GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 21-22 Accepting the Lake Ontario State Parkway Lane Transportation Alternative Feasibility Study as evidence of completion of UPWP Task 7212

WHEREAS,

1. The *FY 2021-2022 Unified Planning Work Program* includes Task 7212 – Lake Ontario State Parkway Lane Transportation Alternative Feasibility Study, for the purpose of determining the feasibility of repurposing or decommissioning either the eastbound or westbound lanes of approximately 12.7 miles of the Lake Ontario State Parkway (LOSP);

2. Said Task inventoried existing infrastructure to determine condition, projected useful life, and scheduled repair work; undertook a review of existing policies that govern the land use and constraints concerning the redevelopment of land surrounding the LOSP; developed alternatives for repurposing, maintaining, and/or decommissioning sections of the LOSP; developed multimodal and recreational enhancements that could be added to various alternatives; and developed life cycle cost estimates for said alternatives and enhancements;

3. Said Task has been completed and has resulted in the *Lake Ontario State Parkway Transportation Alternative Feasibility Study;* and

4. Said Report has been reviewed by GTC staff and member agencies through the GTC committee process and has been found to be consistent with the goals, objectives, and recommendations of the Long Range Transportation Plan.

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby accepts the Lake Ontario State Parkway Lane Transportation Alternative Feasibility Study as evidence of completion of UPWP Task 7212; and

2. That this resolution takes effect immediately.

CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on June 10, 2021.

Date _____

_____

KEVIN C. BUSH, Secretary
Genesee Transportation Council

Lake Ontario State Parkway Transportation Feasibility Alternatives Study

Executive Summary

GENESEE TRANSPORTATION COUNCIL

The Metropolitan Planning Organization for the Genesee-Finger Lakes Region

Prepared by

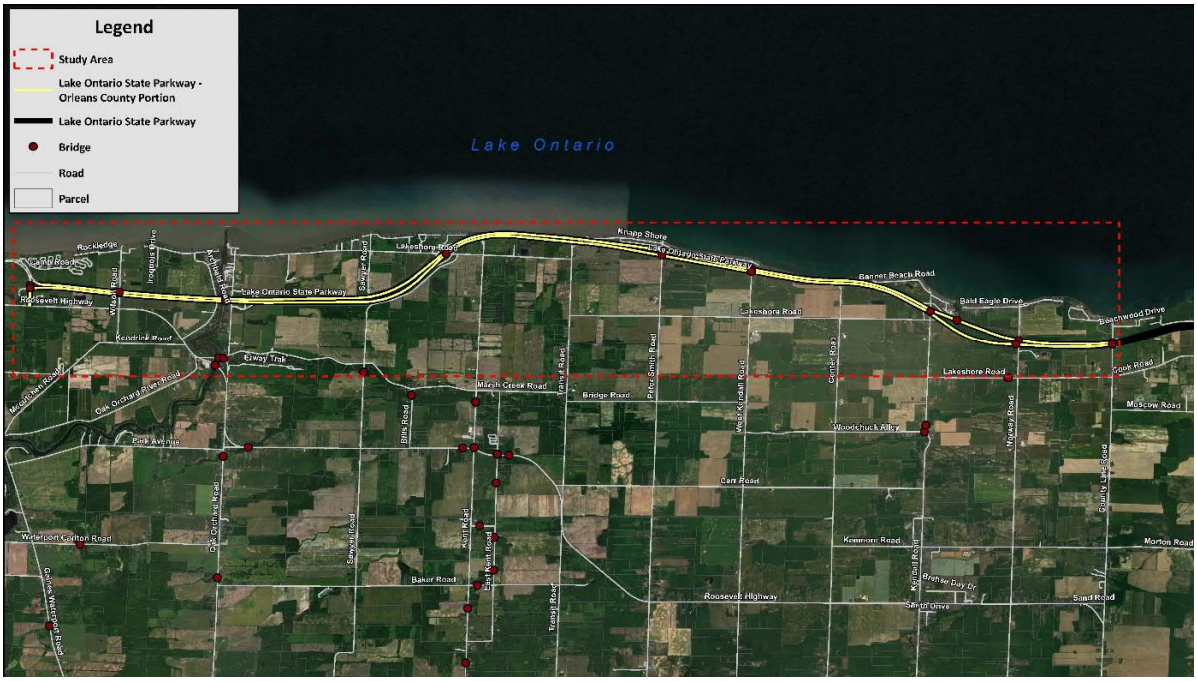
WSP

1 Project Overview

The Lake Ontario State Parkway (LOSP) is a 35-mile long, four-lane limited access parkway along the southern shore of Lake Ontario in Western New York. At the western end, LOSP begins at Lakeside Beach State Park in Carlton, Orleans County extending to Lake Avenue in the Charlotte neighborhood of the City of Rochester. See Figure 1-1 for a study area map.

The LOSP was one of several parkways built as part of a 145-mile expansion to New York State's parkway system in 1944. The original plans for the highway called for it to extend as far west as Niagara Falls; however, only the section between Lakeside Beach and Hamlin Beach State Parks was built. This section opened in 1973, and the western terminus was never extended beyond Lakeside Beach State Park.

