

INNER LOOP EAST RECONSTRUCTION PROJECT

REMOVE • RESTORE • RECONNECT • REVITALIZE

HIGHWAY **US DOT TIGER**
CITY OF ROCHESTER | MONROE COUNTY, NEW YORK STATE

25TH CONGRESSIONAL DISTRICT
ROCHESTER URBAN AREA (UA)

TIGER GRANT FUNDS REQUESTED : \$17,700,000
JUNE 3, 2013



City of Rochester, NY



May 31, 2013

The Honorable Raymond LaHood, Secretary
United States Department of Transportation
1200 New Jersey Avenue SE
Washington, DC 20590

RE: Inner Loop East Reconstruction Project

Dear Secretary LaHood:

I am pleased to submit this application for FY 2013 TIGER Discretionary Grant Program funding to construct the visionary Inner Loop East Reconstruction Project. The requested \$17.7 million will complete the funding package for this regionally-significant \$23.6 million project that will quite literally redefine Downtown Rochester at a time when our city and region desperately need investment.

The City of Rochester and the Genesee-Finger Lakes Region are still feeling the effects of the 2001-2003 recession, during which more than 20,000 jobs were lost from our area. The Great Recession of 2007-2009 led to the loss of 15,000 additional jobs from the region. Despite notable economic successes in recent years, the number of jobs in our region remains well below Year 2000 levels. As of April 2013, unemployment in the City of Rochester remained above 9%, higher than the state and national rates.

A vibrant regional economy requires a vibrant center city. Accordingly, the City is aggressively investing in its downtown area, enhancing public infrastructure and attracting private investment. No project is more central to our revitalization strategy than this project. The requested TIGER funding will be used to remove a deteriorated and underutilized section of the Inner Loop Expressway in Downtown Rochester and replace it with a new high quality complete street. This project will reconnect neighborhoods, remove structurally-deficient bridges, encourage walking and biking, and create more than nine acres of land for redevelopment that will generate jobs and leverage private investment. This innovative project meets all of the TIGER Long-Term Outcomes and has an overwhelmingly positive Benefit-Cost ratio.

Thank you for the opportunity to apply for TIGER funding. If you have any questions, please do not hesitate to contact me directly.

Sincerely,

Thomas S. Richards
Mayor

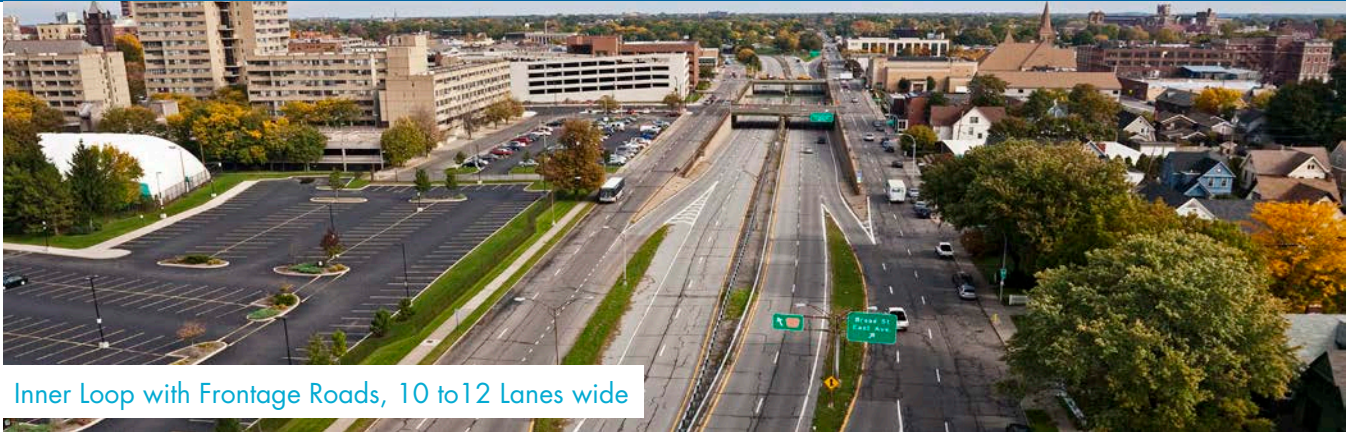


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EXECUTIVE SUMMARY



Inner Loop with Frontage Roads, 10 to 12 Lanes wide

With broad-based community support, the City of Rochester is seeking \$17,700,000 in FY2013 TIGER Discretionary Grant funds to complete the Inner Loop East Reconstruction. This project has been envisioned for more than two decades, and after years of careful planning and design, the City and region are now ready to bring it to fruition. The Inner Loop East Reconstruction Project fits the goals of the TIGER program and meets all of its requirements. This infrastructure investment will fund a truly transformative project that will provide economic development and quality of life benefits to the City of Rochester and the surrounding communities.

The Inner Loop Expressway encircles the City of Rochester's Central Business District, cutting off the downtown area from adjacent vibrant and densely-populated neighborhoods. This inefficient grade-separated expressway is underutilized by vehicular traffic, stifles downtown redevelopment, and discourages greater use of alternate modes of transportation. In order to encourage sustainable economic growth and create a more livable, vibrant downtown, Rochester plans to reconstruct a segment of the Inner Loop, from the west of Monroe Avenue to north of Charlotte Street, into a modern day "complete street" flanked by mixed-use redevelopment. The project will remove the early 1960's expressway infrastructure that is on the verge of requiring substantial investment, including 4,400 ft. of

4 to 6 lanes of expressway and three federal-aid bridges, two of which are structurally-deficient and in need of major rehabilitation. Additionally, the project will enhance traffic safety by re-establishing the original low speed two-way street grid and eliminating the high speed expressway facility, which contains numerous non-standard features (e.g. lack of shoulders) and non-conforming features (e.g. ramp layouts). Ultimately the conversion from high speed to low speed facility will reduce the severity of accidents within the corridor, an important safety benefit.

Simultaneously, the Inner Loop East Reconstruction will remove a significant barrier to redevelopment in the East End, one of Rochester's most important downtown districts, and reconnect thriving east side neighborhoods with the downtown area. The construction of an at-grade complete street supporting bicycle and pedestrian traffic between these two areas of the city will help create a more livable and walkable community, providing having substantial social benefits. (Design Alternative depicted on the following page.)

Completion of the project will strengthen existing development initiatives within the surrounding project area. Additional benefits include opening roughly nine acres of "new" lands for mixed-use redevelopment and "green space". For example, a key stakeholder and neighbor to the corridor, the Strong National Museum of Play, attracts over 600,000 national and international visitors annually (www.museumofplay.com), completed a \$37 million expansion in 2007, and is now considering plans for further expansion with the elimination of the Inner Loop. Redevelopment of these lands will create jobs, grow the tax base, and generate private investment.

Completing the transformation of this overbuilt highway into a high quality city street is critical to the continued evolution of this section of Center City. As evidence of the catalytic nature of this infrastructure investment, letters of interest from many of the region's most prominent developers are included with this application. Endorsement letters may be viewed at www.cityofrochester.gov/innerloopsupport/.

EXECUTIVE SUMMARY



DESIGN ALTERNATIVE
Reestablish Historic City Street Grid



Inner Loop East Reconstruction Project

The project is located in the City of Rochester, a federally-designated Economically Distressed City that is still struggling to recover from the 2001 recession. Employment levels in the Rochester Metropolitan Area remain 20,000 jobs below their Year 2000 peak. Unemployment in the City of Rochester is well above the national average and the poverty rate is more than double that of New York State and the nation as a whole.

The Inner Loop East Reconstruction Project is about capturing the opportunity to reconnect neighborhoods, spur economic development, and provide an appropriately-scaled, complete city street "grid" by eliminating an under-used grade-separated, access-controlled expressway facility with its adjacent one-way frontage streets. The Rochester Inner Loop Expressway (NYS Route 940T) is a Federal Aid Principal Arterial on the National Highway System that comprises an internal circulation ring around the Center City (See project location map below).

