

Village of

Penn Yan

Circulation,
Accessibility,
and Parking
Study



January 2020

PLAN SUPPORT BY THE GENESEE TRANSPORTATION COUNCIL (GTC)

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While the New York State Department of Transportation (NYSDOT) participated on the steering committee, this does not necessarily reflect the official views or policy of NYSDOT.

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Many community members contributed significant time and effort to help develop this Circulation, Accessibility, and Parking Study for the Village of Penn Yan. Their passion, commitment, enthusiasm, and hard work are greatly appreciated.

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Section 1: Introduction

Penn Yan has a population of just over 5,000 people and is situated on the northern edge of Keuka Lake. The Village has become a prime destination, particularly during the summer months, for people who vacation on Keuka Lake and many come to visit Penn Yan's active downtown business district. The Village's proximity to Keuka College provides another source of regular visitors. These groups combine to put a regular strain on the Village's transportation network.

Creating walkable, livable communities requires a mix of land uses and a high degree of street and route connectivity. Pedestrians and motorists should both have route options when trying to reach their destinations. There are opportunities in the Village of Penn Yan to cultivate strong and sensible connections for drivers, bicyclists, and pedestrians without compromising the safety and access for any mode of travel.

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

STEERING COMMITTEE

The Village of Penn Yan was successful in their application for a Circulation, Accessibility, and Parking (CAP) study in late 2018. Penn Yan established a steering committee comprised of Village officials, key stakeholders, and community members to guide the CAP process.

DOWNTOWN REVITALIZATION INITIATIVE

Following the adoption of an updated comprehensive plan, Penn Yan was successful in an application for New York State's Downtown Revitalization Initiative (DRI). The State

program invests \$10 million into 10 selected downtowns from different regions across New York State. Penn Yan's DRI was initiated prior to the start of the CAP. However, proposed projects in the DRI were considered during the development of the CAP.

OBJECTIVES

This CAP Study provided the Village with the opportunity to focus solely on the issues of character, access, connectivity, and parking that constrict development and livability in Penn Yan. The objectives of this CAP Study included, but were not limited to:

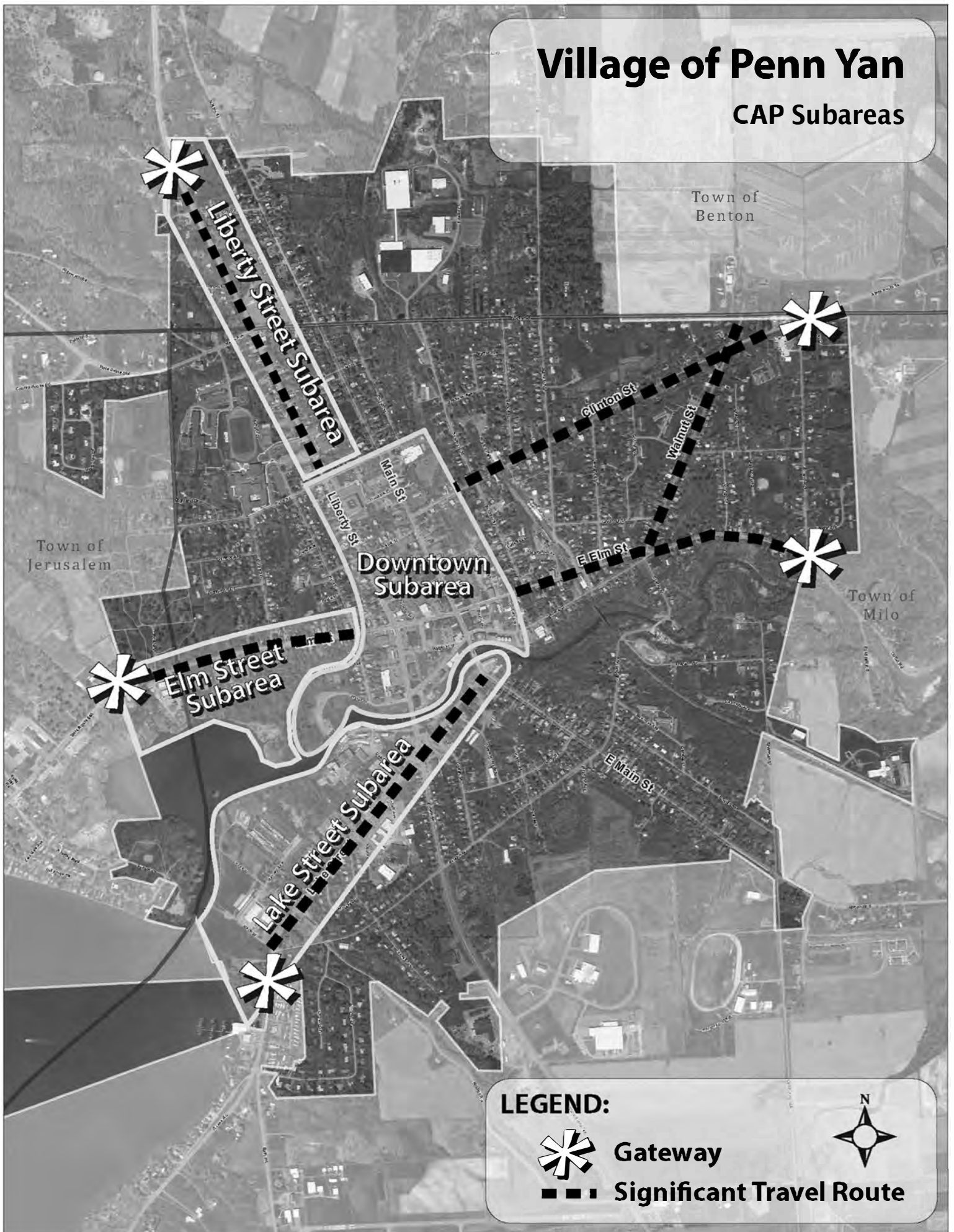
- Enhance the livability, mobility, and identity of the Village to create a stronger sense of place;
- Improve safety, access, and connectivity for all modes of travel into the Village and within major activity centers;
- Preserve and enhance the Village's historic character and walkability of the downtown core;
- Foster additional economic development opportunities by increasing multi-modal access and addressing downtown parking needs and alternatives; and
- Identify opportunities to capitalize on connections to recreational trails and the waterfront.

STUDY AREA

The study area includes four subareas and several key corridors. The downtown core is centered around a historic multi-story Main Street with underutilized upper floors and a mix of commercial, residential, and civic destinations including Village Hall and the County Offices. Lake Street is a commercial corridor that caters to automobile traffic with several "drive-through" type uses and a retail strip plaza. Liberty Street serves as a significant gateway lined with residential and public uses including the local school and hospital. Besides Liberty Street, each subarea includes a public park and has direct access to the Keuka Outlet waterfront. Clinton Street, East Elm Street, and Walnut Street are routes that handle a significant amount of vehicular, bicycle, and buggy traffic.

Village of Penn Yan

CAP Subareas



PLANS & STUDIES

Over the past two decades, Penn Yan has completed a number of planning and community design efforts. Many of these contain recommendations that directly relate to this study and the study area. These efforts are summarized below. Please note some of these summaries are presented as excerpts from the 2016 Comprehensive Plan.



2016 COMPREHENSIVE PLAN

In March of 2017, the Village of Penn Yan adopted their current Comprehensive Plan. Prepared by the Steinmetz Planning Group, this Plan built upon and served as an update the 2000 Village of Penn Yan Master Plan. Through an analysis of existing conditions, community outreach, and stakeholder meetings the opportunities and constraints of the Village were identified. Based on this analysis, the needs and desires of the community formed the foundation of the Plan's policy framework, which is intended to guide meaningful change in the Village.

The policy framework is comprised of a central vision, as well as community foundation and enhancement policies. Expectations, tasks, and tools for each policy are also provided to assist in the achievement of the Village's long-term vision.

Key expectations identified in the Plan that relate directly to this study include:

- Enhancing the walkability of the community;
- Fostering a vibrant downtown;
- Increasing public access to the waterfront; and
- Addressing the growing demand for parking in certain areas of the Village.



VISION 2020 PLAN

Completed in 2014 as a vision for the next 20-30 years, this Plan was developed to articulate the greater Penn Yan community's collective vision. The Plan is a combination of thoughts and ideas from Penn Yan residents, business owners, and other stakeholders, along with the Vision 2020 Steering Committee. Much of these ideas were gathered from a Community Charrette attended by over 125 people. This document and its recommendations were distilled by the Community Design Center of Rochester to address the unique needs of Penn Yan in a visual form. The reoccurring themes of the Vision 2020 Plan form a set of guiding principles, including the following topic areas:

- Preserve, cultivate, celebrate historic ambiance: preservation, history, culture, Main Street
- Provide, enhance, expand connectivity: gateways, waterfront, parking, region
- Demand good design: public realm, design guidelines, signage
- Focus on the pedestrian: balance between auto, multi-modal, trails, parks, safety, walkability
- Enhance with natural elements: vistas, waterfront, parks, trees, trails
- Promote appropriate growth: housing, land use, building use, planning, fighting sprawl
- Develop civic pride: Stewardship, property maintenance, partnerships, diversity, identity
- Destination Penn Yan: tourism, history, waterfront, public realm, identity



PARKS & RECREATION PLAN

This 2018 Plan is an update to the 2010 Parks and Recreation Master Plan. The Plan seeks to analyze local parks and recreation opportunities as a means to improve quality of life in the Village. Based on community feedback and an in-depth analysis of existing site conditions, the Plan offers recommendations of a series of projects of varying complexity and size intended to be implemented over five to ten years. Recommendations include, but are not limited to: implementing trail signage, replacing playground equipment, and creating additional trails. All of the recommendations found in the plan are aimed at assisting the community with fostering additional recreational opportunities within the Village, as well as working towards the goals of the Comprehensive Plan.



VILLAGE WATERFRONT PLAN

The 2007 Waterfront Plan completed by Stuart I. Brown Associates, Inc. and Ingalls Planning and Design, along with input from the community, developed guiding principles and three alternatives for how Penn Yan may revitalize its waterfront. The three scenarios all sought to meet the following guiding principles:

- Redevelop the Penn Yan Marine Site and neighboring parcels;
- Establish tourist attractions;
- Enhance the Outlet Trail;
- Establish links to the downtown business district;
- Redevelop underused industrial and storage buildings;
- Enhance streetscapes along Lake Street and Elm Street;
- Preserve Wetlands; and
- Ensure adequate navigation and improve facilities for boats.

ROUTE 14A CORRIDOR STUDY

Completed in 2006, this purpose of the Study was to improve the safety of the Route 14A corridor and enhance the character and economic potential of the communities it serves within Yates County. The Route 14A corridor study area included the Towns of Benton, Milo, Barrington, and Starkey, and the Villages of Penn Yan and Dundee. Goals of the Route 14A Corridor Study relevant to this effort include:

- Support the economic vitality of Yates County and the Finger Lakes regions through transportation planning and decision-making along the corridor that promotes balanced community and economic development;
- Increase safety for motorized and non-motorized users of the corridor through improved transportation designs, services, and education programs that minimize conflicts between existing and planned uses;
- Protect, enhance, and promote the corridor's historic and cultural resources through transportation planning and decision-making that respects the rural character and nature of Yates County;
- Address corridor-wide transportation issues through improved inter-municipal coordination and local community planning efforts that balances support for local land use and development objectives with broader community goals; and
- Promote planning efforts that protect the natural and scenic resources of the Finger Lakes region for future generations of both residents and tourists.

Section 2: Inventory of Existing & Planned Conditions

EXISTING LAND USE

The existing land use pattern within the Study Area is shown in Figure 1 and is summarized below:

DOWNTOWN

The Downtown subarea as defined by this study is bounded by the Keuka Lake outlet to the south, Main Street to the east, Court Street to the north, and Liberty Street to the west. The primary land use in this subarea is commercial in nature. Main Street hosts a wide variety of business operations including food service, gift shops, and other retail and service stores. South of Clinton Street, the commercial buildings generally front Main Street, and follow a traditional development pattern that creates a welcoming environment for pedestrians and bicyclists. The remaining commercial operations in Downtown are generally more suburban and auto-oriented in nature, with parking fronting the street and large building footprints. There are single-family residential properties along the west side of Liberty Street and the north side of Chapel Street which exemplify a traditional village neighborhood settlement pattern with garages located behind the front building line, minimal front yard setbacks, and smaller lot sizes, creating inviting, walkable blocks. The majority of streets in Downtown have sidewalks, but there are limited bicycle facilities.

LIBERTY STREET

The Liberty Street subarea extends north from Downtown along Liberty Street to the Village Boundary. The southern portion of this segment of Liberty Street is primarily occupied by the Penn Yan Central School District, which produces a significant amount of pedestrian activity due to students walking to/from school. In addition to these civic uses, there are residences along this portion of Liberty Street that are traditional in design and character, with sidewalks, minimal front yard setbacks, and reduced lot widths, which contribute to the pedestrian connectivity of the area. North of Maple/North Ave, there is a hospital

which hosts a significant amount of parking at the corner of North Ave and Liberty Street. Around the Village Boundary, there are some small medical and personal service business operations that are generally auto-oriented in nature due to the large-scale, suburban building and site design elements.

ELM STREET

The Elm Street subarea follows Elm Street westward to the Village Boundary from the Downtown area and encompasses all of the parcels north of Elm Street and south to the banks of the Keuka Lake outlet. Uses along Elm Street between Keuka Street and Burns Terrace are primarily residential, exhibiting the traditional neighborhood character of Liberty Street as discussed previously. There are a mix of uses west of Burns Terrace, including a self-storage area, ballfields, a cemetery, and a bed and breakfast. South of Elm Street, there is a significant amount of recreational open space that hosts a public boat launch and access to the Keuka Lake outlet via the Keuka Lake Outlet Trail.

LAKE STREET

The Lake Street subarea consists of the entirety of Lake Street from its northeast terminus at East Main Street to the Village Boundary to the southwest, as well as the land between Lake Street and the Keuka Lake outlet to the north. The northern-most part of Lake Street has a small cluster of auto-oriented businesses, with some single-family residential development. There is a significant cluster of commercial uses at the corner of Lake Street and Liberty Street, including fast food operations, service industries, and a hotel. South of this intersection, the concentration of large-lot, suburban-style commercial development intensifies. There is a small section of residences within this strip of commercial activity; some of which have traditional character, and others a more suburban-style development pattern. At the southern border of the Village, there is a significant amount of open space and lake-oriented uses, such as a lakeside restaurant, a marina, and a waterfront hotel. Northwest of Lake Street towards the Keuka Lake outlet, there is a concentration of industrial uses, as well as some residential uses.

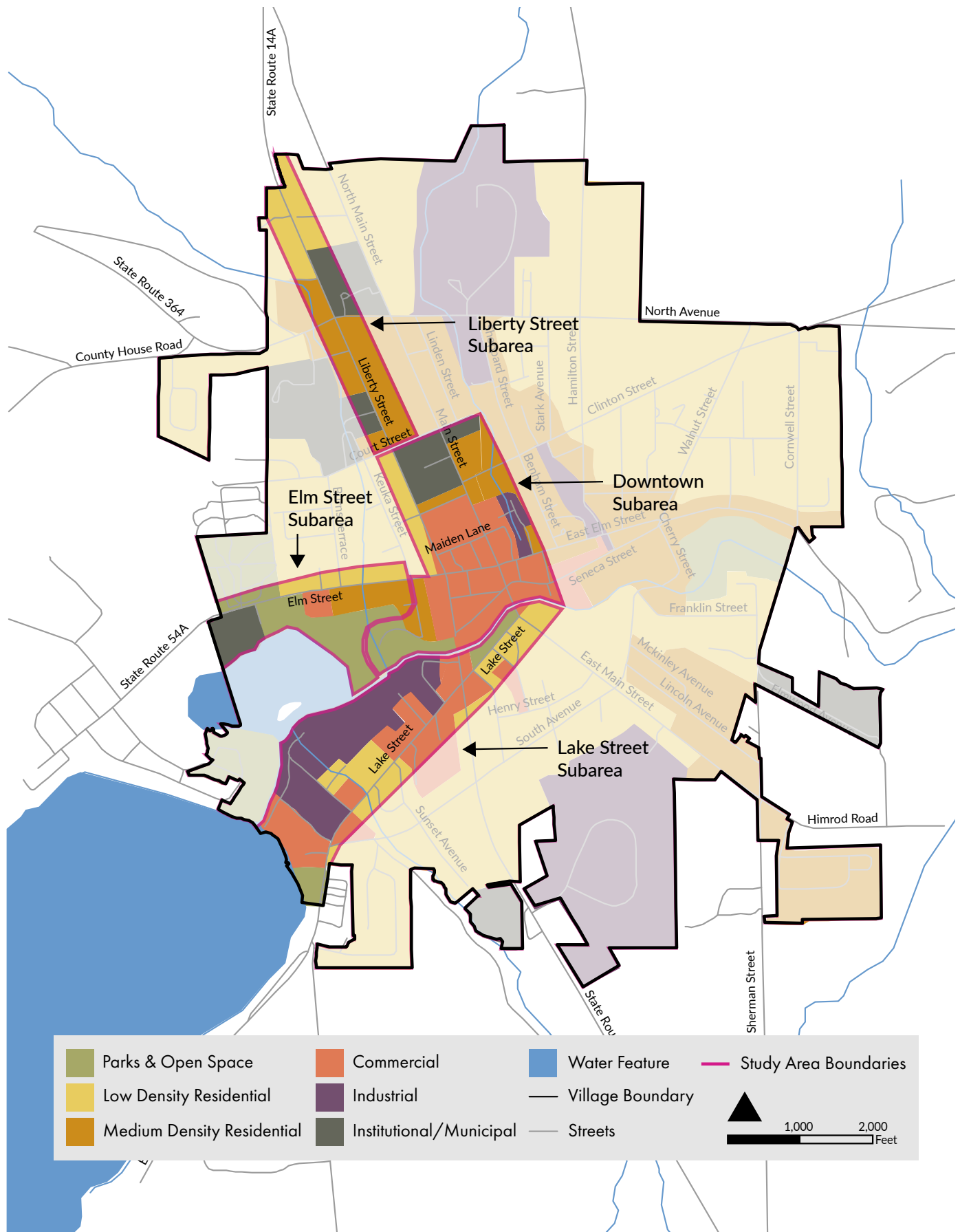


Figure 1: Existing Land Use

ZONING SUMMARY

This overview provides a foundation upon which regulatory recommendations may be made to facilitate the implementation of this study. As shown in Figure 2, all seven zoning districts within Penn Yan's Zoning Code (Chapter 202) are present within the study area. They are each summarized below.

SINGLE-FAMILY (R-1)

The intent of the R-1 District is to protect the established single-family, detached, low-density residential development areas from intrusion of "any use which is not compatible with this predominant type and intensity of use." Two-family and multi-family dwellings are prohibited in this District; however, there are some existing two-family homes in these neighborhoods. Nonresidential permitted uses include schools and daycares, institutional uses such as hospitals, and public uses such as parks and playgrounds. This District maintains the lowest intensity of use, and is meant to preserve the traditional single-family neighborhood character that exists in Penn Yan.

GENERAL RESIDENTIAL (R-2)

The R-2 District is comprised of predominately single-family and two-family neighborhoods, which are typically more densely developed than those of the R-1 District. Multi-family dwellings are permitted with site plan review, and manufactured housing is specially permitted. The nonresidential uses permitted in this District are similar to those of the R-1 District, with the exception of Nursery Schools and Nonprofit Clubs as additional uses in R-2. The District also allows for private parking lots to be developed on parcels as a primary use.

RESIDENTIAL TRANSITION (R3)

The R-3 District delineates the residential areas to the northwest of the Village Center District. Both residential and business uses exist in these areas, which creates a transition between the commercial activity center and lower density neighborhoods. This District allows for the widest range of housing types, from single-family homes to second-floor residential units above commercial uses. The permitted commercial uses in this District include grocery stores, professional offices, photo studios, and personal service businesses such as a barber shop.

VILLAGE CENTER (VC)

The intent of the VC District is to promote a vibrant commercial center in Penn Yan which allows for retail, personal service, financial, institutional, office, cultural, residential and governmental uses. The District should "provide and promote a full range of central business uses that cater to the needs of the population." Despite the local desire to protect the historic development pattern and walkability of this area, the VC District allows for heavily auto-oriented uses, including car washes, drive-ins, and gas stations.

GENERAL COMMERCIAL (GC)

The GC District generally encompasses the remaining commercial activity nodes of the Village, including Lake Street and the area west of Downtown. The permitted uses vary significantly in level of intensity from industrial uses and trucking terminals to recreational facilities and residential units. Vehicle service and repair shops, parking structures, and many other auto-centric uses are also permitted District-wide.

INDUSTRIAL (I)

The I District delineates areas which are currently used for and/or appropriate for "manufacturing, distribution, major wholesaling, warehousing, processing or industrial uses." The intent of this District is to concentrate these uses and enforce regulations that ensure compatibility of industrial uses with surrounding land uses and avoid detrimental or hazardous effects on the Village. No residential uses are allowed in this District, but a number of non-industrial uses such as schools, auto-repair, and restaurants are permitted.

WATERFRONT DEVELOPMENT AND CONSERVATION (WDC)

The WDC District encourages public access to the water as well as the development of water-related and enhanced uses, while also providing for the protection of valuable wetland and waterfront areas. This District seeks to promote an attractive mixed-use development pattern with meaningful ties to the waterfront and incorporated recreational activity. The WDC District permits a variety of dwelling types, in addition to public parks and commercial activities which would be enhanced by a waterfront location, such as restaurants and hotels.

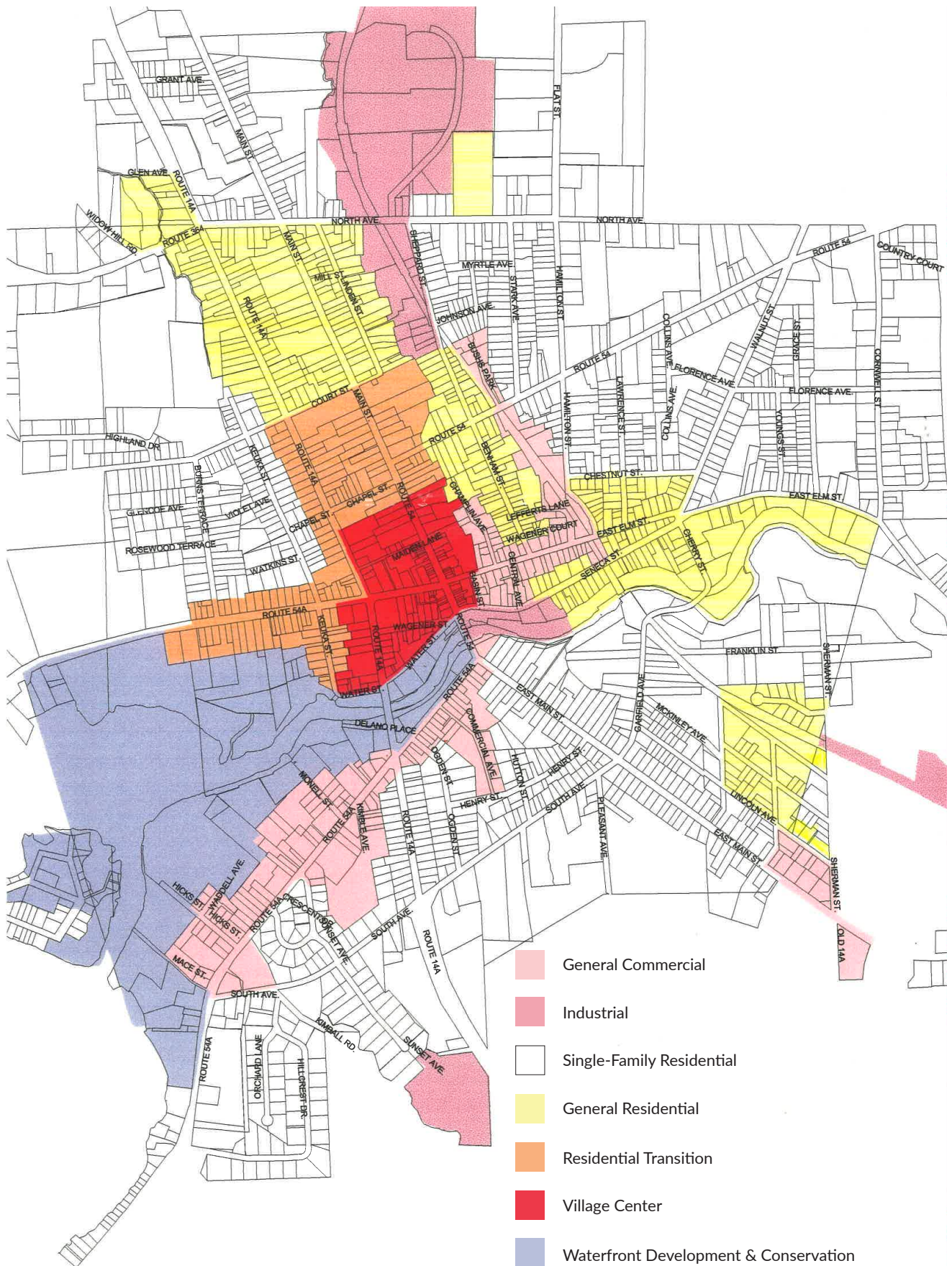


Figure 2: Existing Zoning

REGULATORY SUMMARY

The code requirements for the Village of Penn Yan contain several chapters that give consideration to the needs of pedestrians as public and private investment occurs in the community. This summary is intended to highlight the provisions that are relevant to this planning effort and is not intended to be an exhaustive description of all relevant regulatory provisions.