Figure 1-1 Study Area Map



The deteriorating condition of the westernmost portion of the LOSP, consisting of 12.7 miles in Orleans County, has raised legitimate questions about the long-term viability of its continued operation as a divided, four-lane roadway. It is clear from traveling the roadway that maintenance has been deferred. In fact, portions of LOSP are closed in winter to avoid having to plow and salt. During the summer, LOSP is not heavily traveled and is used primarily as a high-speed connection between the lakeside communities of Orleans County and Rochester, as well as for access to cottages, marinas, and lakeside parks. Large, grade-separated interchanges not only place a further burden on maintenance, but consume large amounts of land. These factors brought about a desire to undertake a study to assess the future of LOSP.

The Lake Ontario State Parkway Transportation Alternatives Feasibility Study is a collaborative effort between Genesee Transportation Council (GTC), New York State Department of Transportation (NYSDOT), Orleans County, and stakeholders within the community to identify a balanced, and financially feasible alternative for LOSP. The preface for undertaking this feasibility study begins with a need to investigate the feasibility of repurposing all or portions of the roadway to reduce long-term maintenance costs while continuing to address vehicle demand along the corridor. This study also raises an opportunity for Orleans County to reconnect to its waterfront and capitalize on the scenic views afforded by LOSP to open new opportunities for people to relish these views and to capture additional tourism and economic development potential. A Project Advisory Committee was established to provide input into the study and guide the development of concepts. The Project Advisory Committee is made up of officials from Orleans County, GTC, NYSDOT, New York State Office of Park, Recreation, and Historic Preservation (NYSOPRHP), and the Towns of Carlton and Kendall.

1.1 EXISTING CONDITIONS

NYSOPRHP owns the Lake Ontario State Parkway right-of-way and NYSDOT is responsible for operation and maintenance. The speed limit for the entire 12.7-mile span is 55 miles per hour. The LOSP is restricted to passenger vehicles except between Latta Road and Lake Avenue, where it is an arterial allowing commercial traffic. However, this portion of the LOSP is outside the study area for this feasibility study.

LOSP traffic volumes collected by NYSDOT indicated that over a 10-year period, the Annual Average Daily Traffic (AADT) for LOSP ranges from 1,200 vehicles per day at the westernmost segments to 1,850 vehicles per day further east in Orleans County, near NYS Route 237.

LOSP through the study area includes 11 bridge crossings. Six of these have a separate span for the eastbound/westbound direction and seven of these crossings are the LOSP crossing over another roadway or waterway. The remaining four are roadways crossing over LOSP. Bridge Inspection Reports from NYSDOT were assessed for the 11 bridges in the study area. The NYSDOT condition rating scale ranges from 1 to 7, with 7 being in new condition and a rating of 5 or greater considered as good condition. The Point Breeze Road bridge over Lake Ontario State Parkway was the only bridge not to receive a bridge rating of 5 or better. This bridge was rated a 4 due to fatigue-prone welds.

In 2019, a $5.2 million resurfacing project was undertaken along LOSP between NYS Route 237 in Orleans County and NYS Route 19 in Monroe County to bring state of good repair and extend the service life of the pavement.

1.2 STAKEHOLDER AND COMMUNITY INPUT

A survey was conducted as part of this feasibility study to collect input on what the public and stakeholders think of the LOSP and how it could be improved. Outreach was targeted to the following groups:

- Government: paper copies and the online survey link were provided to government officials.
- Businesses: paper copies of the survey and the online survey link were provided to businesses throughout Orleans County (agri-tourism, fishing and boating charters, marinas, lodging/ campgrounds, restaurant/ retail, others).
- Residents and Visitors: the resident and visitor survey consisted of paper copies distributed at events as well as an online survey. The online survey link was distributed through email, posted on government sites, and pushed through social media. Paper copies of the survey were distributed and collected at a summer concert sponsored by the Oak Orchard Neighborhood Association (OONA) on August 15th, 2017 as well as an OONA neighborhood meeting held on August 17th, 2017.
- NY State Parks: the survey and online survey link were provided to visitors at Lakeside State Park and Hamlin Beach State Park gates over Columbus Day Weekend, October 6-9, 2017.

A total of 1,122 surveys were collected between August 2017 and February 2018. Table 1-1 presents the number of surveys collected by survey type.

Table 1-1 Survey Responses

Survey Type	Number of Respondents
Government	**4**
Businesses	**80**
Residents and Visitors	**993**
Summer Concert	212
OONA Neighborhood Meeting	18
Online Survey	763
Visitors to State Parks	**45**
Paper Copies – Lakeside	36
Paper Copies – Hamlin Beach	7
Online Survey	2
Total	**1,122**

All four survey groups responded similarly in their responses related to the importance of LOSP. Responses were distributed across the question choices, indicating that the LOSP is important for various reasons. The ability to enjoy scenic views, accessibility (to both Rochester and the state parks), and tourism ranked high by all groups. Regarding improvements to the LOSP, routine maintenance and year-around accessibility were noted most often, by all survey groups; however, numerous respondents identified the need for additional multi-use opportunities and improved public lake access and enjoyment as also important.

2 Prioritization

A charrette style meeting was held with the Project Advisory Committee, inclusive of roll-out maps of the corridor, corridor-related data, and results of the community surveys, in order to identify opportunities and constraints of various sections of LOSP. This discussion was an important first step in helping to identify a "wish list" of future concepts and to understand the trade-offs associated with various elements.