PROJECT SPONSOR

City of Rochester, New York

PROJECT CONTACT

Highest Level Contact:

Mayor Thomas S. Richards

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COST AND AMOUNT OF TIGER GRANT REQUEST

Total Project Cost:

\$23,600,000

TIGER Grant Request:

\$17,700,000



I: PROJECT DESCRIPTION



The Inner Loop East is a four to six lane divided expressway which is complemented with parallel two to three lane one-way frontage streets. The frontage streets and the Inner Loop are connected with entrance and exit slip ramps. This results in a facility that in some places has as many as twelve travel lanes and occupies a width ranging from 182 feet to 355 feet (curb to curb). This section of the Inner Loop serves approximately 6,990 vehicles per day just south of East Main Street and 10,560 vehicles per day just north of Monroe Avenue/Chestnut Street. These volumes are better served by a lesser facility, such as a high quality city street, which is more in context with the surrounding neighborhoods and consistent with prior plans that call for the "rightsizing" of city streets. In fact, the volume of traffic carried by the frontage roads is higher than the volume of traffic on portions of the Inner Loop expressway. Video of a typical

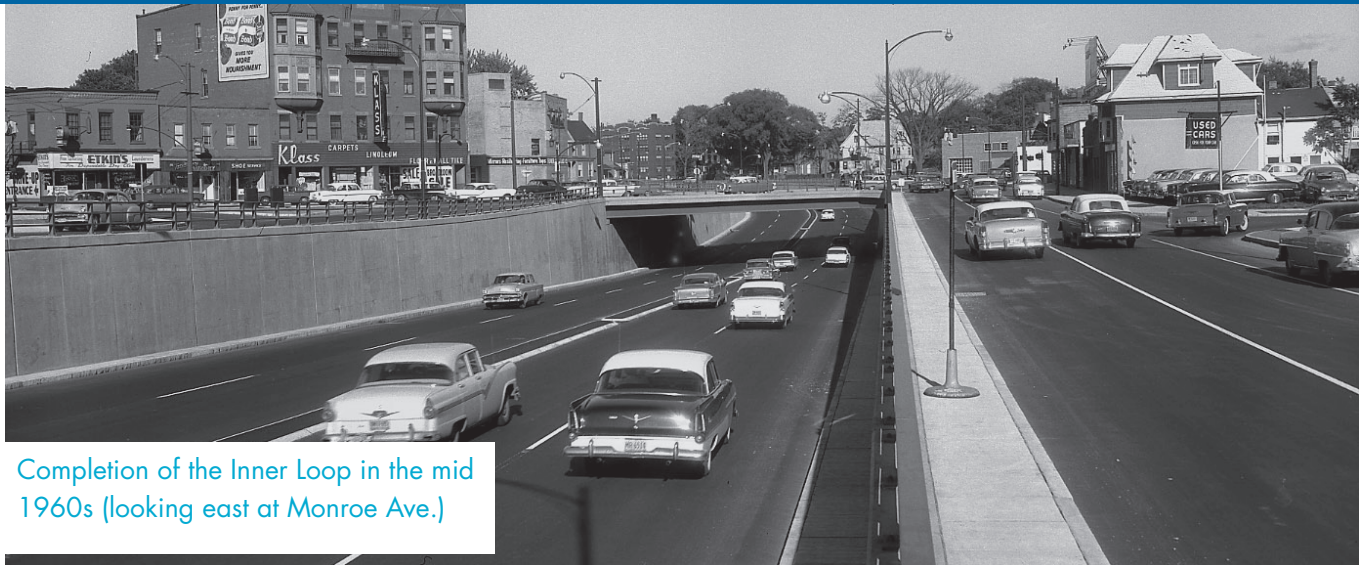
rush hour commute on the Inner Loop, available at www.cityofrochester.gov/innerloopmultimedia/, shows little to no traffic on this high-capacity roadway at the busiest time of day.

PROJECT HISTORY

With the vehicle population explosion in and around the City of Rochester in the 1930's and 1940's, the New York State Department of Transportation and the City of Rochester developed plans in the late 1940's for a network of boulevards and expressways designed to reduce traffic congestion on local city streets and improve access around the Center City. The Inner Loop Expressway was part of the new network built in the late 1950's and early 1960's to better distribute traffic through and around downtown, connecting to I-490 and ultimately intended to complete the extension of I-390 to the Central Business District area. The construction of the Inner Loop necessitated the razing of businesses and homes on 149 parcels, resulting in a distressing effect on the surrounding neighborhoods.

As time passed, the I-390 extension to the CBD never came to fruition, halted by community activists who had seen the deleterious effect expressways had on other city neighborhoods. As a result, the Inner Loop has never handled the traffic it was built to serve. This, combined with the City's population loss due to suburban sprawl (from a peak of over 330,000 in 1950 to just over 210,000 in 2012) has resulted in the overbuilt, under-utilized Inner Loop which exists today. Over the last two decades, many plans and studies have been completed with the goal of revitalizing the Center City and adjacent neighborhoods. Virtually all of these planning efforts have envisioned removal of some or all of the Inner Loop and

I: PROJECT DESCRIPTION



Completion of the Inner Loop in the mid 1960s (looking east at Monroe Ave.)

its replacement with a less-damaging, community-oriented street. These plans are summarized below:

The Inner Loop East area occupies some of the most valuable real estate in Center City. While it is currently underutilized and underdeveloped, with careful planning and a consistent, coordinated effort, the opportunity exists to realize the vision of a “new town, downtown” that completes and reconnects this portion of downtown to its adjacent neighborhoods. Within the southeast area, connecting the East End (west side of Inner Loop from Main Street to Broad Street), Upper East End (east side

of Inner Loop from University to north of Canfield), Manhattan Square (west side of Inner Loop from Broad Street to Monroe Ave), Park Avenue, Monroe Village, and Wadsworth Square districts is essential. Removing the southeast section of the Inner Loop will finally make this vision possible. Studies have also identified land use recommendations for new development resulting from the removal of this section of the Inner Loop, which are in harmony with the adjacent neighborhoods. The Inner Loop East Reconstruction Project can truly redefine the Rochester community.

PROJECT CHALLENGES AND OBJECTIVES

In its half-century of existence, the Inner Loop has never carried the traffic it was built to serve and is now widely viewed as a detriment to both the city and region. This inefficient grade-separated expressway serves as a barrier between Downtown Rochester and adjacent densely-populated neighborhoods, stifling redevelopment and discouraging greater use of alternate modes of transportation. The expressway is out of context with the surrounding community, creates a number of unsafe situations that need to be addressed, and hinders the overall economic vitality of the area. Further, two deteriorated bridges in the project area are in need of continuous costly repairs to address structural deficiencies and are proposed for removal through this project.

The Inner Loop East presents a significant barrier to pedestrian and bicycle mobility within the heart of the City of Rochester. Pedestrian access within the project limits from South Clinton Avenue to East Main Street (one mile) is limited to just four street crossings (i.e., Monroe Avenue, Broad Street, East Avenue and East Main Street) over the

SUPPORTIVE PLANS AND STUDIES

- The Vision 2000 Plan (City of Rochester, 1990)
- Inner Loop Improvement Study (City of Rochester, 2001)
- Downtown Charrette (AIA Rochester, 2003)
- Center City Master Plan (City of Rochester, 2003)
- Manhattan Square Park Master Plan (City of Rochester, 2002)
- Downtown Charrette – A Community Based Vision Plan for Downtown Rochester (Rochester Regional Community Design Center, 2007)
- The Renaissance 2010 Comprehensive Plan (City of Rochester, 2000)
- Rochester Bicycle Master Plan, (City of Rochester, 2011)
- Center City Circulator Study, (City of Rochester, 2011)
- CCMP Update Survey, (City of Rochester, 2013)

I: PROJECT DESCRIPTION



Inner Loop. More specifically, a major gap exists between Monroe Avenue and Broad Street (a distance of 1/3 mile or 1,700 feet) in the vicinity of two major pedestrian generators (i.e., The Strong National Museum of Play and Manhattan Square Park) resulting in pedestrians unsafely and illegally crossing the high speed expressway on a routine basis as it vertically transitions to an at-grade facility. Per its Complete Streets Policy (adopted November 15, 2011), the City of Rochester takes into account the interests of all users (i.e., bicyclists, pedestrians, transit users, the disabled, and motorists of all ages and abilities) in all of its capital projects. This Complete Streets Policy is an important policy step in the implementation of the Rochester Bicycle Master Plan, completed in January 2011 with a goal of being recognized as a Bicycle-Friendly Community. With nearly 50 lane miles of on-street bicycle facilities added between 2011-2013, it is no surprise that Rochester was named a Bronze-level Bicycle Friendly Community

by the League of American Bicyclists in October 2012. But the City is now striving for silver. The Inner Loop East Reconstruction Project will result in a complete street, incorporating wide sidewalks and an innovative physically separated two-way cycle track, which provides much needed connectivity for cyclists and pedestrians alike. The resulting facility will be a key link in the city's growing bicycle network. As evidence of the importance of this new complete street to area residents and commuters, letters of support from the Rochester Cycling Alliance, a local cycling advocacy group, and Reconnect Rochester, a local transit advocacy group, are attached.

It is now time to rebuild this section of the City, developing a true sense of place through an appropriately scaled transportation facility. To accomplish this, the Inner Loop East Reconstruction Project will restore historic neighborhood connections, provide for unprecedented economic development opportunities, and encourage a more sustainable and appropriately scaled transportation network. Completion of this project will result in approximately nine acres of clean, shovel-ready land for mixed-use redevelopment thereby creating jobs and leveraging private investment in this Economically-Distressed City.

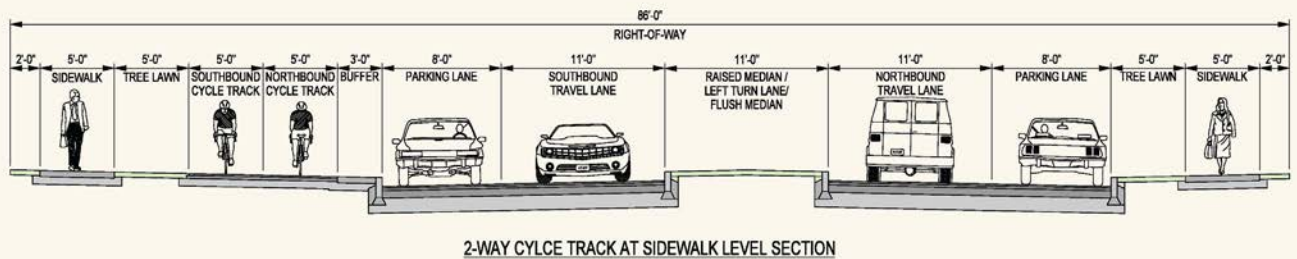
"Eliminating the southeast portion of the Inner Loop may be the single most transformational infrastructure project we could pursue at this time."