Within the Village Code there are two chapters that address the protection of pedestrian accommodations and the provision of pedestrian facilities. These include Chapter 176 (Subdivision of Land) and Chapter 202 (Zoning), which are summarized on these pages.

CHAPTER 176 - SUBDIVISION OF

LAND

One of the stated purposes of these regulations is “to provide the most beneficial relationship between land and buildings and the circulation of traffic, having particular regard to the avoidance of congestion in streets, highways and pedestrian traffic.” In order to accomplish this the Village requires the installation of sidewalks as part of any subdivision. According to Section 176-15, these sidewalks shall:

- Conform to the Design and Construction Standards for Land Development of the Village of Penn Yan.
- Be located within the street right-of-way or a pedestrian access easement.

CHAPTER 202 - ZONING

There are a number of references throughout the zoning code that address the development of streetscapes and pedestrian accommodations. These include, but are not limited to:

Section 202-17: Waterfront Development and Conservation (WDC) District.

- Purpose of the District is to encourage land development activities that, while creating economic growth in the community, provides opportunity for permanent public access through pedestrian connections and permanent open space.
- As a condition of the issuance of a permit for any subdivision or work requiring

an application for a site plan review, an easement shall be granted across the subject property for a permanent pedestrian pathway that connects existing pedestrian pathways or provides the ability to connect to planned future pedestrian pathways on adjacent properties, when deemed necessary by the Planning Board for furtherance of the pedestrian pathway contemplated in the Village Comprehensive Plan.

- The applicant/developer is responsible for the maintenance of all permanent pedestrian pathways until the pathways are dedicated to the Village of Penn Yan.

Section 202-42B: Sidewalks

It is the policy of the Village of Penn Yan to encourage the building of sidewalks. Location of sidewalks generally shall be within the right-of-way of public streets and pedestrian access easements. Sidewalks shall conform to the Design and Construction Standards for Land Development of the Village of Penn Yan.

Section 202-61: Fast-food Restaurants

- Driveways shall create minimal conflict with pedestrian access to the building from the parking lots and sidewalk abutting the property.
- Parking lots shall be designed to provide pedestrian safety.

Section 202-62: Drive-in Use Regulations

To the extent possible, lanes shall not cross any principal pedestrian access to the building or site.

Section 202-63: Commercial Parking Lots and Structures

Adjacent sidewalks shall be rebuilt as necessary and shall be designed to promote pedestrian safety.

INFRASTRUCTURE DESIGN CRITERIA & CONSTRUCTION SPECIFICATIONS

To supplement the regulations of the Subdivision and Zoning Chapters, the Village has adopted design criteria and construction specifications. This document serves as a standard guide for, and a control over, the development of property within the Village. The intent is to assure proper design and construction of facilities that will be turned over to the Village of Penn Yan for perpetual maintenance. Further, it is to assure proper design and construction of facilities, which will affect the health and general welfare of the community, minimize long term operating costs, and prevent depreciation of property values.

These specifications are important as they ensure future private investment meets that standards of the Village, particularly with respect to streetscape elements like sidewalks and crosswalks. Examples of such design specifications are provided below.

- It shall be the responsibility of the Developer to furnish, in the required format, all necessary easement

documents. Easements may be obtained for such items as storm and sanitary sewers, water mains, electric infrastructure, sidewalks, dedicated streets, drainage, conservation areas, pedestrian access (trails), and cross access rights.

- The Developer shall be responsible for all properties to be dedicated to the Village of Penn Yan until such time as the Village Board formally accepts said lands by Village Board resolution. Prior to the acceptance of any properties to be dedicated to the Village of Penn Yan, including but not limited to: roadways, sidewalks, storm sewers, sanitary sewers, water mains, detention ponds, recreational facilities, easements and special districts, all improvements and properties shall be completed to the satisfaction of the Village

It should be noted that there is no specific code language in any of these documents intended to protect bicyclists or to ensure bicycle accommodations are incorporated into new public or private investments.

EXISTING TRANSPORTATION SYSTEM

The Village of Penn Yan is serviced by several major New York State Routes, namely NYS-14A (Liberty Street), NYS-54/54A (Elm Street, Lake Street, Clinton Street), and NYS-364 (Maple Avenue). The intersections of Liberty Street/Elm Street and Main Street/Elm Street are two of the more active nodes within the Village in terms of vehicle and pedestrian travel.

At a smaller scale, these roadways provide linkages between Penn Yan and places like Keuka College, Watkins Glen, Hammondsport, Geneva, Seneca Lake, and Canandaigua Lake. The following table depicts the major characteristics of the primary study roadways. All village roads are 30 miles per hour (mph).



ROADWAY	SEGMENT	FUNCTIONAL CLASS (Urban or Rural)	JURISDICTION	NUMBER OF TRAVEL LANES	AVERAGE DAILY TRAFFIC in VEHICLES PER DAY (year)	TRAVEL-WAY WIDTH (feet)	RIGHT-OF-WAY WIDTH (feet)	DEDICATED BICYCLE FACILITIES
Maple Avenue (NYS-364)	Liberty St. to Penn Yan TL	Minor Arterial (U)	NYSDOT	Two	3,704 (2015)	34	66	N
	Liberty St. to Main St.	Collector (U)	Village	Two	3,849 (2015)	34	66	N
North Avenue	Main St. to Clinton St.	Collector (U)	Village	Two	2,852 (2015)	20-24	49.5-66	N
	Maple Ave. to Penn Yan TL	Minor Arterial (R)	Village	Three (2-NB, 1-SB)	4,943 (2016)	48	66	N
Liberty Street (NYS-14A)	Elm St. to Maple Ave.	Minor Arterial (U)	Village	Two with TWLTL	9,113 (2014)	40-48	66	N
	Lake St. to Elm St.	Minor Arterial (U)	Village	Two with TWLTL	11,778 (2016)	40-48	66	N
Brown Street (NYS-14A)	Old NY 14A to Lake St.	Major Collector (R)	NYSDOT	Two	3,960 (2014)	40	66	N
Main Street	Clinton St. to North Ave.	Collector (U)	Village	Two	3,472 (2015)	28	66	N
Main Street (NYS-54)	Elm St. to Clinton St.	Minor Arterial (U)	Village	Two	6,545 (2014)	48	66	N
	Lake St. to Elm St.	Minor Arterial (U)	Village	Two	5,539 (2014)	48	66	N
E Main Street	Lake St. to Milo TL	Minor Arterial (U)	Village	Two	2,485 (2014)	24	66	N
Clinton Street (NYS-54)	Main St. to Walnut St.	Minor Arterial (U)	Village	Two	3,315 (2015)	23-25	66	N
	Walnut Street to Penn Yan TL	Minor Arterial (R)	NYSDOT	Two	4,758 (2014)	30	66	N
Elm Street (NYS-54A)	Penn Yan TL to Liberty St.	Minor Arterial (U)	NYSDOT	Two	4,837 (2014)	27-38	66	N
	Liberty St. to Main St.	Minor Arterial (U)	Village	Two	5,724 (2014)	42-44	66	N
E Elm Street	Main St. to Walnut St.	Collector (U)	Village	Two	3,532 (2015)	26-32	49.5	N
Lake Street (NYS-54)	Penn Yan TL to Liberty St.	Minor Arterial (U)	Village	Two, TWLTL Sunset Ave to Liberty St.	7,204 (2015)	36-40	66	N
Lake Street	Liberty St. to Main St.	Collector (U)	Village	Two	4,598 (2015)	26	66	N

Figure 3: Existing Highway System

On-street parking is supplied within the village core, where marked. These spaces are approximately seven feet in width and include an additional two-foot buffer space. Nearly all roadways lack shoulder space.



EXISTING AND FUTURE TRAFFIC CONDITIONS

Existing Traffic Conditions

Weekday commuter PM (4:00-6:00 PM) vehicular turning movement counts and pedestrian crossings were collected by SRF Associates (SRF) at 10 intersections within the study area on Thursday, February 14, 2019. Generally, the peak hour was 4:15-5:15 PM.

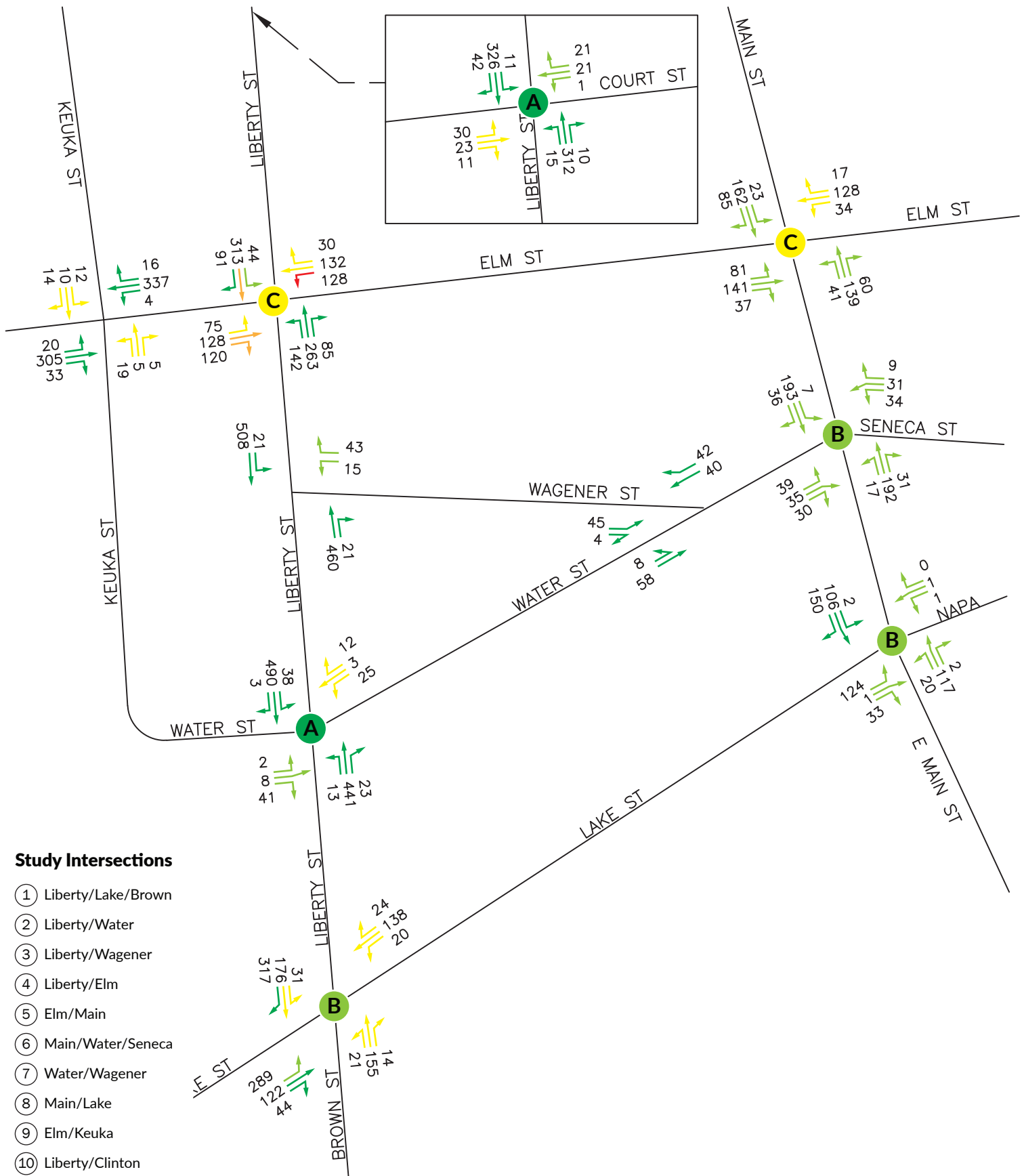
Data was collected to assess the quality of traffic flow for the existing PM peak hour

conditions. Capacity analysis is a technique used for determining a measure of effectiveness for a section of roadway and/or intersection based on the number of vehicles during a specific time period. The measure of effectiveness used for the capacity analysis is referred to as a Level of Service (LOS). Levels of Service are calculated to provide an indication of the amount of delay that a motorist experiences while traveling along a roadway or through an intersection. Since the most amount of delay to motorists usually occurs at intersections, capacity analysis typically focuses on intersections, as opposed to highway segments.

Six Levels of Service are defined for analysis purposes. They are assigned letter designations, from "A" to "F", with LOS "A" representing operating conditions with the least time delay. LOS "F" is the least desirable operating condition where longer delays are experienced by motorists.

The standard procedure for capacity analysis of signalized and unsignalized intersections is outlined in the Highway Capacity Manual (HCM) 6th Edition (2016) published by the Transportation Research Board (TRB). Traffic analysis software, SYNCHRO 10, which is based on procedures and methodologies contained in the HCM, was used to analyze operating conditions at study area intersections. The procedure yields a LOS based on the HCM 6th Edition as an indicator of how well intersections operate. The traffic analysis models are calibrated based on existing operating conditions documented in the field.

Existing operating conditions during the peak study period are evaluated to determine a basis for comparison with the projected future no-build conditions. Capacity results for 2019 Existing Conditions is depicted in Figure 4. A seasonality comparison was performed using the most recent available data, the monthly average daily traffic volumes for 2015, obtained from the New York State Department of Transportation (NYSDOT). Based on this review, average daily traffic in the month of February is approximately 23% lower than the annual average daily traffic. Therefore, the existing traffic volumes collected for this study have been seasonally adjusted (increased by 23%) to obtain the 2019 Seasonally Adjusted Condition (average condition) and are shown on Figure 5.



2019 PM Peak Hour Volumes and Level of Service (LOS) - February 14, 2019



* SIGNALIZED, OVERALL LOS

* MOVEMENT LOS

Figure 4: 2019 Existing Volumes and LOS

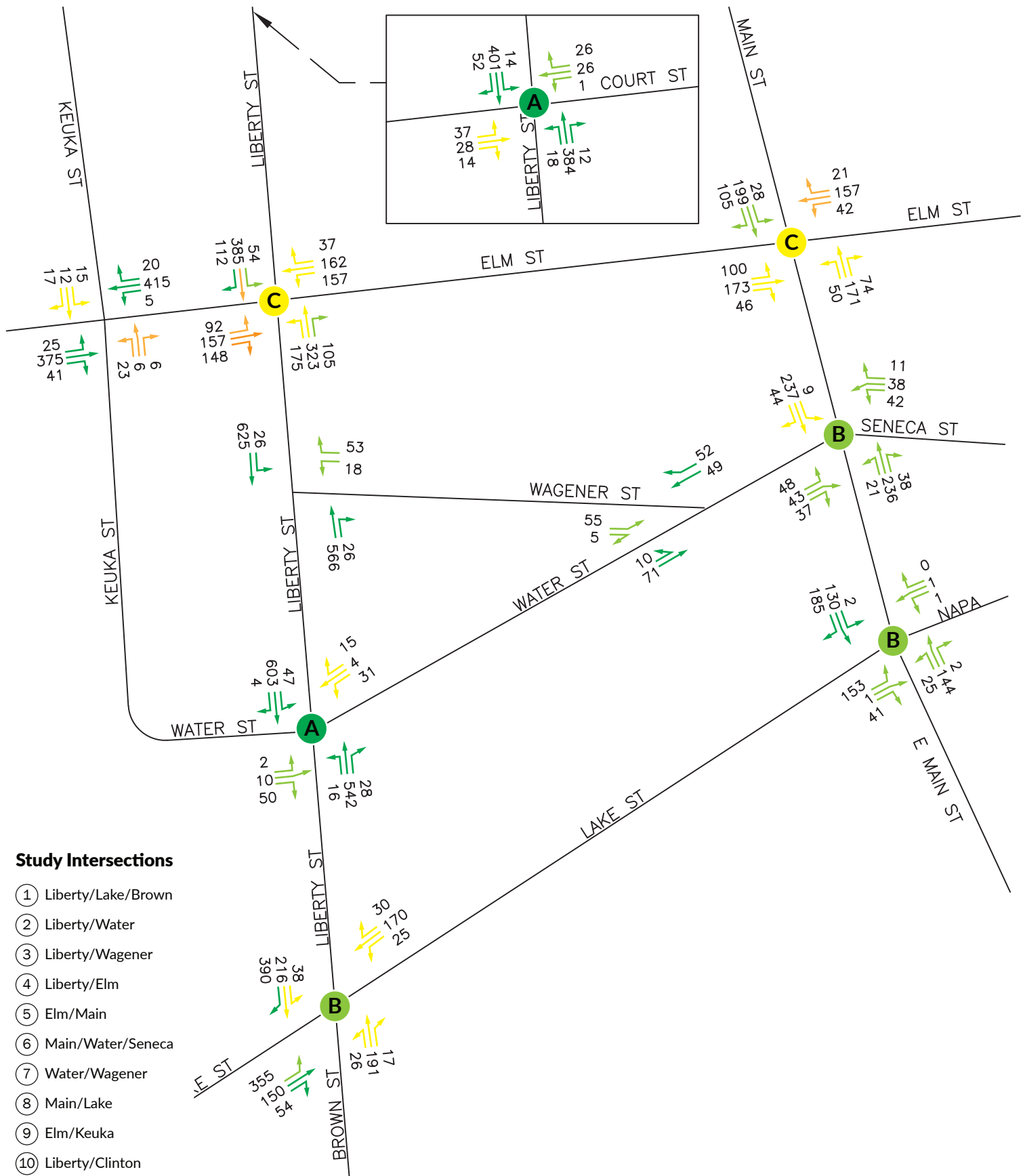


Figure 5: 2019 Seasonally Adjusted Volumes and LOS

Generally, all intersection movements experience an acceptable LOS “C” or better. Northbound and southbound queuing was observed at the intersection of Liberty Street/Elm Street. This intersection and corresponding traffic signal is programmed to operate with a seasonal westbound left-turn phase. During the late spring, summer, and early fall months, the westbound left-turn green phase is active upon traffic actuation. At all other times throughout the year, this phase is inactive and will not present drivers with the green indication upon entering the left-turn lane.

There are several changes to note between the 2019 Existing and 2019 Seasonally Adjusted conditions: the westbound approach at Elm Street/Main Street changes from LOS “C” to “D” while the eastbound and north approaches change from “B” to “C”; the southbound approach at Main Street/Seneca Street changes from “B” to “C”; the northbound approach at Elm Street/Keuka Street changes from “C” to “D.”; and the westbound left-turn movement at Liberty Street/Elm Street changes from LOS “F” to “C” as the intersection timing has been programmed to operate under seasonal conditions.

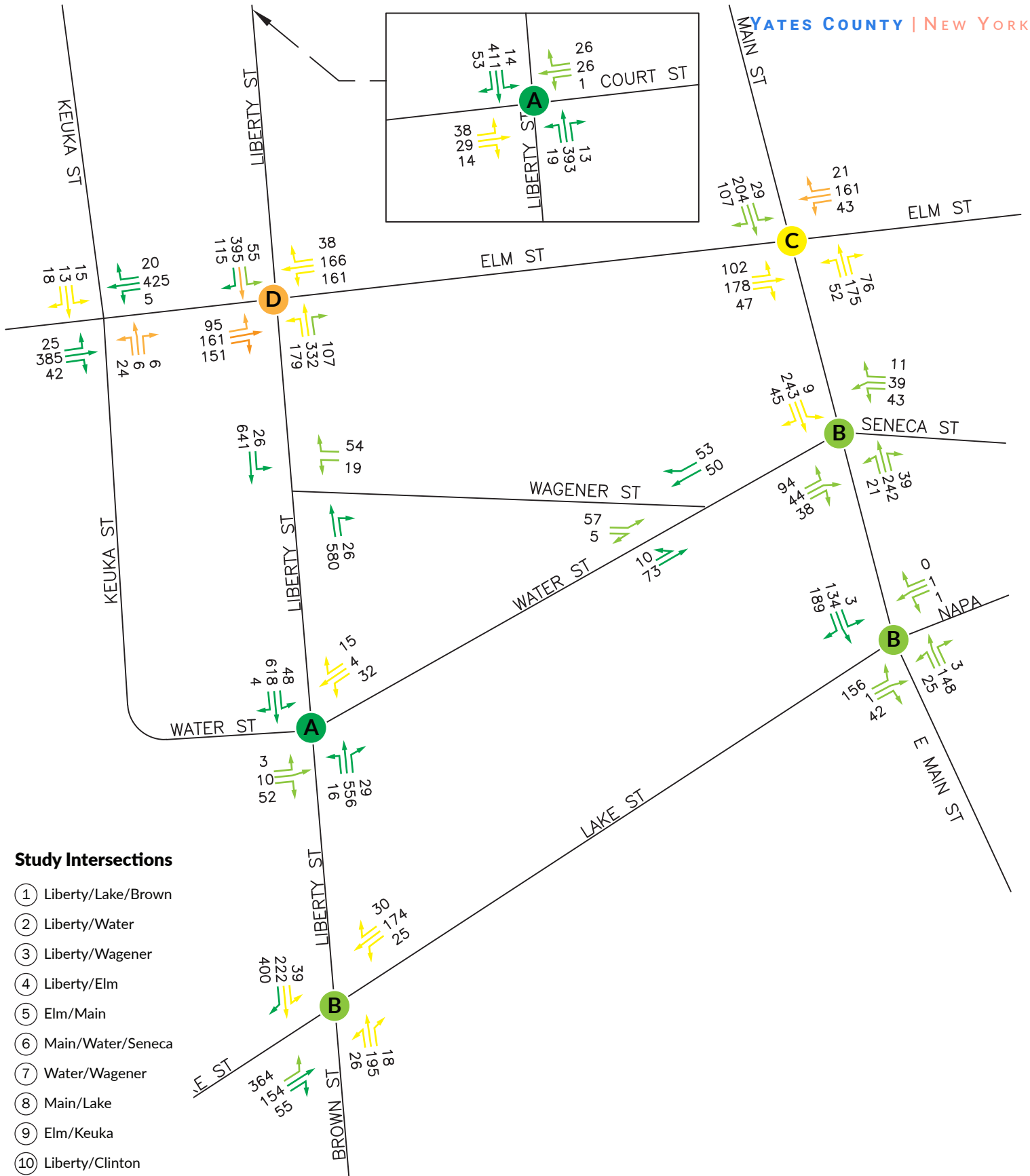
Another notable signal operation occurs at Liberty Street and Water Streets. Despite the ±66-foot centerline to centerline offset between the Water Street approaches, the eastbound and westbound (Water Street) approaches operate concurrently with one another. In other words, they are not separate “split phased”, whereby one approach proceeds with their movements on the green indication before the opposite approach is given its green indication. Based upon discussions with the Steering Committee, this condition deters some of the members from traveling east/west through the intersection.

Future No-Build Conditions

To account for normal increases in area-wide growth, a traffic volume growth rate of 0.25% per year has been applied to the 2019 Seasonally Adjusted traffic volumes based upon historical traffic volume data in the study area. A 10-year traffic forecast was derived and used for future traffic analyses. Additionally, it should be noted that the future trip generation potential from build-out of the 15 identified “Final Slate” DRI projects, when distributed over the existing street network, aligns closely with this projected annual growth rate. Figure 7 illustrates the 2029 Future No-Build Condition.

