

**Business of the Village Board
Village of Saranac Lake**

SUBJECT: SEQR Process

Date: 07/08/2024

DEPT OF ORIGIN: Trustee White

Bill # 106-2024

DATE SUBMITTED: 07/3/2024

EXHIBITS: _____

APPROVED AS TO FORM:

Village Attorney

Village Administration

EXPENDITURE
REQUIRED:

AMOUNT
BUDGETED:

APPROPRIATION
REQUIRED:

SUMMARY STATEMENT:

Resolution to begin SEQR process for 33 Petrova

MOVED BY: White SECONDED BY: Scollin

VOTE ON ROLL CALL: To table

MAYOR WILLIAMS

yes

TRUSTEE RYAN

yes

TRUSTEE WHITE

yes

TRUSTEE SCOLLIN

yes

TRUSTEE BRUNETTE

yes

WHEREAS, on June 24, 2024 the Village Board approved a resolution (Bill # 97-2024) authorizing the Village Manager to enter into a contract with Wendel Five Bugles for consulting services for a proposed emergency services facility to be constructed on Village of Saranac Lake lands on Petrova Avenue designated SBL # 457.27-1-27.200 shown on Filed Map #2023-5002708 in the Franklin County Clerk's Office (the "Project"); and

WHEREAS, having considered the matter further, the Village Board believes that it is prudent to undertake further due diligence review prior to committing the Village to the contract authorized by Bill # 97-2024 and that such review may address some of the Board's and the public's questions and concerns about the Project; and

WHEREAS, further due diligence review of the Project, including the needed size and proposed access, can be fully and properly conducted as required pursuant to the NY State Environmental Quality Review Act and its implementing regulations in 6 NYCRR Part 617 (collectively, "SEQRA"); and

WHEREAS, SEQRA review of a proposed emergency services facility will allow the Village Board to publicly consider the size and use of the Project, its access and its potential environmental impacts, prior to committing the Village to the full design and development of the Project. SEQRA review should include, but not be limited to consideration of traffic and public safety impacts; noise impacts; consistency with local zoning, the comprehensive plan and community character and other potential impacts of the Project; and

WHEREAS, accordingly, the Village Board seeks to rescind Bill # 97-2-24 and to enter into a revised contract for the initiation of the potential environmental impacts of the Project pursuant to SEQRA; and

NOW, THEREFORE, IT IS RESOLVED:

- I. That Bill # 97-2024 is hereby rescinded and the Village Manager shall not be authorized to execute the contract with Wendel Five Bugles for the scope of work provided therein; and
- II. The Village Manager is directed to negotiate a revised contract with Wendel Five Bugles to provide the Village Board with a conceptual site plan, a proposed Project Narrative, a SEQRA Full Environmental Assessment Form, Part 1 for the Project; and
- III. Upon the receipt and approval of the conceptual site plan, Project Narrative and conceptual site plan for the Project by the Village Board, the Board will initiate the SEQRA review process for the Project and identify the information that it needs regarding potential impacts of the Project in order to make its SEQRA determination of significance as required by that law.



The Village of Saranac Lake



Rail Trail Crossings
Pedestrian & Bicycle Safety Plan

June 2024



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EXECUTIVE SUMMARY

The purpose of the Village of Saranac Lake Adirondack Rail Trail Safety Plan is to provide a comprehensive examination of the Village's existing roadway crossings that currently intersect the newly repurposed former freight railroad line, the Adirondack Rail Trail, a 34-mile recreational trail connecting multiple communities across Upstate New York. As published by the National Highway Traffic Safety Administration, in 2021 there were over 60,000 pedestrian injuries nationally in traffic crashes and nearly 7,400 deaths, the highest recorded fatality rate in almost 40 years. The unique relationship created by the introduction of the Adirondack Rail Trail and its interaction with the Village of Saranac Lake's roads necessitates an in-depth look at how these crossings can be made as safe as possible. Bringing better awareness to motorists and pedestrians alike and identifying recommended safety countermeasures can greatly enhance the Trail's goal to "enable residents and visitors to enjoy safe, healthful exercise, commune with nature, and soak up Adirondack history."

