MEMORANDUM

TO: GTC Planning Committee Members & Alternates

FROM: James Stack, Executive Director JS

DATE: August 7, 2025

SUBJECT: Accepting a report as evidence of completion of a UPWP Task / Proposed Council Resolution 25-23

The following items are provided for your consideration:

1. **Proposed Resolution 25-23** (Accepting the *Route 96 over Route 14 Intersection Redesign Report* as evidence of completion of UPWP Task 7213) and the **Executive Summary** of the project.

   GTC and NYSDOT has completed UPWP Task 7213, *Rt. 96 over Rt. 14 Strategic Divestment Analysis,* and will discuss it at the August 14, 2025 Planning Committee meeting.

Recommended Action:
Recommend action by the GTC Board on proposed Council Resolution 25-23.

GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 25-23 Accepting the *Route 96 over Route 14 Intersection Redesign Report* as evidence of completion of UPWP Task 7213

WHEREAS,

1. The *FY 2025-2026 Unified Planning Work Program* includes Task 7213, Rt. 96 over Rt. 14 Strategic Divestment Analysis, for the purpose of determining the feasibility and any benefits of eliminating the existing grade-separated intersection of NYS Route 96 and NYS Route 14 in the Town of Phelps and develop a methodology to review strategic divestment opportunities at other locations in the future;

2. Said Task developed an inventory that documented the current condition of transportation infrastructure elements at the intersection, including the bridge structure, roadway pavement, signage and wayfinding, lighting and utilities, and drainage; identified current operational characteristics including traffic volumes, growth trends, and Level of Service; analyzed development conditions including land use, zoning, redevelopment opportunities, and demographics; defined and evaluated two potential redesign alternatives including an at-grade signalized intersection and a roundabout; and conducted community outreach activities to solicit input on the alternative designs;

3. Said Task has been completed and has resulted in the *Route 96 over Route 14 Intersection Redesign Report,* which provides a design alternative for the potential reconstruction of the New York State Routes 96 and 14 interchange; and

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

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby accepts the *Route 96 over Route 14 Intersection Redesign Report* as evidence of completion of UPWP Task 7213; and

2. That this resolution takes effect immediately.

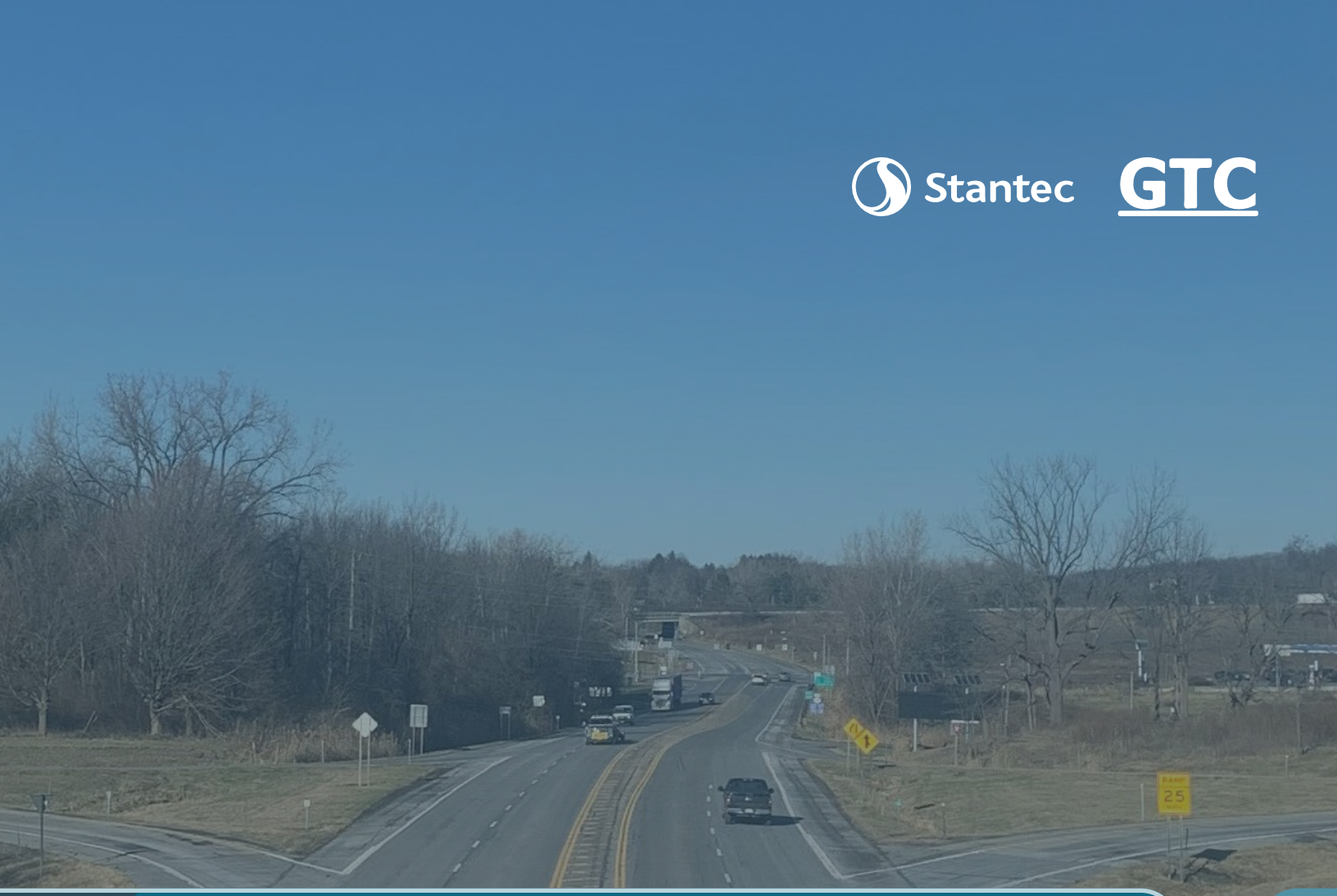
CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on August 28, 2025.

