



# **BETHLEHEM STEEL - WOODLAWN BEACH SHORELINE TRAIL**

## **Master Plan**

April 2021

# BETHLEHEM STEEL - WOODLAWN BEACH SHORELINE TRAIL MASTER PLAN

APRIL 2021

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## EXECUTIVE SUMMARY

The primary purpose of this study was to evaluate options to extend the Erie County Shoreline multi-use trail from its current terminus at Dona Street in the City of Lackawanna to Woodlawn Beach State Park in the Town of Hamburg. Erie County, the State of New York, and municipalities have successfully built a continuous multi-use trail network of more than 15 miles stretching from the County's northern boundary at the Erie Canal to Dona Street in the City of Lackawanna. Additional sections have also been constructed in municipalities south of Lackawanna.

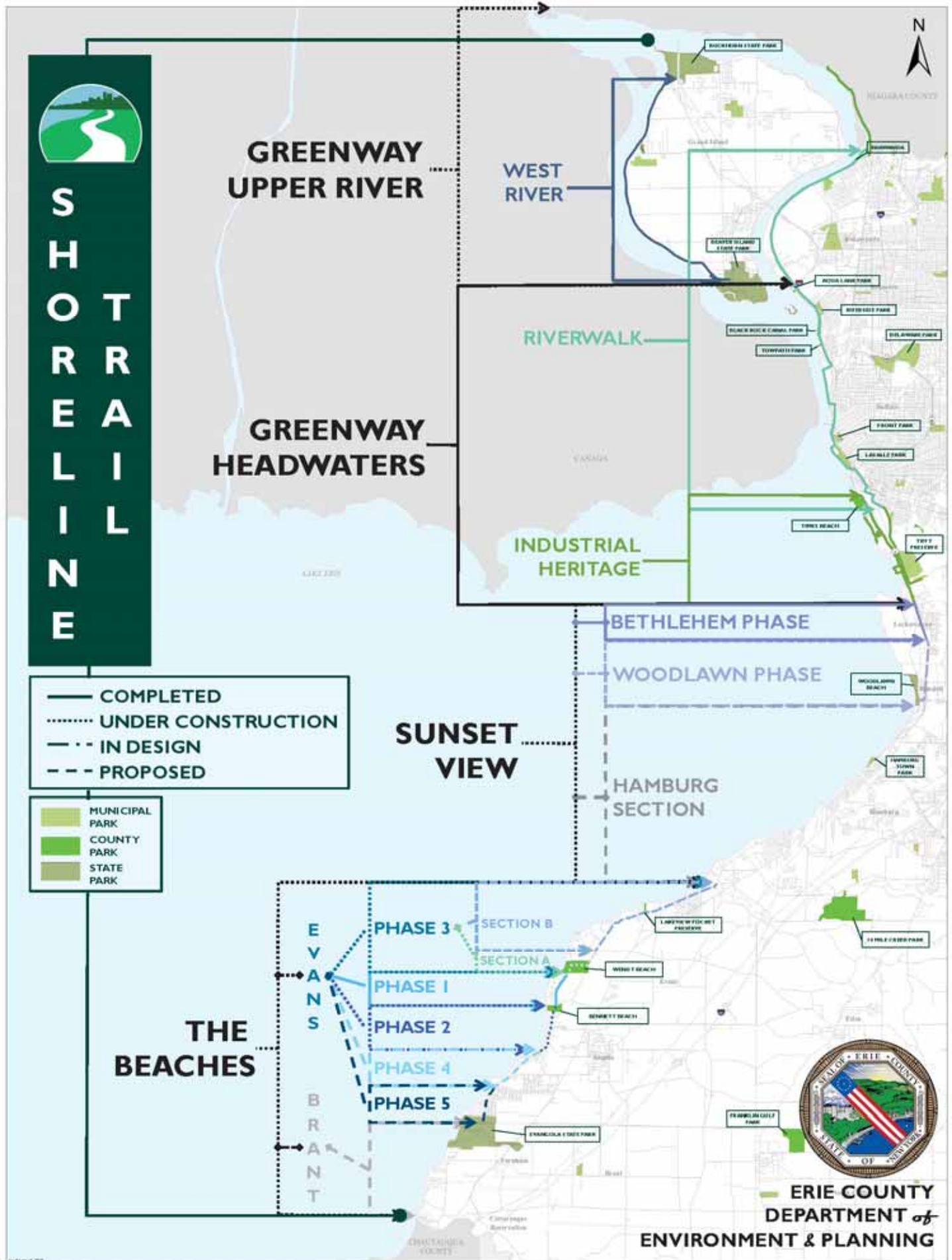
With the ultimate goal of having an uninterrupted shoreline trail in Erie County, the next logical phase is to construct a trail section between Dona Street, at the center of where the County is developing the former Bethlehem Steel site, and Woodlawn Beach State Park (Bethlehem to Woodlawn section on figure below).

Based on the success of trail projects throughout the County and the County's focus of realizing the vision of a having a continuous trail network, the County engaged a consultant team to develop a Master Plan to implement the next phase of trail construction. The objectives of the Master Plan include:

- **Evaluating the feasibility** of multiple options for extending the shoreline trail and recommending a preferred route;
- **Developing preliminary route alignments and design criteria** for a set of feasible alternative trail paths;
- **Providing cost estimates** for each alternative trail alignment;
- **Identifying funding strategies** to facilitate implementation; and
- **Engaging the community and key stakeholders** to ensure consensus prior to construction.

The County, steering committee, and other partners were energized and excited to be involved in the project because of its benefits to the community, which included:

- **Quality of Life** benefits – as has been proven with completed shoreline trail sections, the trail is a very popular recreational and fitness attraction for residents.
- **Access to the Waterfront** – historically access to the waterfront in Erie County, and specifically in Lackawanna and Hamburg, has been cut off by industrial and commercial uses.
- **Economic Development** amenity – employers and real estate developers today are seeking out sites that provide amenities like trails and recreational resources to attract employees and residents.



Erie County Shoreline Trail existing projects and long-term plans along Lake Erie. This report focuses on the Woodlawn phase.

Some of the key criteria the consultant team considered with each assessment iteration included:

- Minimizing right-of-way or easement purchases as they increase trail costs and could potentially stall implementation due to required landowner negotiations;
- Avoiding or minimizing crossing intersections and railroads;
- If feasible, avoid on-road trail sections on Route 5;
- Increasing access, proximity, and views of the waterfront, natural areas, and industrial heritage
- Avoidance of environmental constraints such as wetlands, flood areas, and contaminated sites;
- Grant requirements, ranking criteria, and funding limits; and
- Public and stakeholder preferences as noted in the previous section

The three trail alignments that emerged from the analysis are included on the following pages. Trail Alignment 3 was the preferred alignment alternative of both the Shoreline Trail Committee, and those that participated in the online survey.



## PROJECT BOUNDARY

The boundary of the Shoreline Trail Project includes the gap between the current trail terminus at Dona Street and Woodlawn Beach Park. It is bordered by Route 5 (Lakeshore Road) on the east; Lake Erie on the west; Dona Street and Smoke Creek on the north; and Hoover Road on the south. Land north of Blasdel Creek was the former site of Bethlehem Steel, while the area south of Blasdel Creek includes the Woodlawn residential neighborhood and Woodlawn Beach State Park. A key goal of the project is to connect all of the areas, as well as the Bethlehem Steel neighborhood across Lakeshore Road via an enhanced Madison Avenue intersection.



## TRAIL ALIGNMENT ALTERNATIVE 1

The Route 1 Alternative (1A) is an approximate 2.5 mile path that starts at Dona Street and then proceeds south on the landside of Route 5, requiring a tunnel through a railroad abutment. After it passes through the tunnel, it continues south, and turns west along the north bank of Blasdell Creek until it reaches multiple north-south rail lines and yards. At that point it continues south over Blasdell Creek and along Woodlawn Avenue, eventually connecting with the Woodlawn Beach North roadway on its path to Woodlawn Beach State Park. After it reaches Woodlawn Beach State park it continues east and south along an existing multi-use trail to a terminus near Hoover Road. Alignments 1B and 1C are provided as additional options.





## TRAIL ALIGNMENT ALTERNATIVE 2

Route 2 Alternative (2A) follows the same path as Route 1 with one exception. After the trail passes through the railroad abutment tunnel it veers west and south around the property at 3100 Lakeshore Road before it crosses Blasdell Creek. Its total length is slightly shorter than Route 1 at 2.46 miles. Alignment 2B provides an additional option.



## TRAIL ALIGNMENT ALTERNATIVE 3

Route 3 (3A) is the longest route and the preferred alignment of the Shoreline Trail committee and online survey participants. The 3.17-mile alternative starts at Dona Street but once it crosses an abandoned rail bridge, it follows Smoke Creek west until it passes two at-grade rail lines. When it clears the rail lines it follows them south until it reaches the northern border of Woodlawn Beach State Park where it meanders through the park using existing trail paths and roadways. After it reaches the Woodlawn Beach Pavilion, it heads east and south along an existing multi-use trail to a terminus near Hoover Road. Alignment 3B provides as additional option.





## PROPOSED AMENITIES

Amenities along the route are proposed based on input from the steering committee, participants at public meetings, and stakeholders. Amenities will create interest along the trail, provide educational opportunities regarding the area's historic and natural assets, offer areas to rest, and improve access. A full description of all amenities proposed and their locations are included in the body of the report. A few examples are provided below.



## COST ESTIMATE SUMMARY

Cost estimates, based on current construction and bidding data for public projects, were prepared for each alternative. These are planning-level estimates to understand the order-of-magnitude costs for grant applications and other funding opportunities. While there is a range of costs provided, cost alone does not determine which projects are more competitive with grant programs. More detailed cost estimates including individual components are provided in the body of the report.

### TRAIL ALIGNMENT ALTERNATIVE 1

Component	1A	1B	1C
Section 1	\$ 4,817,290	\$ 4,329,940	\$ 4,817,290
Section 2	\$ 533,150	\$ 533,150	\$ 809,820
Section 3	\$ 76,140	\$ 76,140	\$ 76,140
TOTAL	\$ 5,426,850	\$ 4,939,500	\$ 5,703,520

### TRAIL ALIGNMENT ALTERNATIVE 2

Component	2A	2B
Section 1	\$ 4,169,350	\$ 4,169,350
Section 2	\$ 545,240	\$ 898,070
Section 3	\$ 76,140	\$ 76,140
TOTAL	\$ 4,791,000	\$ 5,143,830

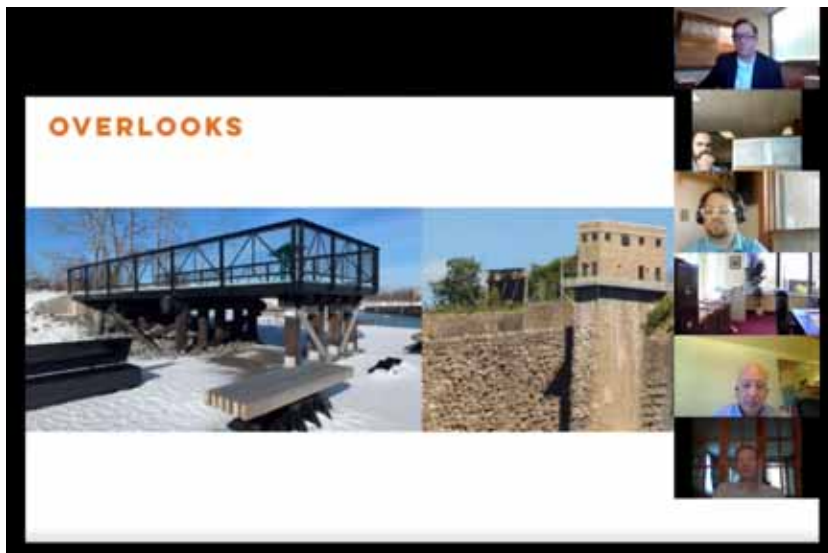
### TRAIL ALIGNMENT ALTERNATIVE 3

Component	3A	3B
Section 1	\$ 5,945,220	\$ 5,945,220
Section 2	\$ 2,567,960	\$ 1,366,540
Section 3	\$ 76,140	\$ 76,140
TOTAL	\$ 8,589,590	\$ 7,388,170

## PUBLIC AND STAKEHOLDER INPUT

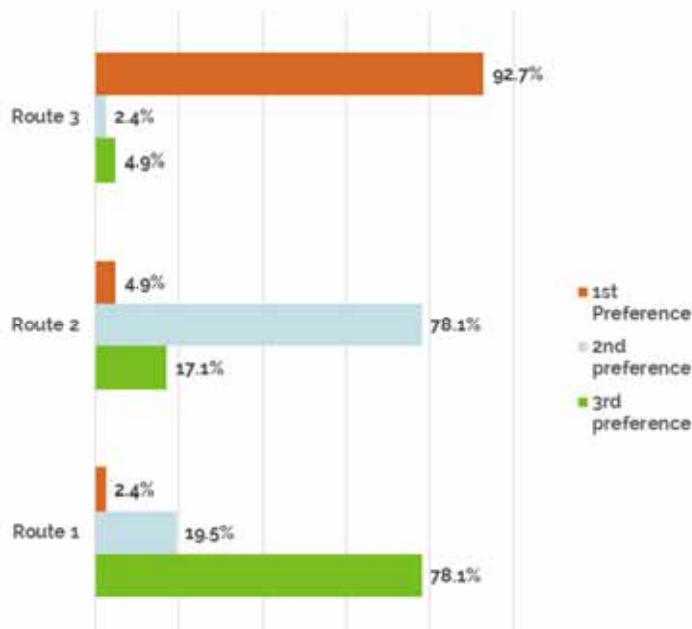
Throughout the development of this master plan and evaluation of the route alternatives, the public, key stakeholders and impacted property owners were consulted. The purpose of the public and stakeholder meetings was to engage participants in the process, provide information about the project, and request feedback on route alternatives and desired amenities.

The Steering Committee held two public meetings to provide information about the project and gather input from the public. Because of the Covid pandemic public meetings were converted to online video-conferencing meetings.