– 2007 Downtown Charrette Report

PROJECT BENEFITS

This project addresses all five of the long-term outcome areas (i.e., State of Good Repair, Economic Competitiveness, Livability, Sustainability, and Safety) and creates substantial opportunities for employment both in the near-term and long-term.

I: PROJECT DESCRIPTION



State of Good Repair: Rather than expend funds on maintenance and reconstruction of a facility deemed undesired and overbuilt, four lane miles of deteriorating expressway infrastructure (including two structurally-deficient bridges) will be replaced by a new, high quality and contextually-sensitive complete street.

Economic Competitiveness: It is widely acknowledged that a vibrant regional economy requires a healthy Center City. This project will redefine Downtown Rochester, making it a more attractive place to invest and conduct business. The transformation from wide sunken highway to complete street will improve the efficiency and reliability of the Center City transportation system by restoring the historic two way street grid thereby reducing circuitous routing (caused by one way streets), enhancing the attractiveness of active transportation modes (i.e., bicycle, pedestrian and public transportation) and encouraging more sustainable growth patterns through the introduction of new opportunities for mixed use infill development. The ensuing redevelopment facilitated by this investment will create job opportunities

for nearby city residents who have long dealt with above-average unemployment and high poverty rates.

The initial transportation investment will create an estimated 319 job years, as well as opening up approximately 9 acres of land for new development. This amount of land could support 427, 913 to 795,062 square ft. of new mixed use developments, valued between \$8.0 million to \$11.5 million.

Livability: the new complete street will be of appropriate scale, size and configuration that better meets the community's needs for access, neighborhood cohesion and land use. Implementation of this project will greatly enhance livability in the area by providing more transportation choices, enhancing economic competitiveness, supporting existing communities, and valuing communities and neighborhoods. This portion of the City will have its "sense of place" restored.

Sustainability: The City of Rochester is exercising fiscal responsibility by minimizing costs (both capital and long term operating and maintenance) and ensuring this major transportation system investment is cost effective. The conversion from inefficient grade-separated expressway to high quality interconnected city street will have positive benefits for air quality and energy use. Green infrastructure practices (i.e., porous materials, energy efficient lighting, innovative stormwater management, landscaping, etc.) will be carefully integrated into the project.

Safety: The transformation from high speed expressway to low speed city street will have a positive effect on safety and access for all users while also enhancing livability for current and future residents. It is anticipated that the severity of accidents that occurred on the Inner Loop expressway during the study period will be reduced when expressway traffic is combined with Union Street traffic on the new lower speed street. Additionally, all of the expressway non-standard and non-conforming features will be eliminated from the network.

II: PROJECT PARTIES

CITY OF ROCHESTER

The Rochester City Council has approved legislation authorizing the City to apply for TIGER Discretionary Program funding. The City of Rochester will be the grant recipient and will be responsible for administering the grant. The City has a professional staff responsible for federal grant administration and reporting procedures. The City has a long history of delivering high-quality, large-scale public projects utilizing federal funding. A current example of this is the Midtown Rising Redevelopment Project, currently under construction. This \$100 million project involves demolition and remediation of a vacant deteriorating shopping mall and its replacement with a new walkable street grid and parcels for redevelopment and public space. Other recent examples of major federally-funded City transportation projects include:

- the Broad Street Tunnel Reconstruction project, a \$23 million project completed in 2011 which filled in a deteriorating subsurface tunnel and fully reconstructed a major surface arterial above, and
- the Port of Rochester Infrastructure Improvements project that was completed in 2004. This \$40 million project constructed new streets, sidewalks, lighting, drainage, parking, multi-use trails, and public space on a previously-undefined parking area surrounding the historic Port Terminal Building.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION

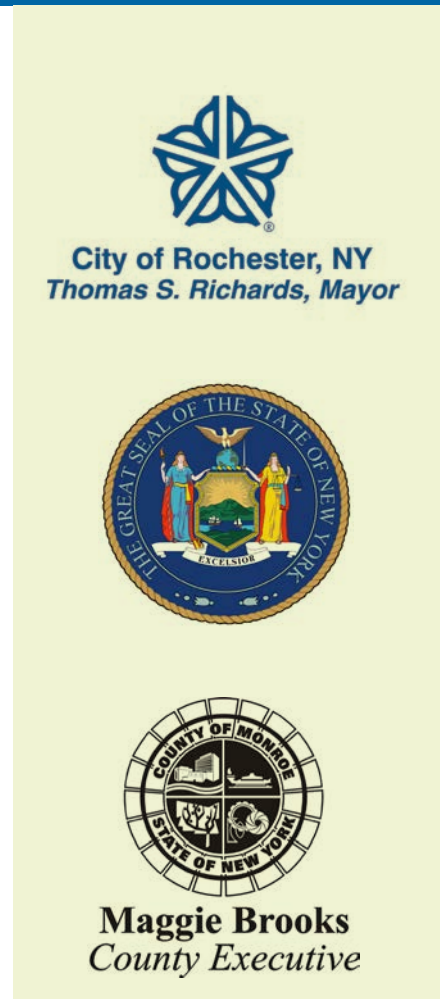
The New York State Department of Transportation (NYSDOT) has been instrumental in the overall planning of the Inner Loop East Reconstruction project over the last 10 years. NYSDOT's primary role has been to provide technical guidance, as a member of the Technical Advisory Committees for the 2001 "Inner Loop Improvement Study" and the City's 2011 "Project Scoping Report". NYSDOT currently owns and maintains the existing Inner Loop Expressway facility, and thus would benefit from the removal of this facility from their infrastructure inventory. NYSDOT concurs with this proposal for TIGER funding.

MONROE COUNTY

The Monroe County Department of Transportation provides traffic engineering services to the City, and thus they have been a key member in the development of this project, participating on the Technical Advisory Committee since 2000. Monroe County supports this project's development.

GENESSEE TRANSPORTATION COUNCIL (GTC)

On September 9, 2011, GTC member agencies passed Resolution 11-132, unanimously endorsing the Inner Loop East Reconstruction Project. GTC is the designated Metropolitan Planning Organization responsible for transportation policy, planning, and investment decision making in the nine-county Genesee-



Finger Lakes Region. GTC has been an active member of the project's Technical Advisory Committee since 2000. The Long Range Transportation Plan for the Genesee-Finger Lakes Region 2035 lists the Inner Loop East Reconstruction Project as one of a select few Illustrative Projects that have the ability to provide transformative impact on both the transportation system and the regional economy. Chapter VI — Recommendations, Illustrative Projects, page 106:

www.gtcmpo.org/docs/LRTP.htm

III: GRANT FUNDS AND SOURCES

A total of \$17.7 million is required in their funds to complete the infrastructure work. Funding is already in place to cover the existing on-going engineering and design work (preliminary and final design phases). This funding includes \$1.65 million in Federal funds (\$1.25 million of Federal SAFETEA-LU funds as well as \$400,000 in STP Flex funds through the region's Transportation Improvement Program), and \$503,000 in corresponding matching funds by the City of Rochester. In addition, the City of Rochester has committed \$5.9 million towards Construction of the Inner Loop East.

As part of the City's match, the City will be making available approximately 50,000 cubic yards of fill material from its ongoing municipal marina development project at the Port of Rochester. The project timing overlaps perfectly to take advantage of and reuse this valuable fill (A Beneficial Use Determination from NYSDEC may be found at: www.cityofrochester.gov/innerloopdocs/). This fill is estimated to be worth at least \$200,000 and its value is accounted for as a portion of the City's project funding match. TIGER funding of \$17.7 million is matched by a minimum 25% City contribution to the infrastructure elements.

Considering the unique nature of this project and the growing backlog of delayed projects in the region due to declining levels of transportation funding, receipt of TIGER funding is the only funding source available to fund the construction phase.

	TIGER FUNDS (REQUESTED)	LOCAL FUNDS (SOURCE)	TOTAL FUNDS
Construction (capital and support)	\$17,700,000 (75%)	\$5,900,000 (City of Rochester) (25%)	\$23,600,000

This TIGER Discretionary Grant is essential to complete the overall financing package for the transformation of the aging underutilized expressway into a high quality city street that restores the historic street grid and accommodates all users while catalyzing private investment and generating long-term job growth. The potential for this project cannot be unlocked without the commitment of FY 2013 TIGER Discretionary Grant funds.

IV: SELECTION CRITERIA



The project will eliminate the need to maintain, rehabilitate or replace in the future, the following outdated infrastructure:

- Four (4+) lane miles of the Inner Loop expressway system;
- Three (3) multi-span bridges;
- 16,000 square feet of retaining walls; and
- Other highway appurtenances (e.g. guide rail, safety rail, expressway signage and traffic signals)

A) Long Term Outcomes

The transformation of the Inner Loop East to a high quality city street will have a significant impact on achieving desirable long-term outcomes for the metropolitan area and region. The City of Rochester is the civic, economic and cultural center of the nine-county Genesee Finger Lakes Region and is positioning its economy to compete effectively in the 21st century. With a city population of 210,565 and a metropolitan area population of 1.1 million, Rochester is New York State's third-largest city and second-largest regional economy. The reconstruction of the Inner Loop East will tear down barriers that have stifled growth, hindered neighborhood cohesion and depressed urban vitality. The significant efforts undertaken to plan for and revitalize in this area of the City can only be propelled into the next phase of construction, with the requested TIGER funding.

