



Proposed Final Master Travel Corridor Unit Management Plan for State Highway Travel Corridors in the Adirondack Park



Final Generic Environmental Impact Statement

**Volume I
May 2019**

Lead Agencies:

**New York State Department of Transportation
50 Wolf Road
Albany, NY 12232**

**New York State Department of Conservation
625 Broadway, 5th Floor
Albany, NY 12233-4254**



**Department of
Transportation**

**Department of
Environmental Conservation**

New York State

Proposed Final Master Travel Corridor Unit Management Plan for State Highway Travel Corridors in the Adirondack Park

Final Generic Environmental Impact Statement
Volume I

May 2019

Lead Agencies:

New York State Department of Transportation
50 Wolf Road
Albany, NY 12232

New York State Department of Conservation
625 Broadway, 5th Floor
Albany, NY 12233-4254



**Department of
Transportation**

**Department of
Environmental Conservation**

***THIS PAGE
INTENTIONALLY
LEFT BLANK***

CONTENTS

[COVER SHEET](#)

[ENVIRONMENTAL FINDING DOCUMENT](#)

[EXECUTIVE SUMMARY](#)

[LIST OF FIGURES](#)

[LIST OF TABLES](#)

[VISION](#)

VOLUME I

<u>SECTION</u>	<u>PAGE</u>
1.0 <u>SECTION 1: INTRODUCTION</u>	1.1
1.1. <u>The Adirondack Park</u>	
1.2. <u>Purpose of Travel Corridor Planning</u>	
1.3. <u>Legal Framework</u>	
1.3.1. <u>Adirondack Forest Preserve</u>	
1.3.1.1. <u>Transportation-Related Constitutional Amendments</u>	
1.3.2. <u>Adirondack Park Agency Act</u>	
1.3.3. <u>Executive Order 150</u>	
1.3.4. <u>Environmental Conservation Law (ECL)</u>	
1.3.4.1. <u>ECL Article 6 – State Smart Growth Public Infrastructure Policy Act</u>	
1.3.4.2. <u>ECL Article 9 – Lands and Forests</u>	
1.3.5. <u>Travel Corridor Unit Management Memorandum of Understanding</u>	
1.3.6. <u>Other Related Regulations</u>	
1.4. <u>General Description of Travel Corridors within the Adirondack Park</u>	
1.4.1. <u>Adirondack Park Travel Corridors</u>	
1.4.2. <u>Blue Line</u>	
1.4.3. <u>Counties and Local Jurisdictions</u>	
1.4.4. <u>State-Private Land Relationships</u>	
1.4.4.1. <u>APA Land Use Area Classification</u>	
1.4.4.2. <u>DEC Land Use Area Classification</u>	
1.4.4.3. <u>Conservation Easements</u>	
1.5. <u>History, Relationship and Guiding Factors</u>	
1.5.1. <u>Travel Corridor Development</u>	
1.5.2. <u>Adirondack Highway Council</u>	
2.0 <u>SECTION 2: TRAVEL CORRIDOR PLANNING PROCESS</u>	2.1
2.1 <u>Agencies</u>	

2.1.1	Missions and Policies of the APA, DOT and DEC	
2.1.2	Agency Programs, Guidelines and Policies	
2.1.2.1	Multi Agency	
2.1.2.2	New York State Department of Transportation (DOT)	
2.1.2.3	New York State Department of Environmental Conservation (DEC)	
2.1.2.4	Adirondack Park Agency (APA) reserved	
2.2	Public Involvement And Stakeholder Partnering	
2.2.1	Public Involvement Strategy	
2.2.2	Forest Preserve Advisory Committee	
2.2.3	Stakeholder Input	
2.2.4	Local Government Events	
2.3	State Environmental Quality Review (SEQR)	
2.3.1	Preferred Alternative - Defined	
2.3.2	Null Alternative - Defined	
2.4	Organization of the Travel Corridor Planning Document	
2.4.1	Master Travel Corridor Document	
2.4.2	Individual TCUMPs	
2.4.3	TCUMP's Key Element of Format	
2.4.3.1	Overview	
2.4.3.2	Format and Consolidation of Information by Topics	
2.4.3.3	Role of Geographic Information Systems (GIS)	
2.4.3.4	Use of Reference Markers	
2.4.3.5	Inventory and Asset Management	
2.5	Summary	
3.0	SECTION 3: TRAVEL CORRIDOR MANAGEMENT, DEVELOPMENT AND COORDINATION	3.1
3.1	Introduction	
3.2	Key Challenges	
3.2.1	DOT	
3.2.2	DEC	
3.2.3	APA	
3.2.4	Counties and Municipalities	
3.3	Related and Supporting Efforts	
3.3.1	Overview	
3.3.2	Section 814 APA (Executive Law Article 27) Review	
3.3.3	Metropolitan Planning Organizations (MPOs)	
3.3.4	DOT Environmental Review Process – NEPA and SEQR	
3.3.5	DOT Environmental Checklist for Maintenance Activities	
3.3.6	Environmental Handbook for Transportation Operations	
3.4	Partnering and Communication	
3.4.1	DOT Adirondack Steering Team (AST)	
3.4.2	Interagency Coordination Meetings.	
3.4.3	Technical Working Groups	

- 3.4.4 [Executive Level Partnering](#)
- 3.4.5 [DOT Operations Meetings](#)
- 3.4.6 [Cross-Agency Training](#)
- 3.4.7 [DOT Adirondack Park and Forest Preserve Manager](#)
- 3.5 [Summary](#)

4.0 **SECTION 4: TRANSPORTATION COMPONENTS OF TRAVEL CORRIDORS**4.1

- 4.1 [Introduction](#)
- 4.2 [Ownership and Control of the Travel Corridor](#)
- 4.3 [Transportation Programs](#)
 - 4.3.1 [Highway Safety Program](#)
 - 4.3.1.1 [Posted Speed Limits](#)
 - 4.3.1.2 [Roadside and Clearing Widths](#)
 - 4.3.1.3 [Falling Rock and Slope Problem Areas](#)
 - 4.3.1.4 [Audible Roadway Delineators](#)
 - 4.3.1.5 [Traffic Calming](#)
 - 4.3.1.6 [Lighting](#)
 - 4.3.2 [Administration of Capital Construction Program](#)
 - 4.3.3 [Operations \(Maintenance\) Program](#)
 - 4.3.3.1 [Residencies, Sub-Residencies and Re-Load Sites](#)
 - 4.3.3.2 [Winter Maintenance – Snow and Ice Control](#)
 - 4.3.3.3 [Snow Plow Turn-Around](#)
 - 4.3.4 [Highway Work Permit Program](#)
 - 4.3.5 [Emergency Response Program](#)
 - 4.3.6 [Integrated Vegetation Management Program](#)
- 4.4 [Transportation Infrastructure in Travel Corridors](#)
 - 4.4.1 [Pavement and Shoulders](#)
 - 4.4.2 [Drainage System](#)
 - 4.4.2.1 [Frost Heaving and Boulder Heaving](#)
 - 4.4.3 [Rest Areas, Safety Parking Areas and Scenic Overlooks](#)
 - 4.4.4 [Bridges](#)
 - 4.4.5 [Culverts](#)
 - 4.4.6 [Fences and Walls](#)
 - 4.4.7 [Barriers \(including Guiderails\)](#)
 - 4.4.8 [Traffic Control Devices](#)
 - 4.4.8.1 [Highway Signs](#)
 - 4.4.8.2 [DEC Sign Regulations](#)
 - 4.4.8.3 [APSLMP Sign Regulations](#)
 - 4.4.9 [Pedestrian Facilities](#)
 - 4.4.10 [Bicycle Facilities](#)
- 4.5 [Corridor Transportation Supporting Elements](#)
 - 4.5.1 [Surplus Material and Disposal](#)
 - 4.5.2 [Borrow Areas](#)
 - 4.5.3 [Staging and Stockpiling Areas](#)

4.6	<u>Selected Design Factors</u>	
	<u>4.6.1 DOT Guidelines for the Adirondack Park (The “Green Book”)</u>	
	<u>4.6.2 Design Speed</u>	
	<u>4.6.3 Design Criteria</u>	
	<u>4.6.4 Traffic Volumes</u>	
	<u>4.6.5 Use of Nonstandard or Nonconforming Features</u>	
5.0	<u>SECTION 5: SOCIAL, ECONOMIC AND ENVIRONMENTAL FACTORS</u>	5.1
5.1	<u>Overview</u>	
5.2	<u>Land Use</u>	
	<u>5.2.1 Local Land Use</u>	
	<u>5.2.2 Comprehensive Plans and Zoning</u>	
5.3	<u>Regional and Related Planning Efforts</u>	
	<u>5.3.1 State Planning</u>	
	<u>5.3.1.1 NYS Smart Growth Public Infrastructure Policy Act (SGPIPA)</u>	
	<u>5.3.1.2 New York State Department of Environmental Conservation (DEC)</u>	
	<u>5.3.1.3 Adirondack Park Agency (APA)</u>	
	<u>5.3.1.4 New York State Department of State (DOS)</u>	
	<u>5.3.1.5 Empire State Development (ESD)</u>	
	<u>5.3.1.6 State University of New York (SUNY) – Environmental Science and Forestry (ESF) Newcomb Campus – Great South Woods (GSW) Project – Outdoor Recreation Enhancement in the Adirondacks.</u>	
	<u>5.3.1.7 Lake Champlain/Adirondack Biosphere</u>	
	<u>5.3.1.8 Metropolitan Planning Organizations (MPOs)</u>	
	<u>5.3.1.9 Regional Economic Development Council</u>	
	<u>5.3.1.10 Development Authority of the North Country (DANC)</u>	
	<u>5.3.1.11 Lake George Park Commission</u>	
	<u>5.3.2 Local Planning</u>	
	<u>5.3.3 Other Organizations and Stakeholder Groups</u>	
5.4	<u>Access to DEC Managed State Lands/Forest Preserve</u>	
5.5	<u>Regional and Local Economies</u>	
5.6	<u>Community Cohesion and Character</u>	
5.7	<u>Social Groups Benefited or Harmed</u>	
	<u>A.1 General Park Demographics</u>	
	<u>A.2 Elderly and/or Disabled Persons or Groups</u>	
	<u>A.3 Transit Dependent</u>	
	<u>A.4 Low Income, Minority and Ethnic Groups (Environmental Justice)</u>	
	<u>A.5 Limited English Proficiency</u>	
	<u>A.6 School Districts and Community Facilities</u>	
	<u>A.6.1 School Districts</u>	
	<u>A.6.2 Community Facilities</u>	