A screenshot of the first public meeting held via Zoom online videoconferencing

Route 3 was the public's preferred alternative







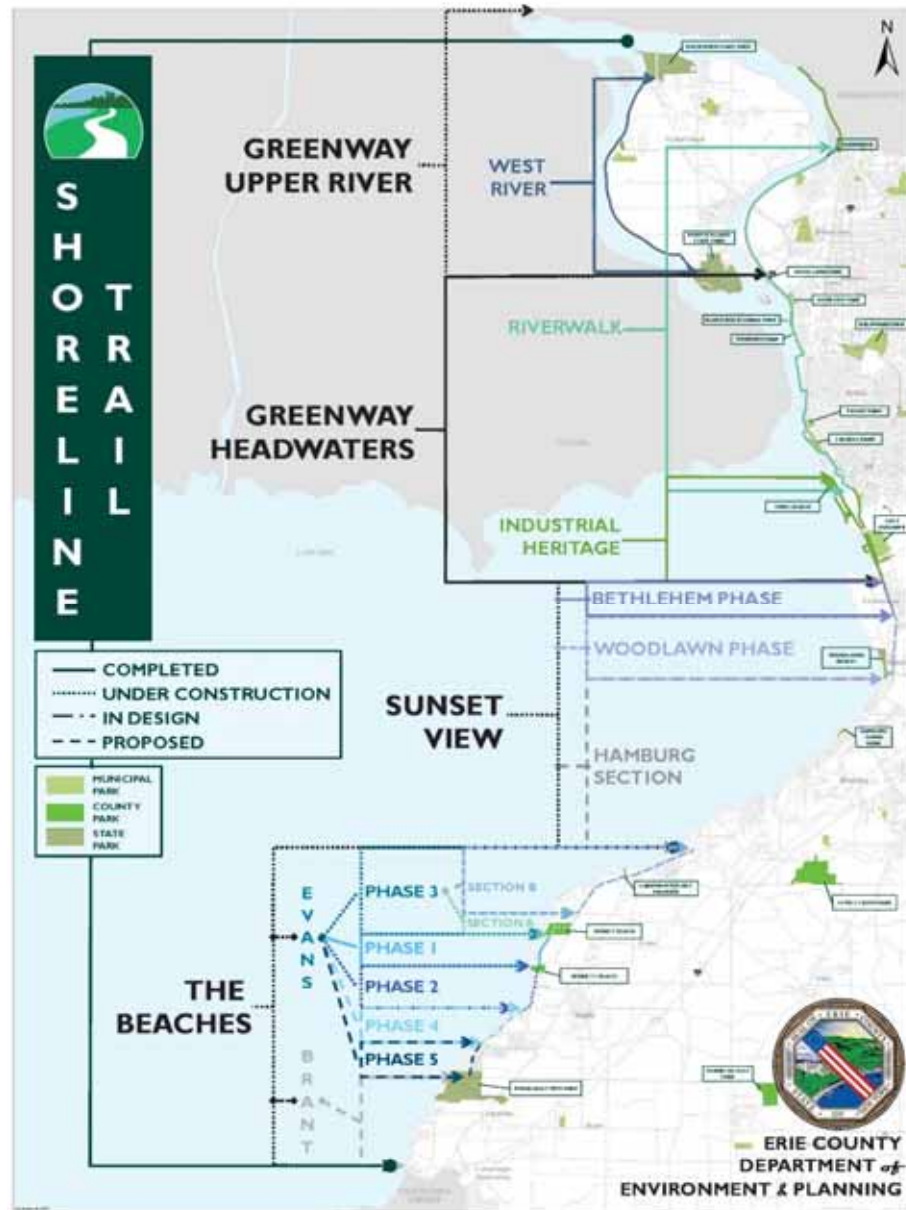
# **BETHLEHEM STEEL - WOODLAWN BEACH SHORELINE TRAIL**

Section I

EXISTING CONDITIONS

## BOUNDARY

The primary purpose of this study was to evaluate options to extend the Erie County Shoreline multi-use trail from its current terminus at Dona Street in the City of Lackawanna to Woodlawn Beach State Park in the Town of Hamburg. The boundary of the Shoreline Trail Project, therefore, included the gap between Dona Street and Woodlawn Beach Park bordered by Route 5 (Lakeshore Road) on the east; Lake Erie on the west; Dona Street and Smoke Creek on the north; and Hoover Road on the south (Figure 1).



The primary purpose of this study was to evaluate options to extend the Erie County Shoreline multi-use trail from its current terminus at Dona Street in the City of Lackawanna to Woodlawn Beach State Park



## TRAIL ALTERNATIVES

Trail alternatives will be described in detail in the next section. However, the three main alternatives are provided in this section (Figure 2) so one can see the relationship between the alternatives and characteristics in the area such as land use, zoning, and other features. Additional route options are not shown in this section but are described in the next section.

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### ROUTE 1 ALTERNATIVE

The Route 1 Alternative (1A) is an approximate 2.5 mile path that starts at Dona Street and then proceeds south on the landside of Route 5, requiring a tunnel through a railroad abutment. After it passes through the tunnel, it continues south, and turns west along the north bank of Blasdel Creek until it reaches multiple north-south rail lines and yards. At that point it continues south over Blasdel Creek and along Woodlawn Avenue, eventually connecting with the Woodlawn Beach North roadway on its path to Woodlawn Beach State Park. After it reaches Woodlawn Beach State park it continues east and south along an existing multi-use trail to a terminus near Hoover Road. Alignments 1B and 1C are provided as additional options

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### ROUTE 2 ALTERNATIVE

Route 2 Alternative (2A) follows the same path as Route 1 with one exception. After the trail passes through the railroad abutment tunnel it veers west and south around the property at 3100 Lakeshore Road before it crosses Blasdel Creek. Its total length is slightly shorter than Route 1 at 2.46 miles. Alignment 2B provides an additional option.

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### ROUTE 3 ALTERNATIVE

Route 3 (3A) is the longest and most circuitous route. The 3.17-mile alternative starts at Dona Street but once it crosses an abandoned rail bridge it follows Smoke Creek west until it passes two at-grade rail lines. Once it clears the rail lines it follows them south until it reaches the northern border of Woodlawn Beach State Park where it meanders through the park using existing trail paths and roadways. After it reaches the Woodlawn Beach Pavilion it heads east and south along an existing multi-use trail to a terminus near Hoover Road. Alignment 3B provides as additional option.





Alternatives 1, 2, & 3

Figure 2



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## LAND USE

The approximate 750-acre area is characterized by two very distinct land use areas (Figure 3). Lands between Smoke Creek and Blasdell Creek are primarily former industrial lands once occupied by the Bethlehem Steel Corporation. In addition, a major rail yard and corridor in the area that previously served Bethlehem Steel has been re-purposed to provide excellent access between a transshipment port on Lake Erie and the Conrail mainline. All of the Bethlehem Steel buildings in the area have been demolished and, with the exception of land devoted to some large solar panel arrays and wind turbines, the area is largely vacant and underutilized.



Land within the boundary in the city of Lackawanna industrial lands formerly occupied by Bethlehem Steel and now a combination of vacant land, alternative energy sites, and a major rail yard.

South of Blasdell Creek in the Town of Hamburg, the character of the land changes dramatically. The majority of the area includes the Woodlawn residential neighborhood between Route 5 and Woodlawn Avenue. The remainder of the area is occupied by Woodlawn Beach State Park. The regional park provides public access to a beach on Lake Erie as well wetlands, unique flora, and two creeks.



The southern section of the boundary includes Woodlawn Beach State Park



#### Legend

- Alternative 1
- Alternative 2
- Alternative 3
- Bethlehem Steel Phase 1 (Constructed)
- Project Boundary
- Parcel Boundary
- Railway - Active Tracks Still in Service
- Railway - Decommissioned Track Non-Active

#### Land Use

- 200 - Residential
- 300 - Vacant Land
- 400 - Commercial
- 500 - Recreation and Entertainment
- 600 - Community Services
- 700 - Industrial
- 800 - Public Services
- 900 - Wild, Forested, Conservation Lands & Public Parks

#### Land Use

Figure 3

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## ZONING

The zoning within the boundary generally reflects the land uses in the area (Figure 4). Properties between Smoke Creek and Blasdell Creek are zoned for commercial and industrial uses. In the City of Lackawanna the Bethlehem Steel Redevelopment Area (BRA) district “encourages the development of a mix of uses, such as offices, research and development facilities, wholesale, warehousing/distribution, and light manufacturing uses, with the intent of offering a wide range of job opportunities” per the Zoning Code. Zoning in the Town of Hamburg north of Blasdell Creek is still zoned for heavy industrial uses under its M-3 General Industrial Zoning.

There are a variety of uses in the southern section of the project boundary between Blasdell Creek and Hoover Road in the Town of Hamburg. The Woodlawn residential neighborhood between Route 5 and Woodlawn Avenue is primarily a R3 multi-family district with neighborhood commercial along Route 5 and an office property south of the neighborhood zoned C3 commercial. The remainder of the southern section is zoned Park/Recreation for Woodlawn Beach State Park and M2 Light Industrial for the Erie County Sewer Authority property.

As the trail is a public right-of-way, it cannot be regulated by zoning. However, each involved municipality may want to review and update their zoning based on the final preferred route to ensure incompatible uses are not allowed near the trail and/or provide a trail overlay zone to prohibit incompatible uses within a certain distance from the trail.

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## LAND OWNERSHIP

Overall, the majority of the land within the study area is privately owned (Figure 5). Tecumseh Redevelopment, Inc. (and its subsidiaries) and the South Buffalo Railroad own the majority of the land in the northern section of the study area. The Industrial Land Development Corporation is exploring options for additional purchases of Tecumseh land south of Dona Street to continue its successful and ongoing economic redevelopment strategy for the former Bethlehem Steel site.

South of Blasdell Creek the majority of land is publicly owned. The State of New York owns and operates more than 106 acres of Woodlawn Beach State Park. Another 42.9 acres is owned by the Erie County Sewer Authority for a regional sewer plant.

The majority of the potential trail routes pass through Tecumseh property, public lands (Woodlawn beach State Park or public right of ways). Two sections of the trail also cross rail property. As a result, there are a limited number of property owners to negotiate with, which was a goal of the steering committee at the beginning of the project. Each property owner and municipality has been engaged throughout this project as a key stakeholder to ensure they were aware of the project and their concerns were accommodated.





#### Legend

- Alternative 1
- Alternative 2
- Alternative 3
- Bethlehem Steel Phase 1 (Constructed)
- Railway - Active Tracks
- Railway - Still in Service
- Railway - Decommissioned Track Non-Active
- Parcel Boundary
- Project Boundary

#### Zoning (City of Lackawanna)

- Bethlehem Redevelopment Area
- Smokes Creek Overlay

#### Zoning (Town of Hamburg)

- C3 Office District
- M2 Light Industrial District
- M3 General Industrial District
- NC District
- PR Park/Recreation Lands District
- R3 Multifamily District

## Zoning

Figure 4





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## NATURAL AND CULTURAL RESOURCES

Because the boundary of the Shoreline Trail Master Plan is directly adjacent to Lake Erie as well as several Creeks and Woodlawn Beach State Park, there are multiple natural resources present (Figure 6) including:

- National Wetland areas along the lakeshore and creek boundaries as well as the majority of Woodlawn Beach State Park;
- 100-year flood (or areas at risk for an annual 1% chance of flooding) along the lakeshore and several low elevation areas inland;
- New York State Natural Heritage community within a portion of Woodlawn Beach State Park;
- A majority of the area includes rare plant and animal check zones that should be considered in any environmental review (the scale of Figure 6 does not accommodate this but the NYS Environmental Mapper exhibited these areas); and
- The entire area is an archaeologically sensitive area and therefore requires an archaeological survey as part of SEQR.

The natural resources present in the study area had a significant influence on the alternative route alignments. Alignments avoided (or minimized) interference with wetlands, flood areas, and natural communities. Similarly, the environmental conditions suggested a need to have several “standby” options for the alignments if the environmental conditions precluded alignments outlined in the next section.

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## PARKS

The project area is blessed with the 160-acre Woodlawn Beach State Park (Figure 7). All of the potential alignments connect the park with the current terminus of the Shoreline Trail at Dona Street. Connecting the park to the trail was a primary purpose of the study. As noted above, the park offers visitors not only a significant stretch of beach, but also internal trails to explore natural communities, wetlands and creeks.

The City of 2018 Lackawanna Local Waterfront Revitalization Program (LWRP) plan has also proposed a potential future park in the northwest section of the study area where Smoke Creek empties into Lake Erie. The land is currently underutilized and provides views of Lake Erie. However, most of the land may need to be remediated prior to the establishment of the park.



## Natural and Cultural Resources

Figure 6



## Parks

Figure 7

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## TOPOGRAPHY

The topography of the project area (Figure 8) is more diverse than one would expect from looking at an aerial or viewing the site from Route 5. The area looks flat from both perspectives but there are several large man-made topographical features primarily on the former Bethlehem Steel site owned by Tecumseh.

One area is in the northwest corner of the study area, which is a planned area for a future park. The area is significantly higher than the base elevation of 5,695 feet present in the majority of the project area. The man-made knoll consists of slag from the production of steel at the former Bethlehem Steel site. Some areas on the knoll are between 25-50 feet higher than the base elevation of the surrounding lands which will provide incredible views of Lake Erie and Downtown Buffalo when it is developed as a Park. Part of the trail alternative 3 is adjacent to the man-made knoll, which will provide visual interest for trail users.

There are additional piles of soil or other natural materials directly south of that site. The trail passes through this area and adjustments in its alignment may be needed during final design stages. However, the trail is raised 10 feet in that area so the modifications may be minor.

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## MULTI-MODAL NETWORKS

Connections among transportation networks and the proposed shoreline trail extension were important considerations for the project. Fortunately, there are several multi-modal transportation options within the project area. Route 5 is a major state and regional roadway that provides access between Downtown Buffalo and the southtowns, carrying more than 43,000 vehicles annually. Consequently, trailheads with vehicular parking was a need identified by the consultant team.

The Niagara Frontier Transportation Authority also provides bus services along Route 5 (Figure 9). Bus route 74 – Downtown to Hamburg – provides weekday service along Route 5 including seven bus stops with the project area. All the potential routes have access to bus stops at Dona Street, Madison Avenue, and Hoover Road. There is also an additional stop at 3100 Lakeshore Boulevard that would have access to trail alternative 1.

Figure 10 also shows the project area's relationship with the larger regional trail network in western New York. The trail extension will provide a continuous multi-use shoreline path between Isle View Park in the City of Tonawanda and Woodlawn Beach State Park. The Woodlawn Beach trail terminus will also be a starting point to connect to existing and planned trails along the southern Erie County lakeshore.