A prioritization exercise was undertaken at a follow up Project Advisory Committee Meeting to allow committee members an opportunity to prioritize the elements that should go into the development of LOSP concepts. For this exercise, Advisory Committee members were asked to rank various elements by using ten sticky dots, with numbers "1" through "10" written on them ("10" being the most essential and "1" being the least essential). Committee Members were asked to place their dots on a board that portrayed the most essential elements of a LOSP concept. Once all members had placed their dots on the board, a tally of the dots was undertaken to collectively understand which elements should be a priority in developing LOSP concepts. The results of this prioritization exercise are presented in Table 2-1.

Table 2-1 Results of Strategy Prioritization Exercise

Category	Elements of LOSP Concepts	Prioritization Ranking
Maintenance	Improve pavement conditions for all available travel lanes	44
	Allow entire roadway to stay open to traffic year-round	5
	Increased upkeep of landscaping/ mowing	21
	Provide low-maintenance landscaping/ wildflowers to reduce mowing	23
	Explore ways to reduce snow clearing effort/ costs	7
Vehicular Traffic	Maintain 4-lane divided highway for entire stretch	9
	Reduce parkway to 2-lanes, utilizing either the eastbound or westbound lanes as 2-way traffic	41
	Reduce the length of parkway to focus maintenance on a shorter section	6
	Maintain 55mph speed limit	4
	Provide additional connections to nearby streets	0
	Provide at-grade intersections (thus reducing intersection footprints)	0
	Increase speed limit (to 65mph)	0

Category	Elements of LOSP Concepts	Prioritization Ranking
	Reduce speed limit, provide traffic calming	7
	Provide parkway lighting	0
Bridge Infrastructure	Reduce the number of bridges	26
Public Access	Provide additional public access to waterfront	24
	Provide additional opportunities for recreational watercraft launches (canoe, kayak, small boat)	11
	Improve access to water-based recreation (fishing excursions, cruises, watercraft rentals, etc.)	0
	Provide additional opportunities for public viewing, seating, and picnicking areas	11
	Provide additional natural habitat areas to attract wildlife	19
Multi-Modal Opportunities	Provide multi-use trails (biking, walking/ jogging, cross-country skiing, horseback riding, etc.)	27
	Provide facilities to accommodate multi-modal trail users (i.e., comfort stations)	8
Tourism and Economic Development	Offer wayfinding signage to support nearby tourism and businesses	11
	Provide rest stops/ development opportunities along LOSP	7
	Provide other tourism-based activities along LOSP	7
Cost and Performance	Reduce overall operation and maintenance costs of LOSP	31
	Reduce overall capital costs of LOSP	23
	Find opportunities for alternative funding resources to operate/ maintain/ improve LOSP	10

3 Concepts

Based on the Project Advisory Committee input and the results of the prioritization exercise described previously, four Lake Ontario State Parkway concepts were developed for consideration. These include:

- Concept 1: Retain Existing Lake Ontario State Parkway
- Concept 2: Alternative NYS Route 18 Access to Lakeside Beach State Park
- Concept 3: Modify Lake Ontario State Parkway
- Concept 4: Conversion of Lake Ontario State Parkway to Two-Lane Parkway

General assumptions for these concepts include the following:

- 30-year life cycle and portray costs were presented in 2018 dollars. (While the use of a 75-year life cycle was originally discussed, NYSDOT costs cannot be projected accurately without a level of uncertainty.)
- A range of construction costs were used based on four different highway treatments, as follows:
  - Preservation Treatment – 3.5-inch Overlay/ Concrete Pavement Restoration (CPR). This treatment has a service life of 3 to 5 years and is NOT Federal Aid eligible because of service life.
  - Corrective Maintenance 3.5-inch Overlay. This treatment has a service life of 5 to 8 years and is NOT Federal Aid eligible because of service life.
  - Cold in Place Recycle (CIPR) 2-inch Top. This treatment has a service life of 12 to 15 years and is Federal Aid eligible but is dependent on availability of asphalt millings.
  - Crack and Seat. This treatment has a service life of 12 to 15 years and is Federal Aid eligible.
- Annual Maintenance costs assume:
  - Signs: $600,000 every 15 years
  - Snow & ice: $121,400/ year ($3,793/ linear mile)
  - Pavement markings: $30,000/ year for 4-lane roadway; $24,000 for 2-lane roadway
  - Mowing: $21,000/ year
- Estimated costs are for NYSDOT related construction and maintenance costs only. Estimated costs for additional amenities will be provided in a menu like format, since amenities are extra and not necessarily tied to implementing concepts. This will allow readers to understand what individual amenity costs would be.
- All estimates include 20% contingency and 9% increase mobilization and change order.
- All cost estimates that assume an abandonment of Lake Ontario State Parkway lanes include costs for pavement removal and establishment of top soil and seed.

- Costs for retaining and maintaining an Oak Orchard bridge structure for conversion to a multi-use trail are not included. The cost to convert an abandoned Oak Orchard bridge structure to a multi-use trail would be an additional cost.
- NYSDOT has indicated that it is their preference to abandon one or both of the Oak Orchard bridges due to their size and relatively low AADT, which makes federal funding very difficult to justify at the location. Closing both Oak Orchard bridges and using SR 18 as the entrance to Lakeside Beach State Park provides NYSDOT with the maximum divestment of infrastructure.