5.8 [Secondary and Cumulative Impacts](#)

5.9 [Visitor Contact Facilities \(Non-DOT\)](#)

5.10 [Adirondack Park Branding](#)

 5.10.1 [Signage and Branding](#)

 5.10.2 [Adirondack Park Gateways](#)

5.11 [Interpretative Signage](#)

5.12 [Physical Features \(Climate, Soils, Hydrology, Geology\)](#)

5.13 [Wetland Systems](#)

5.14 [Surface Water Resources \(Streams and Lakes\)](#)

5.15 [Groundwater Resources \(Aquifers\)](#)

5.16 [Flood Plains and Floodways](#)

5.17 [Coastal Resources/Consistency](#)

5.18 [Stormwater Management](#)

5.19 [Air](#)

5.20 [Threatened and Endangered Species](#)

5.21 [Critical Environmental Areas \(Including Unique Geological Features\)](#)

5.22 [General Ecology and Wildlife Resources](#)

 5.22.1 [Natural Communities within the Park](#)

 5.22.2 [Wildlife Management Areas and Bird Conservation Areas](#)

 5.22.3 [Habitat Connectivity](#)

 5.22.4 [Native Vegetation](#)

 5.22.5 [Invasive Species](#)

 5.22.6 [Management of Nuisance Wildlife Problems](#)

 5.22.6.1 [Beaver Management](#)

5.23 [Agricultural Resources](#)

5.24 [Scenic and Aesthetic Resources](#)

 A.1 [Travel Corridor Aesthetics](#)

 A.2 [Scenic Vistas & Overlooks](#)

 A.3 [Scenic Easements](#)

 A.4 [Other Scenic Resources](#)

5.25 [Historic and Archaeological Resources](#)

5.26 [Open Space and Recreational Resources](#)

 5.26.1 [Recreational Resources](#)

 5.26.2 [Public Access](#)

 5.26.3 [Snowmobile Trail and Infrastructure](#)

5.27 [Scenic Byways](#)

5.28 [Wild, Scenic and Recreational Rivers](#)

5.29 [Energy](#)

5.30 [Noise](#)

5.31 [Contaminated/Hazardous Materials](#)

5.32 [Utilities](#)

6.0 **[SECTION 6: MANAGEMENT ACTIONS](#)**6.1

7.0 **[SECTION 7: IMPLEMENTATION SCHEDULE](#)** 7-1

8.0 **[SECTION 8: DEFINITIONS AND ACRONYMS](#)**..... 8-1

9.0 **[SECTION 9: REFERENCES](#)** 9-1

10.0	SECTION 10: ATTACHMENTS	10-1
	<u>Attachment A: Adirondack High Peaks</u>	
	<u>Attachment B: Towns and Villages of the Adirondack Park (By County)</u>	
	<u>Attachment C: Land Use Classifications within the Adirondack Park (from APA website)</u>	
	<u>Attachment D: Sample Training Description</u>	
	<u>Attachment E: Selected Asset Management Inventories and Data Dictionaries</u>	
	<u>Attachment F: Process for Coordinating Maintenance Activities within the Adirondack Park</u>	
	<u>Attachment G: State Highway as Main Street</u>	
	<u>Attachment H: Milling Guidance Letter</u>	
	<u>Attachment I: Smart Growth Attestation</u>	
	<u>Attachment J: Working List of Organizations and Stakeholder Groups (updated as needed)</u>	
	<u>Attachment K: Public Transportation in the Adirondack Park</u>	
	<u>Attachment L: Adirondack Park Economic Profile</u>	
	<u>Attachment M: Adirondack Park Community/Hamlet SURVEY</u>	
	<u>Attachment N: Designated Inland Waterways in the Adirondack Park</u>	
	<u>Attachment O: New York State Department of State Coastal Assessment Form</u>	
	<u>Attachment P: Threatened and Endangered Species in the Adirondack Region</u>	
	<u>Attachment Q: Natural and Upland/Terrestrial Plant Communities in Adirondack Park</u>	
	<u>Attachment R: Natural Wetland/Aquatic Plant Communities in Adirondack Park</u>	

VOLUME II : APPENDICES

TCUMP for Route 3 - Reserved
 TCUMP for Route 8 - Reserved
 TCUMP for Route 9 - Reserved
 TCUMP for Route 9N- Reserved
 TCUMP for Route 10- Reserved
 TCUMP for Route 22- Reserved
 TCUMP for Route 28 - Reserved
 TCUMP for Route 28N- Reserved
 TCUMP for Route 30- Reserved
 TCUMP for Route 58- Reserved
 TCUMP for Route 73- Reserved
 TCUMP for Route 74- Reserved
 TCUMP for Route 86- Reserved
 TCUMP for Route 374- Reserved
 TCUMP for Route 458- Reserved
 TCUMP for Route 910K- Reserved
 TCUMP for Route 915P- Reserved
 TCUMP for Route 917A- Reserved
 TCUMP for Route 920H- Reserved
 TCUMP for Interstate 87- Reserved

COVER SHEET
PROPOSED FINAL MASTER TRAVEL CORRIDOR UNIT
MANAGEMENT PLAN – VOLUME I
AND SEQR ENVIRONMENTAL DOCUMENTATION

Adirondack Park state highway travel corridors unit management plans are contained in two (2) volumes.

Volume I is a proposed final master plan. It contains an overview and describes the environmental setting, goals, policies, and management criteria that are universally applied and characteristic to all Adirondack Park state highway travel corridors. Volume II will be composed of individual state highway travel corridor unit management plans. These plans will include specific management objectives and inventories of physical, biological, and manmade features unique to each state highway travel corridor. Attachments, including references and supporting data are included in Volume I.

State highway Travel Corridor Unit Management Plans (TCUMP) are prepared by the New York State Department of Transportation (DOT). Individual corridor unit management plans (Volume II) cover a five (5) year management period. TCUMPs are completed in accordance with management guidelines and criteria set forth in the Adirondack Park State Land Master Plan (APSLMP). This process includes consultation with the Adirondack Park Agency (APA).

Contributors to the Master TCUMP and SEQR Environmental Documentation include: the Department of Environmental Conservation (DEC), _____. Consultation, review, and suggestions were received from the Adirondack Park Agency.

Public hearings of the draft unit management plan and draft SEQR Environmental Documentation were held _____.

ENVIRONMENTAL FINDING DOCUMENT

RESERVED

EXECUTIVE SUMMARY

The *Adirondack Park State Land Master Plan* (APSLMP) has identified twenty-eight (28) state highway travel corridors within the Adirondack Park. Travel corridors are one of nine basic state land classifications laid out in the APSLMP. State highway travel corridors (within the Park) are described in the APSLMP as,

“...that strip of land constituting the roadbed and right-of-way for state and interstate highways in the Adirondack Park, the Remsen to Lake Placid railroad right-of-way, and those state lands immediately adjacent to and visible from these facilities.”

And while this definition focuses on state lands (which are *both* immediately adjacent to and visible from these facilities) the TCUMPs will also consider but not be limited to:

- Transportation activities which could affect adjacent non-state properties
- Development of partnerships with adjacent property owners that would facilitate the realization of the intent of the APSLMP (maintenance of a park-like¹ character, etc.)
- Physical characteristics of the Park setting
- Carrying capacity and management objectives for adjacent lands open to the public
- Characteristics or considerations that do not easily correlate with jurisdictional boundaries (e.g. invasive species)

In keeping with the above referenced state land master plan and charge under Environmental Conservation Law, NYS Department of Transportation (DOT) and NYS Department of Environmental Conservation (DEC) with the assistance of Adirondack Park Agency (APA) have established objectives for the projected management of the state highway travel corridors. The primary goal of state highway travel corridor planning is to coordinate and integrate the planning and programming responsibilities of the state agencies who share statutory responsibility for state highway travel corridors within the Adirondack Park.

Adirondack Park travel corridor unit management plans are contained in two (2) volumes. Volume I is a proposed final master plan. It contains an overview and describes the environmental setting, goals, policies, and management criteria that are universally applied and characteristic to all Adirondack Park travel corridors. Volume II will be composed of individual travel corridor unit management plans. These plans will include specific management objectives and inventories of physical, biological, and manmade features unique to each travel corridor. The Master TCUMP lays out a plan to address issues and potential obstacles, from an integrated Transportation point of view. Travel corridor planning employs a “park-wide approach” to define each corridor’s unique and relevant attributes; builds a common dialogue; provides continuity; focuses resources and sets priorities to achieve contextually appropriate solutions to transportation infrastructure needs.

¹ Adirondack Park State Land Master Plan (APSLMP, 2016).

The Master TCUMP (Volume I) summarizes not only the history and background of Travel Corridors in the Park, but more important, provides concepts, guidelines and directives that achieve and maintain the park-like atmosphere that compliments the total Adirondack experience on state lands within the state highway travel corridors.