STATE OF GOOD REPAIR

Eliminating Four Lane Miles of Expressway: This project will improve the condition of existing transportation facilities by eliminating approximately four lane miles of overbuilt highway infrastructure from the NYSDOT's infrastructure inventory. The proposed project will replace this aging, inefficient grade-separated expressway, and its adjacent and equally aged one-way frontage streets with a new high quality complete street capable of handling the forecasted traffic volumes while contributing to economic development, and enhanced community cohesion/livability.

Eliminating Three Bridges: Three bridges over the expressway, two of which are structurally-deficient and in need of major rehabilitation, will be removed. Needed rehabilitation of these two (2) deficient bridges in the next few years will be in the range of \$3.8 million, which is a significant expenditure on a facility that should be eliminated. A detailed assessment of the bridge conditions

is documented in the City's Inner Loop Scoping Study (www.cityofrochester.gov/innerloopdocs/). Details for the three bridges, according to the New York State Department of Transportation (NYSDOT) are as follows:

- East Avenue (State Route 96) over Inner Loop -built in 1965; NYS Condition Rating of 4.431; Federal Sufficiency Rating 32.6; NYSDOT General Recommendation 4; Red, Yellow, and Safety flags issued; "R" posted
- Broad Street over Inner Loop -built in 1965; NYS Condition Rating of 3.931; Federal Sufficiency Rating 27; NYSDOT General Recommendation 4; Red, Yellow, and Safety flags issued
- Monroe Avenue (State Route 31) over Inner Loop – built in 1957 (rehabilitated in 1998); NYS Condition Rating of 6.083; Federal Sufficiency Rating 77.3; NYSDOT General Recommendation 6;

The life-cycle cost savings of completing the Inner Loop East Reconstruction

IV: SELECTION CRITERIA

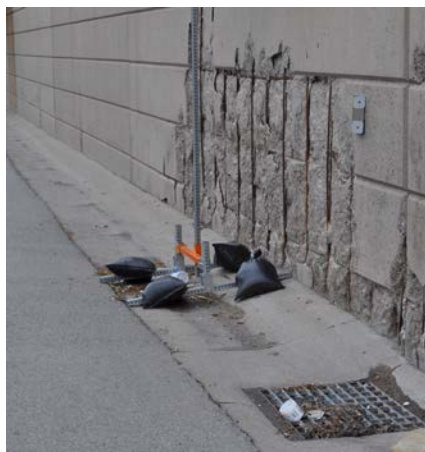
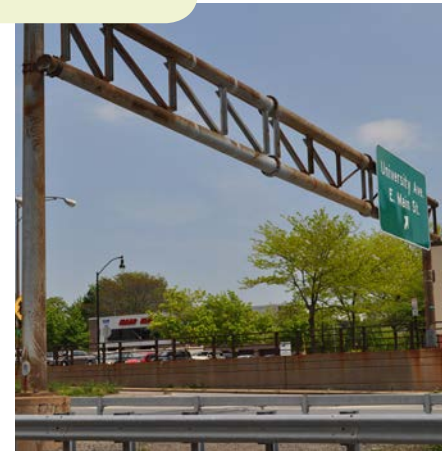
Project more than pays for the requested TIGER investment. Reviewing the 30 year life cycle costs for the three bridges, it is anticipated that there will be significant investment (+\$7 million 2013 Dollars) incurred at various time periods in order to maintain these structures. Maintaining undesirable, aging, overbuilt and underutilized infrastructure is not a sustainable fiscal expenditure. The supporting life cycle treatments and their costs are available at www.cityofrochester.gov/innerloopdocs/.

According to the NYSDOT 2010 Pavement Data Report, pavement condition ratings on this section of the Inner Loop Expressway average 6 (fair), despite being resurfaced in 2006. It is anticipated that by 2020, the inner mainline pavement and its retaining walls will require a rehabilitation project, costing approximately \$4.8 million (2013 Dollars). Included in this cost is the replacement of the original railing. The supporting life cycle treatments and their costs are available at www.cityofrochester.gov/innerloopdocs/.

Pavement scores on the frontage roads range between 5 and 7 (poor to good). The frontage roads (Pitkin, Union, and Howell Streets) have not been reconstructed within the past 50 years and all are due for full reconstruction in the coming years (by 2020, estimated at \$11.9 million, 2013 Dollars). In fact, Union Street's supporting sub pavements date back to the 1920s. It is expected that the new street which results from this project will be similar in size to the combined width of the



Mid 1960s Infrastructure



frontage roads, though slightly narrower. As such, the life cycle cost savings from replacing Pitkin, Union, and Howell streets is marginal, though positive. However, six traffic signals along the corridor will be consolidated into three, resulting in further cost savings to the public.

IV: SELECTION CRITERIA



Non-conforming Ramp Configurations

Based on the 30 year life cycles, the cost to maintain the Inner Loop East in its current state is estimated to be slightly higher than to replace it with a more efficient at-grade city street. More importantly, it is anticipated that by 2020 approximately \$23 million (2013 Dollars) will be required through various rehabilitation projects in order to address the deteriorating 1960's infrastructure in its current configuration. Hence, this project will significantly reduce the life-cycle costs to FHWA, NYSDOT, Monroe County, and the City of Rochester, which all maintain or fund repairs and improvements in the corridor, including street cleaning and snow plowing. The deteriorating condition of the infrastructure plus the community barrier this expressway has become produces lost opportunities for economic growth and stability in the community. Reducing the life-cycle costs to all of these agencies and in so doing maintaining transportation facilities in a State of Good Repair is an important aim of the project.

The expressway has a number of non-standard features (e.g. shoulder widths) and non conforming features (e.g. blind slip ramps and inadequate merge/weave areas) which contribute to unsafe conditions and an unpleasant experience. The presence of one-way frontage roads makes it necessary to have two traffic signals at each crossing arterial (six signals in total). Two of these arterials, East Avenue and Monroe Avenue, carry more traffic than the expressway itself. Thus, the underutilized expressway causes excess delay on more heavily-traveled surface arterials. Removal of the expressway and frontage roads and their replacement with a high quality two way city street will improve traffic operations on these key Center City arterials while adding only minor delay for former users of the expressway.

With respect to travel performance, the project can achieve the desired objective while adding only 2.2 seconds of delay per vehicle during the evening peak travel period by the forecast year 2035. The Level of Service at the remaining three traffic signal control intersections will operate at good levels. The relatively low traffic volumes on the expressway can be easily, and more efficiently, handled on a standard city street. Access management via medians, alleys, and/or shared driveways will ensure a high-quality level of service on the new street. Project Scoping Report: www.cityofrochester.gov/innerloopdocs/

The City of Rochester employs a successful preventive maintenance asset management program on its arterial and collector streets. These streets follow a 60-year lifecycle which includes interim paving treatments (i.e., milling & resurfacing, overlays, spot curb replacement, and periodic crack sealing) to ensure a cost-effective lifecycle.

IV: SELECTION CRITERIA



"This will be a game changer for downtown"
— New York State Senator Charles Schumer

ECONOMIC COMPETITIVENESS

The City of Rochester is a federally-designated Economically Distressed City. With an unemployment rate higher than nine percent and a poverty rate above 35 percent, transformative investments which create jobs and enhance the long-term economic competitiveness of this city are sorely needed. Although the regional economy has been resilient in recent years, employment levels are still nearly 20,000 below their peak in the Year 2000. This project will have a net positive impact on the long-term efficiency, reliability and cost-competitiveness of the City of Rochester, the Genesee-Finger Lakes Region, and the nation as a whole with respect to the movement of workers or goods. Removal of the inefficient Inner Loop Expressway will improve accessibility and mobility options, and overall system performance, in the heart of a major Central Business District that

is home to 50,000 employees, nearly 5,000 residents and hosts millions of visitors annually. There are more than 15,000 people living within a half-mile of the project area. Thus, reconnecting downtown to the adjacent residential neighborhoods will increase economic activity at the local shops and restaurants.

Economic competitiveness is demonstrated by the project's ability to increase the efficiency and effectiveness of the transportation system through integration or better use of all existing transportation infrastructure. The elimination of the expressway section allows for the restoration of a historic street grid system that will improve overall connectivity and circulation in the area. Due to the limited crossings of the Inner Loop, travel patterns in this area are circuitous placing a heavy burden on these same crossings such as the Monroe Avenue, East Avenue, University Avenue and East Main Street. Reconnecting the grid system and incorporating two way traffic operations will relieve some of the pressure on these corridors allowing for further integration of complete street principals on these arterials. Re-establishing connectivity in this area will positively reduce vehicular trips and their associated costs and fuel consumption.