3.1 CONCEPT 1: RETAIN EXISTING LAKE ONTARIO STATE PARKWAY

Concept 1 would keep the current configuration of LOSP. The existing right shoulder would be narrowed from the current 12 feet to 8 feet. The 2-foot left shoulder and two 12-foot lanes in each direction would remain as they are today. All existing structures would be retained, and routine maintenance would continue to be conducted. Figure 3-1 portrays Concept 1.

30-Year Cost Estimate

Construction (pavement and structures) Range of Costs: $37,800,000 – $58,700,000 (based on type of pavement treatment)

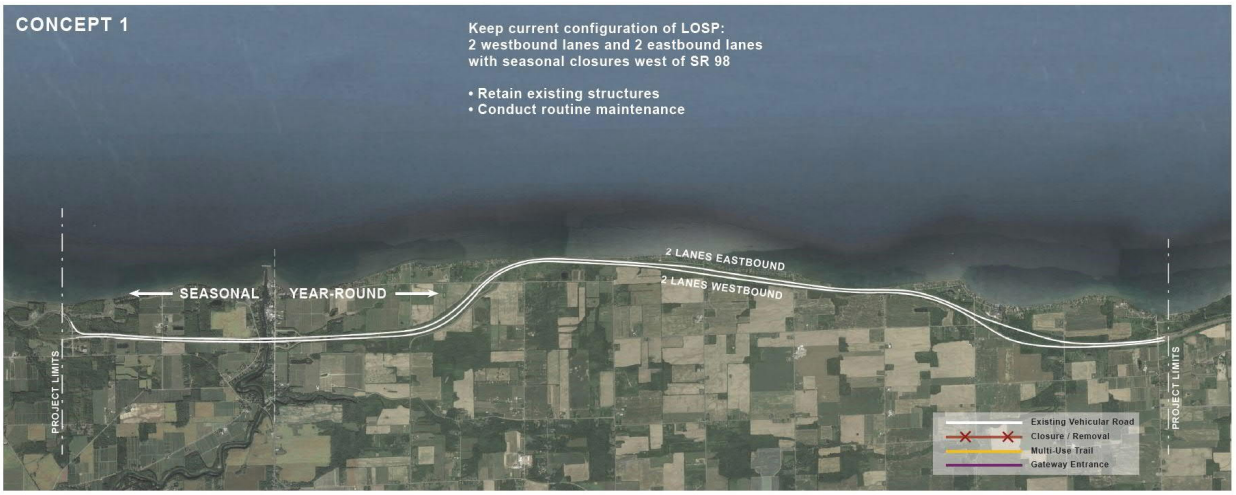
Annual Maintenance Cost (total over 30 years): $6,372,000

Overall Range of Costs: $44,172,000 – $65,072,000

NYSDOT long term cost implications:

- Highway: Moderate to High
- Structures: High

Figure 3-1 Concept 1 – Retain Existing Lake Ontario State Parkway



3.2 CONCEPT 2: ALTERNATIVE NYS ROUTE 18 ACCESS TO LAKESIDE BEACH STATE PARK

Concept 2 would decommission all LOSP lanes west of NYS Route 98 (both westbound and eastbound lanes). This concept assumes the removal of both Oak Orchard bridges and both Lakeside Beach State Park bridges. The remainder of LOSP east of NYS Route 98 would be kept as the current configuration with needed improvements to the roadway; all other structures would be retained and routine maintenance would be conducted.

NYS Route 18 would be used as an alternative access to Lakeside Beach State Park. This concept includes the replacement of the NYS Route 18 bridge over Oak Orchard Creek and allocated $500,000 for enhancements to NYS Route 98 near NYS Route 18. Under this concept, the LOSP would begin and end at NYS Route 98, with no vehicular access west of SR 98. Figure 3-2 and Figure 3-3 portray Concept 2.

30-Year Cost Estimate

Construction (pavement and structures) Range of Costs: $31,700,000 – $50,600,000 (based on type of pavement treatment)

Annual Maintenance Cost (total over 30 years): $4,952,130

$500,000 allotment for improvements at SR 98/ SR 18 intersection

Overall Range of Costs: $37,152,130 – $56,052,130

NYSDOT long term cost implications:

- Highway: Low to Moderate
- Structures: Low

Figure 3-2 Concept 2 – Alternative NYS Route 18 Access to Lakeside Beach State Park

