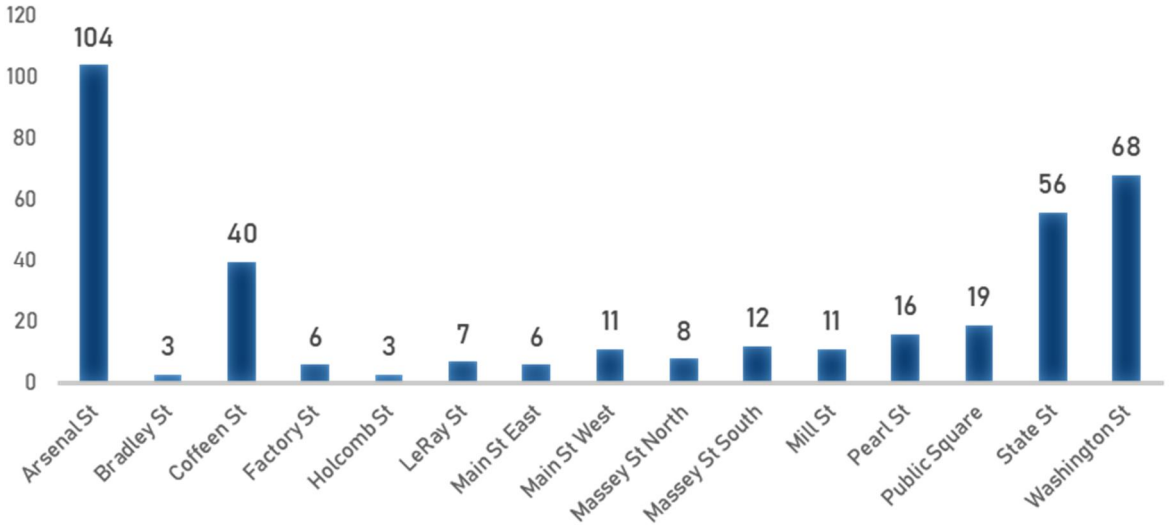
While the map doesn't indicate the intersection of Arsenal Street and Arcade Street as being one of the higher crash locations, it is somewhat infamous locally as a dangerous intersection. The most significant contributing factors to crashes in the WJCTC area are driver inattention/distraction, following too closely, failure to yield right-of-way, backing unsafely, slippery pavement, and passing/lane changing/improper use. The Town of Pamelia has a higher proportion of crashes caused by unsafe speed. The types of crashes in Watertown predominantly resulted in property damage and about a fifth resulted in personal injury. None of the Watertown based crashes are higher than the statewide average.

Figure 4.30 Watertown Crashes



Watertown's highest volume of crashes in 2016 occurred on Arsenal Street, State Street and Washington Street, which all had more than 40 crashes. These four streets are all main streets with high traffic volume connecting the center city to suburban area. More recent police report data suggests that since a road diet was implemented on Washington Street, that crashes between September 2017 and February 2019 have seen a 75% reduction versus pre-road diet conditions (22 crashes between September 2017 and February 2019 versus 95 crashes in 36 months prior to road diet in 2014-2016).

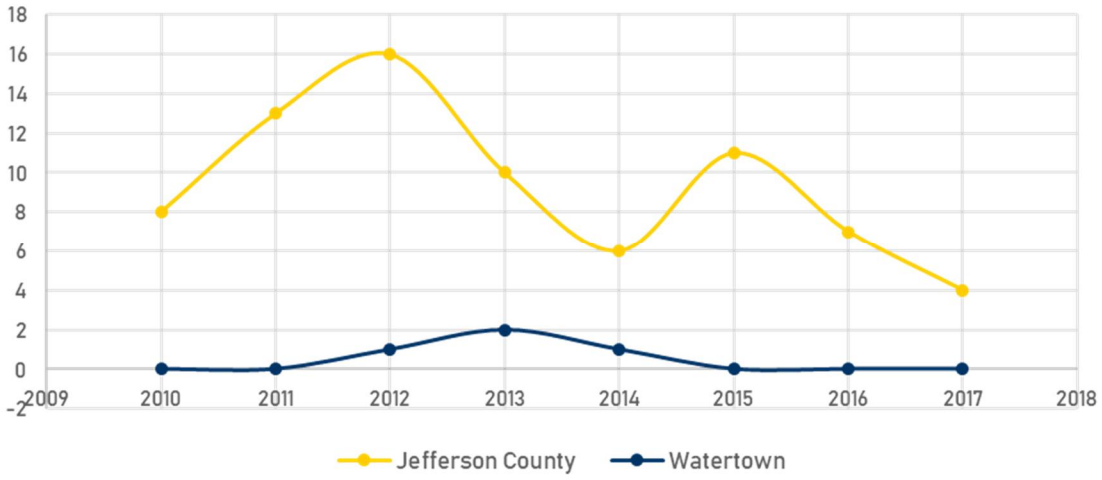
Figure 4.31 Watertown Crashes by Street, 2016



Fatal Crashes

Jefferson County's fatal crash rate has seen fluctuations between 2010 and 2017, but has decreased since 2015, with four fatal crashes in 2017. The City of Watertown had no fatal crashes between 2015 and 2017 (*note:* there was one fatal crash in 2018). The lower proportion of fatal crashes to total crashes in Watertown is likely the result of the lower traffic speeds normally seen in urban areas.

Figure 4.32 Fatal Crashes in Jefferson County and Watertown, 2010-2017



The TIP for 2017 to 2021 includes improvements to high-crash intersections, including the junction of NY 11 and NY 37 and the junction of NY 11 and Mill Street. The TIP also has signal improvements at the intersections on I-781, NY 3, NY 11, NY 12, and NY 26 to increase the traffic efficiency on these roads.

Statewide Highway Safety Programs

The New York State Strategic Highway Safety Plan (SHSP) is a key guiding document that provides strategies to reduce and prevent fatal and serious injury crashes. The 2017 SHSP identifies six emphasis areas, which include intersections, lane departure, vulnerable users, age-related, road user behavior, and speed. The Plan considers data and emergency response as cross-cutting considerations due to their applicability on all crash types and causes.

On behalf of Federal Highway Administration (FHWA), NYSDOT implements the Highway Safety Improvement Program (HSIP) which is aimed at providing funding to improve infrastructure. All public roads within the state, including local roads, are eligible to receive HSIP funds. These projects must meet the safety objectives identified in the SHSP and include improving safety for pedestrians, improving data analysis tools and capabilities, improving the design and operation of highway intersections, decreasing fatalities resulting from travel lane departures, and improving work zone safety. As discussed in 23 CFR § 490.207 (National Performance Management Measures for the Highway Safety Improvement Program) and 23 CFR § 490.209 (Establishment of Performance Targets), MPOs must establish a target for each of the following performance measures for carrying out HSIP:

- Number of fatalities
- Rate of fatalities

- Number of serious injuries
- Rate of serious injuries
- Number of non-motorized fatalities and non-motorized serious injuries

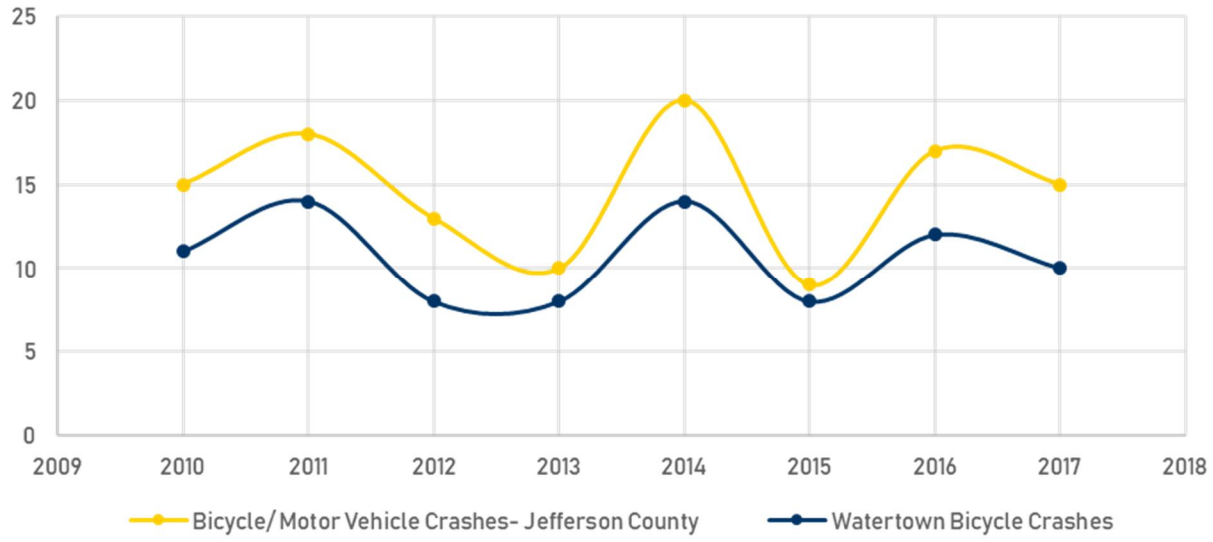
In addition to highway safety programs administered at the federal level, NYSDOT has various programs and initiatives to improve highway related safety in the state. These programs are developed and implemented through the Highway Safety Planning Section of NYSDOT.

Safety grants to reduce deaths and serious injuries on roadways are also granted through the Governor's Traffic Safety Committee (GTSC). GTSC is led by the Commissioner of the Department of Motor Vehicles (DMV). Grants through GTSC are available for state, local, and not-for-profit agencies.

Bicycle/Pedestrian Safety

Interactions of bicycles and pedestrians with vehicular traffic is a major consideration to safety. Jefferson County has been experiencing between ten and twenty bicycle-motor vehicle crashes per year since 2010. Three-quarters of bicycle-motor vehicle crashes in Jefferson County occurred within the City of Watertown. Improving bicycling safety is obviously important for reducing injuries to people riding bicycles but safer cycling would also encourage more people to cycle.

Figure 4.33 Bicycle/Motor Vehicle Crashes, 2010-2017

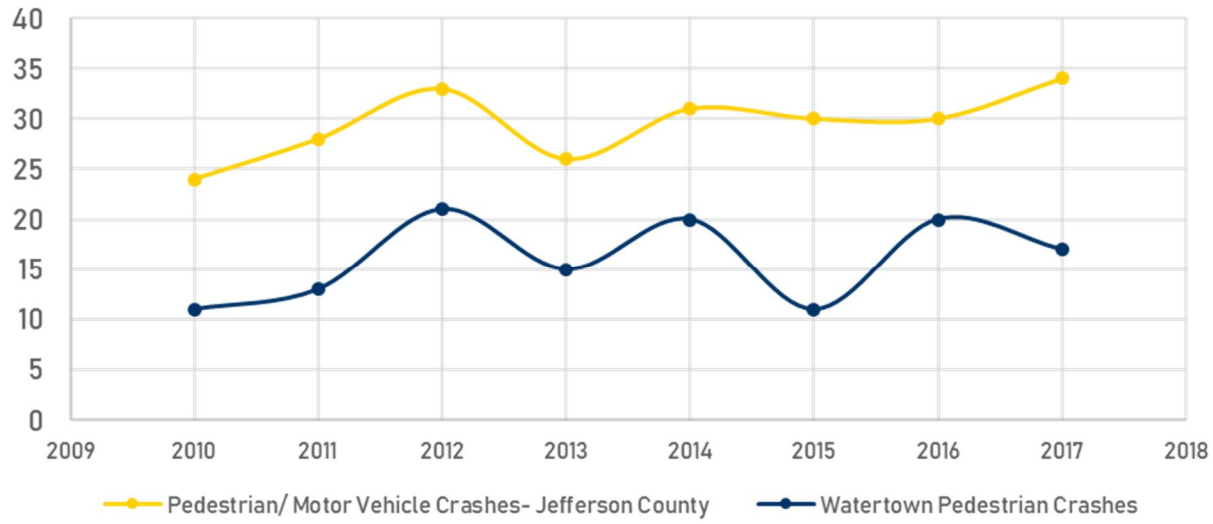


The safest and most secure option for bicyclists is off-street or physically separated infrastructure, and should always be the first choice rather than continued reliance on shared lanes. On-street bikeways bring benefits of a more complete bike network but also require a higher level of confidence. Improvement to signage and street markings identifying and encouraging awareness of cyclists in shared lanes with decrease the conflict between cars and bicyclist.

Pedestrian collisions are often the result of the lack of convenient or accessible sidewalks or crossings. Jefferson County has experienced between 25 and 35 pedestrian-motor vehicle crashes per year since 2010. About half of pedestrian crashes in Jefferson County occurred within the City of Watertown.

Bicycle and pedestrian safety enhancements and projects that create additional comfortable opportunities for bicyclists and pedestrians should be considered for future capital projects. The City of Watertown has adopted a Complete Streets policy that requires that bicycle and pedestrian accommodations be considered when undertaking capital projects on roadways.

Figure 4.34 Pedestrian/Motor Vehicle Crashes, 2010-2018



Pedestrian Safety Around School Districts

Pedestrian safety around the schools is a concern due to high volume of vehicular traffic and high pedestrian numbers. The City of Watertown recently implemented a road diet on Washington Street, near Case Middle School and Watertown High School, converting the roadway from 4 lanes to 3 lanes, thus reducing vehicle speeds. Other areas may wish to consider road diet projects and implement Complete Street elements near schools to improve safety. Continued encouragement is needed to get more students to walk to school rather than being driven, which will help reduce higher traffic volumes around schools.