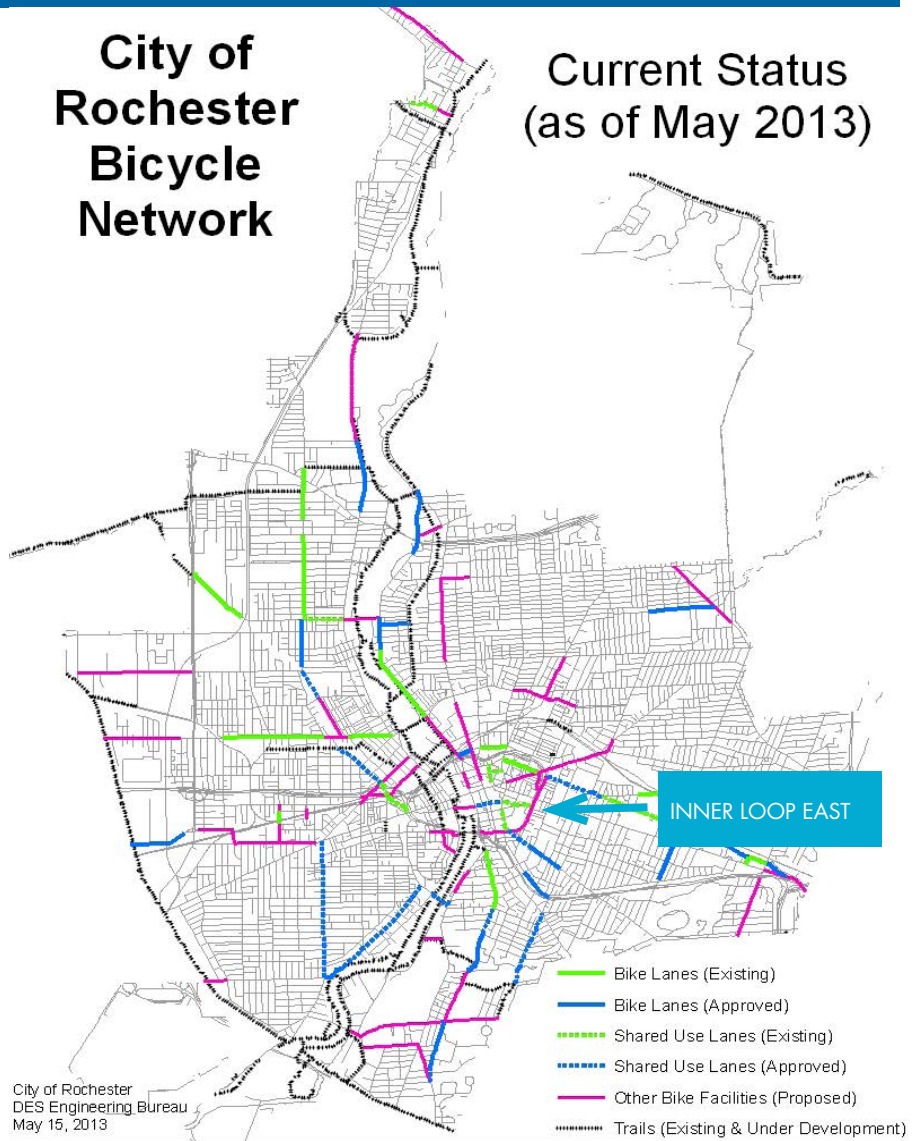
This increased mobility includes not only vehicular traffic but also greatly improved pedestrian and bicycle access and transit-supportive features. The project includes extending pedestrian links along all newly reconnected cross streets in addition to the pedestrian systems along the new street itself. Pedestrian amenities will be added including wide sidewalks, benches, trees and plantings, and lighting. The project will also incorporate bicycle-friendly features, including a physically separated two-way cycle track, bicycle lanes, bicycle parking, and signage. There are nearly 20 lanes of on-street bicycle facilities in the city today, with

IV: SELECTION CRITERIA

roughly four times that planned for the near future. The cycle track planned for the new street will provide regionally-significant connections as part of the City's growing bike network. This is not to mention the impressive and growing network of off-street multi-use trails, including the nearby Genesee Riverway Trail. Innovative bike treatments such as bike boxes at signalized intersections, colored bike lanes, and/or buffered bike lanes will be considered and detailed during preliminary engineering.

Major transit system enhancements are envisioned for the Center City. Chief among these transit enhancements being considered is the Center City Circulator (<http://www.cityofrochester.gov/circulator/>) which is a promising and ambitious recommendation for a "shuttle" system to connect underutilized and new parking facilities within and adjacent to downtown with major downtown destinations. The recommended shuttle system routes traverse the Inner Loop East corridor providing significantly enhanced transit availability to existing and future residents and businesses in the area and region.

Existing nearby residents, new residents and travelers to the corridor will have a more walkable, livable, connected community that embraces alternate mode choices further reducing vehicular trips. Making communities more livable by incorporating complete streets is a cost benefit to the residents of the community. Americans spend an average of 18 cents of every dollar on



transportation, with the poorest fifth of families spending more than double that figure. In fact, most families spend far more on transportation than on food. When residents have the opportunity to walk, bike, or take transit, they have more control over their expenses by replacing car trips with these relatively inexpensive options. Taking public transportation, for example, saves individuals an estimated \$9,581 each year.

In summary, the transformation of the Inner Loop East to a high quality complete street will not only improve efficiency and reliability of the transportation system, but will also encourage active transportation modes and more sustainable growth patterns through the introduction of unprecedented opportunities for new, mixed use development.

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Canfield Place



Manhattan Square Park

LIVABILITY

Removal of the expressway section allows for restoration of the historic street grid network. This provides for the integration of livability into the transportation system. Some of the livability principles that directly relate to this project include:

- **Provide more transportation choices.** Develop safe, reliable, and economical transportation choices to decrease household transportation costs, reduce dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.
- **Enhance economic competitiveness.** Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services, and other basic needs by workers, as well as expanded business access to markets.
- **Support existing communities.** Target Federal funding toward existing communities—through strategies like transit oriented, mixed-use development, and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.
- **Value communities and neighborhoods.** Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.

The evolution of this project has focused on these principles by emphasizing the need to remove the barrier created by the Inner Loop and improve connections between Center City and adjacent neighborhoods.

“...I want you to live here. I want you to work here and I want you to play here. I want this to be the kind of place, not that you come and go in an automobile from, but that you appreciate living in.”

- Rochester Mayor Tom Richards, Oct. 2011

By eliminating the sunken expressway and its “moat effect,” enhanced bicycle and pedestrian activity between densely-populated vibrant east side neighborhoods

and Rochester’s increasingly active downtown area will be facilitated. Adjacent residential areas include some of Rochester’s most thriving neighborhoods such as Park Avenue, Neighborhood of the Arts, Monroe Avenue, and Wadsworth Square. More than 15,000 people live within a half-mile of the project area (Census 2000). Providing alternate transportation choices has rippling effects on transportation costs, reducing fuel demand, improving public health and the environment.

The Inner Loop East Reconstruction Project is a case study in transportation and land use connectivity. Prior to the completion of the Inner Loop in 1965, the downtown area organically blended into the adjacent residential neighborhoods allowing for a great sense of community cohesion. As the Inner Loop was constructed, hundreds of properties were bulldozed and any ties between the neighborhoods and the downtown were eliminated. This led to a long trend of disinvestment that is only now beginning to turn around as evidenced by the roughly \$750 million in recent planned public and private investment in the area. Removal of this underutilized section of the Inner Loop will help correct transportation mistakes of the past which had a very

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Excessive Impervious Surfaces

noticeable negative impact on livability, walkability and private investment.

Complete Streets play an important role in livable communities, where all people – regardless of age, ability or mode of transportation – feel safe and welcome in the public right-of-way. A safe walking and bicycling environment is an essential part of improving public transportation and creating friendly, walkable communities. Recent studies found that people who live in walkable communities are more likely to be socially engaged than residents of less walkable neighborhoods. Additionally, they reported being in better health and happier more often.

This project is the result of more than two decades of planning and design work which consistently called for replacing the expressway infrastructure on the east side of the Rochester Central Business District with a facility of appropriate scale, size and configuration that better meets the community's needs for access, neighborhood cohesion and

land use. Implementation of this project will greatly enhance livability in the area.

SUSTAINABILITY

The project has the ability to improve energy efficiency, reduce dependence on foreign oil, reduce greenhouse gas emissions, and benefit the environment. The project will eliminate four lane miles of expressway and frontage roads, which will enable greater community cohesion through a more interconnected network of streets, sidewalks and bikeways. The project will allow for the restoration of the historic street grid that is more energy-efficient, walkable and bicycle friendly. The removal of this barrier and its replacement with a high quality city street will encourage and enable alternate transportation modes such as pedestrian, bicycle and transit, between densely populated neighborhoods and the Center City.

Enhanced connectivity means that adjacent employment, cultural destinations, educational institutions, retailers, restaurants, services, etc. will be more readily accessible by foot or bicycle to a much larger population. These everyday trips taken by all modes are currently achieved via circuitous (one-way streets) routes around the grade separated expressway; hence overall traffic will see a redistribution and reduction. While future use of alternate transportation modes is difficult to quantify, expected reductions in CO2 emissions and fuel consumption are still expected based on the projected traffic volumes assessed for this project. Detailed energy consumption and emission reduction information is documented in the City's Inner Loop Draft Design Approval Document (www.cityofrochester.gov/innerloopdocs/). According to the SYNCHRO traffic simulation model, which was used to evaluate before and after traffic conditions along the new street, the following sustainability benefits can be expected:

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Pedestrian Crossing Expressway

Energy Consumption (hourly) – Reduction is expected from 1,843 gallons used to 1,837.7 gallons used, or a decrease of 0.3%.

