INTRODUCTION

This project brings together the Town of Charlton, Capital District Transportation Committee, Saratoga County, and the citizens and business people of Charlton to develop pedestrian facilities and related enhancements, which would increase traffic safety, create a more pedestrian friendly environment, protect the character of the historic hamlet, and promote economic development. The main focus of the project is along the length of Charlton Road from Jockey Street to just east of Stage Road.

The opportunity exists with this project to address aesthetics, “sense of place,” the rich history of the community, the function of arrival points and traffic calming and pedestrian safety.

A comprehensive site analysis was completed for this project by both LandWorks and Resource Systems Group. Photo-inventories of the study area were developed along with annotated site plans demarcating existing conditions (see Section 5, Inventory and Assessment of Existing Conditions). Several key issues emerged from the first step of the analysis process and are addressed in Resource Systems Group’s analysis.

A number of options exist for improvement and several enhancements were developed (see Section 9, Charlton Road Improvement Plan). These options include landscaping, signage and wayfinding improvements, enhanced pedestrian environments and gateways. All plans are schematic in nature and require detailed design and engineering as a next step prior to implementation. Proposed elements such as street tree planting locations and sidewalks will need to be reviewed in the field and with affected property owners. Overall, the goals forwarded by these plans include: 1) creating a sense of entry and welcome to the village; 2) forwarding traffic calming initiatives; 3) improving pedestrian circulation and safety; 4) addressing aesthetic issues associated and 5) enhancing the economic vitality and quality of life in Charlton.

By investigating possible impacts, construction costs, permitting requirements, and funding opportunities, the Hamlet can make informed decisions about which pedestrian safety alternatives it would like to ultimately design and construct, as well as what enhancements it would like to pursue. Once a final decision is made and a conceptual plan is completed, the Hamlet will have sufficient information to seek Federal and State funds or a combination of funding sources for future implementation. The final section of this report analyzes possible private and public funding options through the State of New York.

PROJECT DESCRIPTION

Charlton Hamlet is one of a handful of communities located in the Town of Charlton outside of the Capital District in New York. The Hamlet is located between Interstates 90 and 87 on Highway 51. Its cultural and historic significance is largely drawn from its rural farming roots. The town was founded in 1792 and the Hamlets of Charlton and West Charlton quickly became self-sufficient through their early small-scale farming industries. With the diminishment of family farming and the advent of the automobile, the town economy became less self-sufficient as an outlying region of the cities of Schenectady and Albany. Today farming on a larger scale is still an important part of the region’s culture and economy. The Historic District of Charlton and the preservation of several historic sites adds to the significance of the region.

Today, there is a high amount of community activity in the Historic District along Charlton Road. The district is comprised of mainly residential buildings, with the General Store as a focal point for community activity in the Hamlet. There is a proposed Town Hall to be built along the study area, which will bolster the community cohesiveness in the Hamlet.

The study area along Charlton Road has distinct character and charm. The opportunities to enhance this area through pedestrian facilities, landscape enhancements, and traffic calming measures requires site specific solutions that address the distinct nature of Charlton Road, and are further discussed in this report.
THE COMMUNITY AND TRANSPORTATION LINKAGE PLANNING PROGRAM

The Capital District Transportation Committee (CDTC) is the designated Metropolitan Planning Organization (MPO) for the counties of Albany, Rensselaer, Saratoga and Schenectady. CDTC is responsible for carrying out federal requirements for cooperative transportation planning and programming within the metropolitan area. In recognition of the need to link transportation planning with land use planning in order to create more livable communities, CDTC created the Community and Transportation Linkage Planning Program. The program provides financial and technical assistance to local governments for community/transportation planning initiatives. The Charlton Historic Main Street Improvement Plan was largely funded through this program with additional financial support from the Town of Charlton.