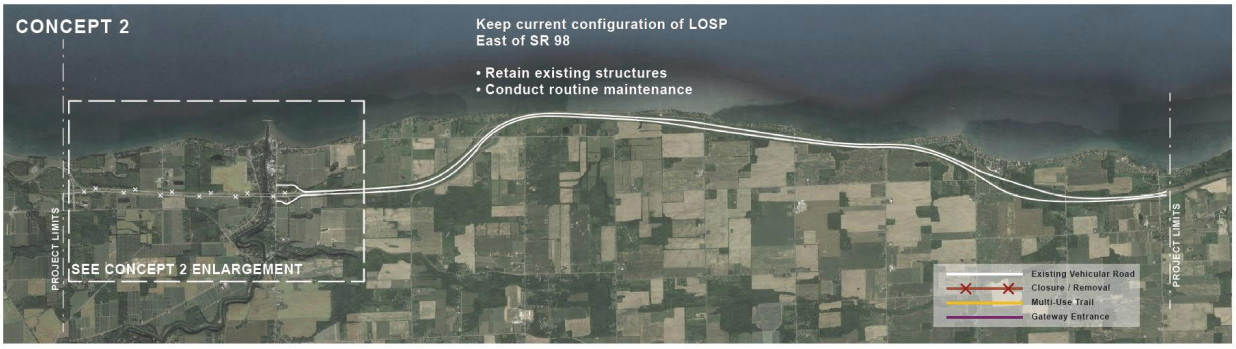
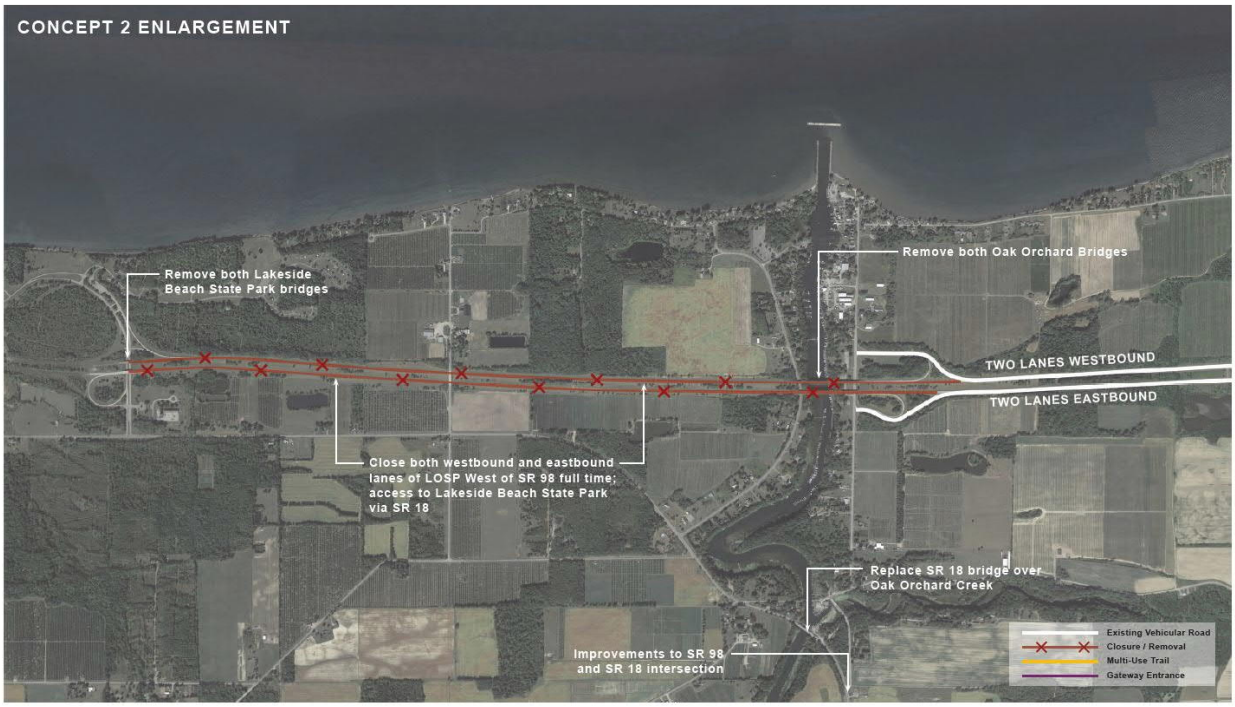


Figure 3-3 Enlargement of Concept 2 – Alternative NYS Route 18 Access to Lakeside Beach State Park



3.3 CONCEPT 3: MODIFY LAKE ONTARIO STATE PARKWAY

Under Concept 3, LOSP would consist of a single lane in each direction (using the original eastbound lanes) between Lakeside Beach State Park and NYS Route 98 for use as a "Gateway" entrance to Lakeside Beach State Park. This "gateway" entrance would have a 30mph speed limit. The remainder of LOSP (east of NTS Route 98) would remain a four-lane configuration as it is today. This concept assumes removal of both Lakeside Beach State Park bridges and one Oak Orchard bridge. The remaining bridges would be rehabilitated, including retrofit of one Oak Orchard bridge for use as part of the "Gateway" entrance. Concept 3 would include the construction of a round-about at the Lakeside Beach State Park entrance. The breakout of the "Gateway" entrance is provided with this concept to understand the costs associated with this feature. Figure 3-4, Figure 3-5, and Figure 3-6 portray Concept 3.

30-Year Cost Estimate

Construction (pavement and structures) Range of Costs: $34,400,000 – $54,300,000 (based on type of pavement treatment)

Annual Maintenance Cost (total for 30 years): $4,952,130

Overall Range of Costs: $39,352,130 - $59,252,130

NYSDOT long term cost implications:

- Highway: Moderate
- Structures: Moderate

30-Year Cost Estimate ("Gateway" portion broken out)

A cost estimate of the "Gateway" entrance is provided separately to understand the costs associated with this feature. The "Gateway" concept consists of a single lane in each direction (using the original eastbound lanes) between Lakeside Beach State Park and NYS Route 98 for use as a "Gateway" entrance to Lakeside Beach State Park. Only Cold in Place Recycle (CIPR) 2" top coat option was broken out as the most feasible option associated with only the "Gateway" portion of Concept 3.

