

# 14621

## Revitalization Strategy

NOMINATION STUDY



*This document was prepared for the Group 14621 Community Association and the New York State Department of State with state funds provided through the Brownfield Opportunity Areas Program.*



## Acknowledgements

### **STEERING COMMITTEE**

Chris	Bauer	NYS Department of State
Shirley	Boone	Chief of Staff, NEAD/Group 14621
Ernest	Flagler	Resident and former President of Group 14621 Board of Directors
Jane	Forbes	City of Rochester, Department of Environmental Services
Mark	Gregor	Manager of Environmental Quality, City of Rochester
Vinita	Hall	Finance Administrator, NEAD/Group 14621
Dorraine	Kikmire	City of Rochester, Department of Environmental Services
George	Moses	Executive Director, NEAD/Group 14621
Michael	Patterson	North East District Councilman
Bart	Putzig	NYS Department of Environmental Conservation
Pamela	Reese Smith	Administrator for Northeast Neighborhood Service Center
Mitch	Rowe	City of Rochester, Director of Planning and Zoning
Loretta	Scott	City Council President
Regina	Seabrook	Resident and President of 14621 Board of Directors

This document was prepared for the Group 14621 Community Association and the New York State Department of State with funds provided through the Brownfield Opportunity Area Program.



# Table of Contents

<b>1</b>	<b>PROJECT BACKGROUND .....</b>	<b>1</b>
1.1	WHAT IS THE BOA PROGRAM? .....	1
1.2	LEAD PROJECT SPONSORS .....	2
1.3	ORGANIZATION OF THIS REPORT .....	2
1.4	METHODS .....	3
1.5	PROJECT BOUNDARY DESCRIPTION AND JUSTIFICATION .....	3
1.6	RELATED PLANNING & REVITALIZATION INITIATIVES .....	6
<b>2</b>	<b>COMMUNITY VISION AND GOALS .....</b>	<b>11</b>
2.1	COMMUNITY VISION .....	11
2.2	GOALS & OBJECTIVES .....	11
<b>3</b>	<b>INVENTORY .....</b>	<b>14</b>
3.1	COMMUNITY AND REGIONAL SETTING .....	14
3.2	LAND USE .....	18
3.3	ZONING .....	21
3.4	LAND OWNERSHIP PATTERNS .....	23
3.5	BROWNFIELDS, VACANT AND UNDERUTILIZED SITES .....	25
3.6	BUILDING INVENTORY .....	43
3.7	MAJOR COMMERCIAL & INDUSTRIAL FACILITIES .....	47
3.8	PARKS & OPEN SPACE .....	49
3.9	TRANSPORTATION SYSTEMS .....	55
3.10	UTILITY INFRASTRUCTURE .....	60
3.11	NATURAL RESOURCES & ENVIRONMENTAL FEATURES .....	61
3.12	STRATEGIC SITES .....	67
<b>4</b>	<b>ECONOMIC CONDITIONS &amp; MARKET TRENDS .....</b>	<b>71</b>
4.1	METHODS .....	71
4.2	ECONOMIC CONTEXT .....	71
4.3	SOCIO-ECONOMIC OVERVIEW .....	72
4.4	EMPLOYMENT AND INDUSTRY MIX .....	86
4.5	RETAIL GAP ANALYSIS .....	90
4.6	REAL ESTATE MARKET TRENDS .....	94
<b>5</b>	<b>REVITALIZATION STRATEGY .....</b>	<b>97</b>
5.1	OVERVIEW .....	97
5.2	GOAL #1 - STABILIZE AND REVITALIZE RESIDENTIAL NEIGHBORHOODS .....	100
5.3	GOAL #2: ENHANCE THE PUBLIC REALM .....	106
5.4	GOAL #3: CREATE ECONOMIC OPPORTUNITY .....	111
5.5	GOAL #4: ENHANCE YOUTH RESOURCES AND ENGAGEMENT .....	118
<b>6</b>	<b>IMPLEMENTATION MATRIX .....</b>	<b>121</b>
<b>7</b>	<b>FUNDING .....</b>	<b>124</b>
7.1	STATE OF NEW YORK GRANT PROGRAMS .....	124
7.2	FINANCING TOOLS .....	135
<b>8</b>	<b>APPENDICES .....</b>	<b>137</b>

APPENDIX A: COMMUNITY PARTICIPATION MATERIALS .....	137
APPENDIX B: BROWNFIELD SITE PROFILES .....	137
APPENDIX C HOUSING ANALYSIS (COMPLETED BY GROUP 14621) .....	137

## Table of Figures

FIGURE 1 PRE-NOMINATION STUDY AREA.....	7
FIGURE 2 PERCENTAGE CHANGE IN POPULATION, 2000-2013 .....	16
FIGURE 3 LAND USES AS A PERCENTAGE OF TOTAL ACRES IN THE STUDY AREA .....	19
FIGURE 4 ZONING BY PERCENT OF TOTAL ACRES IN THE STUDY AREA .....	21
FIGURE 5 PUBLIC PROPERTY OWNERSHIP .....	23
FIGURE 6 VACANT LAND .....	36
FIGURE 7 CHARACTERISTICS OF MAJOR STREETS .....	56
FIGURE 8 LEVEL OF SERVICE ASSESSMENTS OF SELECTED INTERSECTIONS .....	57
FIGURE 9 STRATEGIC SITES .....	67
FIGURE 10 ECONOMIC REGIONS .....	72
FIGURE 11 POPULATION TRENDS 2000-2013 .....	73
FIGURE 12 PERCENTAGE CHANGE IN POPULATION, 2000-2013 .....	73
FIGURE 13 PROJECTED POPULATION CHANGE, 2013-2018 .....	74
FIGURE 14 MEDIAN AGE, 2013 .....	75
FIGURE 15 AGE DISTRIBUTION, 2013 .....	76
FIGURE 16 POPULATION BY RACE, 14621 BOA STUDY AREA, 2013.....	77
FIGURE 17 HISPANIC ORIGIN, 14621 BOA STUDY AREA, 2013 .....	77
FIGURE 18 HIGHEST LEVEL OF EDUCATION, 2013 .....	78
FIGURE 19 HOUSEHOLDS IN THE 14621 BOA STUDY AREA, 2000-2018 .....	79
FIGURE 20 HOUSING TENURE, 2013 .....	79
FIGURE 21 NUMBER OF HOUSING UNITS, 2000-2013 .....	80
FIGURE 22 MEDIAN HOME VALUE, 2013 .....	80
FIGURE 23 PER CAPITA AND HOUSEHOLD INCOME, 2013 .....	81
FIGURE 24 MEDIAN HOUSEHOLD INCOME, 2013 .....	81
FIGURE 25 INCOME DISTRIBUTION, MONROE COUNTY & 14621 BOA STUDY AREA, 2013 .....	82
FIGURE 26 LABOR FORCE PARTICIPATION RATES, 2012 .....	83
FIGURE 27 UNEMPLOYMENT RATE, 2003-2013 .....	83
FIGURE 28 COMMUTING PATTERNS, 2011 .....	84
FIGURE 29 HOUSEHOLDS WITHOUT ACCESS TO A VEHICLE .....	85
FIGURE 30 INDUSTRY EMPLOYMENT MIX AND LONG-TERM PROJECTIONS, FINGER LAKES REGION, 2010-2020 .....	87
FIGURE 31 TOP 10 PRIVATE-SECTOR EMPLOYERS IN THE ROCHESTER MSA, 2013 .....	88
FIGURE 32 EMPLOYMENT BY INDUSTRY FOR RESIDENTS AND BUSINESSES IN 14621, 2013 .....	89
FIGURE 33 SNAPSHOT OF EMPLOYERS IN THE 14621 BOA STUDY AREA .....	90
FIGURE 34 RETAIL TRADE AREAS: 5, 10, 15-MINUTE DRIVE TIME .....	91
FIGURE 35 RETAIL GAP (5-MINUTE DRIVE TIME) .....	92
FIGURE 36 RETAIL GAP (14621 BOA STUDY AREA ONLY) .....	93
FIGURE 37 RETAIL VACANCY, 2010-2013.....	95
FIGURE 38 OFFICE SPACE VACANCY, 2010-2013 .....	95
FIGURE 39 INDUSTRIAL & FLEX SPACE VACANCY, 2010-2013.....	96
FIGURE 40 SUMMARY OF RECOMMENDATIONS .....	97
FIGURE 41 MASTER PLAN .....	98
FIGURE 42 CAPITAL PROJECTS AND REDEVELOPMENT OF STRATEGIC SITES .....	121
FIGURE 43 STATE OF NEW YORK GRANT PROGRAMS .....	125

Table of Maps

MAP 1 STUDY AREA BOUNDARY ..... 5  
MAP 2 RELATED PLANS, STUDIES & PROJECTS ..... 8  
MAP 3 14621 BOA STUDY AREA CONTEXT ..... 15  
MAP 4 EXISTING LAND USE ..... 20  
MAP 5 ZONING BY PARCEL ..... 22  
MAP 6 PUBLIC PROPERTY OWNERSHIP ..... 24  
MAP 7 BROWNFIELDS ..... 27  
MAP 8 STRATEGIC BROWNFIELDS ..... 28  
MAP 9 VACANT PROPERTY ..... 37  
MAP 10 PUBLICLY OWNED VACANT PROPERTY ..... 38  
MAP 11 VACANT & UNDERUTILIZED SITES ..... 41  
MAP 12 UNDERVALUED RESIDENTIAL SITES ..... 42  
MAP 13 MAJOR COMMERCIAL & INDUSTRIAL FACILITIES ..... 48  
MAP 14 PERCENT OF RESIDENTS UNDER 10 YEARS OLD IN RELATION TO PARKS, OPEN SPACE, AND TRAIL FACILITIES ..... 50  
MAP 15 HISTORIC SITES OF STATE & NATIONAL SIGNIFICANCE ..... 54  
MAP 16 TRANSPORTATION SYSTEMS ..... 59  
MAP 17 SEWER & WATER INFRASTRUCTURE ..... 62  
MAP 18 NATURAL RESOURCES & ENVIRONMENTAL FEATURES ..... 63  
MAP 19 STRATEGIC SITES ..... 70



# 1 Project Background

---

## 1.1 What is the BOA Program?

The BOA Program was developed in 2003 as the planning component of the NYS Superfund/Brownfield Law (GML Article 18-C, Section 970-r), providing municipalities and community-based organizations with financial and technical assistance to complete area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards. At the completion of the program, communities will be designated a Brownfield Opportunity Area, increasing their competitive position for access to funding and incentives under the DEC Brownfield Cleanup Program, the Empire State Development Corporation's economic development programs, and many other State and Federal assistance opportunities.

A "brownfield" or "brownfield site" is defined in New York State Environmental Conservation Law Article 27, Title 14, as any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant.

Brownfield sites are typically former industrial or commercial properties where operations may have resulted in environmental impairment. The DOS and DEC recognize the expansive detrimental impacts these sites have on their surrounding neighborhoods, and that brownfield impacts are not limited to individual sites or immediately adjoining property.

Through a community supported planning process, the BOA program enables community leaders to establish a clear vision to revitalize and improve areas so they become economically and environmentally sustainable.

The BOA Program includes the following steps:

- **Step 1: Pre-Nomination Study** includes a preliminary analysis of the area affected by brownfield sites.
- **Step 2: Nomination Study** provides an in-depth and thorough description and analysis of existing conditions, opportunities, and reuse potential for properties located in the proposed Brownfield Opportunity Area.
- **Step 3: Implementation Strategy** includes a description of the full range of techniques, actions and projects that are necessary to implement the area-wide plan.

The marketability and viability of entire neighborhoods can be negatively impacted by the presence, or potential presence, of contaminated sites through a decline in property values, perceived safety, and a lack of reinvestment. The BOA Program assists communities in identifying and analyzing sources of neighborhood distress, and provides the resources and capacity to develop and implement revitalization strategies for primary sites, brownfield sites, and neighborhoods. However, the BOA Program does not provide monies for direct cleanup efforts.

State and federal programs also exist for the direct remediation of sites, such as the DEC Environmental Restoration Program, the DEC Brownfield Cleanup Program, and the US Environmental Protection Agency's Brownfield Program. These programs focus on physical investigations and activities, further assisting local municipalities in dealing with brownfield properties and their impacts on communities.

## 1.2 Lead Project Sponsors

The lead sponsor for the project is the Group 14621 Community Association, a not-for-profit advocacy organization founded in 1974 that serves the area within the BOA boundary by advocating for an improved quality of life in the neighborhood.

Community-based organizations are eligible to participate in the BOA Program and are defined as: not-for-profit corporations that are incorporated under Section 501 (c) (3) of the Internal Revenue Code whose stated mission is to promote community revitalization (reuse of brownfield sites) within the geographic area in which the community based organization is located; has 25 percent or more of its Board of Directors residing in the community in such area; and represents a community with a demonstrated financial need as indicated by high unemployment, low resident incomes, depressed property values, and high commercial vacancy rates.

## 1.3 Organization of this Report

The 14621 Revitalization Strategy is organized into the following sections:

**Executive Summary.** Provides a snapshot of the project's key components, including goals and recommendations.

**Section 1: Project Background.** An introduction into the BOA Program and the Group 14621 BOA Study Area.

**Section 2: Community Vision & Goals.** A vision for the neighborhood was developed by the community, Steering Committee and stakeholders during the planning process. The vision is supported by goals and objectives.

**Section 3: Inventory.** An in-depth description and analysis of existing conditions in The 14621 BOA Study Area, including land use and ownership patterns, zoning, parks and open space amenities, brownfields, natural features, historic resources, significant buildings, and infrastructure. In addition, this section includes a demographic/economic analysis and a discussion of potential redevelopment sites.

**Section 4: Economic Conditions and Market Trends.** An evaluation of the economic and market conditions affecting revitalization and redevelopment in the 14621 BOA Study Area, including socio-economic factors, employment trends, and real estate trends.

**Section 5: Revitalization Strategy Master Plan.** This section describes recommendations associated with revitalization efforts, with emphasis on potential end uses for strategic sites, capital projects, business attraction strategies, and land use and zoning policies.

**Section 6: Implementation Matrix.** This section includes a matrix listing the projects and actions described in Section 5, along with cost estimates, roles, and potential funding sources.

## 1.4 Methods

The scope of this report is based on a work plan developed collaboratively by the Group 14621 Community Association and the New York State Department of State (DOS). The DOS requires that all Step 2 Nomination studies include specified inventory data and maps that describe land use conditions, brownfields, and strategic opportunities. Though DOS does not prescribe specific methods for analysis and evaluation, it offers general guidance on data sources and evaluation techniques. The methods described below are consistent with DOS guidance and follow generally accepted practice for long-range planning analysis. To complete this analysis, Bergmann Associates used the following methods:

**Document review.** We reviewed available data and documents about existing conditions and future projects in the 14621 BOA Study Area. This includes information from the following sources:

- Existing plans and documents
- US Census
- ESRI
- Bureau of Labor Statistic
- New York State Department of Labor Statistics
- City of Rochester land use information and assessor database documenting the value of land, land use, vacant lands, and property size.
- EPA environmental/brownfield databases

**Interviews with stakeholders and industry experts.** We spoke with a variety of stakeholders familiar with the 14621 BOA Study Area, including property owners, business owners, real estate brokers, and community members.

**Site visits.** We conducted site visits to verify uses and business locations.

**Steering Committee feedback and community meetings.** We participated in meetings of the project Steering Committee and the community to share information and get local feedback to further illuminate and strengthen our findings.

The above methods of analysis are described throughout this report as they pertain to specific sources of information and results.

## 1.5 Project Boundary Description and Justification

The 1,276-acre Study Area, referred to in this report as the 14621 BOA Study Area, is located northeast of downtown Rochester and along the eastern banks of the Genesee River. The New York State Department of State requirements for a Nomination Study stipulate that the boundary of the Study Area should follow recognizable natural or cultural resources such as highways, local streets, rail lines, municipal jurisdictions or water bodies. The 14621 BOA Study Area boundary meets these requirements, as it follows several features that create natural boundaries, including the Genesee River gorge, a highway (Route 104), established neighborhood boundaries and major city streets. Map 1 Study Area Boundary illustrates the Study Area boundaries.

- **Northern Boundary.** The northern portion of the Study Area is bounded by the Route 104 Expressway and Norton Street. This boundary was selected because Route 104 is a major roadway connecting the City of Rochester to its suburbs and represents a physical boundary between the Study Area and surrounding communities. Neighborhoods located north of

Route 104 are separate physically from the Study Area, and also possess different in physical character, economic conditions, demographic make-up, and different land use patterns than the Study Area and were therefore not included.

- **Eastern Boundary.** The eastern portion of the Study Area is bounded by Portland Avenue, a north/south street, between Norton Street and Clifford Avenue. The boundary extends east at Fernwood Avenue to incorporate a significant brownfield site (and strategic site redevelopment opportunity) located just east of Portland Avenue. East of Portland Avenue, the neighborhood transitions to areas with different physical character, economic conditions, and housing stock than the Study Area and were therefore not included.
- **Southern Boundary.** The southern part of the Study Area is bounded by Clifford Avenue, which is a major city street and natural boundary between the 14621 BOA Study Area and the Marketview Heights and Upper Falls Neighborhoods to the south. The area south of Clifford Avenue transitions to neighborhoods, such as Marketview Heights, with a unique physical character, established local community organizations, and ongoing planning efforts that are focused on specific neighborhoods and were therefore not included in the Study Area.
- **Western Boundary.** The western edge of the Study Area is bounded by the Genesee River Gorge and Seneca Park, which act as a major natural boundary between the Study Area and neighborhoods located west of the river. Over the course of the City's history, neighborhoods on either side of the river have grown and evolved with a unique physical, cultural, and economic character. Neighborhoods west of the Genesee River gorge have a unique physical character, established local community organizations, and ongoing planning efforts that are focused on those specific neighborhoods and were therefore not included in the Study Area.

The 14621 BOA Study Area was expanded from the Step 1 Pre-Nomination Study to better address the opportunities and challenges in the 14621 BOA Study Area, as well as strengthen and unify revitalization efforts in the NE Quadrant of the City. The southern and western boundaries of the BOA Study Area have remained the same: the Genesee River to the west and Clifford Avenue to the south. The eastern boundary, at Joseph Avenue, has been expanded to Portland Avenue, with a number of potentially strategic parcels included between Rosemary Drive and Fernwood Avenue. The newly included area is made up of predominantly residential uses, with some commercial uses along Portland Avenue, North Street and Hudson Avenue. While this section of the Study Area has fewer brownfield sites proportionally, it has felt the broader impacts of disinvestment caused by nearby brownfield sites and was therefore included in the Boundary. The previous northern boundary has been moved to the south side of Route 104, as it was determined that areas north of Route 104 are not only physically separated from the rest of the 14621 BOA Study Area, but are also not comparable in character.

**Map 1 Study Area Boundary**



Proposed Nomination Study Area

Pre-Nomination Study Area

# Study Area Boundary

ROCHESTER, NEW YORK  
**14621**  
 GROUP  
 BROWNFIELD OPPORTUNITY AREA

## 1.6 Related Planning & Revitalization Initiatives

The challenges and opportunities facing the 14621 BOA Study Area have been the focus of several recent and on-going planning and design efforts. Recent related planning efforts have addressed a broad range of issues including recreation, housing and corridor improvements. Key planning areas, studies and projects are identified in Map 2 and further described below.

### **Rochester 2010: The Renaissance Plan, 1999**

The 2010 Renaissance Plan, adopted in 1999, is the City of Rochester's most recent comprehensive plan. Recommendations for the Group 14621 Revitalization Strategy should be aligned with the strategies of the Renaissance Plan. The plan includes seven focus areas that are consistent with the goals and vision of the BOA Program.

### **City-Wide Rochester Housing Market Study, 2007**

In 2007 Rochester began an effort to analyze the entire city and its residential neighborhoods. The intent of the study was to better understand existing conditions and develop a comprehensive housing strategy to guide and coordinate activities of the public and private sectors. The document identifies the City's ability to absorb a moderate number of new housing units annually.

The document presents a series of strategic recommendations which address various goal areas. A review of the recommendations indicates a general alignment with the purpose and intent of the Brownfield Opportunity Area Program, including a number of strategic recommendations that will be considered for inclusion in the Group 14621 Revitalization Strategy, including:

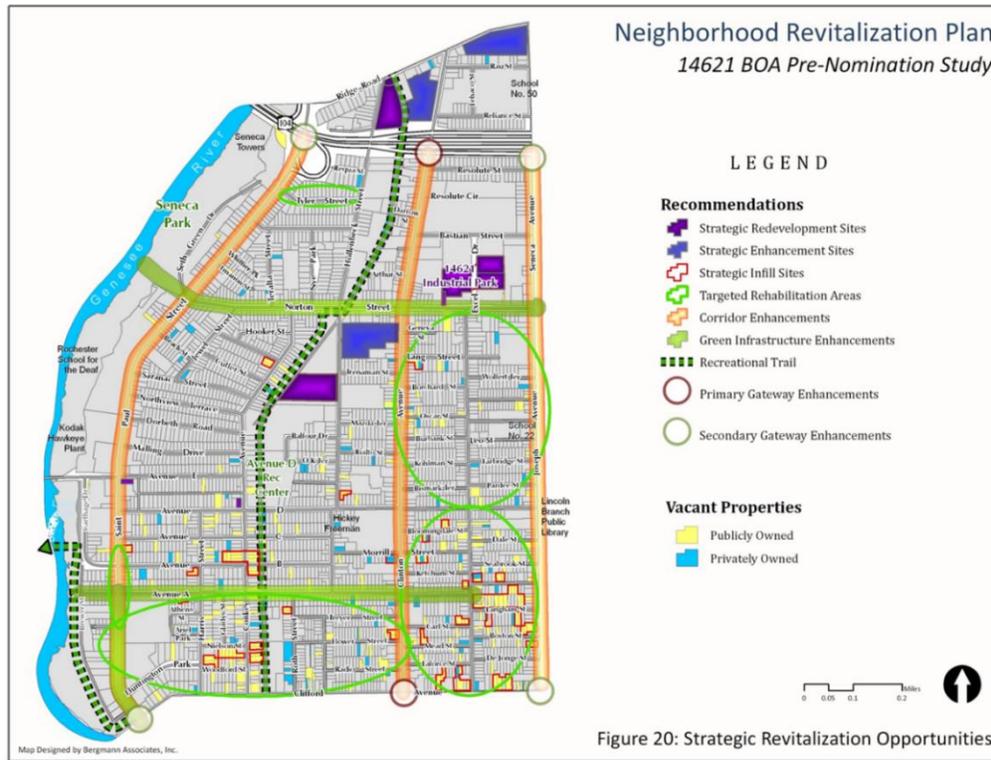
- Create a vacant property task force;
- Support education and advocacy around distressed and vacant property issues and predatory lending;
- Strategically demolish obsolete properties;
- Land bank strategic City-owned parcels;
- Support and expand local organizational capacity;
- Actively use open space as a community revitalization tool.

### **14621 BOA Study Area Pre-Nomination Study (Step 1 BOA), 2011**

The Pre-Nomination Study focused on identifying a target area for the BOA boundary and creating a comprehensive understanding of environmental site conditions. A series of formal outreach efforts to develop an area-wide vision statement and supporting goals and objectives was undertaken in the Pre-Nomination Study phase with preliminary focus area and projects noted. The strategic revitalization opportunities identified in the Pre-Nomination Study are illustrated in Figure 1.