4.10 Security

Federal Security

Federal security is implemented at the U.S.-Canada border at two border posts: the Alexandria Bay Port of Entry (on the U.S. side) and the Wellesley Port of Entry (on the Canadian side). The U.S. Customs and Border Protection Alexandria Bay Port of Entry processes, small boats, private aircrafts, and vehicular traffic over the Thousand Islands Bridge traveling between the U.S. and Canada. U.S. Customs and Border Patrol enforces federal customs and navigation laws at these points of entry (19 CFR 101.1).

Federal aviation security regulations apply to the Watertown International Airport. The airport complies with Transportation Security Administration rules. Jefferson County prepared a Tarmac Contingency Plan in 2017 pursuant to §42301 of the FAA Modernization and Reform Act of 2012.

Gate Restrictions at Fort Drum require background check security systems. These systems use a high-level identity matching engine to determine the clearance of the individual entering the facility and their military credentials. The presence of this security gate necessitates the need for transit vehicles and rideshare/ taxis to pick-up/ drop-off passengers at the entry. The presence of Fort Drum within the WJCTC generates additional security needs along adjacent roadways.

4.11 Major Projects Ongoing or Underway in the Near Term

1. Pearl Street and Mill Street Bridge Rehabilitation

Rehabilitation of Mill Street Bridge over Black River and Pearl Street Bridge over North Branch Black River to begin in spring 2019.

2. NY Route 3 (Arsenal Street) over CSX Railroad

This project will involve removing and replacing the existing Arsenal Street bridge over CSX railroad and Cedar Street in the City of Watertown. The project is expected to begin in 2019.

3. NY Route 11 at NY Route 26 Intersection Improvement

This project will provide a channelized ramp for northbound NY Route 11 traffic turning right onto NY Route 26. The project is located in the Town of LeRay.

4.12 Overall Transportation Challenges and Opportunities

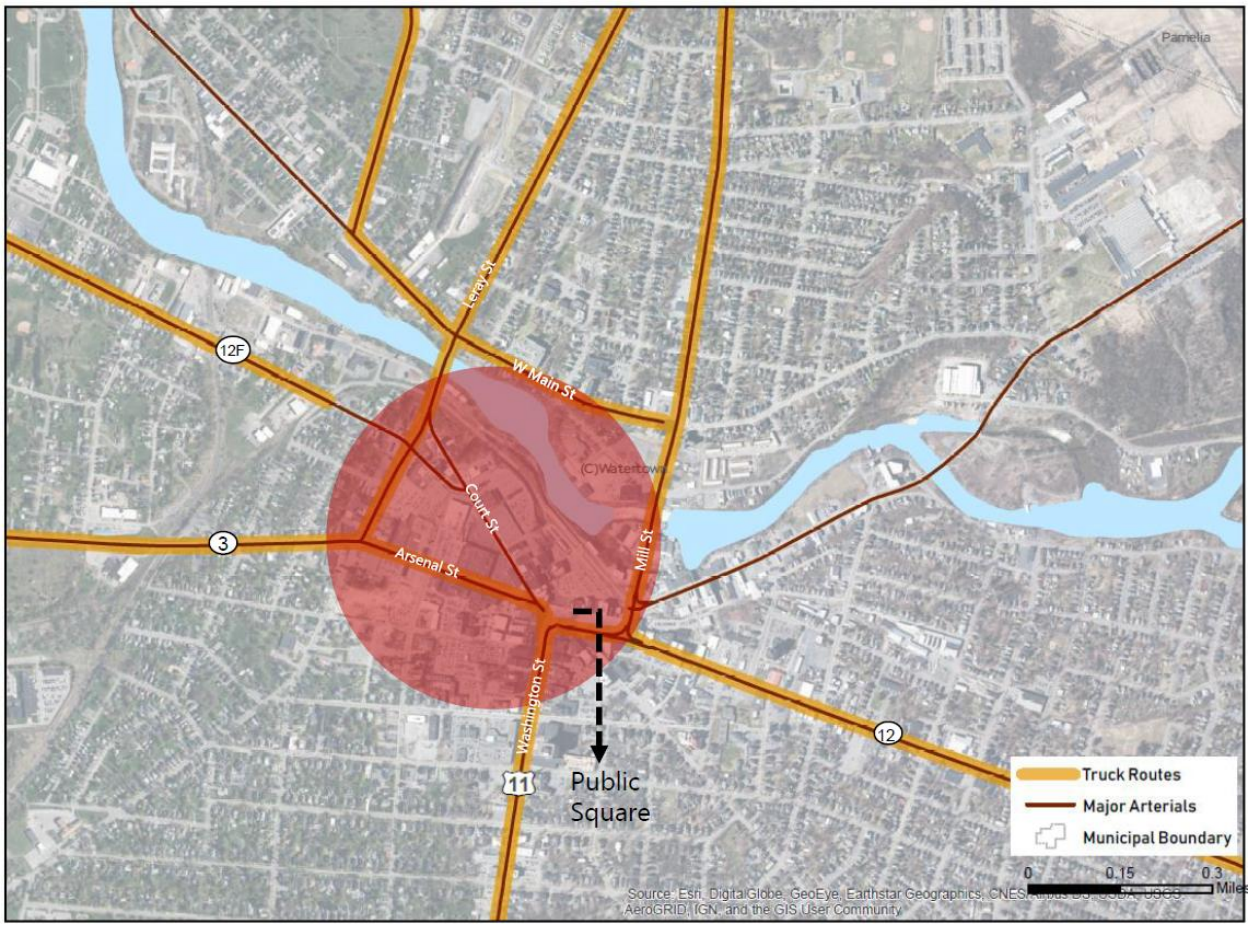
Watertown has a radial street network with major arterials bisecting the city core. Over the years, this alignment has created bottlenecks for traffic leading in and out of the downtown area, particularly around the Public Square. The conjunction of NY Route 3 with NY Route 12 and US 11 at Public Square complicates the flow of traffic during morning and evening peak hours.

The section of downtown around Public Square has designated truck routes which not only contribute to congestion and traffic bottlenecks, they also pose safety concerns for pedestrians accessing the area. Figure 4.35 identifies major arterials that cut through Downtown Watertown, along with road segments designated as truck routes. Further, the signing of state routes is confusing and needs to be fixed to create an accurate and seamless NY 12 and US 11 route through Public Square.

The City of Watertown has discussed the idea of restructuring Public Square to enhance pedestrian and public space opportunities while redirecting truck traffic away from Public Square and reducing vehicular traffic impacts. This Long Range Transportation Plan supports improvements to Public Square and waterfront access without identifying specific projects, allowing them to be identified through future efforts. The City is currently undertaking a Downtown-Riverfront Parks Connection Feasibility Study to develop recommendations to improve connectivity between downtown Public Square and the riverfront. The City should also undertake effort to study enhancements to Public Square. Once these

studies are complete, WJCTC may wish to update this Long Range Transportation Plan with more specific projects to improve Public Square and enhance waterfront access.

Figure 4.35 Downtown Watertown Circulation Bottlenecks



Chapter 5 FUTURE TRANSPORTATION SYSTEM

The future transportation system for the WJCTC region will be based on the goals and objectives outlined in Chapter 3, meet the federal and state planning targets outlined by FHWA and NYSDOT, and provide the residents, businesses, and visitors of Watertown with an inter-connected, multi-modal transportation system. Further discussion of the potential impacts of future transportation recommendations is provided in Chapter 7.

Input from the WJCTC Policy Committee and stakeholder and public engagement process along with analysis of existing transportation conditions and data outlined in Chapter 4 led to the identification of multi-modal transportation opportunities and strategies that should be considered as part of the development of this Long Range Transportation Plan.

5.1 Recommended Future Transportation Strategies

Recommended future transportation strategies are organized into four transportation framework categories:

- System Preservation, Maintenance, and Operations
- Multi-Modal Transportation Safety and Security
- Multi-Modal Transportation System Improvement and Expansion
- New Mobility

Specific future transportation strategies that were identified through the process of this Long Range Transportation Plan have been placed under appropriate framework categories and explained in this chapter. Further, based on the fiscal constraints of funding availability over the life of this Long Range Transportation Plan outlined in Chapter 6: Financial Plan, future transportation strategies are spread out over the life of the Plan so that estimated expenditures on transportation projects never exceed revenues expected for a given period. Thus, the timeframe of future transportation strategies are outlined as follows:

- Near-Term – strategies planned within the next 5 years (2019-2024). This includes projects programmed in the TIP that haven't been completed yet where expenditures will occur within the life of this Long Range Transportation Plan.
- Mid-Term – strategies planned between the next 5 to 10 years (2025-2034)
- Long-Term – strategies planned between the last 10 years of the Plan (2035-2045)
- Illustrative – strategies that aren't likely to be able to be funded over the course of the Plan but if additional funding becomes available, could be funded.

Through discussions with CitiBus, the region's public transit provider, and based on information provided by the transit operator, CitiBus has indicated the ability to operate and maintain all services and facilities under their control that are outlined in this Long Range Transportation Plan.

The funding of projects is explained further in the Financial Plan in Chapter 6.

5.2 System Preservation, Maintenance, and Operations

WJCTC looks to preserve and maintain its existing transportation infrastructure in a state of good repair. This will involve investing in the rehabilitation and maintenance of roadways and bridges in the WJCTC region and using an asset management program to anticipate needs for future rehabilitation of these transportation assets. Below are some general strategies, followed by a more descriptive listing of future transportation strategies built around system preservation, maintenance, and operations.

- Undertake routine preventive and corrective maintenance on the area's transportation system to keep it in a state of good repair for all modes of transportation.
- There may be opportunities to reduce maintenance and operational costs by developing a more efficient transportation system by exploring innovative ways to reduce maintenance and operational costs, rightsizing roadways, optimizing traffic signal operations, and using Intelligent Transportation Systems (ITS) elements.
- There may be opportunities to increase resiliency and sustainability of the transportation system through preventative and corrective measures and by using best practices for sustainability.

Below are specific system preservation, maintenance, and operational transportation strategies that the WJCTC looks to implement during the life of the Long Range Transportation Plan.

Table 5.1 Recommended Future System Preservation, Maintenance, and Operations Strategies

Project Type	Project	Project Description	Location
Bridge	NY Route 12E over Black River (Brownville Bridge)	Based on a preferred alternative identified in the planning study, replace bridge structure over Black River with a new bridge structure.	Towns of Hounsfield and Brownville, Village of Brownville
Bridge	Court Street Bridge over Black River Pkwy and Black River	Rehabilitate bridge deck	City of Watertown
Bridge	Mill Street over Black River	Undertake major repairs to or replace bridge structure	City of Watertown
Bridge	Factory Street over Black River	Undertake major repairs to or replace bridge structure	City of Watertown
Bridge	NY Route 232 over CSX Railroad	Replace bridge deck	Town of Watertown
Bridge	Canal Street over Black River	Replace bridge structure to Fish Island	Village of Dexter

Project Type	Project	Project Description	Location
Bridge	Noble Street over West Creek	Undertake major repairs to or replace bridge structure	Village of Evans Mills
Bridge	Bradley Street over Kelsey Creek	Undertake major repairs to or replace bridge structure	City of Watertown
Bridge	NY Route 342 over I-81	Replace bridge structure	Town of Pamelia
Bridge	I-81 over Philomel Creek	Undertake major repairs to or replace both I-81 bridge structures	Town of Pamelia
Bridge	NY Route 3 over Felts Mills Creek	Undertake major repairs to or replace bridge structure	Town of Rutland
Intersection	Intersection of Pearl Street and Main Street East	Traffic signal operational improvements and change from single-phase to protected-permitted phasing to improve overall intersection LOS	City of Watertown
Highway	NY Route 12 from I-81 to NY Route 180	Resurface 7.9 miles of NY Route 12	Town of Brownville
Highway	NY Route 342 from NY Route 12 to I-81	Resurface 1.1 miles of NY Route 342	Town of Pamelia
Highway	NY Route 26 from start of NY Route 126 overlap to end of NY Route 126 overlap	Resurface 0.8 miles of NY Route 26	Village of West Carthage
Intersection	Intersection traffic signal optimization	Optimize traffic signal operations at the following intersections: • Pearl St./ Water St. • Main Street West/ Mill St. • Arsenal St./ Meadow St.	
Intersection	Intersection of Coffeen Street/ Black River Parkway/ Meadow Street North	Convert lane geometry on Black River Parkway approach from a shared thru/ left and right lane to a dedicated left turn lane and shared thru/ right turn lane and provide traffic signal optimization.	City of Watertown
Transit	CitiBus Operating Assistance	Operating assistance for City of Watertown transit operations to enable and sustain continued operation of service	City of Watertown
Transit	CitiBus Project Administration	Project administration for City of Watertown Transit Operations	City of Watertown
Transit	Preventative Maintenance	Preventative maintenance to extend the life of the City of Watertown bus fleet for transit operations	City of Watertown