MEMBERS OF THE CHARLTON STUDY ADVISORY COMMITTEE

Ginger Batley
Richard Battenhausen
Catherine Caine
Ronald Gavin
Joan Gelston
Alan Grattidge - Town Board Member
Laura Lee Linder
Dorothy Mitchell - Town Board Member
James Poirier
Kerry Ricker
Bernard Schroeder - Town Board Member
Carlton Stauffer
Doris Stauffer
Chris Widad

Additional Thanks To:

Larry Benton - Saratoga County Planning
John Mesick - Mesick Cohen Wilson Baker Architects
Sandy Misiewicz - Capital District Transportation Committee
Mike Valentine - Saratoga County Planning
PUBLIC INVOLVEMENT

As an integral part of the Charlton Historic Main Street Improvement Plan, two public meetings were held to present preliminary design options, to gain citizen input, and to generate new ideas for pedestrian facilities and related enhancements. A poster was sent out to all Charlton Hamlet residents announcing the meetings. Many concerned citizens responded by showing their interest in the future of their hamlet and attended these exciting events.

The meetings were well attended with nearly 30 people participating at each event, including interested residents, local officials, property and business owners, and other concerned individuals. Both evenings began with brief overviews of the project and work completed to date. David Raphael, Principal of LandWorks, then presented the design options and discussed the issues and opportunities associated with each. He, as well as local officials, took a few moments to answer participants’ inquiries. It is evident from public involvement discussions that the residents of Charlton very much want to be involved in the decision-making process of this project.

Charlton Historic Main Street Improvement Plan

Public Meeting - November 6, 2002

Thank you for attending this very important event! Public participation by Charlton citizens is an essential element to the success of this endeavor and we greatly appreciate your help.

Tonight our charge is to:

- Present and review the design options prepared by LandWorks and to develop consensus for proceeding with project components.
- Discuss lighting options and approaches for the district.
- Consider the feasibility of the Town taking control over the road.
- Talk about the placement of the walkway – should it be on the north side or on the south side?
- Examine traffic calming alternatives and ways to slow speeding vehicles.

Agenda:

7:00 p.m. Project Overview
Doris Stauffer will introduce participants to the history of the project. Sandra Musiewicz of the Capital District Transportation Committee will provide additional information regarding the grant and the Community and Transportation Linkage Planning Program.

7:30 p.m. Project Process
Ms. Musiewicz and David Raphael of LandWorks will discuss where we are at in the process and the challenges that lie ahead.

8:00 p.m. Traffic Analysis
Nicole Buck of Resource Systems Group will present the results of her traffic study.

8:15 p.m. Overview of Recommendations
Mr. Raphael will present the design concepts his firm has developed for enhancing pedestrian activity and slowing traffic along Charlton Road.

8:45 p.m. Feedback and Wrap-Up
The public will have an opportunity to ask questions and to provide their support, insights, and ideas for improving pedestrian and vehicle safety along Charlton Road.

"Charlton began as a farming community, and has been fortunate to retain its rural beauty and traditional family values – qualities that many communities can only remember with nostalgia." – Charlton Bicentennial
design concepts

Chariton Historic Main Street Improvement Plan
This plan view of Charlton Road shows the proposed walkway weaving along its route adjacent to the shoulder of the highway. Bike lanes are proposed traveling eastbound and westbound. Lampposts are located in a staggered manor so as to provide an even distribution of lighting levels along the street. The lighting area coincides with the walkway area in the village. Curb cuts are introduced along with short lengths of islands which will help narrow the perceived width of the roadway and have the effect of slowing down motorists.

Where possible or desirable, street trees are introduced in infill areas and as replacement trees for some of the overmature species along the roadway. Low or columnar varieties are proposed for under the utility wires. In the long term, it would be wonderful for Charlton to bury the utility poles in the heart of the village for safety, efficiency and aesthetic benefits.

As mentioned elsewhere, a review of signage along the road, the addition of interpretive signs and historic fencing and continued maintenance and enhancement of village landscaping will all add to the quality of life and vibrancy of Charlton's small village.