No physical construction projects are included in the Master TCUMP. Federal and state regulations require DOT to address transportation needs in both a Comprehensive Statewide Transportation Master Plan and in a State Transportation Improvement Program (STIP). The Comprehensive Statewide Transportation Master Plan serves as the federally recognized, long range transportation plan for the State of New York pursuant to federal law and in accordance with state transportation law.

This proposed final Master plan outlines park-wide goals, strategies, objectives, policies, guidelines and best management practices to enable the development of route-specific corridor plans. In addition the Master TCUMP identifies gaps in knowledge and recommends that training programs be developed for state agencies personnel. The recommendations also identify gaps in asset management, specific Adirondack Park guidance, and Best Management Practices. Topics in the Master plan are discussed on a park-wide basis. Where appropriate, implications for individual TCUMPs are presented. The goal is a consistent planning approach, with strategic implementation based on a sound understanding of the depth and breadth of the issues.

Section 7 *Implementation* proposes specific SEQR actions which are the outcome of this unit management planning process. These specific SEQR actions were selected from the corridor management actions identified across numerous topics, and are contingent upon sufficient resources and available funding.

The Master TCUMP is an overall presentation of what a TCUMP is relative to the APSLMP and defines the elements to be included. It also provides a template for individual state highways' TCUMP development.

The following provides a context as to how the TCUMP interacts with other state agencies policies, guidelines and standards.

- Master TCUMP for state highways is a multi-corridor planning document (10,000 foot level)
- Individual TCUMP's based upon a variety of functional transportation needs and environmental ecosystems for a specific state highway corridor. (1,000 foot level)
- The "Green book"² standards and details for work within the Adirondack Park (100 foot level)
- Operations plans and handbook, Highway Design Manual, Construction handbook and manual and other Agency guidance or instructional documents (10 foot level)

² New York State Guidelines for the Adirondack Park

There are many components to a transportation system; this section discusses those components relevant to the TCUMP process (transportation programs, infrastructure and elements). For each component, an overview is given and park-wide corridor management objectives and actions are presented. The intent is to limit redundancy and address “global” applications. This allows individual TCUMPs to implement global objectives and strategies in specific corridors as well as to address unique aspects of those corridors.

In contrast to Unit Management Plans for predominantly natural areas, state highway travel corridors are primarily working landscapes with substantial built components. They require more intense management practices to support a safe, modern, well-functioning transportation system. The linear nature of state highway travel corridors creates unique challenges including:

- Widely varied landscapes (both natural and socio-economic)
- Direct and indirect relationships to surrounding land uses
- A patchwork of public and private lands
- Several federal, state and local agencies with jurisdiction and mandates
- The complexity of inventory/assessment of the natural and physical resources, which may be different than non-transportation UMPs
- Relationship/interaction with the eight previously described classifications (see Section 1.3.5 in this document)
- Program-level considerations that influence the state highway travel corridors (e.g.: CARDS – Centerline Audible Roadway Detection Systems)

In this document, “components” are analogous to “resources” in “traditional” Unit Management Plans. “Components” include transportation programs and design elements which affect the overall corridor management planning process. Programs are important, as they set policy, standards and guidance for application park-wide.

DOT policy is that public involvement is an integral part of the project development process. Obtaining input from the full range of stakeholders affected by actions and using that input in the transportation decision-making process is fundamental to the way DOT operates.³ As a result, all travel corridor unit management plans include a public comment period and meaningful public involvement. However, some topics require a focused effort and a collaborative problem-solving approach because they are complex, multi-jurisdictional and/or have dedicated stakeholder groups (e.g. New York Bicycling Coalition, ANCA, Adirondack Recreational Trail Advocates, etc.). The recommendations summary table indicates which topics are earmarked for targeted public involvement.

A full Environmental Assessment Form has been completed, indicating that no proposed action will have an adverse environmental impact. All management activities will comply with state policies, Environmental Conservation Law, rules and regulations and guidelines and will be consistent with Article XIV of the New York State Constitution.

³ NYSDOT Public Involvement Manual.

The preferred alternative is comprised of the specific Corridor Management Actions plus the information provided in Table 6.1 - List of Actions.

VISION

New York State Agencies, through their collaborative efforts, will strive to sustain the integrity of the Adirondack Park as a world class natural resource. Understanding that transportation is a key component of the park experience, NYS Agencies will demonstrate leadership and ensure the incorporation of sustainable practices that benefit stakeholders, while satisfying safety and functional requirements. From conception to completion, all transportation activities will consider the direct and indirect influences on the Adirondack Park's natural, built and social environment.

The vision statement was informed by:

- Missions and policies of the APA, DOT, DEC and other state and local agencies
- View points of stakeholders, such as travelers, residents, and communities
- Historic and contemporary Park guidance, including:
 - *Adirondack Park State Land Master Plan, 2016 version (APSLMP)*
 - *Development in the Adirondack Park: An Advisory Publication for the Design and Review of Projects in the Adirondack Park, revised 2013 (DAP)*
 - *Development in the Adirondack Park: Objectives and Guidelines for Planning and Review, 1977-1991* (hereafter referred to as the “Development in the AP”)
 - *Memorandum of Understanding Between the Department of Transportation, The Department of Environmental Conservation and the Adirondack Park Agency Concerning the Development and Implementation of Travel Corridor Unit Management Plans Pursuant to The Adirondack Park State Land Master Plan, 2009 (MOU)*
 - *New York State Department of Transportation Guidelines for the Adirondack Park, 2009 (Green Book)*
 - *The Adirondack Park Agency Act (Article 27, NYS Executive Law (the Act)).*

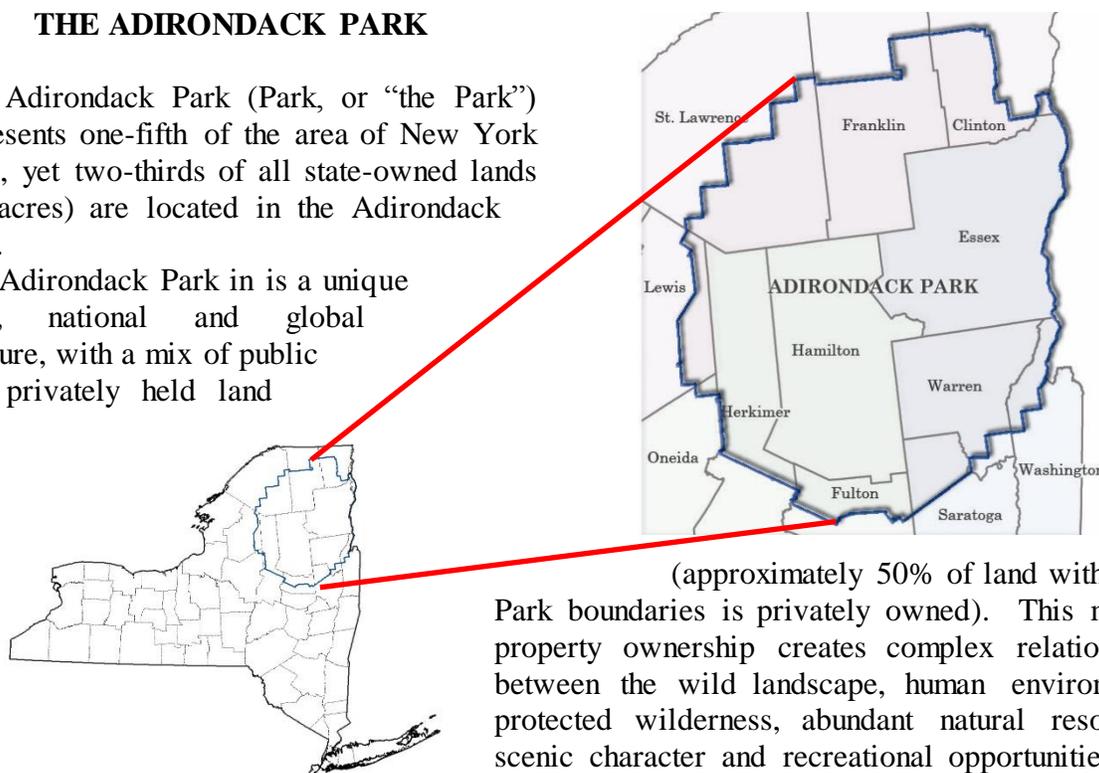
SECTION 1 – INTRODUCTION

1.1 THE ADIRONDACK PARK

The Adirondack Park (Park, or “the Park”) represents one-fifth of the area of New York State, yet two-thirds of all state-owned lands (by acres) are located in the Adirondack Park.

The Adirondack Park in is a unique state, national and global treasure, with a mix of public and privately held land

Figure 1.1 Location of Adirondack Park in NYS



(approximately 50% of land within the Park boundaries is privately owned). This mix of property ownership creates complex relationships between the wild landscape, human environment, protected wilderness, abundant natural resources, scenic character and recreational opportunities that support the Park’s tourism based economy.

It is by far the largest state park in the nation, covering over 6 million acres. The Park includes all or portions of twelve counties, and more than 1,000 miles (2,400 lane miles) of state highway. Within the Park’s boundaries, there are more than 40 state-operated campgrounds, 2,000 miles of hiking trails, hundreds of miles of canoe routes, 46 high peaks ([Attachment A](#)). The Park is also home to Lake Placid, host to both the 1932 and 1980 Winter Olympics.

Transportation has played a large role in the Adirondack’s bold and colorful history. Trails, waterways, rail and roads have helped shape the Park, and will continue to do so long into the future.