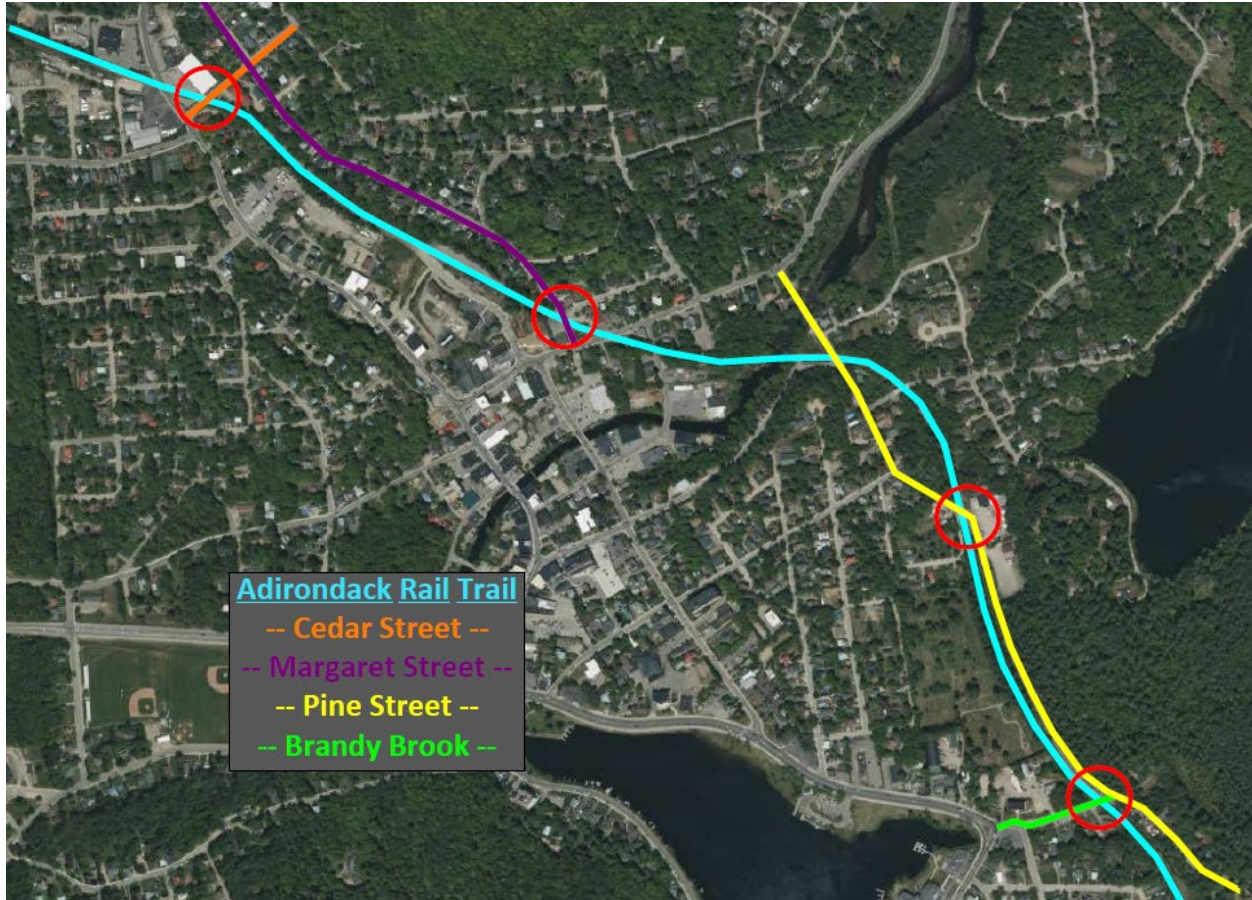


Saranac Lake is rich in Adirondack history and natural beauty, making it one of the most attractive destinations in all of New York. The small, quaint Village is home to about 5,000 residents and boasts an abundance of natural and historical landmarks, sightseeing and popular shops and restaurants, all largely within walking distance throughout the Village. In fact, Saranac Lake earned a Silver-level community rating from Walk Friendly Communities, a national recognition program working to encourage and identify towns and cities to make safer walking environments a priority. Walk Friendly cited Saranac Lake's impressive levels of walking and excellent planning efforts, its beautiful lake and river views, historic architecture, parks, and many dining and shopping possibilities.



The inclusion of the Adirondack Rail Trail seeks to increase foot traffic, bringing additional visitors to the area as well as increased activity from local residents. In 2018 Saranac Lake was awarded \$10 million by New York State as part of the Downtown Revitalization Initiative (DRI) and was deemed "*the most economically viable in the North Country.*" The grant will help restore and grow the community over the coming years, and the crossings between the Village roads and the Rail Trail will directly join these two great initiatives as the Village of Saranac Lake marches forward to a revitalized community. By identifying recommended safety countermeasures for these crossings, we can enhance the positive impacts of the DRI, and the Adirondack Rail Trail, further promoting a safer, healthier Saranac Lake.

The village has identified four (4) crossings to be assessed for safety countermeasures where the Rail Trail crosses an active roadway. The four identified are located on Cedar Street, Margaret Street, Pine Street and Brandy Brook (see image below). While there are more locations where the Trail crosses with roadways within the Village limits, these four are the ones that are maintained by the Village and not NY State DOT or privately maintained.