**streetscape**

Charlton Historic Main Street Improvement Plan
The proposed 4-6 foot walkway will be constructed within the right-of-way, which is roughly 12 to 13 feet wide from the edge of the road. It is proposed that the walk be constructed of gravel fines, a plowable, compacted hard surface. Historic lampposts are proposed to light both the walkway and the roadway with cut-off type illumination. The placement of the walkway is still under consideration. If located on the south side, a grassy shoulder 5 feet wide will separate the walkway from the road. If located along the north side, the walk may weave in and out of the right-of-way, staying close to the road when necessary (shown north of the utility poles in the section), or meandering into some properties where appropriate. This may be the case at the new Town Hall site, where it could be located north of the existing stone wall. Utility poles are an issue on the north, which are located about 5 feet from the road edge. The walkway should be outside of these, but where it must be closer to the road, the pole may need to be moved to accommodate it. If the walkway is buffered from the road, it is proposed that the roadway edge be signed for bicycle use. A 3 foot minimum bike lane would be possible if 1 to 2 feet of asphalt were added to the existing paved surface, leaving 10 foot travel lanes. If desired, a wider path (minimum 8 feet) may be installed to accommodate both pedestrian and bicyclists, but this will potentially have additional impacts on grading and adjacent properties on the south side, and be difficult to accomplish on the north side.

North Side Walkway Option

South Side Walkway Option

Charlton Historic Main Street Improvement Plan
The detail of the walkway will be important, as will its placement. It will need to weave slightly in plan view to respect private property, tree roots, drainage swales and other obstacles within the right of way. Traffic signs will need to be relocated. Care will need to be taken in the construction approach to ensure that the walkway surface is even and accessible. The subsurface construction will need to account for the water line and maintain the surface stormwater flow within the drainage swales. Finally, care will need to be taken to protect the root systems of existing trees, although with the many locusts present this will be less of an issue due to their tap roots.

Another option ultimately is to pave the walkway with asphalt. There are advantages and disadvantages to this. For the historic village the gravel would be a more pleasing and less intrusive material, but it will require some minimum yearly upkeep.

Charlton Historic Main Street Improvement Plan
Noted Architect Christopher Alexander, in his landmark book, *A Pattern Language*, addressed the concept of gateways in this manner:

"Any part of a town, large or small, which is to be identified by its inhabitants as a precinct of some kind, will be reinforced, helped in its distinctness, marked and made more vivid, if the paths which enter it are marked by gateways where they cross the boundary."

"Many parts of a town have boundaries drawn around them. These boundaries are usually in people's minds. They mark the end of one kind of activity and the beginning of another. In many cases the activities themselves are made more sharp, more vivid, more alive, if the boundary which exists in people's minds is also present physically in the world."

Gateways serve a number of important purposes, including slowing traffic down as they enter a settled or village environment. As part of the Charlton Historic Main Street Improvement Project, a gateway area is proposed at either end of the hamlet to 1) signal to the motorist that they are entering a special district; 2) provide a welcome to the historic district and community present in the hamlet and 3) to enhance the aesthetic environment of the hamlet with entries that derive some of their design from historic elements such as fencing and traditional landscaping.

The Gateways proposed for Charlton would incorporate landscaped splitter islands, a change of pavement material, signing, fencing and landscaping to demarcate the "boundaries" of the Hamlet and to make "more vivid" the distinct qualities and historic integrity of the settlement the traveler is about to enter.
There are a number of different signs currently in place in the Hamlet of Charlton and its environs. As part of the improvement plan it is proposed that a comprehensive and coordinated approach to signing be implemented. Three primary categories of signs are to be considered: 1) Entry and welcome signs, at the arrival points to the historic hamlet proper; 2) Traffic warning and informational signs, such as a yield to pedestrian sign and 3) Interpretive signs which articulate and celebrate the rich history of the hamlet. These signs are already in place in the Hamlet through the work of the Charlton Historical Society. Another aspect of the sign study will be to review all traffic signs for number, placement and wording with an eye towards consolidation as well as reinforcing the slower speed limits and enhancing pedestrian safety.

An example of a pedestrian safety sign developed within the standards of the Manual on Uniform Traffic Control Devices which would be located in advance of proposed crosswalks.

Bicycling is a regular transportation mode in Charlton and is encouraged as an alternative to automobile travel within the Hamlet. A simple MUTCD approved “Share the Road” sign would act as a reminder to motorists and serve as a traffic calming element.

Charlton Historic Main Street Improvement Plan
The dean of modern American planning, Lewis Mumford, often extolled the pleasures and benefits of walking. In the 21st century walking has become not only a recreational and health related pursuit for people of all ages, but a desirable means of local travel. Walking has functional benefits as well, reducing short term car trips in villages and downtowns. This, in turn, lessens traffic counts on local streets as people walk to pathways and sidewalks.