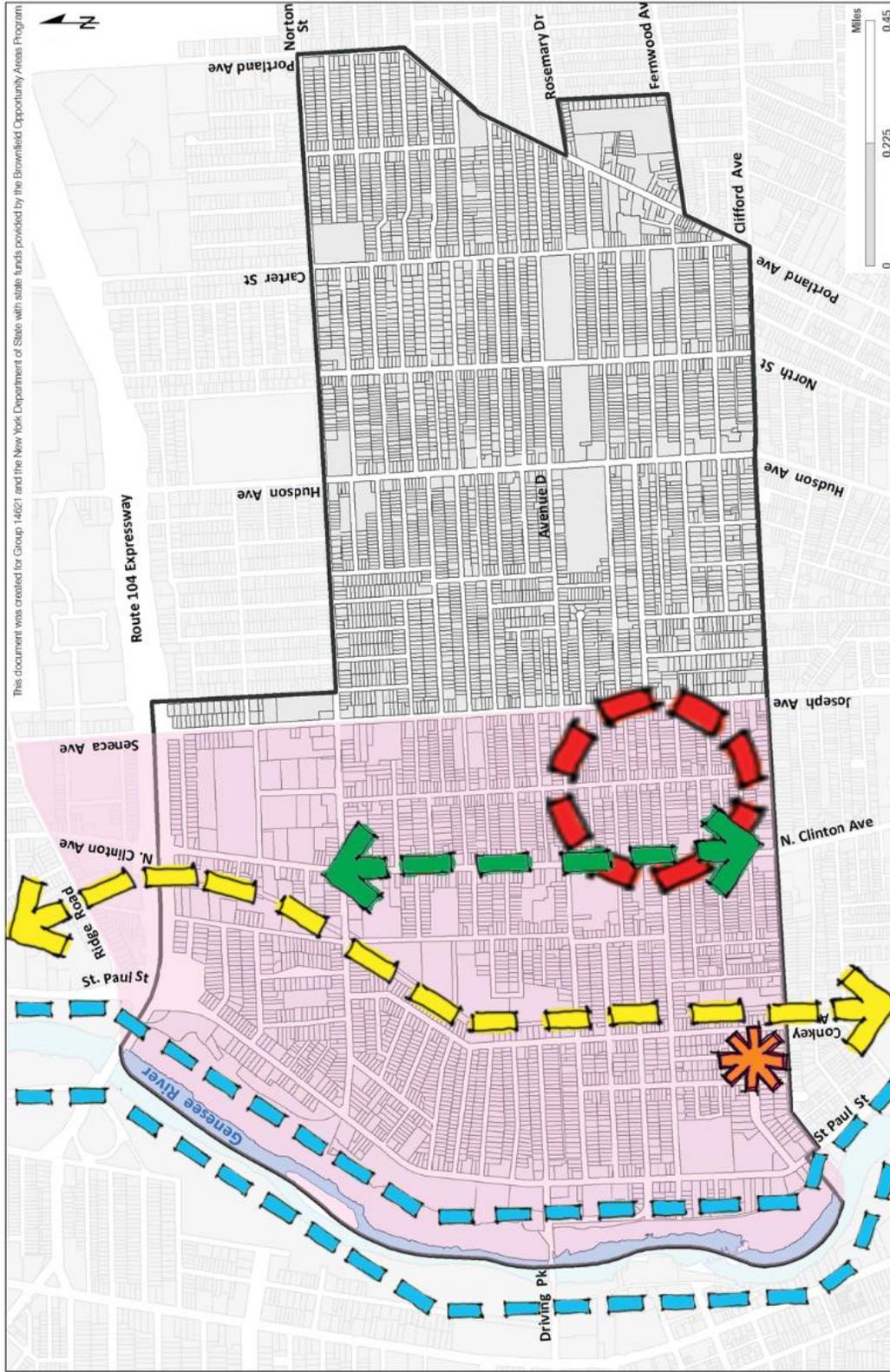
This Nomination Study phase project is a continuation of efforts initiated in Step 1, including updated demographic information, market analysis, expanded inventory of existing conditions that could impact redevelopment, master planning and the identification of strategic redevelopment sites.

Figure 1 Pre-Nomination Study Area



Source: Bergmann Associates

**Map 2 Related Plans, Studies & Projects**



Remington Super Urban Project (Ongoing)

La Avenida (Ongoing)  
El Camino Estates (2012)

City of Rochester LWRP (Ongoing)  
El Camino Trail (2012)

**Related Plans, Studies & Projects**

ROCHESTER, NEW YORK  
**14621**  
BROWNFIELD OPPORTUNITY AREA

### **Northeast Quadrant Strategic Plan, 2011**

Each of the city's four quadrants established a Neighborhood Service Center with a dedicated team of City employees in 2009. The Northeast Quadrant, with the 14621 BOA Study Area at its center, contains significantly more vacant lots and buildings than any other area of the city. The Northeast Quadrant Service Center team developed a strategic plan to identify specific tasks and action items for the quadrant. Several focus areas identified in the strategic plan are located within the 14621 BOA Study Area, including: Project H.O.P.E/El Camino Estates, Mildred Johnson Estates, Clinton Avenue Corridor, Red Wing Plaza, Hudson Avenue Corridor and Portland Avenue Corridor. These focus areas have been considered and will be addressed further in Section 5 Revitalization Strategy .

### **El Camino Estates, 2012**

The El Camino Estates Affordable Rental Housing Project included the construction of 50 affordable housing units on formerly vacant, clustered sites around the intersection of Conkey Avenue and Woodford Street. The project took place in two phases of development. The homes include three and four bedroom units available for families with incomes at 50 percent or less than the City median income. The project was developed by Ibero-American Development Corporation and Rochester's Cornerstone Group, with financing and a Payment-In-Lieu-Of-Taxes agreement with the City. As of August 2017, all units were occupied.

### **El Camino Trail, 2012**

The El Camino Trail was established through a collaboration between the City of Rochester and the Genesee Land Trust. The El Camino: Butterhole-Seneca Park Trail is a multi-use pedestrian greenway that was adapted from an old railroad line. The 2.25 mile trail runs from Mill Street in High Falls to the Seneca Park pedestrian bridge. The trail runs north-south through a large portion of the western section of the 14621 BOA Study Area. The El Camino Trail provides residents with recreational trails, but also attracts trail-users visiting destinations such as Seneca Park, the Gorge and the Wall\Therapy murals into the 14621 BOA Study Area. At the corner of Conkey Avenue and Avenue D along the El Camino Trail, the City and Genesee Land Trust collaborated to build the Conkey Corner Park to provide a community space in a neighborhood lacking parks and open space.

### **Poverty and the Concentration of Poverty in the Nine-County Region, 2013**

In 2013, the Rochester Area Community Foundation and ACT Rochester published the report, "Poverty and the Concentration of Poverty in the Nine-County Greater Rochester Area", which presented detailed statistics about the region's ongoing struggles with poverty. According to the report, the City's increased rate and concentration of poverty has pushed Rochester up in the ranks to now be the fifth poorest city in the country. The growth of Rochester's concentrated poverty has resulted in the number of city census tracts with poverty rates over 40% to increase from 14 tracts in 1990 to 27 tracts by 2010. The city neighborhoods that have the highest concentration of poverty are all located in the northern portion of the city -- the 14621 BOA Study Area has at least 40% of its population living below the poverty level. The findings in the report have prompted leaders in the Rochester community to begin discussing ways to resolve and address this issue.

### **Project HOPE, Ongoing**

Project HOPE (Healthy Outcomes through Participation, Education and Empowerment) is an initiative funded by the Greater Rochester Health Foundation and led by the Ibero-American Development Corporation. HOPE works with residents to address the social determinants of health

and how those disparities affect the day to day lives of residents living in the 14621 BOA Study Area. HOPE has collaborated on several projects along North Clinton Avenue including a community built playground, a fresh produce stand, community gardens, lot improvements, beautification projects and art murals.

**La Avenida Streetscape Improvements, Ongoing**

The La Avenida (North Clinton Avenue) streetscape beautification project involves the design and construction of public improvements with emphasis on the pedestrian realm and on-street bicycle accommodation. Completed in two phases, Phase I improved the streetscape from Upper Falls Boulevard to Avenue D. Phase II will extend improvements along Clinton Avenue, from Avenue D to Norton Street and is scheduled to be completed in 2015.

**City of Rochester Local Waterfront Revitalization Program (LWRP), (ongoing)**

The LWRP Program aims to assist communities in developing a local comprehensive land and water use plan while addressing coastal issues. The City of Rochester's LWRP, which is in the process of being updated, aims to revitalize identified deteriorated and underutilized waterfront properties by promoting recreation-oriented uses in waterfront locations. The 1999 LWRP included substantial recommendations for several focus areas. As a community that directly abuts the Genesee River, Group 14621 has the opportunity to identify additional recreational outlets within the Study Area and link these with city-wide efforts towards waterfront revitalization. Projects within the 14621 BOA Study Area that are addressed in both the LWRP and this Revitalization Strategy will be particularly well-positioned for advancement.

# 2

## Community Vision and Goals

---

The community developed a vision for the future of the 14621 BOA Study Area during the Pre-Nomination phase of the project. However, an expanded boundary and changing conditions within the Study Area led to the need to revisit the vision statement and confirm the primary goals and objectives of the community. The following sections represent a refined and updated vision statement and goals for the 14621 Revitalization Strategy, based on significant public outreach, communication with key individuals and local organizations and community feedback throughout the planning process.

### 2.1 Community Vision

The vision statement below describes how the community sees the Study Area in 15 years, laying the groundwork goals, objectives, and implementation actions.

*The 14621 BOA Study Area is a safe, vibrant, and diverse neighborhood that is supported by large and small businesses located along key corridors. Residents have safe and convenient access to affordable housing, educational opportunities, parks and playgrounds, fresh food, and places to shop. Community services assisting with job training and placement, education, language barriers, and youth programs are accessible to residents. The community's strength and dedication are evident in the neighborhood's well-kept homes, gardens, and storefronts.*

### 2.2 Goals & Objectives

The goals and objectives described in this section expand on key themes in the vision statement. The goals and objectives for this plan have been derived from numerous meetings with the steering committee, input from the residents of the area during public meetings, as well as interviews with stakeholders. The result is a series of goals and supporting objectives which serve as the foundation upon which the recommendations of this plan are built. The master plan for the 14621BOA Study Area is aligned with the four goals listed below and their respective objectives.

#### **GOAL #1: STABILIZE AND REVITALIZE RESIDENTIAL NEIGHBORHOODS**

Residential neighborhoods are a significant and essential part of the urban fabric of any community. A healthy community requires safe and attractive residential neighborhoods to support its residents. This plan seeks to build on and stabilize the residential fabric of the Study Area, addressing disinvestment, declining conditions, and vacant property through short-term stabilization efforts and long-term redevelopment strategies. The community's objectives are:

#### **Objectives:**

- Identify a comprehensive approach to stabilizing neighborhoods
- Encourage home ownership
- Encourage home and property maintenance

- Leverage existing community programs and relationships to implement stabilization programs
- Identify new development opportunities

## **GOAL #2: ENHANCE THE PUBLIC REALM**

The 14621 BOA Study Area is home to numerous parks, trails, and other valuable public assets. Throughout the planning process, the community has expressed a desire to improve the Study Area's park facilities and trails--and make it safer and more convenient for residents to travel by bicycle, transit, and on foot. This plan seeks to build on the Study Area's assets by improving the function and visual appeal of street major corridors, improving existing parks and creating new parks. Improvements to public realm can help create a safe and welcoming environment for residents, transform the pedestrian experience, provide better access to all modes of transportation, and bring new activity to business corridors. The community's objectives are:

### **Objectives:**

- Create beautiful and pedestrian/bicycle-friendly streets
- Support access to all transportation options
- Improve existing parks & trails
- Create new parks to meet neighborhood needs
- Turn vacant parcels into community assets
- Foster a sense of safety

## **GOAL #3: CREATE ECONOMIC OPPORTUNITY**

This plan seeks to create and improve economic opportunity for all residents in the 14621 BOA Study Area through job creation, business growth, income growth, and real estate development. The objectives are:

### **Objectives:**

- Support new business development
- Support and retain existing businesses
- Support and promote existing business corridors
- Identify and promote local businesses
- Identify opportunities for redevelopment of brownfield and vacant sites
- Connect residents with jobs through workforce development

#### **GOAL #4: ENHANCE YOUTH RESOURCES AND ENGAGEMENT**

The 14621 BOA Study Area is home to a relatively large youth population: almost 30% of the population is under 15 years old. Throughout the planning process, community members have expressed a desire to harness the energy and potential of youth within the community. Programs focused on engaging and empowering youth provide opportunities for young people to participate in the community and develop skills needed to become effective leaders. The community's objectives for youth engagement are:

##### **Objectives:**

- Encourage youth involvement in all ongoing neighborhood initiatives
- Provide adequate programs and facilities to meet the unique needs of young people
- Include and recruit youth into workforce development initiatives and training programs

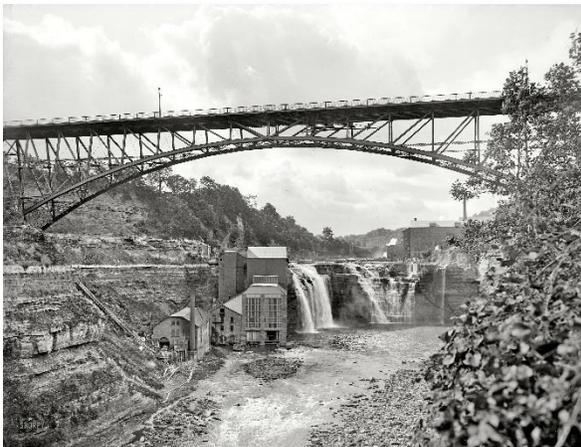
# 3

## Inventory

### 3.1 Community and Regional Setting

The 14621 BOA Study Area is located in the northeast part of the City of Rochester, which is situated on the southern shore of Lake Ontario and the center of Upstate New York's Monroe County (Map 3). Rochester is the third largest city in New York State, behind New York City and Buffalo in population. Covering 37 square miles, the population of Rochester in 2010 was 210,565 while the regional population was just over 1 million residents.

Along the Genesee River Gorge, in what is now Seneca Park, Rochester first emerged as a mill town and later became an industrial boomtown. By the mid-19<sup>th</sup> century, flourmills built along the Genesee River helped Rochester earn the nickname, "The Flour City." By the end of the 1800s, the flour industry had moved westward, nurseries emerged along the Genesee River, and Rochester became known as the "The Flower City."<sup>1</sup>



*Flour mill along the Genesee River, with Driving Park Bridge in the foreground. Circa 1904.*



*Tailors at Hickey Freeman (undated). Source: Hickey Freeman*

As dependence on the automobile grew throughout the 20<sup>th</sup> century, and Rochester's suburbs attracted residents and employers, the city's neighborhoods began to decline in population. Rochester has lost both jobs and residents over the past several decades. Despite this, the Rochester region has performed better than many other parts of Upstate New York, with higher job growth and lower unemployment.

The region's success, even during periods of economic decline, is in large part due to its continued focus on the education, technology, and medical fields. The region is known for its well-regarded colleges and universities, medical campuses, and innovative companies, including Xerox, Kodak and Bausch & Lomb. Although some of the most notable companies no longer define the employment base, the region's economic diversification has allowed the region to continue to grow and prosper.

The 14621 BOA Study Area makes up 1,276 acres northeast of downtown Rochester, bounded by the Genesee River to the west and Portland Avenue to the east. The area was settled in the 19<sup>th</sup> and early 20<sup>th</sup> centuries by Eastern European immigrants, who worked for

growing industrial companies, such as Kodak, Bausch & Lomb and Hickey Freeman. Polish immigrants left a particularly strong legacy in the northeast section of the Study Area along Hudson Avenue. The Saint Stanislaus Kostka Church, built by its parishioners in 1890, became the epicenter of Rochester's growing Polish community.

The 14621 BOA Study Area remains an important industrial and cultural part of Rochester, with a concentration of manufacturing companies, single-family and multi-family residential neighborhoods, historic churches, and schools. The area has also seen a shift in its cultural and ethnic character, emerging as one of Rochester's most prominent Hispanic neighborhoods. At the same time, the Study Area has experienced population and economic declines over the last few decades, creating a unique set of challenges and opportunities that are further discussed in the sections that follow.

**Map 3 14621 BOA Study Area Context**



**Study Area Context**

- Monroe County
- Study Area
- City of Rochester
- Towns
- Villages



## DEMOGRAPHIC AND ECONOMIC CONTEXT

A brief review of demographic and economic characteristics shows that the 14621 BOA Study Area has generally followed trends within the City of Rochester. There is, however, a significant (and growing) disparity between the 14621 BOA Study Area and the larger region, as measured by population loss, educational attainment, unemployment, and income. These factors are summarized further below.

### Population Characteristics

At 20,973 residents and 1,276 acres, the 14621 BOA Study Area makes up 10 percent of Rochester's population. While the region's population has experienced about 2 percent growth since 2000, both the City of Rochester and the 14621 BOA Study Area have experienced declines in population over the same time period. The city's population declined by 5 percent and the 14621 BOA Study Area declined by almost 11 percent (2,558 people).

**Figure 2 Percentage Change in Population, 2000-2013**



Source: ESRI, US Census, 2014

Population loss in the city and the 14621 BOA Study Area contrasts with slight growth in the metropolitan region, as residents continue to leave the city and relocate to surrounding suburban communities. The 14621 BOA Study Area today exhibits the effects of steady population loss, including vacant buildings and homes, higher crime rates, and economic / social distress. In this



Residential street in the 14621 BOA Study Area, 2014

context, it is notable that the Study Area's population is generally younger than the city and region, with a median age of 28.8, more than ten years younger than the region's median age of 40 years. Further, almost 35 percent of the neighborhood's population is under the age of 19, compared to 25 percent county-wide. This suggests that planning efforts will need to make special consideration for the needs of families, especially those with young children.

Almost half of Monroe County's residents have earned college education (which makes it one of the most highly educated in the nation), compared to 33 percent in the city of Rochester and just 15 percent of residents in the 14621 BOA Study Area. Education is often closely related to income, such that households with higher educational attainment are also among those with the highest household income and wealth.

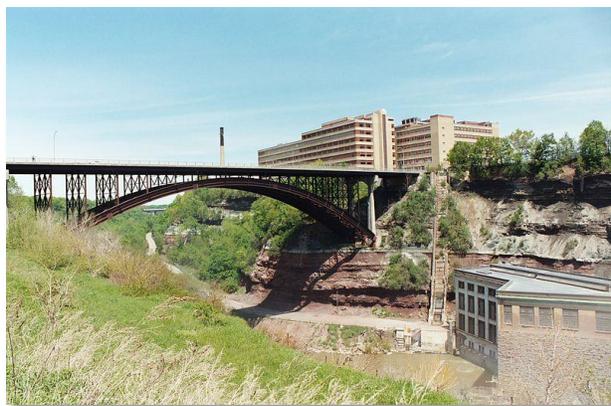
### **Housing Characteristics**

The proportion of owner-occupied housing units is generally considered to be an important measure of a neighborhood's well-being and stability. About 26 percent of housing units in the 14621 BOA Study Area are occupied by owners, and almost 60 percent are occupied by renters.

These proportions are similar to the rest of Rochester, but significantly different from regional and national trends. Approximately 60 percent of housing units in Monroe County are owner-occupied and the national average is 56.4 percent. A related measure shows that approximately 15 percent of the Study Area's 8,923 housing units were vacant in 2013 (1,361 vacant housing units). This vacancy rate is significantly higher than the city of Rochester (10%) and Monroe County (6.2%). Consistent with higher vacancy rates and lower rates of home ownership, the median home value in the 14621 BOA Study Area, at \$50,628, is lower than both Rochester (\$75,800) and Monroe County (\$134,200). In addition, the average assessed value in the 14621 BOA Study Area (\$34,954) is lower than the city average of \$57,444.

### **Economic Context**

The Rochester region's economy has experienced significant changes over the past few decades, with downsizing by local industries, such as Xerox, Kodak, and Bausch and Lomb. The regional economy, however, is adapting from one based on manufacturing, to a service-based economy focused on health care and education. The 14621 BOA Study Area has faced more significant challenges than other areas in the city and the region, suggesting that any revitalization effort will require sustained and targeted partnership between Group 14621 and the City of Rochester.



*Kodak's now closed Hawkeye facility, looking north along the Genesee River.*

The industry sectors employing the greatest proportion of the Finger Lakes Region's workforce in 2010 were Manufacturing (11%), Retail Trade (10%), Educational Services (14%) Health Care and Social Assistance (13%) and Professional Services (10%). With the exception of Manufacturing, these industries are projected to grow significantly between 2010 and 2020.

Unemployment in the Rochester region, at 6.1 percent in 2013, has remained lower than the state average for the last few years. The 14621 BOA Study Area has experienced significantly higher unemployment than the region or the city, at almost 25 percent in 2013. Further, the median household income in the 14621 BOA Study Area was \$21,055 in 2013, less than the City of Rochester (\$30,457) and less than half the median income in the metropolitan region (\$51,552).

The 14621 BOA Study Area is a significant part of the City of Rochester's core, in both population and size. The area is located within a relatively prosperous region, but lags behind surrounding communities by most measures. As such, the regional and local context in which the 14621 BOA Study Area exists is one of marked economic disparity, the effects of which are manifested in the Study Area's unique challenges, including population loss, underperforming socio-economic factors, the presence of brownfield sites, as well as the impacts of higher crime rates, housing vacancy, and a deteriorating housing supply. At the same time, the 14621 BOA Study Area is home to numerous assets and opportunities, most notably its engaged businesses, residents, and community organizations that are committed to the area's revitalization. These and other assets and opportunities are described in the sections that follow, which examine the 14621 BOA Study Area in detail, exploring its strengths, challenges, and opportunities related to land use, buildings, organizations, residential neighborhoods, business growth, and potential catalyst redevelopment sites.

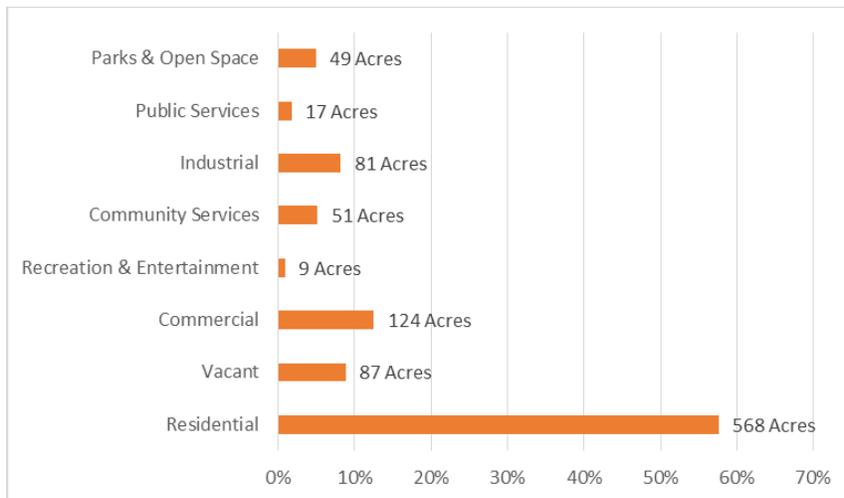
## 3.2 Land Use

Understanding and evaluating existing land use patterns in the 14621 BOA Study Area can help identify how redevelopment opportunities can best fit into the existing built environment and where regulatory changes might be required to achieve the community's vision for the neighborhood.

By the late 1800s, the compact residential blocks that define the 14621 BOA Study Area replaced the farms and nurseries that once lined the Genesee River. Even as housing tracts and factories became the dominant land use, the neighborhood's most prominent natural amenity, the Genesee River, continued to define growth in this area of the city due to its value as a source of power and transportation. The neighborhood is set up in a grid pattern with small residential lots and pockets of industrial uses, and organized around several commercial corridors that run north to south, connecting downtown Rochester to its neighborhoods and to towns to the north, including Irondequoit, Greece and Webster. The compact arrangement of land uses allowed many to live, work, and shop in the same neighborhood. The resulting landscape includes a diverse mixture of residential, commercial, industrial, recreational and community service land uses.

Figure 3 shows the land uses in the 14621 BOA Study Area as a percentage of the total acres in the Study Area boundary.

**Figure 3 Land Uses as a Percentage of Total Acres in the Study Area**



Source: City of Rochester Parcel Data, 2014

After subtracting streets and other rights-of-way, there are approximately 986 acres of land and 6,748 parcels in the Study Area. The existing land use for these parcels is detailed in Map 4 below.

**Residential lands** account for the largest proportion of both total parcels (81%) and total acreage (58%). Single family structures are the most prevalent residential parcel type in the Study Area.

