Village of Webster

Village Core Circulation, Accessibility and Parking Study



SRF & Associates • Rochester, New York Ingalls Planning & Design • Fairport, New York Steinmetz Planning Group • Hilton, New York Urban Advisors • Rochester, New York

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Inventory, Analysis, Needs & Opportunities

DRAFT

Acknowledgements

Study Advisory Committee

Peter Elder, Village of Webster Mayor Patti Cataldi, Town of Webster Board Member Anne Dyring Riley, Local Attorney Ann Carmody, Office of Public Information and Communication Relations, Webster CSD David Zorn, Genesee/Finger Lakes Regional Planning Council Tony Favro, Genesee Transportation Council Dan Hallowell, New York State Department of Transportation Karl Unrath, Village of Webster Business Improvement District Glenn Cooke, Webster Community Coalition for Economic Development Scott Leathersich, Monroe County Department of Transportation Matt Chatfield, Village Planning Board Member

Study Preparation Team / Consultants

Stephen Ferranti, Principal, SRF & Associates Matt Ingalls, Principal, Ingalls Planning and Design John Steinmetz, Principal, Steinmetz Planning Group Glenn Kellogg, Principal, Urban Advisors

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section I Introduction

Introduction

Today's community transportation issues involve much more than moving vehicles and preserving safety and efficiency of travel. Creating walkable, livable communities requires a balanced mix of land uses and a high degree of street and route connectivity. Public safety, economic development, the environment, and quality of life are also critically important in understanding transportation problems and solutions. There are opportunities in the Village of Webster to create strong, identifiable connections to activity centers, while also enhancing the safety and livability. A major goal of this study is to balance the needs of motorists travelling on the roadways within the Village, while also preserving and enhancing the community's character, economic vitality, and walkability.

The quality of the public realm contributes to the overall economic and social well-being of a community. Streets and the public spaces along them must be attractive, safe, and function effectively. This study will carefully evaluate the existing streetscapes and public realm experience and develop a framework for which to make enhancements that balance the needs of all users. Developing a thriving village is complex and inextricably linked to many functions and factors. Land use and transportation components – pedestrian, bicycle, transit, and vehicular – must be coordinated with good urban design elements.

Community Background and Study Area Description

Acting as a gateway to Lake Ontario from communities east of the City of Rochester, the Village lies along the heavily traveled routes of North Avenue (Route 250); Route 104; and Route 404. Webster Village's "Four-Corners" has a storied past dating back to 1812. Named for the Massachusetts senator and statesmen, Daniel Webster, the Village is located on historic Ridge Road. The Village began as an agricultural center and later grew to be an important node in the link between a shipping port on Lake Ontario to the Erie Canal and New York Central Railroad. Once incorporated in the year 1905, the Village began to see the construction and formation of modern-day infrastructure and services: gas-lit streetlights, a volunteer fire department, and a dependable source for the Village's water supply to name a few.

hands-on tool for improving a neighborhood, city or region. It has the potential to be one of the most transformative ideas of this century.

Council of Chicago

'Placemaking' is

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WEBSTER WHERE LIFE IS WORTH LIVING

Existing Village gateway signage 🔺

Serving as a regional leader in the canning and shipment of dried apples, as well as small wood-working industries through





World War I, Webster was able to weather the economic downturn of the Great Depression. As nearby communities felt the decline of the agricultural industry and the expansion of the suburban style of development, the Village continued to grow in response to the annexing of 182 acres of land in the Village's northeastern corner to help establish the home of Xerox for years to come. Route 104's construction helped establish a link into the metropolitan area and continue the area's growth.

The Village of Webster is located within the Town of Webster in the northeastern corner of Monroe County. The "Main Hub" of the Village Core is situated around the intersection of North Avenue/South Avenue and Main Street. Bisecting the northern and southern portions of the Village is Route 104. This expressway acts as a major connection route between lake-side communities as well as urban areas, such as Rochester and Buffalo.

As expressed in the 2011 Village of Webster Comprehensive Plan, five subareas have been identified as part of the Village Core Revitalization Plan. The adjacent illustration depicts the boundaries of the planning subareas. Each subarea is unique unto itself in terms of architectural character, mix and type of land use, development patterns, pedestrian/bicyclist amenities, and potential for redevelopment.

The study area consists of six intersections within the Village, stretching from North Avenue/Main Street to North Avenue/ Orchard Street, as shown in the graphic to the left.

Study Purpose, Process, & Preliminary Goals

The purpose of the Village of Webster Core Circulation, Accessibility, and Parking Study is to develop feasible planning, design, and regulatory concepts that aim to improve circulation, accessibility, parking, and safety for pedestrians, bicyclists, and motorists alike. This plan will aid officials in guiding future projects in such a way as to achieve a balance among modes of transportation and land uses to promote The Village of Webster's goals as stated in the 2011 Village of Webster Comprehensive Plan.

At the beginning of the study, a Steering Committee (SC) was formed to establish Village priorities, provide continuity and oversight, and progress the goals of the Comprehensive Plan with respect to transportation and community design. The committee has guided the study process, participated in a Community Workshop, and acted as liaisons to the broader community. Members of the committee include Village officials, nearby local business representatives, and interested residents. Other members include representatives from the New York State Department of Transportation (NYSDOT), Genesee Transportation Council (GTC), Genesee/Finger Lakes Regional Planning Council (GFLRPC) and Monroe County Department of Transportation (MC-DOT). GTC is the regional Metropolitan Planning Organization (MPO) that is overseeing and administering the Village of Webster Core Circulation, Accessibility, and Parking Study. GTC is responsible for the disbursement of federal aid monies for transportation-related projects, programs, and initiatives.

A Zoning Advisory Group (ZAG) was formed to help garner a greater understanding of the existing regulatory framework and inform the proposed amendments to the zoning code. The ZAG is comprised of representatives from the Village Planning and Zoning Boards, as well as other interested parties.

Additionally, an Economic Development Roundtable was convened to create a dialogue on the economic opportunities that are currently available to the Village. The Roundtable consisted of the Village Mayor, representatives from the Planning Board, Town Board, local attorney, local business owners, GTC, Webster School District, Village Business Improvement District (BID), and Webster Community Coalition for Economic Development (WCCED).

At the project kickoff meeting, various issues were identified. As a result, there are eight categories that provide a basis of focus for detailed study in this report. They include: economic vitality; parking; pedestrian circulation; bicycle mobility; gateways and wayfinding; access management; traffic related congestion; regulatory language including Village code and zoning; and any other issues identified throughout the study.