The Adirondack Rail Trail, denoted by the blue line, is intersected at four (4) locations by roadways within the Village of Saranac Lake.

This Village of Saranac Lake Adirondack Rail Trail Safety Plan will take an in-depth look at these four crossings, examine current and potential issues, as well as identify recommended safety countermeasures that could be implemented in order to protect motorists and pedestrians alike. We will also investigate the best methods for implementing these safety countermeasures in order to align with the Village’s current initiatives and policies for revitalizing the area. With the priority crossings identified, eight specific countermeasures were identified for the “Countermeasure Toolbox”.

1. Lighting & Illumination.
2. High-Visibility Crosswalks;
3. Curb Extensions
4. Raised Crossings
5. Signage & Pavement Markings
6. Speed Monitoring
7. Pedestrian/ Driver Educations; and
8. Police Enforcement

1.0 INTRODUCTION

1.1 PROJECT PURPOSE

Because of the recently repurposed and newly opened Adirondack Rail Trail, proper care must be taken to ensure that the areas where the Trail intersects Village operated and maintained roadways are within applicable safety codes and standards to ensure motorist and pedestrian safety. To this end, the Village of Saranac Lake Adirondack Rail Trail Safety Plan looks to examine what steps should be taken to improve existing or incorporate new safety countermeasures and mitigate risks.

The Village of Saranac Lake has taken significant steps over the years to ensure that projects around the Village are reviewed extensively so that every infrastructure improvement adheres to the goals of their Complete Street Policy and other initiatives that aim to create a healthy, safe, and connected Saranac Lake.

1.2 PROJECT GOALS

This report will consider a variety of proven safety countermeasures that have yielded positive results in certain applications to make for safer interaction between motorists and pedestrians. Each countermeasure will include a brief breakdown of what they are, what they do and what kind of cost or outcome might be expected from their implementation.

We will then evaluate each of the four identified crossings and what safety countermeasures could be applied to each depending on the design and layout that might best mitigate risks and enhance the safety of all users. (Safety Enhancement and Risk Mitigation per the Village resolution)

1.3 PROJECT STUDY AREA

Of the 2.4 miles of that the Adirondack Rail Trail traverses within the Village of Saranac Lake, the project focuses on four locations where the Trail crosses roadways inside the Village limits, Cedar Street, Margaret Street, Pine Street and Brandy Brook. There are more than these four areas where the Trail intersects road within the Village, however, other crossings are State or privately owned and operated. The four previously mentioned crossings we will examine are owned and maintained specifically by the Village and their Department of Public Works so the best methods to incorporate them safely will be subject to reviews and adherence to local legislation like their Complete Street Policy.

1.4 COMPLETE STREETS POLICY

In August of 2016, the Village adopted the Village of Saranac Lake Complete Street Policy. The Policy defines Complete Streets as “*streets that are designed and operated to enable safe access*

for all users, in that pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across a street.” The Policy which aims to promote safety, reliability, and efficiency, applies to all Village-owned transportation facilities in the public right-of-way and provides an outlined approach for every transportation improvement and public works infrastructure project all the way from planning and design phase into construction, and operation and maintenance.

Whenever an infrastructure project is being planned, the Village Board, Department of Public Works and the Parks and Trails Advisory Board coordinate to ensure the goals of the Complete Streets Policy are met, which includes the completion of a Complete Streets Checklist to fully examine opportunities within a potential project. In conjunction with the Saranac Lake Bike and Pedestrian Trail Master Plan and Local Waterfront Revitalization Program, recommended projects going through the Complete Streets Policy are subject to rigorous review and approval processes to ensure they are in the Village’s best interest.

A Complete Street offers many benefits, providing daily commuters more options for getting to their destination, which can in turn help reduce greenhouse emissions and make for improved air quality; creating new avenues for recreation and exercise, helping make for a healthier, more active and connected community; expanding access to points of interest and local businesses, boosting the local economy; and perhaps most importantly, providing safer spaces for pedestrians and motorists to coexist.

2.0 COUNTERMEASURE IDENTIFICATION AND TOOLBOX

With the priority trail crossing locations identified, the next step in developing specific projects for each was to identify potential countermeasures for a “Countermeasure Toolbox” to be used to determine appropriate countermeasures for each location. Eight (8) potential countermeasures were identified ranging from lighting and illumination to improving or installing signage and pavement markings to education and enforcement, as listed below.

Each of these countermeasures is discussed in greater detail in the sections that follow. For each countermeasure, an overview of the countermeasure is given along with the potential safety benefit of installing the countermeasure. Typical applications are also listed, along with typical design features and typical costs. Finally, representative images for each are also shown.