The Improvement Plan being developed for the Hamlet of Charlton includes a number of initiatives which will enhance the environment for walking, not the least of which is a pathway system along the roadside. Lighting, crosswalks and signs will complement the pedestrian environment. As a final component of these initiatives, building on the extensive work of the Historical Society, and inspired by the 1999 Historical Society Bike Tour, it is proposed that a walking tour and map be developed for the hamlet. This map will reinforce the “walkability” of this small village, and highlight and describe the extraordinary historical resources which are present along Charlton Road and on side roads. The map would have a “walking scale”, delineate key destinations within the community, highlight places to park, but most of all provide snapshots and vignettes of the historic buildings and sites of the hamlets.

“Today’s picturesque hamlet retains much of the simplicity and charm of an Early American farming village.”

Charlton Historic Main Street Improvement Plan
This sectional view of Charlton Road looking north from the intersection with Maple Avenue. A number of enhancements are proposed, including better definition of the roadside with very low mountable curbs. Ideally, the utility lines have been put underground, although another option, employed by some villages, is to run the line behind the buildings, if that is possible. Street trees are shown matching on both sides and judiciously placed to avoid conflicts with the power lines, store signs and driveways.

Bike lanes are shown, and although not depicted in this view, new lamp posts and lights would also be located along this stretch of Charlton Road. The gravel walk continues in front of the General Store. The area in front of the store has been reconfigured to set the bench back from the road, with another one added in a well defined sitting area that could be constructed with pavers on the ground plane. Across the street, the walk in front of the Charlton Shop has been extended to meet a new crosswalk. It is recommended that an alternative location be considered for the store’s sign, which obscures some of the architecture and detracts somewhat from the streetscape in its present location. Aprons adjacent to the road can also be planted with shrubs and perennials, continuing a tradition already in place in the village. Note that any proposed changes or redesigns are forwarded with the qualification that review and consent with the property owner will be not only warranted, but a requirement.

Note also that street trees, pedestrian scale lighting, gateway elements and signage, buried or relocated utilities and textured crosswalks can be part of the totally redesigned Charlton Road through the village and will provide traffic calming, pedestrian safety improvements and aesthetic benefits.

Charlton Historic Main Street Improvement Plan
Lighting has been highlighted as a priority for Charlton’s main street through the heart of the village. It is proposed that an “old fashioned” style be used, similar perhaps to gas lighting which may have once graced the historic settlement. Lighting technology available today means that historic looking fixtures can be fitted with state of the art optics which provide energy efficient, cut-off illumination with consistent values that avoid overlit and underlit areas.

A wide range of choices exist in both the fixture and post type. A square post that either looks like wood or is wood can be used and matched with signposts to be installed along Charlton Road.
Traffic calming enhancements will help improve pedestrian safety and heighten active street life by decreasing vehicle speeds. An option for a roundabout at Stage Road will slow traffic by requiring it to circulate around a landscaped center island, while still allowing truck traffic to easily manipulate the corners. It is also proposed that landscaped gateway medians be constructed at each end of the hamlet. Gateways will alert drivers to the fact that they are entering a residential area where children are at play and pedestrians are walking about. It will also provide an identity and sense of pride for residents.
PROPOSED IMPROVEMENTS

NOTE: The following proposed improvements are conceptual in form only and are not final. Refinements and adjustments may still be made after the completion of this project, and will only be implemented as the Town and its residents deem appropriate.