Project Type	Project	Project Description	Location
Transit	Replacement of Paratransit Vehicles	Replace 2 existing City of Watertown paratransit buses to maintain a state of good repair	City of Watertown
Transit	Replacement of Transit Vehicles	Replace 3 City of Watertown transit buses to maintain state of good repair	City of Watertown
Transit	Replace Bus Engine	Replace 1 City of Watertown bus engine to extend service life of transit assets	City of Watertown
Transit	Purchase Fare Collection System	Purchase fare collection systems for City of Watertown transit operations	City of Watertown
Transit	Transit Operating Assistance	Operating assistance for City of Watertown paratransit operations	City of Watertown
Transit	Purchase Shuttle Bus	Purchase 1 shuttle bus for City of Watertown transit operations	City of Watertown
Transit	Purchase Support Vehicle	Purchase 1 support vehicle (pickup truck with snow plow) for City of Watertown transit operations	City of Watertown
Transit	Purchase and Install Signs	Purchase and install signs for City of Watertown transit operations	City of Watertown
Transit	Purchase Vehicle Lift	Purchase 1 four post vehicle lift for City of Watertown transit operations	City of Watertown
Transit	Replace Transit Buses	Replace 2 City of Watertown transit buses to maintain state of good repair	City of Watertown
Transit	Enhanced Mobility for Seniors and Individuals with Disabilities	Purchase 1 new replacement vehicle to enhance mobility for seniors and individuals with disabilities	City of Watertown
Transit	Enhanced Mobility for Seniors and Individuals with Disabilities	Purchase 2 new replacement vehicles to enhance mobility for seniors and individuals with disabilities	City of Watertown
Transit	Enhanced Mobility for Seniors and Individuals with Disabilities	Purchase 2 new replacement vehicles to enhance mobility for seniors and individuals with disabilities	City of Watertown
Transit	Enhanced Mobility for Seniors and Individuals with Disabilities	Operating assistance to increase service for seniors and individuals with disabilities	City of Watertown
Annual	Annual Bridge Maintenance	Annual allowance for bridge maintenance activities	WJCTC
Annual	Annual Highway Resurfacing and Maintenance	Annual allowance for highway resurfacing and routing maintenance	WJCTC
Annual	Annual Traffic Signal Improvements	Annual allowance for traffic signal improvements and optimization	WJCTC

5.3 Multi-Modal Transportation Safety and Security

The Long Range Transportation Plan aims to encompass an active and wide-ranged approach towards safety and security by providing a framework under which areas are identified for appropriate improvements. Some general strategies aimed at improving the safety and security of the transportation system include:

- Continue coordination of emergency preparedness amongst communities, public safety, transportation providers and operators, emergency responders, and especially Fort Drum.
- Undertake planning level safety studies for corridors or intersections identified has having high crash rates. Crash data from 2016 shows that the highest crash frequency occurred on Arsenal Street, Washington Street, State Street, and Coffeen Street, outlined further in Chapter 4. These corridors should be studied further to identify causes of crashes and potential safety improvements.
- Promote awareness and enforcement of traffic laws, particularly near school zones where pedestrian activity is high.
- Identify locations where highways can be made safer for multi-modal transportation such as complete streets, road diets, Safe Routes to Schools, etc. Sidewalks should be included along federal aid roadways, especially where trip destinations exist that would accommodate non-motorized transportation.
- When undertaking route system preservation, maintenance, and operational projects, WJCTC will consider the vulnerabilities of transportation assets to anticipated natural and human-caused hazards and include features that improve resiliency and recovery of these assets.

Below are specific multi-modal transportation safety and security strategies that the WJCTC looks to implement during the life of the Long Range Transportation Plan.

Table 5.2 Recommended Future Multi-Modal Transportation Safety and Security Strategies

Project Type	Project	Project Description	Location
Intersection	US 11 at NY Route 37 and US 11 at Mill Street (Northpole Safety Improvements)	Safety improvements to the two "scissors" intersections on US 11, to include the intersection of US 11 and NY Route 37 and the intersection of US 11 and Mill Street.	Town of Pamelia
Intersection	US 11 at NY Route 26	Construct a channelized ramp for northbound US 11 traffic turning right on NY Route 26.	Town of LeRay
Intersection	NY Route 3 (Arsenal Street) at S. Bellew Avenue	Geometric improvements to the intersection of Arsenal Street and S. Bellew Avenue to provide safer and more efficient ingress and egress for City Center Industrial Park	City of Watertown

Project Type	Project	Project Description	Location
Intersection	I-81 Exit 48 Off Ramp to NY Route 342	Implement safety improvements to off-ramp intersection with NY Route 342.	Town of Pamelia
Intersection	Intersection of S. Massey Street/ Holcomb Street/ Clinton Street	Make geometric and safety improvements to intersection which currently consists of multiple odd-angle intersections resulting in safety and operational issues	City of Watertown
Freight	Reroute Designated Truck Routes in Watertown	Revise the existing designated truck routing between I-81 and Public Square to remove portions of Coffeen Street and Arsenal Street between I-81 and Public Square from the designated truck routing and replaced with a designated truck route along Bradley Street and W. Main Street (NY Route 12) between I-81 and Mill Street. Designated truck routing would continue along Mill Street, completing the gap in designated truck routing through Watertown using this route to get to designated truck routes east and south of Public Square (see further description below)	City of Watertown
Intersection/ Freight	W. Main Street intersections with Bradley Street, US 11 (Leray Street), Mill Street, and Pearl Street	Improve intersections to better accommodate the movement of truck traffic.	City of Watertown
Bike/Ped	Watertown Public Square	Provide safety improvements and walkability enhancements to Public Square	City of Watertown
Transit	Purchase Tracking System	Purchase tracking system for City of Watertown transit operations	City of Watertown
Transit	Purchase Security Equipment	Purchase security equipment for rolling stock and transit facility	City of Watertown
Annual	Annual Highway Safety Improvements	Annual allowance for highway and intersection safety improvements	WJCTC
Annual	Annual Bike/Ped Improvements	Annual allowance for bike/ ped safety improvements	WJCTC

5.4 Multi-Modal Transportation System Improvement and Expansion

An enhanced and expanded multi-modal transportation system will offer the City of Watertown and the surrounding area an organized and well-connected network that provides mobility and connectivity

across the region. The measure of a good multi-modal network is the seamless use of different modes simultaneously on the transportation system that allows for reliable alternatives. The WJCTC encourages an integrated multi-modal transportation system with efficient connections between modes that will support economic development and help to strengthen regional tourism as well as support efficient and appropriate movement of freight. Further, the WJCTC seeks to improve transit and bike/ pedestrian alternatives to driving that are convenient options providing quality movement to people dependent on non-auto centric transportation.

- Expand and enhance the bicycle and pedestrian infrastructure throughout the City of Watertown and across the region, developing a network of biking and pedestrian trails. This includes implementing the Empire State trail system through the region and providing multiple regional bicycle connections. The implementation of Complete Streets on both urban and rural roadways can improve overall safety and mobility by providing opportunities for motorized vehicles, transit, bicycle, walking, and goods movements. The City of Watertown has adopted a Complete Streets policy that requires that bicycle and pedestrian accommodations be considered when undertaking capital projects on roadways. This policy should continue to be utilized.
- Look into opportunities for siting of new rail sidings at strategic locations to more efficiently and cost-effectively ship bulk goods, potentially aiding the agricultural and logistics industries.
- Look into opportunities for improving truck delivery access and cost-effectiveness for industries across the Watertown region.

Below are specific multi-modal transportation improvement and expansion strategies that the WJCTC looks to implement during the life of the Long Range Transportation Plan.

Table 5.3 Recommended Future Multi-Modal Transportation Improvement and Expansion Strategies

Project Type	Project	Project Description	Location
Highway	Western Boulevard	Extend Western Boulevard from current terminus to Gaffney Drive	City of Watertown
Highway	S. Bellew Avenue Extension	Extend S. Bellew Street over CSX Railroad to intersect with Massey Street to provide the City Center Industrial Park a secondary means of ingress and egress. This will help with truck access as well as emergency access and create new opportunities for system connectivity and reliability.	City of Watertown
Highway/ Freight	Black River Parkway Bypass	Construct a new or improved roadway using a combination of Scio and N. Meadow Streets between Arsenal Street and Coffeen Street to create a Public Square bypass route that would	City of Watertown

Project Type	Project	Project Description	Location
		use Black River Parkway as a bypass extending from Mill Street to Arsenal Street.	
Highway	Black River Parkway Extension	Using the Black River bypass route outlined above or a new roadway along the railroad right-of-way, continue Black River Parkway bypass route south of Arsenal Street to intersect with a newly constructed S. Bellew Avenue extension, resulting in a bypass from Mill Street around to S. Massey Street.	City of Watertown
Highway	Arsenal Street Bypass	In conjunction with the above mentioned Black River Parkway bypass and extension, construct a new roadway along an abandoned railroad right-of-way parallel to Arsenal Street that would connect S. Bellew Avenue in the City Centre Industrial Park with Arsenal Street near the intersection of Towne Center Drive, west of I-81 creating a bypass for traffic travelling between I-81 and central Watertown, bypassing Arsenal Street and freeing up capacity on Arsenal Street.	City of Watertown
Bike/Ped	Black River Waterfront Access	Enhance bike/ped accessibility to Black River waterfront area and to Black River Trail from Public Square	City of Watertown
Bike/Ped	Black River Trail Extension	Extend Black River trail to provide connection to Fort Drum	Village of Black River and Town of LeRay
Bike/Ped	Black River Trail Extension	Extend Black River trail east-west across the region, ultimately connecting communities along the Black River from Carthage to Lake Ontario and enhancing bike/ hike tourism	WJCTC
Bike/Ped	Watertown to The Thousand Islands trail	Provide bicycle connection between Watertown and Thousand Islands Bridge to Canada	WJCTC
Bike/Ped	Install or Upgrade Ped Signals	Install and/or upgrade ped signals at 6 intersections	City of Watertown
Transit	Purchase and Construct Transit Shelters	Purchase and construct 12 passenger shelters for City of Watertown transit operations	City of Watertown

Public Square and Truck Routing

The Watertown public square is a unique place. Moving forward, care should be taken to ensure it is an attractive place for pedestrians and bikes to move throughout the space as well as become a community gathering and event place. Managing traffic through the square, especially freight is crucial to encourage this movement. There is a desire by the City of Watertown to enhance walkability of Public Square which could include some reconfiguration of Public Square to open more pedestrian and open spaces.

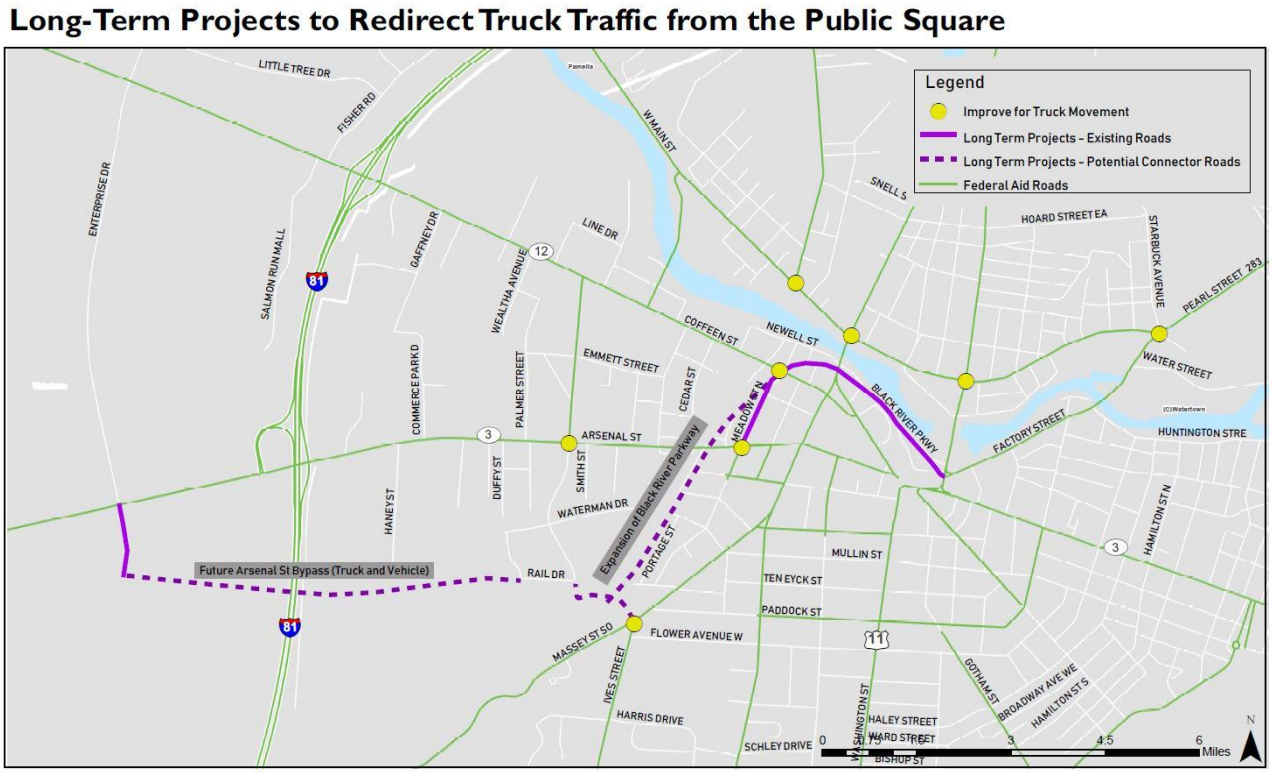
The freight truck traffic through the square is particularly prominent because designated truck routes from multiple directions terminate near Public Square. There is truck traffic is generated by and destined for the Watertown Industrial Area on Pearl Street. This is detrimental to all other activities in the square and leads diminished enjoyment of pedestrians in the downtown area. Alternate routes for the trucks should be explored to remove thru trucks from Public Square and conducting a Truck Routing Study is recommended as a follow up UPWP item.

A short-term solution proposed is to revise the existing designated truck routing between I-81 and Public Square to remove portions of Coffeen Street between I-81 and Public Square from the designated truck routing and replaced with a designated truck route along Bradley Street and W. Main Street (NY Route 12) between I-81 and Mill Street. Designated truck routing would continue along Mill Street, completing the designated truck routing through Watertown using this route to get to designated truck routes east and south of Public Square. This rerouting can help reduce the number of trucks using city streets to access their destinations.