1. Lighting & Illumination.
2. High-Visibility Crosswalks;
3. Curb Extensions
4. Raised Crossings
5. Signage & Pavement Markings
6. Speed Monitoring
7. Pedestrian/ Driver Educations; and
8. Police Enforcement

2.1 LIGHTING & ILLUMINATION

Overview

- Per NHTSA Traffic Safety Facts 2021 Data, 77% of pedestrian fatalities occurred in the dark.¹
- Illumination makes crosswalks, signage, and pedestrians more visible to motorists.
- Traditional roadway lighting is typically placed to assist motorist visibility.

Safety Benefit

- Intersection lighting can reduce pedestrian crashes up to 42%.²

Costs

- Crosswalk lighting ranges from \$350 to \$40,000 per crosswalk depending on the complexity of the system.

Application

- At crossings, lighting should be uniform and installed on both sides of the roadway.
- Lighting placement should be forward of the crossing to avoid silhouetting of the pedestrian.



Illuminated Crosswalk Example

2.2 HIGH-VISIBILITY CROSSWALKS

Overview

- Crosswalks guide pedestrians to cross the street to a designated location and help to alert drivers of potential pedestrian crossing.
- ‘Ladder’ style crosswalk bars are a highly visible option for both motorists and pedestrians even from a distance.
- Inlay, thermoplastic tape or epoxy paint is preferred to create reflectivity in lieu of water based paint or brick.

Safety Benefit

- High visibility crosswalks can reduce pedestrian injury by up to 40%.³

Costs

- Costs range from \$500 to \$1,500 per crosswalk.

Application

Applicable to all midblock crossings and intersections with expected pedestrian activity.

Additional counter measures can be installed to enhance the visibility like lighting and signage.



High Visibility Crosswalk Example

2.3 CURB EXTENSIONS

Overview

- Create more space for pedestrians by repurposing street parking or wide outside lanes.
- Leads to increased visibility and sight lines leading up to crossings.
- Reduces crossing distances for pedestrians.

Safety Benefit

- No current CMF data is available but reduction in vehicle speeds, better visibility and shortened crossings all contribute to pedestrian safety.

Costs

- Cost ranges from \$2,500 to \$30,000 depending on scope, conditions and materials planned for use.

Application

Can be installed at intersections or mid-block crossings.

Design should consider usage by larger vehicles which need a larger turning radius.

Extra space created can allow opportunities for landscaping, amenities or other beneficial enhancements.



Curb Extension Example

2.4 RAISED CROSSINGS

Overview

- Increases the visibility of the crosswalk and creates reduced vehicle speeds leading up to the crossing.
- Allows pedestrians to cross at sidewalk level for better visibility.
- Benefit is increased with the inclusion of additional safety enhancements such as lighting or signage.

Safety Benefit

- Raised crosswalks can reduce pedestrian crashes up to 45%.⁴

Costs

- Cost ranges from \$1,500 to \$10,000 per crosswalk depending on size and detail.

Application

- Best for rural and local streets that already feature lowered vehicle speeds (under 45 MPH).
- Detectable warning strips should be included at edges for pedestrians especially those with vision impairments.



Raised Crosswalk Example

2.5 SIGNAGE AND PAVEMENT MARKINGS

Overview

- Includes “YIELD” / “STOP” signage for pedestrian warnings, as well as in-street signs or markers for increased visibility.
- Greatly reinforces stopping and yielding right-of-way requirements for drivers.
- Often included with additional countermeasures like lighting and ‘ladder’ style crosswalks.
- Added centerline and/or shoulder lines pavement markings to increase visibility of each lane.

Safety Benefit

- Advance yield or stop marking signs can reduce pedestrian crashes up to 25%.⁵

Costs

- Signs can typically cost between \$200 to \$1,600 depending on quantity and manufacturer.



Signage Example – In Street flexible Yield to Pedestrian sign with base – Sign# R1-6d

Application

- Flexible in-street yield to pedestrian sign should be placed in the median. Excess signage, however, can cause clutter and impact sightlines/distract drivers.
- Signage should follow MUTCD standards and may require additional roadway markings in advance of the crosswalk.

2.6 SPEED MONITORING

Overview

- Police and transportation agencies have mobile units on trailers that can be employed to display the speed of passing vehicles.
- Typically, a temporary measure that helps educate and train roadway users to speed requirements.
- Traditional roadway lighting is typically included to assist motorist visibility.
- Permanent radar speed signs also known as driver feedback signs, speed display signs, YOUR SPEED signs and radar speed displays are valuable traffic calming devices that are effective in improving road safety.

Safety Benefit

- Excessive automobile speeds increase risk. Studies have shown speed monitoring trailers can contribute to a 4% reduction in motorist speeds.⁶

Costs

- Costs for permanent radar speed signs range from \$7,000 to \$18,000 per unit but may be affected by transport, monitoring or maintenance.