**Commercial lands** make up 91 acres (9%). The two most common commercial land use types are parking lots and apartments, accounting for approximately 100 parcels each. Commercial lands are generally clustered along five of the neighborhood's major corridors:

- Saint Paul Street
- North Clinton Avenue
- Joseph Avenue
- Hudson Avenue
- Portland Avenue

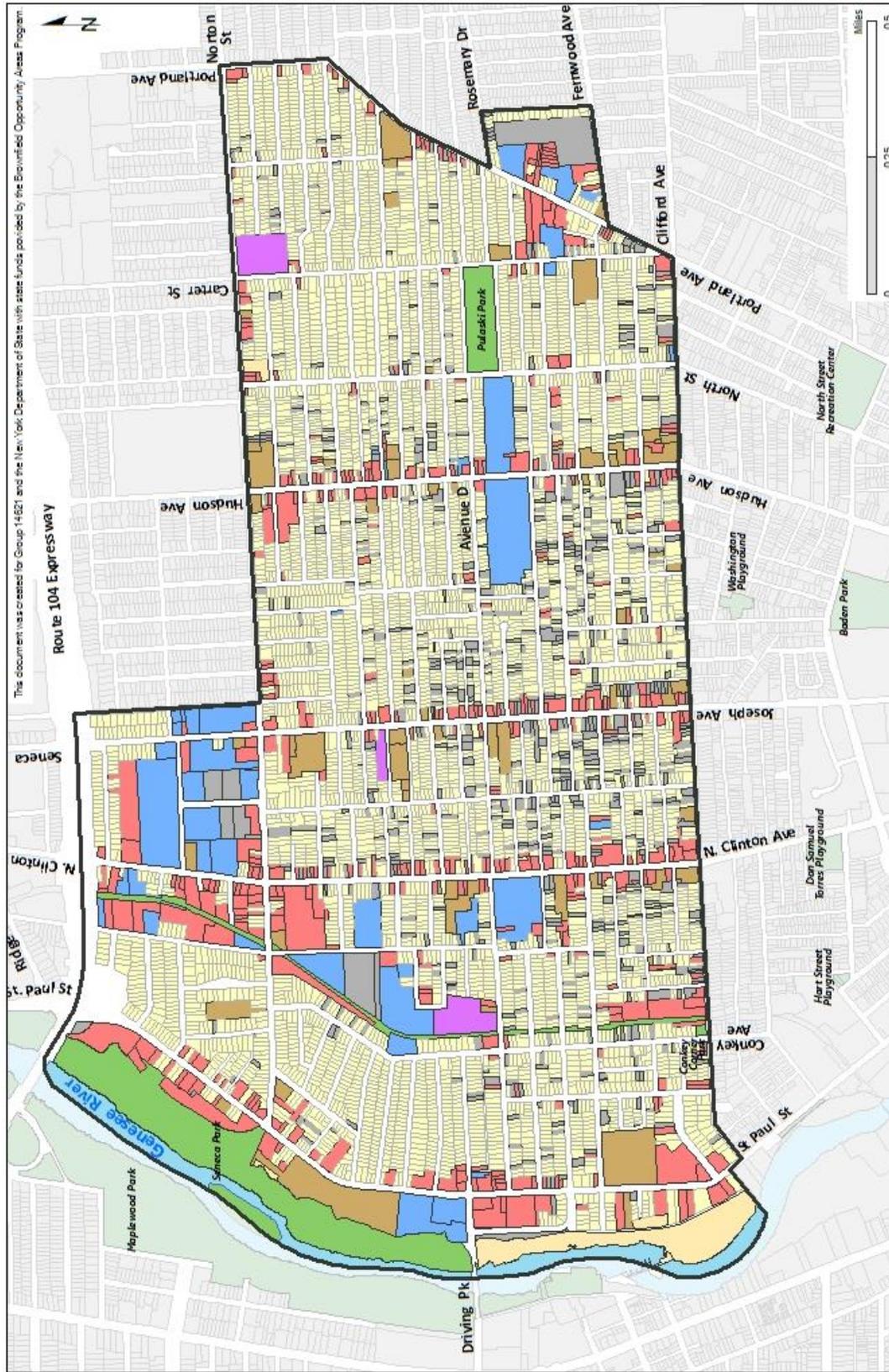
**Community Services** cover 51 acres (5%) of the Study Area and are scattered throughout the neighborhood. They include faith-based organizations, non-profit organizations, schools and libraries. Although Parks and Open Space benefit the community, they are not classified as a Community Service.

**Parks and Open Space** make up 49 acres (5%) and include Seneca Park, the El Camino Trail, Conkey Corner Park, Avenue D Rec Center, Carter Street Rec Center, and Pulaski Park.

**Industrial lands** account for almost 80 acres (8%) and are clustered in the northwestern section of the Study Area. Industries located at the 14621 Industrial Park and along Conkey and Clinton Avenue are predominantly metal manufacturing facilities.

**Vacant Lands.** New York State's Property Class Code defines vacant lands as parcels without any permanent improvements.<sup>ii</sup> There are 697 vacant properties (87 acres) in the Study Area. Approximately 90 percent of vacant properties are classified as residential (most are less than ¼ acre in size) and the remainder are industrial or commercial. Given the relatively high concentration of vacant properties in the Study Area, this topic is discussed in more detail in Section 3.5, Brownfields, Vacant and Underutilized Sites.

**Map 4 Existing Land Use**



**Existing Land Use**  
 6,748 Parcels on 986 Acres

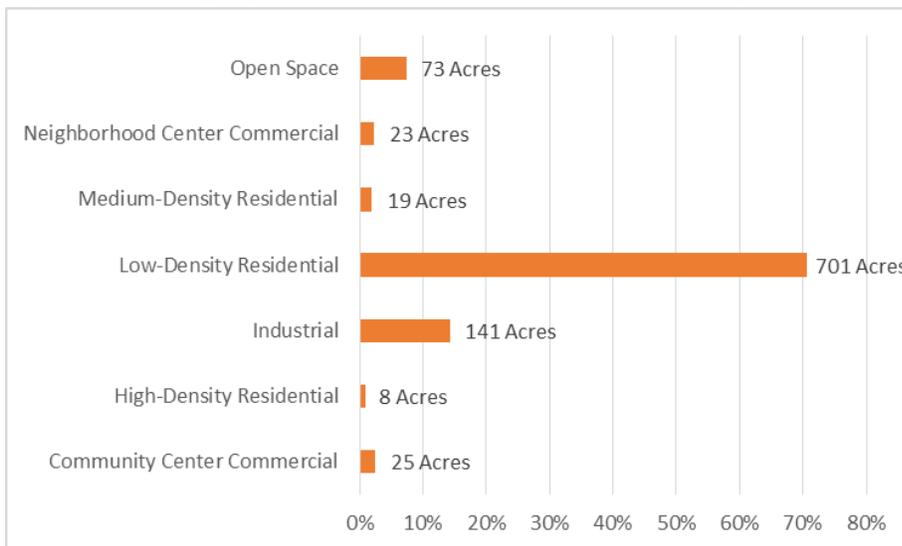
ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

### 3.3 Zoning

Zoning districts in the 14621 BOA Study Area can impact where and how future development and investment will occur by encouraging certain uses in a zone and discouraging others. Understanding how land is being used within the existing zoning provides a framework for recommendations for revitalization.

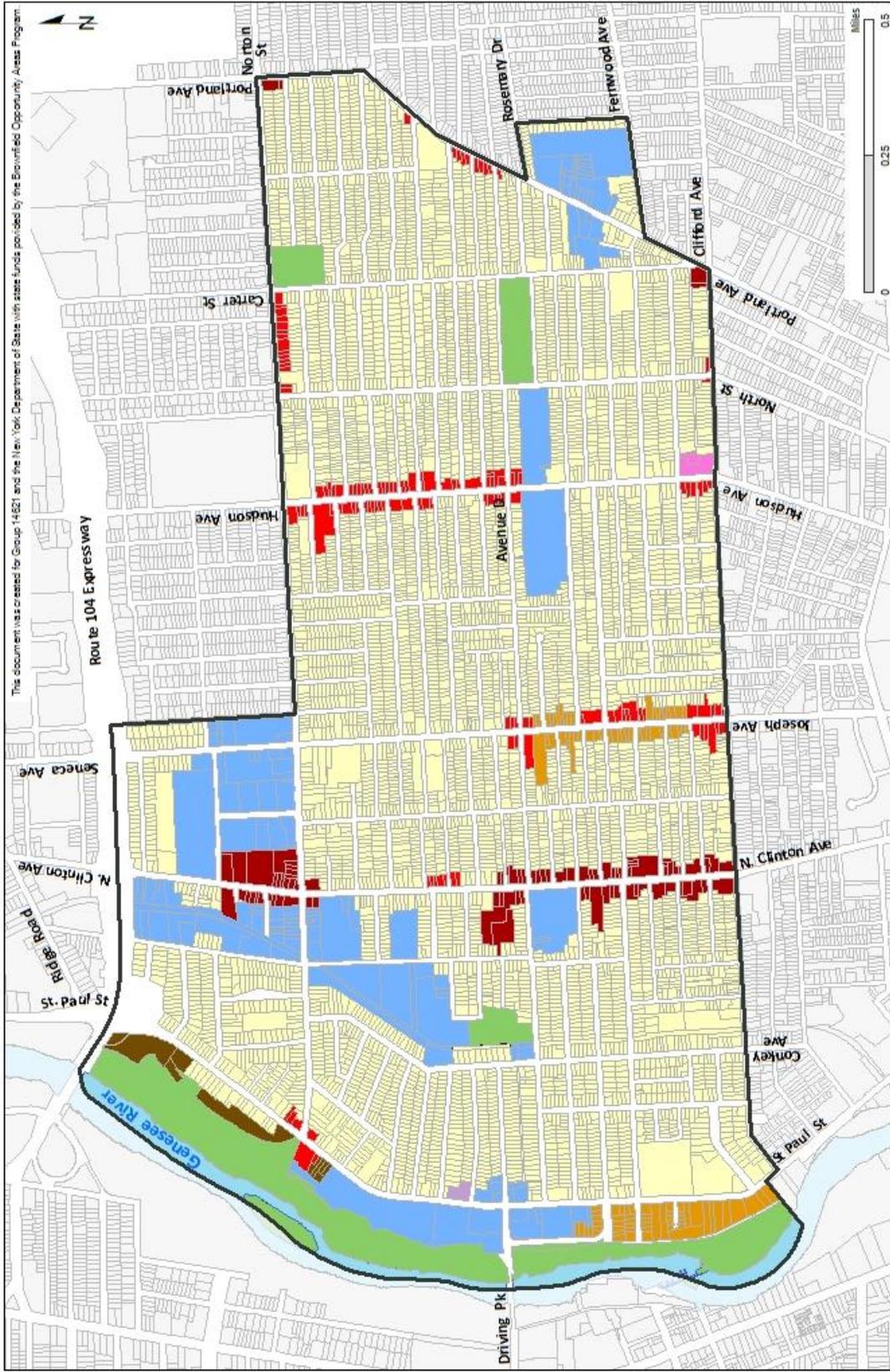
Figure 4 shows the breakdown of existing zoning districts in the 14621 BOA Study Area. The majority of property within the Study Area is zoned for residential uses (58%). There are several areas zoned for industrial uses, the largest of which are along Hollenbeck and Norton Streets in the northwestern section of the neighborhood and along St. Paul Street in the westernmost section of the Study Area. Hudson, North Clinton and Joseph Avenues include areas zoned for commercial uses. The existing zoning patterns within the Study present both opportunities and constraints. The diversity of the Study Area's zoning districts encourages a variety of uses that can contribute to a dynamic urban setting. The existing zoning, however, may constrain redevelopment opportunities on specific sites. Map 5 illustrates the location of existing zoning districts in the Study Area.

**Figure 4 Zoning by Percent of Total Acres in the Study Area**



Source: City of Rochester Parcel Data, 2014

**Map 5 Zoning by Parcel**



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- BOA Boundary
- Low-Density Residential (71%)
- Medium-Density Residential (2%)
- High-Density Residential (1%)
- Neighborhood Center Commercial (2%)
- Community Center Commercial (2%)
- Industrial (14%)
- Planned Development (<1%)
- Transitional Parking (<1%)
- Open Space (7%)

**14621**  
 BROWNFIELD OPPORTUNITY AREA

Zoning by Parcel

### 3.4 Land Ownership Patterns

Ownership patterns can play a major role in how properties are redeveloped in a neighborhood. Publicly and privately-owned lands each present different types of opportunities and challenges. Public entities typically have greater control over development processes that involve publicly-owned lands. However, future development on privately-owned lands can be regulated through zoning and design standards. Public entities can also enter into public/private partnerships with land owners and offer incentives to encourage certain types of development.

As illustrated in Figure 5, privately-owned property makes up 84 percent of the 14621 BOA Study Area, (829 acres). Publicly owned land accounts for 16 percent of the total acreage in the 14621 BOA Study Area (157 acres). The City of Rochester owns the majority of publicly-owned land in the Study Area (131 acres), including parks, community centers, portions of the 14621 Industrial Park and numerous vacant residential lots.

The largest concentration of City-owned residential vacant lots is located between North Clinton Avenue and Hudson Avenue and between Avenue D and Clifford Avenue. The Rochester Housing Authority owns 51 single and multi-family residential units interspersed throughout the neighborhood. The Rochester City School District owns three elementary schools in the neighborhood and the School Bus Depot. New York State owns two small parcels in the northwest section of the Study Area in association with Route 104. Map 6 shows the location of the publicly-owned lands described above. Several City-owned properties are contiguous, vacant parcels that, could be assembled to create future redevelopment opportunities.

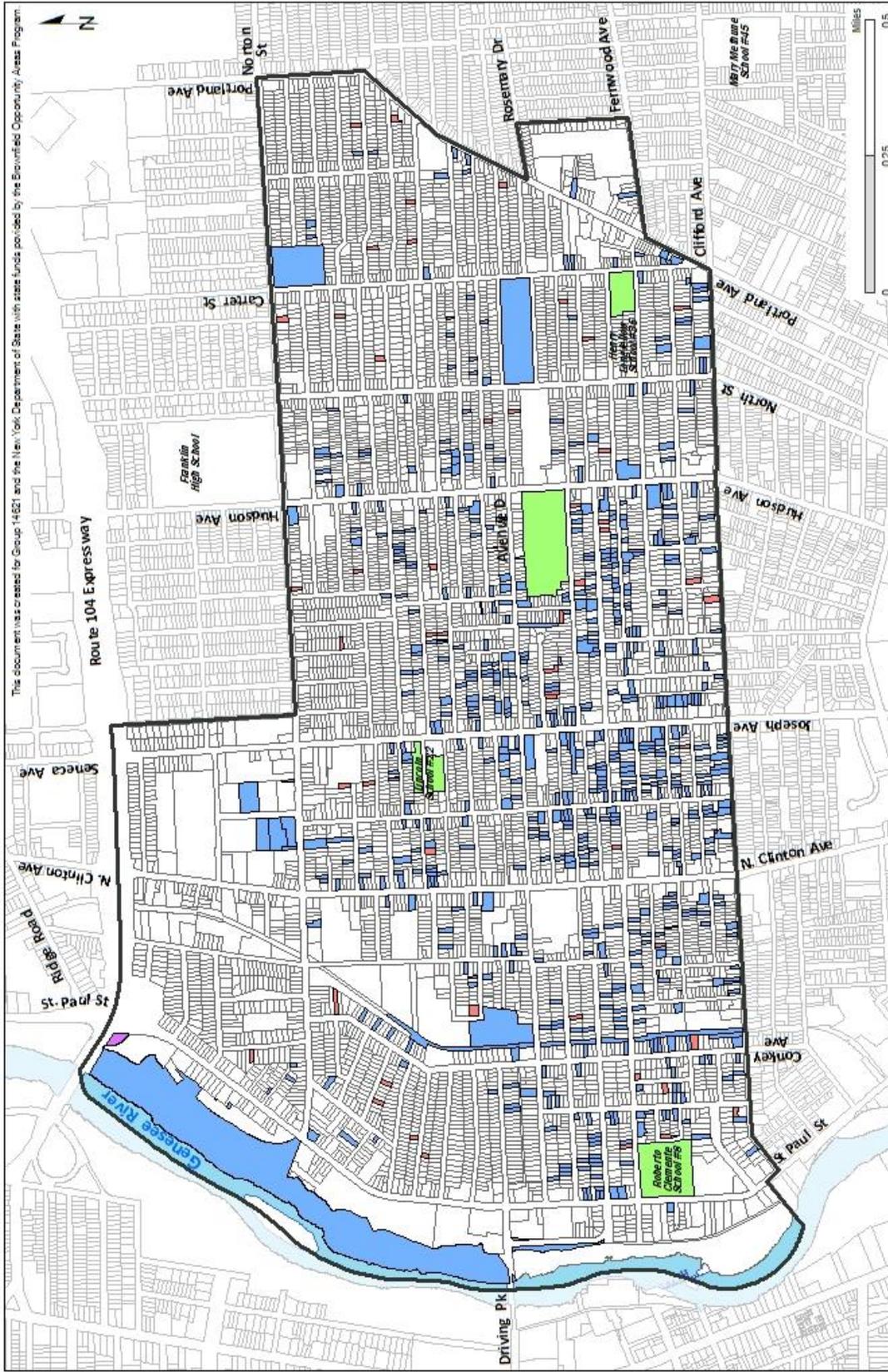
**Figure 5 Public Property Ownership**

Ownership	# of Parcels	Acres	% of Acreage
<b>Total</b>	<b>6,748</b>	<b>986.0</b>	<b>100%</b>
Private Ownership	6,058	828.6	84%
Public Ownership	690	157.4	16%
<i>City of Rochester</i>	<i>632</i>	<i>131.2</i>	
<i>New York State</i>	<i>2</i>	<i>0.4</i>	
<i>Rochester City School District</i>	<i>5</i>	<i>20.2</i>	
<i>Rochester Housing Authority</i>	<i>51</i>	<i>5.6</i>	

Source: City of Rochester Parcel Data, 2014

Publicly-owned lands are generally considered “wholly exempt.” meaning the owner (in this, case a public entity) does not pay property taxes. The 14621 BOA Study Area also contains 112 privately-owned parcels that are classified as tax-exempt. Of these 112 parcels, the majority are owned by religious organizations. While tax-exempt property do not contribute to the City’s property tax revenues, the presence of tax-exempt property in the 14621 BOA Study Area will not directly impact revitalization efforts in the 14621 BOA Study Area.

**Map 6 Public Property Ownership**



ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

City of Rochester (92%)  
 Rochester Housing Authority (7%)  
 Rochester City School District (<1%)  
 New York State (<1%)

690 Public Parcels on 157 acres

BOA Boundary  
 Private Parcels

City of Rochester (92%)  
 Rochester Housing Authority (7%)  
 Rochester City School District (<1%)  
 New York State (<1%)

690 Public Parcels on 157 acres

## 3.5 Brownfields, Vacant and Underutilized Sites

A primary objective of the New York State Brownfield Opportunity Area Program is to better position brownfield, vacant, and underutilized sites in a community for redevelopment opportunities. The presence of these sites can discourage investment in the area and cause depreciation of property values. Community-led revitalization plans can help prepare brownfield, vacant, and underutilized sites for redevelopment by identifying the steps needed for remediation, marketing, and development of future uses that are compatible with the neighborhood's vision. This section describes the following types of lands in the Study Area, as well as their relationship to shaping future redevelopment opportunities:

- (1) Brownfields;
- (2) Vacant lands; and
- (3) Underutilized lands.

### BROWNFIELDS

A brownfield is defined as "a parcel of real property at which expansion, redevelopment, or reuse may be hindered by the presence, or potential presence, of hazardous substances, pollutants, or contaminants." Brownfields may include active petroleum spill event sites, former gasoline stations, underground storage tanks and vacant properties with past spill events. A brownfield may or may not be vacant or underutilized. Brownfields sites can also be active and functioning in a current use and may not be appropriate for redevelopment consideration. It is the presence (or perceived presence) of contamination that makes a site a brownfield.

Brownfields are identified by reviewing public databases and conducting in-field reviews. A comprehensive review of the New York State Department of Environmental Conservation's databases was conducted during the 14621 Revitalization Strategy Step 1 Pre-Nomination to identify preliminary property conditions.<sup>iii</sup> Because a portion of the 14621 BOA Study Area was not included in the Step 1 Pre-Nomination, the technical team revisited environmental databases to identify potential brownfields in the expanded area east of Joseph Avenue. The technical team also checked for updates and changes that have occurred over the last three years. The sites illustrated on Map 7 were identified based on documented and secondary sources, including:

- Readily available public records;
- Interviews with people familiar with the site history;
- Field observation;
- Photos and aerial photos;
- Existing and historical environmental reports and
- Existing remedial investigation studies and reports.

Residential uses are omitted from this analysis because the potential contamination issues related to residential uses are typically due to minor events, such as spilled paint or a small oil leak from a heating tank. In the context of a neighborhood redevelopment strategy, such minor events are not considered to be significant environmental issues that would present barriers to redevelopment.

Based on the analysis described above, there are 133 acres of brownfields (99 parcels) in the Study Area, which accounts for 13 percent of the total land area. While the largest brownfield is approximately 16 acres, the average size of brownfield parcels is approximately one acre. Site profiles for all brownfield sites located within the Study Area can be found in Appendix B.

### **Brownfields with Redevelopment Potential**

Part of this analysis involved narrowing down the full list of brownfields to identify brownfields with the most potential for redevelopment. For that reason, small sites and brownfield sites containing active businesses were removed from the list.

Map 8 presents the narrowed list, showing eight brownfield sites that have high redevelopment potential due to their location, size, ownership status, assessment/clean up status, and/or current use.

#### **Brownfield Cleanup Terminology**

**Phase I Environmental Site Assessment (ESA):** A non-invasive study prepared for a real estate holding that identifies potential or existing environmental contamination liabilities caused by the current and former uses of the land.

**Phase II Environmental Site Assessment (ESA):** The purpose of a Phase II ESA is to resolve the issues presented by the Phase I study and, if present, identify the nature and extent of any contamination on the property. This is an invasive process that can include excavation, drilling, and sampling and analysis of groundwater. The discovery of contamination on the property results in a detailed plan for the remediation of the site.

**Open/Active Spill Event:** Indicates that actions are necessary prior to acceptance for closure such as groundwater monitoring or soil removal and disposal.

**Closed Spill Event:** A spill that has been adequately addressed and no further actions are required. In some cases, this does not indicate that the site has been fully remediated. The NYS DEC retains the right to require additional remedial work in the future if it determines further action is necessary.

**Chemical Bulk Storage Facility:** storage of any of the more than 1,000 chemicals identified by the NYS DEC.

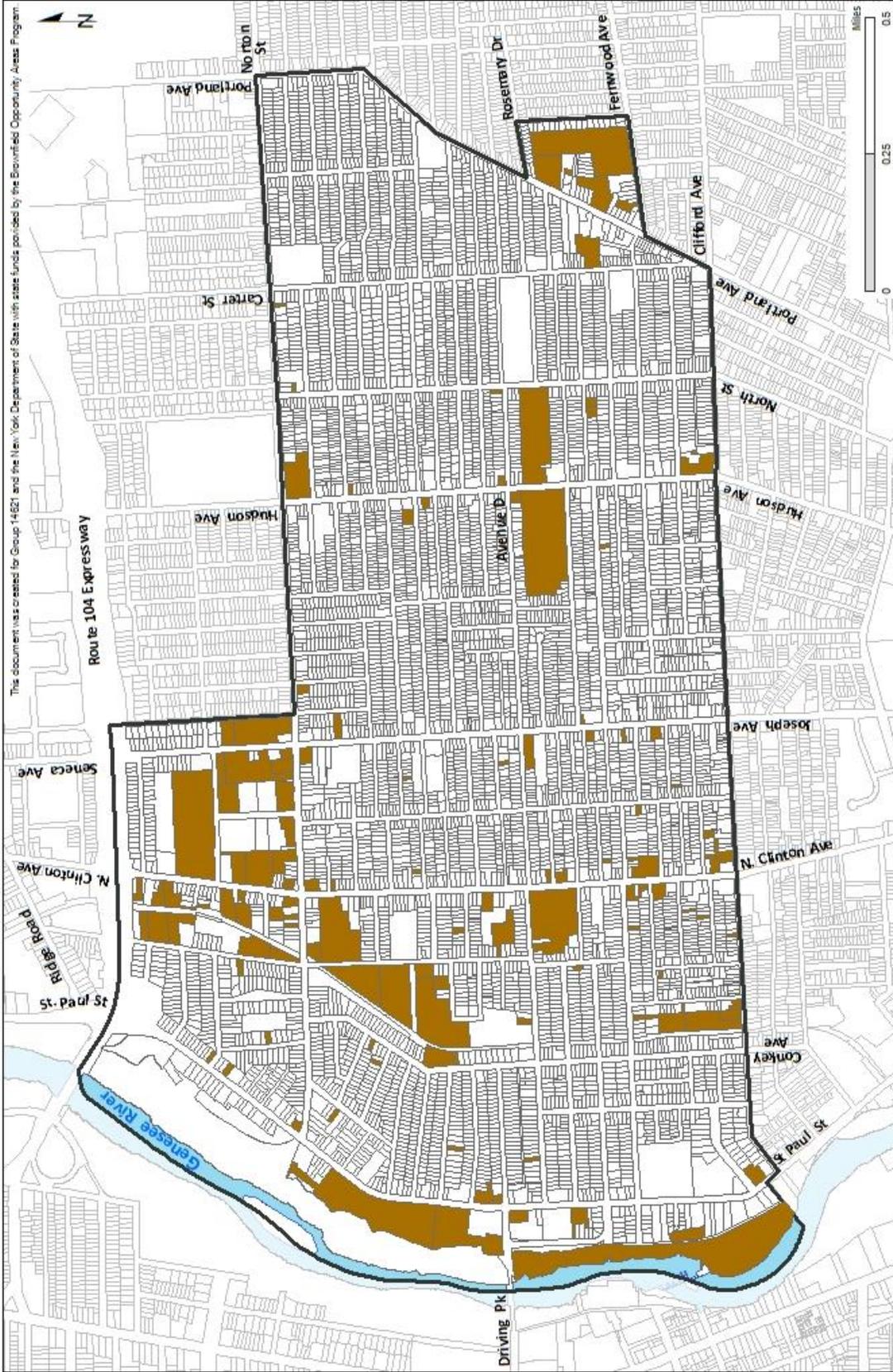
**Major Oil Storage Facility:** storage of more than 400,000 gallons of product.

**Petroleum Bulk Storage Facility:** has combined capacity of more than 1,100 gallons.

**Hazardous Waste:** The EPA has specific procedures in place for identifying hazardous wastes, which it defines as any waste that is potentially hazardous to health or the environment.