	APPLICANT	PROJECT	TRIP GEN Enter/Exit	
1	Penn Yan Theatre Company	Sampson Theatre	6	9
2	WCF Knapp Hotel LLC	The New Knapp On Main	32	33
3	Teresa M. Hoban	Struble's Arcade	38	42
4	Village of Penn Yan	Downtown Parks & Trails	0	0
5	Village of Penn Yan	Wagener & Water Street Improvements	0	0
6	Village of Penn Yan	Maiden Lane & Main Street Improvements	0	0
7	Iversen Ventures, Ltd	Water Street Townhomes	8	5
8	Stacey S. Mirnaviciene	Belknap	2	3
9	Tracey & Marla Hedworth	Laurentide Inn	18	9
10	Milly's Pantry	Milly's Pantry	0	0
11	Tracey Knapp	126 Main Street	2	1
12	Birkett Properties	Birkett Commercial Buildout	23	12
13	Eleven Lakes Restaurant Group, LLC	Little Elm	9	9
14	FLEDC	Building Improvement Fund	0	0
15	Ray & Sandra Spencer	Village Bakery	5	3
TOTAL			143	126

Figure 6: DRI Final Slate of Projects



2029 Seasonally Adjusted (+23%) No Build PM Peak Hour Volumes and Level of Service (LOS)

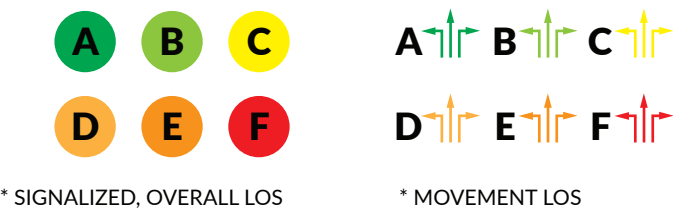
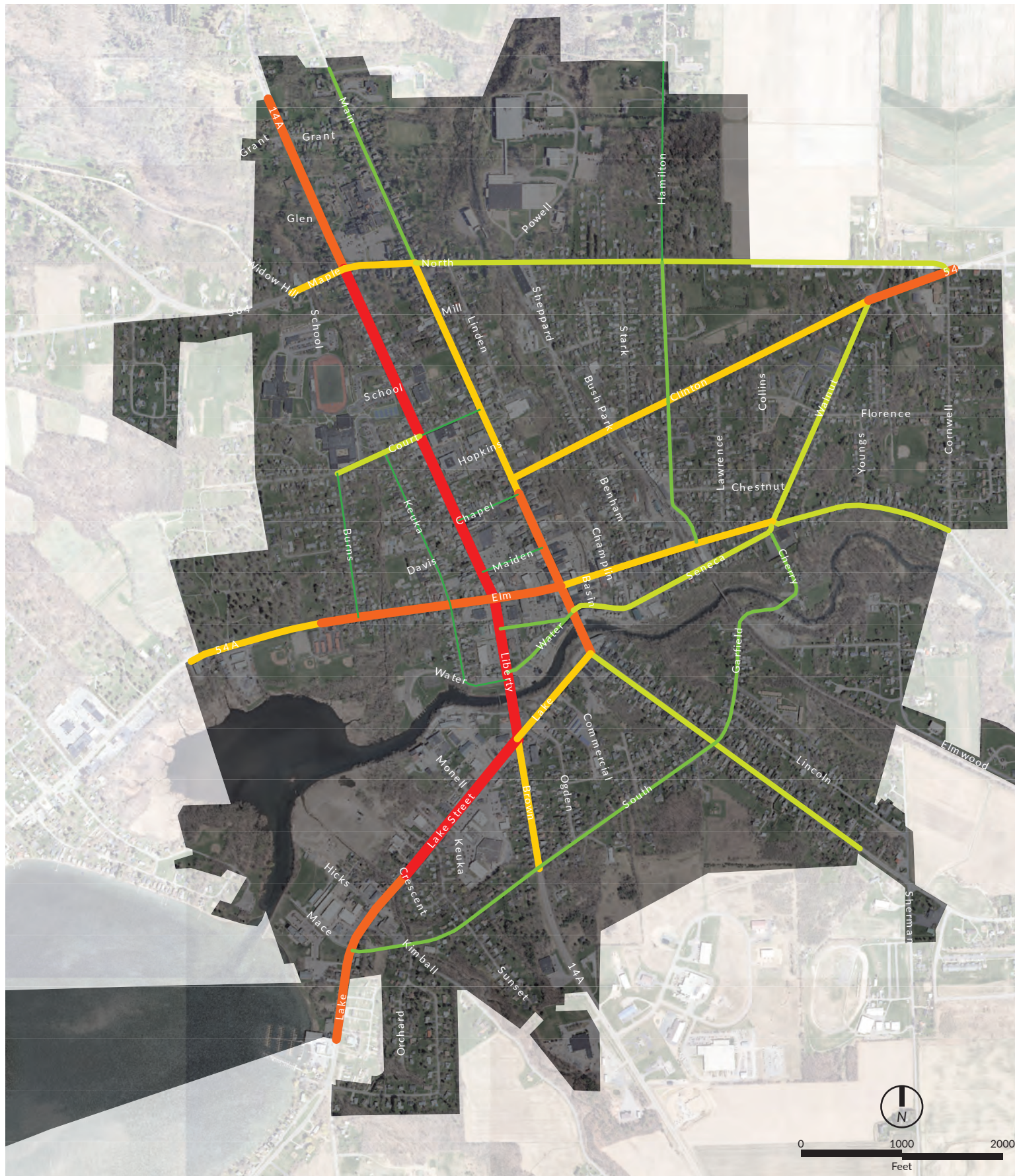


Figure 7: 2029 Seasonally Adjusted Volumes and LOS



Annual Average Daily Traffic (AADT) in Vehicles Per Day

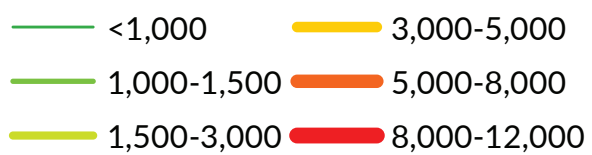


Figure 8: AADT

Annual Average Daily Traffic (AADT)

The graphic on the previous page illustrates the AADT along many of the study area's roadways in vehicles per day (vpd). Generally, most roadways operate with approximately 6,000 vpd or fewer. The most traveled arterials are Liberty, Elm, and Lake Streets.



Main Street facing north

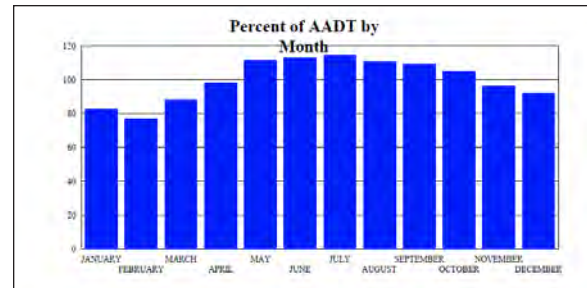


Main Street facing south

Using the most recent available traffic data for determining vehicle classification, the following indicates the heavy vehicle percentages of total daily traffic (buses and/or multi-axle vehicles):

- Liberty Street: **±10%**
- Elm Street: **±4-7%**
- Main Street: **±3-5%**
- Clinton Street: **±4%**

As mentioned earlier, there is a seasonal variation in daily traffic due to tourism, local schools, and Keuka College, to name a few. The following chart (data from NYS-364 within the study area) depicts this fluctuation in traffic volumes by month with the Y-axis representing percent of AADT. From May through October, the reported AADTs are greater than 100% of AADT, with a peak of 115% in July. February represents the least traffic volumes at 77% of AADT.



Percent of AADT by Month

SAFETY ASSESSMENT

Providing safe routes of travel for pedestrians, bicycles, and vehicles is a responsibility and priority for all communities.

Crash reports were investigated to assess the safety history at the study area intersections. The vehicular crashes included in the current review collectively covered a three-year period from 2016 through 2018; bicycle and pedestrian related events were reviewed for the period from 2012 to 2017 (coinciding with the GTC Vulnerable Users Safety Assessment program).

Crash rates were calculated at the 10 study intersections and compared to statewide average rates for similar intersections. The calculated crash rates and statewide average rates are summarized in Figure 9. Crash rates are reported in crashes per million entering vehicles (ACC/MEV).

Intersection	Number of Crashes	Calculated Crash Rate	Statewide Average Crash Rate
Liberty/Court	7	0.62	0.54
Liberty/Elm	18	0.84	0.23
Liberty/Wagener	4	0.27	0.18
Liberty/Water	3	0.20	0.54
Liberty/Lake/Brown	10	0.54	0.23
Elm/Keuka	5	0.46	0.31
Elm/Main	16	1.22	0.54
Main/Seneca/Water	8	0.89	0.54
Water/Wagener	1	0.37	0.18
Main/Lake	4	0.52	0.54

Figure 9: Calculated Crash Rates

The three intersections with 10 or more crashes are three of the most trafficked intersections. The predominant crash type was rear-end which is characteristic of signalized intersections (7 of 10 are signalized). Of the approximately 76 total crashes, 30 were classified as rear-end. Included in the total crashes are pedestrian and bicycle incidents (seven reported). Despite the higher than average crash rates compared to statewide averages, there are no discernible crash patterns, with the exception of the rear-end collisions.

Figure 10 illustrates the location of the pedestrian, bicycle, and motorcycle crashes in the aforementioned five-year period.

Many of the vulnerable user crashes took place at an intersection with the exception along Main Street, Lake Street, and Liberty Street between Water and Wagener Streets. The total number of crashes by user are as follows:

- Pedestrian: **16**
- Bicyclist: **8**
- Motorcycle: **6**

Six of the total crashes involved serious injury: five pedestrian and one bicyclist.

Responding to the threat and occurrence of pedestrian crashes along community's roadways within New York State, the NYSDOT and NYS Department of Health helped form a multi-agency initiative that provides \$110 million over five years as a, "Systemic approach to proactively address safety issues and minimize potential for crashes by implementing low-cost countermeasures throughout the roadway network (NYSDOT)." More information can be found on the NYSDOT's website at www.dot.ny.gov.

Locally, 17 locations were identified in the Village of Penn Yan for improved treatments ranging from signage and striping to signal upgrades. Figure 11 illustrates the locations of each treatment and the type of treatment proposed. Liberty Street and Main Street are the two focus corridors.

As shown on the graphic, Rectangular Rapid Flashing Beacons (RRFB) are recommended for installation. The following image is a local example from Main Street, Canandaigua. A RRFB installation is user-actuated. Upon actuation, the two LED strobes located between the pedestrian warning sign and downward arrow flash in an alternating flash pattern similar to emergency flashers. According to the Federal Highway Administration (FHWA), RRFBs can reduce pedestrian crashes by 47% and result in motorist yielding rates as high as 98%.



Solar RRFB Installation in Canandaigua, NY



Main Street facing south



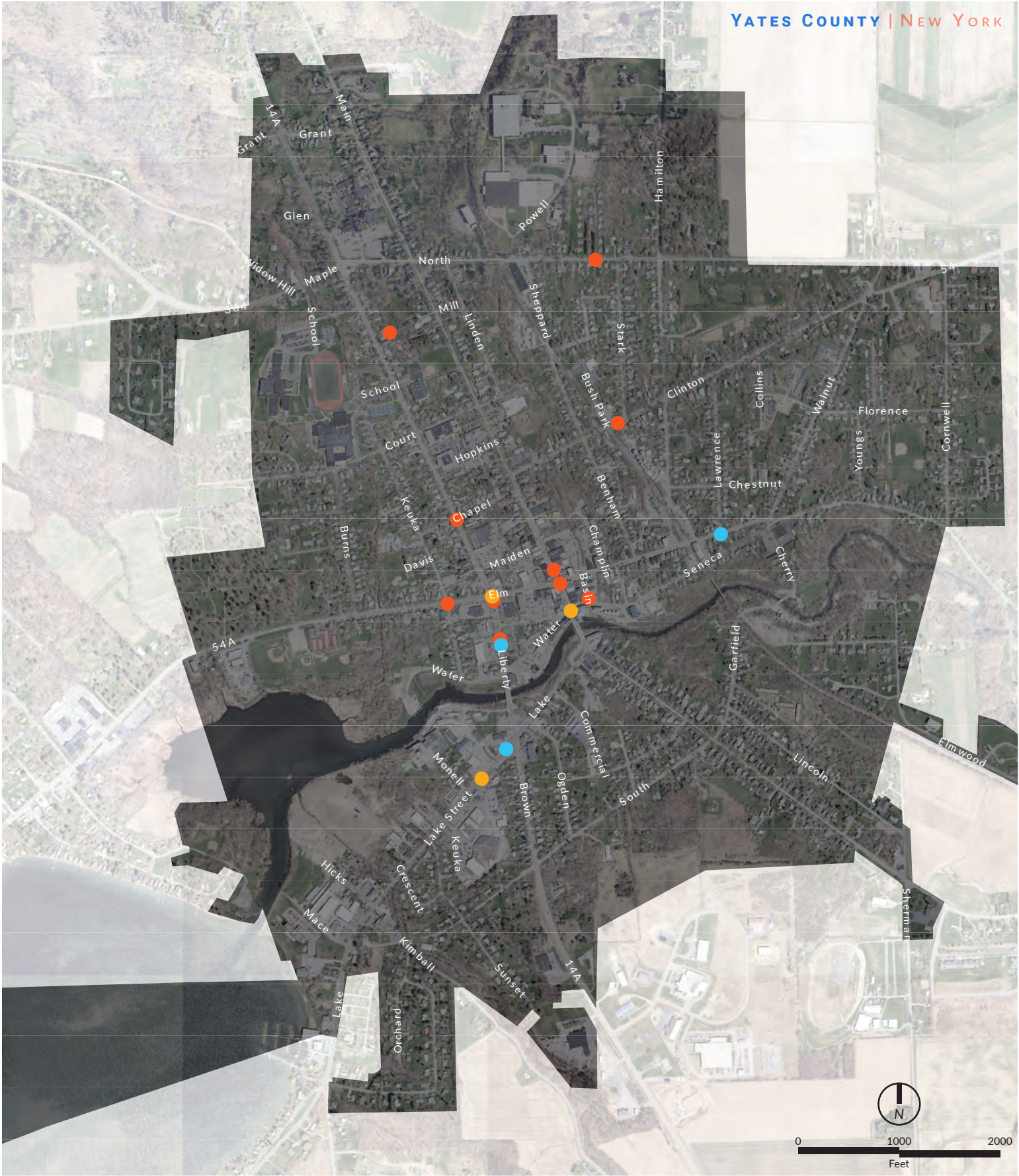
Liberty Street at Lake Street



Main Street at Water Street



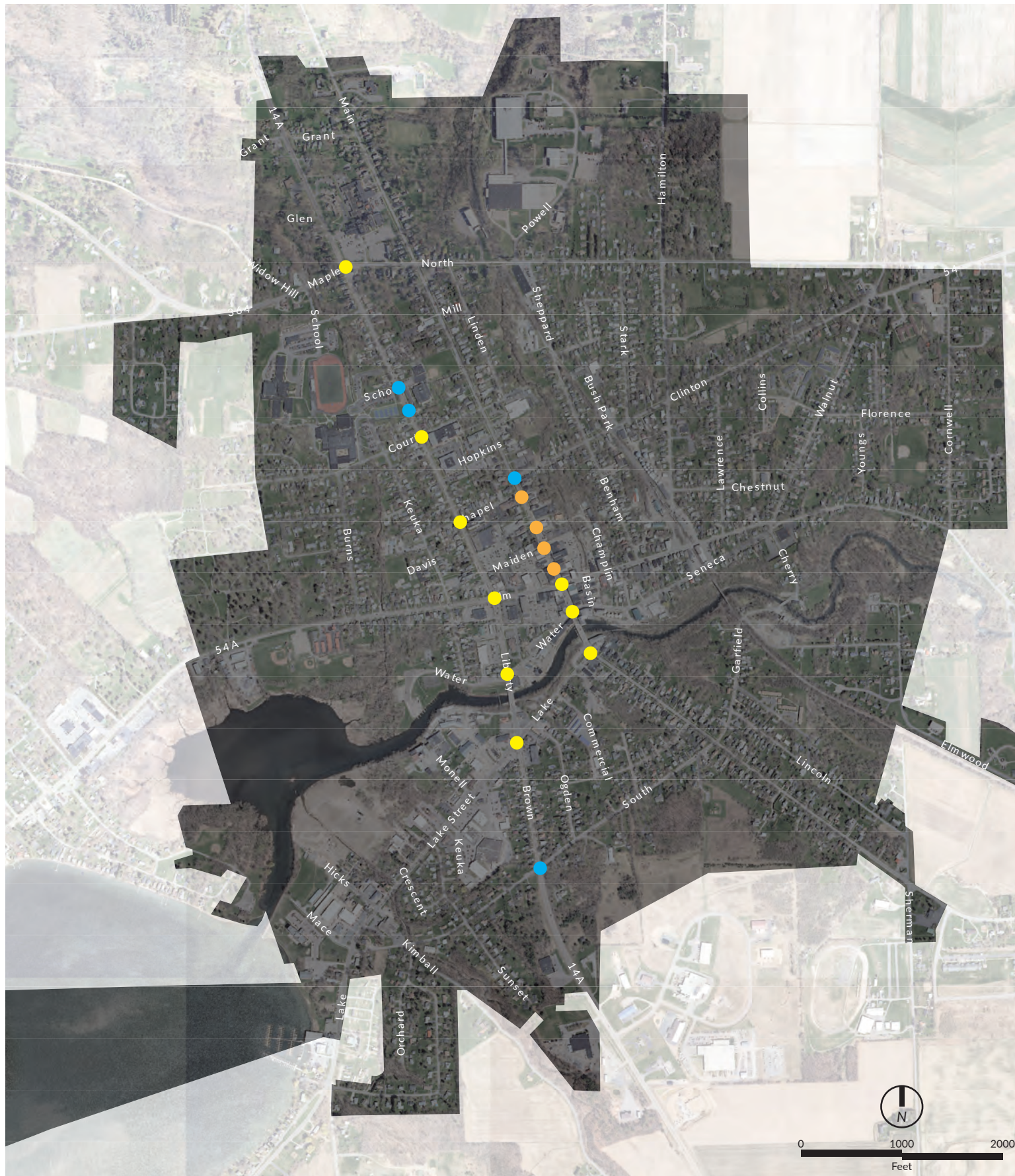
E Elm Street facing west - no curb ramps at crosswalk



Vulnerable User Crash Types (2012-2017)

- Pedestrian
- Motorcycle
- Bicycle

Figure 10: Vulnerable User Crash Types



Pedestrian Safety Action Plan Locations

- Rectangular Rapid Flashing Beacon and Striping
- Sign and/or Striping
- Striping and Signal Upgrades

Figure 11: Pedestrian Safety Action Plan Locations

PEDESTRIAN, BICYCLE, AND TRANSIT ACCOMMODATIONS

Pedestrian and Bicycle Accommodations

Transportation options are important to all villages and other urban areas. People should have the opportunity to walk, bike, take transit, or drive their automobile. The Village of Penn Yan generally makes accommodations for all modes of travel. However, there are opportunities to enhance and/or expand these accommodations in an effort to improve safety and mobility, especially when it comes to bicyclists.

It is important that pedestrian related facilities be provided in areas that experience frequent pedestrian traffic (e.g., sidewalks, street furniture, lighting, and curb ramps). Pedestrian facilities can encourage a more active lifestyle leading to improved health, lower transportation related costs, and reduced roadway congestion. Focusing investments on pedestrian-related improvements can improve safety for children and adults alike. Taking from Gil Penalosa, a worldwide adviser on creating vibrant and healthy communities, “if everything we do in our cities is great for an 8 year old and an 80 year old, then it will be great for all people (www.880cities.org).”

Pedestrian and bicycle safety is judged, in part, on the presence or absence of a dedicated facilities. For pedestrians, this means a sidewalk along a segment of roadway. Meanwhile, for a bicyclist this means features, such as shoulder space or bike lanes. Pedestrian and bicycle infrastructure were reviewed during field observations of the study area.

A statistically driven way of determining the conditions of a roadway that evaluates the pedestrian's and bicyclist's perceived safety and comfort with respect to road networks is using the systematic Pedestrian and Bicycle Level of Service (P/BLOS) Model. The Model is utilized across the country using methodology adopted in the nationally used Highway Capacity Manual (HCM 2016) and quantifies the LOS for pedestrian and bicycle accommodations along and within the roadways. The Model can be used by planners, engineers, and decision makers to evaluate the roadways that have the greatest need for improvement.

Specific to bicycling conditions, the Model is also used to assist in the determination of the types of improvement strategies that can be deployed along the roads in question (e.g., road

diets, lane narrowing). With statistical precision, the Model clearly reflects the effect on bicycling suitability or “compatibility” due to factors such as roadway width, bike lane widths and striping combinations, traffic volume, pavement surface conditions, motor vehicles speed and type, and on-street parking.

Variables used in the evaluation of the pedestrian condition are presence and width of sidewalk, width of buffer space, and number of obstructions in said space.

These features are some of the factors that are used in evaluating the pedestrian and bicycle LOS and compatibility levels. Levels of service for pedestrians and bicyclists can be compared to those used to describe intersection operating conditions on a letter grade scale of A-F and a numerical scale of ≤ 1.5 to > 5.5 .

Data collection was performed along the study roadways, consisting of arterials, collectors and local streets, totaling approximately 12.4 centerline miles. Figures 12 and 13 illustrate the BLOS and PLOS results, respectively. The network-wide average BLOS is “C” (2.89) while the PLOS is “C” (2.53); scores which are generally favorable compared to similar municipalities. Most segments were P/BLOS “C” and better.

Sidewalk widths varied throughout the Village

Level of Service	Numerical Range
A	≤ 1.5
B	> 1.5 and ≤ 2.5
C	> 1.5 and ≤ 2.5
D	> 1.5 and ≤ 2.5
E	> 1.5 and ≤ 2.5
F	> 5.5

LOS Grades and Scores

while conditions degrade further from the core, most notably to the east. As shown in the following image, E Elm Street between Youngs and Cornwell Streets resulted in PLOS “D.” No segment resulted in a score worse than PLOS “D.”

Despite an average BLOS of “C”, there are



E Elm Street facing west - PLOS “D”

several segments rated at “D” or worse. Liberty Street between North Avenue and Lake Street resulted in BLOS “F.” Lake Street between Liberty Street and Crescent Drive resulted in BLOS “E.” Reasons for these low scores can be related to high traffic volumes, heavy vehicle percentages, narrow travel lanes, and no shoulder space. Examples of BLOS scores are illustrated for reference.



BLOS “D”



BLOS “A”



BLOS “E”



BLOS “B”



BLOS “F”

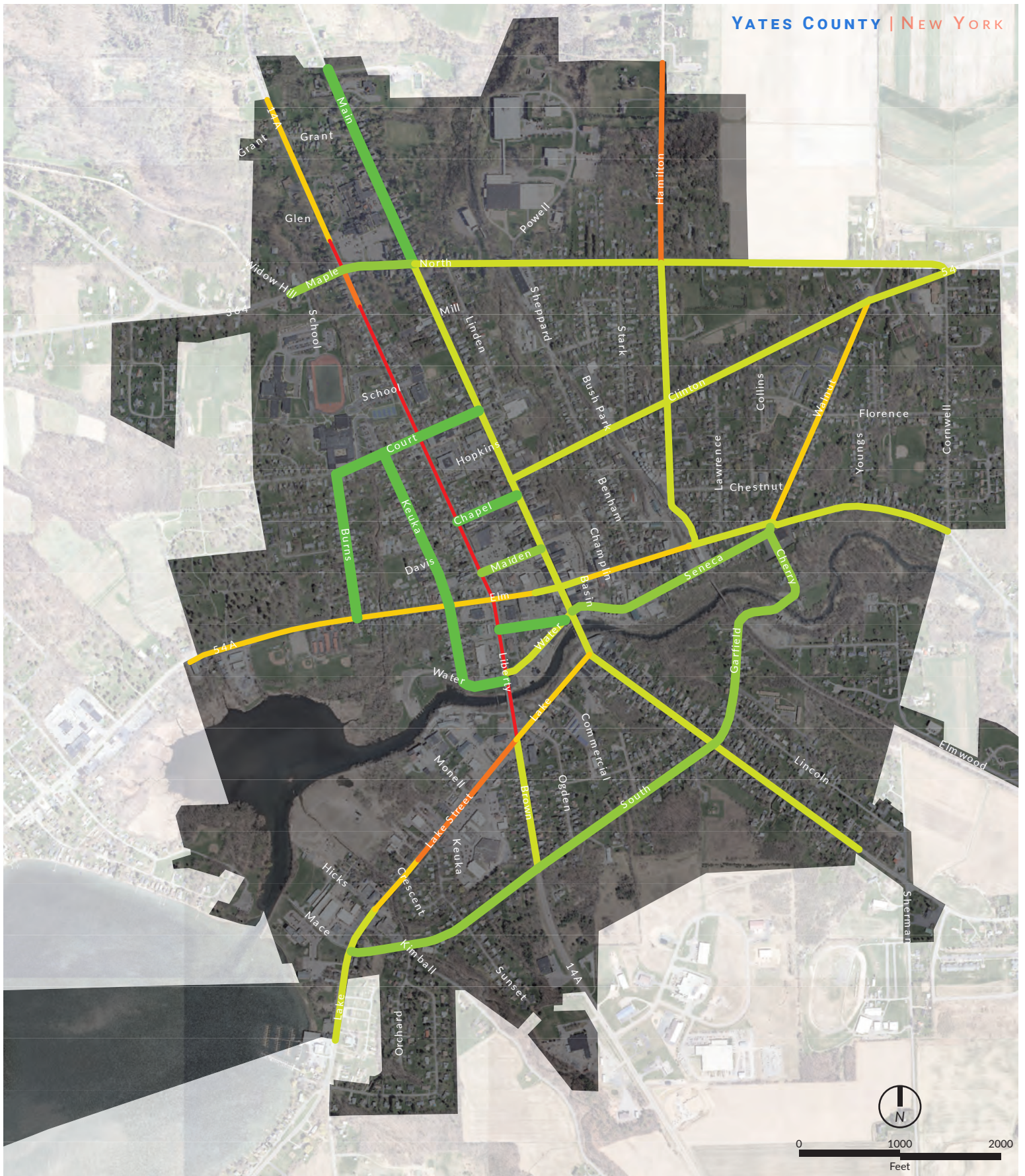


BLOS “C”

Transit Accommodations

Transit plays a critical role in completing a fully integrated transportation network. The most successful cities and communities typically have high quality active transportation networks that incorporates transit as a key link between home, work, and service/commercial based destinations.

Yates Transit Service (YTS) operates 12 local and regional routes (Routes 1-6 with separate regular and limited service runs) between the Village and destinations, such as Dundee, Dresden, Rushville, Keuka College, Naples, and Geneva. All fares are \$1.00 per direction. Local stops include Soldiers and Sailors Hospital,



Bicycle Level of Service Grade

- LOS A
- LOS B
- LOS C
- LOS D
- LOS E
- LOS F

Figure 12: BLOS Results

Figure 13: PLOS Results

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OFF-STREET PARKING REQUIREMENTS

PARKING REQUIREMENTS BY LAND USE

Off-street parking requirements are generally contained in Article IX of the Village Zoning Code. The table below provides a summary of the parking requirements for select land uses relevant to the study area.

Many of these requirements are similar to parking requirements that one would see for a suburban town. With this in mind, it is likely that many of these requirements are excessive for a dense and walkable Village such as Penn Yan.

REQUIRED NUMBER OF SPACES VS. ACTUAL NUMBER OF SPACES

Penn Yan has more than 400 public parking spaces in its downtown area through a combination of on-street and off-street spaces. There are also many large private lots (e.g. Tops Friendly Market), providing more than 500 spaces to a variety of downtown businesses.

All the counted spaces are within a 5-minute walk of Main Street and Elm Street. This totals 939 provided parking spaces in Penn Yan's downtown.