Date _____

_____

CHRISTOPHER T. REEVE, Secretary
Genesee Transportation Council



ROUTE 96 OVER ROUTE 14 INTERSECTION REDESIGN TECHNICAL EXECUTIVE SUMMARY

PREPARED FOR: GENESEE TRANSPORTATION COUNCIL

PREPARED BY: STANTEC CONSULTING INC.

PROJECT NUMBER: 192800267

EXECUTIVE SUMMARY

BACKGROUND

The interchange of New York State (NYS) Routes 96 and 14, known as the **Five Points Interchange**, is located just south of NYS Thruway Exit 42 and about five miles north of the City of Geneva. Originally designed as a clover-leaf interchange meant to handle significant traffic, the interchange has not seen growth in traffic volumes consistent with its design. Given the age of the Route 96 bridge (built in 1957), the bridge's current condition, and the extensive footprint of the interchange, the New York State Department of Transportation (NYSDOT) is investigating options for reconfiguring the interchange to address life cycle costs and community development goals. NYSDOT initiated the Route 96 over Route 14 Strategic Divestment Analysis to **explore the feasibility and identify potential benefits of eliminating (divesting) the existing, grade-separated intersection.** Typically, strategic divestment analyses are initiated when infrastructure assets are underutilized, increasingly costly to maintain and repair, subject to recurring damage from natural hazards (flooding, erosion, washout, etc.), or if the asset forms a physical and economic barrier within a community. As part of this project, the Strategic Transportation Asset Redesign Screening Tool was developed to help identify the Five Points Interchange as a candidate for divestment.

THIS STUDY HAS THE FOLLOWING OBJECTIVES:

1. Determine the feasibility and any benefit to eliminating the existing grade-separated Route 96 and Route 14 intersection.
2. Identify flood mitigation strategies concerning the railroad underpass on Route 96 to the east of the intersection.
3. Identify a set of lessons learned that NYSDOT Region 4, the Genesee Transportation Council, and other transportation facility owners can apply when using a strategic divestment approach for asset management when such infrastructure has reached the end of its useful life.

FIGURE 1
EXISTING ROUTE 96 OVER ROUTE 14 INTERSECTION

STUDY AREA

The Route 96 over Route 14 intersection is located in the Town of Phelps, New York (Ontario County). The project Study Area includes the entire cloverleaf interchange and four-lane segments of both Route 96 and Route 14.