**Large Quantity Hazardous Waste Generator:** Any facility that is certified to generate more than 1,000 kilograms of hazardous waste per month.

**Map 7 Brownfields**



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- BOA Boundary
- Parcels
- Brownfields

**Brownfields**

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

**Map 8 Strategic Brownfields**



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- Strategic Brownfields
- Bordering Sites
- BOA Boundary

**Strategic Brownfields**

ROCHESTER, NEW YORK  
**14621**  
 GROUP  
 BROWNFIELD OPPORTUNITY AREA

The following section describes each of the strategic brownfield sites, their history of environmental contamination, potential future uses, and recommendations for further action.

### Site 1: 125 Brewer Street (Former Rochester Gas & Electric)

(Strategic Site #1)

The former Rochester Gas & Electric (RG&E) Hydroelectric Power Plant, located at 125 Brewer Street in the Genesee River Gorge, was formerly enrolled in the NYSDEC Voluntary Cleanup Program (VCP). As of 2006, the cleanup is listed as complete. According to the NYSDEC, if the current owners sell the property, the final cleanup step will be initiated by placing a deed restriction on the property to implement institutional controls and to ensure long-term monitoring and maintenance of the property.



The NYSDEC site profile indicates that Monroe County used a portion of the property during construction of the Cliff Street Siphon Tunnel Project in 1984. During construction, coal tar was encountered and two settling lagoons were constructed to separate coal tars from water pumped out of the tunnel. The outfall of the lagoons discharged to a wetland adjacent to the Genesee River. The lagoons were closed in place in 1985. An investigation of groundwater, soil, and river sediments in 1998 revealed non-aqueous phase liquid (NAPL) in groundwater, coal tars in soils, coal

tar contamination in the river sediments behind the middle falls dam, and NAPL seeps at the base of the dam flood gates and middle falls rock face.

In 2003, over 60,000 tons of contaminated soil, sediment and rock were excavated and disposed off-site. The excavation was backfilled with clean fill and graded. Groundwater is monitored on a quarterly basis. Monroe County and RG&E completed a bedrock grouting program in fall of 2006 to mitigate NAPL seeps. A new concrete spillway over the rock ledge was also constructed. Recent inspections do not show evidence of NAPL seeps into the Genesee River.

Due to their age and former use, buildings at the site have the potential to contain hazardous materials, including but not limited to asbestos containing materials (ACM), lead based paint (LBP), polychlorinated biphenyls (PCBs) and mercury.

**Potential future uses:** Industrial, commercial, and open space with trail connection.

**Recommended actions:** A document review should be conducted to determine which areas of the property have completed remediation and are ready for redevelopment.

### Site 2A & 2B: 1405-1447 St. Paul Street

(Strategic Site #2)

Beginning in the early 1900s, 1447 St. Paul Street was part of the Eastman Kodak Hawkeye Plant used for the fabrication of photographic lenses.

Instamatic cameras were initially produced at this facility. After Eastman Kodak discontinued assembly line production in the United States, the plant produced optics and photocopiers into the 1980s.



The main building is seven stories, totaling 759,000 square feet. The brick addition at 1447 St. Paul Street was constructed in 1942 and its four stories total 374,802 square feet.

The property is listed as a NYSDEC Major Oil Storage Facility (MOSF) and has multiple associated closed spills. Petroleum products were released during spills, which affected both soil

and groundwater at the site. The property was formerly a Resource Conservation Recovery Act (RCRA) Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS) site, and was a generator and handler of hazardous waste.

**Potential future uses:** Industrial or commercial.

**Recommended actions:** A Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental quality.

### Site 3: 1345-1365 St. Paul Street

(Strategic Site #3)

1345-1365 St. Paul Street is currently a parking lot located on the southwest corner of St. Paul Street and Avenue E. The property was formerly part of the Eastman Kodak Hawkeye Plant, discussed above. The property contained seven underground storage tanks (USTs) of various sizes which were installed between 1968 and 1986.



All registered tanks at the property are listed as closed prior to March 1991.

The property has two closed spills from 1986 listed with the NYSDEC, both due to gasoline spills.

**Potential future uses:** Vertical mixed-use, commercial and residential.

**Recommended actions:** This property formerly operated as a gasoline station and/or auto repair facility. Due to the petroleum-related products

typically stored and used at former gasoline stations and the potential for a release of these materials to the subsurface at the property, it is recommended that if this property is selected for redevelopment, a Phase I ESA be completed to determine prior use and provide

recommendations regarding the environmental quality of the site. The Phase I ESA may determine that a Phase II ESA be performed, including, but not limited to the installation of test pits, soil borings and groundwater monitoring wells.

#### Site 4: 285-315 Hollenbeck Street

(Strategic Site #4)

285-315 Hollenbeck Street is a parking lot located at the southwest corner of Hollenbeck and Trenaman Streets. The property was formerly operated by Regional Recycling, a commercial recycling facility, and contained three underground storage tanks that were removed in 1994, 1995, and 2013. The property has four closed spills listed with the NYSDEC. All were closed between 1995 and 2004.



**Potential future uses:** Commercial, urban agriculture

**Recommended actions:** Due to the petroleum-related products formerly stored and used at this property and the potential for a release of these materials to the subsurface at the property, it is recommended that if this property is selected for redevelopment, a Phase I ESA be completed to determine prior use and provide recommendations regarding the environmental

quality of the site. The Phase I ESA may determine that a Phase II ESA be performed, including but not limited to the installation of test pits, soil borings and groundwater monitoring wells.

#### Site 5: 610 Hollenbeck Street

(not a strategic site)

This property at 610 Hollenbeck Street is a warehouse and former home improvement store, Ridge Lumber. The property formerly contained four 1,000 gallon underground storage tanks, three of which contained gasoline and one contained diesel fuel. The tanks are listed as closed-removed in 2011.



The property has two spills listed with the NYSDEC. One spill was closed in 1988. The other occurred in 2000 as a result of a gasoline spill, impacting soil, indoor air, groundwater, and a utility conduit. The spill remains open.

The City of Rochester was awarded a Phase I and Phase II Environmental Site Assessment (ESA) grant for the property from the US Environmental Protection Agency (EPA). A Phase I ESA was conducted between 8/16/2011 and 12/19/2011. A Phase II ESA, which was also conducted within

that time frame, determined that the contaminants of concern at the property include petroleum products and asbestos and that cleanup, defined as the removal or control of hazardous materials, is required at the property.

**Potential future uses:** Industrial or commercial.

**Recommended actions:** A document review should be conducted to determine which areas of the property have completed remediation and are ready for redevelopment. Records should be obtained from the City of Rochester regarding Phase I and Phase II ESA efforts at the property.

### Site 6: 570 Hollenbeck Street

(Not a strategic site)

This vacant warehouse, located at 570 Hollenbeck Street between Requa and Strong Streets, has one spill listed with the NYSDEC, which was closed in 2013.



**Potential future uses:** Light industrial.

**Recommended actions:** A Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental quality. The Phase I ESA may determine that a Phase II ESA be performed, including but not limited to the installation of test pits, soil borings and groundwater monitoring wells.

### Site 7: 24 Seneca Avenue

(Strategic Site #5)

24 Seneca Avenue is located on the north side of Norton Street, between Bremen Street and Seneca Avenue. The property is currently configured as an industrial building with an associated parking lot owned by 24 Seneca Avenue, Inc. The building on the property is occupied with multiple repair, supply, and manufacturing companies.



The property has two spills listed with the NYSDEC, which were closed in 1993 and 2012.

The City of Rochester was awarded a Phase II ESA grant for the property from the US EPA. A Supplemental Assessment performed between 6/25/2010 and 11/13/2010 determined that cleanup is required at the property and that volatile organic compounds (VOCs) and semi-volatile organic compounds (SVOCs) have impacted soil and groundwater at the property.

The property is enrolled in the NYSDEC Environmental Remediation Program (ERP). The City has completed an investigation through this program and the State of New York has issued a Record of Decision (ROD) with a selected course of action. The State will be completing clean-up activities. The City is in communication with the property owner to discuss maintaining operations on the site during cleanup.

**Potential future uses:** Commercial, industrial.

### Site 8A: 42 Fernwood Avenue

(Portion of Strategic Site #6)

42 Fernwood Avenue is currently used for carpet storage by Frontier Carpets, Inc. and is located between Portland Avenue and Spiegel Park. The building was formerly occupied by Preferred Electric Motors, Inc, an electric motor refurbishing company.



The property has three closed spills listed with the NYSDEC, one in 1997 and two in 2004.

The property is listed as a RCRA hazardous waste generator, NYSDEC State Superfund site. Hazardous waste was disposed at the property from approximately 1950 to the present.

A remedial investigation (RI) conducted at the property showed contamination in floor oil and soil residue, sediment from floor drains, subsurface soils, and groundwater. Remedial actions are in progress.

The source area of the contamination was removed and a soil vapor extraction (SVE) system installed during remediation was dismantled. A sub-slab depressurization system (SSDS) was installed at 40 Fernwood Avenue.

Based on the Site Management Plan (SMP) prepared for the property, the groundwater and off-site soil vapor intrusion into nearby homes will be monitored and periodic inspection of the asphalt cover will occur. An environmental notice has been executed that will restrict the future use of the building.

**Potential future uses:** Mixed-use, commercial and residential.

**Recommended actions:** A document review should be conducted to determine which areas of the property have completed remediation and are ready for redevelopment.

### Site 8B: 678-690 Portland Avenue

(Portion of Strategic Site #6)

678-690 Portland Avenue was formerly owned and operated by JML Optical, an optical instrument and lens manufacturing business from approximately 1930 until 2005.

The property is registered on the NYSDEC PBS list. The property formerly contained one 5,000 gallon underground storage tank containing #2 fuel oil, now listed as closed in place in 1999. The property has one spill listed with the NYSDEC, which closed in 2005.



The property is enrolled in the NYSDEC Brownfield Cleanup Program (BCP) with a Phase I ESA and Phase II Preliminary Site Characterization completed in 2006 and an ongoing RI at the property. The known contaminants at this site are petroleum, chlorinated solvents, and SVOCs that impact the soil and groundwater. According to the Site Health Assessment by the NYSDEC, VOCs in groundwater may impact indoor air quality by moving into the soil vapor and overlying buildings.

The property is a RCRA Small Quantity Generator (SQG) and is listed as an Air Facility Site, a privately held non-major emissions facility.

During the 2014 curbside assessment, one groundwater monitoring well was observed in the west lawn and multiple drums were visible on the north side of property in the alleyway adjacent to the building.

**Potential future uses:** Mixed-use, commercial and residential.

**Recommended actions:** Due to the status of the property as a BCP site, a document review should be conducted to determine which areas of the property have completed remediation and if additional remedial actions are to follow.

### Site 8C: 742 Portland Avenue

(Portion of Strategic Site #6)

742 Portland Avenue is located south of Rosemary Drive. This vacant property was formerly operated by Mizar Industrial.

The property is registered with the NYSDEC PBS as it formerly contained one 6,000 gallon underground storage tank containing an unlisted material, listed as closed-removed in 1993. The property has one closed spill listed with the NYSDEC from 2004.

The property is a handler of hazardous waste, listed under both Johnson Matthey Inc. and for the Mizar Corporation.



**Potential future uses:** Mixed-use, commercial and residential

**Recommended actions:** Due to the petroleum products stored and used at this property and the potential for a release of these materials to the subsurface at the property, it is recommended that if this property is selected for redevelopment, a Phase I ESA be completed to provide recommendations regarding the environmental quality of the site. The Phase I ESA may determine that a Phase II ESA be performed, including but not limited to the installation

of test pits, soil borings and groundwater monitoring wells.

### Site 8D: 100 Fernwood Avenue

100 Fernwood Avenue is located at the end of Spiegel Park and Renwood Street. The currently vacant property was formerly operated by multiple industrial and manufacturing companies.

The property is registered with the NYSDEC PBS for formerly having one 15,000 gallon underground storage tank, containing an unlisted material listed as closed-removed in 2003.



The property has three closed spills listed with the NYSDEC from 1989, 2007, and 2010. The property has multiple RCRA listings, under the following facility names: Avis Lettering, Inc., Brayley Tool & Machine, Inc., Phoenix Equipment, Inc. Roland Manufacturing Corp., and Rotogen Industries, Inc.

The property is enrolled in the NYSDEC BCP as the former Vogt Manufacturing Site. The former building was constructed in the late 1920s as a manufacturing facility for automobile trimmings. The building was later converted for multi-tenant light industrial/commercial use including plastic products manufacturing, tool & die makers, machine shops, painters, printers, graphics companies, and sheet metal contractors. By 2002, the building was vacant. Five underground storage tanks previously containing petroleum products and plasticizers were removed. The SMP and Final Engineering Report were approved and a Certificate of Completion was issued on December 31, 2009. The former buildings at the property were demolished in 2010.

**Potential future uses:** Residential.

**Recommended actions:** A document review should be conducted to determine which areas of the property have completed remediation and are ready for redevelopment.

## VACANT LANDS

Vacant lands are defined by the New York State Office of Real Estate Property Tax Services (ORPTS) as “property that is not in use, is in temporary use, or lacks permanent improvement.” The state’s definition of vacant lands includes numerous subcategories, such as residential vacant lands that include a small garage and industrial or commercial lands with minor improvements. As vacant sites can represent substantial opportunities for redevelopment, it is important to note that any property assigned to the “vacant” category was included in this analysis to assist in identifying strategic sites.

Figure 6 summarizes the types of vacant property in the Study Area, showing there are 87 acres of vacant lands. Of the total vacant lands, 67 acres are vacant residential (654 parcels). There are 8 acres of vacant commercial lands and 11 acres of vacant industrial lands.

## Figure 6 Vacant Land

Land Use	# of Parcels	Acres
Vacant Residential	654	67
<i>City-owned</i>	442	50
Vacant Commercial	36	8
Vacant Industrial	6	11
Urban Renewal	1	1
<b>Total</b>	<b>697</b>	<b>87</b>

Source: City of Rochester Parcel Data, 2014

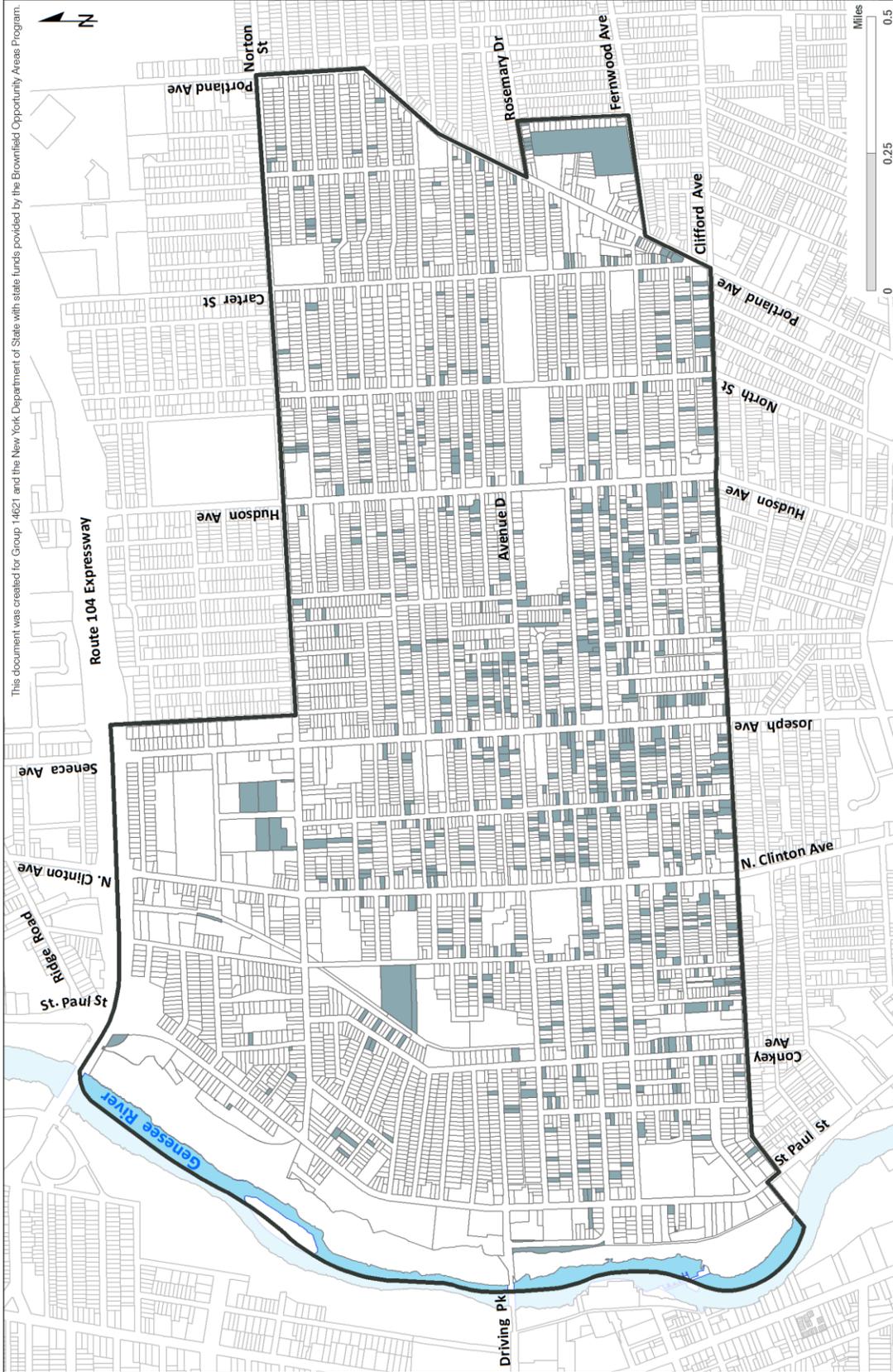
Map 9 illustrates the location of vacant lands in the Study Area. The majority of the vacant residential parcels are less than one acre in size and are dispersed throughout the Study Area, with concentrations between Conkey and Hudson Avenues and between Avenue D and Clifford Avenue. The City of Rochester owns 442 parcels (50 acres) in the 14621 BOA Study Area that are classified as residential vacant land. Map 10 illustrates locations within the Study Area where contiguous (or nearly contiguous) publicly-owned land is most prevalent.

Land is an integral and often expensive component in stabilizing and revitalizing a distressed neighborhood. Since land acquisition and assembly can often be a complicated and time-intensive part of neighborhood revitalization, publicly-owned parcels that can be assembled to facilitate redevelopment are considered an asset.

Vacant commercial and industrial properties are located primarily along the neighborhood's major north-south commercial corridors, with a concentration of 5 vacant commercial parcels within the 14621 Industrial Park. The two largest vacant industrial parcels are the 3.5-acre site at 285-315 Hollenbeck and the 7-acre site at 100 Fernwood Avenue. Both sites are privately owned.

**Map 9 Vacant Property**

This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.

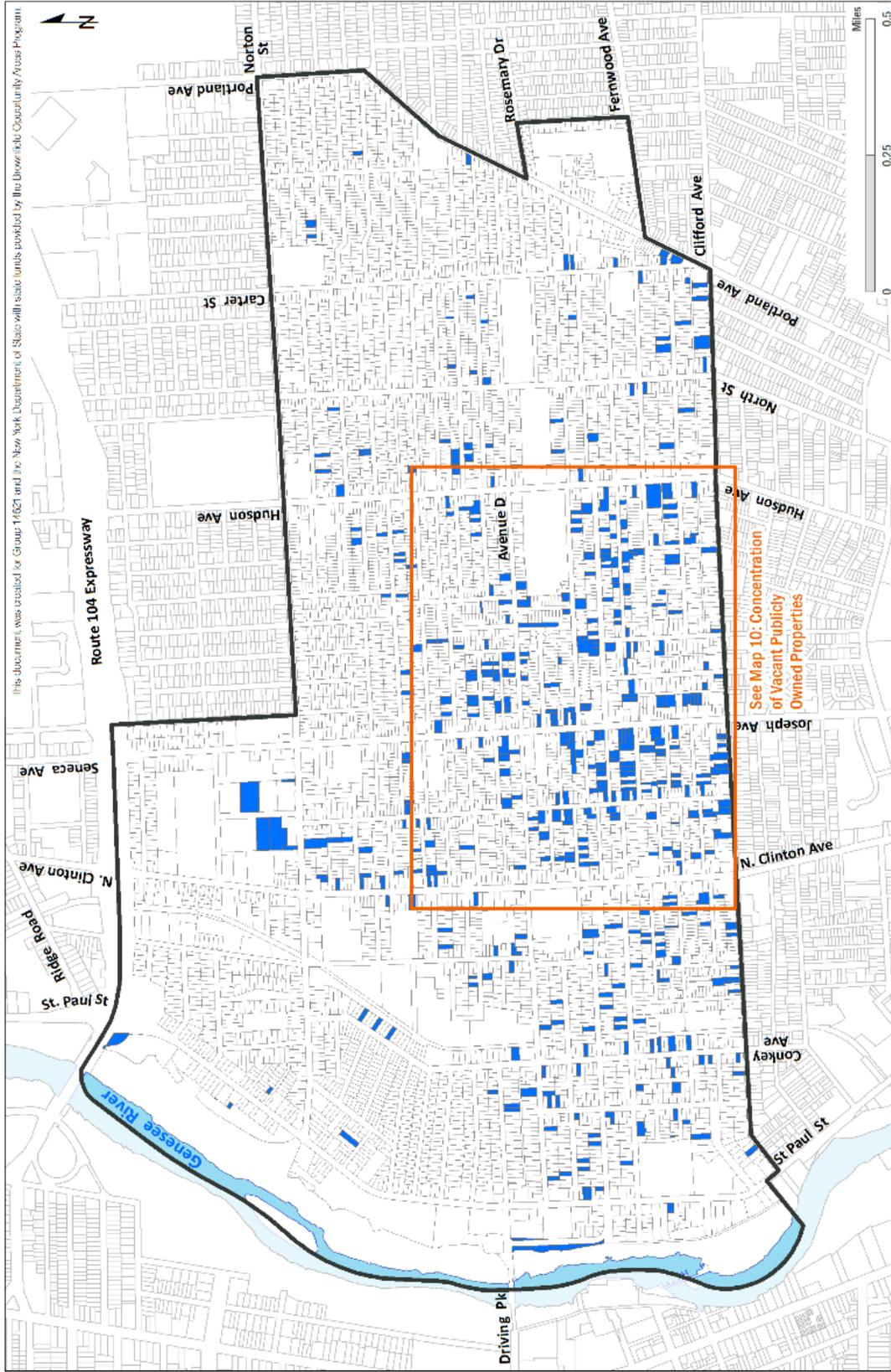


- Vacant
  - Parcels
  - BOA Boundary
- 697 Vacant Parcels on 87 Acres

**Vacant Property**

ROCHESTER, NEW YORK  
**14621**  
 GROUP  
 BROWNFIELD OPPORTUNITY AREA

**Map 10 Publicly Owned Vacant Property**



Public & Vacant Parcels  
 BOA Boundary  
 Parcels

465 Parcels on 55 Acres

**Publicly Owned Vacant Property**

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

## **UNDERUTILIZED LANDS**

“Underutilized Lands” is a category intended to capture properties that do not meet the strict definition of vacant, but may have the same negative effects as a vacant property or brownfields because they are underperforming, idled, or not operating at the highest and best use in the context of the area’s redevelopment objectives. Underutilized properties may have partial or deteriorating buildings, may be only partially maintained and may be used intermittently by the owner. Given the subjective and highly context-dependent nature of identifying underutilized lands, this analysis employs a two-step process using both quantitative and qualitative criteria.

### **Step One: Initial Screen**

The first step was to identify an initial baseline list of underutilized lands using a quantitative threshold, average assessed value per square foot of property.

- *Properties with lower assessed property value per square foot than the city’s average.* In many cases, the assessed value of a property is a general indicator of its overall status and condition. A low value relative to average values in the surrounding community can signal that a property is in distress. Likewise, geographic concentrations of low relative values can indicate broader patterns of distress and underutilization. This analysis identifies properties that meet the following thresholds relative to assessed value:
- *Non-residential property and apartment buildings with an assessed value per square foot less than the city’s average assessed value for non-residential property (\$9.13/square foot for commercial and \$8.02/square foot for industrial);*
- *Single-family, Two- and Three-family residential properties with an assessed value per square foot less than the city’s average assessed value for residential properties (\$8.38/square foot).* Given that one purpose of this analysis is to identify potential future redevelopment sites, residential property is treated separately from commercial and industrial property. A single, undervalued residential property is not likely to represent a major redevelopment opportunity in the neighborhood. However, a pattern or concentration of undervalued residential properties may signal an opportunity for a strategic approach to rehabilitation, redevelopment, or selective abandonment.

### **Step Two: Refine Analysis with Qualitative Criteria**

The second step of the analysis applies qualitative criteria for the purpose of refining the baseline list, accounting for database errors, removing outliers and including properties that may not have been captured in the initial screen.