Light post with community banner and trimmings 🔻

A Public Community Workshop was held on February 6th, 2013 to discuss the goals of the study, as well as present initial findings from the Consultant Team's detailed study of the Village Core. In addition, the public was presented the question of "What makes a Village unique?" and the inherent connection to a community's "sense of place." Following the presentation of Village characteristics, a Community Preference Survey (CPS) was administered during the Workshop to gauge local attitudes towards various types of design including architecture, landscaping, signage, and overall appearance of the streetscape. A summary of the comments received during the workshop and the results of the CPS are described in the Needs and Opportunities section of this report.

As a result of the feedback given, preliminary project goals have been established. These goals are aligned with the vision and recommendations set forth by previous plans for the Village of Webster, so as to develop a cohesive framework for actions to be implemented within the Village. These project goals are:

- Safe and convenient linkages to parking and key destinations;
- Stimulate economic vitality;
- Strengthen community character and identity using improved streetscape aesthetics; and
- Importance of walkability as a tool for economic growth, improved physical and mental well-being, and reduced environmental impacts

SECTION II

Inventory & Analysis

Inventory & Analysis

Community Assets

There are several community assets within and in close proximity to the Core Village study area. To start, the Village is home to over 5,000 residents (Census 2010). Webster is known as a historic village that is "provides a pleasant residential environment."¹ The Village provides housing of all types from single family units to townhouse complexes. An estimated 20% of the houses built within the Village were constructed prior to 1940. The residential neighborhoods on the west side of South Avenue and the south side of Main Street are relatively high density with short block lengths and concrete sidewalks on both sides of the street. This type of housing in close proximity to the Village Main Street makes "active living" a real possibility for Village residents. The connectivity and interaction between residential uses and Main Street are very important to the sustainability of Webster and its continued success as a small historical Village. As a result of the residential sector and other historical properties, as well as the desire to preserve the historic feel and enhance economic development, the Village Historic Preservation Commission was established in 2005.

Residents also have access to nearby schools and recreational facilities. There are five parks within the Village, including Veterans Memorial Park located adjacent to the four-corners. The Route 104 multi-use trail is another asset that links the Village to nearby communities. North Ponds Park is located west of the study area along the Route 104 Trail. Residents also have access to the Webster Recreation Center located just north of the study area along Chiyoda Drive. Webster is also home to the Webster Museum and Historical Society located on Lapham Park that celebrates the history of the community and its residents.



In terms of the populations workforce, the 2010 Census described the Village has being home to managers, professionals, and residents associated with technical, sales and administrative positions. Xerox, the "World's Image Centre" has called Webster home for many years. At the time of the 2011 Village of Webster Comprehensive Plan, 6,000 people were employed at the facility. As a result of the Great Recession and the changing economic climate over the last several years, the facility has experienced a downturn in employment. The Village has an established Business Improvement District (BID) that aims to "protect and enhance the unique character of the Village." There are many business located along North Avenue from Main Street to Orchard Street and, as a result, in 2010 the BID was expanded from the central core to include those properties.²

1 Village of Webster Comprehensive Plan. 2011. Page 12

² Comprehensive Plan. 2011. Page 10

Existing Plan Summary

The Village and its partners have completed a number of planning efforts over the past three years that are relevant to this study. These include:

2010 Village Core Revitalization Plan - This plan was prepared by the Webster Community Coalition for Economic Development (WCCED) to guide commercial and industrial investment in the Village's that will strengthen the local economy while preserving the unique characteristics of the community. The process used to develop this plan included two public informational sessions and a detailed survey of local building owners. Key recommendations that relate directly to this study include:

- A. Making Webster's Core a good place to do business by:
 - Developing marketing brochures/material for business attraction. Include demographic and market data, the current mix of traffic and pedestrian counts, information on special events, business assistance programs and incentives, and contact information.
- B. Expand and enhance regional connections by:
 - Requiring housing and commercial developers to incorporate sidewalks or trails into their site design, linking to existing facilities.
 - Adopting access management regulations that dictate the use of inter-parcel connection requirements, shared driveways, etc.
 - Addressing the need to overcome the barriers to safe and convenient connectivity which have been created by the Route 104 interchange.
- C. Ensure that the Village Core is aesthetically pleasing by:
 - Creating and adopting design and architectural standards or guidelines to complement use and bulk requirements for commercial developments.
- D. Stress the Village Core's identity and role as a gateway by:
 - Selecting and installing various components of a gateway plan such as signs, art, landscaping, surface materials, banners, lighting, streetscapes, and wayfinding elements.
- E. Create a Village Core that is a place for people:
 - Housing in the Village core area is important and developers should be encouraged to build market rate and upscale housing.
 - North Avenue needs to be promoted as an area with viable development potential.

- F. Providing effective wayfinding and convenient parking:
 - The Village and the BID should consider the design and installation of distinctive wayfinding signs that are unique to Webster yet centered around a common theme to help make people feel welcome in the Village Core and to make it easier to maneuver around it, whether by foot, bicycle or car.
 - Public parking in the Village Core needs to be effectively managed with improved signage and efforts to dispel the perceptions that there are too few parking spaces.
 - Maps and kiosks should be considered and village quadrants should be labeled.
- G. Making the Village Core Accessible and Safe by:
 - Providing ample accommodations for non-motorized forms of transportation.
 - Educating community about benefits of non-motorized travel and available facilities.
 - Continuing to look for opportunities to improve parking in the Village Core to support the business customer base.
 - Investigating means for improving pedestrian safety such as installing additional crosswalks. Capacity studies should be undertaken as part of this process.

The goals and recommendations contained in the Village Core Revitalization Plan have been incorporated into and adopted as part of the 2011 Village Comprehensive Plan.

2011 Village Comprehensive Plan - This Plan articulates a vision, goals and objectives for the Village to work towards over the next decade. According to the Comprehensive Plan, the stated vision for the community is; "The Village of Webster is a thriving community with pedestrian-friendly streets and sidewalks that connect stable and diverse residential neighborhoods with services found in a strong commercial core. The Village Core is a vibrant center of activity focused on Main Street and four-corners, forming the central identity of this unique community and creating a distinct sense of place. Commercial and residential areas promote high-quality architecture and site design that complement the valued historic forms of the 19th and 20th centuries, while providing a walkable environment that retains traditional village character. The community strives to provide necessary services, parks and recreation opportunities that meet the needs of residents and businesses in an efficient and cost effective manner, while encouraging appropriate growth and investment."