A longer-term concept could be to develop a bypass route in which thru traffic could bypass Public Square, and eventually Arsenal Street through a combination of the following strategies, also portrayed in Figure 5.1:

- Extend S. Bellew Street over CSX Railroad to intersect with Massey Street to provide the City Center Industrial Park a secondary means of ingress and egress. This will help with truck access as well as emergency access and create new opportunities for system connectivity and reliability.
- Construct a new or improved roadway using a combination of Scio and N. Meadow Streets between Arsenal Street and Coffeen Street to create a Public Square bypass route that would use Black River Parkway as a bypass extending from Mill Street to Arsenal Street.
- Using the Black River bypass route outlined above or a new roadway along the railroad right-of-way, continue Black River Parkway bypass route south of Arsenal Street to intersect with a newly constructed S. Bellew Avenue extension, resulting in a bypass from Mill Street around to S. Massey Street.
- In conjunction with the above mentioned Black River Parkway bypass and extension, construct a new roadway along an abandoned railroad right-of-way parallel to Arsenal Street that would connect S. Bellew Avenue in the City Centre Industrial Park with Arsenal Street near the intersection of Towne Center Drive, west of I-81 creating a bypass for traffic travelling between I-81 and central Watertown, bypassing Arsenal Street and freeing up capacity on Arsenal Street.

Figure 5.1 Future Truck Route and Thru Traffic Bypass



WJCTC Transit Study

The WJCTC is currently undertaking a Transit Study that will look at a regional transit network for the Watertown area as well as enhanced transit service. Specific discussion and analysis will be included in that Transit Study. General recommendations outlined in the study include:

- Provide regional transit service beyond the City of Watertown, including service to Fort Drum and other regional destinations.
- Pursue a regional approach to regional transit service.
- Expand service hours of operation to Jefferson Community College to accommodate evening classes; also provide some Sunday service.
- Adjust transit headways.
- Identify an agency to operate a regional transit system.
- Identify options for providing local match funding to Federal 5307 funding.

5.5 New Mobility

Many cities have looked to innovative technological applications and infrastructure to address increased congestion, improve safety, and enhance overall quality of transportation networks. The basis of most of these technologies is the IoT, or the "Internet of Things," which reference the ability of devices (i.e., cars, streetlights, mobile phones) to be in communication with each other within a network. The data

exchange within these networks allows for dynamic decision making in traffic signaling, parking, and safety.

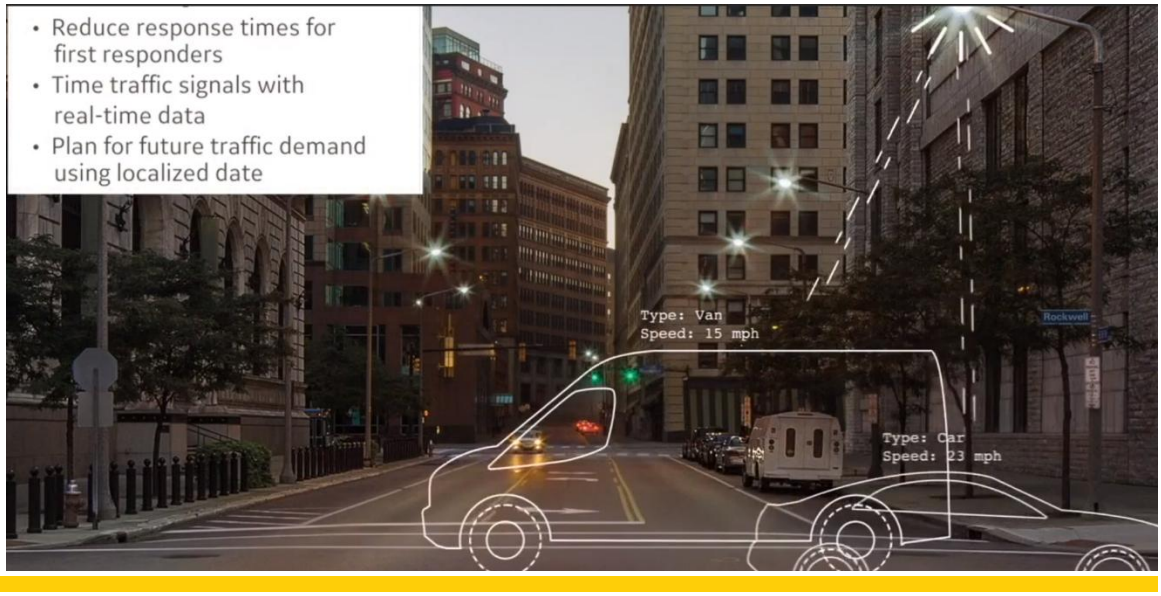
Connected vehicles (CVs) and the infrastructure that supports them are a way in which cities are "future proofing" their streets. The establishment of a smart transportation network requires the implementation of communicating devices both on the street and docked on the transportation device (i.e., vehicle, bus, bike). By implementing such infrastructure, cities are addressing the current need of CV data while preparing for the possible future of an AV dominated road network.

Aside from infrastructure and vehicles, cities are leveraging mobile technology to address transportation needs. Cities are developing personalized applications to show real time parking opportunities, payment schemes, traffic information, and transit service scheduling, to name a few, to make transportation networks more efficient. The rise of Mobility as a Service (MaaS) services is also being explored to meet people's first/last mile transportation needs and to limit the need for parking by promoting car and rideshare. These options are intended to diminish the need for personal car ownership and travel and better manage how transportation infrastructure used.

Innovations and implementations of smart transportation technology are carving a new aspect to how people connect and interact with their cities. As private industry drives innovation in the field, public entities must keep up with policy and implementation.

While this Long Range Transportation Plan doesn't outline any specific future mobility strategies, it outlines general guidance to facilitate the connection between future transportation strategies and new mobility and smart transportation elements. New mobility and smart transportation technologies that could be explored with future transportation strategies include:

- Curbside Management – Balancing the needs for all roadway users to allow for flexible use of curbside areas to accommodate on-street parking, the growth of transportation network companies (TNCs) like Uber and Lyft, online shopping pick up/ delivery, transit, bike/ped mobility, goods movement, and ultimately autonomous vehicles.



- Parking Management – Including a variety of strategies that encourage more efficient use of existing parking facilities, improve the quality of service provided to parking facility users, and optimize parking facility design.
- Connected Corridors – Roadways equipped with Connected Vehicle technology to allow for various traffic signal phasing and timing, roadway and travel information, vehicle-to-vehicle and vehicle to infrastructure communication, and data sharing to improve safety and operational conditions.
- Mobility as a Service – Combination of public and private transportation services within a given geography that provides holistic, preferred, and optimal travel solutions to enable multi-modal end-to-end journeys paid for by the user as a single charge.
- Inclusive and Universal Design – Updating current streetscapes and infrastructure to accommodate the needs of visually and hearing impaired pedestrians using tactile and mobile technologies to make streetscapes more adaptable.

Chapter 6 FINANCIAL PLAN

Federal requirements mandate that this Long Range Transportation Plan include a financial plan that demonstrates how the future transportation system recommendations can be implemented based on order of magnitude cost estimates and reasonably expected revenues. Both costs and revenues must be expressed in year of expenditure dollars to accurately account for the anticipated revenues available to the region and the impact of inflation on the costs of materials and labor to implement projects through 2045. These financial constraints are critical to ensuring that the Long Range Transportation Plan is credible and provides realistic expectations of what can be accomplished.

This chapter consolidates the project and program recommendations made in Chapter 5 as well as projects already identified in the adopted TIP to present a financially feasible plan that meets the needs of the WJCTC and the region's transportation system over the next 25 years. Available funding sources are identified and described here. Forecasts are presented for the level of funding anticipated to be available from each source through 2045.

The projected revenue is then compared to the recommended projects and programs to demonstrate that the anticipated level of funding will be sufficient to cover the cost of implementing the recommended Plan. This chapter also identifies projects and services that have been identified as transportation needs in the region, but cannot currently be funded, known as Illustrative projects. Due to the uncertainty of cost increases associated with transportation and infrastructure materials, supplies, and construction, future year costs are escalated based on inflation rates provided by New York State for TIP and STIP guidance, dated December 2018.

Likewise, there is just as much uncertainty regarding the availability of future revenues for transportation projects and programs in the region. To account for the uncertainty in the composition of federal transportation funding programs, reasonably expected future revenues are outlined according to where the majority of funds spent on federal aid roads and transit come, discussed below.

- National Highway Performance Program (NHPP) – Provides funding for construction, reconstruction, resurfacing, restoration, rehabilitation, preservation, or operational improvement of segments of the National Highway System. This includes Interstate Highways and bridges on the NHS. Projects must support progress toward national goals for the condition and performance of the system.
- Surface Transportation Block Grant (STBG) – Formerly known as the Surface Transportation Program (STP), this source provides funding for roads functionally classified as rural major collector and above. Funds may be utilized on projects in Rural Areas, Urbanized Areas, Small Urban Areas, Enhancement, Safety, and Rail-Highway crossings. Also funds bridge replacement and rehabilitation on non-federal aid routes. Other eligible activities include bicycle and pedestrian facilities and environmental mitigation to address impacts of the transportation system.
- Highway Safety Improvement Program (HSIP) – Provides funds to make improvements to high hazard locations on eligible roadways, including highway-rail grade crossings.

- FTA 5307 – Section 5307 is a formula grant program for urbanized areas providing capital, operating, and planning assistance for mass transportation. This program now includes funds previously available through the Job Access/ Reverse Commute program (FTA 5316), which provided funds for new or expanded transportation service to help link people to jobs and other employment-related services.
- FTA 5310 – Section 5310 is a formula grant program for the special needs of elderly individuals with disabilities. Funds (which are subject to annual appropriations) are appropriated annually based on an administrative formula that considers the number of elderly individuals with disabilities in each state. Funds available through the former New Freedoms program (FTA 5317), which encouraged services and facility improvements that go beyond those required by the Americans with Disabilities Act (ADA) are now combined in this program.
- FTA 5339 – Section 5339 is a formula grant program that provides capital funding to replace, rehabilitate, and purchase buses and related equipment, and to construct bus-related facilities.

Table 6.1 portrays the projected revenues over the Near-Term (2017-2021), Mid-Term (2022-2027), and Long Term (spread across 5-year increments: 2028-2033, 2034-2039, and 2040-2045). The projected revenues assume a 0.5% increase over the mid-term horizon of 2022-2027 and a 1% increase over each of the subsequent long-term increments (2028-2033, 2034-2039, and 2040-2045).

Programs that are not apportioned by legislated formula are discretionary and typically allocated by Congress. These nonrecurring revenues include earmarks and are not included in the estimates of reasonably expected revenues given the uncertainty of their availability over the period covered by this Long Range Transportation Plan.

Table 6.1: Projected Federal Transportation Revenues

Funding Type	(Balance of Current TIP) Near-Term 2019-2021	Mid-Term 2022-2027	Long-Term 2028-2033	Long-Term 2034-2039	Long-Term 2040-2045
NHPP	$3,900,000	$1,695,938	$1,712,897	$1,730,026	$1,747,326
STBG Flex	$5,290,000	$1,620,563	$1,636,768	$1,653,136	$1,669,667
HSIP[1]	$5,830,000	$201,000	$203,010	$205,040	$207,091
TOTAL HIGHWAY	$15,020,000	$3,517,501	$3,552,675	$3,588,202	$3,624,084
FTA 5307	$4,310,000	$4,331,550	$4,374,866	$4,418,614	$4,462,800
FTA 5310	$240,000	241,200	$243,612	$246,048	$248,509
FTA 5339	$480,000	$482,400	$487,224	$492,096	$497,017
TOTAL TRANSIT	$5,030,000	$5,055,150	$5,105,702	$5,156,758	$5,208,326

[1] HSIP funding in current TIP is higher than typical due to Fort Drum Connector project.

The following projects/ strategies were identified throughout the course of the development of the LRTP as recommendations that would improve the regional multi-modal transportation system but likely can't be included in the financially constrained financial plan but WJCTC would like to implement should

additional funding become available, and thus are included in the Illustrative Projects list, outlined in Table 6.2.

Table 6.2: Illustrative Projects List

Project Type	Project	Project Description
Highway	Black River Parkway Extension	Using the Black River bypass route outlined above or a new roadway along the railroad right-of-way, continue Black River Parkway bypass route south of Arsenal Street to intersect with a newly constructed S. Bellew Avenue extension, resulting in a bypass from Mill Street around to S. Massey Street.
Highway	Arsenal Street Bypass	In conjunction with the above mentioned Black River Parkway bypass and extension, construct a new roadway along an abandoned railroad right-of-way parallel to Arsenal Street that would connect S. Bellew Avenue in the City Centre Industrial Park with Arsenal Street near the intersection of Towne Center Drive, west of I-81 creating a bypass for traffic travelling between I-81 and central Watertown, bypassing Arsenal Street and freeing up capacity on Arsenal Street.
Highway	Black River Trail Extension	Extend Black River trail east-west across the region (appx. 12 miles), ultimately connecting communities along the Black River and enhancing bike/ hike tourism.
Transit	Expanded CitiBus Service	Phased implementation of Expanded CitiBus Service.

Chapter 7 POTENTIAL IMPACTS OF TRANSPORTATION STRATEGIES

The future transportation strategies identified in this Plan are developed to provide a future transportation system for the Watertown region that meets the goals and objectives outlined in Chapter 3, meet federal and state planning targets, and provide residents, businesses, and visitors of Watertown with an inter-connected multi-modal transportation system. This chapter discusses the potential impacts the future transportation strategies identified in Chapter 5.