It is not overstated to say that a safe and efficient transportation network is the lifeblood of the Park’s economy. That economy is tourism based (to a very large degree). Adirondack travel corridors may be low volume roads but are of major statewide and regional recreational importance. The Park has an estimated year-round population of over 130,000 people. But each year an estimated 3.5 million travelers visit the Adirondack Park. Travel and tourism support over 25,000 jobs. Park visitors contribute \$1.25 billion annually to local economies. To underscore the potential strength of this tourist based economy, it has been determined that 83.8 million people reside within a one-day drive of the Adirondack Park, representing approximately 25% of the combined US and Canadian population.

1.2 PURPOSE OF TRAVEL CORRIDOR PLANNING

Travel corridor planning coordinates and integrates the planning and programming responsibilities of the state agencies who share statutory responsibility for state highway travel corridors within the Adirondack Park. The TCUMPs will conform, but are not limited, to the guidelines and criteria in the Adirondack Park State Land Master Plan (APSLMP) for the management and use of travel corridors. When it is in the best interest of New York State residents, additional elements, consistent with the APSLMP criteria, will be incorporated into TCUMPs. The goal of all TCUMPs is to develop concepts, guidelines and directives that achieve and maintain the park-like⁴ atmosphere that complements the total Adirondack experience, on state lands within the travel corridors. Travel corridor planning employs a “park-wide approach”; builds a common dialogue; provides continuity; defines each corridor’s unique and relevant attributes; focuses resources and sets priorities to achieve contextually appropriate solutions to transportation infrastructure needs.

1.3 LEGAL FRAMEWORK

1.3.1 Adirondack Forest Preserve

In 1894, a State Constitutional Convention approved a new Article VII (now XIV), bringing New York's Forest Preserve lands under the State's highest level of protection. This proposal, combined with other amendments from the Convention, was approved by the people at the 1894 General Election and became effective on January 1, 1895. Article XIV states:

“The lands of the State, now owned or hereafter acquired, constituting the Forest Preserve as now fixed by law, shall be forever kept as wild forest lands. They shall not be leased, sold, or exchanged, or be taken by any corporation, public, or private, nor should the timber thereon be sold, removed, or destroyed. Nothing herein contained shall prevent the State from constructing, completing and maintaining any highway heretofore specifically authorized by constitutional amendment, nor from constructing and maintaining to federal standards federal aid interstate highway...”

Protected by Article XIV of the New York State Constitution, the Adirondack Park Forest Preserve lands are defined as public lands in the Adirondack Park within "forest preserve counties" as defined by the New York State Legislature.

⁴ Adirondack Park State Land Master Plan (APSLMP, 2016).

1.3.1.1 Transportation-Related Constitutional Amendments

- State Highway 1100 Indian Lake-County Line County Line Highway (right to build a road) (1915). Amendment to Article VII Section 7 of the NY Constitution. The language of this amendment was not incorporated into Article XIV. The work including widening and straightening of the existing road.
- Route 28 (and others) Old Forge to Saranac Lake (right to build a road) (1920). A constitutional amendment (Article VII, Section 7) that authorized the construction of a state highway through the Adirondack Forest Preserve from Old Forge to Saranac Lake. State lands affected by the improvements included a widened section at the State Fish Hatchery on Beaver Creek. The roadway, completed in 1929, was constructed between Saranac Lake and Old Forge and ran through Blue Mountain and Raquette Lake. It extended an existing road that ended at Seventh Lake. The current roadway footprint circles around Seventh and Eighth Lakes.
- Chapter 18, Laws of 1921. Approval of the Hewitt Commission map, which called for the completion of eight continuous east-west routes and 21 north-south routes across the State, including the eventual courses of Route 28, Route 30 and Route 3, which passed through the Adirondack Park.
- Chapter 401, Laws of 1921. Authorized the Commission of Highways to occupy a right-of-way over state lands in the Forest Preserve to make the Forest Preserve more accessible for recreation and to control forest fires.
- Chapter 275, Laws of 1924. Authorized the Commission of Highways to occupy a right-of-way over state lands in the Forest Preserve, to construct, maintain or reconstruct state and county highways which have heretofore been improved, or which may hereafter be designated by law.
- Highway Land Bank (1957). A 1956 constitutional amendment to Article XIV permitting small changes to accommodate roadway improvements to “*eliminate the hazards of dangerous curves and grades...*”. The initial “bank” included “*no more than...*” 400 acres of Forest Preserve land and restricted roadway re-alignment to “*no single relocated portion of any highway shall exceed one mile in length.*”

To use the bank, DOT must first propose a specific change to the roadway infrastructure along with the needed “withdrawals” (acreage) from the Land Bank. DEC can accept, reject or revise DOT’s proposal. Currently, the Land Bank contains 143 acres. The amendment is limited because it doesn’t allow for the reconfiguration of existing roadside utilities (electric, water, telephone, etc), which is often required when roadway footprints are adjusted.

- Land bank for Adirondack Northway (I-87) (1960). Modeled on the 1957 Highway Land Bank, a 1960 Land Bank was established for the construction of the Adirondack Northway (I-87). The amendment allowed a federal aid interstate highway to be constructed and maintained to federal standards. The total land allotment for the Adirondack Northway was three hundred acres of state forest preserve land; currently, the Adirondack Northway Land Bank contains 7 acres.

1.3.2 **Adirondack Park Agency Act**

The basic purpose of New York State Executive Law, Article 27 (1971), known as the Adirondack Park Agency Act, is to insure optimum overall conservation, protection, preservation, development and use of the unique scenic aesthetic, wildlife, recreational, open space, historic, ecological and natural resources of the Adirondack Park and to focus the responsibility for developing long-range Park policy in a forum reflecting statewide concern.

Section 803 of the Act created the APA. Subsequent sections of the Act (§804.9) gave the APA authority to adopt, amend and repeal rules and regulations necessary to administer the article. The APA Act also authorized (§805) the creation of the Adirondack Park Land Use and Development Plan to guide private land use planning and development throughout the entire area of the Adirondack Park.

Section 814 - State agencies intending to undertake any new land use or development within the Park shall give due regard to the provisions of the plan and the shoreline restrictions and shall file a notice of such intent with APA. Such notice shall be filed at the earliest time practicable in the planning of such project.

Section 816, formerly Section 807 of the Act directed APA to submit, for approval by the Governor, a master plan for the management of state lands in the Park. The master plan, was developed by APA in consultation with the DEC and classified the [state] lands according to the capacity to withstand use and provided guidelines and criteria for their management. The Adirondack Park State Land Master Plan (APSLMP) has the force and effect of law.

Section 816 also authorized DEC, in consultation with APA, to develop individual unit management plans (UMPs) for state-owned lands of the Park. Individual unit plans cannot amend the APSLMP, but instead provide a level of detail that cannot be addressed in a master planning document. The administration and management of the UMPs are conducted with input and coordination from both APA and DEC.

1.3.3 **Executive Order 150**

Executive Order 150, first issued in 1991, states any new land use and development by State agencies within the Adirondack Park pursuant to section 814 of the Executive Law 27 will be consistent with the Adirondack Park Land Use and Development Plan, and will not have an undue adverse impact upon the resources of the Adirondack Park or the shorelines pursuant to Section 806. Adirondack Park Agency 814 review is advisory. However, Executive Order 150 further states that state agencies within the Park have no less an obligation to protect the resources of the Park than do private persons and should undergo the same level of APA review as is demanded of private developers. Executive Order 150 has been in effect continuously since its adoption in 1991 and was continued by Governor Andrew M. Cuomo in 2011 as part of Executive Order No. 2.

1.3.4 **Environmental Conservation Law (ECL)**

New York State's environmental policy law was created to conserve, improve and protect the state's natural resources and environment. Its provisions include the creation of the DEC (Article 3), the State's smart growth policy (Article 6), the State's Environmental Quality Review Act (Article 8), lands and forest provisions (Article 9), fish and wildlife protection (Article 11), protection of (fresh and salt) water resources (Articles 13 – 15), flood control (Article 16), water pollution control (Article 17), air pollution control (Article 19), wetland, both freshwater and tidal, protection (Articles 24 and 25), waste management (Article 27), hazardous substances (Article 37), Lake George Park Commission (Article 43), conservation easements (Article 49), tree conservation and urban forestry (Article 53), environmental protection act (Article 54) and sole source aquifer protection (Article 55). The following is a brief description of some key sections from the NYS ECL.

1.3.4.1 ECL Article 6 - State Smart Growth Public Infrastructure Policy Act

The purpose of the act is to segment the state's environmental policy by declaring a fiscally prudent state policy of maximizing the social, economic and environmental benefits from public infrastructure development through minimizing the unnecessary costs of sprawl development.

1.3.4.2 ECL Article 9 Lands and Forests

ECL Article 9 gives the DEC broad authority to establish, acquire, control and manage property within the State, including the Adirondack Park (§9-0105). The law also forever reserves and maintains all state-owned land in the Adirondack Park for the free use of all people (§9-0301) and restricts the use of advertising signs within Park boundaries (§9-0305). Other significant sections in ELC Article 9 include Title 17 New York Invasive Species Council (§9-1701 – 1709) which restricts the sale, purchase, possession, propagation, introduction, importation, transport and disposal of invasive species.

1.3.5 **Travel Corridor Unit Management Memorandum of Understanding**

The Travel Corridor Unit Management Memorandum of Understanding (MOU) is a 2009 joint agreement, between the DOT, DEC and APA regarding the development and implementation of TCUMPs in the Adirondack Park. The document calls for a “coordinated state government program for the Adirondack Park”, outlines five (5) goals and eleven (11) commitments for TCUMPs. The MOU makes the DOT the lead agency in the development of TCUMPs and directs the document’s content. The MOU guidance contains the principle components of a TCUMP (as described in Appendix I, “Travel Corridor Unit Management Plan” of the MOU), including the development of a vision, goals and objectives, and is used when developing individual corridor plans, as well as during the development of the Master TCUMP document.