Construction (pavement and structures) Estimated Cost: $15,400,000 (based on CIPR 2" top coat treatment)

Annual Maintenance Cost (total for 30 years): $950,426

Overall Estimate Cost: $16,350,426

Figure 3-4 Concept 3 – Modify Lake Ontario State Parkway

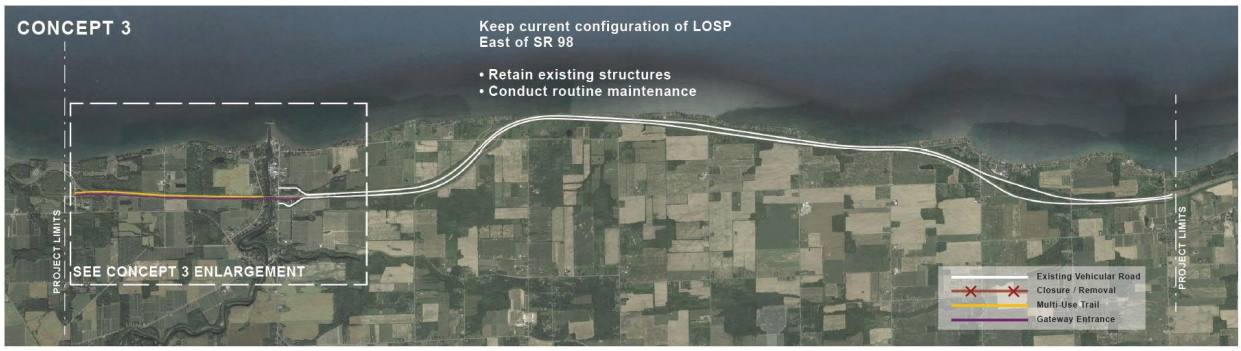


Figure 3-5 Enlargement of Concept 3 – Modify Lake Ontario State Parkway

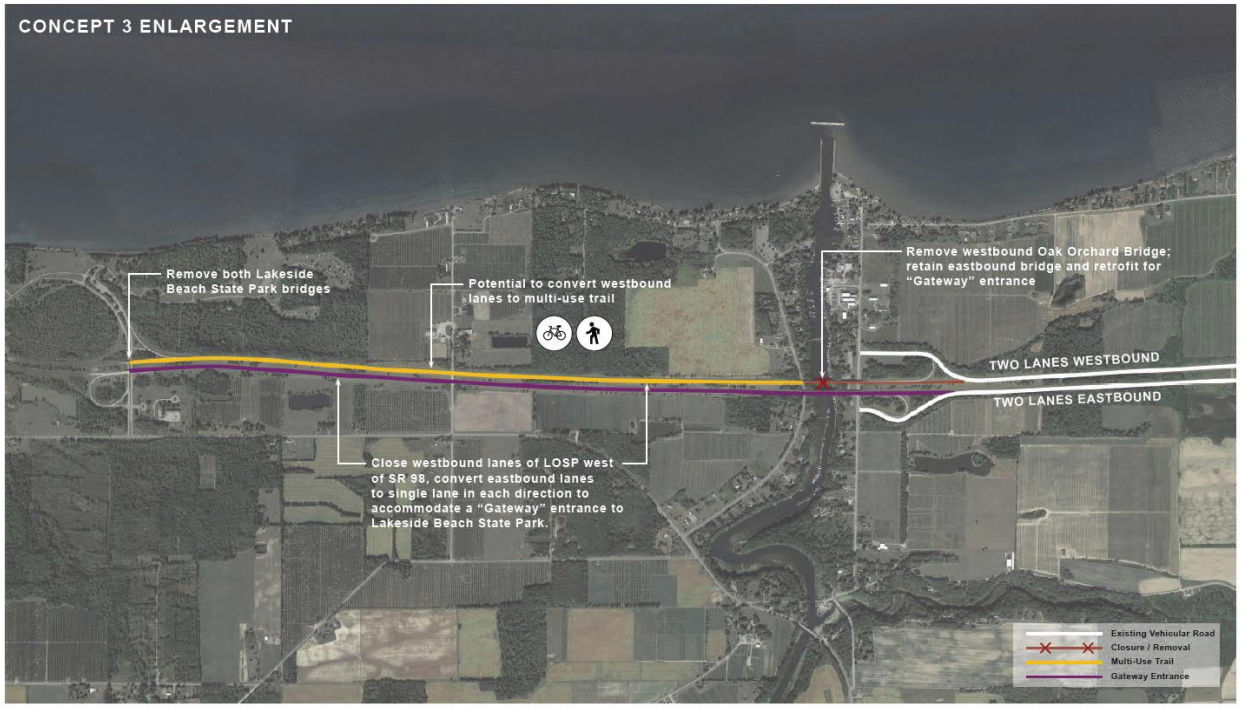
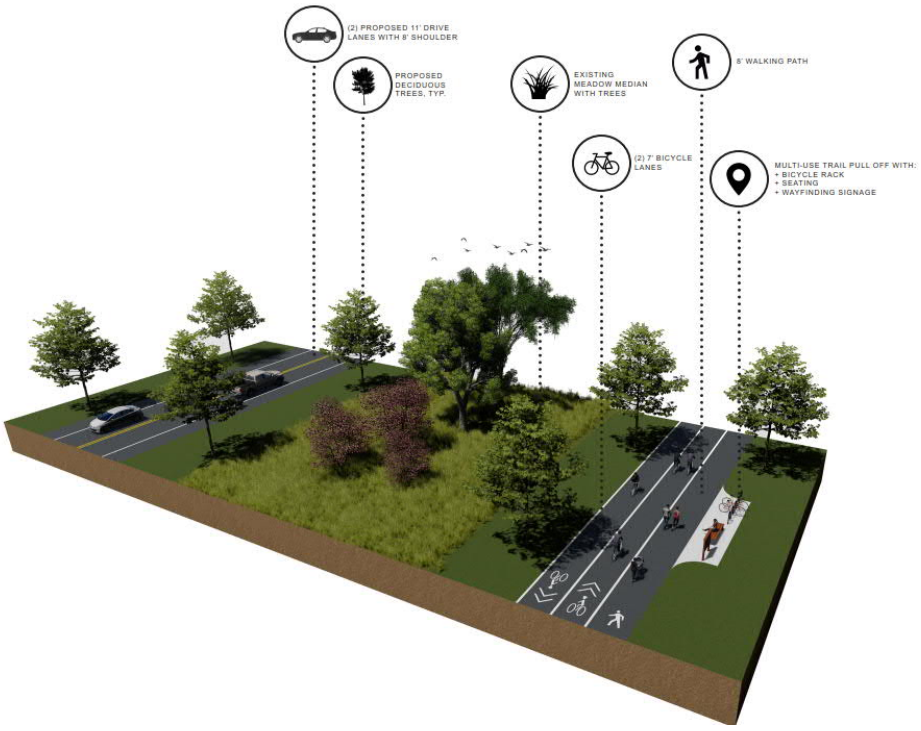