The Village supplies less parking than their off-street parking requirements would mandate. In a full build-out scenario that adheres to the Village's off-street parking requirements, the number of spaces that would need to be provided for all existing businesses totals 1,284 spaces.

This does not necessarily mean that a Village like Penn Yan should strive to provide more physical parking spaces, as that could have negative impacts on walkability and Penn Yan's compact and dense downtown. This likely means that the off-street requirements may be too onerous and could hinder future redevelopment.

Land Use	Required Parking by Land Use
Single family dwelling unit	1 space
Two family dwelling unit	2 spaces
Multifamily dwelling unit	1 space per dwelling unit
Hospitals, nursing homes	1 space for each employee on major shift, plus 0.25 spaces per bed
Tourist home, bed-and-breakfast, rooming house	1 space for each bedroom within the facility
Motels/hotels	1 space for each unit, plus 1 space for every 4 employees, plus 1 space per 150 square feet of net area of restaurants and assembly rooms
Offices	1 space, plus 1 space for each 300 square feet of gross floor area over 1,000 square feet
Retail establishments, veterinary hospitals, banks, and related commercial establishments of a personal service nature	1 space, plus 1 space for each 150 square feet of gross floor area over 1,000 square feet
Restaurants	1 space for each 100 square feet of customer floor area
Churches, temples, auditoriums, theaters	1 space for every 4 seats

OFF-STREET PARKING WAIVER

The Village Planning Board can provide waivers to applicants seeking relief from off-street parking requirements. The waiver can be granted if the planning board finds that “adequate public off-street parking facilities are available within 400 feet of the lot containing the subject use.”

Figure 14 below shows that the majority of the Village’s downtown commercial district is within 400 feet of a public parking lot. The dashed circle shows the area where properties are within 400 feet of all 4 of the public lots. This provision provides flexibility to the

property owners that might not have adequate space to provide required off-street parking.

The Village needs to find ways to maximize the utilization of both public and private parking. Penn Yan should continue to monitor the location, use, and supply of parking to best meet demand. Parking is a noted challenge for the Village this will likely continue as Penn Yan continues to prosper. Solving the parking problem will require a combination of initiatives including shared parking agreements, the promotion of walking and biking downtown, and increased regulation on parking including time restrictions and priced parking.

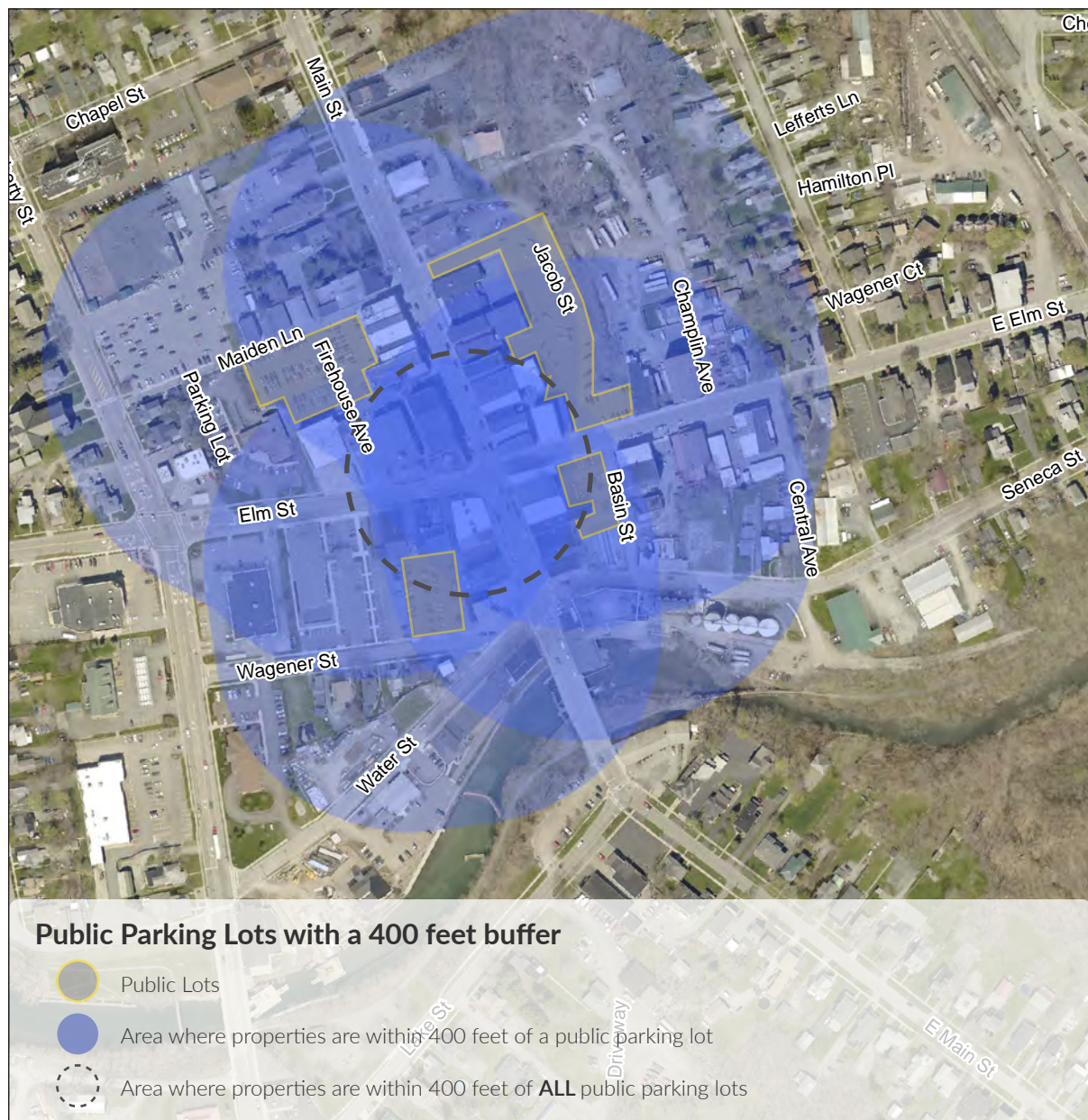


Figure 14: Public Parking Lot Buffers

PARKING SUPPLY

ON-STREET PARKING SUPPLY

Most of the on-street parking is available near the Village's commercial district along Main Street and Elm Street. There are approximately 155 on-street parking spaces in Penn Yan's commercial district as shown on Figure 15. Ninety-four of these spaces are on Main Street and 34 are along Elm Street. The remaining on-street spaces are located on Water Street and Wagener Street.

Daytime parking is permitted for all on-street spaces with neither a time limit nor an associated cost. This is a largely unrestricted system and provides users with easy and unhindered on-street parking opportunities.

While there is not a time limit based on the number of hours, vehicles are prohibited from overnight parking. Motorists also cannot park between the hours of 2am to 6am during the winter and spring months (November 1 to April 1). This is largely to allow for snow removal by the Village's Department of Public Works.

OFF-STREET PARKING SUPPLY

Penn Yan has 4 public surface parking lots with a total of 271 spaces. Unfortunately, none of the public parking lots have clear wayfinding signage for motorists. The 4 lots are all located close to the heart of Penn Yan's downtown, and each are within a 5-minute walk to the intersection of Main Street and Elm Street. The Village's largest public lot - on Firehouse Avenue- is often at or near capacity during peak parking periods. The other public lots and some Village on-street spaces may be underutilized simply because people do not know that they are there. Many of the on-street spaces are in areas that are just outside of the downtown core and are a short walk to the intersection of Main Street and Elm Street.

The Village could benefit from parking signage that indicates a walking distance to Main Street destinations, as well as clear wayfinding signage that directs motorists to various parking lots and spaces. In addition, a campaign should be considered that encourages local business owners and downtown workers including public and private employees to avoid parking in prime downtown locations.

PUBLIC PARKING RESTRICTIONS

Penn Yan has a few time restrictions for their existing public parking. These restrictions apply to public parking spaces in public lots and for on-street spaces along Main Street. The Village currently allows vehicles to remain in public lots for up to 12 hours. Parking is limited to 2 hours for on-street parking on Main Street, but this restriction only applies between the hours of 9:00 AM and 6:00 PM. The Village should explore different combinations of time restrictions in order to generate greater parking turnover.

PRIVATE PARKING LOTS

There are several privately-owned parking lots that could provide some relief to the heavily used public lots. Traditionally, these lots have not been open to public parking. The map below shows the Village's public lots and spaces as well as significant private lots that are near downtown. Shared parking agreements between the Village and private owners could be beneficial, especially in instances where a private lot's peak period does not overlap with peak periods of other nearby land uses.

PARKING CHALLENGES IN THE

VILLAGE

Based on multiple discussions with many Village stakeholders, parking seems to be in short supply. This is especially evident during traditional business hours, the daytime lunch hour, and on weekends. The following section will further assess Penn Yan's parking challenges and needs. This assessment includes information provided by Main Street business owners and Village officials and employees. All gathered data and information informed a detailed package of solutions that will help the Village address and alleviate their parking challenges.

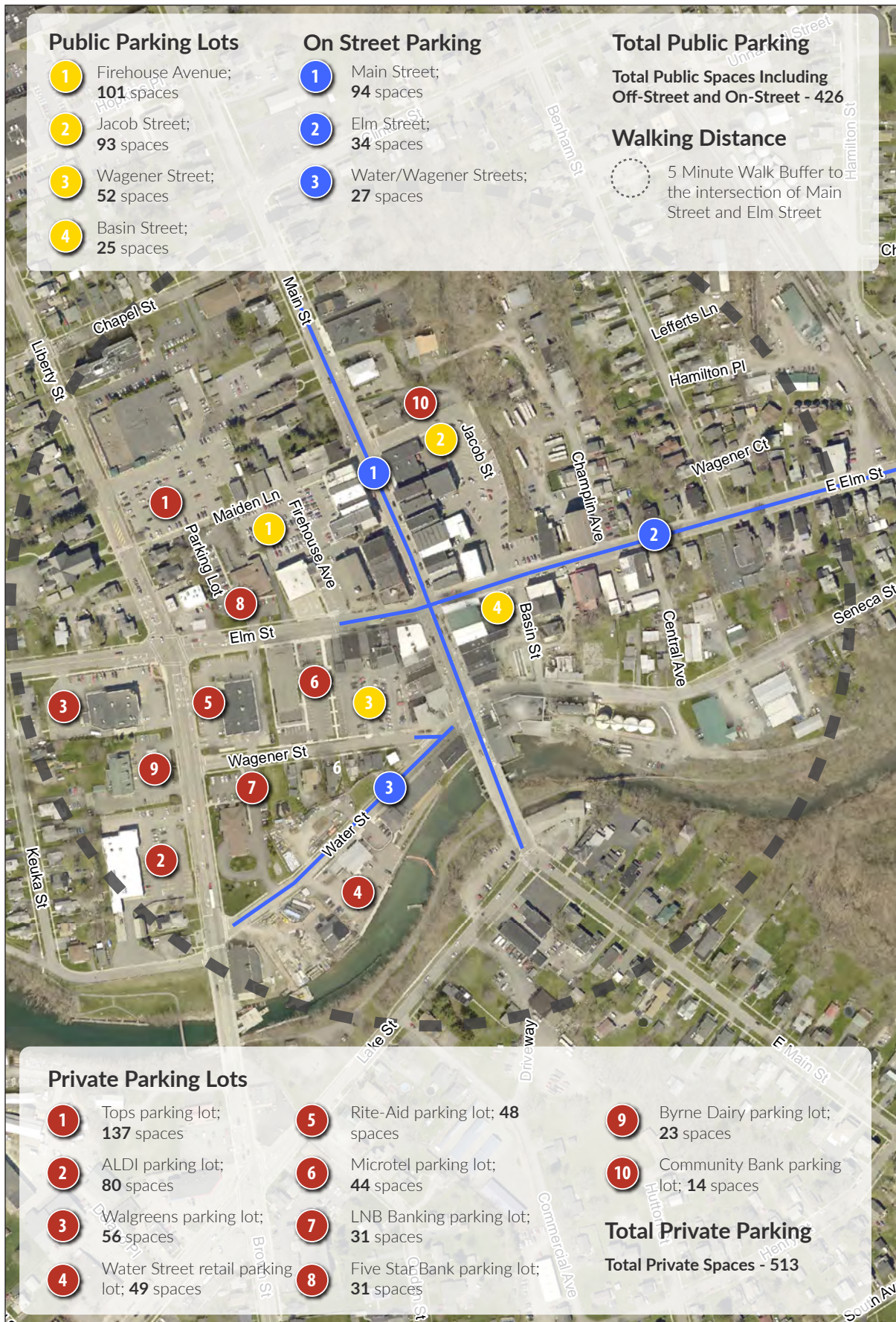


Figure 15: Existing Downtown Public and Private Parking

WALKABILITY ASSESSMENT

The quality of the pedestrian experience is equally, if not more, important than pedestrian level-of-service (PLOS). This is especially true for urban environments like the Village of Penn Yan. People are less likely to use pedestrian ways when they look and feel uninviting or if they are perceived to be unsafe regardless of whether these ways have the capacity to accommodate users. In a village downtown that is substantially built out, as is Penn Yan's downtown, there is often no need nor is it physically and/or financially possible to increase the capacity of the pedestrian ways without acquiring additional right-of-way. Therefore, rather than solely focusing on PLOS, the consultant team, in collaboration with the project steering committee, focused on evaluating the quality-of-service (QOS) for Penn Yan's pedestrian ways.

It is well documented that urban design characteristics such as enclosure, transparency, articulated building facades, and street trees impact people's desire to walk and their enjoyment on the street. Allan Jacob's 1995¹ book based on his research of streets and the role they play in urban life is the most notable work on these characteristics. Jacobs describes in detail the characteristics that are needed to develop "great streets." His work has led others in countless studies involving qualitative factors and pedestrian comfort.

Quality-of-service analysis utilizes several qualitative factors that are not addressed in customary level-of-service analyses. The steering committee can identify specific recommendations for improvement based on the careful evaluation of each pedestrian way. For example, if a street scored a very low score of "1" on shade trees, then it becomes apparent that the planting of trees is a promising course of action. Pedestrian routes for the following streets were included in a QOS evaluation:

- Chapel Street;
- Court Street;
- Elm Street;
- Lake Street;
- Liberty Street;
- Maiden Lane;
- Main Street;
- Wagener Street;
- Water St.

¹ Jacobs, Allan (1995), Great Streets. The MIT Press.



Main Street is a good example of an above-average quality of service for pedestrians.



The north side of Water Street has a below-average rating due to the lack of enclosure/definition, buffer and shade trees.



Lake Street had the lowest scores of all the rated streets. This image shows an uncomfortable pedestrian experience with poor enclosure/definition and interface, lack of shade trees, and no crossing opportunities.

QUALITATIVE FACTORS & SCORING

The pedestrian routes were evaluated using the following 7 qualitative factors:

Enclosure/Definition – The degree to which the edges of the pedestrian realm are well defined. Excellent enclosure focuses a pedestrian’s eyes along the street and has positive impacts on safety by conveying a feeling of narrowness to motorists, slowing vehicular traffic.

Transparency – The ability to see through the transition between private and public space

Interface – The interaction and blending between the public and private realms that clearly defines the space as pedestrian-friendly.

Shade Trees – The presence of street trees improves the comfort level of pedestrians by providing protection from harsh weather and helps to define the pedestrian realm.

Buffer from Street – A “buffer zone” between pedestrians and moving vehicles enhances pedestrian safety and increases the level of comfort

Connectivity/Crossings – The ability of the pedestrian to have the option to cross at a dedicated crosswalk and/or connect to another pedestrian way

Amenities – The presence of benches, trash receptacles, and other street furniture

Routes were divided into route segments, which were comprised of blocks. Each side of the street was rated based on the 7 factors. Route segments were rated on a scale of 1 to 5 where a score of 1 is ‘Very Poor’ and a score of 5 is ‘Excellent.’

Scores were tabulated for each route segment and Pedestrian QOS maps were generated. Enclosure/Definition, Transparency, and Shade Trees are the three factors with the largest deficiencies for the average and below-average route segments

The table below is an example of how each route segment was rated and how an average score was determined. As shown, many of the route segments for Elm Street scored below average for Shade Trees and Enclosure/Definition, and more than half of the route segments for Elm Street scored below average overall.

Qualities High Level Pedestrian Experience	Elm Street - Village Line to Liberty Street							
	VL to Burns Terrace		Burns Terrace to Keuka Street		Keuka Street to Liberty Street		Liberty Street to Elm Street	
	North Side	South Side	North Side	South Side	North Side	South Side	North Side	South Side
Enclosure / Definition	3	3	3	2	2	3	2	3
Transparency	3	3	3	3	3	3	2	3
Interface	3	2	3	3	3	3	2	3
Buffer from Street	4	3	3	3	3	3	3	2
Shade Trees	2	2	3	2	2	3	3	3
Connectivity / Crossings	4	2	3	3	3	3	3	3
Amenities	3	3	3	3	3	4	3	2
	3.1	2.6	3.0	2.7	2.7	3.1	2.6	2.7

Figure 16: Example Scoring Sheet for Walkability Assessment

PEDESTRIAN QOS MAPS

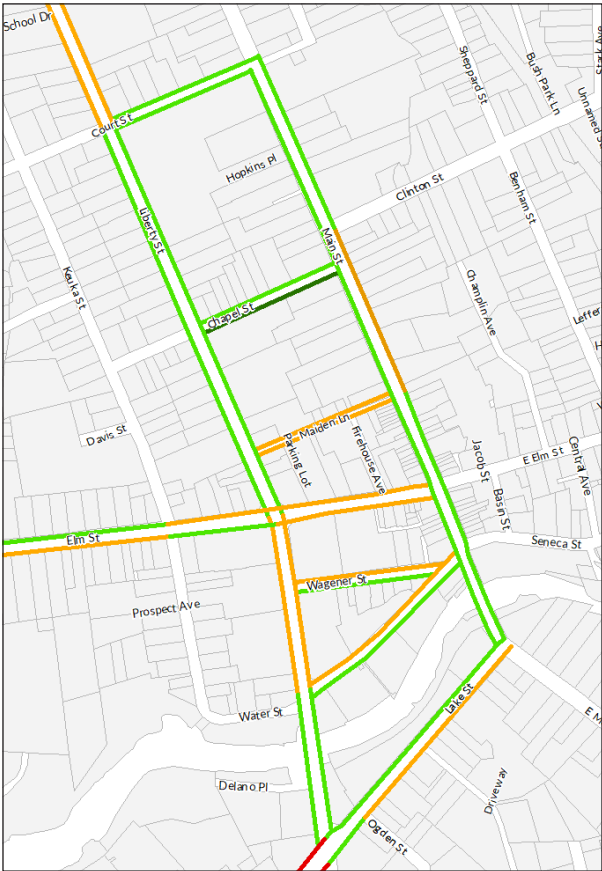
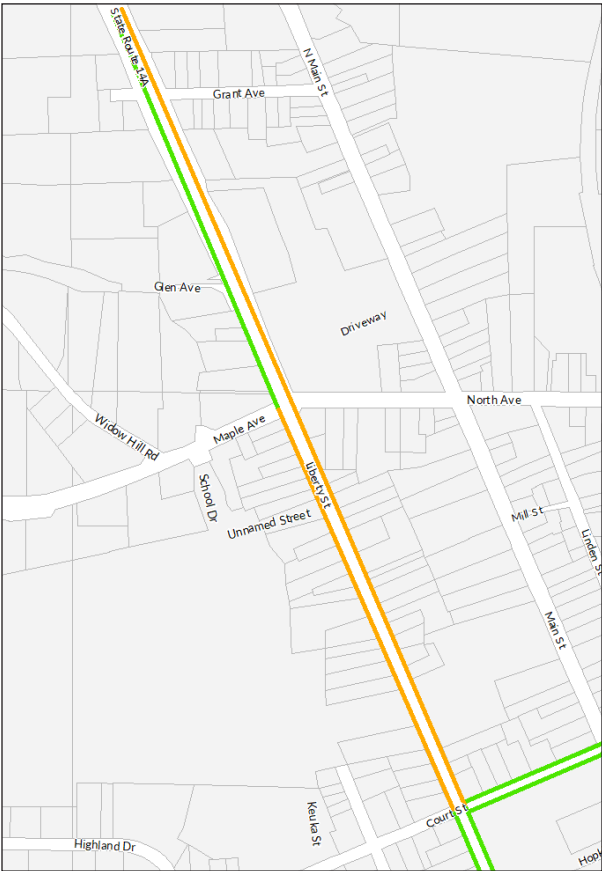
The maps below show the complete pedestrian quality-of-service scores for all of the route segments within the study area. The first two maps show the Downtown Subarea and the Liberty Street Subarea, while the maps on the next page show the Elm Street and Lake Street Subareas.

LIBERTY STREET SUBAREA

The Liberty Street Subarea, for the most part, does not provide a comfortable or interesting pedestrian experience. Despite this, Liberty Street does have generous buffers between sidewalks and the streets, and the facilities do have full connectivity from the northern Village line. The presence of shade trees and more attention to a consistent enclosure for pedestrians would contribute to a higher level of service for pedestrians on Liberty Street.

DOWNTOWN SUBAREA

Some of the highest scoring route segments are on or in close proximity to Main Street. Most of Main Street's segments scored above average as 'Good' routes for pedestrians. The highest scoring street in Downtown, Chapel Street, was also the highest rated street overall. Chapel Street is a good example for Penn Yan, particularly due to the presence of shade trees, enclosure and definition for pedestrians, and a high level of transparency. The lone exception was the east side of Main Street between Clinton Street and Maiden Lane, which would benefit from additional amenities and shade trees.



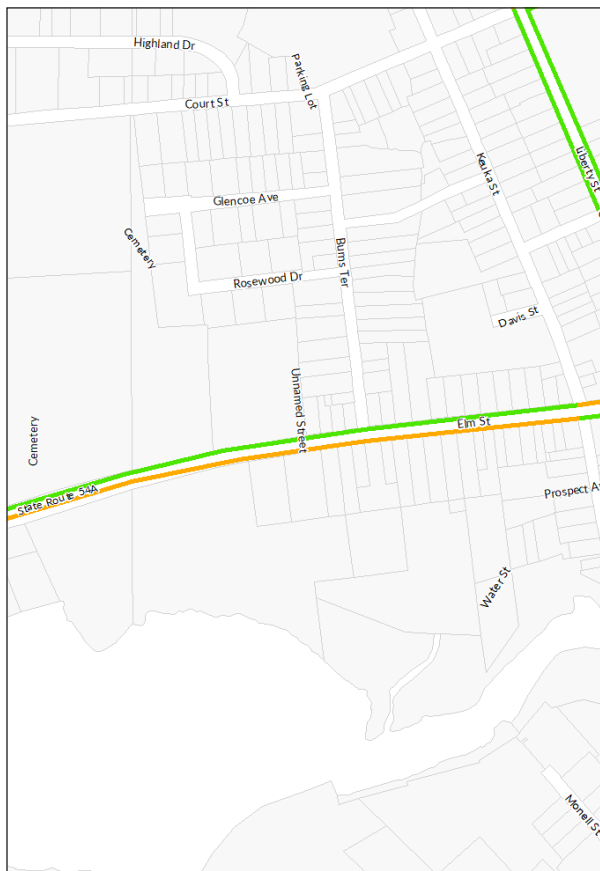
Legend

- Poor
- Fair
- Good
- Very Good

Figure 17: Walkability Maps for Liberty Street and Downtown

ELM STREET SUBAREA

Pedestrian routes along Elm Street are similar in scoring to those for Liberty Street. Most of the deficiencies are due to a lack of shade trees, particularly on the north side of the street. There is a relatively steep grade on this side of the street adjacent to the cemetery which may make it difficult to plant many trees, but these route segments could all benefit from trees which would help to better define the space for pedestrians and improve the enclosure on Elm Street as well. The southern side of Elm Street from the Village line to Burns Terrace would benefit from an improvement to the interface between the public sidewalks and private property, particularly near Penn Yan Mini Storage.



Legend

■ Poor
 ■ Fair
 ■ Good
 ■ Very Good

LAKE STREET SUBAREA

The Lake Street Subarea contains the lowest-scoring route segments in the study area. Particularly low-scoring route segments include Sunset Street to Monell Street and Monell Street to Liberty Street. This stretch of Lake Street has wide lanes, limited buffers from the street, few shade trees, no definition or enclosure for the pedestrian space, and limited transparency or interface between the public and private realms. Some of the route segments approaching Main Street have more generous buffers and a more well-defined enclosure, but most of Lake Street could benefit from some improvements.

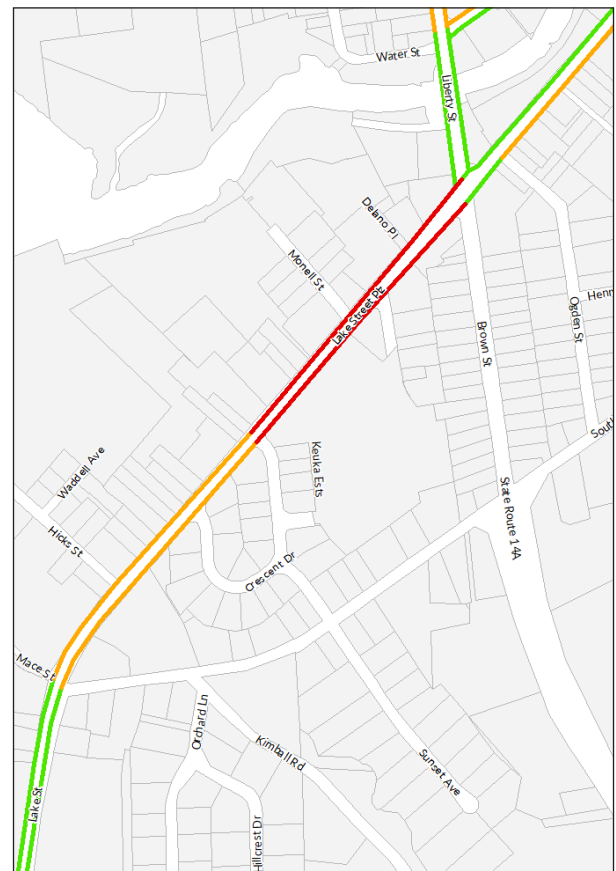


Figure 17: Walkability Maps for Elm Street and Lake Street

Section 3: Needs & Recommendations

SECTION ORGANIZATION

The needs and recommendations are broadly organized by the following topics: Circulation and Accessibility, Downtown Parking, Bicycle Network, Streetscape & Pedestrian Facilities, and Regulatory Framework. The subareas will have unique needs and recommendations dealing with a variety of topics.