- *Properties with unoccupied, deteriorating or non-active buildings.* This includes non-residential property that contains improvements and/or buildings which are not occupied and/or contain no active uses;
- *Properties with underperforming uses.* Non-residential properties that contain improvements, but are not functioning at their highest and best use in the context of area-wide redevelopment objectives. These properties may include viable businesses, but may be seen as having greater long-term potential based on their location, size, or age of the structure.<sup>iv</sup>

## **Results**

The analysis described above indicates the following:

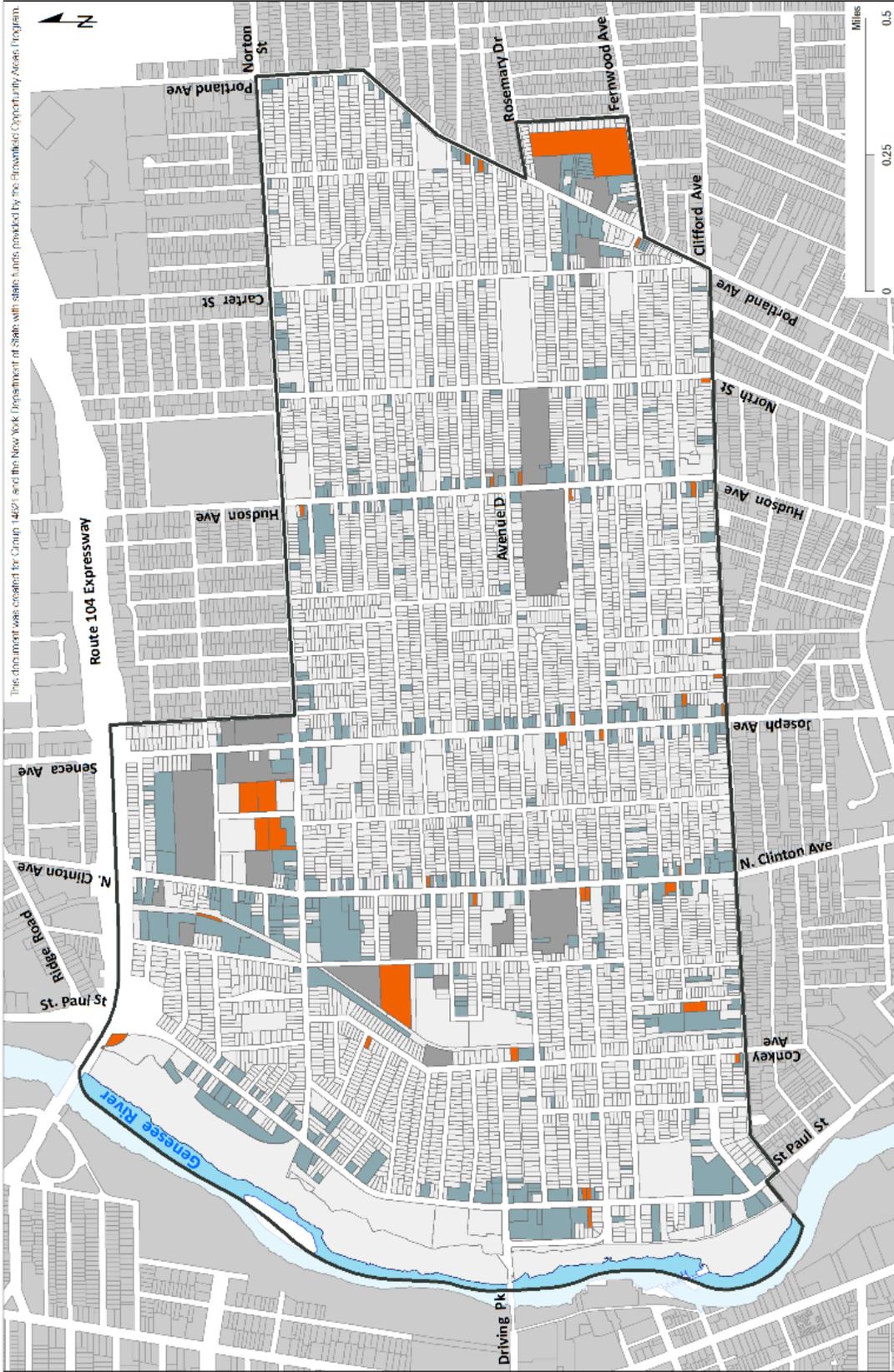
- There are 177 acres (462 parcels) of commercial and industrial land in the 14621 BOA Study Area that fall below the city’s average for those land uses and are thus considered potentially

underutilized (Map 11). This represents the vast majority of commercial parcels and approximately half of the industrial parcels in the Study Area.

- There are 240 acres (1,902 parcels) of residential lands in the Study Area fall below 50 percent of the city's average value per square foot of \$13.90/square foot (Map 12).

The above findings are included as considerations for identifying strategic sites, as described in later sections of this report.

**Map 11 Vacant & Underutilized Sites**



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- Vacant Commercial & Industrial Sites (42)
- Underutilized Commercial Sites (438)
- Underutilized Industrial Sites (24)
- BOA Boundary

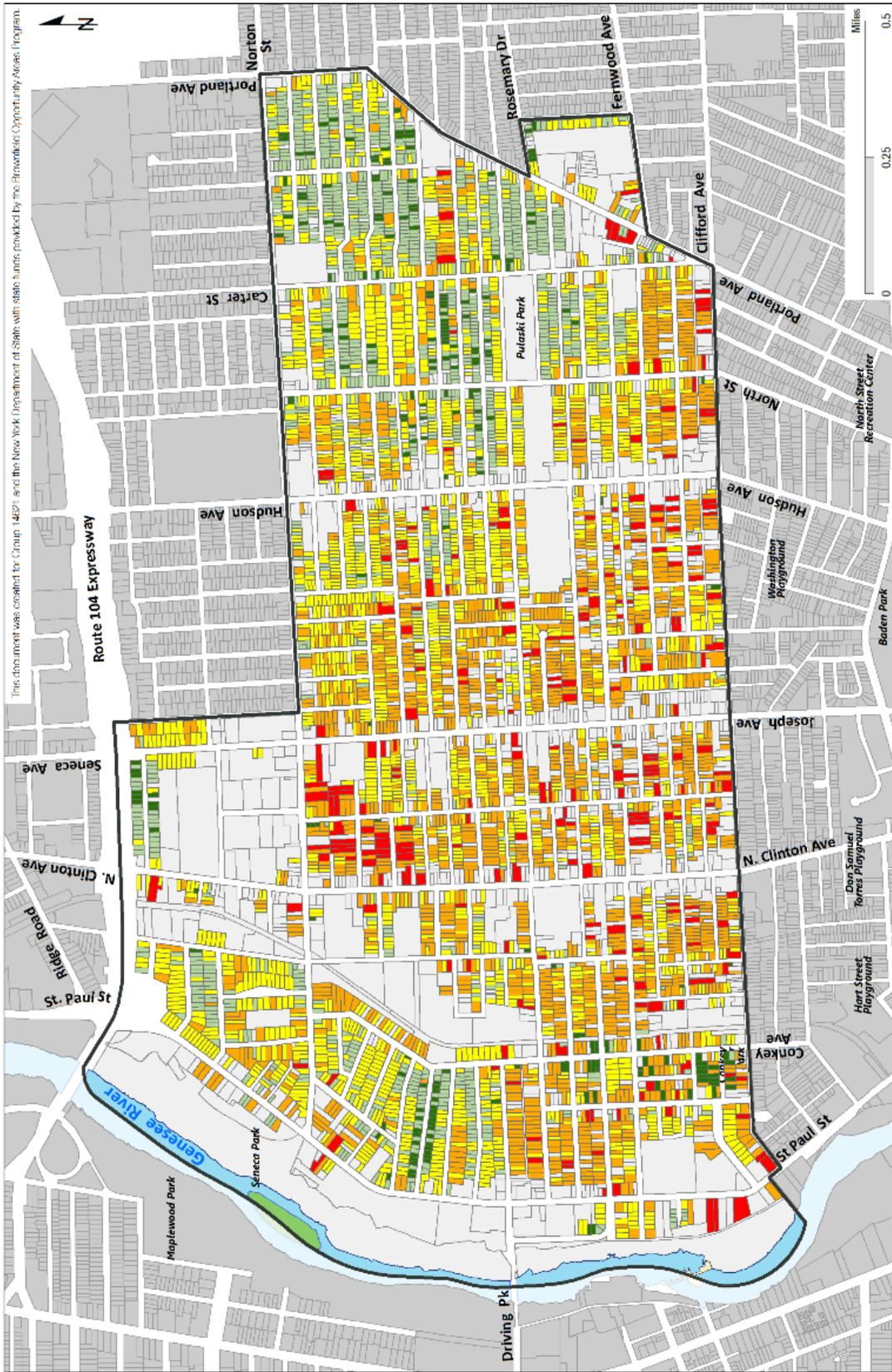
ROCHESTER, NEW YORK

# 14621

BROWNFIELD OPPORTUNITY AREA

## Vacant & Underutilized Sites

**Map 12 Undervalued Residential Sites**



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- 75% to 100% of City mean (1,220)
- Greater than City mean (215)
- Study Area Boundary

- Less than 25% of City mean (245)
- 25% to 50% of City mean (1,657)
- 50% to 75% of City mean (2,129)

## Undervalued Residential Sites

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

## 3.6 Building Inventory

The 14621 BOA Study Area is 1,276 acres in size, encompassing a significant portion of the City's Northeast Quadrant. The 14621 BOA Study Area contains some of the City's oldest neighborhoods and is a fully built-out urban area. As a result, the Study Area contains hundreds of buildings of all types: residential, commercial, industrial, educational, civic, and religious. A complete inventory of significant buildings would likely include dozens of buildings with architectural, social, and economic value. The inventory below includes highlights of some of the most significant buildings in the Study Area. Buildings were selected based on the following criteria:

- Buildings on Strategic Sites with redevelopment potential
- Historic, cultural and/or architectural significance
- Current social/economic significance

### CRITERION #1: CATALYTIC REUSE POTENTIAL



24 Seneca Avenue

- Original Use: Industrial
- Current Use: Vacant
- Condition: Unknown
- Ownership: Private
- Stories: 2



Kodak Hawkeye Plant

- Original Use: Industrial
- Current Use: Vacant
- Condition: Unknown
- Ownership: Private
- Stories: 9



1364 St. Paul Street

- Original Use: Manufacturing
- Current Use:
- Condition:
- Ownership: Private
- Stories: 2

## CRITERION #2: HISTORIC, CULTURAL AND/OR ARCHITECTURAL SIGNIFICANCE



- St. Stanislaus Kostka
- Original Use: Church
  - Current Use: Same
  - Condition: Good
  - Ownership: Private
  - Stories: 2



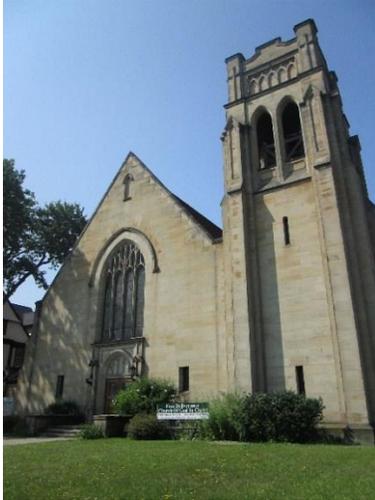
- Pulaski Library
- Original Use: Public Library
  - Current Use: Vacant
  - Condition: Deteriorated
  - Ownership: Public
  - Stories: 2



- Northside Church
- Original Use: Church
  - Current Use: Church
  - Condition: Unkonwn
  - Ownership: Private
  - Stories: 2



- Original Use: Church
- Current Use: Church
- Condition: Unknown
- Ownership: Private
- Stories: 2



**Free Deliverance – Church of God in Christ**

- Original Use: Church
- Current Use: Church
- Condition: unknown
- Ownership: Private
- Stories: 2



**Ukrainian Catholic Church of the Epiphany**

- Original Use: Church
- Current Use: Church
- Condition: unknown
- Ownership: Private
- Stories: 2



**New Born Fellowship Church**

- Original Use: Unknown
- Current Use: School
- Condition: unknown
- Ownership: Private
- Stories: 2

**CRITERION #3: CURRENT SOCIAL/ECONOMIC SIGNIFICANCE**



**Avenue D Rec Center**

- Original Use: Rec Center
- Current Use: Rec Center
- Condition: unknown
- Ownership: Public
- Stories: 2



**Carter Street Rec Center**

- Original Use: Rec Center
- Current Use: Rec Center
- Condition: unknown
- Ownership: Public
- Stories: 2



**Rochester Academy Charter School**

- Original Use: Civic
- Current Use: School
- Condition: unknown
- Ownership: Private
- Stories: 2



**Eugenio Maria De Hostos Charter School**

- Original Use: Unknown
- Current Use: School
- Condition: Unknown
- Ownership: Private
- Stories: 2



**Rochester School for the Deaf**

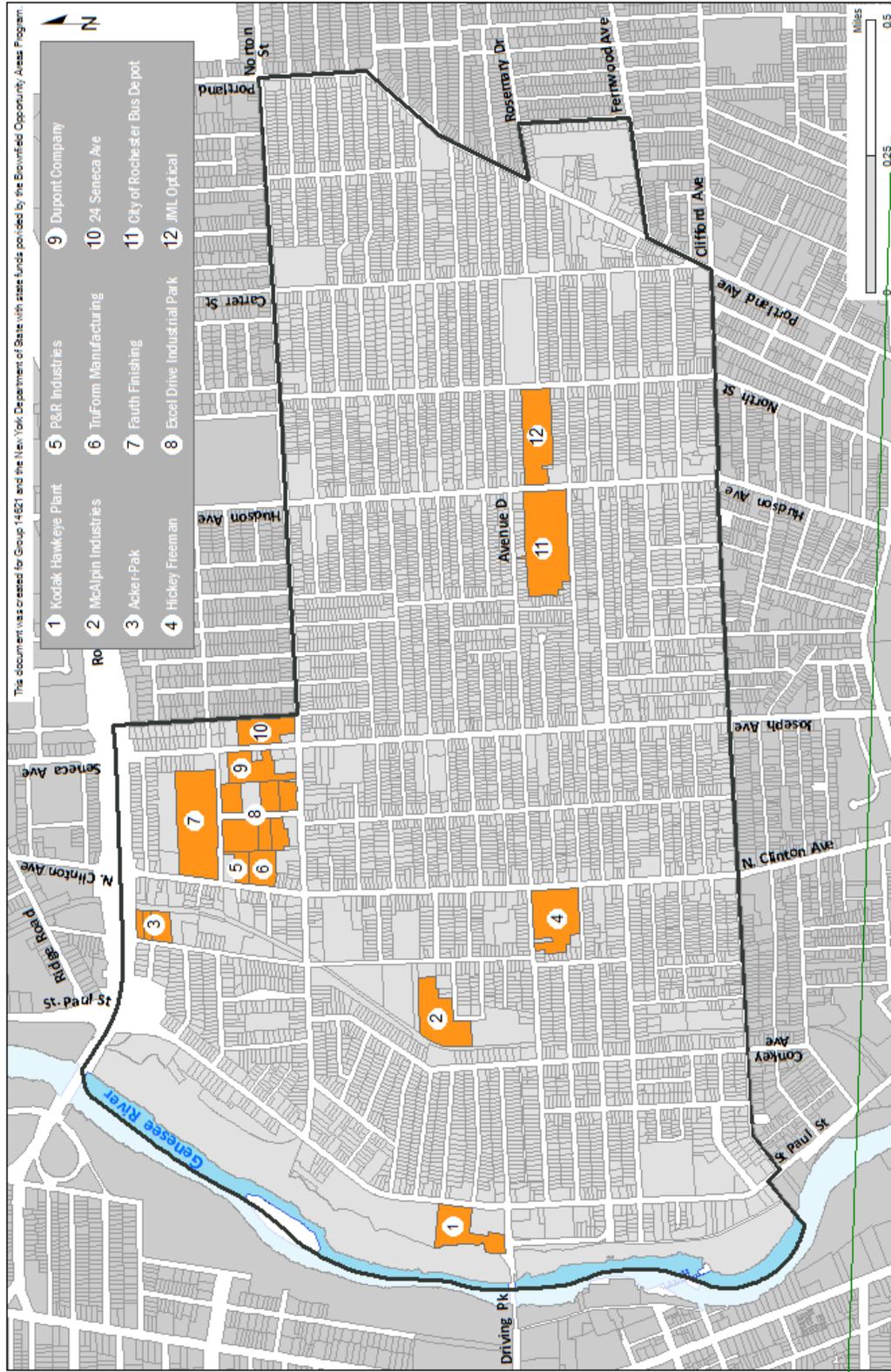
- Original Use: School
- Current Use: School
- Condition: Good
- Ownership: Private
- Stories: 3

### **3.7 Major Commercial & Industrial Facilities**

The 14621 BOA Study Area has historically contained significant industrial activity, much of which is still active. The commercial and retail activity within the 14621 BOA Study Area is primarily small-scale, whereas nearby East Ridge Road in Irondequoit provides a wide range of retail goods and services on a regional scale.

The major commercial and industrial facilities in the Study Area are illustrated in Map 13. For an in-depth discussion of these facilities, see Section 5, Economic Conditions & Market Analysis.

**Map 13 Major Commercial & Industrial Facilities**



**Major Commercial & Industrial Facilities**

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

Major Commercial & Industrial Facilities  
 BOA Boundary

## 3.8 Parks & Open Space

The diversity of parks and open space amenities in the neighborhood provide passive and active recreational opportunities for all ages. The 14621 BOA Study Area contains three parks, two community centers, three school playgrounds, and one trail, as seen on Map 14.

### HEALTHY LIVING ANALYSIS: PROXIMITY TO PARKS

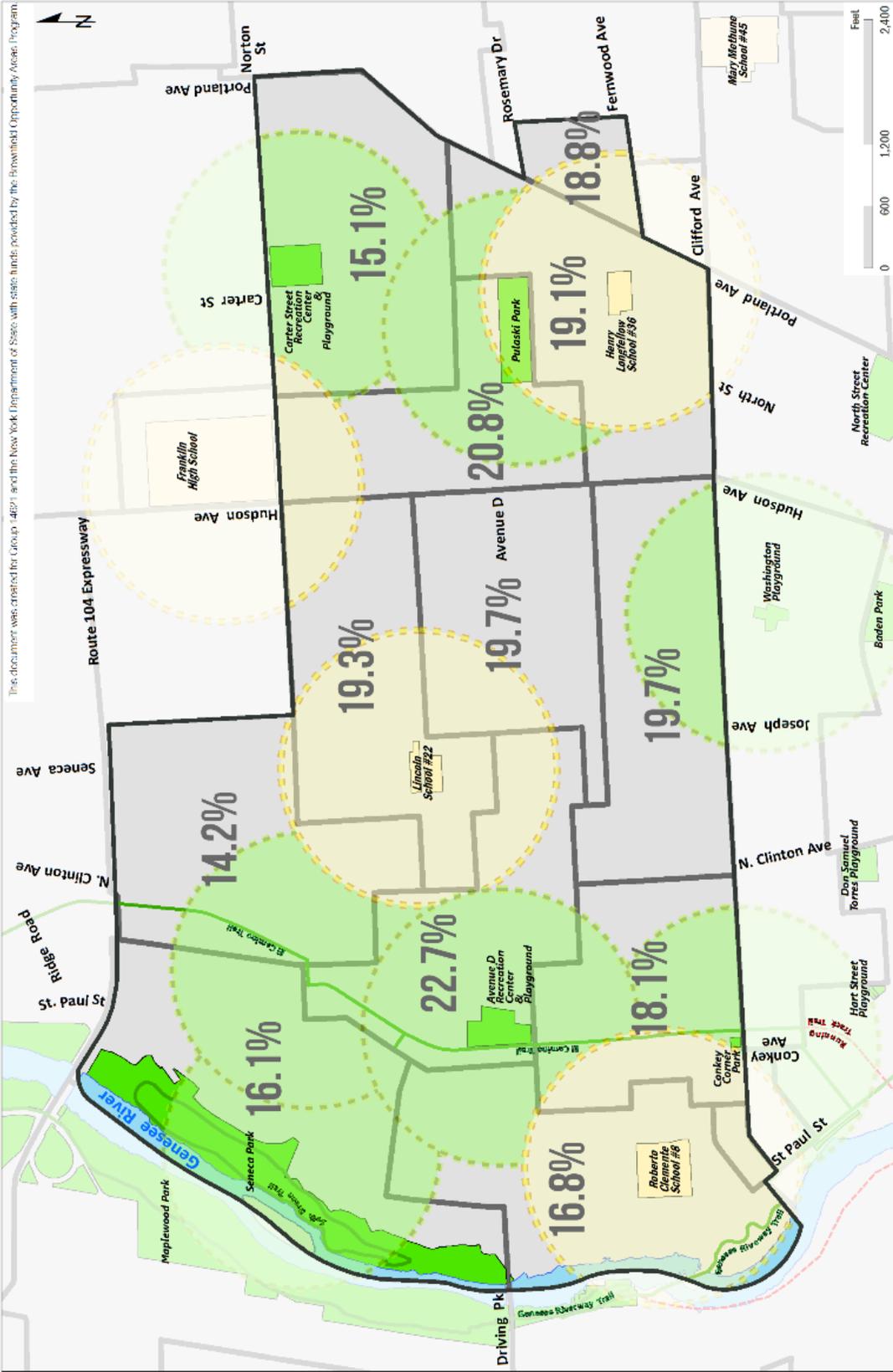
According to a 2006 report published by the Trust for Public Lands (*The Health Benefits of Parks – How Parks Help Keep Americans and Their Communities Fit and Healthy*), only 25 percent of American adults engage in the amount of physical activity necessary to maintain fitness and health. This lack of physical activity is tied to increasing levels of obesity and obesity-related diseases, including high blood pressure, diabetes, heart failure and stroke. Studies have found that people who live close to parks engage in higher levels of physical activity than those who do not. In a study published by the CDC, creation of or enhanced access to places for physical activity led to a 25.6 percent increase in the percentage of people exercising on three or more days per week.<sup>v</sup>

Map 14 shows the proximity of recreational facilities to 14621 BOA Study Area residents. The threshold used to determine “close proximity” was  $\frac{1}{4}$  mile, as this is generally accepted as the longest distance most people will walk to use a park facility. The majority of residents live within a quarter-mile walk of a recreational facility. Residences outside of the  $\frac{1}{4}$  mile threshold are indicated as gray on the map.

There are significant gaps in park access located in the southern portion of the Study Area (in and around North Clinton Avenue and Avenue A, as well as in the central portion of the Study Area around Hudson Avenue and Avenue D. This analysis informs recommendations later in this report regarding improvements to existing parks as well as opportunities to develop new parks within underserved areas.

**Map 14 Percent of Residents Under 10 Years Old in Relation to Parks, Open Space, and Trail Facilities**

This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Area Program.



- Existing Trail
- Parks and Playgrounds
- Planned Trail
- Quarter-Mile Radius to School Playgrounds\*
- Quarter-Mile Radius to Parks
- Census Tracts (2010)
- Schools and Libraries

**Percent of Residents Under 10 Years Old**

**14621**  
BROWNFIELD OPPORTUNITY AREA

\*School facilities may have limited hours of operation.

## PARKS & TRAILS



### **Seneca Park**

Seneca Park is one of the Rochester area's largest parks. A 297-acre park spanning the City of Rochester and the Town of Irondequoit, this Frederick Law Olmsted designed park offers access to the scenic Genesee River Gorge, picnic areas, trails, a trout pond, playgrounds, a zoo and lodges. Within the portion of park located in the 14621 BOA Study Area, there are picnic areas, trails and the Lower Gorge Fishery. All other park amenities are accessible by foot and located just north of Route 104.



### **Pulaski Park**

Pulaski Park is a 7-acre, tree-lined open space with two walking trails and minor improvements. There are no other amenities in the park. Located in the southeastern portion of the neighborhood, residents and community organizations often use the park for outdoor gatherings and events.



### **Conkey Corner Park**

The smallest of the three parks (.25 acres) in the neighborhood is the Conkey Corner Park located at the corner of Conkey and Clifford Avenues adjacent to the El Camino Trail. Conkey Corner Park includes a playground, benches and gardens. It was developed in conjunction with the El Camino Trail.



### **El Camino Trail**

This 2.25 mile pedestrian and bicycle trail that runs from Mill Street to the Seneca Park pedestrian bridge. The trail is a converted rail corridor that runs north/south through a portion of the 14621 BOA Study Area.

## RECREATION

In a community with many school-aged children, school playgrounds and recreation centers are strong assets as they offer many physical activity programs and opportunities for residents, especially for children.



### **Playgrounds**

The three public schools located in the 14621 BOA Study Area, Schools #8, #22 and #38, provide recreational amenities for schoolchildren, but are not always available for public use during the school day.