Figure 3-6 portrays an example cross-section of what a "Gateway" entrance for Lakeside Beach State Park could look like along the section between Oak Orchard bridges and Lakeside Beach State Park. This "Gateway" feature could extend from one of the decommissioned Oak Orchard bridges (not removed) into Lakeside Beach State Park. Agreements would need to be worked out as to which agency owns and maintains the bridge and "Gateway" entrance.

Figure 3-6 Concept 3: "Gateway" Entrance for Lakeside Beach State Park



3.4 CONCEPT 4: CONVERSION OF LAKE ONTARIO STATE PARKWAY TO TWO-LANE PARKWAY

Concept 4 would decommission the LOSP westbound lanes and convert the eastbound lanes to two-way traffic (one lane in each direction) from Lakeside Beach State Park to Kendall Road. This concept assumes the removal of both Lakeside Beach State Park bridges, one Oak Orchard bridge, one Peter Smith Road bridge, and one West Kendall Road bridge. The remaining bridges would be rehabilitated. The other Oak Orchard bridge would be retrofitted as a "Gateway" entrance, as outlined in Concept 3. Concept 4 would provide a round-about at the Lakeside Beach State Park entrance from NYS Route 18 and would construct a pedestrian walkway cantilevered off the fascia of the remaining Oak Orchard bridge that could be used to extend a multi-use trail to Lakeside Beach State Park. Finally, this concept would create five cross-over locations from existing LOSP ramps to allow for vehicles entering and exiting to connect to/from new 2-way roadway. Figure 3-7 and Figure 3-8 portray Concept 4.

30-Year Cost Estimate

Construction (pavement and structures) Range of Costs: $31,700,000 – $40,600,000 (based on type of pavement treatment)

Annual Maintenance Cost (total for 30 years): $4,370,640

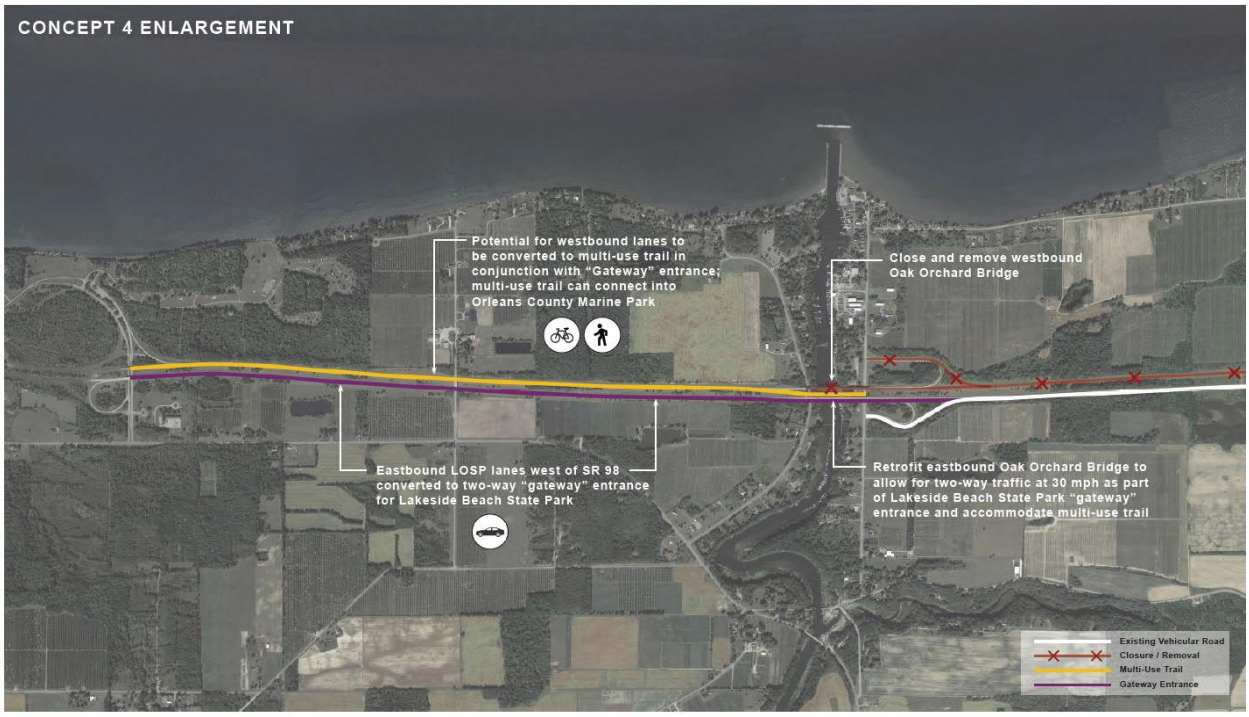
Overall Range of Costs: $36,070,640 – $44,970,640