1.3.6 **Other Related Laws and Regulations**

A. **National Environmental Policy Act of 1969 (NEPA) (42 USC §4321 through §4370(f))**

NEPA is a United States environmental law that established national policy promoting the enhancement of the environment and also established the President's Council on Environmental Quality (CEQ). NEPA sets up procedural requirements for all federal government agencies to prepare environmental assessments (EAs) and environmental impact statements (EISs). NEPA's procedural requirements apply to all federal agencies in the executive branch.

B. **State Environmental Quality Review Act (SEQRA) ECL Article 8)**

New York's State Environmental Quality Review Act (SEQRA) requires all state and local government agencies to consider environmental impacts equally with social and economic factors during discretionary decision-making. This means these agencies must assess the environmental significance of all actions they have discretion to approve, fund or directly undertake. SEQRA requires the agencies to balance the environmental impacts with social and economic factors when deciding to approve or undertake an "Action".

The regulations for implementing SEQRA, applicable statewide, are found in 6 NYCRR Part 617 (“SEQR” or “the statewide regulations”). Implementing regulations necessary for DOT to implement SEQRA were subsequently issued under 17 NYCRR Part 15. These DOT regulations are no less protective of environmental values, public participation and agency and judicial review than the regulations under the statewide regulations. The Master TCUMP, however, is being progressed under the statewide regulations.

C. **The New York State Freshwater Wetlands Act (ECL Article 24 and 6 NYCRR Parts 662-665)**

Under Article 24, permits are required for certain regulated activities within mapped freshwater wetlands and their 100-foot adjacent areas. Those activities include dredging, filling or draining wetlands; erecting structures; building roads; and clear-cutting vegetation on more than 3 acres.

D. The New York State Wild, Scenic, and Recreational Rivers System Act (Title 27 of Article 15 of the Environmental Conservation Law and implementing regulations 6 NYCRR Part 666)

This law regulates the use of the rivers and their immediate environs to preserve their free-flowing condition and protect them for the benefit and enjoyment of present and future generations. DEC regulates land use and development within all designated river areas in New York State and within state-owned/public lands in the Adirondack Park. APA administers the WSRRA for designated river areas involving private lands. River areas designated as “Study” pursuant to the WSRRA are also designated as Critical Environmental Areas according to the APA Act.

E. Coastal Zone Management Act (16 USC §§ 1451-1464)

The Coastal Zone Management Act (CZMA) established the national policy to preserve, protect, develop and, where possible, to restore or enhance the resources of the Nation’s coastal zone. The CZMA requires that Federal agency activities affecting any land or water use of the coastal zone must be consistent to the maximum extent practicable with approved state management programs. In New York State, Coastal Zones are managed by the Department of State (DOS).

F. Waterfront Revitalization of Coastal Areas (NYS Executive Law, Article 42, §§910 – 922)

State law that protects coastal areas and inland waterways by requiring a coordinated and comprehensive policy and planning for preservation, enhancement, protection, development and use of the state’s coastal and inland waterway resources. Under the law, local governments are able to submit a local waterfront revitalization program (LWRP) for the purpose of revitalizing waterfronts within their jurisdiction. Actions undertaken by state agencies are required to be consistent with the policies of the coastal area, inland waterways and accepted LWRP(s).

G. New York State Scenic By-way Program (NYS Highway Law, Article 12-C §§349-AA- 349-DD)

This law designates portions of the state highway system notable for their scenic, historic, recreational, cultural and archeological value as scenic byways. The scenic byway program was created to enhance recreation, preserve and protect scenic, historic, recreational cultural and archeological resources, encourage economic development through tourism, improve the transportation system and education residents and visitors of the history and culture of New York State. Roadways designated as scenic byways are managed according to a Corridor Management Plan (CMP). to protect their intrinsic qualities and to encourage economic development. Toward that end, the scenic byway program is eligible for additional funding to make a number of improvements that include the construction of pedestrian, bicycle, rest area, highway shoulder, overlooks and interpretative facilities.

H. **NYS Snowmobiling Laws**

New York State has a variety of snowmobiling laws that include user regulations and trail development and maintenance. The following is a list of NYS snowmobile regulations:

- State Finance Law Article 6 – Snowmobile trail development and maintenance fund
- Railroad Law §83-A – Operation of motor vehicles, snowmobiles, recreational vehicles and riding of animals on railroad property
- Vehicle and Traffic Law Article 47 – Registration of Snowmobiles
- Environmental Conservation Law §9-0105 (7-a)
- Parks, Recreation and Historic Preservation Articles 21, 25 and 27
- Insurance Law §2336-a

I. **NYS Invasive Species Laws and Regulations (ECL, AGM, PBH and SWC; 6NYCRR)**

NYS laws regarding invasive species are contained in the ECL (Articles 3, 9 and 11), NY Agriculture and Markets Law (Articles 9, 11 and 14), NY Public Health Law (Article 32) and Soil and Water Conservation Law (Articles 1 – 3). NYS regulations regarding invasive species are found in 1 NYCRR, 10 NYCRR and throughout 6 NYCRR, with the main regulations found in Subchapter C Invasive Species Parts 575 Prohibited and Regulated Invasive Species and 576 Aquatic Invasive Species Spread Prevention.

J. **Miscellaneous Federal and State Regulations**

The following federal (Code of Federal Regulations – CFR) and state (New York State Rules and Regulations – NYCRR) regulations are referenced in the text:

- 29 CFR Part 1910 - Occupational Safety and Health Standards (OSHA)
- 29 CFR Part 1926 - Safety and Health Regulations for Construction
- 12 NYCRR Part 56 - Asbestos
- 40 CFR – Protection of the Environment; Chapter I Environmental Protection Agency
 - Subchapter C Air Programs; Part 61; Subpart M - National Emission Standards for Asbestos
 - Subchapter I Solid Waste; Parts 239 – 283
 - Subchapter J Superfund, Emergency Planning and Community Right to Know Programs (CERCLA)
 - Subchapter R – Toxic Substances Control Act (TSCA)
- 42 CFR 6901 – Resource Conservation and Recovery Act (RCRA) (Subtitle I includes bulk storage regulations)
- 6 NYCRR Parts 612, 613, 614 and Parts 596 through 599

K. **MOU between NYSDOT and the Lake George Park Commission**

A 1997 agreement between DOT and the Lake George Park Commission implementing improved storm-water management objectives for the watershed.

L. MOA – Establishing Lake George Watershed Conference

A 2001 agreement between local governments and state agencies for furthering protection to water quality in the Lake George watershed, including Warren, Essex and Washington counties.

1.4 GENERAL DESCRIPTION OF TRAVEL CORRIDORS WITHIN THE ADIRONDACK PARK

1.4.1 Adirondack Park Travel Corridors

Travel corridors are one of nine basic state land classifications. The Act mandated the development of state land classification categories, which are classified according to “*their characteristics and capacity to withstand use.*”

The APSLMP describes travel corridors (within the Park) as,

“...that strip of land constituting the roadbed and right-of-way for state and interstate highways in the Adirondack Park, the Remsen to Lake Placid railroad right-of-way, and those state lands immediately adjacent to and visible from these facilities.”

And while this definition focuses on state lands (which are *both* immediately adjacent to and visible from these facilities) the TCUMPs will also consider but not be limited to:

- Transportation activities which could affect adjacent non-state properties
- Development of partnerships with adjacent property owners that would facilitate the realization of the intent of the APSLMP (maintenance of a park-like character, etc.)
- Physical characteristics of the Park setting
- Carrying capacity and management objectives for adjacent lands open to the public
- Characteristics or considerations that do not easily correlate with jurisdictional boundaries (e.g. invasive species)

The APSLMP has identified twenty-eight (28) travel corridors within the Adirondack Park;

Table 1.1 Highway Travel Corridors in the Adirondack Park

Route	Terminal	Approx. Mileage
I-87	Northern Park Boundary to Southern Park Boundary	91
3	Western Park Boundary to Northeastern Park Boundary	107(a)
8	Southwest Park Boundary to Hague	109
9	Northern Park Boundary to Southern Park Boundary	92(b)
9L	Southeastern Park Boundary to Route 9	13
9N	Southern Park Boundary to Keesville	124
10	Southern Park Boundary to Route 8	23
22	Northern Park Boundary to Southern Park Boundary	76(c)
28	Southwestern Park Boundary to Route 9	100(d)
28N	Blue Mountain Lake to North Creek	47(e)
29A	Southern Park Boundary to Southwestern Park Boundary	18(f)
30	Northern Park Boundary to Southern Park Boundary	151(g)

Table 1.1 Highway Travel Corridors in the Adirondack Park

Route	Terminal	Approx. Mileage
56	Northern Park Boundary to Sevey	15
58	Western Park Boundary to Fine	5
458	Northern Park Boundary to Route 30	20
73	Route 9 to Route 86	26(h)
74	Route 9 to Lake Champlain	30
86	Jay to Route 30	34
149	Southern Park Boundary to Southeastern Park Boundary	5
186	Route 86 to Route 30 at Lake Clear	4
192A	Route 192 to Route 86	2
287	Western Park Boundary to Route 8	6
373	Port Kent to Route 9	3
374	Northern Park Boundary to Dannemora	27
418	Warrensburg to Thurman	3
421	Horseshoe Lake to Route 30	6
431	Wilmington to Whiteface Summit	8
185	Crown Point Bridge to Route 22	4
	Subtotal	1165
	Minus dual designations	87
	Total	1078

SECTION 6 – MANAGEMENT ACTIONS

The outcome of the Master TCUMP is a series of actions to support the overall Vision:

New York State Agencies, thru their collaborative efforts, will strive to sustain the integrity of the Adirondack Park as a world class natural resource. Understanding that transportation is a key component of the park experience, we will demonstrate leadership and ensure the incorporation of sustainable practices that benefit stakeholders, while satisfying functional requirements. From conception to completion, all transportation activities will consider the direct and indirect influences on the Adirondack Park's natural, built and social environment.