#### Legend

- Alternative 1
- Alternative 2
- Alternative 3

- Bethlehem Steel Phase 1 (Constructed)
- Railway - Active Tracks Still in Service
- Railway - Decommissioned Track Non-Active
- Parcel Boundary

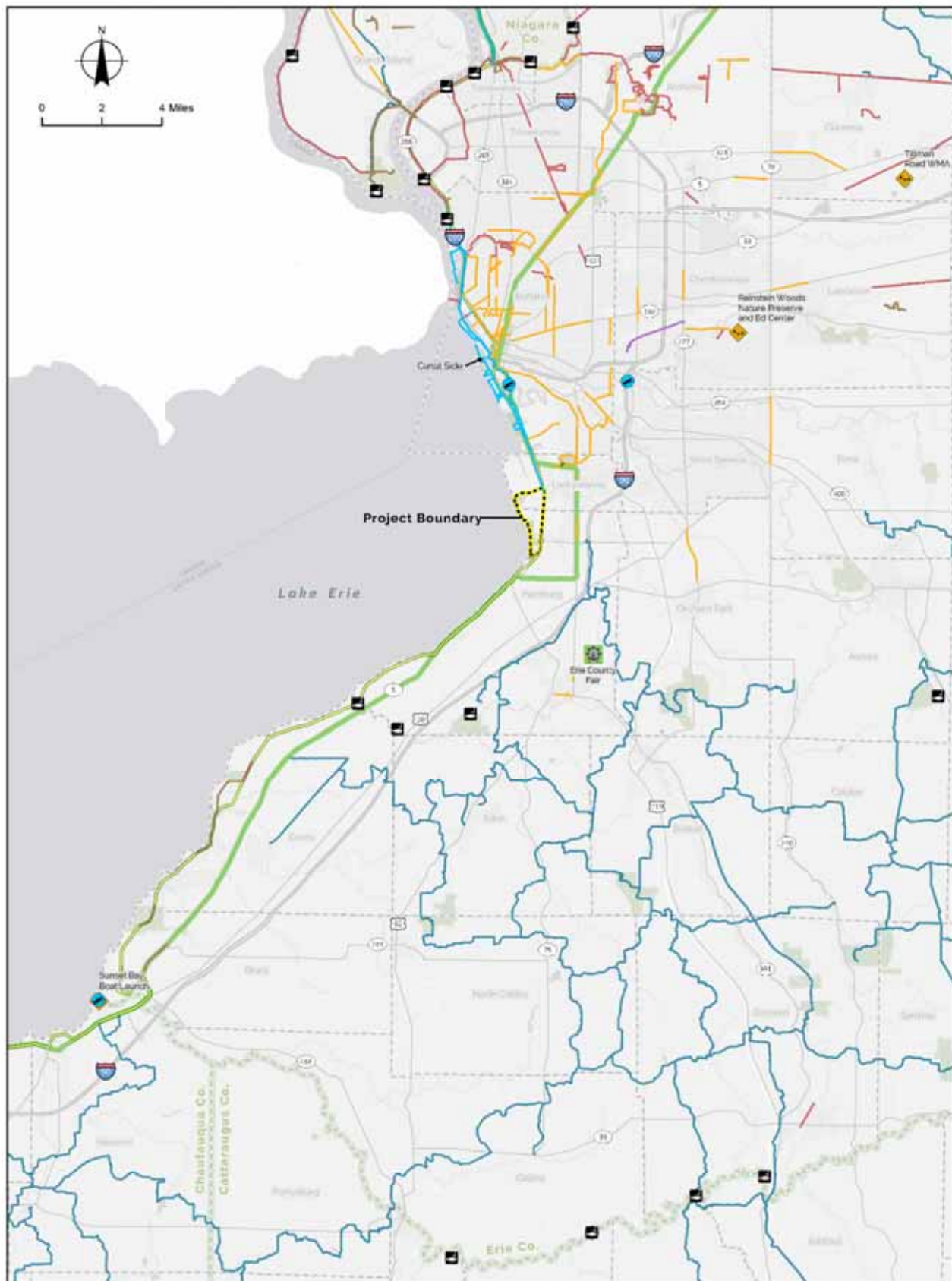
- Project Boundary
- Woodlawn Beach State Park
- Surface Elevation (ft.)
- 695.1
- 569.5

#### Topography

Figure 8







Legend:

- Agricultural Fair
- Public Fishing Recommended Sites (Streams/Rivers)
- Boat Launch Site
- Accessible Destinations
- National Scenic Byway
- NYS Funded Snowmobile Trail
- NYSDOT Bike Route 5 and 517 (GBNRTC)
- Bike Lanes (GBNRTC)
- Existing On-Road
- Existing Off-Road Greenway
- Multi-Use Trails (GBNRTC)
- Lehigh Valley Railroad Rail Trail
- Park Drive Path
- Shoreline Trail
- Other Trail
- Park Boundary
- Project Boundary

Regional Trails Network

Figure 10



## ENVIRONMENTAL CONDITIONS

A full listing and description of environmental conditions along the trail is included in Appendix A and exhibited on Figure 11. While there are multiple sites with regulatory listings near the route, only one, at 3100 Lakeshore Boulevard, directly affects proposed route alignments. Route alignments 1 and 2 both pass over 3100 Lakeshore Boulevard. The site is included on the USEPA TRI database because the facility handled manganese between 1990 and 1998.

There are also multiple sites along Smoke Creek that are currently undergoing remediation as part of a Brownfield Cleanup Program (BCP) project.



Figure 11

## RELEVANT PLANS, STUDIES AND PROJECTS

Extension of the Shoreline Trail is supported by multiple plans and studies that have been completed over the last decade. A summary of the plans and studies follows including key relevant policies related to the extension of the Shoreline Trail.

### BIKE BUFFALO NIAGARA- REGIONAL BICYCLE MASTER PLAN

The Greater Buffalo-Niagara Regional Transportation Council engaged Alta Planning and Wendel Companies to prepare a regional bicycle master plan that was completed in 2020. As stated in the Executive Summary of the report “the purpose of Bike Buffalo Niagara is to guide the development of a comprehensive network of on-street and off-street pathways, bike lanes, greenway trails and other facilities that safely connects neighborhoods to key destinations.”

GBNRTC identified that there are currently: ~220 miles of shared use paths within the region, with 130 additional miles proposed; ~80 miles of striped bicycle lanes, with 554 additional miles proposed; and ~25 miles of shared lanes.

### RELEVANT POLICIES

#### Vision:

*“The Buffalo Niagara Region strives for a modern, well-supported, all-season greenway trail and on-street bicycle network that provides residents and visitors of all ages and abilities direct, safe and intuitive connections to and from the places residents and visitors want to go.”*

#### Goals

- **Infrastructure:** Improve connections to regional destinations, strive for Vision Zero to improve safety, enhance the bike share system, and increase bike-related amenities
- **Connections:** Improve connections to regional network, connect bike network with transit system, link to parks/open spaces and connect to employment centers.
- **Innovation:** Integrate e-bike technology, promote route-finding apps, incorporate automated bike counts, and integrate bicycle infrastructure with high-tech mobility hubs.
- **Culture:** Establish dedicated maintenance funding, ensure partnerships with advocacy groups, promote local bike-friendly land use policies, and improve coordination with NYSDOT, GBNRTC and municipalities for bicycle planning.



## DRAFT CITY OF LACKAWANNA LOCAL WATERFRONT REVITALIZATION PLAN

The original LWRP plan (adopted 1989) was funded through the U.S. Dept. of Commerce, National Oceanic and Atmospheric Administration, Office of Ocean and Coastal Resource Management.

The draft update provides an inventory and analysis of the waterfront revitalization areas assets, opportunities, and issues; overview of local and regional planning efforts; and inventory of existing land and water uses, demographics and economic conditions, and existing resources and infrastructure. Additionally, the plan establishes program policies; identifies proposed projects and land & water uses; and methods for implementation. The preliminary draft of the updated LWRP plan references the Shoreline Trail in a number of sections.

### RELEVANT POLICIES

- **Policy 19** Protect, maintain, and increase the level and types of access to public water-related recreation resources and facilities
- **Policy 20** Access to the publicly-owned foreshore and to lands immediately adjacent to the foreshore or the water's edge that are publicly-owned shall be provided and it shall be provided in a manner compatible with adjoining uses
- **Policy 23** Protect, enhance and restore structures, districts, areas or sites that are of significance in the history, architecture, archaeology or culture of the state, its communities, or the nation
- **Policy 25** Protect, restore or enhance natural and man-made scenic resources that are not identified as being of statewide significance, but that contribute to the overall scenic quality of the coastal area

### Other Public and Private Actions Necessary to Implement the LWRP

- **Shoreline Trail Extension:** As part of the Erie County Industrial Land Development Agency's redevelopment plans for the Bethlehem Steel Redevelopment Area (BRA), the Shoreline Trail will be extended along the western right-of-way of Hamburg Turnpike, which parallels NYS Route 5 through this area. The Shoreline Trail is a continuous multi-use pathway that extends along the Niagara River and Lake Erie within Erie and Niagara Counties.

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## DRAFT 2020-2022 UNIFIED PLANNING WORK PROGRAM

The Draft 2020-2022 Unified Planning Work Program (UPWP) describes the planning activities of the Greater Buffalo-Niagara Regional Transportation Council (GBNRTC) in Erie and Niagara Counties. The UPWP provides a comprehensive view of both short and long-range transportation planning activities, which are to be undertaken in support of the vision, goals, objectives, and policies identified in the Metropolitan Transportation Plan.

The defined Goals represent a key issue addressed within the framework of the regional transportation plan, Moving Forward 2050, that is supported with the extension of the Shoreline Trail.

### RELEVANT POLICIES

#### Ensure access to opportunities and services

- Increase multi-modal access to neighborhood services

#### Support healthy and safe communities through targeted transportation investment

- Improve transportation system safety for pedestrians, cyclists, vehicle drivers

#### Preserve and protect a healthy environment and accessible open spaces and waterways

- Reduce negative impacts of local transportation on region's air quality and GHG emissions
- Improve public access to parks, greenways, and waterfronts

**Shoreline Trail Upgrades and Ontario linkage:** the Shoreline Trail buildout will be supported through gap closing project initiation and planning for future upgrades of existing segments. Alternatives will be developed for trail locations south of the current project along Route 5 in Lackawanna. Forecast Start: April 2020 - Forecast Complete: March 2021

## DRAFT CITY OF LACKAWANNA FIRST WARD- BROWNFIELD OPPORTUNITY AREA- STEP 3 IMPLEMENTATION STRATEGY

The purpose of the BOA Implementation Plan This Implementation Strategy was “to provide a thorough description of existing conditions of the City, identify new development opportunities and also re-use potential for properties located in the First Ward BOA. With implementation as the focus the plan also provides “actions necessary to achieve the successful redevelopment of the high-priority sites and, the City overall.”

### RELEVANT POLICIES

#### Transportation Enhancements (Hamburg Turnpike Corridor)

- Addition of Bethlehem Steel Shoreline
- Ridge Road / Hamburg Turnpike Underpass Upgrade:  
*“Once the Bethlehem Steel Shoreline Trail is constructed and in use, an increase in pedestrians and bicyclists along Ridge Road traveling to this multi-use trail is expected”*

#### Community Enhancement and Environmental Restoration Projects

- Reclamation Park: *“This park has opportunities to connect to the Bethlehem Steel Shoreline Trail”*

#### Public Improvement Projects

Bethlehem Steel Shoreline Trail/Shoreline Trailhead Enhancement: “Plans to construct the Bethlehem Steel Shoreline Trail should be accompanied by trail and bicycle amenities in order to attract additional visitors to the recreational trail”

#### Design Standards

*“Create conditions for a public realm that is welcoming to residents, workers and visitors alike, and that provides a coherent network of elements that are interconnected. ‘Connecting the dots’ will be one of the primary means by which public realm vitality can be attained. The extension southward of the Shoreline Trail as well as improving connectivity to/from neighborhood parks will be essential to success.”*



## MOVING FORWARD 2050 (2018)

The Greater Buffalo Niagara Regional Transportation Councils 2050 Metropolitan Transportation Plan (MTP) is the region's next long-range Metropolitan Transportation Plan. The MTPs are required for the distribution of federal, state and local dollars for transportation projects within the region. The Moving Forward 2050 Plans focuses not only on transportation, but also seeks to create a regional vision for the Buffalo Niagara region by shaping how people commute, travel to work, shop, go to school, and move throughout the region. The GBNRTC strives to solve existing and future transportation challenges and create a more efficient, greener, smarter and sustainable transportation system for future generations.

### RELEVANT POLICIES

#### Promoting Bicycling with a modern cycle network

"Our vision will require a modernized regional cycle network marked by a Next Generation Shoreline Trail to provide seamless connections to bicycling opportunities within the region and across the border."

#### Rethinking Route 5 and Main Street

- Route 5: Hamburg to Lackawanna (Hamburg Beach to Ridge Road): Redesign Rte. 5 to safely accommodate pedestrians, cyclists, drivers, and freight
- Improve pedestrian and cyclist access to Lake Erie, especially for local residents

#### Key Projects

- Shoreline Trail Gaps & Water Way Access- Complete currently unfinished segments and integrate access to waterway into improvements
- Next Generation Shoreline Trail Technology Upgrades- Deploy technology along trail network for wayfinding, data collection, smart lighting, and other purposes

## 2018-2020 UNIFIED PLANNING WORK PROGRAM (2018)

The Greater Buffalo-Niagara Regional Transportation Councils 2020-2022 Unified Planning Work Program is the most recently adopted. This UPWP provides a comprehensive view of short and long-range transportation planning activities, identifying the transportation planning activities that are to be undertaken in support of the vision, goals, objectives, and policies identified in the Metropolitan Transportation Plan 2040.

### RELEVANT POLICIES

**The Buffalo-Niagara region's transportation system will improve user's mobility and accessibility**

- Create a more balanced transportation system than enhances modal choices.
- Enhance mobility for all members of the community including the transportation disadvantaged.
- Provide an integrated multi-modal transportation system that offers: the efficient and safe mobility of people, seamless and overlapping networks for goods movement, and a variety of accessible mode choices to regional activity sites.

**The Buffalo-Niagara region's transportation system will improve the region's economic competitiveness.**

- Improve the mobility of the transit dependent and low-income to employment opportunities.
- Provide transportation services to promote higher density urban redevelopment and infill development projects in, and adjacent to, existing neighborhoods.

**The Buffalo-Niagara region will plan and develop a transportation system that enhances and protects the region's natural environmental quality, cultural and historic resources, and communities.**

- Enhance the attractiveness, convenience, safety and availability of non-motorized transportation systems.
- Provide transportation services that not only mitigate adverse environmental impacts but also protect, enhance, and restore the environment.

### CITY OF LACKAWANNA COMPREHENSIVE PLAN (2016)

The City of Lackawanna underwent an update of their Comprehensive Plan in 2016. The plan includes an inventory of existing conditions and analysis; examination of the environmental framework and opportunities present within the city; recommendations and implementation plan; and SEQRA.