Application

- Temporary speed monitoring measures are best used as a temporary measure in local areas prior to the installation of more permanent traffic calming measures.
- Permanent speed monitoring measures may be used as a traffic calming device where prevailing speeds exceed the posted speed limit.
- Care should be taken to not obstruct sightlines or travel ways of pedestrians or bicycles and should include high visibility markings.



Speed Monitoring Example

2.7 PEDESTRIAN / DRIVER EDUCATIONS

Overview

- Increased education to limit lack of driver awareness along with traffic law disobeying.
- Increased level of education will make drivers decide to make smarter decisions.

Safety Benefit

- Long term driving habits to be improved to be made from education.
- Promoting safer driving will help lead to less accidents happening.



Components

- Campaigns to gain the support of the public for education courses may be conducted in cooperation with NYSDEC Adirondack Rail Trail Program.
- Different style campaigns to gain support for different style educations.

Application

- Educational programs form a comprehensive, interdisciplinary strategy alongside infrastructure and policy adjustments.
- Internals campaigns emphasize the importance of safety programs within companies.
- Public relation endeavors create avenues for disseminating safety-related information.
- Engagement materials should feature universally appealing visual and written messages.

Cost

- This varies greatly depending on the size of the scope and the campaigns with the programs.

2.8 POLICE ENFORCEMENT

Overview

- Police enforcement is an important component to preserving a safe environment for all roadway users.

Safety Benefit

- High-visibility enforcement campaigns targeting specific locations have been observed to increase crosswalk yield rates by up to 37%.*
- Enforcement supports a sense of right and wrong on the roadways and lends credibility to other infrastructure and policy efforts.

Application

- Enforcement programs are most effective in the form of a well-publicized campaign
- Proper training is necessary to help officers enforce right-of-way laws
- Good locations to focus on include school zones, residential areas, and pedestrian activity generators such as the rail trail crossings as is the focus of this safety plan.
- Sensitivity to the implications of police presence in communities and among specific age/ethnic groups is crucial.



Saranac Police e-bikers.

Components

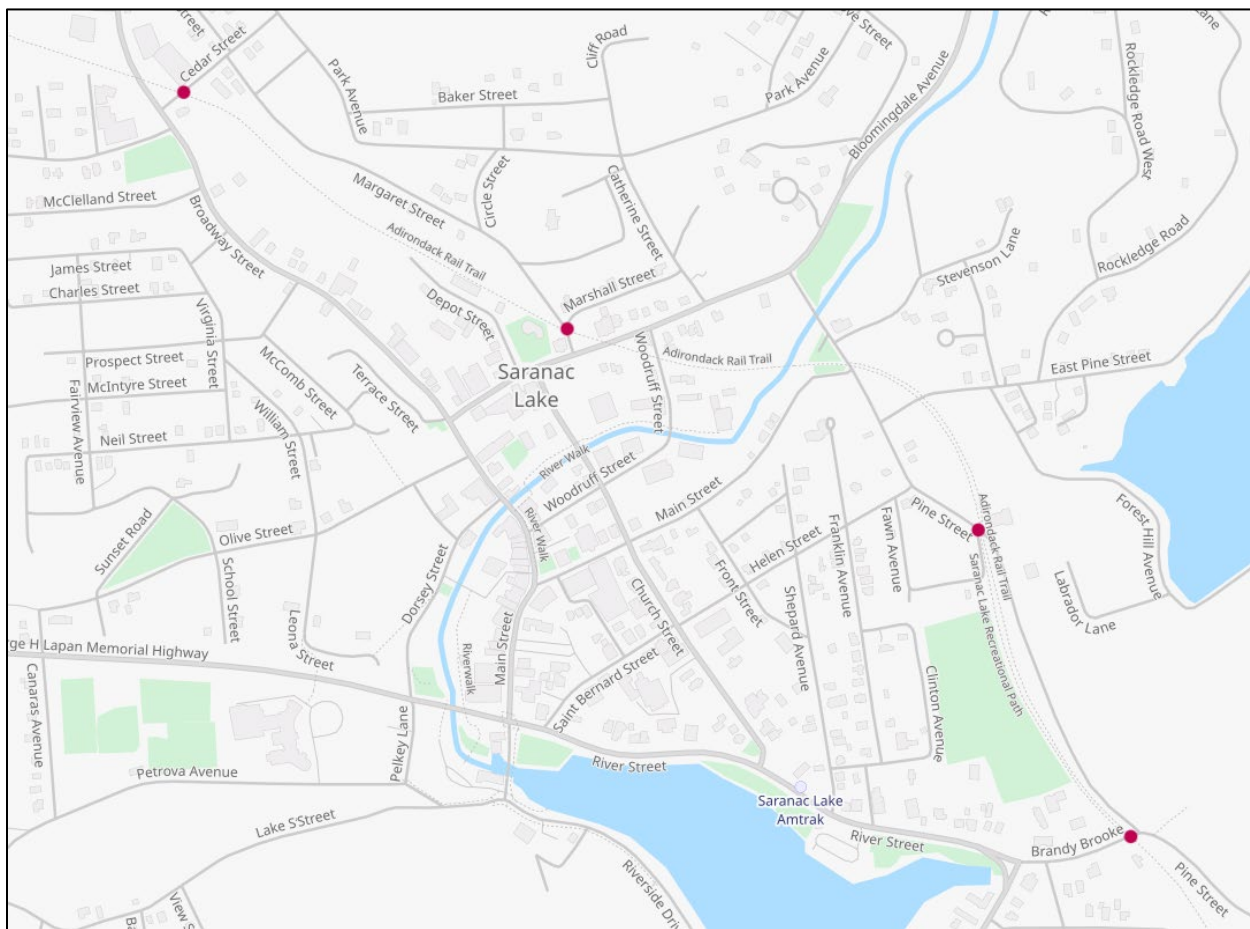
- Efforts should focus on policing drivers rather than pedestrians
- Enforcement should be preceded by warnings and media campaigns
- Issuing citations and violations are carried out as part of a broader strategic program
- Operations involving officers on bicycles can be effective in increasing awareness of bicycle activity in the community.