In order to achieve this vision, the Plan contains goals and objectives for Community and Public Services, Community Identity and Economic Development, Residential Neighborhoods, Historical Preservation, Parks and Recreation, Infrastructure and Utilities, Vehicular and Pedestrian Accessibility, Natural Resources and Inter-municipal Cooperation. The following objectives and implementation items related directly to this study. It should be noted that the recommendations from the 2010 Village Core Revitalization Plan that were incorporated into the Comprehensive Plan have NOT been re-printed here:

- A. Community and Public Services Identify alternative transportation opportunities and the effectiveness of existing transit service and utilization rates.
 - Lobby the Rochester Greater Regional Transit Authority to place a future Suburban Transit Center or Transit Oriented Development within the Village of Webster.
- B. Residential Neighborhoods Improve and enhance the character of neighborhood streetscapes.
 - Create a listing of appropriate large shade trees for use in right-of-ways, and avoid the use of minor deciduous trees in these areas.
 - Require the planting of one large shade tree per 50 linear feet of new roadway construction, to be placed in the right-ofways.
 - Require the planting of a minimum of one large shade tree per housing unit in new residential developments, in addition to street tree plantings.
 - Require the installation of sidewalks and curbing on all new public or private streets in the Village.
 - Modify the zoning code in the R1-13.6 and R1-9.6 concerning setback and area requirements such that new development in these districts will conform to the existing community character of adjacent residences.

- C. Parks and Recreation Investigate and create proposals to acquire land for new parks and expansion of existing parks where possible.
 - Investigate the feasibility of developing a small neighborhood park on excess Federal property (1.6 acres) behind the U.S. Post Office at the terminus of Reynolds Road.
 - Investigate feasible development of a public park north of Route 104, potentially as part of future private real estate development activities.
- D. Vehicular and Pedestrian Accessibility -
- 1. Objective #1: Provide safe and convenient pedestrian access between residential areas and major community destinations.
 - Inventory sidewalk conditions throughout the Village, and identify critical gaps in service.
 - Identify funding sources such as the Federal Safe Routes to Schools program, to repair and extend sidewalks in targeted areas.
 - Perform a gap analysis for potential crosswalks along South Avenue, North Avenue, West Main Street and East Main Street to improve pedestrian mobility between Village quadrants.
 - Identify improvements to pedestrian accessibility through the Route 104 interchange with North Avenue.
 - Extend sidewalks or dedicated non-motorized trails to all Village parks.
 - Require the installation of sidewalk and trail connections to adjacent streets, parks and pedestrian networks for all new development.
- 2. Objective #2: Identify opportunities and needs for traffic calming design elements.
 - Seek consultation and commitment from Monroe County, the State Department of Transportation and the Genesee Transportation Council on the development of an action plan to mitigate safety concerns.
 - Encourage other entities to make necessary improvements as needed, which occur outside of the Village of Webster's jurisdiction.
- 3. Objective #3: Identify opportunities to enhance the availability of and access to public parking.
 - Enhance the Village's current parking way finding system with a public educational and marketing campaign that promotes Village businesses and the location of available parking.
 - Investigate the provision of dedicated and visually enhanced sidewalk connectivity between the municipal parking lot behind the Village Hall and Routes 250 and 404 to service adjacent businesses.
 - Investigate the feasible relocation and consolidation of both the stand-alone Village highway department garage behind Village Hall and the stand-alone salt storage barn on Dean Spring Drive to an alternate location, opening these areas to expanded public parking.

- Investigate alternative parking configurations for the area in front of the Webster Museum on Lapham Park to increase capacity.
- E. Natural Resources Establish and enhance the extension of the Town of Webster Hojak Trail from the Village line to Phillips Road; ensure the use of such trail as a recreation trail and a nature corridor for deer.
 - a) Investigate funding sources for beautification of trail.
 - b) Identify signage, which will indicate local wildlife in the area.
- F. Inter-municipal Cooperation Collaborate with the NYSDOT and GTC regarding future transportation improvements to Route 104, Route 250 and Route 404.
 - Meet with the Department of Transportation on a regular basis.
 - Appoint a liaison to the Genesee Transportation Council.
 - Transfer Route 404 corridor from New York State to the Village.

The Comprehensive Plan also contains a Future Land Use Map for the Village. This map is intended to guide land use decision making by the Village Board, Planning Board and the Zoning Board of Appeals and is shown on the opposite page.

2011 Village of Webster Design Guidelines - The purpose of these guidelines are to, "maintain the Village's historic character, provide for enhanced walkability, and support a vibrant economic and neighborhood environment." In order to accomplish this, the guidelines articulate design criteria for Site Planning, Architectural Expression and Streetscape improvements for the following geographic areas:

- Main Street Character Area;
- West End Business District Character Area;
- Neighborhood Commercial Character Areas;
- North Village Mixed Use Character Area; and
- North Village Light Industrial Character Area.

These guidelines were adopted as part of the 2011 Comprehensive Plan and are now being utilized by the Village as development applications are reviewed.

The Future Land Use Pattern articulated in the Comprehensive Plan is shown to the right. In addition to the land use pattern shown in the map, the following land use recommendations may be relevant to this study.

North Village

- a. Neighborhood Commercial would extend up North Avenue to Commercial Street.
- b. Light Industrial Use would be proposed to the east and west of the Neighborhood Commercial use area along North Avenue.
- c. The east Light Industrial Use would end at the Village line and Orchard Street. The west Light Industrial Use would be a transition area leading to a more heavy industrial use along the east and to the north of Orchard Street, (the Light Industrial Use would continue as a frontage to the north along Orchard Street).
- d. Multifamily would be permitted in the Light Industrial Area.
- e. A small neighborhood park and public parking area should be established to the north of Route 104 Expressway.

Other Areas

- a. The area along South Avenue should be multifamily to Clover Drive. It should be kept residential with parking to the rear. Front lawns should be retained.
- b. There are two parcels north of Foster Drive. The more southerly parcel should become an extension of Harmony Park. The northerly one might be used for a park or for single-family use.
- c. The Village should look into squaring off Village boundary lines.
- d. The large parcel south of State Road and east of Webster Road should be some kind of single-family residential use.
- e. Connecting sidewalks to the existing Village sidewalk system should be present in every new subdivision and should be on both sides of the street, where possible.