The plan's study area includes the following four sub-areas: Lake Street, Liberty Street, Elm Street, and Downtown. Within the topic areas, needs and recommendations are applied to the relevant subareas. There are also needs and recommendations that apply to the Village as a whole. These recommendations may apply to one or more subareas, or they may apply outside of the four subareas.

CIRCULATION AND ACCESSIBILITY

LAKE STREET RECOMMENDATIONS

1. Develop an access management strategy for the Lake Street corridor

The principal goal of the Lake Street access management effort is to provide recommendations that Penn Yan and NYSDOT can implement to make the corridor a safer and more efficient transportation facility for all users in the future. This plan shall respect the character of the Village while preserving the quality of life for residents, merchants, and visitors of the community.

According to studies conducted by the National Highway Institute, "An effective access management program can reduce crashes as much as 50 percent, increase roadway capacity by 23 to 45 percent, and reduce travel time and delay as much as 40 to 60 percent."

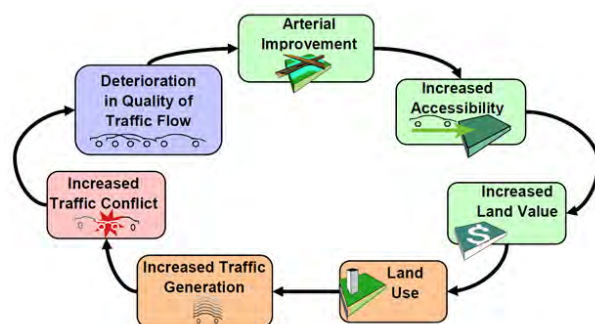
In order to achieve this goal, it is important to understand the connection between the transportation network and the adjacent land use that it serves. The national Access Management Manual refers to this relationship as the Transportation-Land Use Cycle, as shown in the following graphic.

Access management strategies delay or even halt this cycle by maintaining a balance between the Land Use Change stage and the Increased Traffic Conflict stage. As illustrated in the diagram, increased traffic generation is a direct result of Land Use change. Local municipalities have in place official planning documents such as Comprehensive Plans, Master Plans, Zoning Ordinances, and Subdivision Regulations that govern how and where land should (or should not) be developed. To effectively manage the transportation and land use cycle, both NYSDOT and the local agencies must address both the transportation system and the adjacent land development.

The intent of the Access Management Plan is to provide NYSDOT, and the local Officials and Planning Boards, a framework for assisting with decision-making regarding access, circulation, and safety for future development along the corridor.

Using these core planning strategies and objectives, a detailed access management concept plan was developed. Figure 19 (on the next page) illustrates the concept plan developed between Sunset Avenue and Liberty Street. Specific measures to address access management include:

- Minimize number of access locations
- Increase access spacing
- Reduce through-traffic conflicts
- Provide greater accessibility and connections for all users
- Manage traffic signal and intersection control



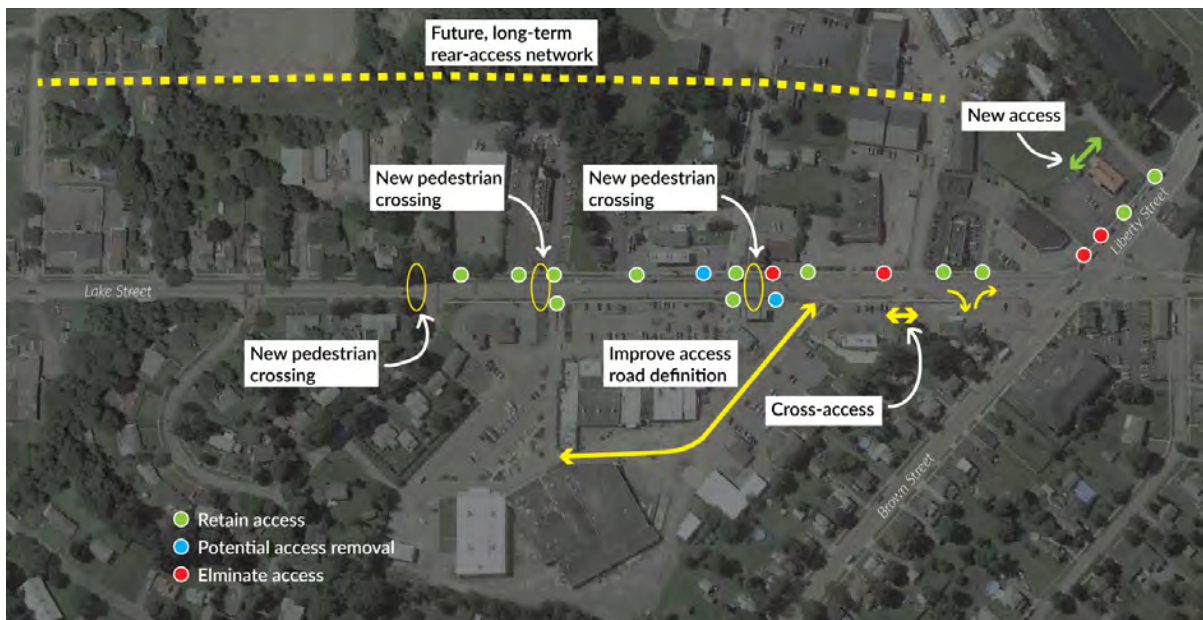


Figure 19: Access Management Conceptual Plan

It should be noted that all of the Lake Street corridor is developed, and therefore in the future, as redevelopment occurs, requires mostly retrofit strategies that eliminate multiple driveways to the same property; combines adjacent driveways into one shared driveway; and relocates the driveways to a local street rather than Lake Street. For undeveloped properties, direct access to Lake Street should follow NYSDOT's applicable access management guidelines.

2. Provide language in local codes that supports implementation of access management techniques and strategies along the corridor

In order to advance and implement access management on a consistent, corridor-wide basis, local municipalities, such as Penn Yan, must develop supporting access management ordinances and regulations, tailored to fit the Village; yet still provide the regional benefits, in terms of improved travel and safety for motorists along the Lake Street corridor. Such components that should be addressed are minimum corner clearances; minimum driveway spacing; the number of access points to a parcel of land; median treatments such as two-way left-turn lanes; exclusive turn lanes; joint and cross access; pedestrian access; and outparcels.

An example of requiring greater driveway spacing can be seen along Lake Street between Sunset Avenue and Liberty Street – approximately $\pm 1,248$ feet in length). Figure 19 (above) shows the number of existing driveways accessing Lake Street. There are 13 driveways for an average driveway spacing of one driveway

every ± 96 feet. The desired driveway spacing for Lake Street is 150-200 feet per driveway, as stipulated by the NYSDOT for roadways of similar classification – arterial classification and 30 MPH speed limit.

3. Install mid-block crossings on Lake Street at Monell Street and Sunset Avenue.

Pedestrian intersection crossing and mid-block crossing treatments can be used in select locations to help pedestrians safely cross the roadway. Such treatments include:

- ADA Compliant Curb Ramps
- High-Visibility Crosswalks
- Pedestrian Refuge Islands
- In-Street Yield to Pedestrian Signs
- Pedestrian Warning Signs
- Rectangular Rapid Flashing Beacons (RRFBs)

Along Lake Street, the only pedestrian crossing is found at the intersection with Liberty Street. Suggested crosswalk spacing, per the NYSDOT Highway Design Manual (Chapter 18) and based upon varying contexts are:

- Central Business District/Walking Districts – ± 330 -500 feet based on density
- Urban or suburban residential/retail areas – Based upon density/land uses and not to exceed $\pm 1,300$ feet.

Generally, it is desirable to have pedestrian crossings, where pedestrian activity is likely to occur, spaced no greater than 600 feet apart; especially from protected crossings, such as signalized intersections.

Using these guidelines, mid-block crossings should be developed at the following locations:

1. Lake Street at Monell Street. This intersection located nearly in the “heart” of the commercial development along both sides of Lake Street. A high-visibility crosswalk and enhanced signage would help in pedestrian safety.
2. Lake Street at Sunset Avenue. Residents live nearby this intersection in the neighborhood consisting of Sunset Avenue



Lake Street facing south at Monell Street (existing)

and Crescent Drive. Additionally, the hatched space on the southern side of the intersection may provide a refuge space for pedestrians crossing Lake Street. Therefore, a high-visibility crosswalk, a pedestrian refuge, and enhanced signage would help in establishing a gateway treatment for drivers entering the commercial segment of Lake Street and increase the number of pedestrian crossing opportunities.



Lake Street facing north at Sunset Avenue (existing)

4. Install right-turn channelized islands to reduce pedestrian crossing distances at the intersection of Lake Street and Liberty Street

Currently, New York’s Pedestrian Safety Action Plan (PSAP) program has identified the Lake Street/Liberty Street intersection for improved pedestrian crossing treatments. Treatments include new pedestrian signal equipment and call buttons; new ADA compliant curb ramps; and crosswalk striping.

The present state of the intersection is one that features long pedestrian crossings and large curb radii (notably on the northeast and southwest corners). Additionally, the intersection accommodates over 13,000 vehicles per day, receiving both local and regional traffic.

An enhanced treatment to consider would be constructing channelized refuge islands on the northeast and southwest corners to shorten the pedestrian crossing distances. Currently, the crossing distances by approach are:

- Eastbound: ±94 feet
- Westbound: ±110 feet
- Northbound: ±105 feet
- Southbound: ±92 feet

Constructing channelized refuge island will reduce the exposure of pedestrians to vehicle traffic while shortening the distance one has to walk or roll. Shortening the length pedestrian crossings can improve vehicle operations as pedestrian countdown timing can be reduced, thereby increasing the green time given to vehicle movements. Under this scenario, the crossing distances are reduced to:

- Eastbound: ±80 feet
- Westbound: ±90 feet
- Northbound: ±90 feet
- Southbound: ±80 feet

Further discussions between the NYSDOT, the Village, and emergency service providers should take place prior to the recommendation being implemented. Figure 20 (opposite page) illustrates this concept. Associated pedestrian signal modifications would be required as part of this recommendation.

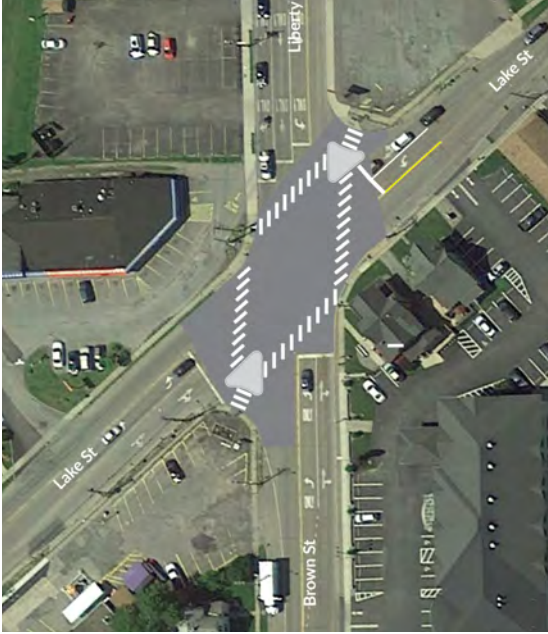


Figure 20: Lake Street and Liberty Street Concept

LIBERTY STREET RECOMMENDATIONS

5. Replace the existing signal with a split-phase signal

The eastbound and westbound Water Street approaches are offset from one another. However, the current signal phasing allows for both approaches to get a concurrent “green phase.” That is, both an eastbound and westbound driver can enter the intersection at the same time when they are given the green light. This can be challenging and confusing for drivers, as has been noted by the Steering Committee.

Signal phasing should be converted to “split phased” operations so that the eastbound and westbound approaches operate separately from one another creating more orderly intersection flow. The northbound and southbound Levels of Service change from “A” to “B”; however, the operational benefits for the eastbound and westbound approaches are improved. New signal heads would need to be installed on both Water Street approaches.

6. Activate the westbound left-turn phase year-round

The traffic signal operates on seasonal programming variations. During summertime months (peak tourism season), signal phasing and cycle lengths are not the same as fall or wintertime months. One instance of this condition is the westbound left-turn phase. During non-tourism months, the westbound

left-turn lane and corresponding green phase is dark (does not display when vehicles are queued in the left-turn lane). However, during tourism months, this phase is active and will display when vehicles are queued. This condition has caused confusion amongst drivers, as reflected in public feedback.

It is recommended that this phase be activated at all times of the year to avoid confusion and maintain consistent operations. The signal timing should be optimized to improve operations and reduce queuing. Additional green time given to the northbound/southbound approaches improves overall intersection delay and reduces southbound queuing during the PM peak hour.

7. Include a dynamic blank-out sign for the northbound right-turn lane

The northbound right-turn lane consists of a static NO TURN ON RED sign. Instead, a dynamic blank-out NO TURN ON RED sign should

be considered to replace the current assembly. This dynamic assembly may increase compliant behavior, particularly at an intersection that experiences high levels of interaction amongst various travel modes (e.g., walking, bicycling, driving).



Blank-out sign

MAIN STREET RECOMMENDATIONS

8. Install Rectangular Rapid Flashing Beacons (RRFB) along Main Street

Main Street consists of on-street parking on both sides, where striped, between Chapel Street and Lake Street. There are nine (9) marked crosswalks within this stretch with two at mid-block locations. As part of the PSAP, several of the crosswalks will be receiving upgrades in terms of signage, striping, or signal upgrades. For example, the crosswalks between Chapel Street at the mid-block crosswalk in front of Cole’s Furniture & Floor Fashions will be upgraded with RRFBs.

It has been noted in the Manual of Uniform Traffic Control Devices (MUTCD), Federal Highway Administration, and other transportation sources that the excessive use of such highlighting treatments may reduce their effectiveness.

9. Prohibit parking closer than 20 feet from crosswalks

Four crosswalks have been observed to have striped parking spaces within 20 feet of said crosswalk; a prohibition within NYS Vehicle and Traffic Law (<http://ypdcrime.com/vt/article32.htm#t1202>). These crosswalks are those from the US Post Office to the crosswalk on the northern side of Elm Street. To further enhance the mid-block crosswalks, curb extensions may be considered to reduce crossing distances and improve visibility between a pedestrian and motorist. Given that parking is prohibited within 20 feet of a crosswalk, no additional parking restrictions would be needed.

10. Consider curb extensions to reduce crossing distances and provide better visibility for pedestrians and drivers.

This similar treatment may also be applied to the mid-block crosswalks along Elm Street

adjacent the Fire Department and between Basin Street/Central Avenue (see Figure 21 below). An example of curb extensions in use are also shown from the Village of Brockport, NY.

11. Install a Leading Pedestrian Interval (LPI) at the intersection of Elm Street and Main Street

The intersection of Elm Street/Main Street experienced five (5) vulnerable user (pedestrian) type crashes between the years of 2016 to 2018. Four (4) of these crashes occurred as the pedestrian was crossing with the traffic signal. That is, they were given the green WALK phase concurrent for their approach and a turning vehicle struck them within the crosswalk. This crash type can be avoided through the use of a signal timing modification called a Leading Pedestrian Interval (LPI).

An LPI is a signal timing modification that gives pedestrians a minimum three (3) to seven (7) second head start entering the intersection prior to the concurrent vehicle movement receiving their green phase. Upon the green indication for vehicles, drivers must still yield to pedestrians within the crosswalk; however,

the pedestrian is intended to be in a more visible location versus starting their trip at the curb ramp. "LPIs have been shown to reduce pedestrian vehicle collisions as much as 60% at treated intersections (NACTO)."

This same treatment may also be considered at Main Street/Seneca Street/Water Street to enhance the visibility of the pedestrian within the associated crosswalks. This treatment may also be used in conjunction with a NO TURN ON RED blank-out sign to improve compliant behavior. Figure 22, on the next page, illustrates the process of the LPI.



Figure 21: Conceptual Curb Extension Locations



Use of curb extensions in Brockport, NY along Main Street (facing

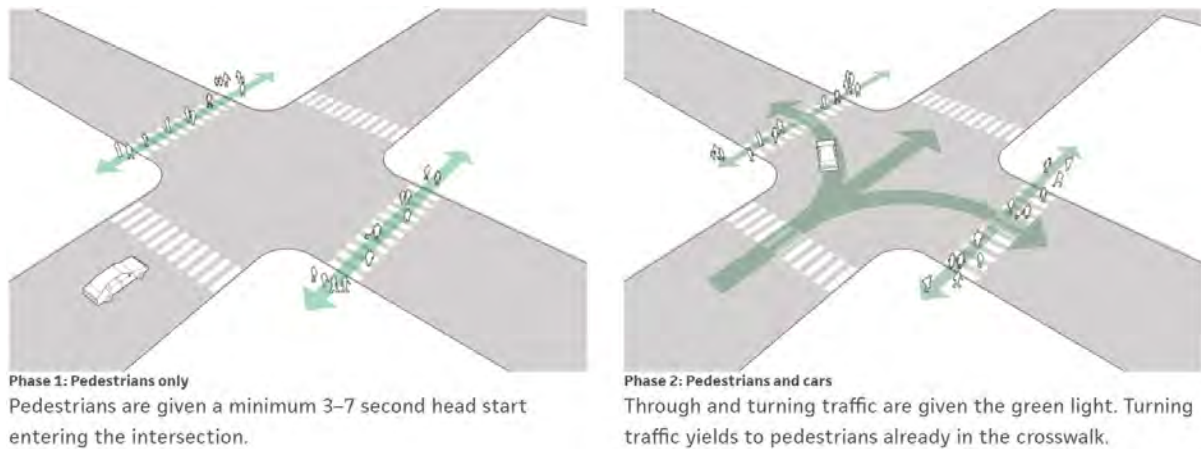


Figure 22: Leading Pedestrian Interval Phasing. Source: NACTO

WAYFINDING

12. Develop a comprehensive wayfinding system

Finding one's way in an unknown environment is a common task that all people experience. Effective wayfinding systems result from a process based on graphic representation, environmental analysis, and identifying user need and behavior. A comprehensive signage system for the Village of Penn Yan could identify parking areas, the downtown shopping district, cultural and historic sites, river access sites, and parks.

Signage and markers should clearly direct residents and visitors to convenient parking close to downtown businesses and events. There should be a cohesive and comprehensive approach to wayfinding using design guidelines and stressing a unique sense of place for Penn Yan's downtown.

Wayfinding Standards and Guidelines

A wayfinding system should include a hierarchy of signs and design features for pedestrians, bicyclists, and motorists. No two types of signs should look exactly alike (i.e. parking signs and gateway signs), but they should follow a consistent aesthetic. Consider the theme and aesthetic used in Fairport's wayfinding signage in the image on the right.

Sign types to consider include banners, directional signs, destination arrival signs,

general information signs and kiosks, landmark signs, pavement treatments, and park signs.

Design Considerations

- A wayfinding system should be capable of directing all users to nearby destinations.
- These signs should provide immediate information and direction to pedestrians, bicyclists, and motorists.
- Any wayfinding signage should be accessible for users regardless of physical ability.
- Wayfinding signage should be simple, aesthetically pleasing, and designed to attract attention of passing pedestrians, bicyclists, and motorists.



Public Parking Sign in Fairport, NY

DOWNTOWN PARKING

Many stakeholders and community members in Penn Yan have expressed that there is lack of available parking downtown and a solution is needed. The most obvious solution would seem to be to build more parking. However, both the problem and the solution are more complex than that.

SURVEY OF DOWNTOWN BUSINESSES

One significant component of this needs assessment was a survey that was conducted with downtown business owners. Business owners were asked about their hours of operation, number of employees, number of parking spaces needed for employees, and where employees typically park for a shift (i.e. in a municipal public lot or private parking for the business).

The 55 downtown businesses responded that they use 279 parking spaces. 213 of those parking spaces are in public lots. There are a total of 271 public lot parking spaces, so this survey data indicates that 76% of those public spaces could be occupied by downtown employees. These employees are likely occupying spaces for their entire shifts, which could be between 4 and 10 hours of a given day. Encouraging downtown workers to avoid parking in prime public lots will be an integral step to providing much needed parking relief.

EVALUATION OF POTENTIAL

LOCATIONS FOR PUBLIC PARKING

If all else fails then building an additional public lot might help. Three locations, as shown on the map to the right, were considered as potential sites for additional parking. These locations are on privately-owned parcels, and the Village would have to purchase these parcels at market-value to construct new parking. In addition, the true cost must consider what is given up - the tax value of that land if it were left in the private sector.

1 Jacobs Street Location:

The collection of parcels north of the Jacob Street lot are located on land with significant grade change and environmental challenges. Consequently, it would be difficult to develop intuitive and comfortable pedestrian access to a parking lot in this location. In addition, a portion

of a riverine wetland runs through part of this land. Building public parking here would likely prove to be difficult and costly.

2 Wagener Street Location:

Wagener Street has an existing public lot on the north side of the street near Main Street. The Village could acquire properties on the south side of the street in order to provide more parking. This would, however, require acquiring residential properties and replacing them with parking. These lots are likely to be redeveloped in the future so building parking here would certainly be a less productive land use.

3 Seneca Street Location:

There is an under-utilized lot along the north side of Seneca Street that could be used for additional public parking. The Village would have to acquire this property as it is currently privately owned. This location is also near Main Street businesses, though not as close as the other evaluated locations and would require a farther walk for those who would park there.

Other

Consideration should also be given to utilizing existing and publicly-owned land in the Village. The Village owns an underutilized parking area near the park off of Elm Street. This location is roughly 0.5 miles from the intersection of Main Street and Elm Street, which is about a 10 minute walk. The Village should consider formalizing free public parking in this lot and encouraging Village and downtown employees to park here for free.

WHY NOT BUILD MORE PARKING?

Does it make sense to add more parking? It might but not until the existing parking is better utilized. The Village has a parking problem, but adding to the supply of parking is not necessarily the optimal solution and it doesn't provide a long-term fix. When you factor in induced demand and the real cost of parking - the opportunity cost - it's more expensive than you think.

Induced Demand

It seems reasonable to assume that adding new parking will solve a community's need for parking. Instead, however, it will eventually

become an issue again when new parking becomes just as heavily occupied. How does this happen? It's due to the concept of induced demand, which refers to the idea that providing more parking capacity will simply encourage more people to drive and park in these spaces. This does not mean that municipalities should never consider building new parking, but other parking solutions are almost always more effective than adding to the existing supply.

Downtown Cost Per Acre

Parking will never return the same value as a downtown commercial and/or mixed-use building and it can be a poor investment for a municipality. Surface parking lots tend to require a lot of land and are almost always less valuable than other land uses.

Using Village-wide parcel data, Penn Yan determined the value per acre of downtown business parcels. They did this by dividing each parcel's total acreage by its total assessed value. It was assumed that the total assessed value represents the market value for each property. This exercise was done for several downtown Village blocks.

The parcels with the highest total value per acre are grouped around the intersection of Main Street and Elm Street. This is not necessarily surprising, as this is the densest area of the Village with many productive commercial uses clustered together in the heart of downtown.

The Village's parking lots have some of the lowest value per acre of the included parcels. This includes the Village Hall lot, the Wagener Street lot, and the Jacobs Street lot. Additionally, some large properties with significant Liberty Street frontage and large private parking lots are lower in value than many of the smaller properties along Main Street. Increasing the supply of public parking will provide temporary relief to Penn Yan's parking problem, but it is not an ideal long-term solution. Land in the Village, particularly in and near downtown, is limited and priority should be given to more productive land uses than

parking lots (i.e. commercial, office, residential, or a combination thereof).

If the Village were to build a new parking lot, they would likely have to combine several parcels. This would be an expensive proposition when adding the cost of acquisition, cost of construction, and the opportunity cost associated with lost tax revenue.

In the event that none of the possible locations for new parking are pursued, this plan offered a five-step approach to alleviating the Village's parking problem. This process is intended to be pursued in a step-by-step fashion, and is further outlined on the following pages.