Costs

- Varies widely depending on scope, training, number of officers involved, media efforts, and more.

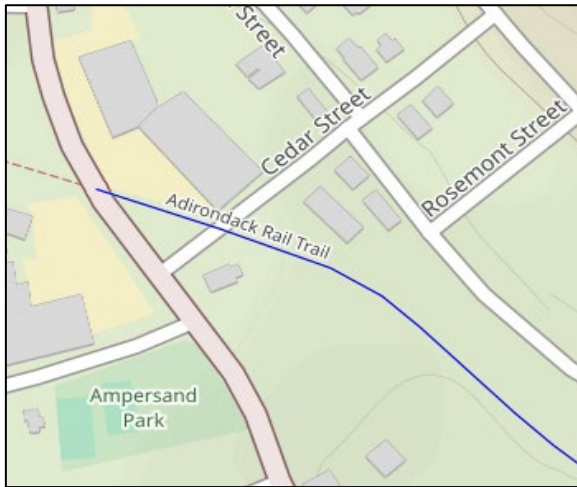
3.0 PROJECT IDENTIFICATION

The Village of Saranac Lake has identified four (4) existing crossings of the Adirondack Rail Trail with Village Roads. The crossings, located at Cedar Street, Margaret Street, Pine Street and Brandy Brook, are current, active roadways in which the Rail Trail users must traverse. The Village has made it a top priority to ensure the safety of all who utilize these crossings, pedestrians, and motorists alike. To bring these crossings to an acceptable level of compliance and safety, each crossing has been identified individually in this section and potential effective countermeasures outlined with each to help in preventing incidents and to enhance the positive effects intended from the newly constructed Adirondack Rail Trail.



The four current crossings between the Adirondack Rail Trail and Village Roads, identified by pink dots on the above map.

3.1 CEDAR STREET



Roadway Summary	
AADT	860
Functional Class	9 / Rural Local Road
Number of Lanes	2
Speed Limit	30 MPH



Cedar St. Crossing

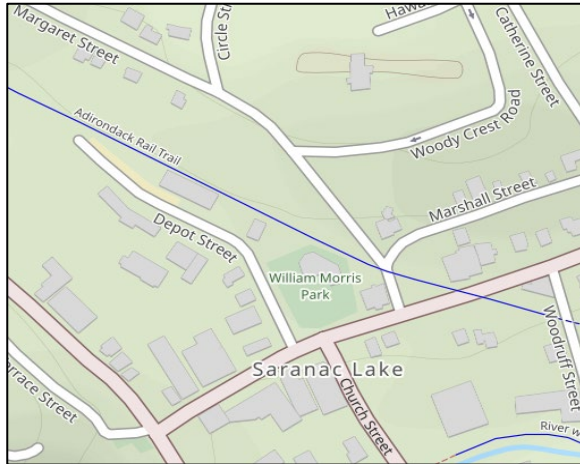


Potential Countermeasures:

- ① Lighting and illumination
- ② High visibility crosswalk
- ⑤ Signage and pavement markings
 - Including centerline and shoulder line striping on approach to crossing
 - Including in-street flexible yield to pedestrian sign
- ⑦ Pedestrian driver education
- ⑧ Police enforcement



3.2 MARGARET STREET



Roadway Summary	
AADT	1,175
Functional Class	9 / Rural Local Road
Number of Lanes	2
Speed Limit	30 MPH