Figure 1: Future land use map

Village of Webster's Transportation Characteristics

Main Street (Route 404) is a New York State highway that travels in an east/west orientation and provides a major linkage between the City of Rochester and its first ring suburbs to more rural communities. The portion of the roadway within the study area is functionally classified as an urban minor arterial roadway. There is one travel lane in each direction. The Village speed limit is posted at 30 miles per hour (MPH).

Main Street - Quick Facts

- Functional Classification:
 Urban minor arterial
- Right-of-way: **66'**
- Sidewalks:
 ~4' outside of Main Hub. 6.5' to 7' sidewalk within Main Hub
- Travel-way width:
 44' (outside of Main Hub) to 33' (within Main Hub)
- Speed limit:
 30 MPH
- Transit:
 Rochester Regional Transit Service
- Bicycle Facilities:

Not a dedicated bicycle route; however, rated as "Good" according to the 2009 Genesee Transportation Council (GTC) Bicycling Map



Existing view facing east - west of North Avenue



Existing view facing east - east of North Avenue

Of particular notoriety is the condition of the roadway and curb reveal. Roadway striping is worn and shows aging typical of traffic and weather related conditions. Textured crosswalks are a prominent feature of the Four-Corners. However, the crosswalks show signs of wear as the stamped brick pattern has become smooth and has lost its original definition. In terms of curb reveal, the definition between the travel-way and pedestrian realm or sidewalk is important to provide a buffer between users as well as offering drainage benefits. Within the Village, Webster's curb reveal is shallow to non-existent in some locations.



Existing view facing east

North and South Avenues - Quick Facts

- Functional Classification:
 Urban principal arterial/minor arterial
- Right-of-way: **66'**
- Sidewalks:
 4' to 5' in most locations. 7' underneath Route 104
- Travel-way width:
 36'
- Speed limit:
 30 MPH
- Transit:
 No stops provided
- Bicycle Facilities: Not a dedicated bicycle route; however, rated as "Good" according to the 2009 Genesee Transportation Council (GTC) Bicycling Map

North and South Avenues (NY Route 250) is a NYSDOT highway that travels in a north/south orientation. The highway is functionally classified as a principal arterial roadway between the southern edge of the Village boundary and NY Route 104. The portion of the roadway

north of NY Route 104 to the northern Village boundary is classified as an urban minor arterial roadway.



Existing view facing north

Existing Traffic Data & Analyses

Weekday PM (4:00PM-6:00PM) vehicular turning movement count volumes and pedestrian crossings were collected by SRF & Associates (SRF) at six intersections within the study area on between November 13th, 2012 and November 28th, 2012. The existing peak hour volumes are illustrated on **Figure 2** and provided in the Appendices. Generally, the peak hour was 4:45PM-5:45PM. The Consultant Team observed and documented traffic operations along the study area roadways during peak and off-peak hours. Average daily traffic (ADT) volumes on the study area roadways were documented based on the turning movement counts collected by SRF.

Vehicular Traffic Analysis

Data was collected to assess the quality of traffic flow for the existing PM peak hour conditions. Capacity analysis is one technique used for determining a measure of effectiveness for a section of roadway and/or intersection based on the number of vehicles during a specific time period. The measure of effectiveness used for the capacity analysis is referred to as a Level of Service (LOS). Levels of Service are calculated to provide an indication of the amount of delay that a motorist experiences while traveling along a roadway or through an intersection. Intersection capacity analyses have been performed and described in this section of the report.

Six Levels of Service are defined for analysis purposes. They are assigned letter designations, from "A" to "F", with LOS "A" representing operating conditions with the least time delay. LOS "F" is the least desirable operating condition where longer delays are experienced by motorists. The standard procedure for capacity analysis of signalized and unsignalized intersections is outlined in the 2010 Highway Capacity Manual (HCM 2010). Traffic analysis software, SYNCHRO 7 (Build 773, Rev 8), which is based on procedures and methodologies contained in the HCM 2000, was used to analyze operating conditions at study area intersections. The procedure yields a Level of Service based on the HCM 2010 as an indicator of how well intersections operate. Existing operating conditions are documented in the field and modeled using traffic analysis software. The traffic analysis models are calibrated based on the actual field observations.

Existing operating conditions during the peak study periods are evaluated to determine a basis for comparison with the future no-build conditions. Capacity results for existing and future no-build conditions are depicted in **Figures 2** through **3**. All capacity analysis calculations are included in the Appendices.

To account for normal increases in area-wide growth, including any unforeseen developments in the study area, a traffic volume growth rate of 1% per year has been applied to existing traffic volumes based upon historical traffic volume growth in the study area. A twenty (20) year traffic forecast is used for future traffic analyses.



Figure 2: Existing LOS results

VILLAGE OF WEBSTER

All intersections operate at level of service (LOS) "D" or better on all approaches during the PM peak hour under existing and background conditions with the exception of the following locations that operate at LOS "E": the Donovan Street westbound approach, and the Reynolds Road eastbound approach to North Road.

Figure 3: Future no-build LOS results



2032 Future No-build Level of Service Conditions (PM Peak Hour - 4:45PM to 5:45PM)



Graphic Scale (In Feet)

Pedestrian and Bicycle Conditions

Providing safe routes of travel for cars, bicycles, and pedestrians is a responsibility and priority for all communities. The pedestrian realm can be defined as the area of the right-of-way (ROW) between the roadway and the abutting building façade. This is the primary area designated for pedestrian circulation. The pedestrian realm often includes:

- Sidewalks width and quality;
- Buffers, sometimes called the tree-lawn or the furnishings and edge zones, which are areas between the sidewalk and the roadway, used to create space between pedestrians and vehicular traffic;

- Everywhere is walking distance if you have the time.
 - Steven Wright

- Street/pedestrian lighting;
- Pedestrian amenities features for convenience and safety of pedestrians (e.g., benches, pedestrian signals, curb ramps);
- Signage; and
- Street furniture (e.g., benches, waste and recycling containers, public art)

Oftentimes, traffic control devices, road signage, and other objects are placed within the pedestrian realm, but may not be intended for the use of pedestrians. In this case, these items can become obstructions for pedestrians. Pedestrian safety factors present in the travel-way include crosswalk length and quality and presence (or absence) of medians as well as the type of median.

It is important that pedestrian related facilities be provided in areas that experience frequent pedestrian traffic. Pedestrian facilities can encourage a more active lifestyle leading to improved health, lower transportation related costs, and reduced roadway congestion. Focusing investments on pedestrian related improvements can also improve safety for adults and children alike, especially in areas where there are students who choose to walk to school versus using being dropped off or using the bus.