The Study Area occupies approximately **42 acres** of land. There are 13 parcels within the Study Area or directly adjacent to the Study Area, encompassing a total of 462 acres of land. Approximately 85 acres are classified as vacant residential or commercial land.

FIGURE **2**
ROUTE 96 OVER ROUTE 14 STUDY AREA

PROJECT STEPS

The project unfolded over six steps, each building upon another (**Figure 3**).

FIGURE **3**
PROJECT STEPS

FINDINGS

NYSDOT and GTC jointly evaluated two alternatives to replace the intersection: **(1) a roundabout**; and **(2) an at-grade signalized intersection**. These alternatives were compared to the "baseline," which would maintain the existing facility. The evaluation of these alternatives, a process completed in Steps 5 and 6 of this project, considered multiple criteria, including safety, cost, efficiency, resilience, and truck/emergency vehicle access.

The roundabout alternative emerged as the best option based on these criteria, as it would be safer and more cost effective than the existing interchange or a signalized intersection, while maintaining acceptable performance and levels of service. Based on the evaluation conducted as part of this study, the roundabout is the best alternative for the following reasons:

IMPROVED SAFETY

By incorporating roadway designs that reduce travel speeds, the roundabout option is expected to have **decreased crash frequency and severity** compared to both the signalized and existing intersections. With several roundabouts already in Ontario County, drivers are more likely to be familiar with navigating this type of intersection.

LOWER COST

The evaluation showed that the roundabout alternative would be **more cost effective**. The overall maintenance costs for the roundabout are estimated at approximately **$29 million** compared to almost **$64 million** for the existing intersection.

REDUCED PAVEMENT

Replacing the current intersection with a roundabout will decrease the pavement footprint by **53%**.

ECONOMIC DEVELOPMENT

The reduced project footprint area would reclaim **25.2 acres** of land that could be repurposed, which could lead to **increased economic activity and job creation.**

WAYFINDING & CIRCULATION

Simplifying the layout from an interchange to an intersection will **greatly improve wayfinding and navigation** especially for visitors. This also offers **opportunities for gateway features.**

GREATER RESILIENCE

The roundabout is **less vulnerable to weather events**. The current intersection risks bridge failure and flooding due to the underpass. A roundabout eliminates these risks by removing the underpass and improving the roadway profile. Additionally, while a signalized intersection can be disrupted by power outages, a roundabout continues to function without electricity.

PROJECT STEP 1: EXISTING CONDITIONS ASSESSMENT

This step assessed the **existing infrastructure conditions, operations, and maintenance responsibilities** of the Five Points Interchange to help define the goals, strategies, and future needs.

THE ASSESSMENT LOOKED AT THE FOLLOWING:

- Bridge conditions
- Pavement conditions
- Existing utilities (water, electric, telecoms, etc.)
- Lighting, signage and pavement markings
- Maintenance history
- Traffic volumes, types of vehicles, and average speeds
- Pedestrian and cyclist infrastructure
- Crash and safety history
- Land use types (residential, commercial, etc.)
- Demographics