The plan recognizes that the city has approximately 2 miles of waterfront yet no public access. This waterfront area was previously used for heavy industry but now offers opportunities for public access and recreational use as well as future redevelopment with light manufacturing and commercial uses.

A Community survey taken as part of this comprehensive plan update found:

- 54.8% responded they strongly agree that the city should invest in greenways and trails (pedestrian/bike/walking trails)
- 72.1% strongly agree that trail connections to the waterfront and neighboring communities are needed for recreation and transportation.

#### RELEVANT POLICIES

##### **Improve the Linkages between the Waterfront, Parks and Open Space:**

*"Establish parks, trails and open spaces to serve residential and commercial neighborhoods"*

**Diversify and Improve Waterfront Land Use and Access:** *"Link the waterfront, parks, trails and open spaces to community destinations and neighboring waterfront communities"*

**Construct Phase I of the Erie County Shoreline Trail (completed):** *"The project would be an extension of the Shoreline Trail that currently extends along the Buffalo Outer Harbor, and would enable the County to get another step closer to connecting with the multi-use trail system in the Town of Hamburg."*

**Connect Erie County Shoreline Trail to Waterfront Park:** *"The park will provide miles of waterfront access with a multi-use trail that extends along the water's edge, alongside the wind energy facilities. The park should be themed around the demonstration of alternative energy symbolizing the renewal of the City of Lackawanna. A wider area of open space could be developed immediately south of Smokes Creek."*



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## A NEW WAY TO PLAN FOR BUFFALO NIAGARA - ONE REGION FORWARD - REGIONAL PLAN FOR SUSTAINABLE DEVELOPMENT (2015)

“A New Way to Plan for Buffalo Niagara” is a broad-based, regional planning document created as part of the multi-year One Region Forward effort. The plan was funded through a \$2 million grant through the Partnership for Sustainable Communities, an interagency collaboration of the U.S. Department of Housing and Urban Development, the U.S. Department of Transportation and the Environmental Protection Agency.

As the Buffalo-Niagara Region has no Regional Planning Body/Authority, the plans intended function is to act as a decision-making tool for communities to measure their progress against the shared community value of creating a sustainable, livable Buffalo Niagara for the 21st Century. “A New Way to Plan for Buffalo Niagara” includes information on the potential avenues, as well as anticipated impacts, of the various approaches to the region’s growth.

This planning effort built off ‘The Framework for Regional Growth’ (2006) and serves as the roadmap to improving mobility, promoting more efficient land use patterns, strengthening our basic infrastructure, growing a 21st century economy, ensuring broad access to healthy food, protecting housing and neighborhoods, and framing our region’s response to the challenge of global climate change.

### RELEVANT POLICIES

**The more accessible our shores are, the more opportunity for all to enjoy clean waterways.** Currently 83.5 linear miles of shoreline with public access. We’ll be making progress if we increase the amount of shoreline with public access.

**Bike lanes make a better-connected and healthier region.** Currently 153 linear miles of dedicated bike paths, shared bike lanes and multi-use/recreational trails. We’ll be making progress if we increase the amount of land dedicated to bike travel.

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### 2016-2018 UNIFIED PLANNING WORK PROGRAM (2014)

The 2016-2018 Unified Planning Work Program (UPWP) describes the planning activities of the Greater Buffalo-Niagara Regional Transportation Council (GBNRTC) in Erie and Niagara Counties. Developed biannually in cooperation with federal, state and local agencies, the UPWP provides a comprehensive view of short and long-range transportation planning activities, identifying the transportation planning activities that are to be undertaken in support of the vision, goals, objectives, and policies identified in the Metropolitan Transportation Plan

#### RELEVANT POLICIES

**The Buffalo-Niagara region's transportation system will improve user's mobility and accessibility.**

- Create a more balanced transportation system than enhances modal choices.
- Enhance mobility for all members of the community including the transportation disadvantaged.

**The Buffalo-Niagara region will plan and develop a transportation system that enhances and protects the region's natural environmental quality, cultural and historic resources, and communities.**

- Enhance the attractiveness, convenience, safety and availability of non-motorized transportation systems.
- Provide transportation services that not only mitigate adverse environmental impacts but also protect, enhance, and restore the environment.

## CITY OF LACKAWANNA FIRST WARD- BROWNFIELD OPPORTUNITY AREA- STEP 2 NOMINATION (2012)

The BOA program seeks to create a vision and strategy for redevelopment of the brownfield, underutilized, and vacant sites located within the City of Lackawanna. The nomination and revitalization plan (Step 2) includes more detailed information on the area; an economic and market trends analysis; and community vision for redevelopment.

### RELEVANT POLICIES

#### Natural Heritage Restoration

*“Invest in an expanded network of open spaces and trails that traverse the BOA and connect to area assets, including an accessible and rehabilitated Smokes Creek, neighborhood parks, Lake Erie and open spaces in adjacent municipalities”*

#### Key Recommendations

**1<sup>st</sup> ward:** Street, trail and open space upgrades would enhance the pedestrian and cycling environment, and could improve connections to Ridge Road and downtown

**Smokes Creek:** Establishing unobstructed access to Smokes Creek would create opportunities for new recreational uses, such as fishing or hiking, and could connect with the potential Hamburg Turnpike Trail and ultimately the Fuhrmann Blvd trail

#### Strategic sites

##### Bethlehem Redevelopment Area (BRA)

Property is along the western side of Hamburg Turnpike and is in private ownership. Access to this property may allow for an extension of the Fuhrman Blvd bike trail and has the potential to allow for public realm improvements to increase the aesthetic value of the Route 5 Corridor.

##### 1<sup>st</sup> Ward

Improve pedestrian and bicycle street and trail connections to destinations throughout the First Ward including parks, the lakefront, the BLCP canal park, and Ridge Road services



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## TOWN OF HAMBURG LOCAL WATERFRONT REVITALIZATION PROGRAM (2012)

In 2012 the Town of Hamburg's undertook an update of the Local Waterfront Revitalization Program Plan, which was originally adopted 1987.

The new LWRP provides delineation of the LWRA boundary; an inventory of the uses, infrastructure, natural and recreational assets present; program policies; proposed uses and projects; techniques for implementation; summary of State and Federal programs; and review of local capacity.

### RELEVANT POLICIES

**Foster a pattern of development in the Town of Hamburg that enhances community character, preserves open space, makes efficient use of the infrastructure, makes beneficial use of a waterfront location, and minimizes adverse effects of development**

**Establish a continuous trail system that is sufficiently wide enough to allow for pedestrian and bicycle travel along the waterfront**

**Protect and improve stable residential area:** *"Public access improvements should also be emphasized to better establish the connection between residential areas and the waterfront. Linkages are also important and should be created through the development of the waterfront trail system".*

**Improve public access to the waterfront and the use of public lands:** *"The Town of Hamburg should continue to pursue and promote the development of a multi-use trail along the full length of the waterfront"*

## 2008 BICYCLE & PEDESTRIAN MASTER PLAN FOR ERIE AND NIAGARA COUNTIES (2008)

The GBNRTC created the Bicycle and Pedestrian Master Plan in accordance with federal legislation, known as SAFETEA-LU (The Safe, Accountable, and Efficient Transportation Equity Act: A Legacy for Users), which requires due consideration be given to bicyclists and pedestrians in the comprehensive transportation plans developed by each MPO and State. This Master Plan functions as a framework for facility investments and assists in promoting mobility options, healthier lifestyles, reducing air pollutants, and decreasing traffic congestion.

### RELEVANT POLICIES

*"The Greater Buffalo-Niagara region will become a place where people choose to make walking or riding a bicycle a regular part of their everyday lives. Residents and visitors alike will be able to walk and ride with confidence, safety, and security in every local community. New and enhanced facilities and services will make the trip more pleasant, more convenient, without conflict with motorized modes, and with minimal barriers to the mobility impaired. Bicycling and walking will be an integral part of the local transportation system and a viable consideration for anyone traveling anywhere"*

### Goals and Objectives

#### 1 Provide an Integrated Bicycle & Pedestrian Network

- Complete off-road trails network and establish new trails; improve access to trails
- Incorporate innovative designs to expand and enhance the bikeway and pedestrian network
- Eliminate barriers to pedestrian movement such as closing system gaps and/or restoring sidewalks

#### 2. Complete Streets to Accommodate All Users

#### 3. Provide Convenient and Secure Long-Term and Short-Term Bicycle Parking

#### 4. Provide a Seamless and Convenient Interface with Transit

#### 5. Educate Bicyclists, Motorists, and the General Public about Bicycling and Walking Safety

#### 6. Market the Health Benefits of Walking and Bicycling

#### 7. Improve Law Enforcement and Detailed Crash Analysis

## TOWN OF HAMBURG 2010 COMPREHENSIVE PLAN UPDATE (2007)

Ten years after it was adopted the Town undertook an update to the 'Town of Hamburg 2010 Comprehensive Plan which was adopted in 1997. The intent was to review existing conditions; identify issues and opportunities; and re-evaluate the goals and objectives included in the previous plan.

Through the Comprehensive Plan Committees work, it was found that the goals and objectives remained the same but societal and financial changes required a re-evaluation of feasible techniques and potential creation of new initiatives for implementation. As such, the implementation section was the most updated, and includes a "warning signals" component to indicate when stronger options, other than the established zoning controls and initiatives in place, may need to be adopted.

Trails and connections to a regional trail network were included in several sections of the comprehensive plan:

*"The Town is also working to extend the multi-use trail that extends from Woodlawn Beach through the Hoover Beach area. Ultimately, the Town would like to see this trail system extend along the Route 5/Lake Shore Road corridor, to connect with the City of Buffalo and proposed Town of Evans trail systems. Other proposed trail connections would connect the Villages with the waterfront.*

### RELEVANT POLICIES

Strive to improve and create an integrated transportation system to provide for the movement of residents, workers, visitors and goods in a safe and efficient manner

- Coordinate multi-modal (auto, transit, pedestrian, bicycle, rail) transportation sources and future plans between Town, County, and State agencies,
- Develop multi-use trail connections, where feasible, to create town-wide trailway system that connects with other communities

Protect, maintain and improve the aesthetic character of the various neighborhoods and communities in the town

- Improve the character and appearance of major points of entry into the Town
- Improve the visual quality of residential areas, business districts and commercial development

### Priority Actions

- Continue efforts to develop a connected multi-use trail system in the town and complete the connection along Route 5, between the City of Lackawanna and the Town of Evans

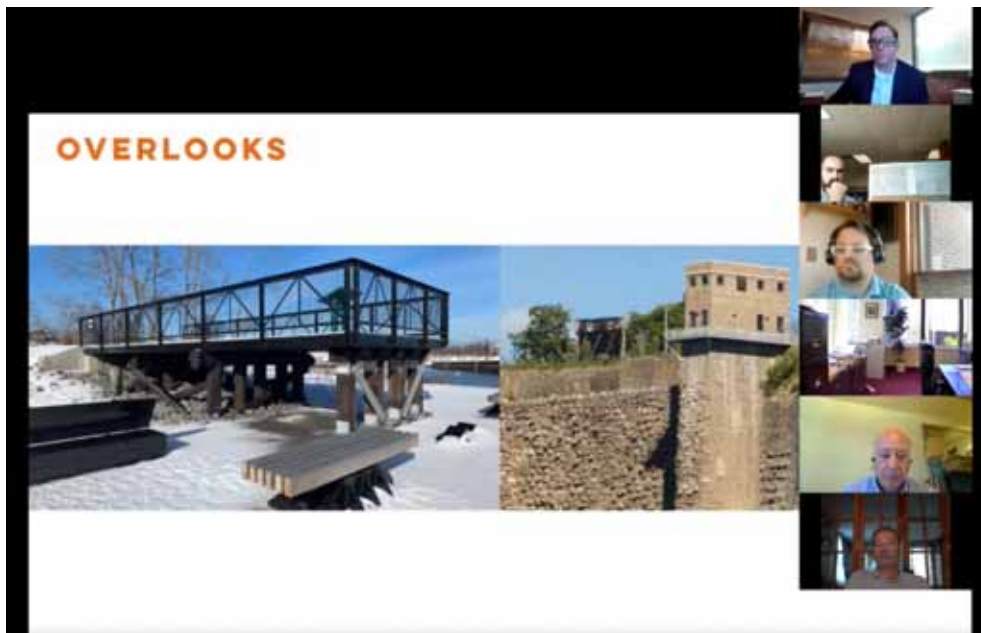
## COMMUNITY ENGAGEMENT

Throughout the development of this master plan and evaluation of the route alternatives, the public and key stakeholders were consulted. The purpose of the public and stakeholder meetings was to engage participants in the process, provide information about the project, and request feedback on route alternatives and desired amenities.

### PUBLIC MEETINGS

The Steering Committee held two public meetings to provide information about the project and gather input from the public. Prior to the Covid-19 health emergency, the committee and consultant team intended to have open houses with the community so there was hands-on interactive participation and one-on-one dialogue to explain the project and answer questions. However, public meetings were converted to online video-conferencing meetings through Zoom software.

The initial public meeting was held approximately halfway through the project on August 13, 2020 once the steering committee selected potential alternative routes. The agenda for the meeting was provide a summary of the County's overall Bethlehem area redevelopment strategy, outline the project goals, review the initial three alternatives, and gather input from participants. More than 40 people attended the online public meeting including residents, businesses, and trail supporters. The event was also well publicized and covered by local media.