Topic-specific corridor management actions and alternatives discussions appear throughout the preceding sections. Some corridor management actions, however, recur across multiple topics including:

- Develop and deliver training
- Expand and refine Park-specific guidance
- Coordinate permits/ activities across jurisdictional boundaries
- Task Technical Work Groups with defining needs, identifying opportunities, and formulating strategies
- Maintain scenic and park-like character
- Build, refine and maintain asset management databases
- Identify Locations for Further Study
- Identify topics which require specific public outreach
- Coordinate Activities with Adjacent Land Uses
- Apply and/or develop BMPs
- Develop Libraries of Treatments
- Develop Decision Trees

The connection between these actions and select topics from Sections 3, 4 and 5 is summarized in Table 6.1. Recurring actions are shown as column headings, and topic sections as row headings. A checkmark indicates that the action applies to that topic. Column headings that reference Section text are linked. The remaining actions (without links) are described below along with an alternatives discussion. This discussion supplements alternatives discussions in preceding sections.

DEVELOP AND DELIVER TRAINING

See 3.4.6 for text.

Alternatives Discussion -

The null alternative continues to provide essential training for agency staff who work in the Park.

The preferred alternative expands training opportunities under all topics identified in Table 6.1.

EXPAND AND REFINE PARK-SPECIFIC GUIDANCE

Agencies, municipalities (including hamlets and villages) and others with a stake in the Adirondack Park maintain and follow various guidance documents. The extent to which these documents are tailored to meet the Park's needs vary. Some are exclusively applicable; others were written with broader mandate that may or may not have been adapted to address specific Park needs. A check in the "Park-Specific Guidance" column in the table below indicates one of the following conditions:

- Updates are needed to existing guidance,
- Adirondack-specific information is needed for an existing guidance, or
- New guidance documents are needed.

As guidance documents are revised or developed, authors should be mindful of related documents and cross-reference them to minimize duplication.

Alternatives Discussion

The null alternative maintains existing guidance documents including, but not limited to; The Green Book; DOT Context Sensitive Solutions; DOT TEM, DOT HDM; AASHTO's Flexibility in Highway Design; and the Complete Streets Act. Each document contains guidance that provides safe, efficient and environmentally sound travel corridors. However, except for the Green Book, none are tailored to meet specific Park needs or conditions. The null alternative doesn't address the unique needs and context of the Adirondack Park.

The preferred alternative makes provision for new and updated Adirondack-specific guidance (even the Green Book could benefit from expansion and refinement). The preferred alternative recognizes the Adirondack Park's unique character and provides appropriate, contextually sensitive technical guidance for travel corridors. It also ensures that relevant guidance is cross-referenced to work in tandem with higher efficiency and minimum duplication.

Both alternatives provide safety measures and protect the environment, however the preferred alternative is more protective of park-like character.

COORDINATE PERMITS/ APPROVALS ACROSS JURISDICTIONAL BOUNDARIES

Engage all agencies with jurisdiction (whether or not included in the Green Book) to:

- align permitting processes with the Master TCUMP's vision for State Highway Travel Corridors,
- coordinate permit reviews, and
- seek process improvements (streamlining)

while still meeting the permitting/approving entities' goals and ensuring sound environmental protection.

Alternatives Discussion

The null alternative continues the same permitting processes; activities are coordinated on a case-by-case basis.

The preferred alternative ensures that permitting processes across all agencies are aligned with each other and the Master TCUMP's vision and seeks process improvements (streamlining).

TECHNICAL WORK GROUPS

See 3.4.3 for text

Alternatives Discussion

The null alternative continues to use TWGs on a limited range of topics.

The preferred alternative would expand the use of TWGs and task them with defining corridor management objectives, identifying corridor management actions, and formulating strategies, as appropriate, for the topics indicated in Table 6.1.

MAINTAIN SCENIC AND PARK-LIKE CHARACTER

Topics checked under the action column "Scenic and Park-like Character" have corridor management actions that may have an effect on park-like character. Measures to achieve and maintain park-like character need to be evaluated and incorporated into that topic's corridor management actions.

Alternatives Discussion

The null alternative continues to ensure that scenic and park-like character is protected on a case-by-case basis.

The preferred alternative effectively allocates resources by evaluating and incorporating measures to maintain, protect and enhance park-like character holistically and applying these measures consistently across an entire travel corridor.

BUILD, REFINE AND MAINTAIN ASSET MANAGEMENT DATABASES

See text in section 2.4.3.5

Corridor Management Objectives

- Improve asset management for travel corridors in the Adirondack Park

Corridor Management Actions

- Define asset management needs, opportunities, recommendations and strategies for the various topic areas
 - Develop data dictionaries for Park topic areas that include information such as scenic qualities, access needs, snowmobiling considerations, signage recommendations, habitat connectivity, and other areas identified through outreach and input
 - Develop stand-alone assessment forms, where identified, that can be used off-line, in field applications and/or while the electronic data dictionary is under development
 - Establish Park technical working groups (TWG) as needed
- Develop a robust asset management system for the Park.
 - Conduct an inventory of existing assets
 - Prioritize needs and actions
 - Measure results and track progress over time

Discussion of Alternatives

The null alternative continues to support safety and decision-making based on information gathered from standard engineering inventories but do not address the Adirondack Park's unique assets and needs.

The preferred alternative expands existing asset management capabilities and provides information specific to the Park's environmental systems, aesthetics, social factors and context.

IDENTIFY LOCATIONS FOR FURTHER STUDY

Reserved

TOPIC-SPECIFIC PUBLIC OUTREACH

It is DOT's policy to have public involvement as an integral part of the project development process. Obtaining input from a full range of stakeholders affected by the Department's actions and using that input in the transportation decision-making process is fundamental to the way DOT operates.⁶⁶ As a result, all travel corridor unit management plans incorporate meaningful public involvement that includes a public comment period. However, some complex, multi-jurisdictional topics require a more focused and collaborative problem-solving approach. Oftentimes, these topics have dedicated and engaged stakeholder groups (e.g. New York Bicycling Coalition, ANCA, Adirondack Recreational Trail Advocates, etc.) that necessitate a more aggressive or targeted public involvement plan. The recommendations summary table indicates which topics are earmarked for targeted public involvement.

Alternatives Discussion

The null alternative continues to meet all DOT requirements for public involvement for projects and activities in the Park.

The preferred alternative brings an enhanced, focused and collaborative public involvement process to topics identified in Table 6.1.

APPLY AND/OR DEVELOP BEST MANAGEMENT PRACTICE (BMPS)

The term 'Best Management Practices', or BMPs, is used to describe management actions that are effective, accepted and practicable and can be implemented to promote desired results or objectives. One way DOT uses BMPs is to ensure staff, consultants and contractors maintain quality and achieve consistent results during work operations. A BMP can be a physical element that is installed on-the-ground. (e.g. runoff diversions, silt fence, stream buffers and groundcover vegetation over bare soil areas) or part of the "process" that is used to plan, conduct and close-out work operations. (e.g. marking stream buffers with paint or flagging, and locating streams on the site before you begin work). BMPs are sometimes used as an alternative to formal, adopted standards or where evolving science makes the adoption of new or revised standards difficult. BMPs evolve as improvements and innovations are discovered. The table below indicates where BMPs can (and should) be implemented. In some cases, BMPs already exist; in others, they need to be developed. Table 6.1 does not make this distinction.

⁶⁶ NYSDOT Public Involvement Manual.

Alternatives Discussion

Under both the null and preferred alternatives, all agencies continue to employ Best Management Practices in projects and activities. BMPs continue to evolve and adapt as improvements and innovations are discovered.

DEVELOP LIBRARIES OF TREATMENTS

A ‘Library of Treatments’ means a readily-accessible collection of examples and/or principles applicable to a work element. Examples include retaining wall or bridge abutment aesthetic treatments. The intent is to inspire and stimulate discussion on specific, practical solutions to design, construction and operations challenges. Ideally, the library should be web-based, open-sourced, logically organized and rich with graphics and supporting technical notes. Content can include recommended “standard” treatments, unique features and outstanding, successful examples of treatments from any source (including outside of the Park) with relevance and applicability to the Park’s needs. A comprehensive library of treatments can benefit areas outside the Park as well.

Alternatives Discussion

The null alternative continues to employ context sensitive solutions (CSS) for projects and activities throughout the Park.

The preferred alternative develops an organized, readily-accessible (ideally web-based and open-sourced) collection of examples and/or principles for various project elements (e.g. bridge abutments, retaining walls, sidewalks etc.) to inform context sensitive decisions for the topics identified in Table 6.1. The library would continually evolve and be adapted as necessary.

DEVELOP DECISION TREES

A Decision Tree, in the most generic sense, is a map of possible problem solutions and consequences and can involve highly complex statistics and probabilities. In this context a decision tree used simply and pragmatically. It involves a sequence of preferred solutions or treatments to be applied to design, engineering, environmental and operational actions that occur in the Park. An example is rock slope stabilization. The goal is to ensure public safety while retaining park-like character when unstable rock outcroppings pose a threat. The decision tree outlines, in preferential order, treatments that are sensitive to environmental and aesthetic issues, after taking into consideration safety issues, the rock formation’s geological analysis, constructability and cost. The goal is to strike the best balance among safety, operational needs, budget and the preservation of park-like character. Decision trees also ensure consistency in the decision-making process that leads to an applied solution.