NYSDOT long term cost implications:

- Highway: Moderate
- Structures: Moderate

Figure 3-7 Concept 4 – Conversion of Lake Ontario State Parkway to Two-Lane Parkway

Figure 3-8 Enlargement of Concept 4 – Conversion of Lake Ontario State Parkway to Two-Lane Parkway



3.5 COST SUMMARY

Table 3-1 summarizes the costs of the four LOSP concepts.

Table 3-1 Summary of Estimated LOSP Concept Costs

Concept	Range of Construction Costs	Maintenance Costs*	Overall Range of Costs
Concept 1	$37,800,000 - $58,700,000	$6,372,000	$44,172,000 - $65,072,000
Concept 2	$31,700,000 - $50,600,000	$4,952,130	$37,152,130 - $56,052,130**
Concept 3	$34,400,000 - $54,300,000	$4,952,130	$39,352,130 - $59,252,130
"Gateway" Element	$15,400,000***	$950,426	$16,350,426
Concept 4	$31,700,000 - $40,600,000	$4,370,640	$36,070,640 - $44,970,640

*Total over 30 years

**Includes $500,000 allocation for improvements to the intersection of SR 98 and SR 18.

***Only Cold in Place Recycle (CIPR) 2" top coat option was broken out to see potential costs associated with only the "Gateway" portion of Concept 3.

3.6 AMENITIES

The Project Advisory Committee identified several additional amenities that are desirable to include along the LOSP corridor, but are not included in the estimated costs of each of the LOSP concepts. Most of amenities could be incorporated into any of the four concepts.

Figure 3-9 presents the potential locations where amenities could be incorporated along Lake Ontario State Parkway. These amenities can be provided along with any of the four concepts to add to the scenic experience of the corridor. For example, in areas where LOSP runs closely to the Lake Ontario shoreline, enhanced public access and overlook areas could be incorporated. In areas where LOSP runs further from the Lake Ontario shoreline and consists of a large median area, natural habitat areas could be provided.

As part of Concept 4, with the conversion of LOSP to one lane in each direction using the eastbound lanes, the decommissioned westbound lanes could be retrofitted to accommodate a multi-use trail. This multi-use trail would allow for pedestrian, bicycle, cross-country skiing, and other non-vehicular access along this scenic corridor.

Figure 3-9 Potential Amenity Locations along Lake Ontario State Parkway

There are two destinct locations where LOSP runs close to the Lake Ontario shoreline, presenting an opportunity to enhance public access and provide overlook areas. There are currently some informal pull offs; however, these areas do not have much else in terms of amenities. Figure 3-10 portrays how the enhanced public access and overlook areas could look- with formal pull off, signage, seating, and hardsurface viewing area.

Figure 3-10 Enhanced LOSP Public Access and Overlook Area

As part of Concept 4, the conversion of LOSP to one lane in each direction utilizing the current eastbound lanes and decommissioning of the westbound lanes opens up opportunities to repurpose the former westbound lanes for a multi-use trail. This multi-use trail would allow for pedestrian, bicycle, cross-country skiing, and other non-vehicular access along this scenic corridor, opening up new opportunities for tourism and enjoyment of the area. The two renderings below depict the opportunity to incorporate a multi-use trail and the additional amenities that could accompany Concept 4. Figure 3-11 depicts a potential multi-use trail.

Figure 3-11 Repurposed Westbound LOSP as Multi-Use Trail

Another potential amenity that can be added to LOSP concepts is a public viewing area. Figure 3-12 suggests how the natural habitat enhancements could include a public viewing area with signage and other simple viewing amenities to enjoy birdwatching and other wildlife viewing. These can be incorporated with any of the concepts.

Figure 3-12 Natural Habitat Enhancements

4 Presentation of Concepts

The Lake Ontario State Park concepts were shared with the Project Advisory Committee during a virtual meeting held on February 8, 2021. At that meeting, the Project Advisory Committee agreed that a single concept would not be selected, but rather all four concepts would remain considerations for further study in the future.

On March 15, 2021, a public meeting was held virtually on publicinput.com to present the Lake Ontario State Parkway concepts to the public and accept questions and comments from the public. The public comment period remained opened from March 15 to March 31, 2021. Overall the event and public input site received 234 views, with 31 participating in the live meeting.