### **Avenue D Recreation Center**

This Recreation Center is located on Avenue D adjacent to the El Camino Trail and provides year-round recreation programs for youth, teens and adults. The facility includes an outdoor swimming pool, a playground, sports fields/courts and a gym with weight room. While the neighborhood's recreation centers provide a wide range of programs to residents, the structured nature of the facilities and their programs may limit easy and approachable access for all residents.



### **Carter Street Recreation Center**

Located at 500 Carter Street, this Recreation Center provides various indoor and outdoor year-round recreation programs for youth, teens and adults. The facility includes sports fields/courts, a water spray park, gym and game room.

## The Future of the Pulaski Library

### Redevelopment Potential

In January 2013, the City offered to sell the Pulaski Library for the price of \$1,000 to attract potential investors with plans to revitalize the property. No commitments for the future of the building have been confirmed.



*The Pulaski Library is listed on the National Register of Historic Places*

### Federal and State Historic Tax Credits

The federal Historic Preservation Tax Incentives program is a successful and cost effective public/private revitalization initiative, offered to promote economic revitalization.

Owners of properties listed on the National Register of Historic Places may be eligible for a 20% federal income tax credit for substantial rehabilitation of the property. Owners can receive an additional 20% income tax credit from the State of New York.

The Pulaski Library is currently listed on the National Register of Historic Places and therefore potentially eligible for the tax credit program.

## HISTORIC RESOURCES

As one of the city's earliest settlements, the 14621 BOA Study Area has a long and rich history. The neighborhood contains numerous buildings and sites of historic character, as illustrated in Map 15. Two of these sites, Seneca Park East and the Pulaski Library, are listed on the National Register of Historic Places. Both of these sites not only tell the story of the growth and evolution of the 14621 BOA Study Area, but also reflect the rise of the City of Rochester.

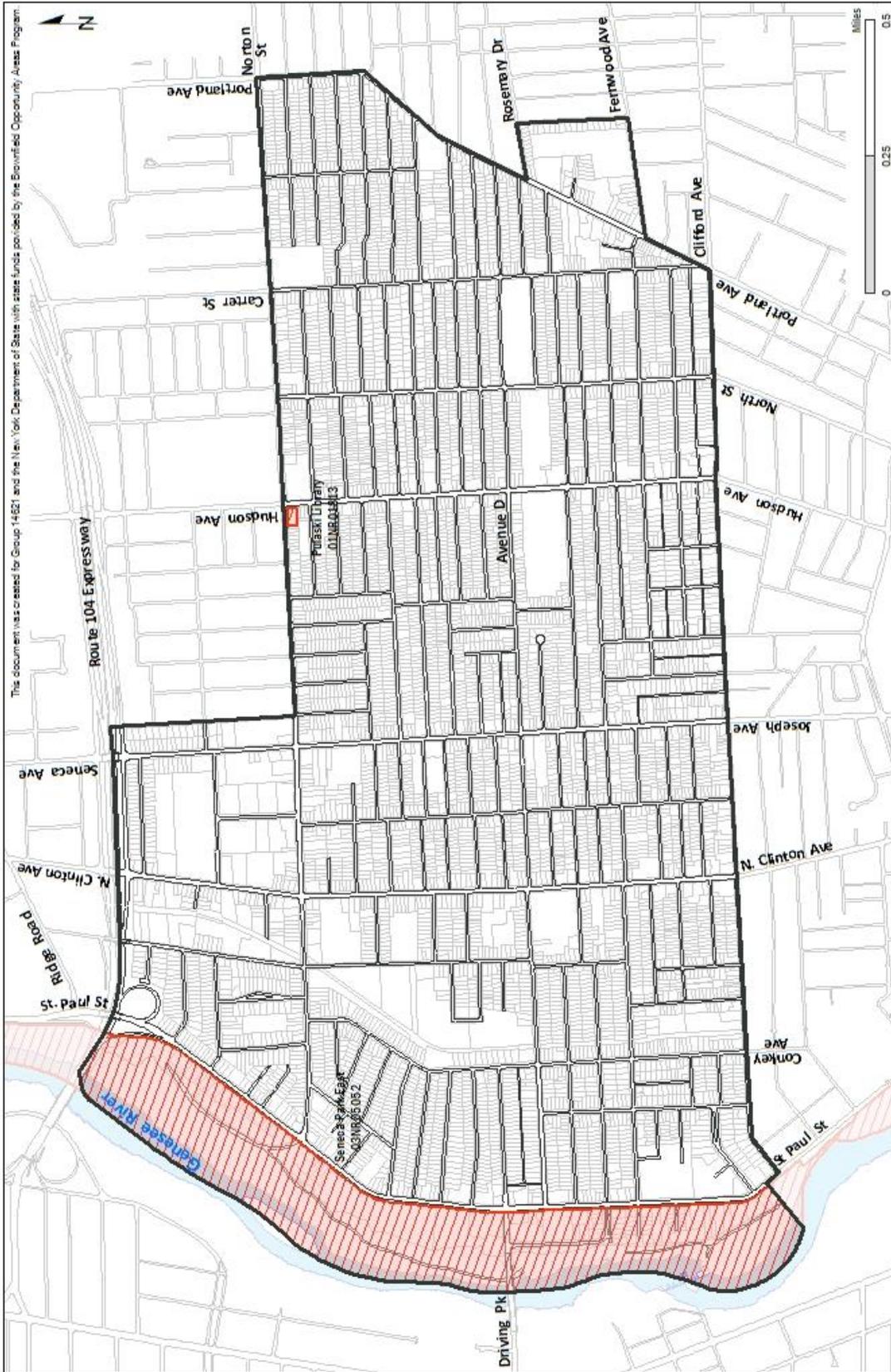
In addition to the significance of the Gorge itself, Seneca Park has historical and cultural significance within the 14621 BOA Study Area and the Greater Rochester area. Designed by famed landscape architect Frederick Law Olmsted and opened to the public in 1893, the park has various recreational amenities, but is most notable for its three miles of preserve of forested river gorge.<sup>vi</sup>

The Pulaski Library (1151 Hudson Avenue), built in 1931, was the second permanent library constructed by the city and was known as the Hudson Avenue branch until 1981. Since its construction, the Polish community had petitioned the City to rename the library after the Polish war hero who fought and died in the American Revolution, General Casimir Pulaski. This request was honored in 1981. The library is significant for its place of prominence in the 14621 BOA Study Area, its association with the growth and importance of the Polish community on the city's north side and its Italian Renaissance style architecture.<sup>vii</sup> Listed in the State and National Registers of Historic Places, the library has been closed since 1994.



*Historic Postcard depicting the Genesee River Gorge in Seneca Park*

**Map 15 Historic Sites of State & National Significance**



-  BOA Boundary
  -  National Register Sites
- 01NR01232 National Register ID

## Historic Sites of State & National Significance

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

## 3.9 Transportation Systems

The condition and use of the Study Area's existing transportation system, as illustrated in Map 16, can help guide the planning process by identifying strengths and weaknesses, as well as ways to leverage existing facilities to support redevelopment. The findings in this section were used to help identify improvements to streetscapes, bicycle and pedestrian facilities, as well as other public realm improvements that support revitalization.

This section includes the following categories:

- (1) Street Network
- (2) Parking
- (3) Pedestrian and Bicycle Facilities
- (4) Public Transportation
- (5) Navigable Waterways
- (6) Rail infrastructure

### STREET NETWORK

Figure 7 Characteristics of Major Streets summarizes the major features of the 14621 BOA Study Area's street network. The street network is a grid system with four major north-south streets connecting to downtown Rochester to the south and NYS Route 104 Expressway to the north.

- St. Paul Street provides access between Rochester and Irondequoit to the north with Average Annual Daily Traffic (AADT) reaching a peak of nearly 15,000 vehicles.
- North Clinton Avenue connects the Study Area to Downtown Rochester and the newly constructed RTS Transit Center with AADT of 10,000 vehicles.
- Hudson Avenue connects Rochester to the major retail corridor, East Ridge Road, and carries nearly 14,000 vehicles a day.
- Portland Avenue connects the City of Rochester to Rochester General Hospital with peak traffic near 14,000 vehicles per day.

Within the neighborhood itself, St. Paul Street and Hudson Avenue carry the highest volumes. Running from east to west, the two major roadways are Clifford Avenue and Norton Street. The busiest sections of these roadways are in the extreme west and east portions of the neighborhood.

Given the era in which the road system was constructed and the urban environment, many of the neighborhood's major streets are relatively narrow, with one vehicle travel lane in each direction and limited space within the right-of-way to accommodate parking and bike lanes. North Clinton, Joseph and Hudson Avenues have two lanes of traffic running in each direction. For more detailed information, see Figure 7 Characteristics of Major Streets.

**Figure 7 Characteristics of Major Streets**

Street	Road classification	Pavement width	# of lanes	Pavement condition	Pedestrian facilities/bicycle facilities	On street parking
<b>St. Paul Street</b>	Urban Minor Arterial	38 feet	3	Excellent	5 to 7 Foot Sidewalks. Intermittent Bike Lanes.	Parking on East Side. Marked with Signs, Unstriped.
<b>N. Clinton Avenue</b>	Urban Minor Arterial	42 feet	4	Good	5 to 7 Foot Sidewalks. No Bike Lanes.	Intermittent Parking on Both Sides. Marked with Signs, Unstriped .
<b>Joseph / Seneca Avenue</b>	Urban Collector	42/34 feet	2-4	Poor	5 to 7 Foot Sidewalks. No Bike Lanes.	Intermittent Parking on Both Sides. Marked with Signs, Unstriped .
<b>Hudson Avenue</b>	Urban Minor Arterial	42 feet	4	Poor	5 to 7 Foot Sidewalks. No Bike Lanes.	Parking on Both Sides. Marked with Signs, Unstriped .
<b>North Street</b>	Urban Collector	28-32 feet	2	Fair	5 to 7 Foot Sidewalks. No Bike Lanes.	Parking on West Side. Unmarked.
<b>Carter Street</b>	Urban Collector	24 feet	2	Good	5 to 7 Foot Sidewalks. No Bike Lanes.	None
<b>Portland Avenue</b>	Urban Minor Arterial	42 feet	2	Fair	5 to 7 Foot Sidewalks. No Bike Lanes.	Intermittent Parking on Both Sides. Marked with Signs, Unstriped .
<b>Clifford Avenue</b>	Urban Minor Arterial	32 feet	2	Fair	5 to 7 Foot Sidewalks. No Bike Lanes.	Intermittent Parking on North Side. Marked with Signs, Unstriped
<b>Avenue D</b>	Urban Collector	24-40 feet	2-4	Good	5 to 7 Foot Sidewalks. Intermittent Bike Lanes.	Parking on North Side. Marked with Signs, Unstriped .
<b>Norton Street</b>	Urban Minor Arterial	30-42 feet	2-4	Poor	5 to 7 Foot Sidewalks. No Bike Lanes	Intermittent Parking on Alternating Sides. Marked with Signs, Unstriped .

Source: Bergmann Associates, 2014

Note: The pavement conditions listed in Figure 7 were identified through field observation based on the following NYS Department of Transportation pavement condition assessment standards: 9-10: Excellent, no surface distress; 7-8: Good, surface distress beginning to show; 6: Fair, surface distress clearly visible; 1-5: Poor, distress is frequent and severe.

Some of the neighborhood's major streets have been updated in sections to include bike lanes and enhanced crosswalks. The La Avenida Streetscape Improvement project on North Clinton Avenue has improved safety along the corridor for pedestrians, cyclists and motorists with enhanced crosswalks, restriping of the roadways and improved street lighting. A second phase of this project is currently underway extending these improvements from Avenue D to Norton Street. While the neighborhood's local roads predominantly have one lane of traffic traveling in each direction, many local streets are designated one-way.

**Level of Service**

A Level of Service (LOS) is a letter designation that characterizes traffic flow. Key measures used to describe service quality include speed and travel time, density (maneuverability) and delay. Six levels of service are defined for capacity analysis with "A" representing the best range of operating conditions and "F" the worst.

- LOS "A" describes a free-flowing condition in which individual vehicles are not influenced by the presence of other vehicles.
- LOS "B" describes stable flows with operating speeds beginning to be restricted somewhat by traffic conditions.
- LOS "C" describes stable flow, but with speeds and maneuverability more closely controlled by the higher volumes.
- LOS "D" approaches unstable flow with tolerable operating speeds, but drivers have little freedom to maneuver, and comfort and convenience are low.
- LOS "E" describes level of traffic at or approaching capacity with unstable flow.
- LOS "F" describes a forced-flow operation at low speeds with volumes below capacity. Both speed and volume can drop to zero.viii

Within the 14621 BOA Study Area, 27 major intersections were assessed for their Level of Service during the morning and evening peak commute periods. During the morning commute, all but one intersection operated at LOS A or B, with the intersection of St. Paul Street and Avenue E operating at a LOS of C. According to the LOS assessment, the evening commute causes more congestion at the neighborhood's intersections. While 20 of the assessed intersections operated at LOS A or B, seven operate at LOS C or D and are detailed in Figure 8.

**Figure 8 Level of Service Assessments of Selected Intersections**

Intersection	PM Intersection Level of Service	Year of data collection
St. Paul Street and Clifford Avenue	D	1995
St. Paul Street and Avenue E	C	2002
St. Paul Street and Route 104 Eastbound Off Ramp	D	2000
Joseph Avenue and Clifford Avenue	C	2006
Hudson Avenue and Clifford Avenue	C	1993
Portland Avenue and Clifford Avenue	C	2003
Portland Avenue and Norton Street	C	2001

*Notes: MCDOT Synchro System, March 2013. Traffic Volumes used in the analysis are from the dates as listed. LOS data is updated only when there are major changes to the flow of traffic.*

## PARKING

Parking has a direct impact on the redevelopment potential of buildings, corridors and neighborhoods. The 14621 BOA Study Area has areas of constrained parking capacity, while other areas of the neighborhood have sufficient parking capacity. While businesses are served by a mix of on-street and off-street parking along the neighborhood's major commercial corridors, business owners have noted a general lack of convenient parking along North Clinton Avenue -- this may also be true elsewhere. As seen in Figure 7, all minor urban arterials have on-street parking available (though intermittent in many cases). All on-street parking is unmetered and unstriped. The use of parking regulation signs, which signify parking area boundaries, are intermittent.

Within the 14621 BOA Study Area there are 102 parcels (24 acres) that are classified as Parking Lots and two parcels that are classified as Small Parking Garages. Field verification of the available land use data, however, proves that there are no parking garages within the Study Area and many parcels classified as parking lots and garages are unimproved vacant lots.

## PEDESTRIAN FACILITIES

All major streets in the neighborhood have sidewalks. Most of the neighborhood's sidewalks are in good condition, while some sidewalks and crosswalks throughout the neighborhood are in need of repair (or restriping) to create safer and more appealing walking conditions. Specifically, sections in the more industrial zones of the Study Area along Hollenbeck Street and in the area surrounding the 14621 Industrial Park are in poor condition and in need of repair. A more detailed analysis would require further study.



*La Avenida Crosswalk Enhancements along North Clinton Avenue*

## BICYCLE FACILITIES

The presence of bicycle lanes is inconsistent along the neighborhood's main thoroughfares making it difficult for both cyclists and motorists to safely navigate the roads. There are no designated bike routes within the Study Area.

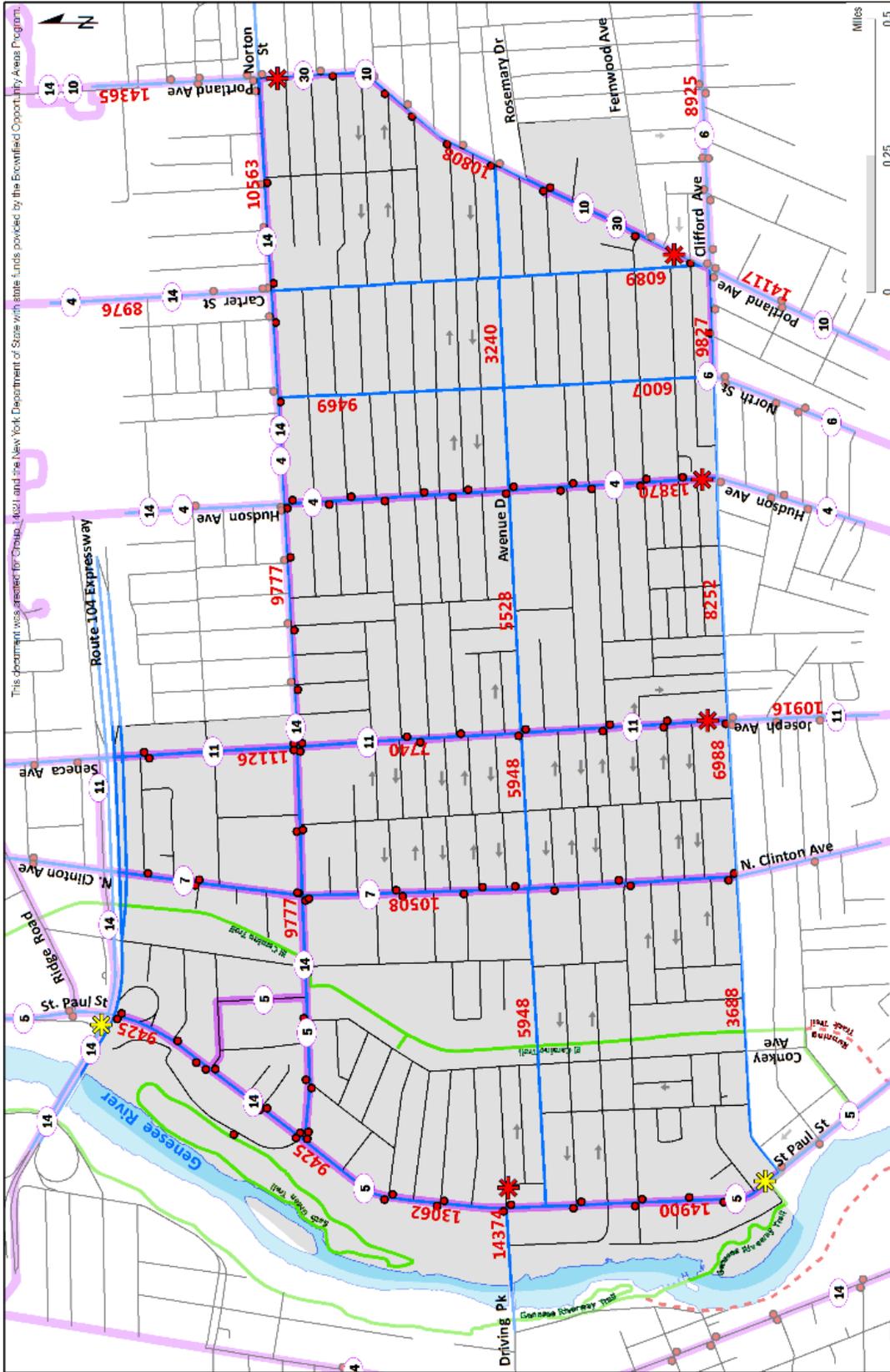
## LIGHTING

Most major roadways in the neighborhood are lit by traditional cobra-head lights, which are designed to illuminate the roadway, but not sidewalks. Decorative street lights were recently installed along Joseph Avenue while the ongoing La Avenida project is installing decorative street and pedestrian lighting along North Clinton Avenue. Residential streets do not have public lights.



*Bicycle Lanes on St. Paul Street, looking south*

Map 16 Transportation Systems



This document was created for Group 14621 and the New York Department of State with state funds provided by the Brownfield Opportunity Areas Program.



- Bus Stop
- Existing Trails
- Planned Trails
- Level of Service C
- Level of Service D
- BOA Boundary
- Secondary and Local Streets
- Primary Street Traffic Counts
- Bus Route
- 11

# Transportation System

ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

## **PUBLIC TRANSPORTATION**

The neighborhood is relatively well-served by bus routes traveling north-south. Bus routes through the neighborhood include:

- Route 35: St. Paul Street
- Route 37: Clinton Avenue
- Route 41: Joseph Avenue
- Routes 34 & 44: Hudson Avenue
- Route 40: Portland Avenue
- Route 14: Norton to Ridge Road and Culver Road

The downtown Transit Center serves all routes, except the cross-town Route 14.

## **NAVIGABLE WATERWAYS**

The Genesee River, the western boundary of the 14621 BOA Study Area, is a navigable waterway, but is unnavigable within the Study Area due to a series of waterfalls.

## **RAIL INFRASTRUCTURE**

There is no active rail in the 14621 BOA Study Area. The long dormant rail corridor that ran north-south through the Study Area has since been converted into the El Camino Trail, a non-motorized recreational trail. The Amtrak Train Station is located one mile south of Clifford Avenue and the southern extent of the 14621 BOA Study Area. The train station is easily accessible via bus routes traveling north-south.

## **3.10 Utility Infrastructure**

As a fully developed urban neighborhood operating at below peak capacity for both residential and industrial uses, the 14621 BOA Study Area has adequate capacity for utility infrastructure, including water, wastewater and fiber optic corridors.

### **SEWER & WATER**

The 14621 BOA Study Area contains adequate urban infrastructure for the collection and disposal of stormwater and sewage which is illustrated in Map 17. The majority of the neighborhood has combined water and waste sewer infrastructure. The largest sanitary sewer mains are located along and around Norton and St. Paul Streets. The neighborhood's only separate sanitary sewer lines are located in the industrial area between Norton Street and Route 104. The four major types of sewer and water infrastructure present in the 14621 BOA Study Area are detailed below:

**Combined Sewer System (CCS):** A sewer system that conveys both sanitary sewage and stormwater through a single pipe. In dry weather and during light to moderate rainfall, the CSS is able to convey all flows to the wastewater treatment facility. During periods of heavy rainfall, however, capacity may be exceeded and is received by the Combined Sewer Overflow.<sup>ix</sup>

**Combined Sewer Overflow:** A sewer system designed to carry both sanitary sewage and stormwater runoff. A combined sewer overflow is utilized when rainfall and/or snowmelt exceeds the carrying capacity of the combined sewer system. These discharges do not receive all treatment that is available and utilized under ordinary dry weather conditions (normally during dry weather conditions the wastewater is transported to a wastewater treatment facility where it receives appropriate treatment prior to discharge). Untreated CSOs are required to be controlled by either elimination (via sewer separation projects) or adequate treatment.<sup>x</sup>

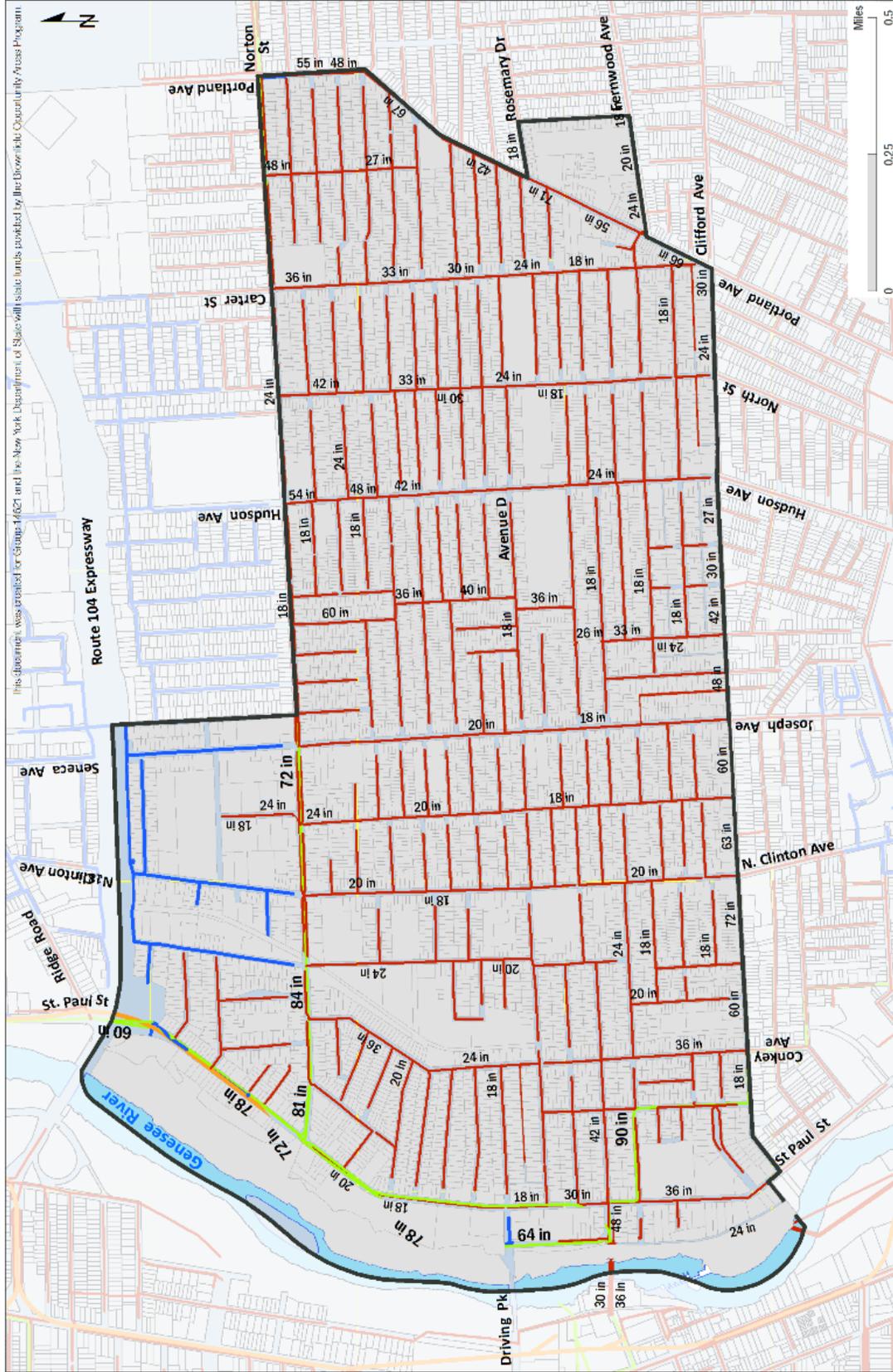
**Sanitary Sewer:** A separate underground carriage system specifically for transporting sewage from houses and commercial buildings to treatment or disposal. Sanitary sewers serving industrial areas also carry industrial wastewater. Sanitary sewers are operated separately and independently of storm sewers, which carry the runoff of rain and other water which wash into city streets.<sup>xi</sup>

**Sanitary Sewer Main:** A utility pipe that carries wastewater from the connected laterals to the wastewater treatment plant. Sewer mains are owned and maintained by the City.<sup>xii</sup>

### 3.11 Natural Resources & Environmental Features

Natural resources play an important role in shaping and driving redevelopment opportunities. Oftentimes natural resources with recreational or aesthetic value can be capitalized upon to guide the future of surrounding land uses and can direct redevelopment opportunities. Identifying and analyzing an area's natural resources can also illustrate where development should be avoided due to environmental impacts. The 14621 BOA Study Area has few natural resources and environmental features that have the potential to impact potential redevelopment. Map 18 shows the location of notable natural features, including the Genesee River and Gorge.