Alternatives Discussion

The null alternative continues to address problems and challenges arising along state highway travel corridors throughout the Park on a case-by-case basis.

The preferred alternative outlines a decision-making process that leads to treatments ordered preferentially from an environmental and aesthetic perspective. This process is to be applied in decisionmaking for all topics identified in Table 6.1. The decision trees provides streamlining and consistency and continually evolves and adapts.

OTHER

The column heading “Other” in the table below indicates an issue that is atypical to most topics or suggests a topic-specific recommendation. See the individual sections with an “X” in this column to see the topic-specific recommendations and the related alternative discussion.

Table 6.1 List of Actions

Sections which include Corridor Management Objectives and Corridor Management Actions	Develop and Deliver Training 3.4.6	Park-Specific Guidance		Coordinate Permits/Activities Across Jurisdictional Boundaries	Technical Work Groups 3.4.3	Scenic and Park-like Character	Asset Management 2.4.3.5	Identify Locations for Further Study	Topic-Specific Public Outreach	Coordinate Activities with Adjacent Land Uses	Apply and/or Develop BMPs	Develop a Library of Treatments	Develop Decision Tree	Other	
		Update Agency Guidance	Green Book: New Sections or updates												
2.4.3.5 – Assessment Management					X										
3.4.6 – Cross Agency Training					X										X
4.2 Ownership and Control of the Travel Corridor							X		X						X
4.3.1 – Highway Safety Program	X	X			X				X						
4.3.1.2 – Roadside and Clearing Widths	X	X	X				X	X						X	
4.3.1.3 – Falling Rock and Slope Problem Areas	X	X	X		X	X	X				X	X	X	X	X
4.3.1.4 – Audible Roadway Delineators		X		X	X				X						
4.3.1.5 – Traffic Calming	X	X					X	X	X			X			
4.3.1.6 – Lighting		X	X				X				X				
4.3.2 – Capital Construction Program	X	X		X	X				X	X					
4.3.3 – Operations Program	X	X		X			X			X	X				
4.3.3.1 – Residencies, Sub-Residencies and Re-Load Sites	X	X	X		X		X				X	X			
4.3.3.2 – Winter Maintenance	X				X		X				X				X
4.3.3.3 – Snow Plow Turn-a-round					X		X				X				

Table 6.1 List of Actions

Sections which include Corridor Management Objectives and Corridor Management Actions	Develop and Deliver Training 3.4.6	Park-Specific Guidance		Coordinate Permits/Activities Across Jurisdictional Boundaries	Technical Work Groups 3.4.3	Scenic and Park-like Character	Asset Management 2.4.3.5	Identify Locations for Further Study	Topic-Specific Public Outreach	Coordinate Activities with Adjacent Land Uses	Apply and/or Develop BMPs	Develop a Library of Treatments	Develop Decision Tree	Other
		Update Agency Guidance	Green Book: New Sections or updates											
4.3.4 – Highway Work Permit Program	X	X	X	X	X									
4.3.5 – Emergency Response Program	X	X	X	X	X		X				X			X
4.3.6 – Integrated Vegetation Management Program	X	X	X	X	X	X	X				X	X	X	
4.4.1 – Pavement and Shoulders		X	X				X		X				X	
4.4.2 – Drainage System	X	X		X	X		X				X	X	X	
4.4.2.1 – Frost and Boulder Heaving	X			X	X		X							
4.4.3 – Rest Areas, Safety Parking Areas and Scenic Overlooks	X	X		X	X	X	X					X		X
4.4.4 – Bridges	X	X	X		X	X	X				X	X	X	X
4.4.5 – Culverts	X	X	X		X	X	X				X	X	X	X
4.4.6 – Fences and Walls	X		X			X	X					X	X	
4.4.7 – Barriers (Including Guiderail)	X	X	X		X	X							X	
4.4.8.1 – Highway Signs	X	X	X		X	X	X							
4.4.9 – Pedestrian Facilities	X	X		X	X		X		X	X				X
4.4.10 – Bicycle Facilities	X	X		X	X		X		X	X				X
4.5.1 – Surplus Material and Disposal	X	X	X	X	X	X	X				X		X	

Table 6.1 List of Actions

Sections which include Corridor Management Objectives and Corridor Management Actions	Develop and Deliver Training 3.4.6	Park-Specific Guidance		Coordinate Permits/Activities Across Jurisdictional Boundaries	Technical Work Groups 3.4.3	Scenic and Park-like Character	Asset Management 2.4.3.5	Identify Locations for Further Study	Topic-Specific Public Outreach	Coordinate Activities with Adjacent Land Uses	Apply and/or Develop BMPs	Develop a Library of Treatments	Develop Decision Tree	Other
		Update Agency Guidance	Green Book: New Sections or updates											
4.5.2 – Borrow Areas	X	X	X	X	X	X	X				X			
4.5.3 – Staging and Stockpile Areas	X	X	X		X		X				X			X
5.3 - Regional and Related Planning Efforts	X			X			X		X	X				X
5.4 - DEC Managed Staet Lands/Forest Preserve/State Land	X			X	X	X	X			X	X			
5.5 - Regional and Local Economies				X					X					X
5.6 - Community Cohesion and Character	X	X		X		X			X	X	X			X
5.7 - Social Groups Benefitted or Harmed				X					X					X
5.8 - Secondary and Cumulative Impacts														
5.9 - Visitor Contact and Centers		X		X		X	X		X		X	X		X
5.10 - Adirondack Park Branding		X	X	X	X	X	X		X			X		
5.11 - Interpretative Signage	X	X	X	X	X	X	X					X		X
5.12 - Physical Features						X	X				X			
5.13 - Wetland Systems	X	X	X	X	X	X	X				X			X
5.14 – Surface Water Resources	X					X	X				X		X	
5.15 - Groundwater Resources											X			

Table 6.1 List of Actions

Sections which include Corridor Management Objectives and Corridor Management Actions	Develop and Deliver Training 3.4.6	Park-Specific Guidance		Coordinate Permits/Activities Across Jurisdictional Boundaries	Technical Work Groups 3.4.3	Scenic and Park-like Character	Asset Management 2.4.3.5	Identify Locations for Further Study	Topic-Specific Public Outreach	Coordinate Activities with Adjacent Land Uses	Apply and/or Develop BMPs	Develop a Library of Treatments	Develop Decision Tree	Other
		Update Agency Guidance	Green Book: New Sections or updates											
5.16 - Floodplains and Floodway	X			X							X			
5.17 - Coastal Resources/Consistency														
5.18 - Stormwater Management	X	X	X	X			X				X			
5.19 - Air														
5.20 - Threatened and Endangered Species	X			X							X			X
5.21– Critical Environmental Areas (including Unique Geological Features)	X	X	X			X	X		X	X				X
5.22.2 - Wildlife Management Areas and Bird Conservation Areas	X	X	X			X	X		X	X				X
5.22.3 - Habitat Connectivity	X		X		X		X			X	X		X	X
5.22.4 – Native Vegetation	X	X	X		X		X			X	X			X
5.22.5 - Invasive Species	X	X	X	X	X	X	X		X	X	X			X
5.22.6.1 - Beaver Management	X	X	X		X		X				X		X	X
5.23 - Agricultural Resources														
5.24 - Scenic and Aesthetic Resources	X	X	X	X	X	X	X	X	X	X	X	X		
5.25 - Cultural and Archaeological Resources														

Table 6.1 List of Actions

Sections which include Corridor Management Objectives and Corridor Management Actions	Develop and Deliver Training 3.4.6	Park-Specific Guidance		Coordinate Permits/Activities Across Jurisdictional Boundaries	Technical Work Groups 3.4.3	Scenic and Park-like Character	Asset Management 2.4.3.5	Identify Locations for Further Study	Topic-Specific Public Outreach	Coordinate Activities with Adjacent Land Uses	Apply and/or Develop BMPs	Develop a Library of Treatments	Develop Decision Tree	Other
		Update Agency Guidance	Green Book: New Sections or updates											
5.26.1 - Recreational Resources	X			X		X	X			X				X
5.26.2 - Public Access	X			X	X		X			X				X
5.26.3 - Snowmobile Trail and Infrastructure	X	X	X	X	X		X		X	X	X			X
5.27 - Scenic Byways	X	X	X	X		X	X		X	X				X
5.28 - Wild, Scenic and Recreational Rivers	X	X	X	X		X	X		X	X	X			
5.29 - Energy														
5.30 - Noise						X								X
5.31 - Contaminated and Hazardous Materials	X									X				
5.32 – Utilities	X	X	X	X	X	X	X	X		X	X			X

SECTION 7: IMPLEMENTATION SCHEDULE

Introduction

The intent of this section is to identify those actions that can be progressed **short term** (one to three years) and by which agency with a focus on the highest priorities. **Intermediate** (three to five years) and **long-term** (over 5 years) actions should be reviewed in 5-year intervals with the intention of progressing them as resources become available. Some actions are **ongoing**, meaning that, though they may have short term, intermediate or long-term aspects, they are generally already in progress or recurring. All Corridor Management Actions will be considered in the context of priority and value added. The implementation plan presented below is based on multi-agency coordination and stakeholder input. Not all topics from the TCUMP are included in this 5-year implementation strategy. The remaining topics will be considered in future updates.