7.1 How our Future Transportation Strategies meet Plan Goals and Objectives

Goal 1 Emphasize Preservation of the Existing Transportation System	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Maintain pavement and bridges in a condition that meets the targets adopted by NYSDOT and WJCTC.	✓	✓	✓	✓
Renew pavement markings and signs as needed to maintain visibility.	✓	✓	✓	✓
Replace transit vehicles by the end of their useful life.	✓			
Maintain safe, accessible sidewalks and trails.	✓	✓	✓	✓

Goal 2 Support the Economic Vitality of the Region	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Facilitate cross-border business opportunities, including Canadian tourism, and capitalize on the convenience of the Thousand Islands Bridge crossing.		✓	✓	✓
Develop strategies to help area businesses manage high transportation costs for agricultural and manufacturing goods.			✓	✓
Improve rail siding infrastructure to support growth of the region's agricultural industry.	✓		✓	✓

Goal 3 Promote Efficient Transportation System Management and Operations	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Use technology as appropriate to improve and manage roadway and transit operations.	✓			✓
Coordinate with NYSDOT on traffic plans for alternative routes during Interstate 81 closures.	✓			✓

Goal 4 Enhance Travel and Tourism	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Identify and promote walking, hiking, and bicycling routes to foster tourism.	✓	✓	✓	✓
Develop and publicize a system of recommended truck routes to help separate thru-truck traffic from pedestrian-oriented downtown areas.		✓	✓	✓

Goal 5 Increase the Safety and Security of the Transportation System for Motorized and Non-Motorized Users	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Design "Complete Streets" that accommodate motorized vehicles, transit, bicycling, and walking.		✓	✓	✓
Promote awareness and enforcement of traffic laws, particularly near schools and in residential areas.		✓		
Continue coordination for emergency preparedness among Fort Drum, emergency responders, and operators of the area's transportation system.		✓		

Goal 6 Increase the Accessibility and Mobility of People and Freight	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Connect the area's workforce to available jobs.			✓	
Strengthen transportation links between Fort Drum and surrounding communities			✓	

Goal 7 Protect and Enhance the Environment; Improve Quality of Life; and Promote Consistency Between Transportation Improvements and the Community's Other Goals	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Prioritize transportation investments that help the area's businesses remain viable and attract new residents.	✓		✓	
Preserve and stabilize neighborhoods by focusing transportation investment in areas with other existing infrastructure.	✓		✓	
Provide additional public access to the waterfront area while protecting its scenic and historic qualities.	✓		✓	

Goal 8 Enhance Transportation Connections, Across and Between Modes, for People and for Freight	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Build partnerships among the region's public and private transit operators to extend the areas and hours for which service can be provided.	✓		✓	✓
Develop and maintain convenient connections to and from Watertown International Airport, both by road and by public transit.	✓	✓	✓	✓

Goal 9 Improve Transportation System Resiliency and Reliability	System Preservation, Maintenance, and Operations	Multi-modal Transportation Safety and Security	Multi-modal Transportation System Improvement and Expansion	New Mobility
Manage delays, including those resulting from seasonal traffic changes.	✓		✓	✓
Reduce or mitigate stormwater impacts on the surface transportation system.	✓		✓	

The categories listed below provide a discussion on how future transportation strategies identified in this Plan will comply with FAST Act National Performance Goals:

Safety and Security

Future transportation strategies are aimed at improving safety and security to help achieve a reduction in traffic fatalities and serious injuries on all public roads. Safety improvements are aimed at making the transportation system safer for the public and meeting safety goals and performance indicators. Security plays an important role in the region's transportation system due to the presence of Fort Drum and the need to be able to maintain access to/from Fort Drum and in a safe and secure manner.

Infrastructure Condition

Future transportation strategies focus on preserving and maintaining the existing transportation system in a state of good repair. This will involve investing in the rehabilitation and maintenance of roadways and bridges in the WJCTC region and using an asset management program to anticipate needs for future rehabilitation of these transportation assets.

Congestion Reduction and System Reliability

While the LOS of the region's roadways are generally good and congestion is limited to certain locations during peak times, operational improvements are targeted towards creating a more effective and efficient transportation system. Further, enhancements are focused on maintaining the reliability of the transportation system for the movement of people and goods.

Freight Movement and Economic Vitality

Several future transportation strategies are aimed at improving the flow of freight and enhancing regional tourism and economic vitality through multi-modal transportation options. Active transportation is one of the focus elements aimed at promoting a more active lifestyle and creating more opportunities for bicycle and pedestrian mobility.

Environmental Sustainability

The potential impact of natural and human-caused hazards on transportation systems has necessitated a change in the way we plan, design, construct, operate, and maintain our critical transportation assets to make communities more resilient and sustainable. Given the limited availability of funds for transportation infrastructure projects, transportation planning and management agencies must protect their investments. Several Federal and state agencies have already begun assessing the vulnerability of their transportation infrastructure in the face of climate change and have been strategizing decision-making processes to prevent or mitigate the impacts of natural and manmade hazards on our critical infrastructure. That same thought process is included in the strategies outlined in this Long Range Transportation Plan ensuring that the region's future transportation system is resilient and sustainable in the face of natural and human-caused hazards and in the face of climate change.

According to the FAST Act, metropolitan and statewide transportation plans must include a discussion on types of potential environmental mitigation activities as part of their plans. While not specifically mapped, there are environmentally sensitive resources, such as wetlands, floodplains, habitat areas, cultural sensitive areas, farmlands, etc., located throughout the WJCTC area. The following outlines

strategies to consider when advancing transportation projects to avoid or mitigate potential environmental impacts relative to the decisions of the WJCTC early in the planning process:

- Identify (through GIS) environmentally sensitive areas (both natural and cultural) early in the planning process for transportation projects as a means of avoidance and/or to establish early mitigation action plans prior to construction.
- Coordinate with local, state, and federal agencies early in the planning process for transportation projects to develop appropriate avoidance and/or mitigation plans before beginning project development.
- Minimize the construction of transportation projects that would impact environmentally sensitive areas.
- Embrace the principles of Context Sensitive Solutions (CSS) as a means of developing transportation projects that fit their physical setting and preserve scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility.

Steps to take in the project development process include the following:

- Avoid Impacts – The first strategy should be to avoid adverse impacts to environmentally sensitive areas.
- Minimize Impacts – If environmentally sensitive areas cannot be avoid, the transportation project should minimize its impacts.
- Mitigate Impacts – Where impacts to environmentally sensitive areas cannot be avoided, mitigation measures should be employed to preserve, repair, and restore environmentally sensitive areas either on or off-site.

WJCTC recognizes that not every project will require the same level of environmental review and each project will be evaluated early in the planning process to determine the environmental review (SEQR and NEPA) needed and the agencies to coordinate with.

Reduced Project Delivery Delays

The Long Range Transportation Plan looks to improve project delivery to reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practice.

Appendix A: Summary of Public and Stakeholder Engagement Efforts

Introduction

The Watertown Jefferson County Area Transportation Council (WJCTC) recognizes that a thorough long-range transportation planning process requires input from a broad array of stakeholders. To that end, WJCTC developed a Public Participation Plan (PPP) and conducted public outreach throughout the course of the project. The Public Participation Plan defined the overall objectives of engagement, identified key stakeholders and tools, and outlined techniques to engage a variety of stakeholders throughout the study process. The public engagement process for this project intended to engage WJCTC, City of Watertown and Jefferson County staff, various stakeholders, citizens, businesses, and members of the public that may influence or may be impacted by the project. The PIP formalized the commitment of WJCTC to solicit meaningful input and engage the public throughout the process. A copy of the PIP can be found attached to this appendix.

The engagement process included the following approach:

- Community Needs and Expectations: Early in the process, the project team identified key stakeholders and community leaders who are expected to represent the broader community.
- Tools & Outreach Strategies: The tools and strategies identified in this Public Participation Plan have been determined based on the team's understanding of the project and the community's expectation for involvement.
- Plan Design & Monitoring: Finally, the PPP included techniques aimed to engage and inform the general public and key stakeholders in a manner appropriate for the project.

Engagement Overview

Project Steering Committee Meetings

The Steering Committee (SC) for this project was comprised of representatives from New York State Department of Transportation, the City of Watertown, Jefferson County, and the technical consultant team. The role of the Steering Committee was to guide the project and provide feedback on key project deliverables and decisions. SC meetings were held at key points throughout the process to review and provide input on project material, and to obtain insight prior to public outreach events.

Stakeholder Meetings

WJCTC conducted a series of stakeholder meetings on June 14 and 15th, 2017 with representatives of various stakeholder groups to collect their initial thoughts, connect them to the project, and get their feedback on the public engagement process. Key stakeholders groups included local and state agency representatives, business and freight representatives, and transit interests.

Survey

As part of the public engagement process, WJCTC distributed an online survey to learn more about transportation needs and concerns. The survey was distributed between June 2017 and October 2017 via email blasts to committee members, focus group and public meeting participants, and through social media outlets (Facebook and Twitter).

Public Meetings and Pop-ups

WJCTC hosted a public open house on June 14, 2017 for the purpose of sharing information about the project and gathering feedback about the community's concerns, issues, and ideas about the transportation system. Project staff presented an overview of the 2045 Long Range Transportation Plan

project, including the goals and objectives, as well as key topics that would be addressed in the plan. There were five stations set up throughout the meeting room, organized around major topics in the plan (public transit, freight, safety, roads and traffic, bicycle and pedestrian). In addition to the public meeting, WCJTC hosted a pop-up table at the Watertown Farmer's Market on September 13 2017 to share information about the project and gather feedback on the LRTP.

Meeting and Survey Summaries

See attached

Watertown Jefferson County Area Transportation Council
317 Washington Street, Watertown, New York, 13601; 315-785-2354

Summary of Kick-off Public Meeting and Focus Groups

On June 14 and 15, 2017, the Watertown Jefferson Area Transportation Council hosted a series of kick-off meetings for the 2017 – 2018 Long Range Transportation Planning initiative. The two-day event included three focus group meetings and a public open house/meeting. The meetings were held at the Dulles State Office Building (317 Washington Street) and Watertown City Hall Council Chambers.

Project Background

The Watertown/Jefferson County Transportation Council (WJCTC) is the Metropolitan Planning Organization (MPO) designated by the Governor of the State of New York for the City of Watertown and surrounding area in Je erson County. New York has 14 MPOs that serve the state's most populous areas. Each MPO is responsible for coordinating planning and project selection for the area's federal aid eligible highway and public transit facilities. Decisions are made by the WJCTC Policy Committee, which consists of local elected officials from the City of Watertown and Jefferson County as well as representatives from the NYSDOT.

Like other MPOs in New York and across the U.S., the Watertown/ Jefferson County area is required to have a long-range transportation plan that addresses the region's needs over the next 25 years. The Plan will address roadway and bridge needs as well as users of public transportation, pedestrians and bicyclists. It also must be financially constrained, meaning that the Plan cannot include more transportation projects and services than what can be funded with the amount of revenue forecasted to be available during the next 25 years.

The draft Plan is being developed through an analysis of existing and future transportation needs, trends, and input from a broad range of stakeholders and the general public.

Attendees

See Attachment A.

Summary of Meetings

Government Focus Group (June 14, 2:30 – 4:30)

Susan Hopkins, of Highland Planning, convened the group and introduced the team. She asked attendees to introduce themselves (a list of attendees is attached to this summary). Jeanne Stevens, of WSP presented an overview of the 2045 Long Range Transportation Plan project, including the goals and objectives, as well as key topics that will be addressed in the plan. A copy of the presentation is attached to this summary.

Discussion

Attendees discussed issues, challenges, and opportunities related to key transportation topics, including roadways (traffic flow, safety, maintenance), freight, public transit, pedestrians/bicycles, and trails.