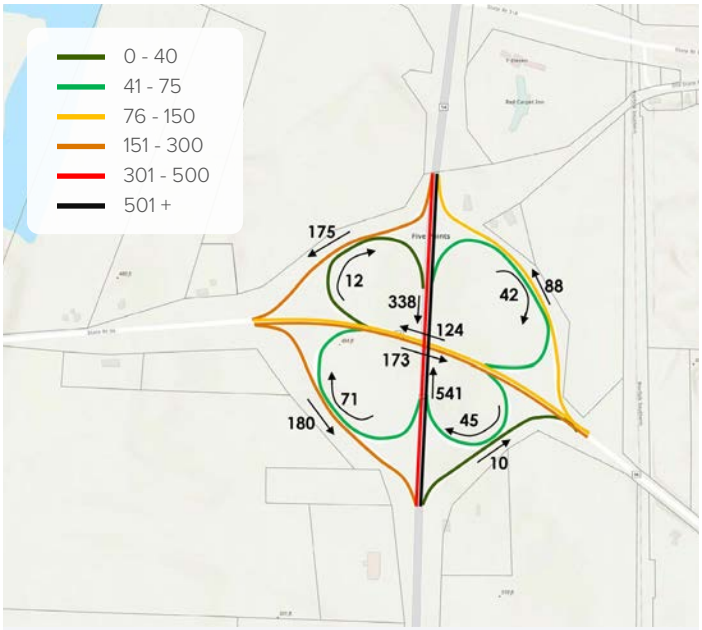


FIGURE **5**
2023 PEAK HOUR VOLUMES

FIGURE **4**
ROUTE 96 RAILROAD UNDERPASS LOOKING EASTBOUND

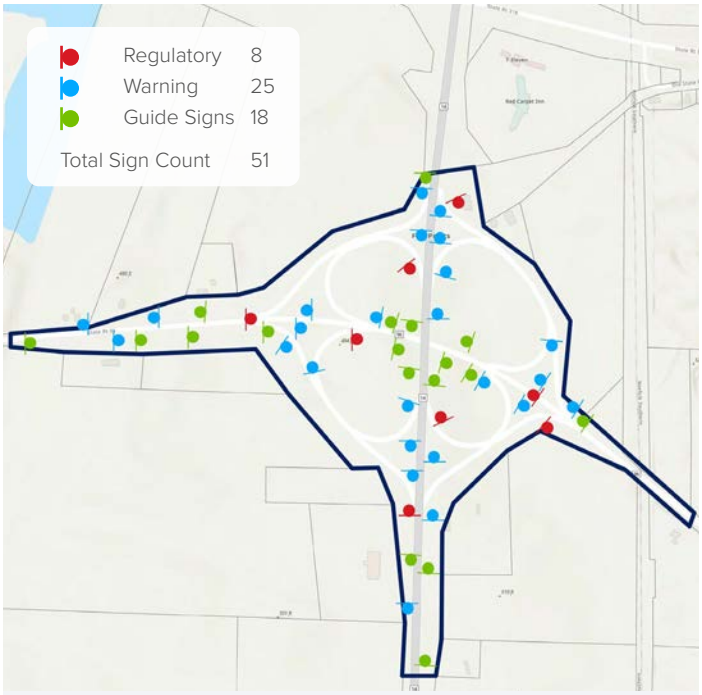


FIGURE **6**
EXISTING SIGN INVENTORY

PROJECT STEP 2: INITIAL NEEDS IDENTIFICATION

The inventory of existing conditions in Step 1 helped identify a set of initial needs for the Five Points Interchange.

INFRASTRUCTURE NEEDS

- Reduce maintenance costs
- Improve utility access
- Improve storm resilience

TRANSPORTATION NEEDS

- Support regional bicycle activity on Route 14
- Ensure commercial traffic can easily navigate area
- Accommodate any projected traffic growth
- Maintain existing emergency detour routes G and H
- Maintain low levels of crashes

LAND USE NEEDS

- Attract commercial and industrial developers
- Align industrial opportunities with adjacent railway
- Support future freight-oriented uses

COMMUNITY NEEDS

- Increase employment opportunities
- Provide better wayfinding for both local and non-local users
- Create a gateway for local communities and regional attractions

PROJECT STEP 3: PUBLIC ENGAGEMENT

ROUND 1 (JULY-AUGUST 2023)

Provided information about the project and gathered feedback on people's experiences travelling through the Five Points Interchange by tabling at a community event and via an online survey.

Main themes that emerged:

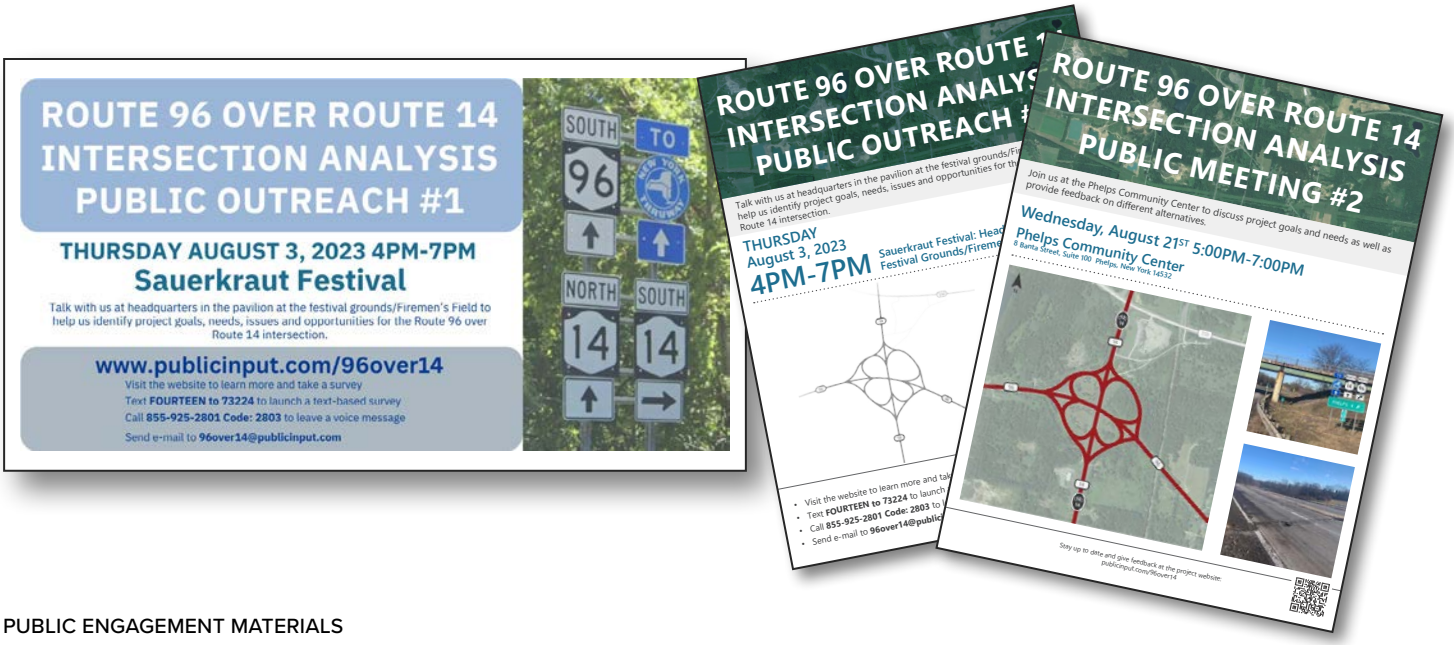
- Most respondents travel the interchange daily.
- People favor the current interchange because they can navigate without stopping.
- There are standing water and flooding issues underneath the railroad bridge.
- Cyclists perceive the interchange as unsafe and uncomfortable to navigate.
- It feels out of place and is not aesthetically pleasing.

ROUND 2 (AUGUST-SEPTEMBER 2023)

Presented alternatives (see Step 5) and gathered feedback on preferred alternatives at a community event (20 people attended) and via an online survey (20 respondents).

Main themes that emerged:

- General support of the roundabout, however people have concerns about heavy truck traffic using it.
- People like the ease of the existing interchange.
- Concerns for traffic backups if the interchange is brought down to grade.



PUBLIC ENGAGEMENT MATERIALS

PROJECT STEP 4: NEEDS AND GOALS & ALTERNATIVE DEVELOPMENT

This step first identified the project's primary and secondary needs and goals to help focus the project and create potential alternatives. These needs and goals are based on community feedback, the original project purpose, and NYSDOT's statewide goals related to safety and mobility for local and regional traffic.

PRIMARY NEEDS AND GOALS

- Reduce maintenance costs of aging bridge infrastructure and pavement
- Maintain safe and efficient roadways
- Accommodate traffic growth based on projected regional growth
- Maintain existing emergency detour routes
- Maintain easy to navigate infrastructure for commercial traffic
- Improve resilience of infrastructure during storm events

SECONDARY NEEDS AND GOALS

- Increase employment opportunities
- Create a gateway for local communities and regional attractions
- Attract commercial and industrial developers to the area
- Support future freight-oriented uses
- Align industrial opportunities with adjacent railway
- Support bicycle activity on Route 14
- Improve access for all users
- Establish utility access