1. Entry Areas
1.1- entry/gateway areas are proposed at either end of the historic district (roughly 200-ft. west of Jockey Street and 200-ft. east of Stage Road) to alert drivers that they are entering a neighborhood area and to slow down to the posted speed limit
1.2- reconfigure roadway to allow for curbed and landscaped splitter islands located in center of road
1.3- welcome signs on side of road (see Section 11, Historic District Entry Sign)
1.4- signs warning drivers that pedestrians are in the area
1.5- signs warning drivers to share the road with bicyclists
1.6- option to locate a clock on either, or both, of the splitter islands

2. Fire House/Town Hall
2.1- curbing and more defined entryway to improve access/egress into parking areas
2.2- reduce amount of asphalt by adding landscaping and replanting in and around Fire House and Town Hall entrances
2.3- 4 to 6-ft. path constructed of gravel fines begins on North side of road, just west of Town Hall parking lot – path located north of the utility poles to allow for a buffer from the road
2.4- 8-ft. crosswalk to traverse road in front of Town Hall to the South side of the road
2.5- 4 to 6 ft. path continues on North side of road until Hawley Park
2.6- one trash can
2.7- one 6-ft. bench at Town Hall
2.8- one bike rack

3. Proposed Town Hall Site
3.1- 4 to 6-ft. gravel fine path continues in front of proposed Town Hall site along North side of road
3.2- lighting on-site to illuminate proposed parking areas (6 lamps) and sidewalks (8 bollards – a short, post mounted light that provides a circle of illumination downward)
3.3- rebuild existing stone wall
3.4- remove existing vegetation – replant with a row of trees
3.5- shrubs and perennials along proposed foundation
3.6- remove hedgerow between proposed Town Hall and Hawley Park to allow for pedestrian access and to connect the two properties
3.7- 4 to 6-ft. path from proposed Town Hall parking area to Hawley Park – made of gravel fines
3.8- one bike rack
3.9- three 6-ft. benches along sidewalk going up to proposed Town Hall entrance and at rear entrance
3.10- one waste receptacle

4. Hawley Park
4.1- remove parking area in front, as well as existing fencing
4.2- re-landscape former parking lot area
4.3- install new post and rail fence, placed to define boundary and entrance into the park from the pathway
4.4- 4 to 6 ft. gravel fine path continues in front of Hawley Park on North side of road, and then ends at entrance, where it then crosses to the South side via an 8-ft. crosswalk, and continues on South side into the Commercial area
4.5- one waste receptacle
4.6- three 6-ft. replacement benches in keeping with aesthetic

5. Commercial Area
5.1- 4-ft. concrete sidewalk with curbs begins just west of General Store and ends in front of house just east of Tavern (option to continue gravel fine sidewalk surface, or use pavers, instead of concrete)
5.2- 8 ft. crosswalk traverses Charlton Road to the North side, connecting sidewalk at the Charlton Shop and parking lot
5.3- Existing 3-ft. sidewalk on North side demolished and replaced with 4-ft. concrete sidewalk (option to replace with gravel fine surfacing, or pavers, instead of concrete)
5.4- 3-ft. landscape apron between sidewalk and road
5.5- remove existing asphalt in front of General Store and Tavern
5.6- narrow road to allow for 11-ft. travel lanes and 3-ft. gutters to help slow traffic and improve ingress/egress
5.7- one trash can
5.8- add street trees (columnar) for traffic calming and aesthetics

6. Overall Improvements
6.1- lighting, beginning at entry on west end, and alternating every 80-ft. on either side of the road until proposed Town Hall (see Section 10, Lighting Plan/Photometric Analysis)
6.2- in front of proposed Town Hall, lighting stays on the North side (along the southern side of the pathway) for approximately 400 feet – lamps are placed every 80 feet
6.3- lighting begins to alternate again in front of Hawley Park, every 80 feet, on either side of the road until it ends at eastern entry
6.4- as indicated on the improvement plan, where necessary, areas with existing swales will be filled, graded, re-landscaped and/or resurfaced with pathway – all other disturbed areas will be regraded, relandscape, or reseeded, as necessary. New swales and drainage elements (i.e. culverts) will be established where necessary
6.5- silent policeman at the crosswalks (3 in total)
6.6- 2 bike racks in total (proposed and existing Town Hall)
6.7- 5 waste receptacles in total (including one at the Church)
6.8- 8 benches in total (including one at the Church)
6.9- 2 pedestrian signs
6.10- 2 bicycle signs (option for 4 foot wide marked bicycle lanes on both sides of the road – see Implementation and Next Steps for more discussion on the bike lane option)
6.11- 3 crosswalks in total – raised and textured, or concrete pavers
6.12- relocate Church sign out of pathway
6.13- granite curbs proposed in the commercial area around the Tavern and General Store
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<th>ITEM</th>
<th>SIZE/QUANTITY</th>
<th>UNIT PRICE (installed)</th>
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Notes:
1. Cost estimates are preliminary only, prices and costs will vary depending on elements selected for final construction.
2. There may be some additional cost for construction administration and additional design/engineering services as required.