Roadway Issues

- Need a new intersection and secondary access at City Industrial Park to Massey Road;
- Arsenal Street traffic congestion (especially Saturday). Need access management;
- Traffic from Route 37,11 and 12 all funnel into the City at peak hour traffic;
- Truck traffic to City Industrial park, Bellew Avenue/Arsenal Street intersection, wide truck right turns into park;
- Traffic volumes on Arsenal Street are higher than I-81;
- DOT has evaluated three alternative routes to access the industrial park;
- There are safety and traffic concerns at the West Main Street Bridge (CSX overpass);
- Route 12 and 3 conjunction at the Square in the City is a bottleneck. There is potentially a need for a bypass;
- Massey Street entering the city has a very narrow and low underpass, presenting safety issues and traffic restrictions;
- Industrial road access out onto Arsenal Street is a substantial constriction and may be affecting the ability to attract new tenants. There has been discussion of extending Bellew Avenue to S. Massey Street, which would provide a southern access to the industrial park and would also create a new link between the Arsenal and Massey Street corridors;
- Truck traffic conflicts with emergency services;
- Traffic from side streets onto Arsenal Street conflicts with emergency services and causes delays;
- Watertown City School District – Junior High and High School has multiple crosswalks across four lanes that experience above average incidents and accidents. Potential road diet; 4 lanes to 3 lanes; longer term funds needed to fully implement recommendations for driveway realignment and configuration of sidewalks.
- Need to review status of Western Boulevard plans from B&L. – Complete Street design and economic development is key to Western Blvd improvements.
- On Route 11 heading north towards Evans Mills, speed limit from 55 to 30 mph zone at traffic light. There are safety concerns for drivers turning right, creating conflicts with driveway to Fort Drum;
- Route 11 and Route 37 intersection (scissors) needs replacement of intersection, or a roundabout;
- Route 3A (which currently bypasses Carthage) is being considered for elimination because of potential expansion at the Base, which could create issues along Route 3 through Village of Carthage;
- Truck traffic routes need to be studied in more detail. Truck traffic through downtown creates conflicts and safety issues;
- City would prefer to have truck traffic bypass city where possible;

- Winter weather can create issues when DOT decides to close I-81. Traffic gets pushed to local and state roads through communities;
- Freight transport for agricultural products – could be increasing opportunity for rail transport, use of rail spur for grain export;
- Culvert at Evans Mills/County Road 16 is used as a cut through;
- Limited CHIPS funding going towards maintenance. Maintaining arterials in the city is a challenge;
- Use LRTP as a mechanism to create truck routes;
- Fort Drum convoy route is US 11 to Route 26;
- New point of entry coming at Thousand Islands Bridge;

Bicycle, Pedestrian, and Transit Issues

- The area has a lot of disconnected segments that could be developed into a bicycle/pedestrian network that can be enjoyed by residents but also attract additional tourism to the area. Touring cyclists are looking for a 20 to 30-mile ride.
- The Black River Trail stops just before Fort Drum gate. Bridge crossing is the issue;
- Only City street with bike lanes currently is Coffeen Street. More regular street sweeping would be helpful for cyclist safety;
- There is retail development along Route 26 but no sidewalks;
- There is congestion at school zones in morning;
- Washington Street/Route 11 is a key bike/pedestrian route, but is not designed as one, nor is there signage;
- West Carthage is getting more retail development along Route 26, does not currently have sidewalks. New residential complexes for senior citizens being built in Carthage.
- Would be helpful to bike/ped planning if the MPO could collect periodic pedestrian and bicycle counts, as is already done for vehicles;
- The Black River Trail can be lengthened at each end to create a longer facility;
- City bus system and public transportation is a significant issue that drew interest among stakeholders at the City's recent meetings to discuss CDBG funding;
- Connecting Fort Drum and creating more bike and pedestrian opportunities will improve the quality of life; including enhancing overall bike/ped safety and mobility;
- More regular sweeping of bike lanes (currently Coffeen Street) would improve cyclist safety.

Business Focus Group (June 15, 9:30 – 11:30)

Susan Hopkins convened the group and introduced the team. She asked attendees to introduce themselves (a list of attendees is attached to this summary). Jeanne Stevens, of WSP presented an overview of the 2045 Long Range Transportation Plan project, including the goals and objectives, as well as key topics that will be addressed in the plan. A copy of the presentation is attached to this summary.

Discussion

Attendees discussed issues, challenges, and opportunities related to key transportation topics, including roadways (traffic flow, safety, maintenance), freight, public transit, pedestrians/bicycles, and trails.
A summary of the discussion is below:

Freight:

- Watertown is the "end of the road" on Route 81. Servicing this area would be easier if there were a better route to Plattsburg (there have been studies completed on this issue). There are currently issues with logistics for manufacturers;
- Linking I-81 to I-87 east-west is a huge capital project that would hold monumental benefits for trucking;
- Rail is inexpensive, but requires a lot of planning from a logistics perspective;
- We need to maintain the rail infrastructure we have. Once it has been abandoned, it is difficult to re-establish;
- The Canadian route is not as feasible due to tariffs and international regulations on freight and labor;
- There is an opportunity to have a customs warehouse;
- In the context of downtown revitalization, having truck traffic travel through downtown is detrimental to other activities, including bicycles and pedestrians. Recent improvements have helped the situation, but there is still a lot of truck movement downtown. Downtown events and block parties are difficult to plan because it is a designated truck route. There is no alternate route, but it would be great to move trucks out of Public Square;
- Why do trucks travel through the city? Are there alternative routes? Truck drivers use Google to navigate. Are there other common sources truckers use to select their route? It would make sense for the region to publish its own map of desired truck routes;
- Should consider making Route 11 more truck friendly;
- A challenge is attracting companies to this area. We need better communication between trucking companies to assist trucks that come to Watertown with a "dead load." Need to help manufacturers better coordinate;
- The key to marketing the I-81 corridor is highlighting efficiency and capacity. We are in the center of a great interstate system (the "golden corridor"). We cannot change our geography, but we can make it easier for trucks to come here;
- IDA uses third-party brokers to partner and present meaningful opportunities to companies potentially looking to locate in the North Country;
- Opportunity for truckers that are coming to Watertown to drive another 20-25 miles to pick up loads and then drive back south.;
- Is it possible to gather more in-depth information about what the issues are for truckers? (i.e. through a survey or more in-depth discussion?).
- This freight issue should be considered a regional issue for economic development. The region should assist with freight transportation logistics and market that assistance to employers and potential new businesses. We should consider truckers as a key customer and provide a service to mitigate the fact that we are located at the end of the line;
- Third-party brokers are an opportunity, as it would allow "dead loads" to pick up a new load on the trip south. Could we design an database, app or other tool to help handle these logistics? It could also notify drivers of the best routes, low bridges, detours, construction, etc.
- Is there an existing freight exchange?
- There is more we could do to coordinate with Fort Drum. There are a lot of shipments going to and from Fort Drum. They need to optimize the return trip, too;
- Low bridge near DANC that apparently needs better advance signage so that trucks detour earlier onto a more appropriate route. Trucks frequently reach the bridge and have to turn around.

Transit and Employees

- Companies face challenges getting employees who may not have a car to their place of employment due to lack of transportation services;
- An example is Clayton Harbor Hotel, which faces this challenge. Many employees do not have cars.
- This is a workforce issue—i.e how do we get people with skills to jobs when they do not always have access to a car? This is a similar issue with employees and spouses at Fort Drum.
- There is enough traffic on Route 12 to support a two-way carpool system;
- Are employers willing to subsidize some type of central ride sharing activity to shuttle their employees form a central location to their place of employment?
- Citibus doesn't seem to run during key times when people need ride, particularly to JCC (i.e. buses do not run not late enough or at the right times to accommodate classes and worker shifts);
- The WJCTC will start a transit study later this fall;
- There is a negative perception about public transportation locally, or maybe nationally. But important to market public transportation as not only those who can't afford, but shift the thinking for its viability and efficiency.
- Consider transit from the Airport. There is only one rental car company there. The airport could be utilized more if we could get more flights;
- Transit service to/from the airport needs to include an opportunity to connect to Fort Drum. A very large percentage of current passenger traffic is soldiers. Transit to/from the airport would also help employers at the Airpark connect with the available workforce;
- Consider the role of private transportation services in the plan. Partnerships could be formed with private tour bus operators to provide needed services. What will the impact of Uber/Lyft be? Will those services be able to help with the "last mile" challenges;
- There have been population shifts in Watertown. Younger people own fewer cars and lean towards riding bikes and car sharing. How can we market this area to young people?
- Would this plan consider exploring an authority for transit?
- Jefferson Community College (JCC) is looking to find better ways to move students through the region, connecting them to entertainment districts, basic services, and housing;

Bicycle/Pedestrian

- Coffeen Street and Western boulevard are the only two streets with bike lanes
- There is a lot of potential to encourage walking and biking. It is currently not safe to walk or bike around the city;
- Biking is a big potential opportunity for tourism. Seaway Trail/Olympic Trail is a good opportunity to promote. Consider coordination with Tourism Council;
- Long term adherence to the City's complete streets policy will go a long way in aiding safety provisions for users;

Transit Focus Group (June 15, 9:30 – 11:30)

Jeanne Stevens convened the group and introduced the team. She asked attendees to introduce themselves (a list of attendees is attached to this summary). She presented an overview of the 2045 Long Range Transportation Plan project, including the goals and objectives, as well as key topics that will be addressed in the plan. A copy of the presentation is attached to this summary. A summary of the discussion is below:

- There is no rural transit in Jefferson County;
- Lewis County has a rural transportation service, which works with ARC;
- Fort Drum needs a transit link to Watertown;

- Fort Drum is exploring co-locating a transit hub at the Welcome Center;
- Fort Drum would like to create a truck access gate;
- JRC provides transportation to those with disabilities (13 vehicles);
- Need for trips for students from Indian River to Jefferson Community College. Perhaps they could share rides with people making the same trip for work purposes;
- St. Lawrence County is a good example of transit collaboration/administration;
- No pedestrian signal at Morton High School [confirm name of school]
- Gaffney Drive – drivers speed through school zone;
- General education/enforcement issue about drivers passing a stopped school bus;
- Need better maintenance at RR crossings;
- Routes 12 and 37 both have areas where there are narrow shoulders, which are not wide enough for slow-moving agricultural vehicles and/or Amish buggies to pull over safely. Many of these locations are actually outside the MPO boundary;
- Need to identify partners to aid in public transportation (costs, commitment).

Public Meeting/Open House (June 14, 6:00 – 8:00 pm)

The Watertown Jefferson Area Transportation Council hosted a public open house on June 14 from 6:00 to 8:00 pm for the purpose of sharing information about the project and gathering feedback about the community's concerns, issues, and ideas about the transportation system. Jeanne Stevens, of WSP presented an overview of the 2045 Long Range Transportation Plan project, including the goals and objectives, as well as key topics that will be addressed in the plan.

There were five stations set up throughout the meeting room, organized around major topics in the plan (public transit, freight, safety, roads and traffic, bicycle and pedestrian). A summary of comments provided by attendees is below:

- Washington Street: people going through neighborhoods to avoid light. Fast speeds and safety issues;
- Arsenal: left hand turn onto extension is a safety issue because of queuing back from the light and people crossing;
- Need service from Fort Drum to Watertown;
- Trailways station collocated w/ CitiBus hub;
- Need transit service to Target;
- Traffic congestion keeps buses from being able to turn from Arcade onto Arsenal;
- Need for an unlimited ride pass for paratransit as well as on-call service, not 24-hour appointment;
- Demand exists for a work shuttle along Route 12 to/from Clayton;
- Need to get workforce to Clayton, jobs are available;
- Expand CitiBus hours of operation to serve retail job schedules;
- Service to senior complexes in Carthage;
- Local transit system needs funds; become part of NYSDOT?
- Need for transportation between airport and Fort Drum.

Attachment A: Attendees

Staff and consultants

- Scott Docteur, NYSDOT
- Jim Lawrence, Jefferson County
- Al Ricalton, NYSDOT
- Justin Wood, City of Watertown
- Keith Ewald, Barton & Loguidice
- Fred Frank, WSP
- Susan Hopkins, Highland Planning
- Jeanne Stevens, WSP

Government Stakeholder Group

City of Watertown
Jefferson County Planning
City of Watertown
NYSDOT Regional Planning & Program Management
City of Watertown Police Department
Jefferson County
NYSDOT
NYSDOT Region 7
Jefferson County Highway
Jefferson County
NYSDOT Region 7
City of Watertown/MPO

Business Stakeholder Group

Jefferson County Economic Development (JECD)
Development Authority of the North Country (DANC)
Greater Watertown North Country Chamber of Commerce
Knowlton Technologies
Jefferson Community College
Jefferson Community College
Thousand Islands Bridge Authority
Knowlton Technologies
NY Airbrake

Transit Stakeholder Group

Jefferson County Planning
South Jefferson Central School District
Watertown City School District
Fort Drum
Indian River School District
WCSD
Tug Hill Commission
Carthage School District
Lewis County Planning/Public Transit
NYSDOT
Jefferson Rehabilitation Center
FDNY, Garrison PAI
Jefferson County, Lewis County Transit
City of Watertown
City of Watertown/MPO
JRC

Public Open House

Fort Drum Regional Liaison Organization
Watertown International Airport
City of Watertown
JRC
Town of Pamelia
Watertown Transportation Commission
Jefferson County Planning
1000 Islands Harbor Hotel
St. Lawrence County Mobility Manager
Town of Champion
NRCIL
Village of Clayton
Town of Wilna
Town fo Henderson, Highway
Town of Cape Vincent

Attachment B: Photos

Stakeholder Meeting

Public Meeting


EXIT


EXIT

Attachment C: Pop-up Engagement Event

On September 13, 2017 from 9:00 am to 3:00 pm, the Highland Planning team hosted a pop-up booth at the Watertown Farmer's Market. The purpose of the pop-up was to share information about the project with community members who may not be able to attend public meetings and provide opportunities for them to share feedback. Some community members provided contact information so that they could stay informed about the project.


BushGard

Scott A. Docteur
Director, Regional Planning &
Program Management
NYSDOT Region 7
MPO Director

Mayor Joseph M. Butler, Jr.
City of Watertown
Vice Chairman – Policy Committee

Sharon A. Addison
City Manager

Robert F. Hagemann III
Jefferson County Administrator

John D. Peck
Jefferson County Board of Legislators
Chairman – Policy Committee

Steven G. Kokkoris
Regional Director
NYSDOT Region 7
Secretary – Policy Committee

Kristopher H. Reff
NYSDOT Region 7
Local Stakeholder Group Representative

Watertown Jefferson County Area Transportation Council

317 Washington Street, Watertown, New York, 13601; 315-785-2354

Community Survey – Summary of Responses

In keeping with the requirement that all MPOs provide a 25-year long-range transportation plan, the Watertown/Jefferson County Transportation Council (WJCTC) has undertaken a process to address the needs of public transit, cycling and pedestrian users of the region's roads and bridges. While the plan is tied to revenue forecasts, an analysis of existing and future transportation needs as well as input from stakeholders and the public will inform the draft's development. As part of this public engagement process, WJCTC distributed an online survey to learn more about transoprtation needs and concerns. The survey was distributed between June 2017 and October 2017 via email blasts to committee members, focus group and public meeting participants, and through social media outlets (Facebook and Twitter).