POTENTIAL ALTERNATIVES

In addition to the "No Build" alternative of maintaining the existing infrastructure, two other alternatives were created: **1) a signalized intersection**; and **2) a roundabout.** Both would involve the following:

- Removal of the Route 96 Bridge over Route 14
- Removal of the existing ramps
- Potential adjustment of the vertical alignment for both Route 14 and Route 96

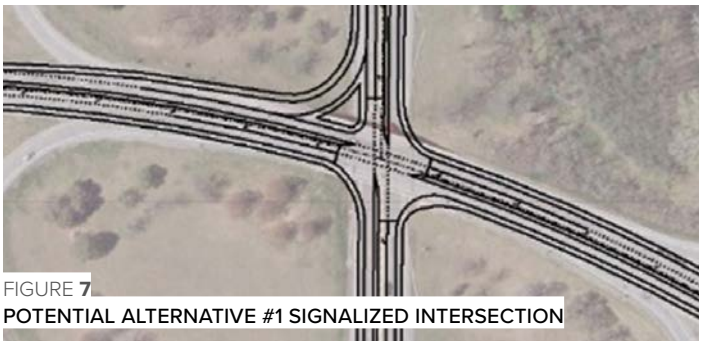


FIGURE **7**
POTENTIAL ALTERNATIVE #1 SIGNALIZED INTERSECTION

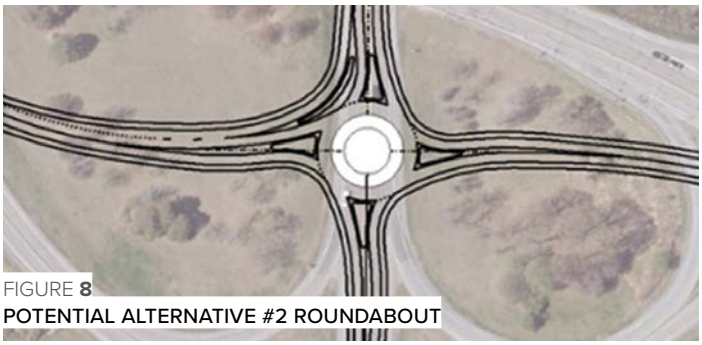


FIGURE **8**
POTENTIAL ALTERNATIVE #2 ROUNDABOUT

PROJECT STEP 5: COST-BENEFIT ANALYSIS

A Benefit-Cost Analysis (BCA) provides an objective, quantified basis to inform and support the selection of a project alternative. This analysis closely followed the U.S. Department of Transportation Benefit-Cost Analysis Guidance and uses a 50-year evaluation period reflecting the project's useful life (2030-2080). **Table 1** shows the categories included in the analysis and the BCA results for a Signalized Intersection and a Roundabout Alternative compared to the "No Build" Baseline Alternative.

The BCA results suggest that both the Signalized Intersection and Roundabout Alternatives would provide favorable outcomes in comparison to the "No Build" Baseline Alternative (the positive values represent benefits and negative values are costs).

COST-BENEFIT CATEGORIES	SIGNALIZED INTERSECTION (#1)	ROUNDABOUT (#2)
Project Construction	$ 22,156,431	$ 20,943,013
Repairs	$ 4,494,956	$ 4,629,955
Maintenance	$ 1,398,687	$ 1,432,292
Travel Time	-$ 22,156,260	-$ 14,986,547
Operating Costs	$ 1,715,722	$ 706,783
Safety	-$ 533,496	$ 403,568
Emissions	$ 183,804	$ 85,909
Repurposed Land Value	$ 1,923,539	$ 2,014,646
Residual Value	-$ 1,845,819	-$ 1,845,819
Net Present Value (NPV)	$ 7,337,563	$ 13,383,800
Benefit-Cost Ratio (BCR)	**1.30**	**1.81**

TABLE **1**
BENEFIT-COST ANALYSIS RESULTS

The following local economic benefits are not included in the BCA, but were also considered in the evaluation:

- Reduced project footprint allows adjacent land to be repurposed.
- Community services, economic activity, and job creation associated with alternative use of this land in the future.
- Proximity to the NYS Thruway corridor and access to connected markets.
- Increased opportunities for improvements of accommodations for multi-modal transportation options (e.g., walking, biking).