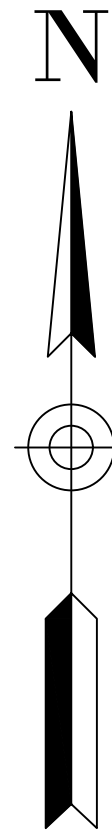
Margaret Street facing South



Margaret Street facing North

Potential Countermeasures:

- ② High visibility crosswalk
Improve visibility by selective tree trimming
- ③ Curb extension. Extend curbing on south side of Margaret Street from the Route 3 / Bloomingdale Avenue intersection to trail crossing as a traffic calming countermeasure.
- ⑤ Signage and pavement markings
 - Including centerline and shoulder line striping on approach to crossing
- ⑥ Speed monitoring
- ⑦ Pedestrian driver education
- ⑧ Police enforcement



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VILLAGE OF SARANAC LAKE
**RAIL TRAIL PEDESTRIAN &
BICYCLE CROSSING
SAFETY PLAN**
SARANAC LAKE NY 12983

AES PROJ. #: 5298
DRAWN BY: TM DESIGNED BY: KRF
ISSUE #: DESCRIPTION: DATE:

ISSUE #	DESCRIPTION	DATE

DRAWING TITLE:
**MARGARET ST. AND
MARSHALL ST.
INTERSECTION**

SHEET NO.:
FIGURE 2

3.3 PINE STREET



Roadway Summary	
AADT	2,981
Functional Class	19 / Urban Local Street
Number of Lanes	2
Speed Limit	30 MPH



ADK Rail Trail looking North across Pine Street



Potential Countermeasures:

- ① Lighting and illumination
- ② High visibility crosswalk
- ⑤ Signage and pavement markings
 - Including centerline and shoulder line striping on approach to crossing
 - Including in-street flexible yield to pedestrian sign
- ⑥ Speed monitoring
- ⑦ Pedestrian driver education
- ⑧ Police enforcement





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 DRAWN BY: TM DESIGNED BY: KRF
 ISSUE #: DESCRIPTION: DATE:

DRAWING TITLE:
 PINE ST. AND FAWN ST. INTERSECTION

SHEET NO.:
FIGURE 3

3.4 BRANDY BROOK



Roadway Summary	
AADT	2,241
Functional Class	17 / Urban Collector
Number of Lanes	2
Speed Limit	30 MPH



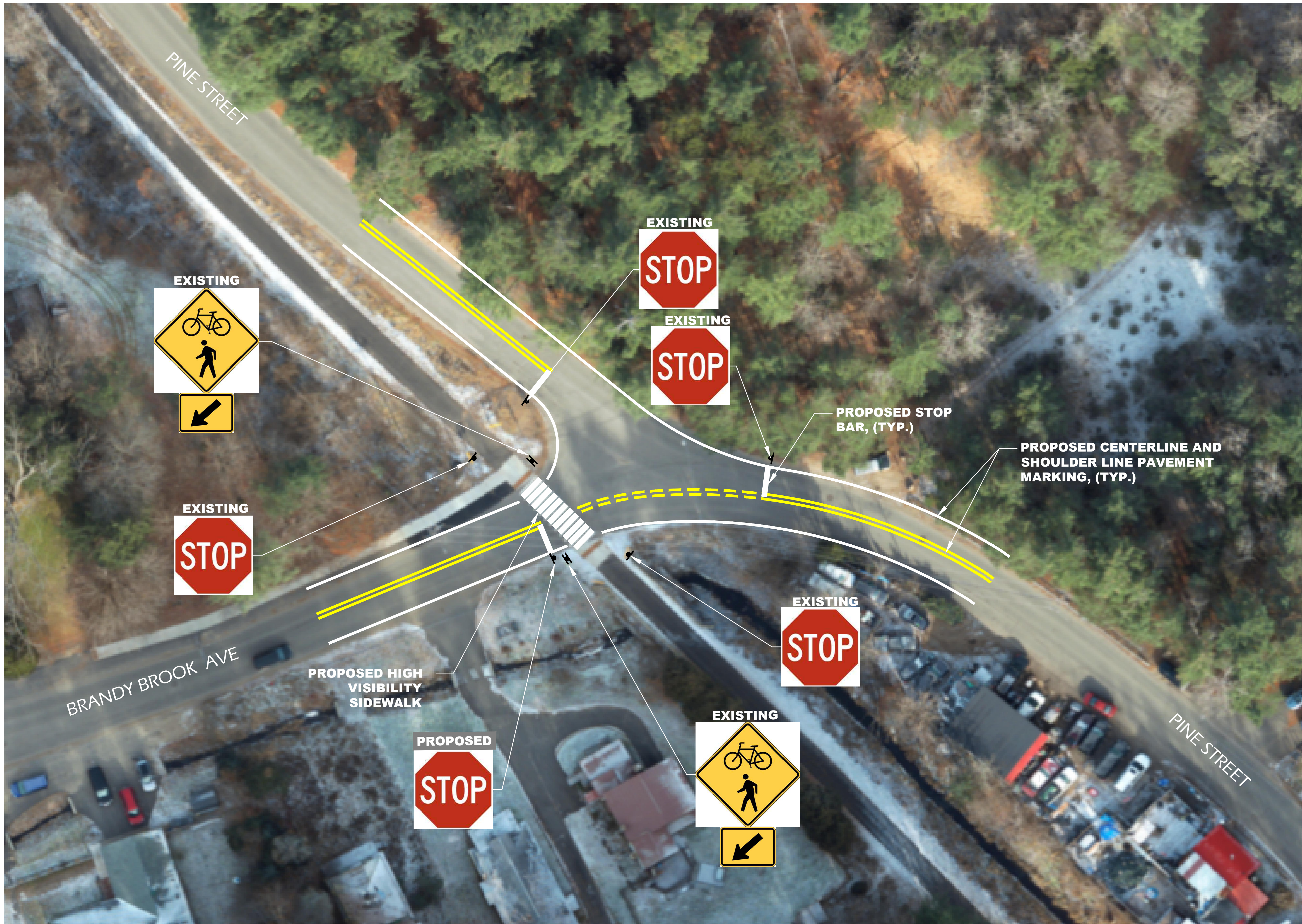
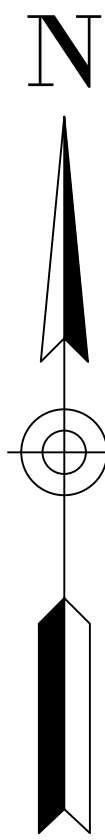
Looking South on Pine Street at the ADK Rail Trail crossing Brandy Brook