Level of Involvement

Level A- is typically achievable with primary input from DOT. Other Agencies, Local Government and Stakeholders may be included, but are not critical to achieving outcomes

Level B- is typically achievable with primary input from DOT, DEC and/or APA. Other Agencies, Local Government, and Stakeholders will likely have input, and this input is more critical to achieving outcomes

Level C- typically requires multiple agencies, local Government and Stakeholders to progress, and is only achievable with broad support.

The following table outlines a schedule for implementation of the proposed corridor management actions. Accomplishments are contingent upon sufficient staffing levels and available funding.

Section Number	Description	Recommendations	Time Frame	Level of Involvement	Lead Agency
7	Section 7: Implementation Schedule	<ul style="list-style-type: none"> Annual Report 	Annually	A	DOT
2.4.2	Individual TCUMPs	<ul style="list-style-type: none"> Develop General Schedule for Individual TCUMP's Schedule Route 3 Individual TCUMP Schedule Route 28 Individual TCUMP 	Short term	A	DOT
2.4.3.5	Inventory and Asset Management	<ul style="list-style-type: none"> Use TWG resource, including multiple short duration TWG's to inform recommendation Develop list of needed Inventory/Asset Management to further Individual TCUMP development Determine existing data sources (e.g. GIS data, DOT Sign Inventory) and develop work plan for application Update and/or develop Inventory/Asset Management with an emphasis on limiting duplication of existing sources 	Intermediate	A	DOT
3.4	Partnering and Communication	<ul style="list-style-type: none"> Continue to schedule and hold meetings as needed to support the TCUMP effort and supporting actions Provide an update in annual report of accomplishments related to the TCUMP 	Ongoing	B/C	DOT
3.4.5	DOT Operations Meeting	<ul style="list-style-type: none"> Strive for an annual meeting with applicable DOT staff, scheduling additional meetings as necessary Establish appropriate action items such as training needs Provide outcomes and action item status as part of annual report 	Ongoing	A	DOT
3.4.6	Cross-Agency Training	<ul style="list-style-type: none"> Schedule and hold trainings as needed to support the TCUMP effort and supporting actions Provide an update in annual report of accomplishments related to this topic 	Ongoing	B	DOT
3.4.7	DOT Adirondack Park & Forest Preserve Manager	<ul style="list-style-type: none"> Finalize Department Policy on Position 	Short Term	A	DOT
4.3.2	Administration of Capitol Construction Program	<ul style="list-style-type: none"> Establish annual forum to share Capital Program updates with agencies, stakeholders and interest from the public 	Short Term	A	DOT
4.3.3	Operations (Maintenance) Program	<ul style="list-style-type: none"> Implement a program for "Unique Maintenance Locations", defined as limited road sections with particularly unique or sensitive components-- which warrant an exception to routine operational activities Identify those components (e.g.: no-mow areas; spoil areas) which need to be managed uniquely 	Intermediate	A	DOT
4.3.3.1	Residencies, Sub-Residencies and Reload Sites	<ul style="list-style-type: none"> Form TWG to develop work plan and set priorities 	Short Term	A	DOT

Section Number	Description	Recommendations	Time Frame	Level of Involvement	Lead Agency
4.3.3.2	Winter Maintenance-Snow and Ice Control	<ul style="list-style-type: none"> Form TWG to develop work plan and set priorities Develop Inventory and Asset Management criteria for “Cold Spots” for use in Individual TCUMP’s 	Short Term	A	DOT
4.3.4	Highway Work Permits	<ul style="list-style-type: none"> Develop training, tracking in SLMS, and deliver training Update guidance in DOT Guidelines for the Adirondack Park 	Short Term	A	DOT
4.3.6	Integrated Vegetation Management Program	<ul style="list-style-type: none"> Develop a DOT Adirondack Park Vegetation Management Plan (Manual). <ul style="list-style-type: none"> Form TWG and develop Plan Outline and work assignments - 2017 Finalize Plan and incorporate in Green Book –2018 Develop current scenic vista clearing guidance as part of an interagency TWG <ul style="list-style-type: none"> Form TWG- develop work plan and proposed recommendations Finalize guidance and approvals, incorporate in Green Book 	Intermediate	A/B	DOT/ DEC
4.4.2	Drainage System	<ul style="list-style-type: none"> Asset management and Inventory <ul style="list-style-type: none"> Develop asset management and inventory protocols for state highway travel corridors to assist in sustainable drainage practice Develop tailgate training module for on-going Operations training 	Intermediate	A	DOT
4.4.4	Bridges & 4.4.5 Culverts	<ul style="list-style-type: none"> Culvert & bridge, maintenance and construction projects within the Park will incorporate best practices to the extent practicable <ul style="list-style-type: none"> Utilize TWG to define BMP’s and Develop Inventory and Asset management system which will 1) help streamline approvals, 2) improve dialogue with regulatory agencies, 3) Improve general awareness of environmental factors that may affect selected treatments and design elements. Develop series of coordination materials with agencies to assist in project coordination and incorporating habitat connectivity values 	Ongoing	A	DOT
4.4.9.	Pedestrian Facilities	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations 	Intermediate	C	DOT/ APA
4.4.10	Bicycle Facilities	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations 	Intermediate	C	DOT/ APA
4.5.1	Surplus Material and Disposal	<ul style="list-style-type: none"> Develop Asset Management and Inventory protocols Update GIS viewer for with all known locations for possible future disposal in the Park Utilize TWG to develop work plan for topic with recommendations Update guidance in DOT Guidelines for the Adirondack Park 	Intermediate	A	DOT
4.6.1	DOT Guidelines for the Adirondack Park	<ul style="list-style-type: none"> Form TWG, including DOT regional and main office staff, DEC and APA staff Determine content for bi-annual update(s) Issue bi-annual update(s) with first complete in 2019 	Short Term	B	DOT/ DEC/ APA
5.4	DEC-Managed State Lands/ Forest Preserve	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop procedures for Carrying Capacity at access locations Improve Signage for public access Inventory and Asset Management developed for topic area 	Intermediate	B	DEC
5.10	Adirondack Park Branding	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop branding treatment for state lands that adjoin travel corridors with appropriate input Develop community branding treatments along travel corridors with appropriate input 	Long Term	C	APA
5.10.1	Signage and Branding	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Systematically strive to build consistent signage and reduce unnecessary sign clutter corridor by corridor 	Ongoing	A	DOT

Section Number	Description	Recommendations	Time Frame	Level of Involvement	Lead Agency
5.10.2	Adirondack Park Gateways	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop Asset Management and Inventory parameters to catalog gateways in the park Complete inventory of locations with appropriate data collection Install and repair current signage at gateways Determine if a new approach and design should be considered, including stakeholder input 	Intermediate	B	DEC
5.11	Interpretative Signage	<ul style="list-style-type: none"> Develop Inventory and Asset Management Protocols Utilize TWG to develop work plan for topic with recommendations Partner with Scenic Byways, Communities and other stakeholders to look for opportunities to incorporate interpretative signage along travel corridors that inform the traveling public to the Parks History, Natural Resources, etc. 	Intermediate	C	DOT
5.13	Wetland Systems	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop BMP's guidance to be included as part of future DOT Guidelines for the Adirondack Park Develop a wetland banking agreement for the Park with APA at a minimum Develop Asset Management and Inventory parameters to catalog wetlands adjacent to travel corridors 	Intermediate	B	DOT
5.18	Stormwater Management	<ul style="list-style-type: none"> Proactively, beyond regulatory requirements, improve water quality along travel corridors by methods such as outlet basins of ditches to waters Utilize TWG to further defining and prioritizing this effort. Provide update on improvements made as part of annual report 	Long Term	B	DOT
5.22.2	Habitat Connectivity	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations DOT occasional lead on Wildlife Conferences to facilitate input to TCUMP Develop further guidance and information regarding this topic 	Ongoing	B/C	DOT/ DEC
5.22.3	Native Vegetation	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop improved guidelines for landscape treatments in the Park Develop Park-specific seeding specifications and guidance Develop best practices and training for soil management including topsoil Develop Inventory and Asset management protocols for this topic Identify and protect existing populations of native vegetation on the right of way consistent with safety considerations Establish native seed collection area along the Adirondack Northway (I-87) 	Ongoing	A	DOT
5.22.4	Invasive Species	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Establish annual strategic plan as part of APIPP partnership Develop metrics to measure the reduction of the area and/or number of locations of invasive species Continue annual operational discussions between DOT and APIPP concerning invasive species control performance measures, the identification of priority invasive locations and what might be included in annual summer work plans. 	Ongoing	C	DEC/ DOT
5.22.6.1	Beaver Management	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Develop Inventory and Asset management protocols for this topic Reduce total number of chronic problem locations along travel corridors with long term management options that consider the transportation and environmental needs 	Ongoing	B	DEC

Section Number	Description	Recommendations	Time Frame	Level of Involvement	Lead Agency
5.24	Scenic and Aesthetic Resources- all sections	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations As part of an Inventory and Asset Management plan develop and implement a Visual Resource Assessment for the Park that expands beyond the current information in the APSLMP Develop guidance for Scenic Vista's and Overlooks 	Ongoing	B	DOT/ DEC/ APA
5.26	Open Spaces and Recreational Resources- all sections	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Identify opportunities and needs through stakeholder input Develop an Inventory and Asset Management system to catalogue opportunities and needs Work cooperatively with partners (e.g. DEC, Communities, Snowmobile Clubs) to continually improve access to these resources where feasible 	Ongoing	C	DEC/ APA
5.27	Scenic Byways	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Look for synergy between both efforts to further common interests 	Long Term	A	DOT
5.32	Utilities	<ul style="list-style-type: none"> Utilize TWG to develop work plan for topic with recommendations Participate in an annual meeting with Utilities to coordinate activities and opportunities 	Long Term (meeting Ongoing)	C	APA