MOVING FORWARD

UPDATE

A Regional Transportation Plan for Buffalo Niagara

May 2023





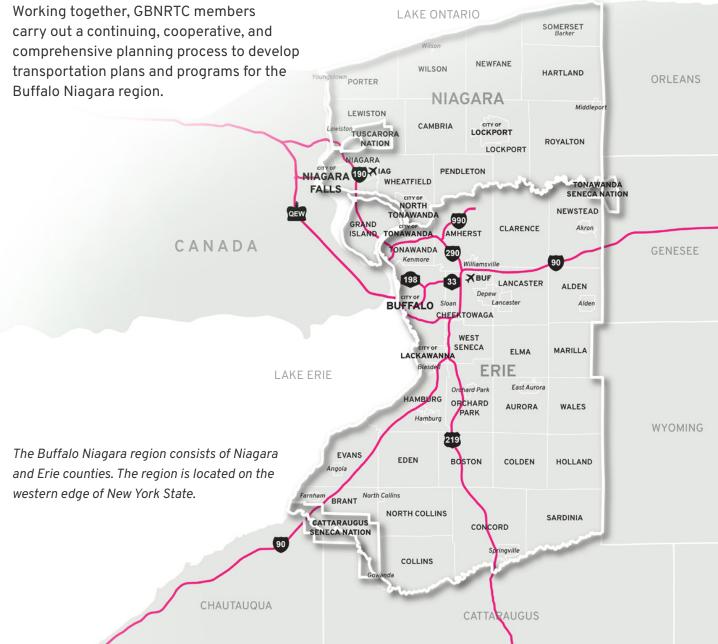


The Greater Buffalo Niagara Regional Transportation Council (GBNRTC) is a partnership of local and state governments working together to make decisions about transportation planning in the Buffalo Niagara region.

The Empire State Development Corporation, the Buffalo Niagara Partnership, and the Seneca Nation of Indians serve as Regional Strategic Stakeholders.

GBNRTC Member Agencies

- City of Buffalo
- City of Niagara Falls
- **Erie County**
- Niagara County
- Niagara Frontier Transportation Authority
- New York State Department of Transportation
- New York State Thruway Authority



We would like to acknowledge the land on which much of the Buffalo Niagara region is located, which is the territory of the Seneca Nation, a member of the Haudenosaunee/Six Nations Confederacy. This territory is covered by The Dish with One Spoon Treaty of Peace and Friendship, a pledge to peaceably share and care for the resources around the Great Lakes. It is also covered by the 1794 Treaty of Canandaigua, between the United States Government and the Six Nations Confederacy, which further affirmed Haudenosaunee land rights and sovereignty in the State of New York. Today, this region is still the home to the Haudenosaunee people, and we are grateful for the opportunity to live, work, and share ideas in this territory.

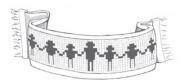
Tribal Nations

Federal regulations state that when the Metropolitan Planning Areas includes Tribal lands, the MPO shall appropriately involve the Tribal government(s) in the development of the Metropolitan Transportation Plan (MTP). Some of the advantages of this involvement include:

- Build stronger relationships and trust
- Increased understanding of issues facing Tribal Nations
- Assistance in defining a future vision for the region
- Improved understanding of the MTP
- Participation in the identification system needs/new projects
- Opportunity to comment on projects before construction begins
- Avoidance of potential impacts to sensitive and important resources
- Review draft documents and planning studies
- Data assistance and sharing

Seneca Nation of Indians

Seneca Nation is a federally recognized Native American Tribe. It functions as an autonomous and sovereign nation with a total enrolled population of 8,469 persons. Its land base consists of five non-contiguous territories geographically surrounded by Western New York representing over 84 square miles.



SEVEN GENERATIONS

THOSE WHO HAVE PASSED
GRANDPARENTS
PARENTS
YOU
CHILDREN
GRANDCHILDREN
THOSE YETTO BE BORN

Seneca Nation Territories include:

- The Cattaraugus Territory (Ga'dägësgëö')
 is approximately 40 miles south of
 Buffalo, New York forming the southern
 limit of the Greater Buffalo Niagara
 metropolitan planning organization
 (MPO)—at the boundary of Erie,
 Chautauqua,and Cattaraugus counties.
 It consists of 22,013 acres, generally
 following along 17 miles of Cattaraugus
 Creek to its confluence with Lake Erie.
- The 7-acre Niagara Falls Territory (Josgö'sëhdöh) was acquired in 2001 and converted into a class III gaming operation. The property is bounded by Niagara Street, 3rd Street, Rainbow Boulevard and John B. Daly Boulevard.
- The territory is conveniently located two blocks from the Robert Moses Parkway, one of the major routes in and out of the city, and within three blocks of the famed American Falls, which attracts an estimated 3 million visitors annually.
- The 9-acre Buffalo Creek Territory (Dejohšyogë:h) was acquired in 2005 with the full-service Buffalo Creek Casino constructed in 2010. Bounded by Perry Street, Michigan Avenue, South Park Avenue, and Mervin Street, the property is within a quarter mile of the newly revitalized Canalside development along Buffalo's waterfront. The territory is situated between I-90 NY State Thruway and State Route 5 along the coast.