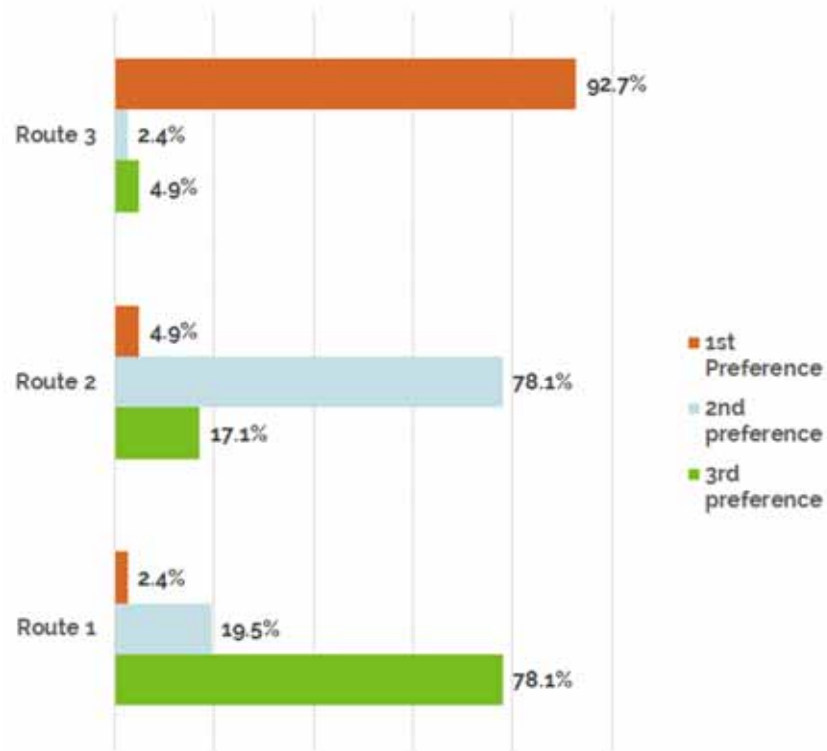


A screenshot of the first public meeting held via Zoom online videoconferencing on August 13, 2020



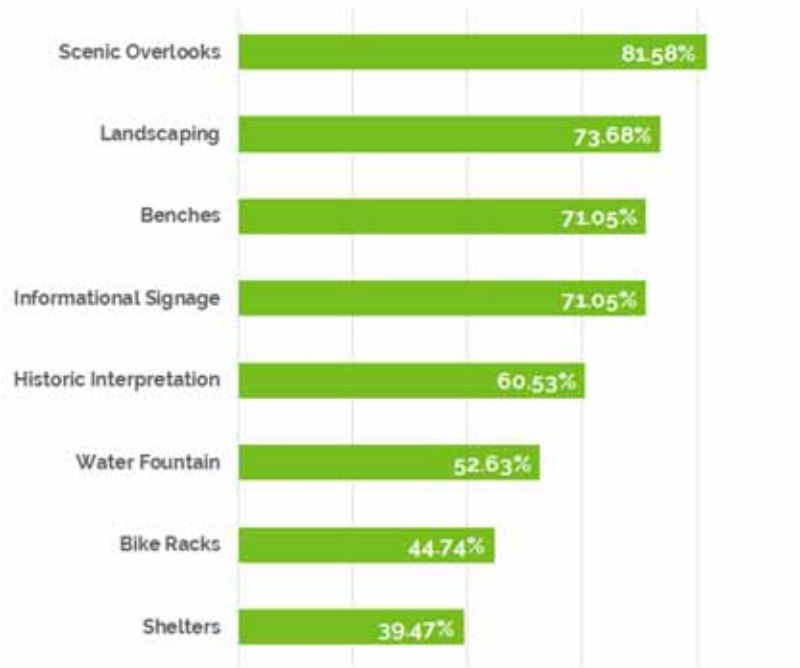
Since it was not possible to hold an interactive public meeting, the online videoconference event was complemented by an online survey. The survey imitated an Open House by providing information on the project and asking participants their preferences for route alignments and amenities. Some key input included:

- Route 3 was the public's preferred alternative



- Concerns about each route:
  - Route 1 & 2 Comments
    - Too close to Route 5 – traffic/noise
    - Lack of Lake Access
    - Prefer option 3
  - Route 3 Comments
    - Better views/scenic; views of windmills, closer to water
    - Away from Route 5
    - Less accessible from east
    - Not close enough to shoreline

- Preference for amenities:



- Other comments:
  - Love it, build it, thanks!
  - Select quickest to build (funding, feasibility)
  - More waterfront access is great
  - Connections to Hamburg and trails east needed
  - Ensure Route 5 crossing is safe for pedestrians and bicyclists

A second public meeting was held on April 13, 2021 to outline the final alternative routes, potential amenities, project costs, funding and implementation. The meeting online using videoconferencing and complemented with an online survey.

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## STAKEHOLDER ENGAGEMENT

Multiple stakeholders were engaged throughout the process including property owners, involved municipalities, regional state agencies, and trail advocates. Each was contacted by phone or via Zoom videoconferencing and provided information on the overall project and potential trail alignments. Stakeholders were then asked their opinions about the route options and if there was any more input they could provide about their project needs. The following stakeholders were contacted multiple times during the project as route alignments were developed:

- Tecumseh Redevelopment via their representatives at Benchmark Environmental
- South Buffalo Railroad
- Buffalo Crushed Stone
- NYS Parks (Woodlawn Beach State Park)
- City of Lackawanna
- Town of Hamburg
- NYS Department of Transportation
- GObike Buffalo

A summary of feedback from the stakeholders included:

- The stakeholders were all favorable toward the trail and a few had some concerns/conditions which are noted in some of the bullets that follow
- Utilize the Smoke Creek corridor for the trail
- Stay close to the tracks on southern leg to preserve area near waterfront for future development
- Crossing at driveways into industrial properties should include safety controls (enhanced crosswalks, crossing beacons, warning signs)
- NYS Parks was very enthusiastic regarding the project and would like to incorporate it into future park planning
- Railroad prefers tunneling or bridges vs at-grade crossings but would consider the at-grade option with safety measures
- NYSDOT discouraged any on-road trail options because of the volume of traffic and traffic patterns
- GObike Buffalo was also very enthusiastic about the project and route options that avoided adjacency to Route 5, but also recognized the big picture of selecting the alignment that could get implemented the quickest.



# **BETHLEHEM STEEL - WOODLAWN BEACH SHORELINE TRAIL**

## **Section II**

### **TRAIL ALTERNATIVES**



## SHORELINE TRAIL PROJECT OBJECTIVES, GOALS, AND BENEFITS

Erie County, the State of New York, and municipalities have successfully built a continuous multi-use trail network of more than 15 miles stretching from the County's northern boundary at the Erie Canal to Dona Street in the City of Lackawanna. Additional sections have also been constructed in municipalities south of Lackawanna. With the ultimate goal of having an uninterrupted shoreline trail in Erie County, the next logical phase is to construct a trail section between Dona Street, at the center of where the County is developing the former Bethlehem Steel site, and Woodlawn Beach State Park (Figure 12).

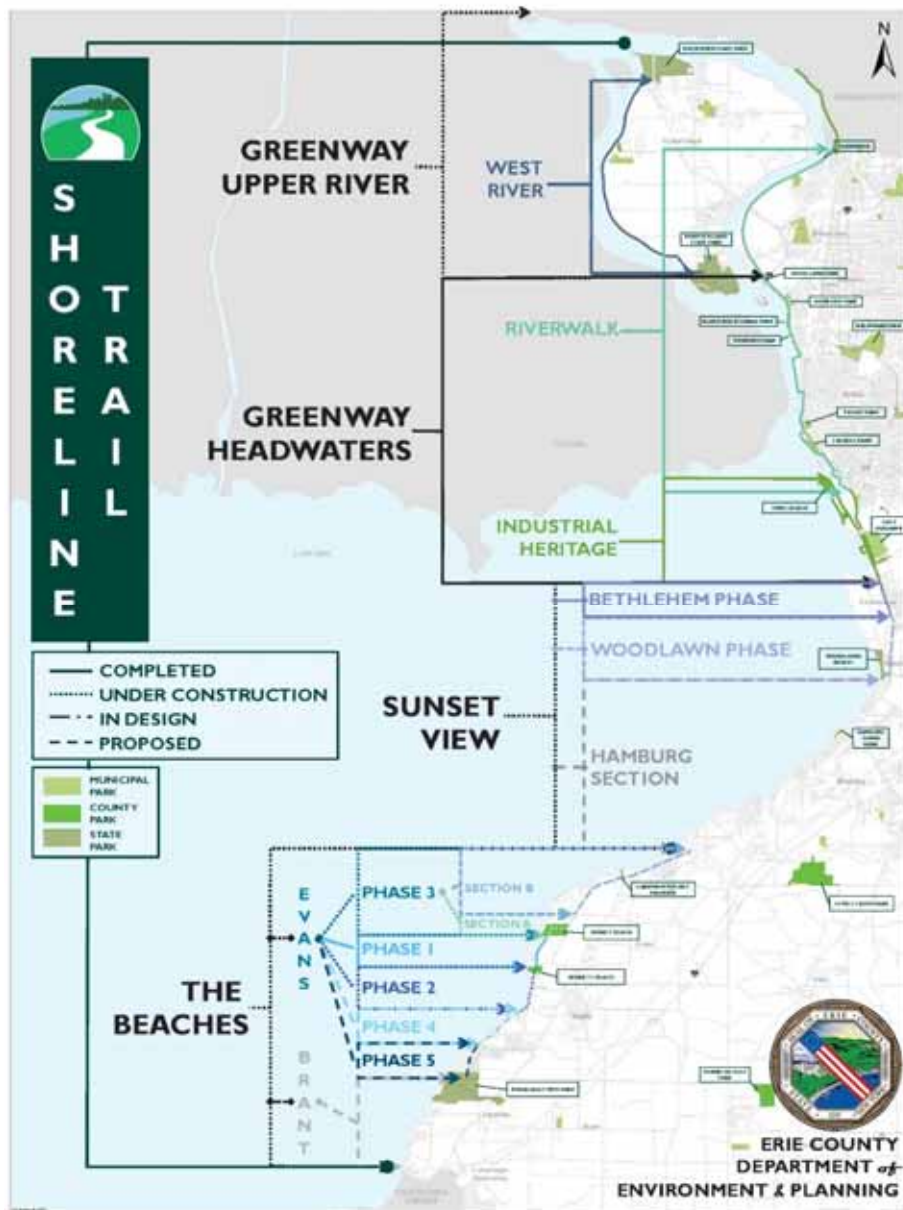


Figure 12

Based on the success of trail projects throughout the County and the County's focus realizing the vision of a having a continuous trail network, the County engaged a consultant team to develop a Master Plan to implement the next phase of trail construction. The objectives of the Master Plan include:

- **Evaluating the feasibility** of multiple options for extending the shoreline trail and recommending a preferred route;
- **Developing preliminary route alignments and design criteria** for a set of feasible alternative trail paths;
- **Providing cost estimates** for each alternative trail alignment;
- **Identifying funding strategies** to facilitate implementation; and
- **Engaging the community and key stakeholders** to ensure consensus prior to construction.

The County, steering committee, and other partners were energized and excited to be involved in the project because of its benefits to the community, which included:

- **Quality of Life** benefits – as has been proven with completed shoreline trail sections, the trail is a very popular recreational and fitness attraction for residents.
- **Access to the waterfront** – historically access to the waterfront in Erie County, and specifically in Lackawanna and Hamburg, has been cut off by industrial and commercial uses.
- **Economic development** amenity – employers and real estate developers today are seeking out sites that provide amenities like trails and recreational resources to attract employees and residents.

## ASSESSMENT OF TRAIL ALTERNATIVES

The process to arrive at feasible trail alternatives was a collaborative and iterative process. The consultant team and steering committee proposed six initial route alignments. Those initial alignments were whittled down to three alternatives based on consultant team feasibility evaluations, discussions with impacted property owners, stakeholder input, and feedback from steering committee members. Multiple iterations of trail alignments were considered as those involved had various preferences that needed to be considered to ensure the best possible trail alternatives that could be implemented.

Some of the key criteria the consultant team considered with each assessment iteration included:

- Minimizing right-of-way or easement purchases as they increase trail costs and could stall implementation due to landowner negotiations;
- Avoiding or minimizing crossing intersections and railroads;
- If feasible, avoid on-road trail sections on Route 5;

- Increasing access, proximity, and views of the waterfront, natural areas, and industrial heritage
- Avoidance of environmental constraints such as wetlands, flood areas, and contaminated sites;
- Grant requirements, ranking criteria, and funding limits; and
- Public and stakeholder preferences as noted in the previous section

### THREE TRAIL ALTERNATIVES

As outlined in section I, and Figure 2, three alternative alignments were considered to extend the shoreline trail. Short descriptions are repeated here and for convenience, Figure 13 on the next page replicates Figure 2.

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#### ROUTE 1 ALTERNATIVE

The Route 1 Alternative (1A) is an approximate 2.5 mile path that starts at Dona Street and then proceeds south on the landside of Route 5, requiring a tunnel through a railroad abutment. After it passes through the tunnel, it continues south, and turns west along the north bank of Blasdel Creek until it reaches multiple north-south rail lines and yards. At that point it continues south over Blasdel Creek and along Woodlawn Avenue, eventually connecting with the Woodlawn Beach North roadway on its path to Woodlawn Beach State Park. After it reaches Woodlawn Beach State park it continues east and south along an existing multi-use trail to a terminus near Hoover Road. Alignments 1B and 1C are provided as additional options

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#### ROUTE 2 ALTERNATIVE

Route 2 Alternative (2A) follows the same path as Route 1 with one exception. After the trail passes through the railroad abutment tunnel it veers west and south around the property at 3100 Lakeshore Road before it crosses Blasdel Creek. Its total length is slightly shorter than Route 1 at 2.46 miles. Alignment 2B provides an additional option.

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#### ROUTE 3 ALTERNATIVE

Route 3 (3A) is the longest and most circuitous route. The 3.17-mile alternative starts at Dona Street but once it crosses an abandoned rail bridge it follows Smoke Creek west until it passes two at-grade rail lines. Once it clears the rail lines it follows them south until it reaches the northern border of Woodlawn Beach State Park where it meanders through the park using existing trail paths and roadways. After it reaches the Woodlawn Beach Pavilion it heads east and south along an existing multi-use trail to a terminus near Hoover Road. Alignment 3B provides as additional option.

The following pages will describe each alternative in more detail and provide information on options for those alternatives in case conditions change along route alignments over time, or other constraints emerge prior to construction.



Figure 13



## **ROUTE 1 ALTERNATIVES: SECTION 1 - DONA ST. TO 1<sup>ST</sup> ST.**

### **ALIGNMENTS 1A & 1C, SECTION 1**

Between Dona Street and the rail overpass, construct a 10 ft. wide paved multi-use path generally following Route 5. A fence will be placed between the roadway and property to the west, and may involve demolishing the existing fence. A former rail bridge over Smoke Creek will also be utilized. Some abandoned rail infrastructure will need to be removed to accommodate the trail. A tunnel will be bored through the rail overpass (see cross section). A trailhead with parking, bike racks, and a small maintenance building will be provided near the Madison Avenue intersection.

South of the overpass the 10 ft. trail will continue by navigating around culverts and will require movement or replacement of fencing at 3100 Lakeshore Boulevard. The path will cross the Buffalo Crushed Stone right-of-way and the crossing will include enhanced crossing as well as Hawkeye signalization.