**Map 17 Sewer & Water Infrastructure**

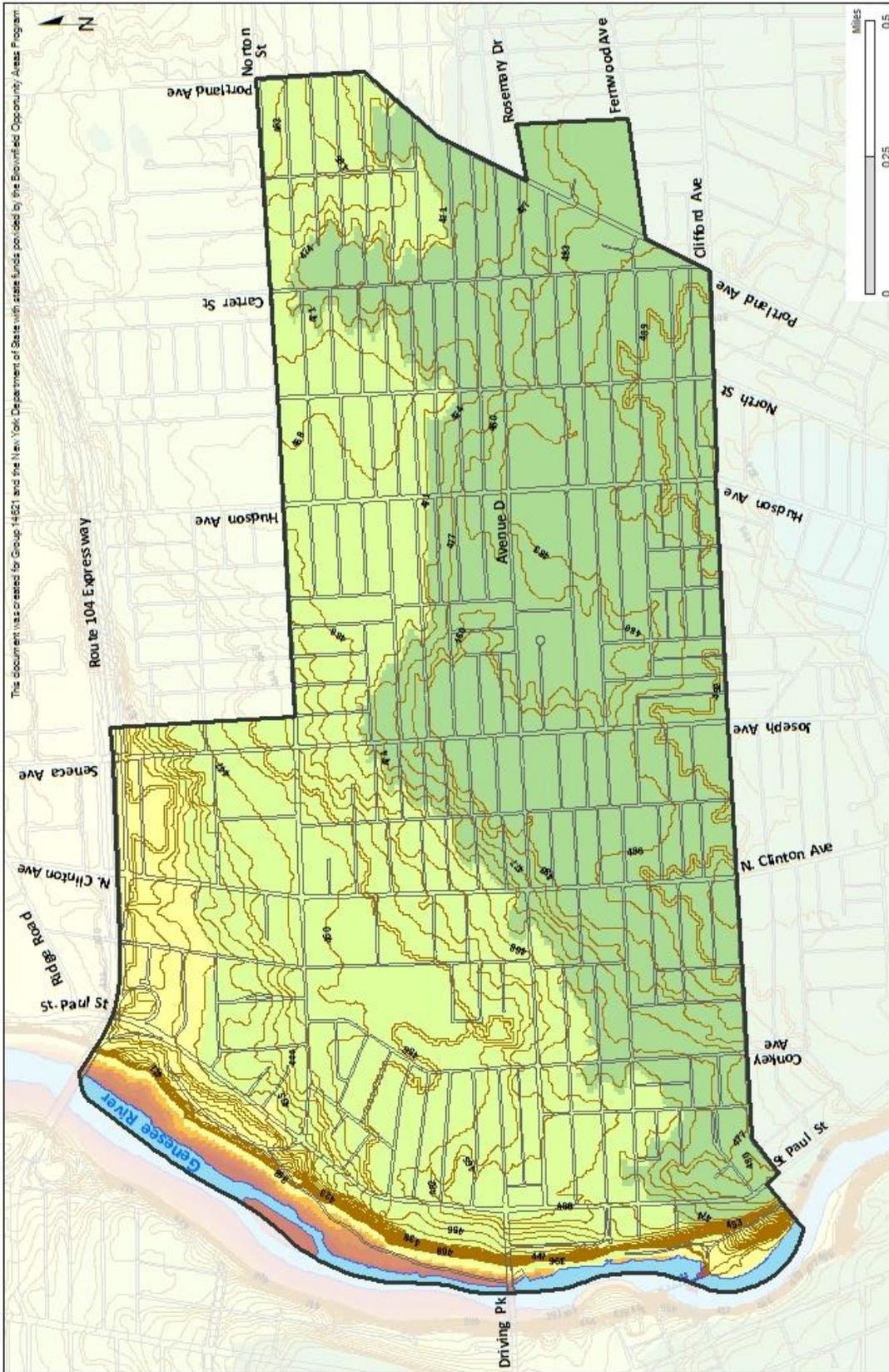


**Sewer & Water Infrastructure**

ROCHESTER, NEW YORK  
**14621**  
 GROUP  
 BROWNFIELD OPPORTUNITY AREA

-  BOA Boundary
-  Sanitary Sewer Main
-  Combined Sewer
-  Sanitary Sewer
-  Combined Sewer Overflow

**Map 18 Natural Resources & Environmental Features**



**Natural Resources & Environmental Features**

-  BOA Boundary
-  Contour (3 foot interval)



ROCHESTER, NEW YORK  
**14621**  
 BROWNFIELD OPPORTUNITY AREA

## **THE GENESSEE RIVER**

The Genessee River, which forms the western boundary of the 14621 BOA Study Area, has defined the City of Rochester's topography and economy for centuries and is the neighborhood's most significant natural resource. The Genessee connects various tributaries to the south with Lake Ontario to the north. The River's gorge is locally designated as a Critical Environmental Area (CEA). As evidenced on Map 18, the Genessee River Gorge creates a steep slope that separates the neighborhood from the shores of the river. The river, however, can be accessed via footpaths in Seneca Park. The location of the Genessee River within the 14621 BOA Study Area is an asset to be capitalized upon by nearby potential redevelopment opportunities.

## **UPLAND NATURAL RESOURCES AND OPEN SPACE**

Upland habitats are defined as areas within 200 feet of the mean high-water mark of an aquatic feature and are comprised of vegetation such as grasslands, woodlands and/or wetland/riparian plant species that provides shelter, forage and/or predator avoidance for wildlife. Upland areas can include natural features such as boulders, rocks, organic debris, or manmade features such as industrial debris and agricultural features.<sup>xiii</sup> Given the steep grade of the Genessee River Gorge, the upland habitats are primarily restricted to the Gorge itself and Seneca Park, which provide vegetation, as well as shelter and forage for wildlife found in the City of Rochester.

## **GEOLOGY**

According to New York State Museum Surficial Geology mapping, the 14621 BOA Study Area is comprised almost entirely of lacustrine silt and clay (lsc). The Lacustrine silt and clay layer is generally composed of laminated layers of silt and clay, deposited in lakes existing at the time when glaciers historically covered western New York. Lacustrine silt and clay contains calcareous soil with low permeability, resulting in the potential for land instability. Directly surrounding the River the recent deposits (al) and bedrock (r) layers are present. Recent deposits are generally confined to floodplains within a valley and are subject to frequent flooding. The bedrock layer is exposed or within one meter of the surface exposing Paleozoic limestone, sandstone or shale.

According to New York State Museum Bedrock Geology mapping, the 14621 BOA Study Area is located above the Lower Silurian bedrock formation. The majority of the Study Area is mapped as Lower Silurian Decew Dolostone and Rochester Shale (Sr), a gray-brown fine-grained sedimentary rock with portions of shale interspersed among dolostone deposits. The northern portion of the Study Area is mapped as Lower Silurian "Sik" which includes Irondequoit Limestone, Williamson Shale, Wolcott Furnace Hematite, Wolcott Limestone, Sodus Shale, Bear Creek Shale, Wallington Shale and Kodak Sandstone. Exposed bedrock can be observed within the Genessee River Valley Gorge that forms the western boundary of the Study Area. Exposed bedrock can limit development opportunities, but given the gorge's steep slope, development is unlikely in this location.

## **WATERSHED**

The 14621 BOA Study Area is located within both the Genesee River Watershed and the Lake Ontario Watershed. Given the region's ample supply of quality water and the rising cost of water nationwide, the neighborhood's location within these watersheds could serve to attract water-intensive industries.

## **FLOODPLAINS**

According to Federal Emergency Management Agency (FEMA) flood plain mapping, the majority of the 14621 BOA Study Area is located within "Zone X," which is outside of the 100-year floodplain, indicating minimal chances of flooding. A small portion of the Study Area along the Genesee River is mapped as "Zone AE," which is within the 100-year floodplain. Any development within flood "Zone AE" must conform to both federal floodplain development requirements and to the requirements set forth in Chapter 56 of the Rochester City Code (Flood Damage Protection). Flood Hazard Areas within the BOA are illustrated on Map 18.

## **WETLANDS**

While no New York State Freshwater Wetlands of 12.4 acres or larger are mapped in the vicinity of the Study Area, federal wetland areas are mapped along the eastern bank of the Genesee River, within the river gorge. All land within 100 feet of the wall, bank or gorge of the Genesee River is designated by the New York State Department of Environmental Conservation and the City of Rochester as a Classification Exception Area. This designation means that these areas have an exceptional character with respect to one or more defining criteria, such as a unique benefit to human health, an important natural setting, agricultural, cultural, recreational or educational values and an inherent ecological sensitivity to change. The implications of this designation require that any SEQR-defined Type I or Unlisted Action on the environmental characteristics of the CEA be considered a relevant area of environmental concern and must be evaluated in the determination of significance prepared pursuant to Section 617.7 of SEQR. This designation is unlikely to impact redevelopment opportunities in the 14621 BOA Study Area, as lands within 100 feet of the gorge embankment are located within the boundaries of Seneca Park and are not considered developable lands.

## **TOPOGRAPHY & SOILS**

The majority of the neighborhood is flat, with elevations generally ranging between 490 and 430 feet above sea level. The elevation within the western section of the neighborhood changes dramatically within the Genesee River Gorge, where it drops to 390 feet at the banks of the river. The Study Area's topography will not impact redevelopment.

The 14621 BOA Study Area is located entirely within the "Urban Land" (Ub) soil series. According to the Monroe County Soil Survey (1973), "Urban Land" is classified as being significantly disturbed by development and building construction in urban areas. Slopes are generally flat in this soil series due to extensive land grading from past development. Due to the significant disturbance common in the "Urban Land" series, soils within the Study Area may vary in composition and characteristics though no soil conditions will impact redevelopment.

## VISUAL QUALITY

The Genesee River and the River Gorge are the 14621 BOA Study Area's greatest scenic amenities. Views of the river and the gorge, however, are largely obstructed by vegetation. Currently the best views of the river and the gorge with public access are from Seth Green Island, the Genesee Riverway Trail bridge crossing and the Driving Park Bridge. The creation of formal gateways to the gorge and river from the Study Area would create both better visibility and connectivity.



*Fishing in the Genesee River Gorge, Credit: D&C Newspaper*

## FISH & WILDLIFE HABITATS

Although the 14621 BOA Study Area is not home to any significant populations of wildlife, the Lower Gorge of the Genesee River is one of Western New York's most productive sport fisheries, including salmon and lake trout.<sup>xiv</sup> Anglers access the Gorge via the Seth Green Park access site in Seneca Park. Seneca Park provides 296 acres of open space, much of which is covered in mature trees. Wildlife likely to be present in and near the River Gorge include various species of urban wildlife such as deer, raccoons, opossum and squirrels. The remainder of the Study Area is a built out urban neighborhood and not considered a wildlife habitat.

## AIR QUALITY

Air quality in the United States is currently regulated through the National Ambient Air Quality Standards (NAAQS) as defined in the Clean Air Act Amendments of 1970 (P.L. 91-604, Sec. 109). The NAAQS identify six categories of pollutants (i.e., criteria pollutants) that are known to be harmful to public health and the environment, including:

- Particulate matter;
- Sulfur dioxide;
- Nitrogen dioxide;
- Ozone;
- Carbon monoxide; and
- Lead.

Areas where the concentration of one or more criteria pollutants exceeds the regulated/threshold levels may be designated as a non-attainment area. Once classified as non-attainment, these areas must develop and implement a plan to come back into compliance with the Clean Air Act or otherwise risk losing certain forms of federal financial assistance. Areas where pollutant concentrations are below the regulated/threshold levels are classified as either attainment or unclassifiable areas (note that areas may be non-attainment for one criteria pollutant and attainment for the others). The City of Rochester has been classified as an attainment area according to the NAAQS.

## AGRICULTURAL LANDS

There are no agricultural lands in the 14621 BOA Study Area, although there is a growing interest and number of community gardens located on vacant residential lots.

## LOCALLY, STATE AND FEDERALLY DESIGNATED RESOURCES

There are no State or Federally designated resources in the 14621 BOA Study Area.

### 3.12 Strategic Sites

The 14621 BOA Study Area has several strategic sites that are important to its future revitalization and are essential to achieving the community's vision. By repurposing existing infrastructure, it is possible to capture the economic potential of these strategic, yet underutilized, sites. As catalyst projects, investment at these strategic sites could spur investment at nearby sites, increase adjacent land values, and create jobs. In addition, investment in these vacant or underutilized sites could increase access to services and amenities for residents, thus improving quality of life.

Strategic sites (Figure 9) were selected for their suitability based on the following criteria:

- Strategic location (i.e. proximity to downtown and/or major corridors);
- Ownership status (i.e., vacant vs. occupied, public vs. private);
- Brownfield status;
- Adequacy and availability of infrastructure;
- Potential to improve quality of life;
- Potential to provide amenities to the public;
- Potential to realize the community's vision;
- Potential to catalyze growth in the vicinity of the site; and
- Accessibility.

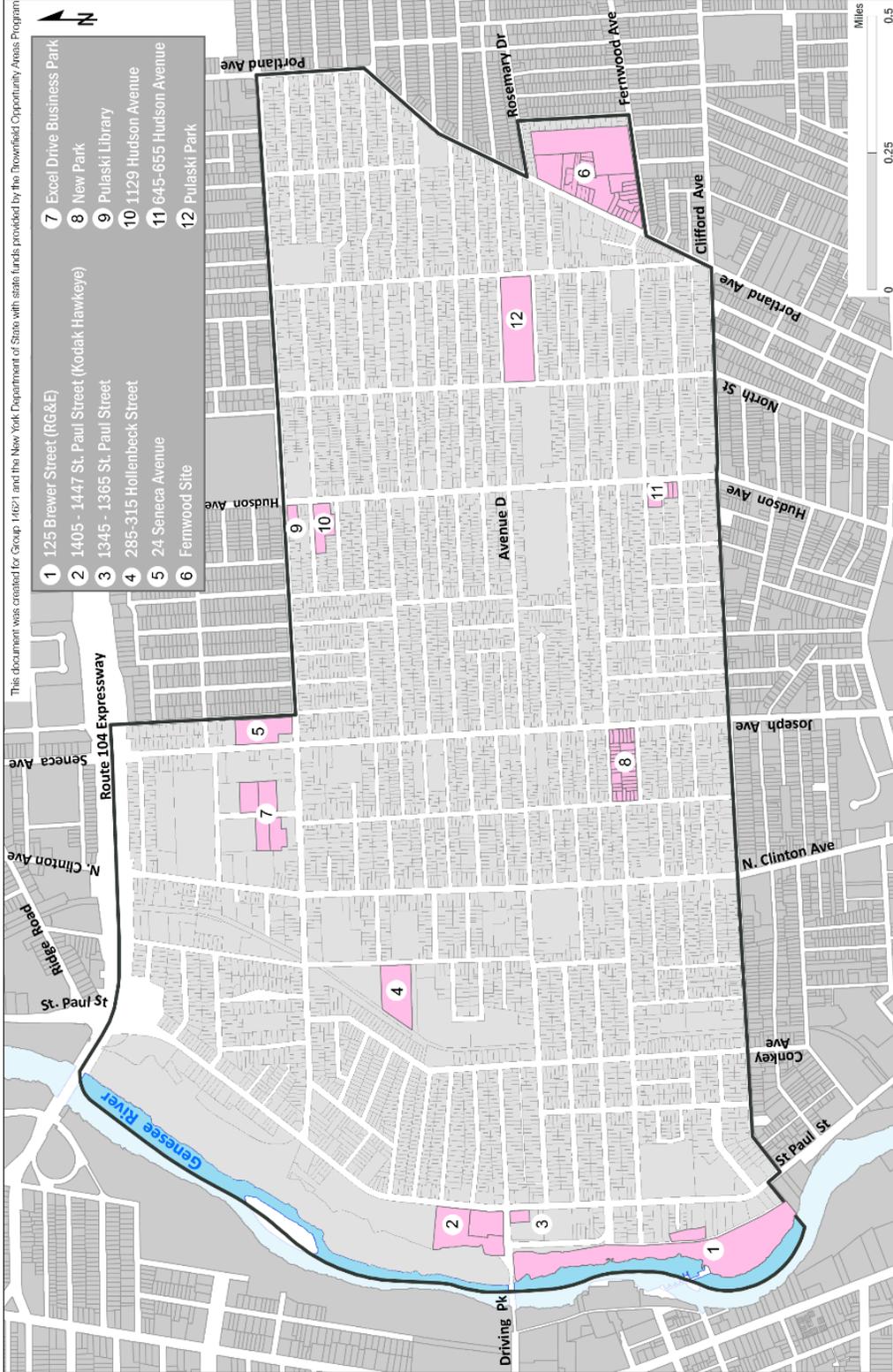
**Figure 9 Strategic Sites**

	Strategic Site	Description
1	125 Brewer Street (RG&E)	<ul style="list-style-type: none"><li>• Former Rochester Gas &amp; Electric Hydroelectric Power Plant</li><li>• Situated in a prime location along the Genesee River</li><li>• Privately owned</li><li>• Brownfield status: remaining industrial buildings could contain hazardous materials</li><li>• Has potential for industrial or commercial redevelopment, which could spur adjacent growth and create jobs</li></ul>
2	1405 – 1477 St. Paul Street (Kodak Hawkeye)	<ul style="list-style-type: none"><li>• Part of the former Eastman Kodak Hawkeye Plant</li><li>• Includes a seven story main building and an additional four story building</li><li>• Situated along a heavily-traveled urban minor arterial (St. Paul Street)</li><li>• Privately owned</li><li>• Brownfield status: petroleum spills impacted the soil and groundwater and remediation may be necessary</li><li>• Contains remaining industrial buildings</li><li>• Has potential for industrial or commercial redevelopment</li></ul>
3	1345 St. Paul Street	<ul style="list-style-type: none"><li>• Parking lot for the former Eastman Kodak Hawkeye Plant</li><li>• Includes a parking lot and two story manufacturing building</li><li>• Situated along a heavily-traveled urban minor arterial (St. Paul Street)</li><li>• Privately owned</li></ul>

		<ul style="list-style-type: none"> <li>• Brownfield status: previously contained underground storage tanks and operated as a gas station</li> <li>• Contains remaining industrial infrastructure</li> <li>• Building has potential for mixed-use development fronting the street, possibly mixed-income loft apartments</li> </ul>
4	285 - 315 Hollenbeck Street	<ul style="list-style-type: none"> <li>• Former commercial recycling facility operated by Regional Recycling</li> <li>• Currently used as a parking lot</li> <li>• Situated along the El Camino Trail</li> <li>• Privately owned</li> <li>• Brownfield status: previously contained underground storage tanks, and petroleum products may have been released to the subsurface</li> <li>• Has potential for hydroponic agriculture which could increase the accessibility of fresh produce in 14621</li> </ul>
5	24 Seneca Avenue	<ul style="list-style-type: none"> <li>• Currently operates as a conglomerate of repair, supply, and manufacturing companies</li> <li>• Includes an industrial building and adjacent parking lot</li> <li>• Situated along an urban collector</li> <li>• Privately owned</li> <li>• Brownfield status: VOCs and SVOCs have impacted soil and groundwater, and remediation of the site is necessary</li> <li>• Has potential for industrial or commercial development</li> </ul>
6	Fernwood Site (42 Fernwood Avenue 678-690 Portland Avenue 742 Portland Avenue 100 Fernwood Avenue)	<ul style="list-style-type: none"> <li>• Formerly used by industrial and manufacturing companies</li> <li>• Currently vacant</li> <li>• Brownfield status: remedial actions are underway in some portions of the site while other remedial actions may be necessary</li> <li>• Mostly privately owned; two publicly owned sites at 56 Fernwood Avenue and 724 Portland Avenue</li> <li>• Has potential for mixed-use development along Portland Avenue and residential development on the eastern portion of the site</li> <li>• New developments could include retail, medical, and food services in addition to other facilities like a charter school or job training center.</li> <li>• Improved access to services and other amenities could improve quality of life for the neighborhood residents</li> </ul>
7	Excel Drive Business Park	<ul style="list-style-type: none"> <li>• Formerly used for light industrial purposes</li> <li>• Situated at the northern end of the Study Area</li> <li>• Publicly owned</li> <li>• Has potential for redevelopment as an office, light industrial, industrial arts or educational space, which could enhance community dynamics and improve quality of life</li> <li>• Currently shovel ready</li> </ul>
8	New Park	<ul style="list-style-type: none"> <li>• Could be located at the Corner of Avenue A and Joseph Avenue, a site which is currently underserved by existing parks and playgrounds</li> <li>• Could include a ballfield, multi-use game area (MUGA), playground, splash pad, landscaping, seating, space for passive recreation, and/or picnic pavilion</li> <li>• Additional recreational space could encourage physical activity and mediate obesity-related diseases while providing amenities for families in the Study Area.</li> </ul>
9	Pulaski Library	<ul style="list-style-type: none"> <li>• Former public library</li> <li>• Includes a two story building</li> <li>• Situated along Norton Street, near a proposed gateway feature</li> <li>• Currently vacant</li> <li>• Listed on the National Register of Historic Places and may be eligible for the federal Historic Preservation Tax Incentives program</li> <li>• Publicly owned (City of Rochester)</li> <li>• Revitalization could further enhance its prominent position within the Study Area while restoring its symbolic significance to the community</li> </ul>

		<ul style="list-style-type: none"> <li>• Has potential for redevelopment as a community center, arts center, or vocational training center</li> </ul>
<b>10</b>	1129 Hudson Avenue	<ul style="list-style-type: none"> <li>• Currently a vacant commercial property</li> <li>• Situated along a heavily-traveled urban minor arterial</li> <li>• Privately owned</li> <li>• Has potential for industrial or commercial redevelopment</li> </ul>
<b>11</b>	645 - 655 Hudson Avenue	<ul style="list-style-type: none"> <li>• Situated along a heavily-traveled urban minor arterial at the corner of Hudson Avenue and Bernard Street</li> <li>• Publicly owned</li> <li>• Has potential for redevelopment in urban agriculture which could increase the accessibility of fresh produce for 14621</li> </ul>
<b>12</b>	Pulaski Park	<ul style="list-style-type: none"> <li>• Currently a 7-acre, tree-lined open space with two walking trails</li> <li>• Situated in the southeastern portion of the Study Area</li> <li>• Publicly owned</li> <li>• Has potential for improvements including enhanced landscaping, new seating, a picnic pavilion, and active play areas</li> <li>• New uses could include programming events and activities within the space</li> <li>• Enhancements could encourage recreation, foster a sense of safety, and improve community development</li> </ul>

# Map 19 Strategic Sites



ROCHESTER, NEW YORK  
**14621**  
 GROUP  
 BROWNFIELD OPPORTUNITY AREA

## Strategic Sites

- Strategic Sites
- BOA Boundary

# 4 Economic Conditions & Market Trends

---

The purpose of the economic conditions and market trends analysis is to help identify and justify a range of realistic future land uses in the Study Area, particularly for identified strategic sites. This section evaluates economic and market conditions affecting revitalization and redevelopment in the 14621 BOA Study Area, including:

**Socio-economic factors**, such as population growth, age, and educational attainment;

**Employment trends**, such as unemployment, jobs by industry sector, and commuting patterns; and

**Real estate trends**, such as total inventory, vacancy rates, recent activity, and rents.

## 4.1 Methods

To develop this analysis, the following methods were utilized:

**Document & data review.** Available data and documents about the market in the 14621 BOA Study Area were reviewed. This includes information from the US Census, ESRI, the Bureau of Labor Statistics, New York State Department of Labor Statistics, and the City of Rochester's assessor information about the value of land, land use, vacant lands, and property size.