The 28-question survey received responses from 45 community members. Highlights from the survey are summarized below.

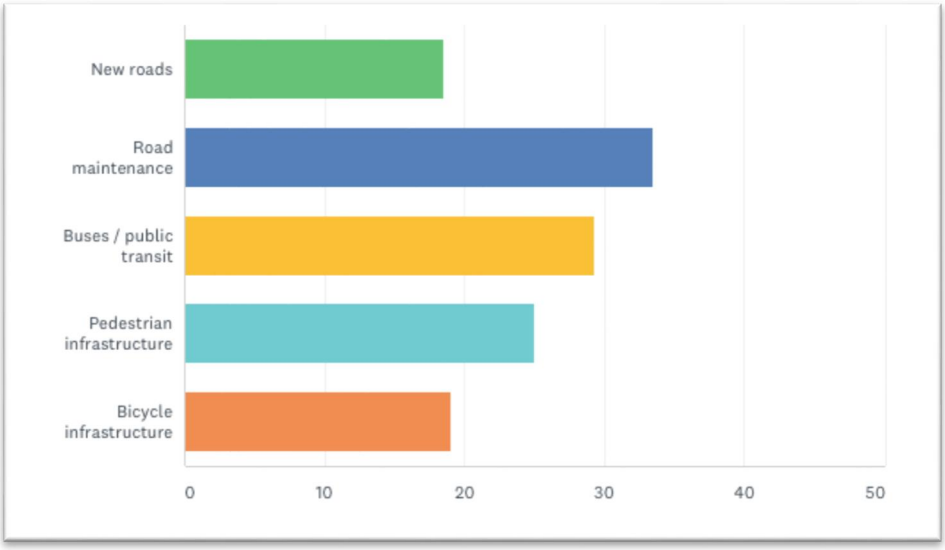
- About Survey Respondents
  - 100 percent of respondents own a vehicle and over 90 percent reported that they drive daily;
  - About 97 percent of respondents reported they work in Watertown or in Jefferson County;
  - Approximately 82 percent of drivers said that work is their most frequent destination;
  - The largest proportion of respondents was between 30 and 39 years old. 50 percent were 60 years old or older.
- Ranking of existing transportation facilities. Respondents were asked to rank existing transportation features in the region as excellent, good, fair, or poor. Traffic Flow and Safety received the highest ratings, with over 40 percent of respondents rating both features as "excellent" or "good." Bicycle, pedestrian, and public transit facilities received the

lowest ratings, with over 50 percent of respondents ranking those features as “poor.”

- Biggest concerns. Respondents were asked which roadways or intersections are their biggest concern. The top three answers were Arsenal Street, Washington Street, and Public Square. Thompson Boulevard and Coffeen Street were listed as second and third priorities. Respondents listed pedestrian safety and traffic congestion as key issues on these roadways and intersections.

- Priritization of Improvements. Respondents were asked to prioritize improvements to the transportation system by allocating $100 to different types of improvements. The chart below illustrates the average number of dollars each respondent allocated to each type of improvement, with “Road Maintenance” receiving the largest proportion (33), followed by Transit (29), Pedestrian infrastructure (25), Bicycle infrastructure and new roads (19).

  If you had $100, how much would you spend on each part of the transportation system? (responses represent average dollars for each priority)



  - Transit Facilities. About 16 percent of respondents said they were not aware there is public transit in Jefferson County. 87 percent of respondents reported they never use public transit, followed by seven percent who said they use transit once per month.

About four percent said they use transit every day or at least twice a week. 40 percent of transit users reported that work is their most frequent destination.

- Bicycle and Pedestrian Facilities. Approximately 46 percent of respondents said they use a bicycle. Of bicycle users 28 percent said they did so only for exercise and nearly 90 percent cited recreation sites as their most frequent cycling destination. Respondents were asked about their most frequent pedestrian destinations. About 42 percent listed "recreation" as the most frequent destination, followed by 22 percent who said "work," and 17 percent who said "shopping." About 20 percent listed other destinations, including restaurants and medical appointments.

- Public Square. Respondents were asked how often they travel to Public Square. About 50 percent said they travel there daily and 40 percent said they travel there weekly. All respondents reported they either walk or drive there. Zero respondents indicated they bike or take transit to Public Square.

Open-Ended Responses.

- Please expand Citibus routes and hours of operation. Please expand to include Sundays.

- We have a lot of work to do. People need to change their mindset about getting around and where they live, and we need more basic needs served in places that can be reached on foot. (Especially grocery stores.) Sidewalks need to be better, especially enforcement regarding parked cars, lack of maintenance, and lack of snow clearing. Downtown Watertown has plenty of parking - in fact it is mostly parking. Prime spots need to be reserved for elderly, disabled, mothers with very young children, and load/pick-up zones for quick stops. The rest of us can walk farther. Lack of routine physical activity is the #1 cause of poor health in the region and regular walking is the best way to remedy that. NO NEW ROADS.

- I really would move towards a county transportation system.

- Those living in the County do not have many options for Transportation if they don't have a vehicle and limited

funding. There needs to be other forms of Transportation in the outlying areas in the County

- Needs to be more enforcement of the speed limits and obeying traffic lights.
- Something is deparately needed to address lack of public transit for resident living outside of Watertown
- I would like to see a continued push for extending the multiuse trails in and around the city
- Thanks for considering my input
- While I don't use public transportation, I do believe in it. Much needed, would benefit those that live in more rural areas have access to health care, shopping, cultural and recreational opportunities.
- Clear sidewalks and well marked crosswalks with crossing guards would promote more walkers, making less car trafic in school zones, parking lots and drop off areas..aside from special needs or deliveries, kids should be walking at least a short distance to enter the schools...we could avoid car trafic around all of the schools if we routed parents to drop of zones further from the front doors.
- Hire more crossing guards
- We need to expand public transit to include greater coverage in area as well as shorter time routes and longer days to include Saturday and Sunday full service.
- While I adore the bus drivers and the schedule is always on time, it would only help city residents to add two more runs during the week at night. With getting out of work at 5 p.m., you can take the bus out for shopping, but there is no bus back.
- Bus routes should be included just outside the city.
- Need much better road markings. You can barely see the lines
- School zone speed limits, when they are in effect, and when the begin and end need to be clearer. People speed through

them because a 7am-6pm school zone, with no indication of if it's a school day or not, is ridiculous.

- The City of Watertown could absolutely benefit from having more bike lanes. This could help to create a culture of pedestrian and bicycle friendly streets. A culture in which cyclists do not have to ride their bicycles on sidewalks in order to feel safe and respected.

- School crossings need improvements, AND more enforcement of speed zones and yielding for pedestrians at schools. Even on local side streets it is not safe for young children to cross because few drivers will slow down or stop.

- More focus on bicycles, pedestrians and public transit, and less focus on personally owned automobiles.

- There's not much that transportation planning can do to improve the region without better enforcement of traffic laws. And there's a limit to what enforcement can achieve unless the penalties are severe enough to force driver compliance. It's unfortunate that social sanction alone is not enough to discourage people from driving recklessly. This region has the most terrifying drivers of any place where I have lived - a dangerous, toxic mix of sexually frustrated young men, demented geriatrics, and stone-cold sociopaths. Many of them should not be allowed to drive and some of them probably belong in prison. Please stop approving auto-dependent developments on the outskirts of villages while the city's oldest and densest neighborhoods continue to hollow out. Please start fining homeowners who don't shovel their sidewalks. Or, better yet, have city crews do it and send them a bill. Better still, just have municipal sidewalk clearance. Nothing else will guarantee safe sidewalks during the winter. Please enforce rules against blocking sidewalks in vehicles. I can walk around it easily (most of the time - and some people inconsiderately attempt to back over me, which isn't pleasant), but someone in a wheelchair or with another mobility impairment frequently cannot. Please stop lobbying for a missile installation at Fort Drum that will only make all of these problems work. I want to live in a region in which city neighborhoods and village centers exist to serve the people who live and work in them - in which these people can walk to meet most of their needs. I want to live in a region in which

travel between walkable places is safe and easy - and ideally possible by bike, not just by automobile. (We don't have a large or dense enough population to support most public transit, but the region's bus system could be better, too.)

- Excited to see the future growth of the transportation network! Let's make Watertown a spot that is known for it's pedestrian & bike friendly streets.
- Reroute freight truck traffic to avoid Public Square.
- There needs to be better cooperation between local governments to try and address issues such as transit and their interest in financially supporting a stop or service to their communities. There should also be an adopted standard for road construction and re-construction. Stop "milling" and re-coating a road..on my residential street the curbs have disappeared under multiple inches of blacktop! If roadways (and sidewalks)were properly constructed and maintained we might be able to accommodate more bike traffic and pedestrian traffic including those in handicapped wheelchairs, who currently travel in the roadway because the city won't standardize sidewalk replacement or do it themselves. My street has not been rebuilt in nearly 30 years! Is this because there isn't enough money? or not a priority for keeping our streets from becoming a series of asphalt patches and potholes? Adopt the Safe Streets model if necessary, but maintain, maintain,maintain !
- We need public transportation outside of the MPO, we need adequate transportation to and from Ft Drum, especially late at night on weekends, also to/from A Bay, Clayton, Sackets Harbor, Dry Hill Ski Area, Thompson Park, Westcotts & Southwicks Beach for kids to work.
- Snow on sidewalks is a HUGE problem in the city. Bad sidewalks are a problem for baby carriages, and just plain walking.
- A lot of the main roads seem to always be overly maintained and congested. While side roads have less traffic but rough surfaces. Where are the checks and balance between the

department that destroys the roads (e.i. Snow Plows) and the department that repairs the roads?

Individual Responses: Which Roadways/Intersections are your biggest concern?

- Arsenal St
- Arsenal & Massey, especially dangerous for pedestrians
- Public Square, Watertown
- Arsenal St Watertown needs speed limit lowered
- Arsenal street intersection by North Country Family Health Center
- Arsenal street watertown
- Washington Street, Watertown NY
- all the downtown intersections are poor
- Intersection of Leray and Mill St near the seaway plaza in watertown
- Safety on Arsenal Street, Watertown
- Public Square
- Arsenal St in town
- Washington
- N and S Pleasant Sts
- Pamelia 4 corners, Rt 37
- Watertown Center Square
- exit 48 I 81 n,s ramps town of pamelia
- Arsenal Street
- Roads leading to JCC

- Intersection- Arsenal Street and Arcade Street -City
- Arsenal and Massey (pedestrian crossing is unsafe)
- gotham and thompson blvd
- Square
- Area surrounding Lynde St, Watertown NY
- 12e between limerick and general brown high school
- Arsenal St
- Factory Street, City of Watertown
- Arsenal St @ Massey Furniture Barn
- Washington Street between City limit and Thompson Blvd, Watertown
- Arsenal & Massey (City of Watertown)
- Arsenal Street 100 block
- Public Square, Watertown
- Route 3
- Public Square
- NY Route 3 (Arsenal Street), City of Watertown
- Washington St. & Thompson Blvd - Watertown
- Crosswalks in front of WHS & Case Middle School (City)
- Public Square, Watertown City
- Arsenal St. - City of Watertown
- 5 way intersection of West Main and Pearl St. Watertwon

Public Participation Plan

Watertown Jefferson County Area Transportation Council
Long Range Transportation Plan
Revised May 16, 2017

CONTENTS:

1.0 Purpose of the Plan

Overview

The Watertown Jefferson County Area Transportation Council has received funding from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) of the U.S. Department of Transportation under the Metropolitan Planning Program (PL), as well as with funds through the New York State Department Transportation for the development of the initial Long Range Transportation Plan (LRTP). The project will be developed to meet the metropolitan planning requirements of the current Federal transportation legislation, Fixing America's Surface Transportation (FAST) Act.

The Watertown Jefferson County Area Transportation Council (WJCTC) is the Metropolitan Planning Organization (MPO) designated by the Governor of the State of New York for the City of Watertown and surrounding area in Jefferson County. It has the responsibility of developing and maintaining both a Regional Transportation Plan and a Transportation Improvement Program for the area's federal aid eligible highway and public transit facilities. The Council was established in 2014 when the population of the Watertown urbanized area exceeded 50,000 as determined by the 2010 Census. It was determined that the geographic area for the Council's transportation planning would be limited to the adjusted urbanized area.

A principal task of the WJCTC is to conduct studies and develop plans that inform and guide members of the Technical Advisory Committee and the Policy Committees in their decisions towards developing the Transportation Improvement Program. The LRTP sets the direction for major transportation investments in the WJCTC Planning and Programming Area over a 20 to 25-year horizon.

PPP Objectives

This Public Participation Plan (PPP) is intended to detail the strategy to engage community members and stakeholders in the planning process. Additionally, it ensures the Steering Committee (SC) and Project Team have a clear understanding of the challenges and opportunities within the study area. The PPP is designed to be a living document, which will evolve as project and community conditions change, and is intended to be implemented even after the LRTP process is complete. The outreach effort aims to engage a full range of stakeholders in the community, including residents, property and business owners, developers, institutions and key community organizations. The planning process will be transparent, and the public will have easy access to planning documents and project-related information.

Community Engagement Process

The public engagement process for this project aims to engage WJCTC, City of Watertown and Jefferson County staff, various stakeholders, citizens, businesses, and members of the public that influence or may be impacted by the project. The public engagement process will build and sustain two-way communication regarding the preparation of the Watertown Jefferson County Area Transportation Council's Long Range Transportation Plan.

This Public Participation Plan (PPP) intends to describe public involvement and the techniques used to engage those most directly impacted by the project. In addition, communication goals for project progress will be established, which identify critical points in the project process. Finally, this plan is intended to formalize the commitment of the project sponsors and team to solicit meaningful input and engage the public throughout the process.