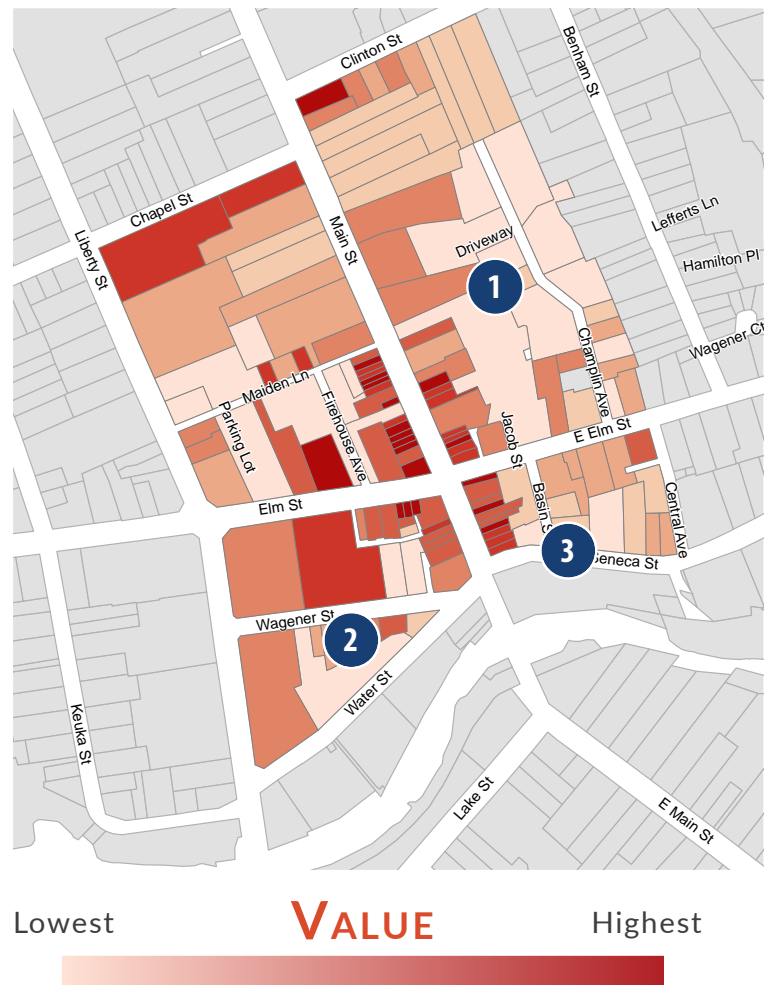


Figure 23: Downtown Value Per Acre

13. IMPLEMENT A 5-STEP APPROACH TO ALLEVIATE PARKING CHALLENGES

DEVELOP PROGRAMS THAT ENCOURAGE WALKING OR BIKING



Creating a pedestrian-friendly and bike-friendly culture cannot be done without the pursuit of programs and campaigns centered around walking and biking. There are several programs that could be successful in Penn Yan.

These programs could include Bike-to-Work Day, Walk-to-Work Day, and National Walk @ Lunch Day. The Village should also be creative in developing their own unique programs that center around biking and walking. These programs, when properly promoted and encouraged, can show people the rewards of walking and biking more. Eventually, these programs will encourage people to substitute some vehicle trips for walking and biking.

While this step may not seem like it addresses parking directly, it should encourage people to consider different modes for some trips. This will eliminate the need for parking for these trips. However, this step should also not be viewed as a parking panacea.

PURSUE SHARED PARKING AGREEMENTS



Pursuing and developing mutually beneficial shared parking agreements is the second step to alleviating parking challenges. There are several larger privately-owned parking lots located in or near the Village’s downtown.

There are several larger private lots in Penn Yan’s downtown, including lots owned by Tops, Rite-Aid, Walgreens, and ALDI.

Figure 24 shows the difference that a shared agreement with Tops could make. Setting aside 28 shared space could open up two rows of public parking in the municipal lot. Main Street and Village employees would

be encouraged to use the shared spaces to open up more spaces to the public. In this way, the Village can provide spaces for employees to occupy for longer periods of time and generate more turnover in public lots.

Shared parking agreements need to be clear and concise. The Village could include a certificate of insurance to address liability concerns and be very specific about terms associated with maintenance.



Figure 24. Relief From a Potential Shared Parking Agreement

INCENTIVIZE WALKING, BIKING, AND PARKING IN SHARED LOTS



Securing shared parking agreements will supply additional spaces for Main Street and Village employees, but more can and should be done to ensure that the vast majority of public spaces are available to Village visitors and consumers. People will be more likely to choose walking, biking, or parking in non-prime locations or shared lots when there is an incentive that makes that choice more palatable.

Prime locations include the Village Hall parking lot, on-street spaces on Main Street, and on-street spaces on Elm Street between Liberty Street and Champlin Avenue. Non-prime locations include public lots that are farther away in the Basin Street and Wagener Street lots, on-street spaces on the Main Street bridge, and on-street spaces on Elm Street east of Champlin Avenue.

Village and business led incentives could help to nudge Main Street workers in the right direction. Penn Yan could host a “Steps Contest” for Main Street employees and reward those individuals who log the most steps in a week/month. This may make it easier to convince Main Street employees to walk to work or park farther away. It must be clear that when parking is available for visitors in prime locations everyone benefits.

LIMIT OFF-STREET PUBLIC PARKING BY TIME OF DAY



This step could be done concurrently with Step 3, but it could also be carried out as its own step. Limiting public parking is the next step to solving Penn Yan's parking problem. Penn Yan's current time restrictions are too generous and will not encourage turnover, particularly the 12-hour limit in public lots. The Village should adjust the time restrictions in the Village Hall and Jacobs Street lots to a 2 hour limit. The other public lots can provide more flexibility, allowing for people to park for up to 4 hours.

At this point in the five-step process, Main Street and Village employees should be utilizing shared parking elsewhere or commuting via walking or biking. Therefore, it is less likely that people will feel the need to park for longer than 4 hours in any public lot. If the Village needs more flexibility for employees, a permitting process can be developed to allow them to park in public lots. Of course, Main Street and Village employees should first be encouraged to use shared spaces or other modes.

The on-street parking on Main Street should also retain their 2-hour time restriction. However, this restriction should be extended to run from 9:00 AM to 11:00 PM. This will provide additional turnover for people coming into Penn Yan to dine out and enjoy other evening activities. The Village should also consider a 2-hour restriction to the on-street spaces on Elm Street.

Enforcement of these time restrictions will be extremely important. If there is no consequence for exceeding any of the time limits, then people will eventually ignore the restrictions and treat the spaces as if they are unlimited free parking.



DEVELOP A PRICING SCHEME FOR PUBLIC PARKING

The final step in this process is to develop a pricing scheme for Penn Yan's public parking. Pricing can be difficult for a municipality to pursue and is often politically unappealing. Charging people for something that was once free can be tricky, but a proper pricing scheme is the most effective way to create consistent and desired turnover. Penn Yan should start by pricing Main Street on-street parking and the Village Hall parking lot. This will provide a mix of priced and unpriced parking. This strategy will also price the most prime parking spaces, leaving farther lots and spaces unpriced.

So what is the right price?

It's all too easy to set a price that is either too high or too low. Setting a proper price depends on what the ideal occupancy rate is for Penn Yan. Donald Shoup, a renowned planner and parking expert, argues that communities should aim for 85% occupancy of its parking spaces. If the Village decides on a goal of an 85% occupancy rate for priced parking locations, that would mean that for every 7 spaces, 6 of them would be occupied at a given time.

For example, there are 30 spaces on the Main street block between Elm Street and Maiden Lane. An 85% occupancy rate would leave 4 available spaces at any given time. The proper price to achieve this occupancy may require some trial and error, but the price should be low enough to leave a few spaces open on each block of Main Street parking.

An added benefit will be that those who wish to avoid paying for parking can be guided to non-prime locations including the Main Street bridge and on-street spaces on Elm Street. The goal for Penn Yan should be for some spaces to open up on Main Street and in the Village Hall lot and for occupancy to increase in parking spaces that are under-utilized. Penn Yan should consider reducing the price or removing price altogether for non-peak fall and winter months if it becomes clear that priced parking is not being utilized as frequently during these months.

How Should the Revenue Be Used?

It is important for people to see that the revenue that is gained from priced parking is being spent in ways that benefit the public. All revenue that is earned should be used to improve public services downtown, particularly on Main Street and in the Village Hall lot. If people can see their money being used to improve conditions, they will be more comfortable paying for parking. It's also important for the public to know that this is not intended to be a moneymaking effort by the Village. The goal should be for all parking revenue to be put back into the streets and parking lots.

Pricing parking should be dynamic process. Prices should not be stagnant, and the Village should make adjustments when it's evident that the desired occupancy goals are not being reached. In addition, the supply of parking should not be all or nothing. Having a mixture of free, low-priced, and higher-priced parking will help to generate turnover and spread parking to all public lots and spaces.

CASE STUDY - SKANEATELES, NEW YORK

The Village of Skaneateles holds some similarities with the Village of Penn Yan. Both villages are lake-adjacent tourist destinations with vibrant downtown districts.

In recent years, Skaneateles has implemented priced parking for their central municipal lot and for on-street parking on Genesee Street and Jordan Street. Spaces in the central municipal lot are \$0.75 an hour, and on-street spaces are at \$1.00 an hour.

The Village also has several lots where people can park for free. These lots are a little farther away, but none of them are farther than a 15-minute walk to the heart of downtown.

Skaneateles provides more flexibility to Village residents, as well as residents of the Town of Skaneateles. The first two hours of lot parking are free for these residents, and they can also use coupons to park for \$6.00 a day. While it can be tricky to mix full-priced parking with rebated parking, this could be an option that alleviates concerns of residents without affecting a desired occupancy rate. Skaneateles uses a mix of priced and unpriced spaces to spread their parking needs to all areas in the Village. Some of their methods could provide a sound example for Penn Yan.



Figure 25. Skaneateles Village Map with Parking Locations

CASE STUDY - COOPERSTOWN, NEW YORK



The Village of Cooperstown is another popular tourist destination in New York, and has faced similar parking demand issues particularly during the summer months. Their on-street parking rates are set at a flat rate of \$2 an hour, and some of their lots are priced at the same rate.

While a flat rate does not provide as much flexibility, several of Cooperstown's public lots offer the option to apply for a permit. Additionally there are multiple public parking lots that offer free parking, but these are slightly farther away from the heart of downtown. Village parking is only priced during the busy summer months, and all public spaces are free during the winter, which provides additional flexibility to Cooperstown.

BICYCLE NETWORK

It is recognized that bicycling within and through the Village is popular amongst residents and visitors alike. Bicycling is an important form of transportation, not just for recreation but for commuting and required trips. Notably, the local Mennonite community has expressed interest in quality bicycle facilities as they use bicycles to service their needs.

The residents of the Village of Penn Yan have expressed their desire for a complete and connected bicycle network for all types of bicyclists. Illustrated herein is the recommended bicycle facility network.

MENNONITE SURVEY

A survey was distributed to members of the Mennonite community in July 2019 asking questions such as what destinations are frequently visited; which routes are typically used (and which are avoided); and are there places where additional bicycle parking may be helpful.

The project team was apprised of all of the Mennonite houses within the greater community. A review of the map illustrating the locations of their homes showed that the following routes are most likely to be used:

- NYS-14A from north and south
- NYS-364
- Flat Street
- NYS-54 from the east

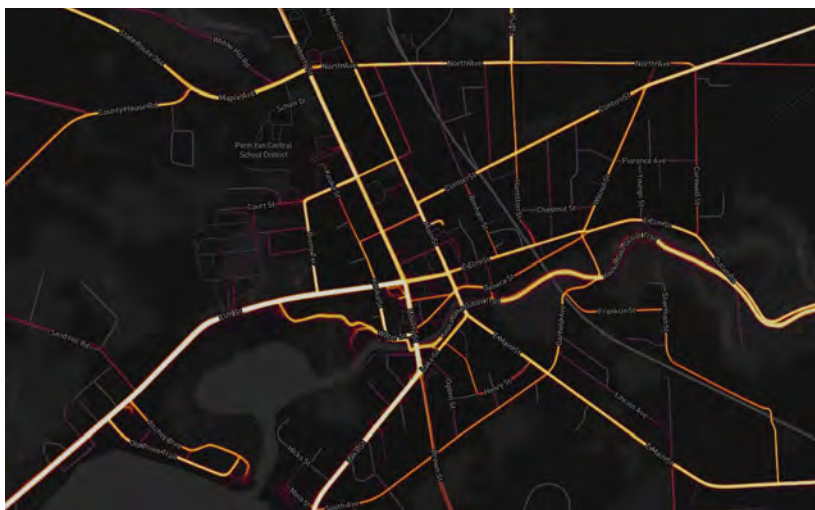
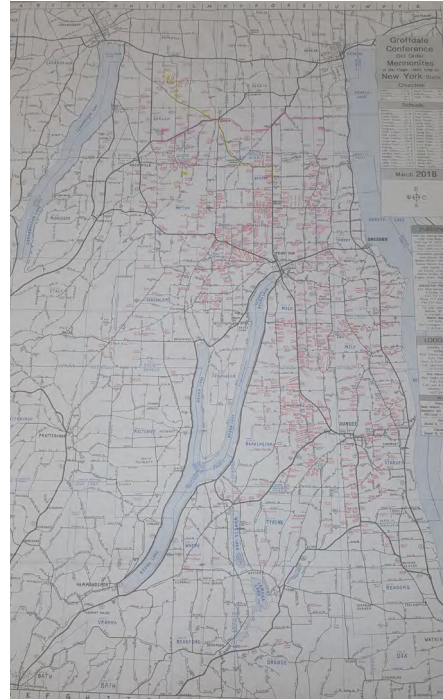


Figure 26: Strava Heat Map for Bicycling



Marked up map given to Mennonite representatives

- Himrod Road
- Bath Road via NYS-54
- CR-22 via NYS-364

It was expressed that the old Flat Street railroad bed be considered as a rails-to-trail type conversion. This could provide regional connections to/from the Village and should be evaluated further. Additionally, the members typically take the most direct route to their destination but would use an off-road facility if available. Interest in bike lanes is notable.

In addition to the feedback generated by the Mennonite community, Strava Heat Maps were used to illustrate the most and least used routes of travel for bicycling. Strava is an app-based tool used mostly by recreationalists to chart and map their riding sessions. Despite capturing a smaller than desired market share of potential bicyclists, it is useful to see where the feasible routes are and where barriers might exist. Figure 25 illustrates the heat map

developed for Penn Yan. The more white the segment, the more used that route is when compared to segments that are darker in color and used less frequently.

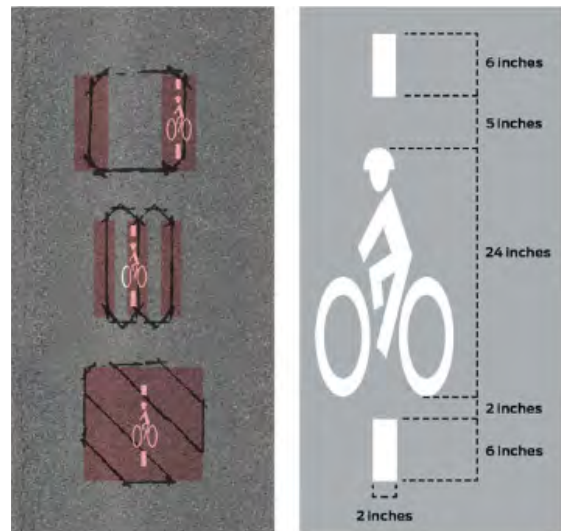
Based on a review of this map, Elm Street and Lake Street are frequently used as primary routes. To a lesser extent, Liberty Street and Main Street are used somewhat frequently. However, when digging deeper, side roads and parallel streets, such as Court Street, Burns Terrace, Keuka Street and Water Street are used as “one-off” routes to avoid the more heavily trafficked routes. Interestingly, Flat Street is a “hot route” and aligns with the feedback generated by the Mennonite community.

The feedback generated throughout this study process and the use of this tool is helpful in determining the locations of recommended bicycle facilities.

Bicycle (bike) boulevards are low-speed and low-street alternate routes that are optimized for bicycle travel through enhanced accommodations while discouraging through primary routes of automobile travel. These routes are typically “one-off” from a main



Traffic calming speed cushions (City of Rochester, NY)



Bicycle friendly traffic signal detection

route that may have higher traffic volumes, a greater mix of heavy vehicles, and faster speeds; all the while allowing for parallel type movement. Characteristics of bike boulevards include traffic calming treatments, signage and pavement markings, and intersection improvements.

Bike boulevards are becoming an increasingly popular treatment when communities are faced with difficulties to retrofit primary routes, such as Liberty Street, Main Street, and Lake Street. This recommended bike boulevard network can help connect destinations and encourage people to ride a bicycle who may otherwise have avoided sharing the road with vehicles. Examples of bike boulevard treatments are illustrated in the following images.



Bicycle wayfinding (City of Rochester, NY)



Shared lane markings “sharrows” (Village of Fairport, NY)

TYPES OF BICYCLISTS

The FHWA has defined a framework that classifies cyclists as Advanced, Basic or Child. A more detailed framework has been developed by planners in Portland, Oregon to provide alternative categories to address varying attitudes toward bicycling in the United States. This characterization includes the following four categories:

Strong and Fearless

Approximately 1% of the population will typically ride anywhere regardless of roadway conditions or weather. These bicyclists can ride faster than other user types, prefer direct routes and will typically choose roadway connections - even if shared with vehicles - over separate bicycle facilities.

Enthusied and Confident

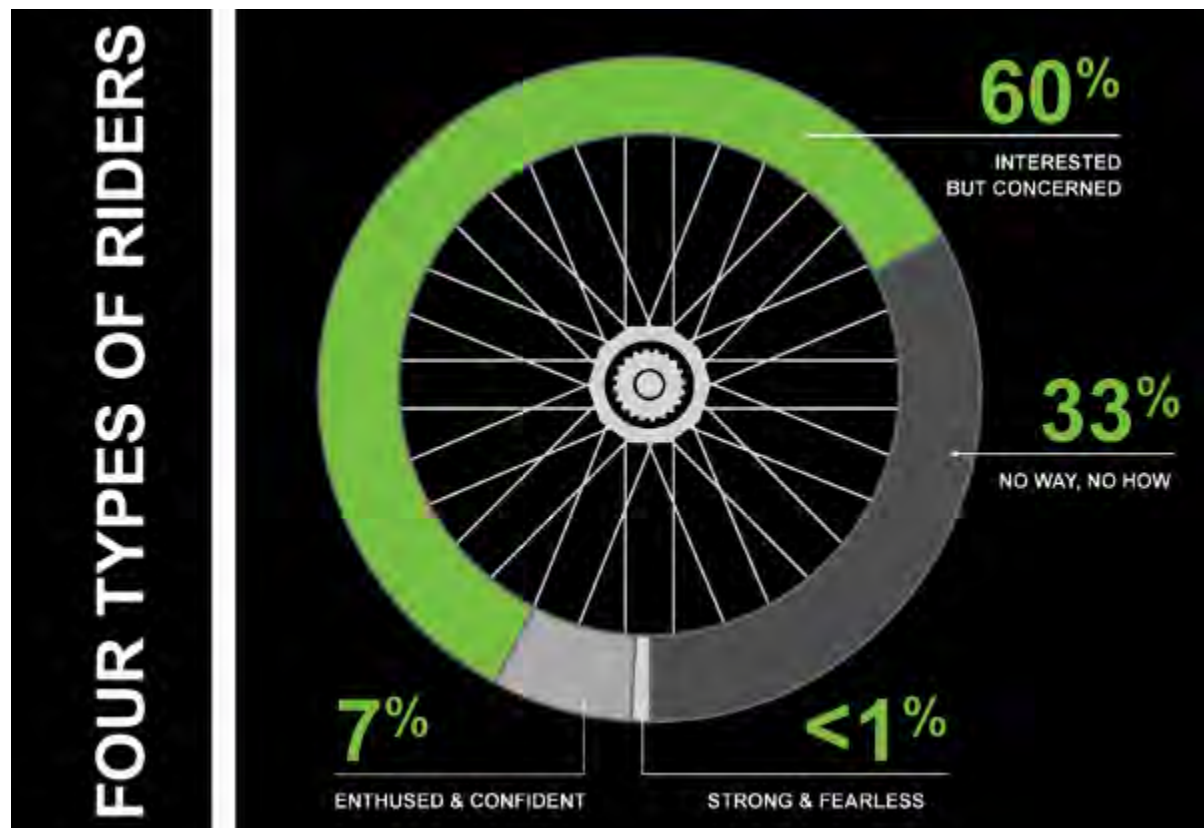
Approximately 5-10% of the population are bicyclists who are fairly comfortable riding on all types of bikeways but usually choose low traffic streets or shared use paths when traveling.

Interested but Concerned

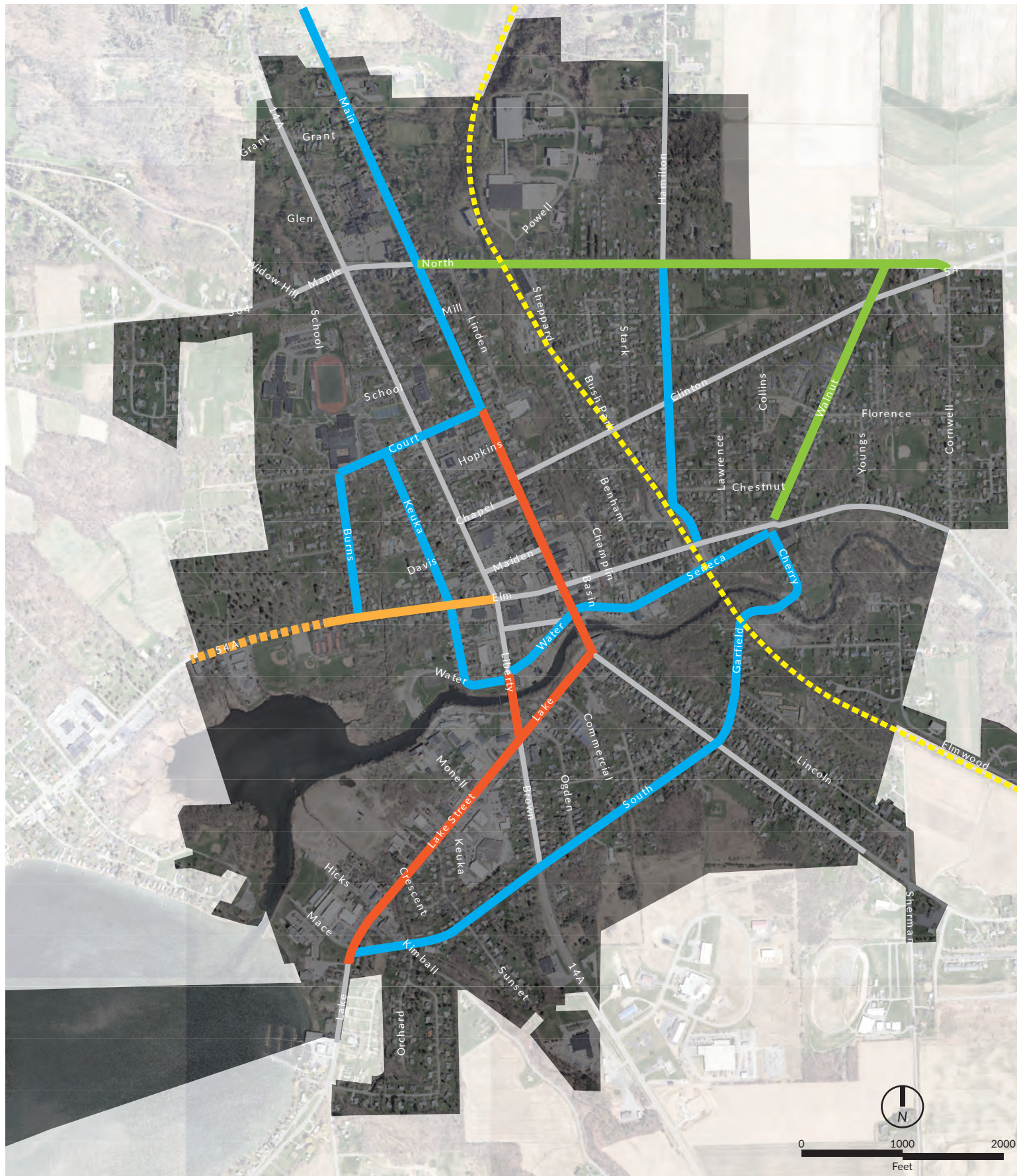
Approximately 60% of the population falls into this category, which is the majority of the cycling population. This user group represents bicyclists who typically only ride a bicycle on low traffic streets or multi-use trails under favorable weather conditions. These users perceive significant barriers to their increased use of cycling, specifically traffic and other safety issues.

No Way, No How

Approximately 30% of the population falls into this category of people who are not experienced bicyclists and perceive severe safety issues with riding in traffic. Some people in this group may eventually become more regular cyclists with time and education. A significant portion of these people will not ride a bicycle under any circumstances.



Types of cyclists. Source: PeopleForBikes.org



Bicycle Treatments

— Bicycle Boulevard

— Advisory Shoulder

— Shared Lane Marking

- - - Restripe for Parking and Shared Lane Marking

- | - | - | Widen Shoulder

- - - - Rail-to-Trail Opportunity

Figure 27: Bicycle Facility Recommendations Map

BICYCLE FACILITY

RECOMMENDATIONS

The recommendations shown below are broken into the following categories and are primarily targeted to the interested but concerned cohort:

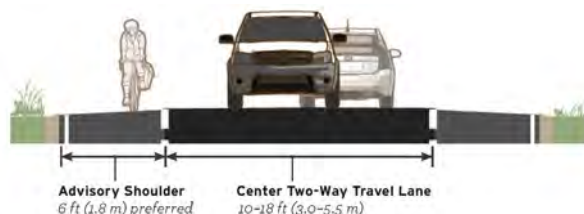
- No Recommended Improvement (lines shown in gray)
- Bicycle Boulevard
- Advisory Shoulder
- Shared Lane Marking
- Restripe Candidate
- Add or Widen Paved Shoulder
- Rail-to-Trail Opportunity

No Recommended Improvement

These segments shown currently have either: met the Level of Service target (LOS "C"); have some type of bicycle facility; or are unable to be improved due to geometric constraints (e.g., limited right-of-way, building placement, grades). An existing facility consists of either a bike lane or a shoulder of at least four (4) feet in width. Such a facility exists along Lake Street between the Village line and South Avenue. The segment of Liberty Street between North Avenue and Elm Street is challenged due to the vehicle mix, limited curb-to-curb width for installing bicycle facilities, and limited right-of-way.