PROJECT STEP 6: ALTERNATIVES ASSESSMENT & FINAL RECOMMENDATIONS

Each alternative ("No Build", Signalized Intersection, and Roundabout) was evaluated against the project goals using an evaluation matrix (**Table 2**).

EVALUATION MATRIX LEGEND
High Benefit
Slight Benefit
No Benefit/Impact
Slight Impact
High Impact

ALTERNATIVE EVALUATION MATRIX

PRIMARY GOALS	PERFORMANCE METRIC	ALTERNATIVES		
		MAINTAIN EXISTING (BASELINE)	SIGNALIZED INTERSECTION (#1)	ROUNDABOUT (#2)
Overall Maintenance costs	Maintenance Intervals/cost	$63,816,281	$28,140,587	$29,781,339
Pavement maintenance costs	Pavement Area	668,956 sq ft	364,982 sq ft	317,632 sq ft
Roadway safety	Expected Total Crash Frequency	5.11 crashes/year	7.20 crashes/year	5.74 crashes/year
	Expected Fatal/ Injury Crash Frequency	1.28 Crashes/year	1.33 Crashes/year	1.19 crashes/year
Roadway Efficiency	Vehicle Level of Service	"Average LOS: A Max LOS: A"	"Average LOS: B Max LOS: D (EB T)"	"Average LOS: B Max LOS: C (WB & NB)"
	Delay	"Average Delay: 1.0s Max Delay: 3.6s (EB LT)"	"Average Delay: 16s Max Delay: 37.2s (EB T)"	"Average Delay: 10.6s Max Delay: 19s (WB LT)"
Accommodate traffic growth	Vehicle Level of Service	"Average LOS: A Max LOS: A"	"Average LOS: B Max LOS: D (EB T)"	"Average LOS: B Max LOS: C (WB & NB)"

TABLE **2**
SNAPSHOT OF THE ALTERNATIVE EVALUATION MATRIX

(Continue on next page)

ALTERNATIVE EVALUATION MATRIX				
PRIMARY GOALS	PERFORMANCE METRIC	ALTERNATIVES		
		MAINTAIN EXISTING (BASELINE)	SIGNALIZED INTERSECTION (#1)	ROUNDABOUT (#2)
NYSTA emergency detours	Excess Capacity	"Average LOS: A Max LOS: A"	"Average LOS: B Max LOS: D (EB T)"	"Average LOS: B Max LOS: C (WB & NB)"
	Flexibility	Grade Separation	Event Signal Phasing	Fixed Operations
Commercial Truck Traffic Mobility	Level of Truck mobility	High Mobility	Moderate Mobility	Moderate Mobility
Resiliency	Potential Major Failure Event	Bridge failure	Traffic Signal Disruption	Roundabout Pavement Issues
	Underpass Flooding	No Profile Change	Profile improvements	Profile improvements

TABLE **2 (CONTINUED)**
SNAPSHOT OF THE ALTERNATIVE EVALUATION MATRIX

RESULTS:

- Alternative #2 Roundabout (Figure 7) has a higher overall Benefit-Cost ratio.
- However, it is recommended to explore both alternatives (#1 and #2) for further analysis.
- Community members generally support a roundabout, but concerns remain about safety, traffic congestion, and large truck mobility.
- Further public input and vetting of alternatives is recommended to continue through any future project phases.
- This planning study will help NYSDOT secure funding and progress to scoping, design and construction.

FIGURE **9**
POTENTIAL ALTERNATIVE #2 ROUNDABOUT

Financial assistance for the preparation of this report was provided by the Federal Highway Administration and/or Federal Transit Administration through the Genesee Transportation Council. The project sponsor is solely responsible for its content and the views and opinions expressed herein do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

GTC'S COMMITMENT TO THE PUBLIC

The Genesee Transportation Council assures that no person shall, on the grounds of race, color, national origin, disability, age, gender, or income status, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity. GTC further assures every effort will be made to ensure nondiscrimination in all of its programs and activities, whether those programs and activities are federally funded or not.

EN ESPAÑOL

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