While this PPP is intended to provide a framework for public engagement, it is also intended to be a dynamic strategy. This plan is developed with the flexibility to evolve over the course of the project as the effectiveness of various tools and techniques are evaluated and modified to better suit the project and broader community.

The plan's approach incorporates the following to ensure a quality public engagement process:

- **Community Needs and Expectations:** Early in the process, the project team identified key stakeholders and community leaders who are expected to represent the broader community. Target audiences for this Public Participation Plan are further described in Section 4.
- **Tools & Outreach Strategies:** The tools and strategies identified in this Public Participation Plan have been determined based on the team's understanding of the project and the community's expectation for involvement. The engagement and outreach techniques are more fully described in Section 5 of this plan.
- **Plan Design & Monitoring:** Finally, the PPP includes techniques aimed to engage and inform the general public and key stakeholders in a manner appropriate for the project. This plan will be flexible enough to respond to project level and community changes as the study progresses.

2.0 Project Team

The project team consists of the project sponsor, the Steering Committee for the project; which consists of staff from the NYSDOT, the City of Watertown and Jefferson County – and the project consultants from Barton & Loguidice, WSP | Parsons Brinckerhoff and Highland Planning. The WJCTC will be responsible for maintaining the contractual relationship with the consultant team. Staff from the SC agencies will be directly involved with the LRTP's development, and will assist with outreach efforts, public meetings and notices, as developed by the project consultants. The primary point of contact for the Project Consultants is Keith Ewald, Senior Project Manager at Barton & Loguidice, D.P.C..

WJCTC: Project Sponsor
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WJCTC: Project Manager
Alan Ricalton | al.ricalton@dot.ny.gov | (315) 785-2441

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Keith Ewald | kewald@bartonandloguidice.com | (315) 410-6656

WSP | Parsons Brinckerhoff
Fred Frank | frankfa@pbworld.com | (716) 853-1220

Highland Planning
Tanya Zwahlen | tanya@highland-planning.com | (585) 315-1834

3.0 Steering Committee

The Steering Committee for this project is comprised of three (3) representatives; one (1) each from the New York State Department of Transportation, the City of Watertown and Jefferson County. Members of the SC and their affiliation are outlined below.

The SC is to serve as an advisory group to the project team and will provide input and guidance as the project progresses. SC meetings will be held at key points throughout the process to review and provide input on project material, and to obtain insight prior to public outreach events. The SC is scheduled to meet six times throughout the project.

Steering Committee Contact List

Last Name	First Name	Email Address	Title	Affiliation
Ricalton	Alan	al.ricalton@dot.ny.gov	Assistant Region 7 Planning and Program Manager	NYSDOT
Wood	Justin	jwood@watertown-ny.gov	City Engineer	City of Watertown
Lawrence	Jim	jlawrence@co.jefferson.ny.us	Highway Superintendent	Jefferson County

4.0 Project Stakeholders

The project team has identified a preliminary list of key stakeholders to engage throughout the project. Key stakeholders include MPO member agencies, City and County representatives, property and business owners, members of various advocacy groups, with a vested interest in the project. The list will be modified as additional stakeholders may be identified throughout the project. The table below gives an overview of the different types of stakeholders and their roles and interests.

	PROJECT ROLE	ENGAGEMENT METHOD
Governmental Agencies City of Watertown Jefferson County NYSDOT Region 7 FHWA FTA	Provide understanding of data, funding opportunities, and other relevant local or regional strategies that relate to the project.	Steering Committee Meetings, Stakeholder Meetings
Development Organizations Fort Drum Development Group DANC	Provide understanding of issues and opportunities of transportation and development.	Surveys, Website, Public Meetings, Social Media, Stakeholder Meetings
Transportation interest Groups Watertown International Airport Bicycle Advocacy Group Volunteer Drivers Association	Provide input on transportation issues in the area.	Surveys, Website, Public Meetings, Social Media, Stakeholder Meetings
Community Groups Jefferson Community College BOCES Watertown School District ADA Advocacy Group	Provide understanding of community priorities and the interests of minority groups.	Surveys, Website, Public Meetings, Social Media, Stakeholder Meetings
Residents & Visitors	Provide understanding of potential issues and opportunities of the transportation system and its effect on quality-of-life in their communities.	Surveys, Website, Public Meetings, Social Media, Pop-up events

5.0 Meetings and Outreach

The project team will consist of six steering committee meetings, stakeholder meetings, two public meetings, a survey, and a project website. Email blasts, press releases and social media posts will be used to advertise public meetings and the survey. Below is an outline of each meeting.

Steering Committee Meeting #1

The goal of the Steering Committee Meeting is to communicate to the Steering Committee the current state of the project, and to collect guidance on the process. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may be provided for comment.

Objectives

1. Communicate the current state of the project
2. Collect feedback and guidance on next steps

Coordination

Barton and Loguidice D.P.C.: Preparation for meeting, facilitation, present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation followed by questions and answers.

Participation

Steering Committee Meeting #1 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Highland Planning. Highland Planning will notify SC members of the meeting through email.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Stakeholder Meetings

The project team will conduct stakeholder meetings with representatives of various stakeholder groups to collect their initial thoughts, connect them to the project, and get their feedback on the public engagement process. Highland Planning will conduct up to 20 meetings. They will provide the representatives with questionnaire forms in advance to prepare them for the interviews, as well as provide meeting summaries to the Steering Committee and the Project Team.

Objectives

1. Introduce and connect stakeholder groups to the MPO planning process and the LRTP project
2. Identify issues and opportunities that the LRTP should address
3. Identify additional stakeholders

Coordination

Highland Planning: Conduct and record stakeholder meetings. Curate stakeholder database.

WJCTC: Assist in generating list of stakeholders.

Format

One hour interview with questionnaire.

Participation

Representatives from Highland Planning and the stakeholder groups will attend the meetings.

Notification

Scheduling of the date and time for each stakeholder meeting will be conducted by Highland Planning.

Documentation

The meetings will be documented with questionnaires showing the stakeholder representatives' answers to the prepared questions, as well as additional notes by Highland Planning determined to be relevant to the project.

Public Meeting #1

The goal of the first public meeting is to familiarize the public with the role of an MPO, the LRTP, and how the community can participate.

Objectives

1. Educate the public about MPOs
2. Educate the public on the LRTP
3. Collect initial information about existing issues and opportunities
4. Educate the public on avenues for their involvement in the process

Coordination

Highland Planning: Preparation for meeting, facilitation, generation of meeting summaries.

WSP Parsons Brinkerhoff: Generation of materials for presentation and open house.

Barton and Loguidice D.P.C.: Presentation, generation of materials for presentation and open house.

Format

1. Short presentation, following by questions and answers.
2. Open house with display boards and opportunities for the public to speak to members of the Project Team.

Participation

Public Meeting #1 will be attended by stakeholders and members of the public.

Notification

Notification of the date, time, and agenda for Public Meeting #1 will be provided by the WJCTC. Highland Planning will notify members of the Steering Committee, the stakeholder database and the general public of the upcoming meeting through emails, press releases, content for the project website, and social media posts.

Documentation

Documentation of the public meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the presentation given by the project team, the comments/questions and feedback received, and the responses given from the project team. Meeting minutes and all meeting material used during the public meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Pop-up Events

Highland Planning will conduct outreach at up to two events in the region each lasting two to three hours. Outreach will be in a "tabling" format, and include information on the role of an MPO, the LRTP, and how the community can participate. The materials will be designed so that they can be used at other events, either unmanned or manned by WJCTC staff. Potential events to conduct engagement at are the Watertown Farmer's Market and the Watertown Farm & Craft Market.

Objectives

1. Educate the public on MPO's
2. Educate the public on the LRTP
3. Educate the public on avenues for their involvement in the process

Coordination

Highland Planning: Staff table. Identify events to attend.

WSP Parsons Brinkerhoff: Generation of materials for presentation table.

Barton and Loguidice D.P.C.: Generation of materials for presentation table.

Format

Table with information boards and a survey station.

Participation

Representatives from Highland Planning will staff the table at events that are open to the public.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Highland Planning will record the number of personal interactions with members of the public occurred at each pop-up event, as well as new contacts for the stakeholder database and comments received.

Steering Committee Meeting #2

The goal of the Steering Committee Meeting is to communicate progress to the Steering Committee and to collect guidance on goals, objectives, performance measures for the LRTP, and development and demographic trends. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may also be provided for comment.

Objectives

1. Communicate the current state of the project.
2. Collect feedback and guidance on next steps.

Coordination

Barton and Loguidice D.P.C.: Facilitate meeting. Present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation, followed by questions and answers.

Participation

Steering Committee Meeting #2 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Steering Committee Meeting #3

The goal of the Steering Committee Meeting is to communicate to the Steering Committee the current state of the project, and to collect guidance on existing and future roadway performance. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may also be provided for comment.

Objectives

1. Communicate the current state of the project
2. Collect feedback and guidance on next steps

Coordination

Barton and Loguidice D.P.C.: Facilitate meeting. Present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation, followed by questions and answers.

Participation

Steering Committee Meeting #3 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Steering Committee Meeting #4

The goal of the Steering Committee Meeting is to communicate to the Steering Committee the current state of the project, and to collect guidance on safety and security. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may also be provided for comment.

Objectives

1. Communicate the current state of the project
2. Collect feedback and guidance on next steps

Coordination

Barton and Loguidice D.P.C.: Facilitate meeting. Present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation, followed by questions and answers.

Participation

Steering Committee Meeting #4 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Steering Committee Meeting #5

The goal of the Steering Committee Meeting is to communicate to the SC the current state of the project, and to collect guidance on the proposed transportation improvements. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may also be provided for comment.

Objectives

1. Communicate the current state of the project
2. Collect feedback and guidance on next steps

Coordination

Barton and Loguidice D.P.C.: Facilitate meeting. Present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation, followed by questions and answers.

Participation

Steering Committee Meeting #5 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Public Meeting #2

The goal of the second public meeting is to present the draft plan to the public and collect responses.

Objectives

1. Present the plan to the public in an engaging way
2. Use public meeting to increase positive press of WJCTC
3. Collect necessary feedback to complete final version of the plan

Coordination

WSP Parsons Brinkerhoff: Generation of materials for presentation

Barton and Loguidice D.P.C.: Presenting draft plan. Generation of materials for presentation.

Highland Planning: Preparation for meeting, facilitation of public input, generation of meeting summaries.

WJCTC: Presenting draft plan.

Format

1. Short presentation, following by questions and answers.
2. Interactive discussion about inventory, issues and opportunities.
3. Small group work to refine vision, goals, and objectives.

Participation

Public Meeting #2 will be attended by stakeholders and members of the public.

Notification

Notification of the date, time, and agenda for Public Meeting #2 will be provided by the WJCTC. Highland Planning will notify members of the Steering Committee, the stakeholder database and the general public of upcoming meetings through emails, press releases, content for the project website, and social media posts.

Documentation

Documentation of the public meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the presentation given by the project team, the comments/questions and feedback received, and the responses given from the project team. Meeting minutes and all meeting material used during the public meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Steering Committee Meeting #6

The goal of the Steering Committee Meeting is to present the Draft Plan Document. Information on such aspects of the project as public engagement, draft documents, data analysis, and project updates may also be provided for comment.

Objectives

1. Present the Draft Plan Document
2. Collect feedback

Coordination

Barton and Loguidice D.P.C.: Facilitate meeting. Present project updates.

WSP Parsons Brinkerhoff: Represent Project Team, present project updates.

Highland Planning: Summary of public engagement efforts. Generation of meeting summary.

Format

Short presentation, followed by questions and answers.

Participation

Steering Committee Meeting #6 will be open to the Steering Committee and Project Team.

Notification

Notification of the date, time, and agenda for each meeting will be provided by Barton & Loguidice.

Documentation

Documentation of the meeting will be the responsibility of Highland Planning. Documentation provided will be in the form of meeting minutes. Meeting minutes will include a summary of the information presented by the project team, the comments/questions and feedback received from the Steering Committee, and the responses given from the project team. Meeting minutes and all meeting material used during the meeting will be made publicly available on the project website approximately two (2) weeks after the completion of the meeting.

Other Outreach Tools

Several different tools will be employed to organize information, document input, and evaluate the stakeholder and public participation process. Additional outreach tools are described briefly in the following sections.

Stakeholder Database

A stakeholder database will be developed and maintained that includes the name, title, agency, address, phone number, and email address of each person or stakeholder that will be included in the stakeholder outreach efforts for this study. The WJCTC will provide initial information to populate the database, and additional information will be gathered through the outreach process.

Surveys

The purpose of the survey will be to identify issues and opportunities that the public identifies for the 2045 Long Range Transportation Plan. The survey will be administered electronically through Survey Monkey during the first phase of the project.

The consultant team will work with the SC to develop appropriate questions for the survey and to develop a flyer, a social media graphic and an email template for use on email blasts.

We propose the survey be advertised to the stakeholder list through email, and by the appropriate Public agencies as follows:

- Send emails to various distribution lists they have available to them, as appropriate.
- Post a social media graphic announcing the survey details on their social media platforms.
- Advertise the survey on their websites.
- Distribute/post flyers in the area as deemed appropriate.

Website

The project team will work with the WJCTC and the project partners to host project-related materials and/or information on their websites. Web information may include educational materials, meeting announcements, and the project schedule.

Social Media

The project team will consider using social media outlets to advertise outreach meetings, present project materials, or post educational information as the project progresses, and as determined appropriate by the project lead.