14. Develop bicycle boulevards on identified low-speed and low-volume streets

The following routes have been recommended as bicycle boulevards: Main Street north of Court Street, Court Street east of Burns Terrace, Burns Terrace, Keuke Street, Water Street, Seneca Street, Hamilton Street, South Avenue, Garfield Avenue, and Cherry Street.

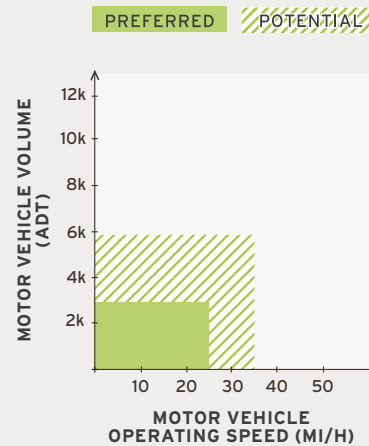


Advisory shoulder positioning. Source: FHWA

APPLICATION

Speed and Volume

Most appropriate on streets with low to moderate volumes and moderate speed motor vehicles.^(iv)



Network

Applies to constrained connections between built-up areas.

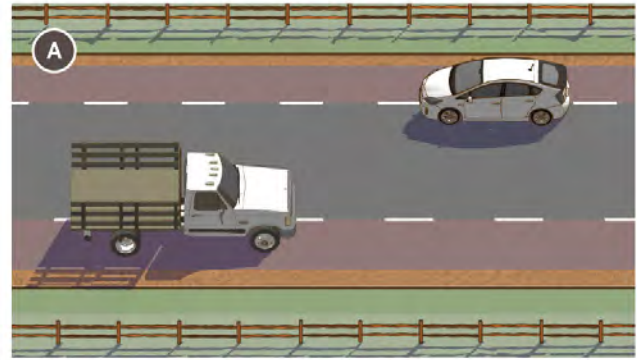
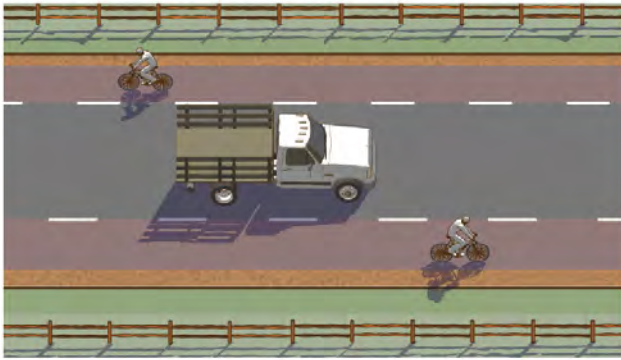


Land Use

For use outside, between, and within built-up areas with bicycle and pedestrian demand and limited available paved roadway surface.



Application of Advisory Shoulders.
Source: FHWA



Positioning of motorists when passing a bicyclist (left) and when two motorists meet (right). Source: FHWA



Advisory shoulder in Hanover, NH. Source: RuralDesignGuide.com

15. Use advisory shoulders to create space for bicyclists on narrower low-speed roadways

According to the FHWA, "Advisory shoulders create usable shoulders for bicyclists on a roadway that is otherwise too narrow to accommodate one. The shoulder is delineated by pavement marking and optional pavement color. Motorists may only enter the shoulder when no bicyclists are present and must overtake these users with caution due to potential oncoming traffic." Roads with this type of treatment accommodate low to moderate two-way vehicle traffic and are generally low speed (30 MPH or less).

The treatment is in the experimental phase of FHWA approvals, thus an approved Request to Experiment is required prior to implementation. It has been used in small town and rural communities throughout the United States, such as Hanover, NH, Edina, MN, and Bloomington, IN.

Roadway segments deemed feasible for trial of this treatment are Walnut Street and North Avenue.

16. Add shared lane markings to identified roadways, particularly Liberty Street and Lake Street

Conditions along these segments are challenged due to street width and vehicle mix. Therefore, in order to provide a level of connection between other identified facilities, sharrows elevate the awareness between bicyclists and motorists. These segments include Lake Street, Liberty Street between Water Street and Lake Street, and Main Street between Lake Street and Court Street

17. Restripe identified roadways to have 11-foot travel lanes with 4-foot shoulders on either side

Many roadways throughout Penn Yan have travel lanes of at least 11 feet in width, such as Clinton Street and Walnut Street. Other roadways, such as Hamilton Street have travel lanes measuring 10 feet in width. Roadway restriping can be performed with minimal cost, especially when coordinated with a routine maintenance project, and can have a favorable impact for bicycling conditions.

For this recommendation, a minimum 11-foot wide travel lane was used considering the vehicle mix noted traveling within the area. A roadway was classified as a roadway restripe candidate if the resulting assessment could maintain a 11-foot wide travel lane with a four-foot wide shoulder in both directions. Elm Street between Penn Yan Mini Storage and Liberty Street is the only segment designated as feasible for this treatment. This segment has time-based on-street parking, therefore, the segment is recommended for installation of edge lines creating an approximate seven (7) foot wide space for on-street parking and sharrows within the travel lanes. The use of edge lines tightens up the existing travel lanes to encourage slower speeds, notably when bicyclists are present.

The graphic below illustrates this recommendation. Installation of bike lanes was considered and discussed with the NYSDOT; however, the potential for on-street parking creates challenges between drivers and bicyclists.

18. Add or widen paved shoulders

The previous treatments seek to provide bicycle facilities that are cost effective and can have a measurable impact to the bicycling network. For segments that cannot feasibly provide a bicycle facility within the existing roadway width, paved shoulders are recommended to address the gaps. Adding or widening paved shoulders impact adjacent properties or roadside features, thus additional engineering assessment of the recommended segments should be performed prior to construction.

The candidates should have open shoulders and not consist of a roadside curb and gutter; however, this does not necessarily eliminate this option. Costs for this treatment will vary depending on the roadside profile, as more expensive projects are likely for profiles with adjacent drainage ditches.

Elm Street between the Village Line to the Penn Yan Mini Storage facility is one such area of recommendation.

19. Convert the right-of-way to be used by all users including bicyclists

The abandoned rail bed running through the eastern part of the Village should be further evaluated as a rails-to-trails type project. There are local and regional benefits of converting this right-of-way to a trail facility to be used by all users. Rails-to-trails projects have occurred throughout New York State with success and popularity.



Figure 28: Elm Street Restripe Concept

STREETSCAPE & PEDESTRIAN FACILITIES

A well-designed streetscape can make a significant contribution in developing a strong sense of place and an active public realm. Creating a vibrant streetscape is less about a beautiful aesthetic than it is about evoking a warm and inviting feeling on the street. An inviting streetscape sends a message to residents and visitors that the street is the primary public space to be enjoyed by all.

While streetscaping is not entirely about catering to pedestrians, people should enjoy walking in downtown Penn Yan. Pedestrian activity is highly dependent on the streetscape conditions. People prefer to walk along streets that feel safe and comfortable and also provide an enjoy-able walk. Street trees, high-visibility crosswalks, street furnishings, pedestrian-friendly curb radii, and other components can combine to make the pedestrian experience safe and interesting.

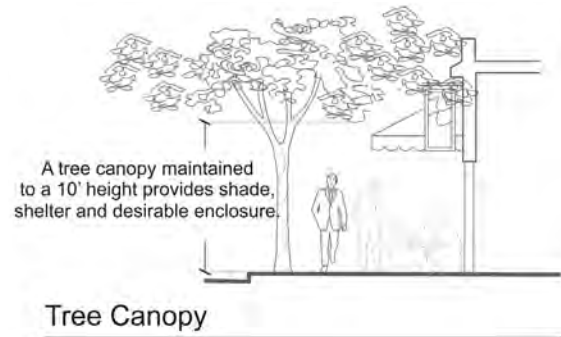
20. Plant street trees in strategic locations throughout the Village

Street trees provide shade which is not only beneficial to people but it extends the life of pavement as well. Trees provide visual appeal and are aesthetically pleasing for pedestrians, bicyclists, and motorists. They also improve the function and feel on the street by creating enclosure, making the street feel narrowed. This helps to slow traffic and enhance pedestrian-friendliness.

Street trees were considered during the walkability assessment that was detailed in the previous section. Many of the blocks that were assessed could benefit from the presence of street trees, particularly the following locations:

- Both sides of Liberty Street from North Avenue to Court Street
- Both sides of Lake Street from Mace Street to Liberty Street
- The east side of Main Street from Clinton Street to Maiden Lane
- Both sides of Main Street from Clinton Street to Court Street
- Both sides of Elm Street from Burns Terrace to Liberty Street
- Both sides of Wagener Street
- Both sides of Water Street

Street tree placement should be strategically placed to limit the obstruction to storefronts, merchant signs, directional signs, and residential properties. Future sidewalk should also be strategically placed around existing trees to accommodate their root structure as needed.



21. Place clear and highly-visible crosswalks at Village intersections

Clear and visible crosswalks are critical in creating a safe and pedestrian-friendly streetscape. Highly visible design treatments at prominent crossings send a visual cue to motorists to slow down for pedestrians. At a minimum, crossings at Liberty Street and Elm Street and Main Street and Elm Street should be restriped every two years to maintain effectiveness. The Village should further consider a more decorative and visible material for their crossings, particularly at these important intersections.



Example of a high-visibility crosswalk

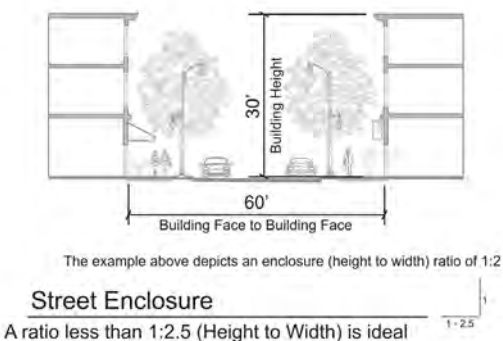
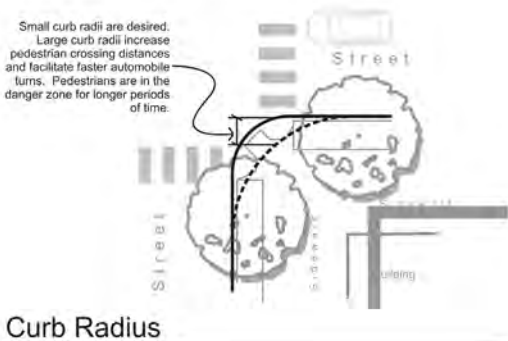
22. Install benches, trash receptacles, and bike racks in strategic locations

Strategically placed benches, trash receptacles, and bike racks will provide the needed amenities for both residents and visitors, and add more color and life to the streetscape. Street furniture should be placed at several locations along Main Street and Elm Street. The map on the following page shows where the Village should locate bike racks, trash receptacles, benches, and other furnishings.

All street furnishings should have compatible aesthetics and should be from the same manufacturer to ensure a consistent design. All benches, trash receptacles, and bike racks should be fabricated of heavy gauge metal and painted with vandal-resistant powder coat paint. The images shown on this page are DuMor products of a similar style and design.



Examples of Dumor bench and bicycle rack



23. Reduce curb radii at Village intersections

When determining curb radii at intersections, Penn Yan should consider pedestrians as well as motorists. In general, smaller curb radii are desirable. The larger a curb's radius, the farther a pedestrian will have to walk to cross a street. In addition, larger curb radii make it much easier for a vehicle to turn at a higher speed. Smaller radii will force drivers to slow their speed during turns. The Village should consider reducing curb radii for all their intersections, particularly the intersection of Elm Street and Liberty Street.

24. Encourage proper street enclosure that makes the public realm walkable and safe for all users

Much of Penn Yan's Main Street benefits from having strong street enclosure. Street enclosure takes into account the height of buildings compared to the width of the street and public realm from building face to building face. Proper street enclosure can make the public realm feel more walkable and safe for all users.

Bicycle Parking

Penn Yan should provide convenient places to park and securely store bicycles in order to encourage the use of bicycles as an alternative to motor vehicle transportation. Well-placed bicycle racks support bicycle transportation. The following are standards and guidelines for the provision of bicycle parking:

1. The term “rack” shall not be interpreted as the use of long, multiple installations that do not support the bicycle frame.
2. All bicycle racks shall use loop designs to provide primary support for the bicycle frame instead of racks that only support the wheel.
3. All bicycle racks shall be anchored to a paved surface with vandal-resistant bolts.
4. The following objectives should also apply to bicycle parking. Bicycle parking should be:
 - Considered as part of a new development
 - Located and designated in a safe and convenient location
 - Adequately separated from motor vehicle parking
 - Visible from the building’s main entrance
 - Designed so bicyclists can securely lock their bicycles
 - Protected from the weather when practical.

WALKING AND BIKING CULTURE

25. Encourage alternate modes of travel to lead more people to choose walking or biking for shorter trips

The Village should promote a culture of walking and biking. Encouraging alternate modes of travel will hopefully lead more people to choose walking or biking for shorter trips. This was identified earlier in this section as a tool to alleviate parking challenges, but it is a good recommendation for other reasons as well including promoting public health, encouraging healthy activities for kids in the community, and helping relieve vehicular traffic through eliminating some vehicle trips.



Figure 29: Potential Bicycle Rack Locations

Creating a culture of walking and biking is no simple feat. It requires consistent public engagement, public relations, and branding efforts. Engaging the public will be a key component of this recommendation, and Penn Yan should create campaigns and programs centered around walking and biking. Examples of these types of programs are further detailed in the 5-step approach to solving parking problems.

COMPLETE STREETS

26. Draft and adopt a Complete Streets

Policy to augment existing land use policy framework

The National Complete Street Coalition states that “By adopting a Complete Streets policy communities direct their transportation planners and engineers to routinely design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists – making your community a better place to live.”

Penn Yan should consider creating and adopting their own Complete Streets Policy to augment their existing land use policy framework.

TRAILS

27. Complete remaining infill segments for the Keuka Outlet trail

Trails are an important part of any community's recreation, and are particularly important to Penn Yan given their proximity to Keuka Lake. The Keuka Lake Outlet Trail continues to be a priority for the Village. Completing the remaining infill segments for this outlet trail would connect the trail on either side of the Liberty Street bridge.

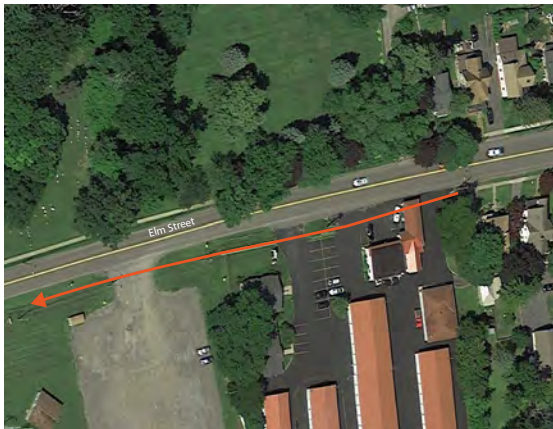
SIDEWALK IMPROVEMENTS

Walk surfaces are an important consideration when developing streetscape standards and improving pedestrian facilities. Sidewalk materials need to be durable and safe to walk on, and should also be as consistent as possible in width.

There are several areas in the Village that would benefit from sidewalk replacement or enhancement. Penn Yan should close existing sidewalk gaps and strengthen connections to existing attractions including downtown and parks.

28. Extend and improve sidewalk on the south side of Elm Street

The sidewalk on the south side of Elm Street ends rather abruptly and misses out on a significant connection to one of the Village's parks and the western end to the Keuka Outlet Trail. Sidewalk on this side of Elm Street should extend to the nearby park.



Area for potential sidewalk improvements on Elm Street

29. Close existing sidewalk gaps and strengthen connections to existing attractions

Many community members have expressed a need for sidewalk improvements along Clinton Street. This pedestrian connection is important, as it connects several residential streets in the northeast area of the Village directly to Main Street.



Gap in sidewalk on Clinton Street

There are several gaps in the sidewalk that make for an uncomfortable and unsafe environment for pedestrians. In two instances, the sidewalk is interrupted by paved driveways for commercial properties that are auto-dependent in nature. This sends an unclear message to both pedestrians and drivers about how to share the space. There is also a pedestrian crossing over an active railway, operated by the Finger Lakes Railway Corporation. This crossing would benefit from some minor improvements including repaving.

30. Institute a zero-percent loan policy to encourage property owners to pursue sidewalk improvements

At one point, the Village had a policy in place to provide zero-interest loans to property-owners in exchange for sidewalk replacement. Penn Yan should reinstitute this policy and actively encourage property-owners to pursue sidewalk improvements.

REGULATORY FRAMEWORK

Penn Yan has several regulatory tools that shape the character of investment and land use within the Village. The tools most relevant to this study include the:

- Zoning Code (Chapter 202); and
- Site Plan Review (Chapter 202-39).

Ensuring that these regulatory tools are consistent with the overall vision of the community is essential to the ability of the Village to realize the land use goals of this study and its Comprehensive Plan. While the general framework of these land use regulations are well considered, there are several opportunities for improvement in updating the standards.

This section serves to identify the needs and opportunities of each regulatory tool and provide recommendations for amendments that will help further the Village's vision to become more walkable, connected, and foster an attractive multi-modal network. Regulatory recommendations contained herein are intended to achieve the following objectives:

- Identify enhancement and transformation areas.
- Ensure zoning districts reflect desired development character and permit the appropriate intensity and mix of uses.
- Reduce impacts of auto-oriented uses and site design practices.
- Adjust development and design standards to suit village setting.
- Provide stronger multi-modal site design considerations.
- Provide flexibility, alternatives, and increased opportunities for economic development in local regulation.

ZONING CODE (CHAPTER 202)

As previously summarized in Section 2 (Inventory of Existing and Planned Conditions), the current land use pattern of the Village ranges from traditional urban core to suburban commercial strip. The variation in character between subareas is reflected in the use and dimensional requirements of the zoning districts applied to each area. Figure 30 below shows the current zoning of each subarea. For a complete summary of the current zoning districts, see Section 2 of this study or Article IV of the Zoning Code.

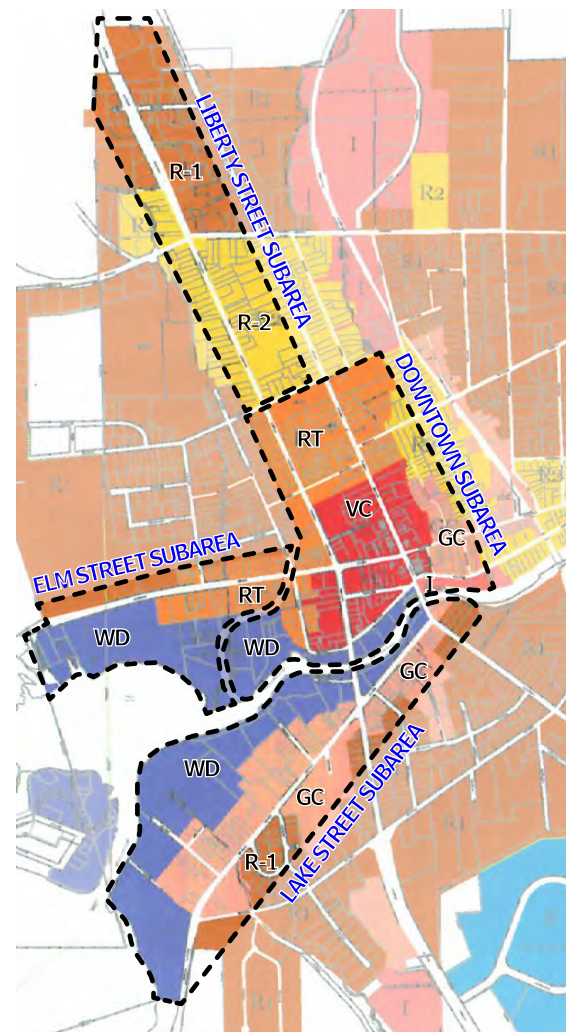


Figure 30: Existing Village Zoning Map with Project Subareas Identified

LIBERTY STREET SUBAREA

31. Rezone area around and north of the Liberty/North intersection to permit service-based, low impact commercial uses, such as those already present
32. Remove hospitals as a permitted use in the R-1 District

Within the Liberty Street subarea there are two applicable zoning districts, Single-Family (R-1) and General Residential (R-2). The majority of the subarea under the R-2 District is zoned appropriately for residential uses. However, the land uses at the North Avenue/Maple Avenue intersection and along Liberty Street to the north are inconsistent with residential zoning.

Presently there are a number of businesses and nonresidential operations fronting this section of the Liberty Street corridor (see Figure 31). This includes a gas station/convenience store, Soldiers and Sailors Hospital, hair salon, insurance agency, and dental practice. While the R-1 District does currently permit hospitals, this is not a recommended practice as future hospitals could be proposed in other R-1 District areas.

LAKE STREET SUBAREA

The frontage along Lake Street is mostly zoned General Commercial (GC), the Village's most permissive and auto-oriented zoning district. As a result, much of the Lake Street corridor is suburban in character and lacks the walkable, traditional village setting found elsewhere in Penn Yan. Furthermore, the GC District as currently applied does not acknowledge the variation in character of Lake Street as you travel southwest from Main Street.

The residential land use pattern along the Lake Street frontage between Main Street and Brown/Liberty Street is significantly more attractive and accommodating to pedestrians and cyclists than that of the southern portion.

To better reflect the difference in character, these segments of Lake Street should be considered separately and zoned accordingly.

In addition, consideration should be given to transforming the major intersections of this corridor into more welcoming, walkable nodes of commercial activity. This change in

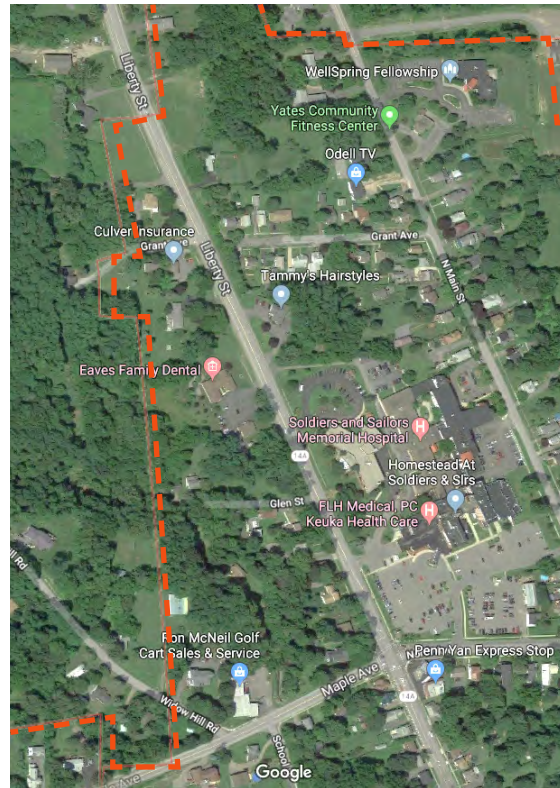


Figure 31: Existing Mix of Uses along Liberty Street Currently Zoned R-1 and R-2

(Image Google, 2019).

development pattern would help to visually tie the Lake Street commercial corridor to the Village's downtown and central business district.

Figure 32 on the following page suggests how the Village may wish to delineate character areas for the purposes of rezoning parcels with frontage to Lake Street.

As currently written, the regulations of the GC District are inappropriate for the "general commercial" area. Several permitted uses have the potential for adverse impacts to the village environment. Also, the building and lot requirements of GC are more consistent with the development pattern of downtown than the regional commercial corridor this section of Lake Street is intended to provide.

The table on the next page identifies the inappropriate use and dimensional standards of the GC District and provides alternatives for the Village to consider in a district amendment.

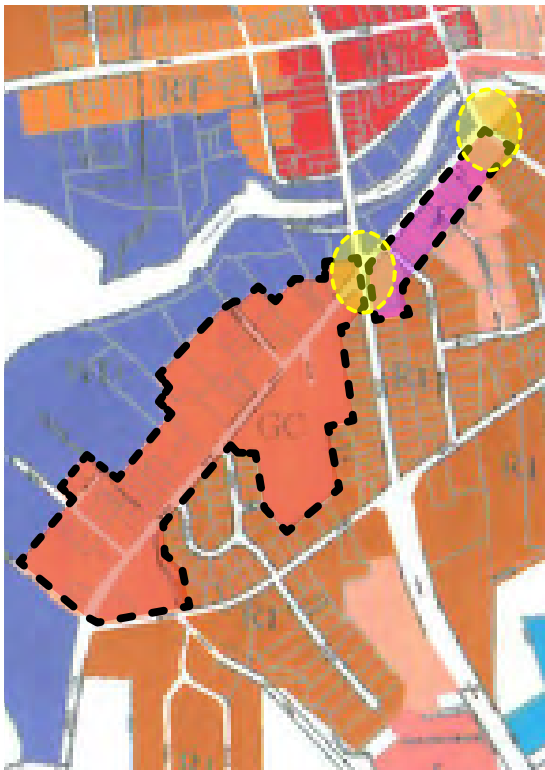





Figure 32: Lake Street Character Areas Identified for Rezoning (Legend at right)

-  GATEWAY/MAJOR INTERSECTION
-  NEIGHBORHOOD COMMERCIAL AREA
-  GENERAL COMMERCIAL AREA

To ensure future investment builds upon this change in character, regulations in the “gateway/major intersection” areas should be consistent with the recommendations of the revised GC District. The Village may also wish to consider implementing a minimum height restriction of two stories in these areas to establish an even stronger streetwall.