Vehicle Emission Reductions are also expected as follows:

- VOC Emissions – from 2,161 grams to 1,994 grams or 8% reduction
- CO₂ Emissions – from 77,428 grams to 71,169 grams or 8% reduction
- NO_x Emissions – from 7,405 grams to 6,915 grams or 6.5% reduction

A slight reduction in energy use and a significant reduction in all vehicle emissions is anticipated.

The reduction of four lane miles of highway and elimination of three bridges will reduce consumption of natural resources in manufacturing materials for maintaining or replacing such infrastructure. This will also reduce a notable amount of impervious surface. No environmental impacts have been

identified as the proposed project does not require land acquisitions, will improve air quality, and enhance community cohesion. The project's preferred alternative has avoided adverse environmental impacts while optimizing the potential for redevelopment efforts. Charter IV of the scoping documents provides detailed environmental assessment information (www.cityofrochester.gov/innerloopdocs/).

The City of Rochester is committed to enhancing the environment and therefore the new at-grade facility will incorporate green infrastructure practices (e.g., porous materials, energy efficient lighting, innovative stormwater management, landscaping, etc.) wherever feasible. The City is also proposing to reuse fill material generated by a municipal marina construction project on the Inner Loop East Reconstruction Project, thereby reducing vehicle miles traveled (VMT) and related emissions resulting from long distance trucking of fill material from another location. The City of Rochester is exercising fiscal responsibility by minimizing capital costs as well as long-term operating and maintenance costs by ensuring this transportation system investment is cost-effective. Sustainability and implementation of its principles will be carefully integrated into the project to the greatest extent possible.

SAFETY

A detailed safety study was completed for the inner loop and the adjacent one-way frontage roads (www.cityofrochester.gov/innerloopdocs/). The study revealed that existing accident rates are generally near or below the statewide average (except intersections), therefore it is reasonable to assume the total number of accidents will not go down substantially with the proposed alteration. The project will however reduce the rate of severe accidents (i.e. personal injury crashes). A total of 40 crashes occurred over a three year period along the existing high speed, non-standard expressway section of the Inner Loop. Of the 40 accidents, 13 (or 32.5%) involved personal injuries. By comparison, the low-speed Union and Pitkin Street segments experienced much lower rates of severe accidents during the same study period, with rates of 12% and 7%, respectively.

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ESL Corporate Headquarters (\$50 million)

The average rate of severe accidents of the two city streets is therefore 9.5%. Considering that the project will combine the high speed expressway segment with Union Street, thus creating a single standardized low-speed city street/boulevard, the expected resultant effect will be a reduction of "severe" accidents related to the high speed facility to a similar rate that was experienced on low-speed Union Street and Pitkin Streets. A reduction from 32.5% (13 injury crashes) to 9.5% (4 injury crashes), is expected. Since the total number of accidents will remain unchanged, the injury crashes will revert to simple property damage only crashes. Accident rates and level of severity on Union and Pitkin Streets will also remain unchanged within the project corridor.

Over the last 45+ years, highway design standards have also changed significantly to enhance safety for the motoring public. Therefore, the primary study corridor geometrics represent areas where deficiencies (nonstandard and nonconforming features) are evident between past and present



The Strong Museum



New Townhouses on Union St.

design standards. Inner Loop non-standard design features include: horizontal curvature, super elevation, sight distance, and road widths (shoulders, medians and clearances) along the main line. Non-conforming features include the layout of the existing slip ramps, which provide ingress and egress to the Inner Loop.

Despite being grade-separated for most of its length, a roughly 700-foot section of the Inner Loop between Broad Street and Monroe Avenue is at-grade. Given its low traffic volumes and at-grade character in this location, many pedestrians unlawfully cross the expressway at this location causing a significant safety hazard. Removal of this high-speed limited-access expressway and its replacement with a high quality city street, with convenient and frequent pedestrian crossings, will greatly improve pedestrian safety in this area. The Inner Loop is disruptive to the bicycle and pedestrian environment in this otherwise walkable urban center. The sunken expressway is a physical and psychological barrier between thriving east side neighborhoods and the downtown area. The Loop's presence discourages walking and biking between the adjacent urban neighborhoods. The aging bridge crossings at East Avenue and Broad Street are not fully ADA-compliant, hindering accessibility for the disabled and creating unsafe conditions for all.

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The transformation of an expressway to a complete street will have a positive effect on safety and access for all users while also enhancing livability. A Federal Highway Administration safety review found that streets designed with sidewalks, raised medians, better bus stop placement, traffic-calming measures, and treatments for disabled travelers improve pedestrian safety. Some features, such as medians, improve safety for all users: they enable pedestrians to cross busy roads in two stages, reduce left-turning motorist crashes to zero, and improve bicycle safety. Roadway design and engineering approaches commonly found in complete streets create long-lasting speed reduction. All road users - motorists, pedestrians and bicyclists - benefit from slower speeds.

PROJECT READINESS

a) Technical Feasibility: The Design Approval Document, which is under development, has been posted to the project website (www.cityofrochester.gov/innerloopdocs/) for reference. This document includes the project's design criteria, design layout of Alternative 1A, and a detailed cost estimate (including contingency items). In summary, this alternative considers

complete reconstruction and bringing the Inner Loop to grade between Monroe Avenue and Charlotte Street, using the existing South Union Street configuration. This alternative, in many ways, is a "re-establish the street grid system" approach whereby South Union Street runs again north/south on its historic alignment and the southern portion turns east/west by the Howell Street to connect to I-490. This alternative would eliminate the existing retaining walls and bridges at East Avenue, Broad Street and possibly Monroe Avenue along with reducing pavement maintenance from 12 lanes to five lanes.

Converting the Inner Loop Expressway to a walkable, bikeable city street in Area 1 can take various shapes including general alignment options, intersection treatments and geometric requirements.

General Alignment Concepts – there are two general alignments that were reviewed – The Western Alignment which basically would follow the Pitkin Street Corridor, and the Eastern Alignment which would follow the South Union Street Corridor. The Eastern Alignment provides better connection to existing intersections with Monroe Avenue and the East Main Street juncture and appears to better facilitate community cohesion and redevelopment. This alignment provides improved access and the greatest area for future development on vacated lands and is therefore recommended.

Intersection Treatment – intersection traffic control was considered at each of the intersections to determine if a traffic signal control or a roundabout may be appropriate. Preliminary evaluations indicate that roundabouts are best suited at the intersections of Howell Street/South Union Street and South Union Street/Charlotte Street. Provision of roundabouts at each of these locations provides a clear terminus of the Inner Loop and the entrance to a new community. All other intersections may function best with a traffic signal. Further evaluation of the traffic control features will be undertaken in the next step of the project, especially considering the Broad Street and East Avenue intersections.

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Minimum Geometric Requirements – detailed analysis was undertaken to determine the mainline geometric features necessary at each of the intersections. The majority of the South Union corridor will operate with one through lane in each direction. It is anticipated that both roundabouts will be single lane. Left turn lanes are recommended at the major signalized intersections of Broad Street and East Avenue. Left turn lanes at the minor side streets/alleys may be considered. It is envisioned that a center median or continuous center turn lanes may be appropriate between intersections.

Other factors such as on-street parking, bicycle facilities, pedestrian crossings, transit amenities and median treatments are anticipated and recommended.

Given the functional obsolescence of the Inner Loop and its deleterious effects on surrounding neighborhoods, the City of Rochester has investigated various options for converting the Inner Loop into an at-grade urban boulevard. Rochester's Vision 2000 Plan (1990) envisioned the Inner Loop's conversion. Several alternatives were considered by the Inner Loop Improvement Study in 2001. Considering the overall cost and complexity of this effort, the Inner Loop Improvement Study (2001) recommended a three phase approach, with the first being the reconstruction of the Inner Loop from Monroe Street to Charlotte Street, with an extension to East Main Street. This alternative, which has evolved into the current proposal, is significantly less



expensive and more focused than many other alternatives considered, including a proposal which also included reconstructing the Inner Loop into an at-grade urban boulevard north of East Main Street. An advantage of the current alternative is that it removes the least utilized portion of the Inner Loop and will catalyze several benefits for the surrounding neighborhoods and City as a whole. The Center City Master Plan (2003) strongly emphasized the reconstruction of the eastern portion of the Inner Loop as key to achieving multiple planning objectives. The City of Rochester subsequently conducted a set of engineering and feasibility studies, confirming the current project's feasibility and beneficial economic development outcomes. The outcomes of the implementation of this project will inform future plans for the remainder of the Inner Loop. The City of Rochester pursued Transportation Investment Generating Economic Recovery (TIGER) funding for the reconstruction project in 2011, but its requests were not successful.

b) Financial Feasibility: The City of Rochester continues to maintain a strong financial position despite economic challenges. The City follows a conservative debt borrowing policy with an accelerated debt repayment schedule, and unlike most cities its size, Rochester funds a significant level of capital expenditures from current funds (cash). Major capital projects have not been deferred. The City has a rating of A from both Standard & Poor's and Fitch, and an Aa3 rating from Moody's Investors Service, a positive reflection on the City's strong fiscal management. Over the past 10 years and before, the City has been able to maintain a stable unreserved, undesignated fund balance in the general fund at approximately one percent of total general fund revenues. The City's annual budget totals nearly \$500,000,000; net assets exceed liabilities. In summary, the financial condition of the City of Rochester is both stable and reliable.