Bicycle safety is judged on the presence or absence of a dedicated bicycle facility, shared lane widths including the on-street parking lane, and the amount of space a cyclist needs to safely maneuver. Other considerations which affect bicycle safety are speed limits; ADT volumes; lane width and shoulder space; and pavement conditions; percent of heavy vehicle traffic; number of driveways; and any obstructions to the public realm, including overgrown landscaping and road grates. Bicycle infrastructure and facilities were reviewed during field observations of the study area.

Bicycle safety is judged on presence or absence of a dedicated bicycle facility, shared lane widths including the on-street parking lane, and the amount of space a cyclist needs to safely maneuver. Other considerations which affect bicycle safety are speed

What attracts people most, it would appear, is other people.

William H. Whyte

limit, annual average daily traffic (AADT) volumes, **Table 1** provides an overview of these features in the Village of Webster.

Highways can also be evaluated to determine their user friendliness as it relates to bicycle or pedestrian users as opposed to the traditional motor vehicle. As mentioned earlier in this section, the most

common measure of effectiveness used for vehicular traffic, Level of Service, is based on capacity of the roadway and delay incurred by motorists. Levels of service can also be calculated for bicyclists and pedestrians using the same highway by considering the users' comfort level with the highway as it relates to buffer areas, sidewalk widths, vehicular volumes and speeds, landscaping, obstructions, conflicts, crossing oppor-



Bicyclist riding with traffic

tunities, etc. These features are some of the factors that are used in evaluating the bicycle and pedestrian levels of service and compatibility levels. Levels of service for pedestrians and bicyclists can be compared to those used to describe intersection operating conditions where LOS "A" and "B" generally describe above average conditions, "C" and "D" describe acceptable roadway performance, and "E" and "F" describe deficient facilities. It is important to note that not all roadways in a community should be expected to rate LOS "A" or "B" which indicates a performance level well above average. LOS "A" or "B" may be expected in

Seg_ID	Road Name	From	То	Len- gth (Ls)	Dir. of Sur.	Lan Th	es (L) Con	ADT	Post. Spd. (SP _p)	W Pa W _t	idth of vemen W _i	t W _{ps}	Occ. Park. Pavecon W _{ps} (OSPA) PCt PCt		Pavecon Bike PC _t PC ₁ Mark S		Bike Lane Cross Mark Sec.		Tree Spcg. in Buffer	% with Sidewalk	Swalk Width (Ws)	Bic L(Score	ycle OS Grade	Pede LC Value	strian DS Grade
				(mi)		#			mph	(ft)	(ft)	(ft)	(%)	(15)	(15)	(Y/N)	(C/S)	(ft)	(ft/ctr)		(ft)	(16)	(AF)	(16)	(AF)
1.0	Barrett Drive	NY Route 104	Crosspointe Lane	0.10	NB	2	U	7,000	30	11.5	1.5	0	0	4.0	3.0	N	S	0.0	0	0	0.0	4.18	D	4.25	D
1.0				0.10	SB	2	U	7,000	30	11.5	1.5	0	0	4.0	3.0	Ν	S	0.0	0	0	0.0	4.18	D	4.25	D
2.0	Barrett Drive	Crosspoint Lane	Main Street	0.16	NB	2	U	7,000	30	12.0	0.0	0	0	4.0	-	Ν	С	5.0	0	100	5.0	4.12	D	2.73	С
2.0				0.16	SB	2	U	7,000	30	12.0	0.0	0	0	4.0	-	Ν	С	0.0	0	0	0.0	4.12	D	4.20	D
3.0	Commercial Street	Martin Street	NY Route 250	0.44	EB	2	U	1,000	30	12.5	0.0	0	0	3.0	-	N	S	0.0	0	0	0.0	1.13	А	2.73	С
3.0				0.44	WB	2	U	1,000	30	12.5	0.0	0	0	3.0	-	N	S	0.0	0	0	0.0	1.13	А	2.73	С
4.0	Donovan Street	NY Route 250	Middle	0.14	EB	2	U	840	30	10.0	0.0	0	0	3.0	3.0	Ν	S	0.0	0	0	0.0	1.84	В	2.97	С
4.0				0 14	WB	2	U	840	30	10.0	0.0	0	0	3.0	3.0	N	S	0.0	0	75	4.0	1.84	В	2.70	С

Table 1: Example results of PBLOS spreadsheet

locations such as college campuses, downtowns, tourist centers, and activity centers. LOS ratings of "E" and "F" describe degrees of unacceptable performance.

SRF & Associates performed a field audit of pedestrian related amenities. **Figure 4** shows the location of corridor-wide sidewalks, marked crosswalk locations, and nearby recreational destinations. The Village of Webster, within the study area, generally lacks any form of dedicated bicycle facilities. However, the area east of Dunning Avenue and Kircher Park has striped shoulders that can serve as an appropriate bicycle facility. The travel lanes are generally wide enough to accommodate a bicyclist, however, the presence of on-street park-

Nothing compares to the simple pleasure of a bike ride.

John F. Kennedy

STUDY AREA ORCHARD R HOJACK TRAIL STATE HWY 104 ECCOR. KITTLEBERGER P NORTH PONDS PAR STATE ROUTE 104 TRAIL VETERANS MEMORIAL LEGEND CROSSWALK LOCATION MULTI-USE TRAIL IDEWALK (4.44 MILES) VILLAGE BOUNDARY

ing can reduce the effective width a bicyclist needs to safely ride within the roadway. Additionally, as riders approach the underpass of Route 104 along North Avenue, the amount of traffic and lack of shoulder space negatively impacts the riders' experience. Main Street and North/South Avenues within the study have been rated as "good" under the rating scale derived by the Genesee Transportation Council Bicycle Map 2009. This is the highest rating possible for GTC inventoried roadways. Furthermore, the Route 104 and Hojack Trails provide an important opportunity for trail users to connect to places outside of the local area.

Figures 5 and **6** illustrate the pedestrian and bicycle levels of ser-

Granhic Scale (In Feet)

Figure 4: Parks and recreational facilities

vice within the study area. The Bicycle Level of Service (BLOS) results indicate that the lowest scores, "D" occurred in areas that are narrow in width due to on-street parking and travel lane width and also have higher volumes of vehicles. Areas that received scores from "A" to "C" are indicative of more comfortable bicycling environment due to a combination of variables considering wider lane widths, lower traffic volumes, and striped shoulders. Likewise, lower pedestrian level of service results indicate areas that, although sidewalks may be present, the lack of a well defined buffer space and higher vehicle volumes can have a negative effect on the pedestrian environment.