- 34. Remove the Lake Street Corridor District, as it is only established in the zoning text and does not provide sufficient standards as currently written**

Despite being zoned GC on the zoning map, the area identified as “neighborhood commercial” is also subject to the Lake Street Corridor Overlay (LSC) District identified only in the text of Chapter 202. The LSC District establishes a minimum 25 foot setback and residential design standards. However, the absence of the LSC District from the zoning map does not indicate to applicants that this standard exists. Additionally, the LSC District does not have a supporting permitted use list, which means the higher intensity uses of the GC District would still be permitted.

- 33. Rezone GC District area to reduce adverse impacts of auto-oriented uses and ensure district building and lot requirements suit a regional commercial corridor**

The “gateway/major intersections” identified in Figure 32 should be rezoned to foster a development pattern at the corners that better frames the street and serves as anchors to the entirety of the Lake Street corridor. As shown in the images below, the present state of East Main/Lake Street does not create a strong sense of place, while the recently developed Dunkin Donuts at Brown/Lake Street is a good first step in the transformation of the intersection.



EXISTING REGULATION		PROPOSED
Permitted Uses		
Manufacturing	Research Labs	Remove undesirable uses; Require Special Use Permit for others
Trucking Terminals	Warehousing	
Car Washes	Drive-Throughs	
Auto Repair/Sales	Gas Stations	
Dimensional Requirements		
Lot Size	2,000 sf MIN	4,000 sf MIN
Building Separation	0 ft MIN	Remove
Front Setback	n/a	5 ft MIN 25 ft MAX

35. Establish a Neighborhood Commercial (NC) District

Rather than rely on an overlay district, this area should be rezoned as a “neighborhood commercial” district. Suggested regulations for such district are provided below in addition to a basic neighborhood commercial framework at right.

- Incorporate and expand upon the existing design standards of the LSC District to include measurable building and site design criteria.
- Allow the conversion of existing residential structures to commercial uses, provided the residential character is retained.
- Permit service-based, low-impact businesses and restrict high intensity retail and auto-oriented uses.

36. Update the Waterfront Development and Conservation District (WDC) to permit and encourage water-dependent uses and prohibit incompatible uses

The remaining land area of the Lake Street subarea is regulated by the Waterfront Development and Conservation (WDC) District. The intent of this district is to foster investment along the waterfront that is sensitive to the natural environment, increases public access to the outlet, and encourages the development of water-enhanced and water-related uses.

Overall the WDC District establishes good development criteria. The Village should consider updating the use list, however, to remove manufacturing, research labs, vehicle sales and parking lots/structures. Additional water-dependent uses should also be listed, such as boat launches and recreation facilities.

NEIGHBORHOOD COMMERCIAL DISTRICT

PURPOSE STATEMENT

The purpose of this district is to encourage a variety of small-scaled commercial uses that are compatible with the design, scale, and intensity of adjacent neighborhoods. This district supports the goals and objectives contained in the Village Comprehensive Plan by permitting local businesses that meet the needs of residents while enhancing walkability and preserving existing residential character. Residential structures may be converted for commercial use, provided their original character is maintained.

TABLE OF REQUIREMENTS

REGULATION	RECOMMENDATION
Permitted Uses	Residential Offices Personal Services B&Bs or Inns Small-Scale Retail
Prohibited Uses	Auto Sales/Repair Gas Stations Drive-Throughs “Big Box” Stores Industrial
Min Lot Size	5,000 sf (area) 50 ft (width)
Front Setback	15 ft MIN 30 ft MAX
Max Building Height	35 ft (2 stories)
Max Building Footprint	4,000 sf (for nonresidential uses)

ELM STREET SUBAREA

37. Maintain RT District application to protect and enhance residential character, while also providing increased opportunities for small-scale commercial investment

There are only two zoning districts present in the Elm Street subarea: the WDC District and Residential Transition (RT) District.

As currently written, the RT District is appropriately applied and has adequate regulation to both protect and enhance residential character, while also providing increased opportunities for small-scale commercial investment.



FEMA

CHAPTER 98: FLOOD DAMAGE PREVENTION

Chapter 98 of the Village Code establishes standards for flood damage prevention. It is recommended the boundaries of these locally designated flood prevention areas be shown on the zoning map.

At a minimum, these boundaries should follow the extent of the Flood Insurance Rate Map (FIRM) for the Village of Penn Yan as managed by the Federal Emergency Management Agency (FEMA). Incorporating the boundaries and reference to Chapter 98 in the Zoning Code will improve awareness of the regulations and provide more context as to its applicability.

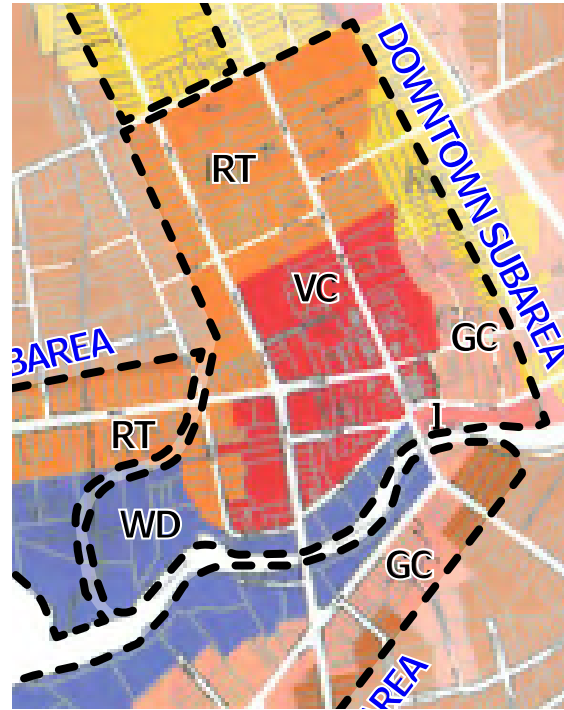


Figure 33: Current Zoning Districts Within Downtown Penn Yan

38. Consider waterfront area recommendations of Lake Street for areas zoned Waterfront Development and Conservation (WDC)

Where the WDC District is applied, the recommendations outlined in the Lake Street subarea should also be considered.

DOWNTOWN SUBAREA

The Downtown subarea has the greatest variety of land uses and zoning districts (see Figure 33 above). At the core is the Village Center (VC) District, along the waterfront is the WDC District, and at the southeastern corner are the Industrial (I) and GC District. The northeaster corner of the subarea is regulated by the R-2 District and the remaining sections to the west and north are regulated by the RT District.

As previously stated, the regulations of the RT District are working well for the Village and are reflective of the desired character and intensity of use where applied. As a result no amendments are suggested.

Where the WDC District is applied, the recommendations of the previous subareas should also be implemented in downtown. To further expand upon this, the Village may wish to consider rezoning the I District area to

the WDC District. This would help to reduce the negative impacts of industrial operations on the waterfront, and may also permit the continuance of the Birkett Mills operation as a traditionally water-dependent use.

39. Amend the Village Center District to better reflect the historic and traditional character of downtown

The most prominent district within Downtown is the VC District, which as currently written does not reflect the existing traditional, mixed-use, multi-story development pattern that is often noted as a strength of Penn Yan by residents. The building, use, and lot requirements are generally inconsistent with the goals stated in the Comprehensive Plan regarding walkability and preserving historic character. Suggested amendments to the VC District are outlined in the table at right.

The intersection of Main and Elm Streets in downtown (see image on the left below) is well framed by existing multi-story traditional structures built to the sidewalk. The resulting streetscape from these building and site design elements is not only visually appealing, but also serves as an element of traffic calming and fosters a walkable environment that is welcoming to pedestrians.

40. Ensure future investment transforms the Liberty Street/Elm Street intersection to reflect traditional downtown character

Although both are regulated by the VC District, the intersection of Liberty and Elm Streets (see

EXISTING REGULATION		PROPOSED
Permitted Uses		
Vet Hospitals	Research Labs	Remove undesirable uses; Require Special Use Permit for others
Wind Turbines	Warehousing	
Car Washes	Drive-Throughs	
Auto Repair/Sales	Gas Stations	
Dimensional Requirements		
Front Setback	n/a	0 ft MIN 10 ft MAX
Building Height	75 ft MAX (5 stories)	75 ft MAX 30 ft MIN (2 stories)
Building Separation	25 ft MAX	Remove
Lot Coverage	40% MAX	90% MAX or Utilize Site Plan Review

image on the right below) is instead defined by an auto-dominant land use pattern. Rather than well designed structures wrapping the corners, the individual parking lots of each use obscure the streetscape. This site design treatment signals to all modes of travel that the automobile is priority and may discourage residents and visitors to use alternative forms of travel.

As future investment opportunities occur, the Village should ensure that development applications help to transform the Elm and Lake Streets intersection. This may be achieved by observing the good design practices of the Main and Elm Streets intersection, applying VC District standards, and implementing the downtown building and site design criteria



Comparison of site design between the Main and Elm Streets Intersection (left) and the Liberty and Elm Streets Intersection (right). Photos: Google, 2019.

41. Rezone the GC District area to a lower intensity commercial district

Similar to the northern portion of the Lake Street corridor, the GC District area in downtown is inappropriately zoned as its predominant land use pattern is residential. While the Village may wish to continue opportunities for commercial investment in this area, the application of a neighborhood commercial district would be more successful. Such a district (as described on page xx), would serve to reduce negative impacts on existing homes, preserve building and lot elements contributing to walkability, and provide for a more appropriate transition in character and use from the neighborhoods to the downtown core.

OFF-STREET PARKING REGULATIONS (§202-43)

42. Adopt provisions for Off-Street Parking

Overall the requirements of the Penn Yan's off-street parking section are too excessive to permit development that is appropriately scaled for a traditional village setting. This includes the existing standards for the location, size, and minimum number of spaces required in parking areas. The recommended changes summarized below will not only better suit the Village's intended walkable development pattern, but will also serve to establish a more consistent multi-modal transportation network.

- Adjust minimum space size requirements by parking type (parallel, 90 degree, etc.). No spaces should be permitted in excess of 9 feet by 18 feet.
- Prohibit parking lots as primary use in the VC, GC, and RT Districts.
- Reduce minimum parking space requirements for nonresidential uses (e.g. retail 1 per 300 sf of use; services/offices 1 per 500 sf of use).
- Consider eliminating minimum parking requirements in the VC District, or adopt a standard appropriate for high density mixed use areas (e.g. 3 per 1,000 sf of floor area regardless of use).
- Encourage or require the provision of shared or joint parking facilities. This should include requirements for maintenance and access agreements.
- Require large parking areas to be broken up into groups of spaces with ample

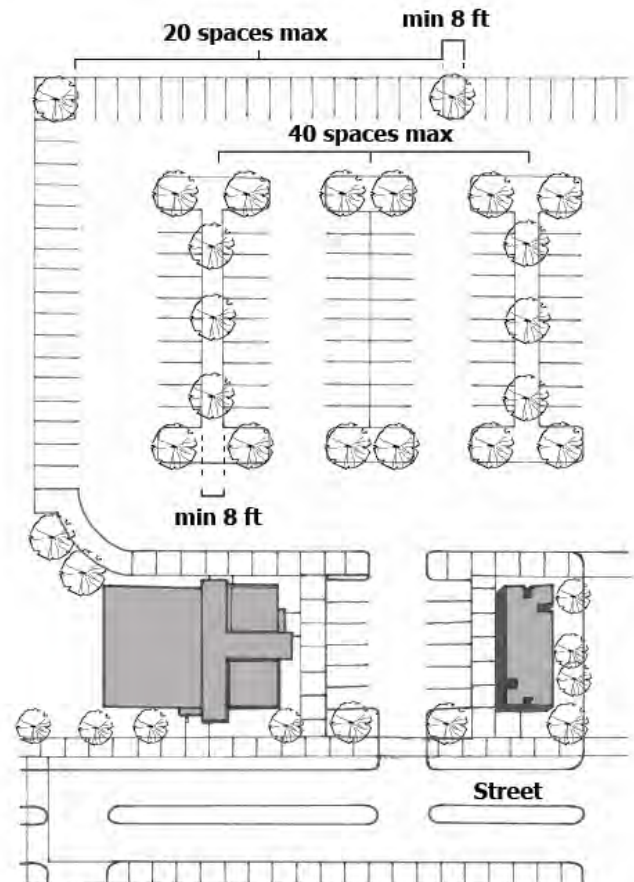


Figure 34: Code Graphic Depicting Minimum Parking Arrangement Criteria

Graphic: Barton & Loguidice

landscaping to soften the impact of the pavement. (See Figure 34 above for an example code illustration).

- Provide an alternative parking plan option where requirements may be reduced or waived given proximity to public parking, transit stops, or other alternative transportation facilities.
- Add a minimum bicycle parking or accommodation requirement for new development, such as bike racks or bike lockers.

43. Adopt provisions for Access Management

- Expand upon existing driveway separation requirements, especially within 100 ft of an intersection.
- Incorporate curb cut limitations and/or shared access provisions to improve off-street vehicular access between uses and lots.

- Establish minimum bicycle and pedestrian connection requirements both internally to the site and externally to the greater Village street and sidewalk network. (See Figure 35 below for a code graphic example of a designated internal and external pedestrian network).

SITE PLAN REVIEW (§202-39)

44. Amend existing site plan review to provide clear guidance and a more streamlined process

The Village's existing site plan review criteria creates a good framework in which the Planning Board may implement desirable building and site design treatments. However, the criteria and standards for review currently listed are very general and lack clear guidance for

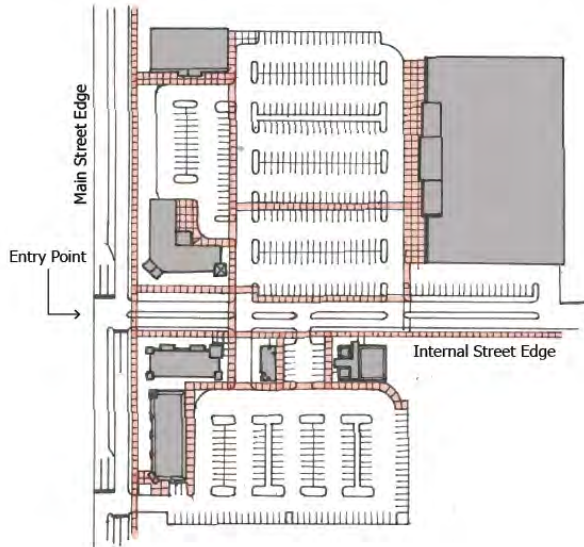


Figure 35: Code Graphic of Site Level Pedestrian Connectivity. Sidewalks in Red.

Graphic: Barton & Loguidice

applicants and board members. Furthermore, the singular site plan review approach means that applications for small adjustments to a site may be subject to the same level of review as larger, more significant development proposals.

It is recommended that the Village implement the following to simplify review procedures and better achieve the desired land use and character conditions defined herein and in the Comprehensive Plan.

Major & Minor Site Plans

Establish two separate procedures for major and minor site plan applications. For example, adjustments to parking areas and accessways on site may be considered minor applications requiring fewer materials for review.

Nonconformities

Specify a series of standards and conditions that the Planning Board may impose on applications for sites with existing nonconforming elements. For example, where parking lots may front the street, rather than outright approving a plan for reconfiguration, condition the approval on the addition of landscaping and screening enhancements. Additionally, applications that propose significant investments to redevelop or rebuild nonconforming sites and structures may provide opportunities to address larger site concerns, such as bringing buildings closer to the street and locating parking areas to the side or rear.

Multi-Modal Site Connectivity

Incorporate more concrete requirements for pedestrian and bicycle connectivity in site plans. Currently the standard in §202-38.6(D) requires the Planning Board to consider:

The adequacy and arrangement of pedestrian traffic access and circulation, walkway structures, control of intersections with vehicular traffic and overall pedestrian convenience.

This should be expanded upon to include specific guidelines for minimum connections and facility standards. For example, requiring designated pedestrian pathways from parking areas to building entrances. These may be required to be a certain width, elevated and curbed, or paved with alternate materials that clearly delineate pedestrian space from that of vehicular accessways.

Section 4: Implementation

SECTION ORGANIZATION

The implementation section identifies prioritized recommendations that should be pursued first. These include the Lake Street recommendations, the five-step approach to alleviate downtown parking challenges, wayfinding, and developing bicycle boulevards. The process used to determine the prioritized recommendations is detailed below.

The remainder of this section details cost estimates, potential funding sources, and involved parties for prioritized recommendations. Additionally, implementation triggers are identified in the table and further defined below. These items are organized in tables on the following pages. Some recommendations do not require or include cost estimates.

PRIORITIZATION PROCESS

The project's steering committee reviewed and prioritized the recommendations from Section 3 after hearing feedback from community members. Committee members completed a ranking exercise which determined prioritized recommendations. The following recommendations were the highest ranked (corresponding recommendation number from previous section):

- Lake Street access management, pedestrian crossings, channelized islands, and signal improvements. (Recommendations #1-7)
- Wayfinding (Recommendation #12)
- Parking (Recommendation #13)
- Bicycle Boulevards (Recommendation #14)

This section will give the Village guidance to pursue prioritized recommendations. It should be noted, however, that the results of the prioritization process are not meant to imply that the remaining recommendations are unimportant. The Village should, whenever practical, pursue opportunities to efficiently accomplish any of the remaining recommendations.

IMPLEMENTATION TOOLS

The Village has several existing tools to assist with implementation of CAP recommendations. When projects undergo site plan review, the Village Planning Board should consider recommendations from the CAP. When

the Village plans improvement projects or routine maintenance, they should review CAP recommendations as well. Finally, when revisions to the Zoning Code are made, recommendations from the CAP should be implemented as appropriate.

Site Plan Review

If a development or project requires site plan review by the Village Planning Board, recommendations in this CAP Study should be reviewed and considered. Site Plan Review procedures can be found in the Village's Zoning Code chapter.

Planned Improvements/Maintenance

Scheduled maintenance and improvement projects can also provide a good opportunity to review and consider recommendations from the CAP Study. Street improvement projects, sidewalk replacement projects, and other scheduled maintenance upgrades can provide the Village with good reason to consider prioritized projects. Coordination with NYS DOT will be integral when considering this implementation trigger.

Updates to the Zoning Code

When the Village pursues updates or amendments to the zoning chapter of the Village Code, it is a good opportunity to review the regulatory recommendations within this CAP Study. In this way, prioritized regulatory recommendations are more likely to be adopted into the Zoning Code.

ACRONYMS AND FUNDING SOURCES

- CFA: Consolidated Funding Application
- CHIPS: Consolidated Local Street and Highway Improvement Program
- CMAQ: Congestion Mitigation and Air Quality Improvement Program
- FHWA-PL: Federal Highway Administration Planning Funds
- NYS DOT: New York State Department of Transportation
- TAP: Transportation Alternatives Program (formerly TEP: Transportation Enhancement Program)

HIGH PRIORITY RECOMMENDATIONS

RECOMMENDATION, NUMBER, AND FURTHER DESCRIPTION IF NEEDED

LAKE STREET RECOMMENDATIONS

Penn Yan should use the conceptual access management plan on page 36 of this study as a guide to pursue prioritized recommendations for this corridor.

1. Develop an Access Management Strategy for the Lake Street Corridor

This recommendation does not have associated monetary costs, but will instead rely more on time and effort from various members of the Village Staff. The Village should consider formalizing an access management strategy for Lake Street.

2. Provide Language in Local Codes that Supports Implementation of Access Management Techniques and Strategies Along the Corridor

The Village could pursue various regulatory tools to implement access management along the corridor. Penn Yan should consider access management regulations detailed on page 36, as well as the potential for an access management overlay district.

3. Install Mid-Block Crossings on Lake Street at Monell Street and Sunset

The estimated cost for this recommendation includes the Monell Street crossing, the Sunset Avenue crossing, and the crossing near the McDonald's parking area. These three crossings are identified on the conceptual access management plan on page 36.

4. Install Right-Turn Channelized Islands to Reduce Pedestrian Crossing Distances at the Intersection of Lake Street and Liberty Street

Penn Yan should refer to graphics and text on pages 37-38 when pursuing grant funding for physical improvements to this intersection. The cost estimate includes restriping the crossings and implementing the channelized islands.

5. Replace the Existing Signal with a Split-Phase Signal

Changes to signal phasing in this recommendation and #6 below will require coordination between Village Staff and NYS DOT to coordinate the recommended changes.

6. Activate the Westbound Left-Turn Phase Year-Round

7. Include a Dynamic Blank-Out Sign for the Northbound Right-Turn Lane

	WHAT IS THE ESTIMATED COST?	WHAT FUNDING SOURCES CAN BE PURSUED?	WHO SHOULD BE INVOLVED?	IMPLEMENTATION TOOLS
			<ul style="list-style-type: none"> Village Board Village DPW Lake Street private businesses NYS DOT 	<ul style="list-style-type: none"> Site Plan Review Planned Improvements/ Maintenance
	<ul style="list-style-type: none"> \$10,000-\$15,000 dependent on extent of desired regulations for access management 	<ul style="list-style-type: none"> CFA CMAQ (demand management strategies) 	<ul style="list-style-type: none"> Village Code Enforcement Village Planning Board Lake Street private businesses 	<ul style="list-style-type: none"> Updates to the Zoning Code
	<ul style="list-style-type: none"> \$35,000 per crossing for a total of \$105,000 	<ul style="list-style-type: none"> CFA TAP CMAQ (pedestrian and bicycle programs) 	<ul style="list-style-type: none"> Village DPW NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/ Maintenance
	<ul style="list-style-type: none"> \$160,000 	<ul style="list-style-type: none"> CFA CHIPS TAP CMAQ (pedestrian and bicycle programs) 	<ul style="list-style-type: none"> Village Board Grantwriters NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/ Maintenance
			<ul style="list-style-type: none"> Village Staff NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/ Maintenance
			<ul style="list-style-type: none"> Village Staff NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/ Maintenance
	<ul style="list-style-type: none"> \$5,500 	<ul style="list-style-type: none"> TAP Village Budget 	<ul style="list-style-type: none"> Village DPW NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/ Maintenance

RECOMMENDATION, NUMBER, AND FURTHER DESCRIPTION IF NEEDED

WAYFINDING

12. Develop a comprehensive wayfinding system

Cost estimates for this wayfinding package included directional signs for motorists, directional signage for bicyclists, directional signage for pedestrians, public parking signs, informational kiosks, and gateway signs. The cost estimates will vary depending on the types and quantities of signs the Village desires, the complexity of the sign's design, and type of materials.

DOWNTOWN PARKING

13. Implement a 5-step approach to alleviate parking challenges

Step 1: Develop programs that encourages walking or biking

Planned improvements/maintenance is identified as an implementation trigger for this recommendation because planned or scheduled roadway improvements may provide the opportunity for people to either utilize alternate routes for biking in the Village or consider walking to avoid driving on streets that are undergoing maintenance. This reasoning also applies to 13.3 below.

Step 2: Pursue shared parking agreements

Shared parking agreements may not incur monetary costs, but would require time and effort from all parties to arrive at agreements that are amenable to both private owners and the Village. Penn Yan should consider pursuing agreements with private owners identified on page 43 of this plan.

Step 3: Incentivize walking, biking, and parking in shared lots

Step 4: Limit off-street public parking by time of day

Site plan review was included as an implementation trigger in the event that large projects will include additional off-street public parking. Cost estimates for these signs are estimated to be for up to 8 off-street signs and up to 16 on-street signs.

Step 5: Develop a pricing scheme for public parking

Penn Yan should consider best practices for price and revenue use outlined on page 45 of this plan.

BICYCLE FACILITY RECOMMENDATIONS

14. Develop bicycle boulevards on identified low-speed and low-volume

The cost estimate for the bicycle boulevards includes signage, pavement markings, and up to six potential traffic calming treatments.

	WHAT IS THE ESTIMATED COST?	WHAT FUNDING SOURCES CAN BE PURSUED?	WHO SHOULD BE INVOLVED?	IMPLEMENTATION TOOLS
	<ul style="list-style-type: none"> \$110,000-\$120,000 	<ul style="list-style-type: none"> CFA TAP FHWA-PL 	<ul style="list-style-type: none"> Village Board Village DPW Genesee Transportation Council 	<ul style="list-style-type: none"> Site Plan Review Planned Improvements/Maintenance
			<ul style="list-style-type: none"> Village Staff Downtown and Main Street businesses 	<ul style="list-style-type: none"> Planned Improvements/Maintenance
			<ul style="list-style-type: none"> Village Staff Owners of private parking lots Village Attorney 	<ul style="list-style-type: none"> Site Plan Review Updates to the Zoning Code
			<ul style="list-style-type: none"> Village Staff Village DPW NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/Maintenance
	<ul style="list-style-type: none"> \$20,000-\$25,000 for off-street lots \$40,000-\$45,000 for on-street signs 	<ul style="list-style-type: none"> Village Budget CMAQ (demand management strategies) 	<ul style="list-style-type: none"> Village Staff Village DPW NYS DOT 	<ul style="list-style-type: none"> Site Plan Review Planned Improvements/Maintenance
	<ul style="list-style-type: none"> \$5,500 - \$7,000 per multi-space meter \$800-\$1,200 per single-space meter 	<ul style="list-style-type: none"> Village Budget CMAQ (demand management strategies) 	<ul style="list-style-type: none"> Village Board Village DPW NYS DOT 	<ul style="list-style-type: none"> Planned Improvements/Maintenance
	<ul style="list-style-type: none"> \$140,000 	<ul style="list-style-type: none"> TAP CHIPS CMAQ (pedestrian and bicycle programs) 	<ul style="list-style-type: none"> Village DPW NYS DOT Genesee Transportation Council 	<ul style="list-style-type: none"> Planned Improvements/Maintenance