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c) Project Schedule: The Inner Loop East Reconstruction Project is in a position to meet all local, State and federal requirement by June 30, 2014, therefore allowing funds to be obligated by September 30, 2014. A summary of the project schedule is highlighted below, with a detailed overall project schedule available for review at www.cityofrochester.gov/innerloopdocs/. The detailed project schedule includes all major project milestones such as start and completion of environmental reviews and approvals, design, right-of-way acquisition, approval of PS&E, procurement, and construction.

The project is currently in the middle of the Preliminary Engineering phase, which was initiated in 2012. At this point in time, there are various ongoing data collection efforts including all of the social, economic, and environmental condition assessments (e.g. hazardous waste, asbestos, air & noise, visual resources, surface waterbodies, watercourses, etc.) and preliminary design efforts (e.g. horizontal & vertical alignment design, cross-section design, design report documentation). To date, the following

tasks have been completed: design survey and mapping for the entire corridor, existing topographic 3-D model, establishment of the existing right-of-way, UFPO utility stakeout, Phase 1A Archaeological Survey, and the Phase 1B Archaeological and Architectural Reconnaissance Survey.

The City of Rochester, supported by a Technical Advisory Group consisting of the New York State Department of Transportation, Monroe County Department of Transportation, and the Genesee Transportation Council (MPO) has finalized a scoping report to demonstrate that removal of this section of the grade-separated expressway would not result in any negative impacts to the region. This scoping report has formed the basis for the development of the project's design report.

When the Inner Loop was originally constructed (circa early 1960's), over 175 parcels were acquired in order to construct the Inner Loop and the adjacent frontage roads. This project is proposing to eliminate the Inner Loop and rebuild the original street grid within the original bandwidth of the corridor (182 feet to 355 feet). At this time, there are no planned right-of-way fee acquisitions. The project may require a small number of temporary easements for purposes of minor grading behind the sidewalk.

d) Assessment of Project Risks and Mitigation Strategies: The project development schedule represents the primary risk to the overall success of the project. Traditionally, there are a number of delicate, time-consuming and often complex components that can often cause undesired and unexpected project delays when not timed and/addressed appropriately; such items as right-of-way acquisitions, utility relocations, environmental evaluation and mitigation and archeological assessments.

To reduce the potential of those related delays, the project team has performed a greater level of evaluation and design during the preliminary Design Phase that would otherwise have not taken place on more routine projects. This advanced-level

	FALL 12	WINTER 12/13	SPRING 13	SUMMER 13	FALL 13	WINTER 13/14	SPRING 14	SUMMER 14	FALL 14	WINTER 14/15	SPRING 15	SUMMER 15	FALL 15	WINTER 15/16	SPRING 16	SUMMER 16	FALL 16
Preliminary Engineering	Active																
NEPA Documentation	Active																
Final Design			TODAY			Active											
Bid & Award								Active									
Construction										Active							

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effort which involved a higher degree of roadway/street design has allowed the project to successfully progress those critical path items and reach a level of completeness and comfort that should ensure Design Approval is granted within the next few months. Right-of-way acquisitions should be minor with only a few temporary and permanent easements required. Utility relocations should be easily accommodated within the expansive remaining right-of-way corridor, and the Archeological assessments are near complete with only one (1) historic property and no other sensitive areas of concern identified. In addition, the Hazardous Waste Assessment, which is well-underway, will most likely identify non-hazardous but likely a few contaminated areas which should be suitable for retention on-site, especially considering the project goal of raising up the Inner Loop Expressway to match the adjacent street grid.

With Design Approval expected in the near future, Final Design will occur during the subsequent 6-9 month period, with the ultimate final submission target date of June 2014, thus allowing for advertisement and bidding/award for a Fall 2014 construction start. By leveraging the higher level of evaluation and design that took place during Preliminary Design, the Final Design Phase is expected to be “uneventful” and streamlined.

B) Innovation

The project, in and of itself, is a highly innovative transportation investment.

Removal of outdated expressway facilities has been proven effective in Milwaukee, San Francisco, and Portland and is being pursued in other cities nationwide. The success of these national projects revolved around restoring the urban fabric to a pre-expressway condition that has resulted in very successful redevelopment. The Inner Loop East will be a model for similar investment in cities across the country.

The resulting new city street will be a complete street that incorporates wide sidewalks, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and two roundabouts to enhance traffic operations and improve safety. A primary innovation is a physically-separated two-way cycle track planned for the westerly side of the corridor. The cycle track will be raised to sidewalk level and separated from car traffic by on-street parking and a generous buffer. Bike signals and detection will be incorporated in the cycle track design.

This project will incorporate a number of on-going ITS efforts in the Rochester area such as arterial management systems including computerized traffic signal systems and traffic surveillance cameras remotely monitored by the Monroe County Department of Transportation at the Regional Traffic Operations Center. The signals will be equipped with traffic signal preemption for the Rochester Fire Department and, if appropriate, transit signal priority for Regional Transit Service buses. Signalized pedestrian crossings will feature countdown pedestrian signals and, if appropriate, Leading Pedestrian Interval timings.

Other innovative project components include sustainable construction practices already being applied to the project and the City's proactive coordination with the Port of Rochester marina project to reuse fill generated by that project on the Inner Loop East Reconstruction Project. The reuse of fill from one project for another is not only a sustainable application but also a major cost contribution to the project in the amount of approximately \$200,000.

Another project innovation is the use of the project website and social media to provide up to date information on the project status, provide project documents (sustainable), history, meeting results and renderings and visualization aids. The project website can be found at www.cityofrochester.gov/innerloopeast.

C) Partnership

New York State DOT has been instrumental in the overall planning of the Inner Loop East Reconstruction project over the last 10 years. NYSDOT's primary role has been to provide technical guidance, as a member of the Technical Advisory Committees for the 2001 “Inner Loop Improvement Study” and the City's 2011 “Project Scoping Report”. New York State has also provided funding toward completion of engineering and design. New York State currently owns

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and maintains the existing Inner Loop Expressway facility, and thus would benefit from the removal of this facility from their infrastructure inventory. NYSDOT concurs with this proposal for TIGER funding. NYSDOT will continue to be an integral partner throughout the project including completion of the land transfer and redefining the jurisdictional limits of the new road network (currently ongoing).

The Monroe County Department of Transportation provides traffic engineering services to the City, and thus they have been a key member in the development of this project, participating on the Technical Advisory Committee since 2000. Monroe County supports this project's development.

In addition, the Rochester Downtown Development Corporation and Southeast Area Coalition, non-profit community groups representing the interests of residents and businesses in the project area, have been involved in the Project Advisory Committee. Member agencies of the Metropolitan Planning Organization, the Genesee Transportation Council, have endorsed this project as the region's highest priority for TIGER Discretionary funding. Further, this project is featured in the Long Range Transportation Plan for the Genesee Finger-Lakes Region 2035 as an illustrative project (Chapter VI - Recommendations, Illustrative Projects, page 106, www.gtcmop.org/docs/LRTP.htm). Several businesses and private developers have expressed interest in the opportunities this project

will spur. As evidenced by the many letters received (www.cityofrochester.gov/innerloopsupport/), the project is supported by a wide range of parties in business, labor, government and the community at large.

"Buckingham Properties is currently developing a mixed-use project one block to the East of the proposed Inner Loop Project...The project will exceed \$80 million. The proposed Inner Loop Project will have a beneficial impact for our project as well as for the City of Rochester as a whole."

–Lawrence Glazer, CEO, Buckingham Properties

One of the primary objectives of the Inner Loop transformation is to restore neighborhoods and improve livability within this southeast area and Center City. The project has and will continue to engage citizens as the project progresses. Non-transportation public agencies will be invited to participate in public hearing sessions which will provide input to the design team.

ROCHESTER EXPRESSES ITS ENTHUSIASTIC SUPPORT

The following is a synopsis of the letters of support and/or interest received on behalf of the Inner Loop East Reconstruction Project since 2011. This synopsis illustrates the deep and varied community support that stands behind this transformative infrastructure investment. To view these letters in detail, visit the project website: www.cityofrochester.gov/innerloopsupport/

Elected Officials

- City of Rochester Mayor Thomas Richards
- United States Representative Louise Slaughter
- United States Senator Charles Schumer
- United States Senator Kirsten Gillibrand
- New York Senator Joseph Robach
- New York Senator Ted O'Brien
- New York Assemblyman Joseph Morelle (Majority Leader)
- New York Assemblyman Harry Bronson
- Rochester City Council
- Monroe County Legislator Carrie Andrews (Minority Leader)
- Monroe County Legislator John Lightfoot

Metropolitan Planning Organization

- Genesee Transportation Council

Real Estate Developers Letters of Interest

- Buckingham Properties
- Christa Construction
- Conifer

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- Flower City Development
- Graywood

Project Area Stakeholders and Neighborhood/Business Associations

- The Strong/National Museum of Play
- Rochester Downtown Development Corporation
- University of Rochester
- Wadsworth Square Neighborhood Association
- Upper East End Business Association
- Sector 5
- Xerox Rochester International Jazz Festival
- ESL Federal Credit Union

Regional Associations/Organizations

- UNICON, Unions and Business United in Construction
- Rochester Business Association
- Visit Rochester
- Rochester Regional Community Design Center
- Rochester Cycling Alliance
- Reconnect Rochester

Other Interested Businesses

- Costanza Enterprises, Inc.
- Rochester Public Library
- Bergmann Associates
- Conifer
- Excellus Blue Cross Blue Shield
- SWBR

D) Results of Benefit-Cost Analysis

The benefits of the Inner Loop East Reconstruction Project are estimated to be 1.88 to 2.20 times greater the costs of the project. Construction, maintenance and operations, and travel delay costs are offset by lifecycle cost savings, land value generated in new and existing neighborhood parcels, and accident injury reductions. Overall, the discounted benefits of the project are estimated to exceed the costs by \$31,057,879 when using a 3% discount rate and \$20,746,355 million when using a 7% discount rate.