Figure 5: Existing pedestrian LOS



Bicyclists riding along North Avenue 🔻





Pedestrian and Bicycle Safety Evaluation

Pedestrian and bicycle related crashes were reviewed for the time period from 2007 through 2011. During the four-year time period, a total of eight were documented along Main Street and North Avenue; comprised of four bicycle and four pedestrian-related crashes within the study area. **Figure 7** illustrates the crash summary.

Of the eight accidents, five have occurred within 600' from the intersection of Main Street and North Avenue. One bicycle crash occurred at the interchange of Route 104 and North Avenue.



Transit Service

A comprehensive transportation network is able to accommodate users on multiple levels. As previously discussed, pedestrian and bicycle modes of transportation are present. The fourth level of transportation facilities (vehicular, pedestrian, and bicycle are the first three) is the availability of transit routes and stops.

Rochester Genesee Regional Transportation Authority (RGRTA) operates Regional Transit Service (RTS) routes throughout the greater Rochester region. Route numbers 30 and 45, a part of the RTS regional area service, services the Webster community. Stops are located along Main Street, as reference below.



Parking Supply

Conveniently located, adequate and safe parking is a key component to the success of any commercial district. Using a combination of aerial photography and field checks, the supply of both on-street and off-street public parking were compiled.

On-street Parking Supply

Daytime parking is permitted on all village streets except where prohibited by signs. None of the on-street parking is metered. No overnight parking is allowed from November 1 to April 1, to allow for snow removal by DPW crews.

There are approximately 103 on-street parking spaces along Main Street as indicated in **Figure 8**. Approximately 62 spaces are striped out as a "parking box". The remaining spaces are located east of the Four-Corners within an un-striped shoulder space.



On-street parking along Main Street

Off-street Public Parking Supply

The Village has four public surface parking lots with a total of 266 off-street spaces. All lots include public parking signs. **Figure 9** illustrates the location and quantity of parking. All off-street public parking spaces



Municipal parking lot signage

are within a 5-minute walk, as shown in **Figure 10**, from the epicenter of the fourcorners. This is important in that the majority of businesses and Core Village activity centers are located within the 5-minute "walkshed" of available public parking. However, given the central location of the public lots, the lot behind Village Hall appears to be underutilized.

Consideration should be given to promoting these public parking areas based on a short walking distance rather than location alone. Additionally, the wayfinding attributed to the municipal lots appear to be difficult to read from a passing vehicle, as the signs are located back from the roadways.

There are no public parking lots north of Route 104.



Note: No overnight parking is allowed from 2AM to 6AM.

Figure 8: On-street parking supply

Graphic Scale (In Feet)



Figure 9: Off-street parking supply 🔺



Note: Each ring denotes a 1-minute walk

Figure 10: Off-street parking supply walkshed

SECTION III Needs & Opportunities

Needs & Opportunities

Public Outreach Results

Public Workshop

In order to gather meaningful public input, the Steering Committee and the Consulting Team held a Public Workshop was held at the Village Community Meeting Hall on February 6th, 2013. Approximately 13 knowledgeable and engaged citizens attended the workshop. The purpose of the workshop was to solicit input on the effectiveness of the transportation system, adequacy of the parking supply and location, and the condition of the pedestrian realm as it relates to walkability and connectivity within the Village. Members of the community have shared valuable opinions and insights regarding: pedestrian and bicycle circulation and connectivity; parking availability and proximity; congestion problems; overall aesthetic appearance; the needs for gateway treatments; parking availability; safety and operations at the North Avenue/NY Route 104 interchange; future redevelopment of Xerox held land; and u-turns on Lapham Park. The information gathered at the workshop has proven to be instrumental in identifying circulation, accessibility, parking, and overall appearance issues, opportunities, and the potential for improvements within the Village.



Participants at the Public Workshop 🔺

What follows is a summarized compilation of the comments received during the workshop. Three maps were provided: 1) an overall existing roadway plan, 2) a North Village aerial, and 3) a South Village aerial, for citizens to mark-up and identify key issue locations. The comments are subdivided by map and reported based on the study area as a whole. It should be noted that the following comments are solely feedback expressed by the residents of the Village of Webster and do not necessarily represent opinions of the Consultant Team.

Connectivity/Linkages:

North Village

- » Need for improved connectivity throughout the northern part of the Village
- South Village
 - » Desire for improved linkages (e.g., wayfinding) between the municipal parking lots and Main Street and North/South Avenue
 - » Desire for better connectivity between key destinations (e.g., Reynolds Road residential properties to the Post Office on Barrett Drive)
 - » Development of sidewalks on southern side of Main Street adjacent to Barrett Drive
- Noted desire to replicate the pedestrian linkage between the parking lot behind Prime Steakhouse and Main Street elsewhere throughout the Village.
- North Avenue/NY Route 104 interchange highly important linkage opportunity:
 - » No refuge
 - » No greenery
 - » Poor lighting and crossing signal maintenance
- Difficulty for pedestrians/bicyclists to continue on NY Route 104 trail as it relates to crossing North Avenue
 - » "Lack of crossing opportunities inhibits walking."
- Desire for connection between Orchard Street and Hojack Trail

Parking Needs:

- Perceived lack of parking supply as it relates to Main Street activity
- Generally sufficient supply of on-street parking
- · Noted concern regarding size of on-street parking spaces in regards to space length and parallel parking
- Signing of municipal lots is difficult to see (signs are set too far back)
- No design (architecturally, wayfinding) uniformity between municipal parking lots
- Visitors to Village typically park in lot behind Village Halls

Character/Definition:



Public Workshop comment maps

 Although not brought up as a topic of discussion during the breakout session, a Visual Preference Survey was conducted to elicit feedback

Streetscape:

- Desire for benches, trash receptacles (combined with benches), bike racks, street trees (appropriately chosen types)
- Enhanced definition between NY Route 104 and Donovan Street
 - » Main Street east of North Avenue is too wide
 - » Curb bump-outs are helpful
 - » Desire for more crosswalks

Traffic Operations:

- Frequency of u-turn traffic (searching for parking) and truck traffic (delivery purposes) on Lapham Park
- Difficulty for northbound left turning traffic to exit: Pierce Street, Sherwood Avenue, Lapham Park