The path will turn west and utilize the grass/brush area between Blasdell Creek and the paved area of the Crushed Stone right-of-way and turn south again just before the tracks. A 10 ft. pedestrian/bike bridge will be built over Blasdell Creek and this section will utilize the Woodlawn Ave right-of-way and end at 1<sup>st</sup> Street.

**ESTIMATED COST: \$4,817,290**

### **ALIGNMENT 1B, SECTION 1**

This option will follow the same route and include the same features as 1A and 1C to the Buffalo Crushed Stone right-of-way. However, it will then continue south on Route 5 on a 10 ft. protected and marked bikeway until 1<sup>st</sup> Street where it will turn west and follow 1<sup>st</sup> street to Woodlawn Avenue where this section ends. Since 1<sup>st</sup> street has very low traffic volumes, shared-lane markings for bikes would be sufficient along the pavement.

**ESTIMATED COST: \$4,329,940**



## **ROUTE 1 ALTERNATIVES: SECTION 2 - 1<sup>ST</sup> ST. TO GATEWAY BLVD.**

### **ALIGNMENTS 1A & 1B, SECTION 2**

The path will utilize Woodlawn Avenue and then transition to the Woodlawn Beach North Roadway until this section terminates at Gateway Boulevard. Between 1<sup>st</sup> Street and Woodlawn Beach North roadway the traffic volume is very low, so shared-lane markings for bikes would be sufficient. A pedestrian bridge will need to be constructed over Rush Creek as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North.

ESTIMATED COST: \$533,150

### **ALIGNMENT 1C, SECTION 2**

The path will transition to the greenspace where a 10 ft. paved path will be constructed between Woodlawn Avenue and Woodlawn Beach North until it reaches the termination of Woodlawn Avenue. A pedestrian bridge will need to be constructed over Rush Creek, as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North.

ESTIMATED COST: \$809,820

## **ROUTE 1 ALTERNATIVES: SECTION 3 - GATEWAY BLVD. TO HOOVER RD.**

### **ALL ALIGNMENTS, SECTION 3**

The trail will cross Gateway Boulevard with enhanced crossing striping and then turn east. A new 10 ft. paved trail will be constructed on the lawn area, then cross a roadway with enhanced crossing striping and connect to an existing 10 ft. trail along Route 5 until it terminates at Hoover Road. A potential trailhead parking area will need to be constructed south of this location.

ESTIMATED COST: \$76,410

## **ROUTE 2 ALTERNATIVES: SECTION 1 – DONA ST. TO 1<sup>ST</sup> ST.**

### **ALL ALIGNMENTS, SECTION 1**

Between Dona Street and the rail overpass, construct a 10 ft. wide multi-use path generally following Route 5. A fence will be placed between the roadway and property to the west, which may involve demolishing the existing fence. A former rail bridge over Smoke Creek will also be utilized. Some abandoned rail infrastructure will need to be removed to accommodate the trail. A tunnel will be bored through the rail overpass (see cross section). A trailhead with parking, bike racks, and a small maintenance building will be provided near the Madison Avenue intersection.

South of the overpass, the 10 ft. trail will follow the path of the rail line until it reaches the Crushed Stone right-of-way. A Hawkeye signal system will be installed for the right-of-way crossing and enhanced striping for the path will also be constructed. A 10 ft. pedestrian/bike bridge will be built over Blasdel Creek and this section will utilize the Woodlawn Ave right-of-way and end at 1<sup>st</sup> Street.

ESTIMATED COST: \$4,169,350

## **ROUTE 2 ALTERNATIVES: SECTION 2 – 1<sup>ST</sup> ST. TO GATEWAY BLVD.**

### **ALIGNMENT 2A, SECTION 2**

The path will utilize Woodlawn Avenue and then transition to the Woodlawn Beach North Roadway until this section terminates at Gateway Boulevard. Between 1<sup>st</sup> Street and Woodlawn Beach North roadway, the traffic volume is very low, so shared-lane markings for bikes would be sufficient. A pedestrian bridge will need to be constructed over Rush Creek, as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North.

ESTIMATED COST: \$545,240

### **ALIGNMENT 2B, SECTION 2**

The path will transition to the greenspace where a 10 ft. paved path will be constructed between Woodlawn Avenue and Woodlawn Beach North until it reaches the termination of Woodlawn Avenue. A pedestrian bridge will need to be constructed over Rush Creek, as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North.




ESTIMATED COST: \$898,070





**Legend**

-  Alternative 2
-  Alternative 2A
-  Alternative 2B

-  Bethlehem Steel Phase 1 (Constructed)
-  Project Boundary
-  Woodlawn Beach State Park

**Alternative 2**

## **ROUTE 2 ALTERNATIVES: SECTION 3 – GATEWAY BLVD. TO HOOVER RD.**

### **ALL ALIGNMENTS**

The trail will cross Gateway Boulevard with enhanced crossing striping and then turn east. A new 10 ft. paved trail will be constructed on the lawn area, then cross a roadway with enhanced crossing striping and connect to an existing 10 ft. trail along Route 5 until it terminates at Hoover Road. A trailhead parking area will need be constructed south of this location.

**ESTIMATED COST: \$76,410**

## **ROUTE 3 ALTERNATIVES: SECTION 1 – DONA ST. TO CRUSHED STONE RIGHT-OF-WAY (SBL: 150.00-1-18)**

### **ALL ALIGNMENTS, SECTION 1**

A 10 ft. wide paved path will be constructed, including both at-grade and raised sections. Starting at Dona Street an at-grade section will be constructed and proceed south over an abandoned rail bridge and then turn west by following the Smoke Creek southern shore until it intersects with the westernmost Genesee Wyoming rail corridor. Gated at-grade crossings, with warning signs, will be provided at both at-grade rail crossings. Fencing will need to be placed between the trail and the private property to discourage trespassing. A trailhead with parking, bike racks, and a small maintenance building will be provided near the Madison Avenue intersection.

The trail will then turn south and the path will generally be parallel with the rail corridor to the east. This portion of the path will be raised on a 10 ft. berm to increase views of the Lake and to provide a safe separation between the path and the rail corridor. Fencing will be required on both sides of the berm.

Warning signs will also be placed at any intersections with internal roadways.

ESTIMATED COST: \$5,945,220

## **ROUTE 3 ALTERNATIVES: SECTION 2 – CRUSHED STONE RIGHT-OF-WAY TO GATEWAY BLVD.**

### **ALIGNMENT 3A, SECTION 2**

An at-grade path will take a meandering path through Woodlawn Beach State Park to take advantage of lake views and natural beach areas. The path will begin to turn west along the Crushed Stone right-of-way and then turn south and follow established paths within Woodlawn Beach State Park and a pedestrian bridge will need to be constructed where the path crosses Blasdel Creek. A pedestrian bridge will also need to be constructed over Rush Creek, as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North. After crossing Rush Creek, the path will follow and be close to the rail line on Woodlawn Beach North, which will require fencing between the path and rail. The path will then traverse back into the park and follow established paths until it reaches Gateway Boulevard.

ESTIMATED COST: \$2,567,960







## **ALIGNMENT 3B, SECTION 2**

An at-grade path will turn slightly east after the Crushed Stone right-of-way and then utilize the Woodlawn Beach North roadway. On the paved portions of the roadway the traffic volume is very low, so shared-lane markings for bikes would be sufficient. A pedestrian bridge will need to be constructed over Rush Creek, as there is not sufficient clearance between the rail line and the Rush Creek road bridge fencing on Woodlawn Beach North. After crossing Rush Creek the path will follow and be close to the rail line on Woodlawn Beach North until it terminates at Gateway Boulevard, which will require fencing between the path and rail.

ESTIMATED COST: \$1,366,540

## **ROUTE 3 ALTERNATIVES: SECTION 3 – GATEWAY BLVD. TO HOOVER RD.**

### **ALL ALIGNMENTS**

The trail will cross Gateway Boulevard with enhanced crossing striping and then turn east. A new 10 ft. paved trail will be constructed on the lawn area, then cross a roadway with enhanced crossing striping and connect to an existing 10 ft. trail along Route 5 until it terminates at Hoover Road. A trailhead parking area will need to be constructed south of this location.

ESTIMATED COST: \$76,410

# BETHLEHEM STEEL-WOODLAWN BEACH SHORELINE TRAIL MASTER PLAN

## SUMMARY OF TRAIL COST ESTIMATES

Bethlehem Steel - Woodlawn Beach Trail Study Planning Level Cost Estimate							
Component	Alternative 1A	Alternative 1B	Alternative 1C	Alternative 2A	Alternative 2B	Alternative 3A	Alternative 3B
<b>Section I</b>	<b>\$ 4,817,290.00</b>	<b>\$ 4,329,940.00</b>	<b>\$ 4,817,290.00</b>	<b>\$ 4,169,350.00</b>	<b>\$ 4,169,350.00</b>	<b>\$ 5,945,220.00</b>	<b>\$ 5,945,220.00</b>
Trail Section	\$ 942,290.00	\$ 858,340.00	\$ 942,290.00	\$ 780,350.00	\$ 780,350.00	\$ 3,321,470.00	\$ 3,321,470.00
Trail Amenities	\$ 63,100.00	\$ 63,100.00	\$ 63,100.00	\$ 63,100.00	\$ 63,100.00	\$ 214,350.00	\$ 214,350.00
Structures	\$ 1,881,000.00	\$ 1,640,000.00	\$ 1,881,000.00	\$ 1,611,000.00	\$ 1,611,000.00	\$ 100,000.00	\$ 100,000.00
Upgrade to RR Bridge over Smoke Creek	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00	\$ 100,000.00
Pedestrian Bridge over Blasdel Creek	\$ 241,000.00	\$ -	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ -	\$ -
Ped tunnel @ RR	\$ 1,270,000.00	\$ 1,270,000.00	\$ 1,270,000.00	\$ 1,270,000.00	\$ 1,270,000.00	\$ -	\$ -
Retaining Wall along Rte 5	\$ 270,000.00	\$ 270,000.00	\$ 270,000.00	\$ -	\$ -	\$ -	\$ -
Survey	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 15,000.00	\$ 17,500.00	\$ 17,500.00
GPR	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00
Contingency (25%)	\$ 727,900.00	\$ 646,700.00	\$ 727,900.00	\$ 619,900.00	\$ 619,900.00	\$ 915,900.00	\$ 915,900.00
Railroad Coordination Fee	\$ 375,000.00	\$ 375,000.00	\$ 375,000.00	\$ 375,000.00	\$ 375,000.00	\$ 375,000.00	\$ 375,000.00
Design Engineering @ 10%	\$ 401,500.00	\$ 360,900.00	\$ 401,500.00	\$ 347,500.00	\$ 347,500.00	\$ 495,500.00	\$ 495,500.00
Const. Engineering @ 10%	\$ 401,500.00	\$ 360,900.00	\$ 401,500.00	\$ 347,500.00	\$ 347,500.00	\$ 495,500.00	\$ 495,500.00
<b>Section II</b>	<b>\$ 533,150.00</b>	<b>\$ 533,150.00</b>	<b>\$ 809,820.00</b>	<b>\$ 545,240.00</b>	<b>\$ 898,070.00</b>	<b>\$ 2,567,960.00</b>	<b>\$ 1,366,540.00</b>
Trail Section	\$ 71,500.00	\$ 71,500.00	\$ 256,070.00	\$ 79,590.00	\$ 314,820.00	\$ 1,179,710.00	\$ 378,690.00
Trail Amenities	\$ 22,750.00	\$ 22,750.00	\$ 22,750.00	\$ 22,750.00	\$ 22,750.00	\$ 22,750.00	\$ 22,750.00
Structures	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 482,000.00	\$ 482,000.00
Pedestrian Bridge over Rush Creek	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00	\$ 241,000.00
Pedestrian Bridge over Blasdel Creek	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 241,000.00	\$ 241,000.00
Survey	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 17,500.00	\$ 17,500.00
GPR	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00
Contingency (25%)	\$ 88,900.00	\$ 88,900.00	\$ 135,000.00	\$ 90,900.00	\$ 149,700.00	\$ 428,000.00	\$ 227,800.00
Design Engineering @ 10%	\$ 44,500.00	\$ 44,500.00	\$ 67,500.00	\$ 45,500.00	\$ 74,900.00	\$ 214,000.00	\$ 113,900.00
Const. Engineering @ 10%	\$ 44,500.00	\$ 44,500.00	\$ 67,500.00	\$ 45,500.00	\$ 74,900.00	\$ 214,000.00	\$ 113,900.00
<b>Section III</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>	<b>\$ 76,410.00</b>
Trail Section	\$ 2,310.00	\$ 2,310.00	\$ 2,310.00	\$ 2,310.00	\$ 2,310.00	\$ 2,310.00	\$ 2,310.00
Trail Amenities	\$ 43,500.00	\$ 43,500.00	\$ 43,500.00	\$ 43,500.00	\$ 43,500.00	\$ 43,500.00	\$ 43,500.00
Survey	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00
Contingency (25%)	\$ 12,800.00	\$ 12,800.00	\$ 12,800.00	\$ 12,800.00	\$ 12,800.00	\$ 12,800.00	\$ 12,800.00
Design Engineering @ 10%	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00
Const. Engineering @ 10%	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00	\$ 6,400.00
<b>Total</b>	<b>\$ 5,426,850.00</b>	<b>\$ 4,939,500.00</b>	<b>\$ 5,703,520.00</b>	<b>\$ 4,791,000.00</b>	<b>\$ 5,143,830.00</b>	<b>\$ 8,589,590.00</b>	<b>\$ 7,388,170.00</b>

## RIGHT-OF-WAY AND ACQUISITION COST ESTIMATES

Right-of way and acquisition costs were estimated for each of the trail alignments. The table below outlines the costs for the overall trail routes assuming a 20 ft. right-of-way needed for the trail that includes the 10 ft. trail, offsets for fencing, etc. The top section estimates costs if property will need to be acquired from Tecumseh, while the lower section provides estimates if acquisition is not required. Note that even though acquisition is not required there are still costs to perform title work.