Tonawanda Seneca Nation

The Tonawanda Indian Reservation (Ta:nöwöde') is an Indian reservation of the Tonawanda Seneca Nation located in western New York, United States. The band is a federally recognized tribe and, in the 2010 census, had 693 people living on the reservation. The reservation lies mostly in Genesee County, extending into Erie and Niagara counties. It is bordered by the Towns of Pembroke, Newstead, and Royalton.

Tuscarora Nation

The Tuscarora Reservation (Nyučirhé'ę) is an Indian reservation in Niagara County, New York. The Tuscarora Reservation is home to Tuscarora Nation and their Iroquois relatives and guests. The population was 1,152 at the 2010 census. The Tuscarora are a federally recognized tribe. According to the United States Census Bureau, the Indian reservation has a total area of 9.3 mi2 (24.0 km2), all land. The reservation is located northeast of Niagara Falls, New York. It is surrounded by the Town of Lewiston.



Mt Hope Road on the Tuscarora Reservation. Image Source: Google Earth (2023)

Executive Summary

The Greater Buffalo Niagara Regional Transportation Council (GBNRTC) is pleased to share Moving Forward 2050, the region's Metropolitan Transportation Plan (MTP).

This MTP (published in Spring 2023) is the strategic document that underpins planning of the region's transportation infrastructure, and has been developed in consultation with key stakeholders in the region as well as input from the public.

MTPs are updated every five years, and much has changed since the previous MTP was prepared in 2018.

People

The 2020 Census revealed that the Buffalo Niagara region gained population in the 2010s – for the first time in many decades. Moving Forward 2050 therefore includes a full refresh of the region's demographic profile, including new population forecasts out to year 2050.

Funding Landscape

The 2021 Bipartisan Infrastructure Law (BIL) brings the largest increase in a generation to upgrade the nation's transportation infrastructure. For the Buffalo Niagara region, the available funding out to year 2050 is now projected to be \$21 billion (up from the \$13B projected in the 2018 MTP). Some of these new resources will be used for strengthening the region's state-of-good-repair activities on roads, bridges, trailways, and transit facilities - however BIL also brings new emphasis on leveraging federal transportation resources to advance Equity and Social Justice goals, as well as tackling Climate Change. Additionally, BIL introduces a new set of discretionary funding programs with the potential to deliver transformational change – but which are competitive and will require agencies in the Buffalo Niagara region to be strategic in their pursuit of the new funding opportunities.

Pandemic

Covid-19 was a major shock to social and economic life in the Buffalo Niagara region, first with lockdowns and "stay-at-home" policies, followed by recovery into today's "new normal". Lasting impacts include increases in remote work and online shopping (and the logistics, warehousing, and trucks required to make all the deliveries), while transit ridership remains below pre-pandemic levels (as is the case nationally).

Reconsidering Transportation Infrastructure

GBNRTC and partners are actively engaged in rethinking the region's legacy highway infrastructure, much of which is at the end of its useful life, and some of which caused harm including severing neighborhoods. GBNRTC's commitment includes the high-profile Region Central initiative (rethinking the Scajaquada Expressway Corridor) and the NYS Route 33, Kensington Expressway Project as well as planned future studies of how to "right-size" other highway facilities facing similar issues.

Technology

Technology increasingly permeates every aspect of life in the region, and the transportation system is no exception. Both public- and private-sector entities have made investments in electrification and information technologies, including connected and automated vehicle technologies, that will continue to change the experience of traveling in the region. This MTP includes increased funding for technology initiatives to enhance the region's transportation system, including a new plan to optimize the region's traffic lights.

Sustainability

GBNRTC is strengthening its commitment to sustainability, through initiatives including the Bicycle Master Plan and Regional Greenway Trails Network. GBNRTC has also enhanced our technical capabilities to simulate emissions from the region's transportation system – allowing us to better understand the impacts of prospective investments on greenhouse-gas emissions and make evidence-based policy decisions.

This new MTP aims to leverage the region's transportation planning to support regional growth and development objectives, and improve quality of life for all residents and visitors.

GBNRTC welcomes feedback from stakeholders and members of the public at any time.

Please visit us at www.gbnrtc.org to get in touch.



The Process

Metropolitan transportation plans do much more than improve transportation, they give regions an opportunity to leverage transportation investments to achieve goals for their economy, environment and quality of life.

This Moving Forward 2050 update takes a holistic look at where we are and where we are headed to get us to our shared vision for the region's future. This Plan provides a framework to accomplish the goals we set for our economy, communities and environment. As we implement these strategies, we continually reassess our progress and adjust our approach through an adaptive planning process.

Congress and U.S. Department of Transportation



Establish federal policies via laws and regulations

The U.S. Congress drafts and enacts surface transportation "authorization bills," which is how Congress revises existing laws, establishes new federal transportation policies, and "authorizes" the level of funding that will be available over a period of several years.