Prepared by LandWorks, Middlebury, VT January 2003
Revised April 2003, June 2003

Charlton Historic Main Street Improvement Plan Preliminary Cost Estimate
CONSIDERATIONS, IMPLEMENTATION PROCESS AND NEXT STEPS

An important aspect of the Charlton Historic Main Street Improvement Plan is to discuss the implementation process and the next steps for the town and hamlet. This outline provides a summary of those considerations.

1. Considerations
1.1- The existing typical road width of Charlton Road is 25 feet - 10 feet per lane with a 2.5-foot shoulder on each. If a bike lane is desired, there are several design considerations that will need to be taken into account.
1.2- The American Association of State Highway and Transportation Officials (AASHTO) suggests that "where bicyclists are to be accommodated on the shoulders, a minimum usable shoulder width of 4 feet should be used." However, a 3 feet shoulder may be acceptable. And, in areas where vehicle speeds are 35 mph or less, a bike lane of at least 5 feet is preferred for bicyclists's safety. Charlton Road's current configuration does not/can not adequately accommodate a usable shoulder (3-4 ft.), or a formally identified bicycle lane (5 ft.), according to AASHTO guidelines.
1.3- A usable 4 foot shoulder would require an additional 1.5 foot of pavement on both sides of the road (or .5 feet for a 3 foot shoulder); and, a 5 foot bike lane would require an additional 2.5 feet of pavement on both sides of the road.
1.3- Due to recent road upgrades, it may not be appropriate to implement wider shoulders or bicycle lanes at this time. Bicycle lanes or wider shoulders should be considered and coordinated with future road upgrades/construction. If the town takes control over the road, upgrades such as these will be easier to coordinate.
1.4- In the meantime, two (2) signs are proposed that will inform motorists to be cautious of bicyclists sharing the road.

2. Implementation Process
2.1- The plan and its components (i.e. lighting, surfacing, etc.) need to be reviewed in detail and those responsible need to voice their final support for the plan so it can move forward to the next stage.
2.2- The Hamlet and the Town will need to determine whether or not it wants to take over control of this section of roadway from the County...the costs and benefits of this step will need to be examined. Because the County, at this point in time, will not be pursuing the enhancements proposed in this project, it is LandWorks' recommendation that the Town take over ownership of this section of Charlton Road.
2.3- If the town does not elect to take over the road, then discussions and/or negotiations will have to be undertaken with the County
2.4- It is recommended that a Lighting District be formed if and when the lighting plan is moved forward. A fixture type has been recommended by LandWorks, and a photometric analysis to confirm appropriate light levels and placement has been provided in this report (see Section 10, Lighting Plan/Photometric Analysis). As an aside, the Hamlet may want to contact or work with the electric utility to consider the potential for and cost associated with utility burial.
2.5- Prior to developing construction details, it is recommended that some aspects of the proposed project be examined in the field and staked out for review, such as tree placement.
2.6- After confirmation of the Improvement Plan details and acceptance by the Hamlet and town, construction drawings and details can be developed; a construction process can begin once funding and phasing is put into place. This would include final documents, bidding and construction itself of one or more phases of the project.

3. Next Steps
3.1- A phased approach to the implementation process should be developed with priorities and funding matched, where possible and appropriate.
3.2- Sources of funding are identified and presented in the final section of this report. A plan for grant applications and fundraising should be put into place...the Hamlet/town may want to continue to collaborate with and seek the support of the CDTC in this next phase of the work. LandWorks maintains its pledge to provide a day "on us" to help in the organization and drafting of identified grants.
3.3- Coordination with the Town Hall Project should be ongoing so that revisions and changes associated with the Town Hall can be paralleled with the improvements proposed in the Charlton Improvement Plan.
3.4- Review the roundabout proposal and determine feasibility/desirability.