	3% Discount Rate	7% Discount Rate
Total Quantified Benefits	\$57,035,077	\$44,323,622
Total Quantified Costs	\$25,897,946	\$23,530,278
Total Benefits Less Costs	\$31,137,132	\$20,793,344
Benefit Cost Ratio	2.20	1.88

A detailed project benefit cost analysis and a real estate market analysis is available at: www.cityofrochester.gov/innerloopdocs/.

LONG TERM BENEFITS

The Inner Loop East Reconstruction Project is expected to yield significant long-term benefits to the City of Rochester and its residents. The figure on the following page summarizes these benefits.

State of Good Repair: The Inner Loop is in a deteriorated condition. Conversion to an urban boulevard offers life-cycle costs savings by avoiding costly bridge, retaining wall and other structural repairs. Rather than paying to maintain unnecessary infrastructure, funds will be freed for a higher public purpose.

Economic Competitiveness: Reconstructing this portion of the Inner Loop will increase the productivity of land in the surrounding area. The project will unlock the development potential of newly created parcels currently in the Inner Loop's right-of-way, and enhance the value of existing parcels in the surrounding neighborhood due to better connections to Downtown Rochester and improved aesthetic quality of the neighborhood.

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Summary of Project Benefits		
Category of Benefit	Total Discounted Benefits (3%)	Total Discounted Benefits (7%)
State of Good Repair		
Lifecycle Cost Savings	\$25,959,498	\$19,116,659
Economic Competitiveness		
Land Value - New Development Parcels	\$7,354,994	\$6,560,586
Land Value - Increased Neighborhood Amenity	\$15,321,183	\$13,666,353
Economic Productivity	Not Quantified	Not Quantified
Livability		
Improved Community Cohesion	Not Quantified	Not Quantified
Benefits to Low-Income Neighborhoods	Not Quantified	Not Quantified
Safety		
Prevented Injuries, Fatalities, and Accidents	\$8,320,150	\$4,933,034
Sustainability		
Multi-Modal Transportation Choices	Not Quantified	Not Quantified
TOTAL		
All Benefits	\$56,955,825	\$44,276,633

Livability: Reconstructing the Inner Loop into an urban boulevard will re-establish connections between Downtown Rochester and desirable East Side neighborhoods. This improved neighborhood condition will disproportionately impact low-income areas and enable the City to further several guiding principles of the Center City Master Plan, including pedestrian friendliness, connectivity, and beautiful gateways. The improved quality of the Downtown built environment will enhance Downtown Rochester as a place to live, work, play, and invest.

Safety: Reconstructing the Inner Loop will remove below-grade infrastructure and enable the implementation of modern roadway design. These improvements will improve safety by promoting slower driving speeds that reduce the severity of accidents.

Sustainability: By promoting the use of alternative transportation modes, the Project will reduce vehicle miles traveled and associated criteria pollutants, enhancing environmental quality in the short- and long-terms.

Summary of Project Costs

Project Construction: \$23,562,417 (3% Discount Rate) and \$22,409,424 (7% Discount Rate)

The Inner Loop East Reconstruction Project is anticipated to cost \$24,507,856 (2013 \$). Primary categories of costs are:

- Reestablishing the at-grade street grid
- Fill
- Wall Removals
- Bridge removal
- Realignment of sewer and drainage systems
- Installation of new utility connections
- Area landscaping and streetscaping
- Project Maintenance: \$2,335,529 (3% Discount Rate) and \$1,120,854 (7% Discount Rate)

Maintaining the new urban boulevard created after the removal of the eastern portion of the Inner Loop is anticipated to cost \$4.4 million over 31 years.

ENVIRONMENTAL APPROVALS

The NEPA process began with the start of Preliminary Engineering phase and will be completed by Fall 2013.

A preliminary assessment of environmental impacts of the project is underway as part of the preliminary engineering phase and at this time it is assumed that the project is classified as a Type II Action in accordance with the definitions of the State Environmental Quality Review (SEQR) Act 17 NYCRR Part 15, and as a Class III action under United States Department of Transportation (USDOT) National Environmental Policy Act (NEPA) Regulations 23CFR 771.117(d)(1). The project is anticipated to comply with the requirements of a Categorical Exclusion with Documentation. Therefore, an environmental impact report will not be required under NEPA or SEQRA for the Inner Loop East Reconstruction Project. The project is expected to apply for a Categorical Exclusion and a Finding of No Significant Impact (FONSI) obtained within 6 months.

The preliminary assessment of environmental impacts contained within the Draft Design Approval Document is posted on the project website (www.cityofrochester.gov/innerloopdocs) in Chapter 4: Social, Economic & Environmental Concerns and Considerations. Preliminary consultation with environmental agencies including NYSDEC, Division of Fish, Wildlife & Marine Resources,

United States Department of the Interior, Fish and Wildlife Service, National Marine Fisheries Service, Habitat Conservation Division, has been initiated and will continue as the preliminary engineering stage progresses.

City of Rochester – Department of Neighborhood & Business Development – these documents and processes will be completed during the Preliminary and Final Design state of the project.

- SEQRA and NEPA Compliance - Design report will be progressed which will lead to a Record of Decision.

NYS Department of Environmental Conservation:

- SPDES General Permit (stormwater management) 5

NYS Office of Parks, Recreation and Historic Preservation:

- Phase IA and Phase IB are completed and in the process of being transmitted to the OPRHP. There were no significant resources identified and it is anticipated that a “no effect” determination will be granted.

Legislative approvals required for this project will include City of Rochester City Council approvals for:

- Award of Construction and Engineering Contracts
- Jurisdictional and maintenance changes with the New York State
- Roadway width adjustments for the new city street (Official Map Amendments)

A similar legislative approval for the jurisdictional and maintenance changes from the New York State Department of Transportation will also be necessary. Broad support among the New York State Department of Transportation, Monroe County Department of Transportation, and City of Rochester has been demonstrated through the various planning efforts over the years and their participation in the ongoing preliminary engineering activities.

The project is on the Genesee Transportation Council’s Regional Transportation Improvement Program (TIP) and the New York Statewide Transportation Improvement Program (STIP). The TIP Project Number is H01-05-MN1 and the PIN is 4940T7. The TIP can be found at <http://www.gtcmppo.org/Docs/TIP.htm> A letter from the Metropolitan Planning Organization certifying that, if notified, TIGER funds will be added to this project in the TIP, is included in an appendix.

No right-of-way fee acquisition is needed for this project as the New York State Department of Transportation and the City of Rochester own all of the right-of-way along the entire project length. Right of way transfers and/or maintenance jurisdictions will be reestablished.

VI – FEDERAL WAGE RATE CERTIFICATION

The City of Rochester will utilize the Federal Training Special Provision required in federal-aid construction contracts and Disadvantaged Business Enterprise provisions in both the consultant agreements and construction contracts. We have been prohibited by the New York State Department of Transportation from using the City's Incentive Program for Construction Contracts to provide, at wholly City cost, construction contractors an incentive to employ economically-disadvantaged workers who reside within the City.

The New York State Department of Transportation (NYSDOT) under Federal-aid administration requirements prohibits local hiring provisions in federal-aid construction contracts. The City will work with the NYSDOT Regional Compliance Specialist to assist contractors in meeting the requirements of the Federal Training Special Provisions to connect contractors with apprentices.

The City of Rochester complies with the New York State Department of Transportation's Guidelines for Locally-Administered Federal-Aid Projects to accomplish federal Equal Employment Opportunity and health and safety objectives. The federal aid construction contracts include both New York State and federal prevailing wage rate provisions, OSHA safety and training requirements, and EEO compliance provisions.

Although the benefits from this project will be shared regionally, direct benefits of the project will be focused on the people of the City of Rochester, an Economically Distressed Area.



City of Rochester

Department of Environmental Services
City Hall Room 300B, 30 Church Street
Rochester, New York 14614-1290
www.cityofrochester.gov



Bureau of Architecture
and Engineering

FY 2013 TIGER DISCRETIONARY GRANT PROGRAM

FEDERAL WAGE RATE CERTIFICATION

DATE: MAY 31, 2013

PROJECT NAME: INNER LOOP EAST RECONSTRUCTION PROJECT

I hereby certify that the City of Rochester will comply with the requirements of Subchapter IV of Chapter 31 of Title 40, United States Code (Federal Wage Rate Requirements), in the utilization of any funds granted to the City of Rochester under the FY 2013 TIGER Discretionary Grant Program, as required by the FY 2013 Continuing Appropriations Act.


James R. McIntosh
City Engineer