Component	1A	1B	1C	2A	2B	3A	3B
<b>WITH TECUMSEH PURCHASES</b>							
<b>R.O.W. Costs</b>	\$180,000	\$160,000	\$175,000	\$185,000	\$180,000	\$160,000	\$155,000
<b>R.O.W Professional Fees</b>	\$60,000	\$60,000	\$50,000	\$60,000	\$50,000	\$40,000	\$40,000
<b>Total</b>	\$240,000	\$220,000	\$225,000	\$245,000	\$230,000	\$200,000	\$195,000
<b>WITHOUT TECUMSEH PURCHASES</b>							
<b>R.O.W Cost</b>	\$60,000	\$40,000	\$55,000	\$65,000	\$60,000	\$15,000	\$10,000
<b>R.O.W Professional Fees</b>	\$35,000	\$25,000	\$25,000	\$35,000	\$25,000	\$15,000	\$15,000
<b>Total</b>	\$95,000	\$65,000	\$80,000	\$100,000	\$85,000	\$30,000	\$25,000

TRAIL AMENITIES

Multiple amenities are also proposed along the route alignments to create interest along the trail, provide educational opportunities regarding the area’s historic and natural assets, offer areas to rest, and improve access. A description of each proposed amenity (green circle) and a map showing their location follows:





1. **Dona Street** – The newly completed intersection at Dona Street is the location where Phase 2 of the Shoreline Trail will connect to Phase 1. As-built improvements include curb ramps, crosswalk, and standard Shoreline Trail signage.



Existing trail crossing at Dona Street



Existing Shoreline Trail sign at Dona Street

Due to the completion of the Phase 1 trail prior to the new driveway construction, only minor improvements will be needed in this location to create a safe crossing for the trail across Dona Street. The current trail terminates at the corner of Lake Shore Road, but will need to be reconfigured to create a safe transition across the driveway. In addition, ECIDA is undertaking a signage project for the business park. The business park sign will need to be placed in the context of the trail, and may be grounded in landscaping that will abut the trail.

a. Routes Impacted : All three Alternatives, including sub-alternatives

b. Amenities:

- Business park signage (under separate contract)
- Minor curb and paving adjustments
- Relocate existing trail signage

**2. Madison Avenue Trailhead** – As identified in the October 2019 Advanced Manufacturing Park - Infrastructure Master Plan, the proposed trailhead at Madison Avenue includes parking, an interpretive kiosk, benches, bike racks, and landscaping. Due to this location being one of the few pedestrian crossings across Route 5/ Lake Shore road, traffic calming elements are also to be included for pedestrian safety and visibility. The addition of high visibility crosswalks, intersection paving, and street trees are included to create a cohesive gateway to the Shoreline Trail.

a. Routes Impacted: All three Alternatives, including sub-alternatives

b. Amenities:

- Parking lot
- Bike racks
- Benches
- Interpretive sign and standard Shoreline Trail directional sign
- Landscaping
- Intersection and crossing improvements

BETHLEHEM STEEL-WOODLAWN BEACH SHORELINE TRAIL MASTER PLAN



Proposed Madison Avenue Trailhead including Lakeshore Road enhanced crosswalk to the Bethlehem Steel neighborhood.



Rendering of proposed enhanced crosswalk to the Bethlehem Steel neighborhood from the Madison Avenue Trailhead



3. **Smoke Creek Overlook** – This location along Smoke Creek has a remnant bridge abutment that can be repurposed to create an overlook. The overlook provides a unique way to repurpose existing artifacts on site, as well as to provide views up and down the creek, the former Bethlehem Steel site, Lake Erie and beyond.

The trail leading to the overlook will need to be graded to permit universal access to the top of the overlook; proposed railings will enclose the overlook and provide a mounting surface for interpretive signage. Any existing invasive plant materials will be removed, and the creek banks restored with native plantings.

- a. Routes Impacted: Alternative 3
- b. Amenities:
  - Overlook
  - Railing with interpretive signage
  - Benches
  - Landscaping



View of remnant abutments along Smoke Creek



View of proposed abutment overlook



4. **Smoke Creek Rest Stop and Water Access** – This location, adjacent to an existing bridge and tucked between two parts of the present-day solar farm, is one of the few locations on the trail that has access down to Smoke Creek. In the existing condition, the surface grade slopes down to the creek level. Development of this node would include shoreline restoration, installation of stone quarry blocks to create large steps down to the water, and a paved plaza with interpretive signage and benches.

In the future, as development of the surrounding site occurs, this node could be further developed to incorporate a small craft launch, if public vehicular access is made available.

- a. Routes Impacted: Alternative 3
- b. Amenities:
  - Quarry block stone steps
  - Interpretive signage
  - Benches
  - Landscaping



View of existing conditions at potential rest stop along Smoke Creek





5. **Lake Erie Overlook** – The former Bethlehem Steel parcel is precluded from allowing public access to the Lake Erie shoreline due to zoning and safety requirements for the existing wind turbines. As a result, the Shoreline Trail Alternative 3 is routed along the existing rail line that runs north-south through the site. The existing topography of the development site west of the proposed trail obstructs much of the views of Lake Erie. Therefore, the segment of trail through the parcel is proposed to be raised on a berm approximately 10 to 15 feet above grade.

Placing the trail on a berm will allow for views of the lake, while minimizing the visual impact of the proposed security fences run parallel on both sides of the trail. The Lake Erie Overlook is an expansion of a section of the berm to create a small overlook. A small shade structure and seating is proposed, with the potential for interpretive signage to be incorporated to tell the story of the site and its future.

- a. Routes Impacted: Alternative 3
- b. Amenities:
  - Overlook with shade structure
  - Interpretive signage
  - Benches
  - Landscaping





6. **Woodlawn Beach State Park Entrance Marker** – As the trail crosses into Woodlawn Beach State Park, minimal improvements should be made to mark the entrance to the park. A New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP) standard sign kiosk is proposed to provide wayfinding and amenity information, as well as to signal the user's entrance into the park. The design and layout for the kiosk should follow the NYSOPRHP wayfinding signage guidelines outlined in the 2018 NYSOPRHP Statewide Wayfinding Signage Program Report.



Standard NYS Parks sign kiosk

7. **Woodlawn Beach State Park Boardwalk Overlook** – One of the alternative options for Route 3 brings the trail through a heavily vegetated area of the park adjacent to Lake Erie. Parks staff have identified the best alignment for the trail to minimize disturbance to existing natural habitat and to maximize views. The Lake Erie shoreline and its confluence with Blasdell and Rush Creeks are ephemeral and ever-changing. The Shoreline Trail through the northern section of Woodlawn Beach State Park will need to be resilient due to its location in a FEMA flood zone, as well as shoreline edge changes and the varying Lake Erie elevations. This segment is proposed as a boardwalk, similar to a section that already exists in the park.

An overlook is proposed as a widening to the boardwalk to accommodate benches and interpretive signage. The serene overlook location is an opportunity to identify and describe the Great Lakes Dune Natural Heritage community.

- a. Routes Impacted: Alternative 3
- b. Amenities:
  - Interpretive signage
  - Benches



The boardwalk overlook allows trail users to access the park and experience the sand dunes



8. **Lakeview Avenue Neighborhood Access & Trailhead** – This trailhead is located at an existing access point to the State Park. Currently, the entrance is little more than an opening in the chain link fence with numerous compliance signs and no identification of the park. The trailhead will consist of a small paved plaza with a sign kiosk, replacement of a few sections of chain link fence with ornamental fence, and bike racks. It should be noted that there are two fences one must cross from Lakeview Avenue to access the park; a similar, secondary treatment should occur at the second fence west of the railroad tracks.

a. Routes Impacted: All Routes

b. Amenities:

- Paved plaza
- Park sign kiosk
- Ornamental fence
- Bike racks



Trailhead at Lakeview Avenue

9. **Woodlawn Beach State Park Entrance Trail Marker** – The entrance to the trail at Woodlawn Beach State Park should be identified with the standard Shoreline Trail signage for continuity and wayfinding. This location is at a key decision point for trail users when deciding whether to continue on the trail or perhaps detour into the park
  - a. Routes Impacted: All Routes
  - b. Amenities :
    - Sign marker with map
    - Bench



Location for entrance trail marker at Woodlawn Beach State Park



10. **Former Entrance Gate Plaza** – Relics from a former entrance to the Bethlehem Steel site remain in situ and are located along the proposed Routes 1 and 2. These relics, consisting of the gate booth and masonry columns, are proposed to be incorporated into a rest stop which would include benches and landscaping. Additionally, interpretive signage is to be provided at the rest stop to describe the history of this location.

a. Routes Impacted: Routes 1 and 2, including sub-alternatives

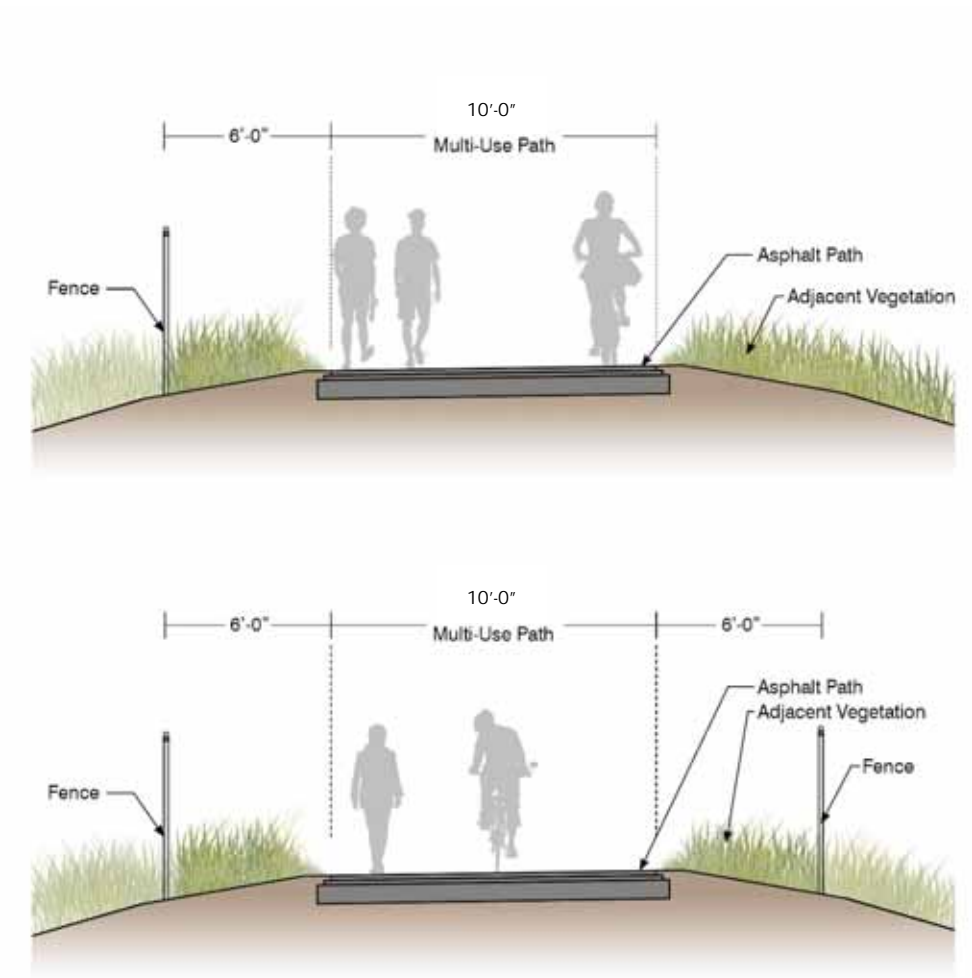
b. Amenities:

- Benches
- Interpretive sign and historic relic
- Landscaping
- Specialty paving



Proposed rest stop plaza at former entrance gate

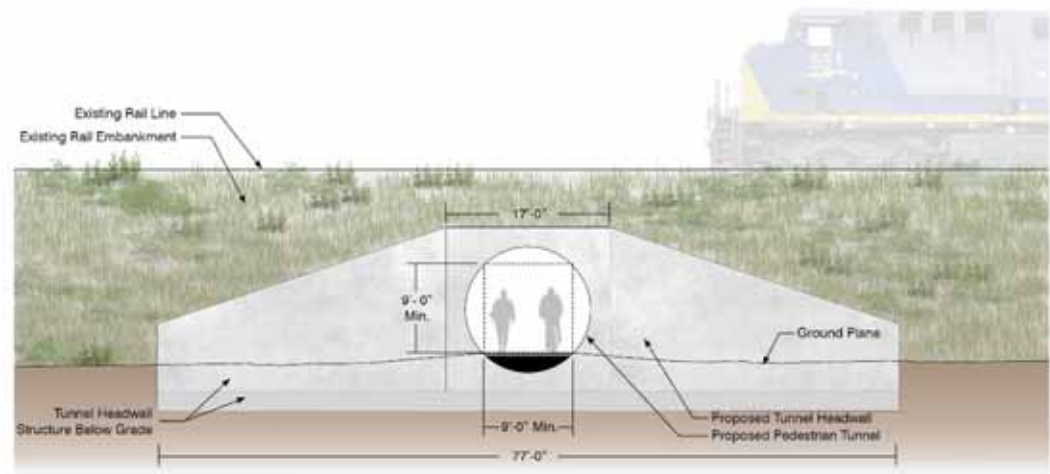
**TYPICAL TRAIL SECTION - AT-GRADE  
INTERNAL PATH**



## AT-GRADE PATH PRECEDENT IMAGES



**TUNNEL THROUGH RAILROAD EMBANKMENT:  
ALTERNATIVES 1&2**

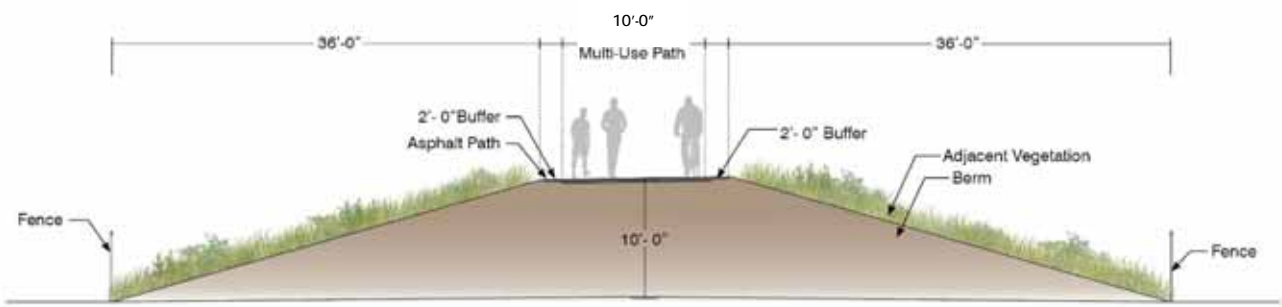


**TUNNEL PRECEDENT IMAGE**





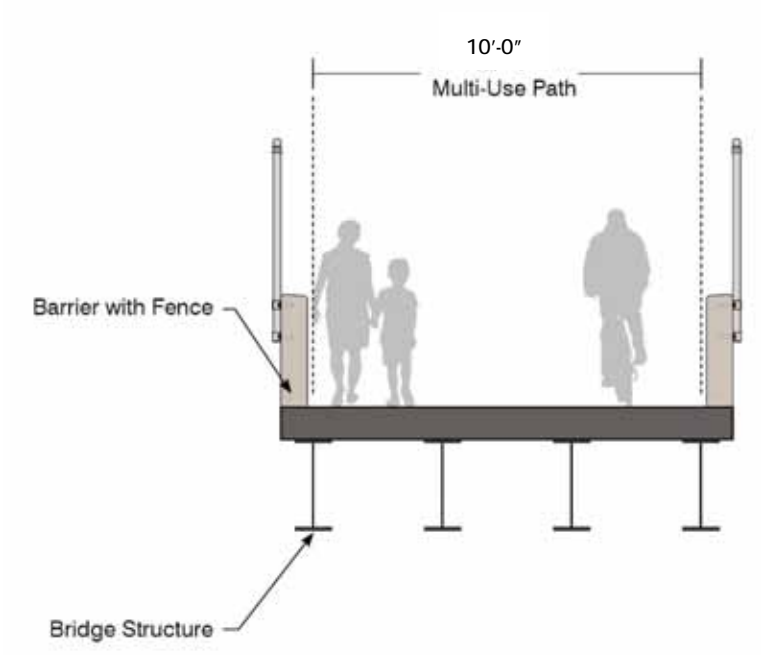
**TYPICAL TRAIL SECTION - BERMED SECTION:  
ALTERNATIVE 3**



**TRAIL ON BERM PRECEDENT IMAGE**



PEDESTRIAN BRIDGE



PEDESTRIAN BRIDGE PRECEDENT IMAGE





# **BETHLEHEM STEEL - WOODLAWN BEACH SHORELINE TRAIL**

## **Section III**

### **IMPLEMENTATION AND FUNDING**

Fortunately, the Shoreline Trail would be eligible and competitive for a full portfolio of grant opportunities. This section will provide general information on potential grant opportunities, outline potential funding scenarios, and offer potential partnership strategies to help implement the project.