Potential Countermeasures:

- ② High visibility crosswalk
- ③ Improved intersection alignment
- ⑤ Signage and pavement markings
 - Including dashed lines through intersection.
- ⑦ Pedestrian driver educations
- ⑧ Police enforcement



Looking North on Pine Street at the ADK Rail Trail crossing Brandy Brook



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VILLAGE OF SARANAC LAKE
**RAIL TRAIL PEDESTRIAN &
 BICYCLE CROSSING
 SAFETY PLAN**
 SARANAC LAKE NY 12983

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BRANDY BROOK AVE AND PINE ST. INTERSECTION		
SHEET NO.:		
FIGURE 4		

4.0 PROJECT IDENTIFICATION

4.1 SUMMARY

The purpose of the Saranac Lake Rail Trail Pedestrian and Bicycle Safety Plan is to identify pedestrian risk factors at four road crossing locations and provide safety countermeasures recommendations for potential implementation. The goal of the project is to increase pedestrian and bicycle safety at trail roadway crossings in the Village. Based on coordination with the Village of Saranac Lake, the study area for this report was narrowed down to the four crossings listed below:

- ❖ Cedar Street
- ❖ Margaret Street
- ❖ Pine Street
- ❖ Brandy Brook

With the four locations identified, in order to develop specific projects, 8 potential countermeasures were identified for a “Countermeasure Toolbox”:

1. Lighting & Illumination.
2. High-Visibility Crosswalks;
3. Curb Extensions
4. Raised Crossings
5. Signage & Pavement Markings
6. Speed Monitoring
7. Pedestrian/ Driver Educations; and
8. Police Enforcement.

For each countermeasure, typical costs were identified.

With the four priority locations identified, and with the countermeasure tool box developed, specific countermeasures were developed for each priority location.

Finally, the priority locations were evaluated for the feasibility of countermeasure implementation, the likelihood of improving the safety of the crossing and the relative cost. The recommended countermeasures for each priority location are listed as follows and illustrated on Figures 1 through 4.

1. Cedar Street: 2, 5, 7, 8
2. Margaret Street: 2, 3, 5, 6, 7, 8
3. Pine Street: 1, 2, 5, 6, 7, 8
4. Brandy Brook: 2, 5, 7, 8

REFERENCES

¹ <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813458>

² http://www.pedbikesafe.org/pedsafe/countermeasures_detail.cfm?CM_NUM=8

⁴ https://safety.fhwa.dot.gov/ped_bike/step/docs/techSheet_RaisedCW2018.pdf

⁵ <https://highways.dot.gov/safety/proven-safety-countermeasures/crosswalk-visibility-enhancements>

⁶ http://www.pedbikesafe.org/pedsafe/countermeasures_detail.cfm?CM_NUM=59