Participants at the Public Workshop 🔺

- Congestion issues related to northbound motorists turning left into driveways on west side of North Avenue between Main Street and NY Route 104.
 - » Likewise for southbound motorists turning left into driveways on east side
 - » Noted that there have been conversations regarding rear access and shared access roads Access Management
 - » Difficult for vehicles to exit driveways making a left turn
 - » Possibility for center left turn lanes
- Noted comment regarding the desire to reduce commercial (truck) traffic on Main Street
- · Circulation on Samford Street during school peaks causes localized traffic congestion
- Ebner Drive has speed related concerns
- Motorists have been known to drive through the red light at the Samford Street signal
 - » May be an issue with visibility
- Motorists will speed through the intersection of Main Street/North Avenue to beat the red
- Bottlenecking concerns north and south of NY Route 104 as travel lanes decrease from two to one
 » It becomes a raceway to merge into one lane of traffic
- Intersection in front of Spry Middle School is too narrow along South Avenue

Walkability/Bikeability:

- Issues regarding bicyclists riding on sidewalks
- Desire for wider sidewalks, particularly in "Main Hub" of the Village.
 - » Idea mentioned regarding removing several on-street parking spaces to effectually widen the sidewalk
 - Vendors could use the extra space during street fairs, events, etc.
- Expressed need for pedestrian crossings (ability to cross Main Street) at the intersections of: Dunning Avenue and Kircher Park, as well as at locations east of North Avenue.
- Concern for pedestrian/bicycle/vehicle related conflicts and lack of definition (e.g., defined driveways) along North Avenue from NY Route 104 to Donovan Street
- No pedestrian lighting at crosswalks at Orchard Street and Phillips Road
- Noted desire for more bicycle storage facilities (e.g., bike racks)
- Lack of crossings along South Avenue (e.g., limited crossing opportunities for children walking to school)
- Noted concern regarding uneven sidewalks (tree roots and seasonal effects)



Comments received during the Workshop 🔺

Safety Concerns:

- Concerns regarding the operation and maintenance of pedestrian signals at signalized intersections (Phillips Road/Orchard Street and Main Street/North Avenue)
- Lack of pedestrian focused lighting at critical junctures (overpass of NY Route 104/North Avenue)
- Expressed need for safer pedestrian environment around Spry Middle School
 - » Within the past year and a half, a child was struck by a vehicle while walking to school
- Desire for North Avenue/NY Route 104 Pedestrian Safety Enhancements

Development:

- Losing the farmer's market to the mall had a negative impact on the Village
- Potential future mixed-use and/or commercial development on Xerox land
- Development opportunity of the property on the south west side of Commercial Street and Martin Street
- North Village area is industrial, however, it is an area in transition
- Underutilized land at northwest corner of Main Street/North Avenue intersection
 - » Needs better coordination with parking lots in the area
- Although Xerox is in decline, housing development is "booming" north of NY Route 104

Community Preference Survey Summary

During the Public Workshop, a Community Preference Survey was administered to gauge local attitudes towards various types of design including architecture, landscaping, signage, and overall appearance of the streetscape. What follows is a brief summary of the results from the CPS as well as information learned from discussions with local stakeholders. Further direction in response to the CPS will be sought at the Zoning Advisory Group meeting on April 4, 2013.

Brief synopsis

- Strong preference towards development that is designed for people rather than the automobile Village Character.
- Much of the groundwork is in place (Comprehensive Plan, Design Guidelines, Neighborhood Business (NB) District)
- Future of Northeast (NE) Quadrant is cloudy (industrial, big-box, or mixed-use)
- NB not welcome in NE Quadrant
- Much of the existing districts are acceptable
- Planning Board and the Development Review Process has traditionally had to do the heavy lifting to get amenities & connections
- Scattered regulatory framework

The image to the right is an example of the images surveyed during the CPS and the results from the participants. Each image has a calculated average score, median score, percentage of scores less than 4 and percentage of scores greater than 6. The results of the CPS will depict the design principles that are preferred within the Village of Webster.



Example CPS results sheet

Crosswalk Quality of Service

Well defined pedestrian crossings are especially important to the safety and comfort of pedestrians. An inventory of all marked crosswalks that traverse Route 250 and Main Street at signalized intersections was performed for this study. Information was collected on the width, length, presence of curb ramp and pedestrian signals at each signalized crosswalk location. This data was then analyzed to develop and Level of Service for each crossing. **Figure 4**, as illustrated previously and reprinted to the right, illustrates the locations of pedestrian crossings at signalized intersections.

Based on documentation of the crossing facilities available on Route 250 and Main Street, as assessment of how well the crosswalks serve pedestrians was performed. The crosswalk assessment was based on the Level of Service Model for Signalized Intersections for Pedestrians. Several characteristics of the pedestrian crossing factored into the assessment, including:

- Number of potential conflicts between vehicles and pedestrians;
- Perceived comfort of pedestrians;
- Vehicle speed; and
- Number of lanes being crossed

Crosswalk Location	Score				
Xing WB Route 104 Ramp W. of North Ave	3.12	С			
Xing Main W. of North Ave	3.06	С			
Xing North Ave N. of Main	2.68	С			
Xing Main E. of North Ave	2.65	С			
Xing South Ave S. of Main	2.63	С			
Xing EB Route 104 Ramp E. of North Ave	2.28	В			
Xing North Ave S. of EB Route 104 Ramp	2.11	В			
Xing WB Route 104 Ramp E. of North Ave	1.69	В			
Xing EB Route 104 Ramp W. of North Ave	1.69	В			

* Sorted from worst to best performing crosswalk

Table 2: Crosswalk LOS results



Crosswalk at four-corners

These variables were used to analyze the level/quality of service at each crosswalk. The results of this analysis demonstrate that there are no immediate safety concerns at any of the crosswalk locations within the study area. On a grading scale of LOS "A" through LOS "F", all of the crosswalks on North Avenue were rated with LOS "B" or LOS "C", meaning that the crosswalks, provide an acceptable way for crossing the street in a reasonably safe and comfortable fashion.