State Departments of Transportation, MPOs, and Transit Agencies GBNRTC is our



region's MPO

Update Buffalo Niagara's Metropolitan Transportation Plan every five years. Coordinating with local planning efforts



Build off of One Region Forward which translated the shared values of over 160 existing local plans into a vision for our region's collective future. Look to other important regional strategies expressed in the WNY Sustainability Plan and Regional **Economic** Development Council. as well as local plans, for recommendations and implications that shape the ways in which we will improve our region's

transportation system.

Engaging the public and local stakeholders



Develop a collaborative and comprehensive Public Participation Plan to encourage public and stakeholder involvement in the development and update of the MTP and planning process.

Table of Contents

CHAPTER 2 **CHAPTER 3** CHAPTER 1 Where We **About this** Where We Plan Update Are Today Want to Be Page 15 Page 27 Page 57 What is a 16 Our 31 Where We'll Be 58 **Communities** Metropolitan in 2050 **Transportation** Plan? **Our Economy** 34 Measuring 60 System MTP - TIP 18 Our 37 Performance **Environment** Linkage **Transportation** 62 42 **Key Elements** 19 Our Performance of this Plan Transportation Management Update System Summary 63 Federal 20 of System **Planning** Performance **Factors** Report **Planning** 21 **Emphasis** Areas Title VI 26 Statement

CHAPTER 4

We Are Moving Forward

Page 65

Strategies in Action 66

Strategies 67
to Move Us
Forward

CHAPTER 5

Funding and Project Delivery

Page 82

Financial Plan 86

Constrained 89
Project List
by Strategy

Illustrative List 94

Partnership 98
Opportunities

CHAPTER 6

Impacts of Moving Forward

Page 101

List of Figures

| Figure 2.1 | as Identified in Moving Forward 2050 | Page 29 |
|-------------|--|---------|
| Figure 2.2 | Where We Are Growing | Page 31 |
| Figure 2.3 | Number of Population Groups over the Regional Threshold | Page 32 |
| Figure 2.4 | Concentration of Private Sector Jobs in Erie and Niagara Counties (2020) | Page 34 |
| Figure 2.5 | Major Economic Sectors | Page 35 |
| Figure 2.6 | Regional Truck Annual Average Daily Traffic | Page 36 |
| Figure 2.7 | 2020 U.S. Greenhouse Gas Emissions by Sector | Page 37 |
| Figure 2.8 | Indexed Trips by Three Modes: Auto, Transit, & Bicycles (2019-2023) | Page 42 |
| Figure 2.9 | Surface Conditions of Buffalo Niagara Roadways by Funding Source (2021) | Page 44 |
| Figure 2.10 | Surface Scores on Roadways Eligible for Federal Aid (2020-2021) | Page 44 |
| Figure 2.11 | Bridge Conditions in Buffalo Niagara (2021) | Page 45 |
| Figure 2.12 | NFTA Metro System Map (2022) | Page 46 |
| Figure 2.13 | NFTA System Ridership (2010-2022) | Page 46 |
| Figure 2.14 | Reddy Bikeshare Hub Locations | Page 48 |
| Figure 2.15 | Miles of Bikeways in Erie and Niagara Counties (2001-2021) | Page 49 |
| Figure 2.16 | Western New York Trail Network | Page 50 |
| Figure 2.17 | Freight Activity in the Buffalo Niagara Region | Page 51 |
| Figure 2.18 | Person Hours of Excessive Delay (PHED) | Page 52 |
| Figure 2.19 | Concentration of Crashes Involving Bicyclists (2021) | Page 53 |
| Figure 3.1 | Areas of Employment Growth by 2050 | Page 58 |
| Figure 3.2 | Areas of Population Growth by 2050 | Page 58 |
| Figure 3.3 | Moving Forward 2050 Goals | Page 61 |
| | | |

List of Tables

| Table 3.1 | Forecasted Change in Employment and Population | Page 58 |
|-----------|---|----------|
| Table 5.1 | MTP 2050 Plan Forecast Expenditures | Page 87 |
| Table 5.2 | MTP 2050 Financial Plan (In Millions of Matched Year-of-Expenditure Dollars) | Page 87 |
| Table 5.3 | Constrained Project List by Strategy | Page 89 |
| Table 5.4 | Illustrative Project List | Page 94 |
| Table 5.5 | Partnership Opportunities | Page 98 |
| Table 6.1 | Impacts of Implementing this MTP's System-Enhancement Projects | Page 103 |

Appendix

The following series of appendices provide background material in support of the main chapters. These items may be located at www.gbnrtc.org/draft-movingforward2050update.

Appendix A GBNRTC Resolution 2023-12 Approval of the 2050

Metropolitan Transportation Plan Update

Appendix B Glossary of Terms

Appendix C Environmental Resource Agency Consultation

Appendix D Public Participation Plan

Appendix E Air Quality Conformity Determination

Appendix F Meeting Federal Requirements

Appendix G Financial Forecast Assumptions

Appendix H Equity and Environmental Justice Analysis

Appendix I Regional Travel Model Input Assumptions

Appendix J Transportation System Performance Report

Appendix K Demographic Forecasts Tech Memo

Appendix L Project Listing and Cost Tech Memo

Appendix M Data Sources