## POTENTIAL FUNDING SOURCES

Potential state, federal, regional, and foundation grant funding opportunities to construct an extension of the Shoreline Trail to Woodlawn Beach State Park include (note all programs provide funding for construction and design):

## TRANSPORTATION ALTERNATIVES PROGRAM (TAP)

- Description:** TAP is federal funding administered through the New York State Department of Transportation for non-motorized transportation alternatives such as bicycle and pedestrian facilities, safe routes to schools projects, trails, and other alternative transportation infrastructure and safety improvements. Funds are typically available every other year.
- Eligible applicants:** Municipalities, defined as counties, cities, towns and villages; authorities; and state agencies.
- Eligible Activities:** Funding is available for planning, design, construction, construction inspection and acquisition. Projects must have a transportation purpose including a logical starting and ending point. Landscaping, streetscape improvements, and environmental storm water management can be done in conjunction with these activities.
- ***Provision of On-road and Off-road Facilities for Pedestrians, Bicycles and other Non-motorized Forms of Transportation:*** Projects in or outside the highway boundary connecting activity centers including sidewalks, trails, bike lanes, crosswalks and facilities (bike racks, signage, benches, etc.).
  - ***Infrastructure Projects to Provide Safe Routes for Non-drivers:*** Projects to enhance the safety for non-drivers such as sidewalks, bike lanes, traffic calming, crosswalks, lighting, and transit shelters/stops.
  - ***Conversion of Abandoned Railway Corridors for Trails:*** Converting abandon railway corridors for pedestrians, bicyclists and other non-motorized users , connecting activity centers, including trail



construction, drainage, signs, lighting and trailhead parking.

- ***Construction or Restoration of Turnouts/Overlooks:*** Construction of viewing areas on state or federally designated scenic highways or byways on the National or State Register of Historic Places.
- ***Safe Routes to School:*** Projects, within 2 miles of a K-8 school, to encourage and enable children to walk or bike to school including sidewalks, trails, lighting, crosswalks, traffic controls and bike facilities.
- ***Construction or Restoration of Boulevards:*** Construction of boulevards in the right of way of former Interstate Routes or other divided highways including traffic calming and Complete Street elements.

**Grant Levels:** Up to 80 percent of project costs. Grant levels have varied but range from \$250,000 to \$5 million. A minimum 20 percent match is required (cash, in-kind services, and federal/state grant funding).

## **NYS ENVIRONMENTAL PROTECTION FUND (EPF) PARK DEVELOPMENT FUNDS**

**Description:** The Environmental Protection Fund (EPF) provides matching reimbursement grants to communities and not-for-profit organizations for up to \$600,000 to develop park facilities, preserve historic properties and to acquire park or historic properties. \$1 million can be requested if the total project cost exceeds \$4 million.

**Eligible applicants:** Municipalities, not-for-profit corporations with an ownership interest in a property, public benefit corporations and public authorities are eligible.

**Eligible Activities:** The Shoreline Trail project would fall under the program's Park Development Category which includes Rehabilitation, preservation or restoration of lands or waters for park, recreation or conservation uses including playgrounds, courts, rinks, community gardens, trails and facilities for swimming, boating, picnicking, hunting, fishing, camping and other recreational activities.

**Grant Levels:** The maximum grant request is \$600,000. \$1 million can be requested if the total project cost exceeds \$4 million. A

minimum 50 percent project match is required and a higher match is recommended. Matching grants of up to 75 percent may be provided when the poverty rate for the census tract in which the project is located is equal to or greater than 10 percent; however, a larger match is recommended. The Shoreline project is located in zip codes 14218 and 14219, both of which have poverty rates above 10%, meaning the project qualifies for matching grant of up to 75%.

## **CLIMATE SMART COMMUNITIES PROGRAM (CSC)**

- Description:** The New York State Department of Environmental Conservation provides a 50 percent match toward the completion of construction or certification projects to reduce community vulnerability in the face of climate change and to encourage reduction in greenhouse gas emissions.
- Eligible applicants:** Municipalities defined as villages, cities, towns and counties.
- Eligible Activities:** The program provides funding for a wide variety of programs but the one most relevant for the Shoreline Trail are projects to reduce vehicle miles traveled via off-road trails for pedestrians and bicyclists.
- Grant Levels:** Minimum \$10,000 and maximum of \$100,000. 50% match required.

## **LOCAL WATERFRONT REVITALIZATION PROGRAM (LWRP)**

- Description:** The New York State Department of State provides 75 percent match toward the completion of LWRP projects or plans that help to revitalize waterfronts or communities on Designated Inland Waterways and Coastal Waterbodies
- Eligible applicants:** Municipalities located on Coastal Waterbodies or Designated Inland Waterways. For construction projects, an approved Local Waterfront Revitalization Plan should be completed prior to applying for funding, and, ideally, the project or type of project (trails) should be included in the plan.
- Eligible Activities:** Community/Waterfront Revitalization, Trails and Watershed Management, Community Resiliency, Redeveloping Waterfronts, Downtowns and Hamlets
- Grant Levels:** Up to \$2 million, 25% match required.

## OTHER POTENTIAL FUNDING SOURCES

- Ralph C. Wilson Jr. Grant Foundation (RCWF): Parks, Trails and Green Design grants
- Recreational Trails Program (RTP) is offered periodically by NYS Parks for recreational trails generally follows the same guidelines as the TAP grant program with the exception of (1) a logical starting and ending point is not required; 2) funding maximum is \$250,000; and 3) the program is administered through the NYS Parks.
- Buffalo Billion II (BB II) – while the WNY Smart Growth fund is focused on downtown areas and DRI applications, the trail aligns with its goals.

## POTENTIAL GRANT FUNDING SCENARIOS

The following grant funding scenarios are provided to offer various funding combinations to implement the entire project or to complete sections of the project in phases or by a partnership of agencies and municipalities. Note these are not exhaustive but provide some sample scenarios.

### FUND ALL PROJECT COSTS: BROKEN DOWN BY ROUTE ALIGNMENT

Assuming maximum \$5M TAP grant award & maximum \$1M EPF award

	1A	1B	1C	2A	2B	3A	3B
<b>Total</b>	<b>\$ 5,426,850</b>	<b>\$4,939,500</b>	<b>\$ 5,703,520</b>	<b>\$4,791,000</b>	<b>\$ 5,143,830</b>	<b>\$ 8,589,590</b>	<b>\$ 7,388,170</b>
TAP (80%, up to \$5M)	\$ 4,341,480	\$3,951,600	\$ 4,562,816	\$3,832,800	\$ 4,115,064	\$ 5,000,000	\$ 5,000,000
EPF (75% up to \$1M)	\$ 1,000,000	\$ 987,900	\$ 1,000,000	\$ 958,200	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ 85,370	\$ -	\$ 140,704	\$ -	\$ 28,766	\$ 2,000,000	\$ 2,000,000
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 100,000	\$ 100,000
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 489,590	\$ 288,000

Assuming maximum \$3M TAP grant award and maximum \$1M EPF award

	1A	1B	1C	2A	2B	3A	3B
<b>Total</b>	<b>\$ 5,426,850</b>	<b>\$4,939,500</b>	<b>\$ 5,703,520</b>	<b>\$4,791,000</b>	<b>\$ 5,143,830</b>	<b>\$ 8,589,590</b>	<b>\$ 7,388,170</b>
TAP (80%, up to \$5M)	\$ 3,000,000	\$3,000,000	\$ 3,000,000	\$3,000,000	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000
EPF (75% up to \$1M)	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ 1,436,850	\$ 939,500	\$ 1,703,520	\$ 791,000	\$ 1,143,830	\$ 2,000,000	\$ 2,000,000
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 100,000	\$ 100,000
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,489,590	\$ 1,288,170

Applicant(s): Erie County

Notes:

1. Eligible start/end points for TAP are the Bethlehem Steel neighborhood or emerging business park and Woodlawn Beach State Park.
2. Each grant will have separate funding administration requirements and timelines, therefore, grant administration capacity would be needed.
3. To simplify, project components could be funded separately by grant programs
4. For the EPF program, off-road trail Alternatives 1C and 2B may be more competitive than the on-road alternatives.



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**FUNDING BY SECTION (OR PHASE)**


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**Section 1**

Assuming maximum TAP grant award (80%) & maximum \$1M EPF award

	1A	1B	1C	2A	2B	3A	3B
<b>Section I</b>	<b>\$ 4,817,290</b>	<b>\$ 4,329,940</b>	<b>\$ 4,817,290</b>	<b>\$ 4,169,350</b>	<b>\$ 4,169,350</b>	<b>\$ 5,945,220</b>	<b>\$ 5,945,220</b>
TAP (80%, up to \$5M)	\$ 3,853,832	\$ 3,463,952	\$ 3,853,832	\$ 3,335,480	\$ 3,335,480	\$ 4,756,176	\$ 4,756,176
EPF (75% up to \$1M)	\$ 963,458	\$ 865,988	\$ 963,458	\$ 833,870	\$ 833,870	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 189,044	\$ 189,044
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

Assuming maximum \$3M TAP grant award and maximum \$1M EPF award

	1A	1B	1C	2A	2B	3A	3B
<b>Section I</b>	<b>\$ 4,817,290</b>	<b>\$ 4,329,940</b>	<b>\$ 4,817,290</b>	<b>\$ 4,169,350</b>	<b>\$ 4,169,350</b>	<b>\$ 5,945,220</b>	<b>\$ 5,945,220</b>
TAP (80%, up to \$5M)	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000
EPF (75% up to \$1M)	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ 817,290	\$ 329,940	\$ 817,290	\$ 169,350	\$ 169,350	\$ 1,945,220	\$ 1,945,220
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

Applicant(s): Erie County

Notes:

1. Eligible start/end points for TAP are the Bethlehem Steel neighborhood or emerging business park and northern entrance to Woodlawn Beach State Park.
2. Each grant will have separate funding administration requirements and timelines, therefore, grant administration capacity would be needed.
3. To simplify, project components could be funded separately by grant programs

## Section 2

Assuming maximum TAP/RTP grant award (80%) & maximum \$1M EPF award

	1A	1B	1C	2A	2B	3A	3B
<b>Section II</b>	<b>\$ 533,150</b>	<b>\$ 533,150</b>	<b>\$ 809,820</b>	<b>\$ 545,240</b>	<b>\$ 898,070</b>	<b>\$ 2,567,960</b>	<b>\$ 1,366,540</b>
TAP (80%, up to \$5M) or RTP (80% up to \$250,000)	\$ 426,520	\$ 426,520	\$ 647,856	\$ 436,192	\$ 718,456	\$ 250,000	\$ 250,000
EPF (75% up to \$1M)	\$ 106,630	\$ 106,630	\$ 161,964	\$ 109,048	\$ 179,614	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,317,960	\$ 116,540
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

Assuming No TAP funding & maximum EPF and LWRP awards

	1A	1B	1C	2A	2B	3A	3B
<b>Section II</b>	<b>\$ 533,150</b>	<b>\$ 533,150</b>	<b>\$ 809,820</b>	<b>\$ 545,240</b>	<b>\$ 898,070</b>	<b>\$ 2,567,960</b>	<b>\$ 1,366,540</b>
TAP (80%, up to \$5M) or RTP (80% up to \$250,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
EPF (75% up to \$1M)	\$ 399,863	\$ 399,863	\$ 607,365	\$ 408,930	\$ 673,553	\$ 1,000,000	\$ 1,000,000
LWRP (75% up to \$2M)	\$ 133,288	\$ 133,288	\$ 202,455	\$ 136,310	\$ 224,518	\$ 1,925,970	\$ 1,024,905
CSC (50% up to \$100,000)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Other funding (BB II, RTP, RCWF)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -

Applicant(s): Erie County, or NYS Parks for 3A, 3B & 2B

Notes:

1. Eligible start/end points for TAP are the Woodlawn neighborhood and Woodlawn Beach State Park
2. The second scenario, with no TAP funding, is provided because the starting and ending points may not be considered "eligible"
3. To simplify, project components could be funded separately by grant programs
4. For the EPF program, off-road trail Alternatives 1C, 2B, 3A and 3B may be more competitive than the on-road alternatives
5. The Recreational Trails Program funding of up to \$250,000 may also be another source for the off-road trail Alternatives 1C, 2B, 3A and 3B

## Section 3

Section 3's costs are minimal in terms of grant programs and although it is the "last mile or leg" of the trail, the section by itself is not a competitive grant project. Therefore, the options Section 3 could be:

- Recreational Trail Program
- Other funding (Buffalo Billion II, Ralph Wilson Foundation)
- Capital funding from Erie County CDBG funding if area is deemed income eligible
- Capital funding from Erie County and/or NYS DOT and/or NYS Parks