Although the results of the Crosswalk Assessment point out that there are no apparent safety concerns at any of the signalized crosswalks that were analyzed (all of the crosswalks are assessed at LOS "B" and "C"), it does not evaluate the frequency, location, or convenience of crosswalk locations along the corridor. For example, the distance between the marked crosswalk locations at Main Street/North Avenue and North Avenue/Route 104 measures at approximately



Denotes signalized crossing

Reprinted Figure 4: Parks and recreational facilities

1,120'. The recommended minimum spacing between crossing locations is 325' to 500'. Long distances between crosswalks can encourage pedestrians to cross the roadway at mid-block locations where motorists may not be expecting such an act to occur. Streetscapes, and more importantly communities, are more walkable and pedestrian friendly when crossing locations are clearly defined and provided within acceptable distances from one another to encourage safe and efficient pedestrian circulation.



Crosswalk west of four-corners



Parking Assessment

As outlined in the *Inventory and Analysis* section, there are approximately 266 public parking spaces within a 5-minute walk of the four-corners. Although parking appears to be underutilized in the municipal lot behind the Village Hall, the availability and accessibility of parking has been raised as an issue that must be addressed. Opportunities to help resolve this issue must be explored. They include:

- Wayfinding System Although public parking signs are helpful in identifying public lots, they do not help visitors reach their destination. A more sophisticated system that helps visitors identify where they can park for specific destinations and then assist them in getting there might be needed. The public parking signs could be at the foundation of such a system.
- **Reframe the parking paradigm** Most people want to park as close to their destination as possible. Rather than promoting parking based on location alone, consideration should be given to promoting it based on walking distance and time. This will take a concerted effort by all stakeholders to deliver a consistent message regarding parking.





•Strengthen connections to public parking areas -The experience visitors have along connections between parking and destinations can impact their desire to walk. People are more likely to walk when connections are identifiable, safe, and inviting. For instance, the connection between Main Street and the parking lot behind Prime Steakhouse (see image left top) is a good example of an identifiable, inviting connection between. This practice should be used as a benchmark for further connections within the Village.

(clockwise from top) Pedestrian connection at Prime Steakhouse, pedestrian connection at Village offices, pedestrian connection across from NOCO

Benefits of Active Transportation

Early communities and settlements were developed understanding that the only form of transportation was a walkable environment for its citizens. As time advanced, so did technological innovations. Horse and buggy cart-ways eventually led to horse-pulled streetcars and electrified trolley lines. The turn of the century marked another important achievement in the world of transportation – the motorized vehicle. As the 20th Century rolled on, so did the automobile. Never before had it been so easy and convenient for people to transport themselves to their destinations than with the use of the vehicle. After World War II, the advent of new development patterns – suburban, "lollypop" subdivisions – encouraged a more drivable environment over a walkable and bikeable environment. Now, in the 21st Century, the effects of a more sedentary lifestyle can be seen in rising obesity rates, diabetes, and other health related effects of an inactive lifestyle.



Establishing and improving upon a more walkable and bikeable environment helps to create an improved active transportation system. The benefits of active transportation for the Village of Webster can be seen in several important categories: health, economic, social, and environmental. These benefits can lead to a more sustainable and thriving community. The following expands on the benefits associated with active transportation.

Health

- As of 2010, more than 35% of American adults were obese.
- In 2003-2004, more than 17% of American children were overweight, with this rate continuing to rise.
- By 2030, the obesity rate amongst adults will rise to 42%.
- Physical activity can reduce the risk of diseases such as diabetes and heart disease while helping lower obesity levels and improve heart and lung function.
- Increased physical activity can lead to improved health and an overall increase in personal well being.
- Children are more likely to perform better academically in school.

Economic

• The average American spends 18 cents of every dollar earned, while the lowest income families spend more than double that amount.

- Automobile owners spend on average \$7,000 to \$8,000 per year on vehicle travel related Transportation the process expenses.
- The average cost of owning a bicycle is \$120 per year.
- Walking and biking saves money that can be spent on local shops and businesses.
- An active lifestyle can increase one's health, thereby reducing their health care costs.
- A more walkable community can help raise property values and increase tax-based revenues that can be used for place-based improvements.

Social

- The more people walk and bike, the more likely they are to interact socially with one another.
- Recent trends indicate young adults prefer compact, walkable communities where they can live, work, and play.
- Places that are designed around an active lifestyle can lead to people lingering amongst public spaces, thereby benefiting local businesses and encouraging social interaction.
- Walking, bicycling, and using transit as modes of transportation gives the user a choice of the routes they choose to take. This freedom can help reduce stress and health related impacts that stems from traffic congestion and other vehicle related impacts.
- Active transportation can reduce the frequency of pedestrian and bicycle related accidents resulting in a more livable community.

Environment

- Walking and bicycling produce no greenhouse gases.
- Active transportation can reduce traffic congestion, thereby reducing harmful greenhouse gas emissions.
- 60% of vehicle pollution is created in the first few minutes of operation.
- 50% of an average Americans' trips can be complete within a 20-minute bike ride, while a 25% are within a 20-minute walk.
- Transportation sources account for 27% of total greenhouse gas emissions.
- A four-mile by bicycle keeps about 15 pounds of pollutants out of the air.





Economic Roundtable Summary and Assessment

The Village participants generally seemed well aware of the pressures and opportunities facing their community. They talked about how developable land on the north side of 404 is being infilled. Without a plan for this area, the new neighborhood may likely develop it's own commercial center independent of Main Street. There may be an opportunity to plan for better access to Main Street, concentrating commercial uses in the existing downtown core. This will require a plan that encourages housing and commercial development in a walkable environment with easy access to Main Street amenities.

Most national employment growth is found in smaller firms. This makes sense as one considers the life-cycle of a company: small firms with new ideas grow, employing more people and large firms make use of economies of scale, and find efficiencies by condensing. Based on current patterns in Webster, 40% of firms are likely in need of employment space with less than 35,000 square feet (although warehouse users may require larger employee to square foot ratios). These small firms are often the same ones that prefer to locate near the amenities offered by main streets. This suggests an opportunity to plan for small businesses within walking distance, and on second floors above Main Street.

This area already has a strong employment base, with 88% of the workforce commuting from outside the area. There may be an opportunity to capture a larger percentage of workers with housing products close to work and Main Street amenities.

In examining the types of households in the Village, 30% are single person households. This suggests a potential demand for products other than conventional single family houses.

There is a national lifestyle trend toward walkable downtowns, reflected in market premiums for both housing and retail. Webster is advantageously positioned in the north east corner of Monroe County, far from nearby "competition" of downtown Rochester, East Rochester, Fairport and Pittsford.

The Village should plan for an expanded pedestrian network that will accommodate new residents and businesses connected to the existing infrastructure of Main Street.