**Stakeholder and industry experts.** A variety of stakeholders familiar with the 14621 BOA Study Area were interviewed, including property owners, business owners, real estate brokers, and community members. A full list of stakeholders is included in Appendix A.

**Site visits.** The team conducted multiple site visits to verify uses and business locations.

**Steering Committee feedback and community meetings.** The team participated in meetings with the project Steering Committee and the community to share information and solicit local feedback.

## 4.2 Economic Context

Economic regions are highly interdependent and no market exists in a vacuum. Many of the economic conditions in the 14621 BOA Study Area are influenced by local, regional, and statewide factors. For that reason, it is important to understand neighborhood-level trends in the context of larger geographies. The analysis in this section compares the 14621 BOA Study Area with the following larger geographies:

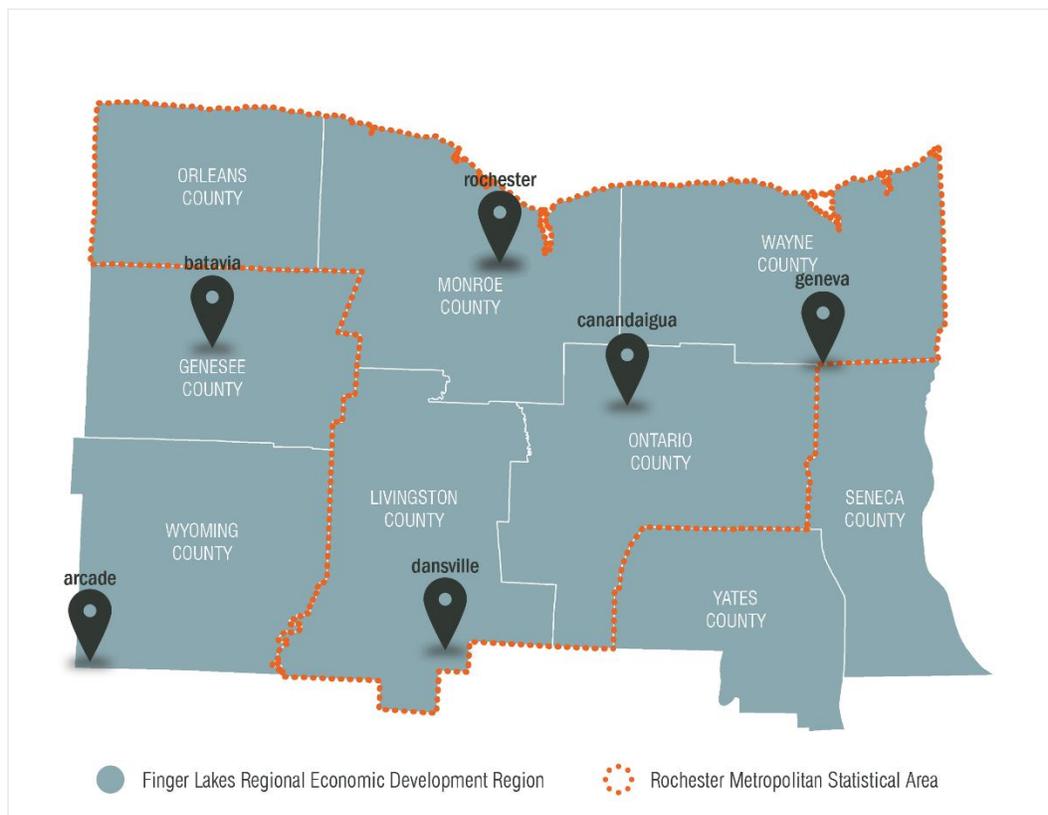
- United States
- New York State
- Rochester Metropolitan Statistical Area
- Finger Lakes Region
- Monroe County
- City of Rochester

Though most of the comparison geographies are self-explanatory, two lesser-known geographic areas warrant further explanation: The Rochester Metropolitan Statistical Area and the Finger Lakes Region, also illustrated in Figure 10:

**Rochester Metropolitan Statistical Area (MSA).** The Rochester MSA is defined by the US Census Bureau as a combined statistical area based on its population and economic integration. It includes the counties of Monroe, Ontario, Wayne, Livingston, Orleans and Yates. This area is used throughout this section primarily to report socio-economic information gathered by the Census.

**Finger Lakes Region.** The State of New York designated 10 economic development regions throughout the state, with the purpose of creating long-term strategic economic plans for each region. The Finger Lakes Region is larger than the Rochester MSA and includes Monroe, Ontario, Wayne, Livingston, Orleans, Yates, Genesee, Seneca and Wyoming Counties. The New York State Department of Labor collects employment and industry data at the regional level—in this case for the Finger Lakes Region. Therefore, we use this geography to report employment trends and identify ongoing analysis and policy issues that are currently being considered by the Regional Economic Development Council.

**Figure 10 Economic Regions**



### 4.3 Socio-Economic Overview

At 20,973 residents and 1,276 acres, the 14621 BOA Study Area makes up 10 percent of Rochester's population and 4.5 percent of the city's land base. Overall, the neighborhood is younger and less affluent than the city and the region. Compared to surrounding areas, the neighborhood has

experienced greater losses in population, households and housing units. The neighborhood has lower incomes and levels of education, lower rates of homeownership and labor force participation, and higher unemployment. By almost all measures, the neighborhood is experiencing significant economic distress, which presents challenges to redevelopment and other revitalization efforts. The following sections describe each of these socio-economic factors in more detail.

## POPULATION

**Key take-away: The 14621 BOA Study Area's population is declining faster than the City and the region.**

Figure 11 and Figure 12 show population change over the last 13 years for the 14621 BOA Study Area, relative to the city, county, and MSA. There were approximately 20,973 people living in the 14621 BOA Study Area in 2013, which accounted for 10 percent of the city's population. While the population of the Rochester MSA and Monroe County experienced slight increases between 2010 and 2013, the city and the 14621 BOA Study Area both experienced declines. The city declined by 5 percent while the 14621 BOA Study Area declined by 10 percent during the same time period, accounting for 2,558 people.

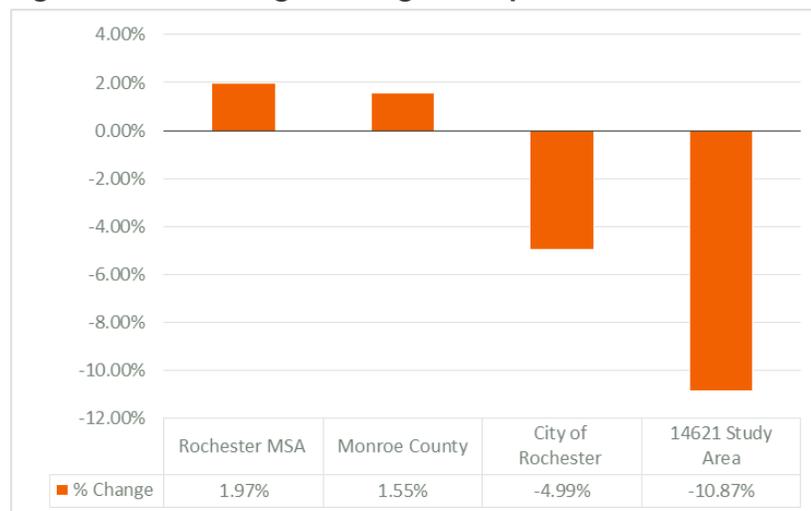
**Figure 11 Population Trends 2000-2013**

Area	2000	2013	% Change	AAGR
Rochester MSA	1,062,425	1,083,407	1.97%	0.15%
Monroe County	735,343	746,719	1.55%	0.12%
City of Rochester	219,921	208,952	-4.99%	-0.39%
14621 Study Area	23,531	20,973	-10.87%	-0.88%

Source: ESRI, US Census

AAGR: Annual Average Growth Rate

**Figure 12 Percentage Change in Population, 2000-2013**



Source: ESRI, US Census, 2014

Figure 13 shows the projected 2018 population in all four geographical areas. While the county and the MSA are projected to grow over the next five years, both the City of Rochester and the 14621 BOA Study Area are projected to continue losing population, albeit at a slower rate than the previous five years. (The 14621 BOA Study Area is projected to lose approximately 400 residents by 2018.

**Figure 13 Projected Population Change, 2013-2018**

Area	2013	2018	% Change	AAGR
Rochester MSA	1,083,407	1,089,718	0.58%	0.12%
Monroe County	746,719	751,974	0.70%	0.14%
City of Rochester	208,952	208,004	-0.45%	-0.09%
14621 Study Area	20,973	20,564	-1.95%	-0.39%

Source: ESRI, US Census, AAGR: Annual Average Growth Rate

It is not a surprise to see some population loss in the 14621 BOA Study Area, as that is consistent with local and state trends in which many cities have experienced declines in population over the last few decades while their surrounding suburbs have experienced slight increases. The pace of decline, however, is slightly faster than the City of Rochester as a whole and may be explained by a variety of factors.

Population loss generally occurs as a result of out-migration as residents move out seeking economic opportunities, higher levels of safety, and a better quality of life. Population loss in the 14621 BOA Study Area is consistent with the increase in residential vacancy, foreclosures, and residential demolitions in the neighborhood. This suggests that at least some portion of population loss (and likely a large portion) is due to out-migration as residents leave due to foreclosure, or because they are seeking improved economic circumstances and public safety. This in turn can have a circular effect, as neighbors of foreclosed and vacant residential properties experience deteriorating conditions and quality-of-life and choose to relocate to areas outside the neighborhood, as well.

Sustained population decline is among the most significant challenges facing the study area—it is both an outcome of neighborhood conditions and a contributor to those same conditions.

## AGE

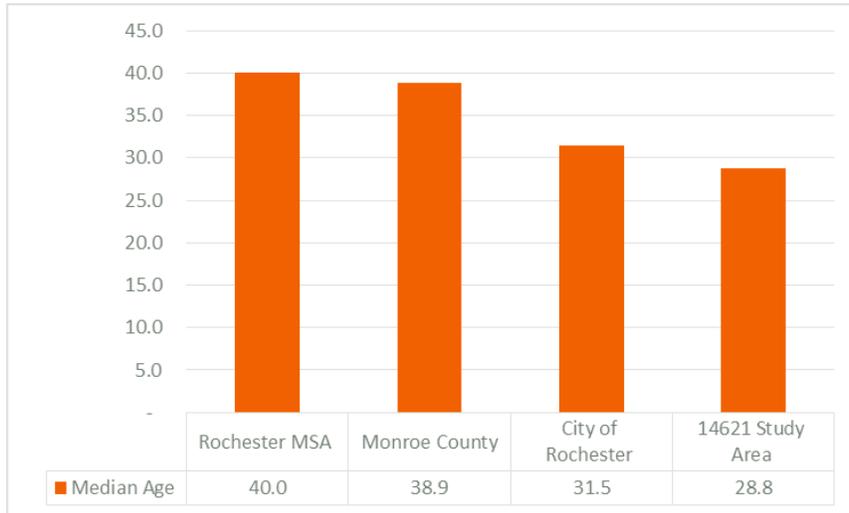
**Key take-away: The 14621 BOA Study Area is younger than the City of Rochester and the region.**

Evaluating the age make-up of an area can help highlight important short- and long-term market factors. People in different stages of life have different housing needs, spending habits, and health-care considerations. For example, a younger population is more likely to prioritize schools, childcare options, and family housing. By contrast, an older population is likely to care more about access to health care and retirement housing. While all neighborhoods have a mix of ages, a concentration on one end of the spectrum can impact the kinds of businesses, commercial services and social services that choose to locate in an area.

By 2016, it is expected that almost a third of the US will be over the age of 55. While New York State and Monroe County are expected to follow this trend, the 14621 BOA Study Area's existing and future age profile is quite different. The neighborhood is younger than surrounding areas, as reflected in the median age and the distribution of residents in each age range.

The median age in the 14621 BOA Study Area is 28.8 years, significantly lower than that of the city, county, and MSA.

**Figure 14 Median Age, 2013**

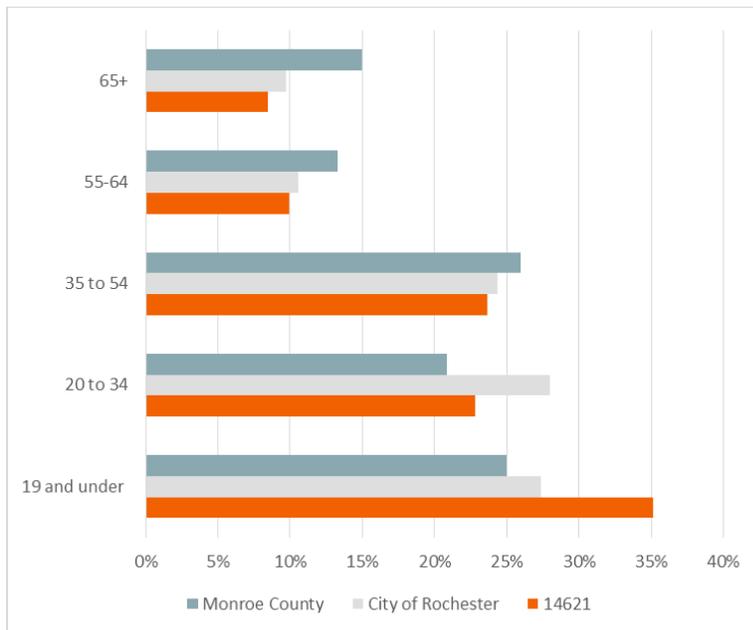


Source: ESRI, Bergmann Associates, 2014

Figure 15 shows the age distribution—i.e. the percentage of 14621 BOA Study Area residents in each age range. The neighborhood contains a higher proportion of young people than the region and the US. Almost 30 percent of the neighborhood's population is under 15 years old, whereas, only 8 percent is over 65 years old. The proportion of young people is significantly higher than surrounding areas, while the proportion of seniors is about half the proportion seen in Monroe County and the Rochester MSA.

***Key take-away: The 14621 BOA Study Area contains a significantly larger proportion of young people under 19 than the City and Region.***

**Figure 15 Age Distribution, 2013**



Source: ESRI, Bergmann Associates, 2013

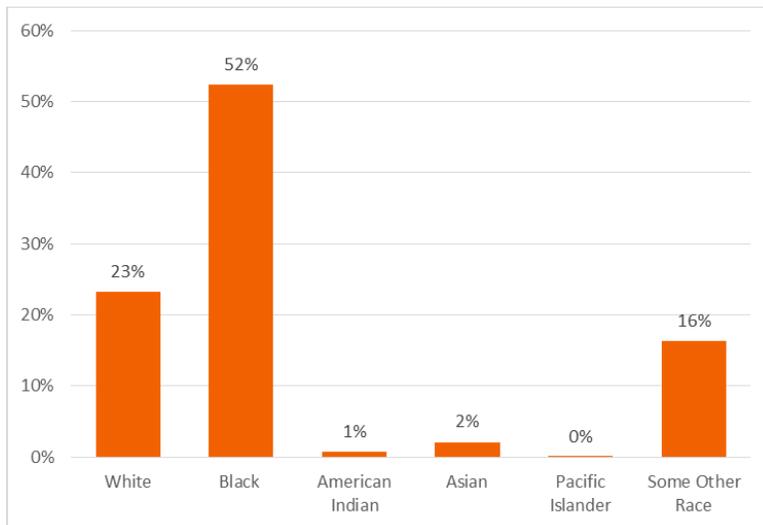
Given the age distribution of residents in the study area, it will be especially important for future planning and revitalization efforts to consider the needs of young children and families, particularly in the planning of parks, schools, services, transportation and housing.

## RACIAL COMPOSITION

**Key take-away: The 14621 BOA Study Area population contains twice the proportion of Hispanic residents as the City.**

The racial composition of the 14621 BOA Study Area is more diverse than elsewhere in the region. Of the neighborhood residents who indicated one race only in the census, approximately 52 percent are black, 23 percent are white and 16 percent responded "some other race."<sup>xv</sup>

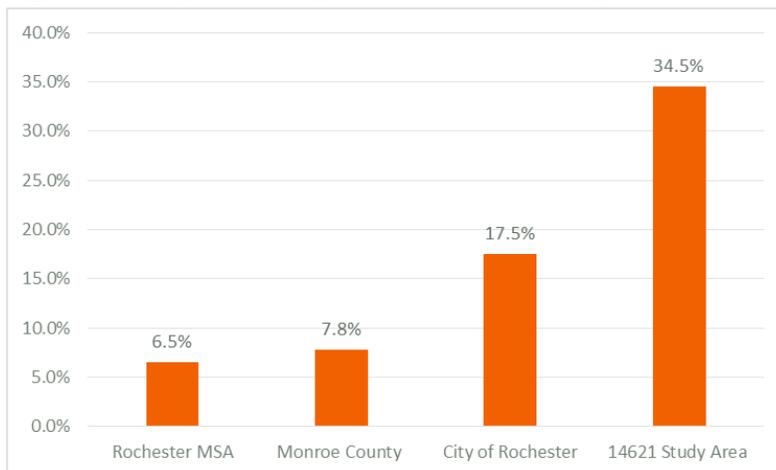
**Figure 16 Population by Race, 14621 BOA Study Area, 2013**



Source: ESRI, Bergmann Associates, 2014

Compared to surrounding areas, the 14621 BOA Study Area includes a significantly higher proportion (34.5%) of residents reporting Hispanic origin (regardless of race).<sup>xvi</sup>

**Figure 17 Hispanic Origin, 14621 BOA Study Area, 2013**



Source: ESRI, Bergmann Associates, 2014

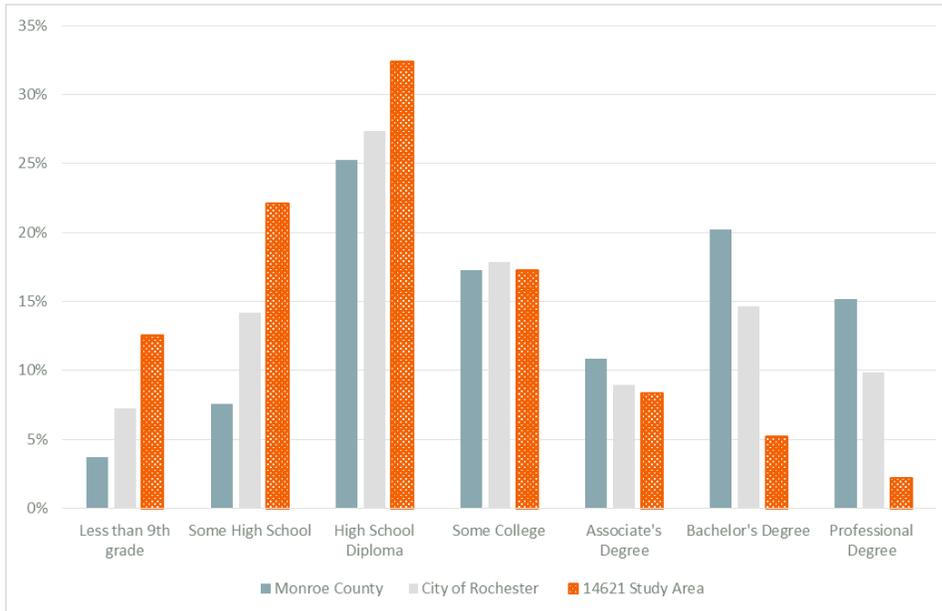
## EDUCATIONAL ATTAINMENT

**Key take-away: Educational attainment is lower in the Study Area than the City of Rochester and the region.**

In general, education is often closely related to income. In addition, the education level of a community is an important economic indicator in two ways: (1) an educated population is an attractive feature to businesses looking for a qualified workforce and (2) a better educated population can more easily adapt to changing economic environments and employment needs.

Figure 18 shows the highest level of education for residents in the 14621 BOA Study Area and surrounding areas. Compared to other areas, the neighborhood has lower levels of education, a lower proportion of residents with a college degree (i.e. Bachelor's or Professional degree), and higher proportion of those with a high school diploma as their highest level of education.

**Figure 18 Highest Level of Education, 2013**



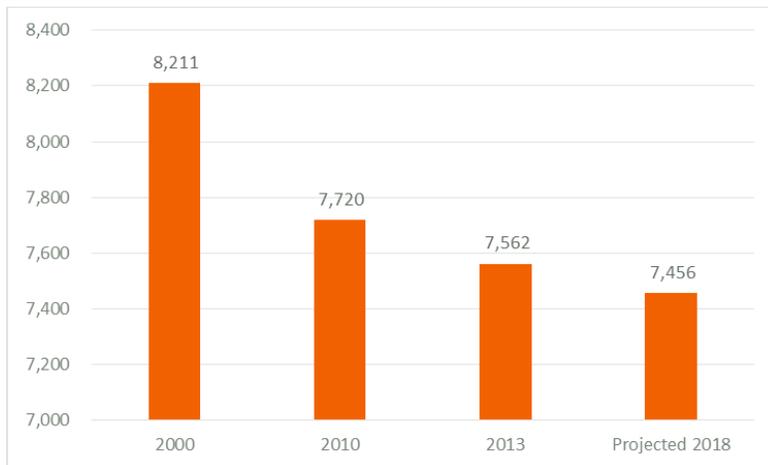
Source: ESRI, Bergmann Associates, 2014

## HOUSEHOLDS AND TENURE

**Key take-away: The number of households in the 14621 BOA Study Area is projected to continue declining.**

Unlike total population, the number of households can offer insight into the housing needs of a neighborhood. A decline in the number of households suggests that fewer housing units are needed. Similar to population trends, the number of households in the 14621 BOA Study Area has declined since 2000 by 649 households. As shown in Figure 19, the number of households is projected to continue declining through 2018, suggesting that demand for new housing units may also continue to decline.

**Figure 19 Households in the 14621 BOA Study Area, 2000-2018**

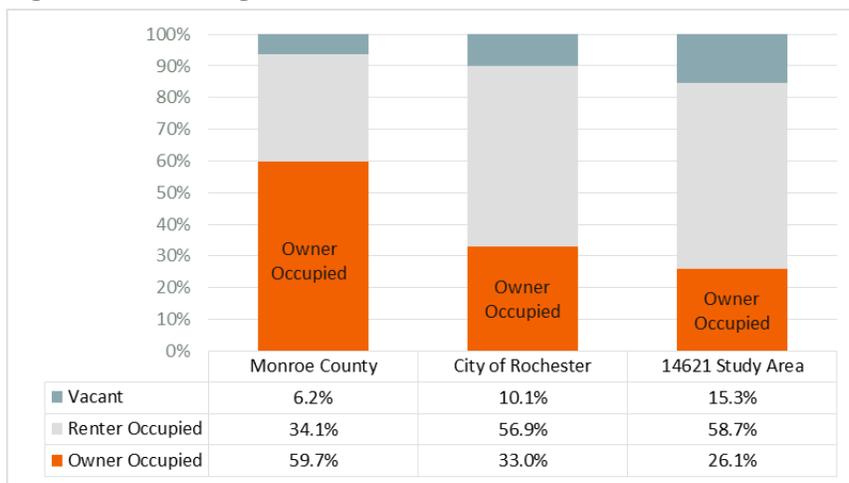


Source: ESRI

**Key take-away: The majority of housing units in the Study Area are renter-occupied.**

Tenure refers to whether a housing unit is occupied by an owner or a renter (or if a unit is vacant). Figure 20 shows that 26 percent of housing units in the 14621 BOA Study Area are occupied by owners, and almost 60 percent are occupied by renters. These proportions are similar to the rest of Rochester, but significantly different from regional and national trends. Approximately 60 percent of housing units in Monroe County are owner-occupied and the national average is 56.4 percent.

**Figure 20 Housing Tenure, 2013**



Source: ESRI, Bergmann Associates, 2014

Figure 21 shows that the total number of housing units in the Study Area (vacant or occupied) has declined faster than the city as a whole. Likewise, the proportion of owner occupied units has declined by 24 percent, which is faster than the city-wide decline of 11.2 percent.

**Figure 21 Number of Housing Units, 2000-2013**

Housing Units	2000	2013	# change	% change
City of Rochester	99,857	96,279	3,578	-3.6%
14621 Study Area	9,776	8,839	937	-9.6%

Source: ESRI

The higher rates of renter occupancy and declining rates of homeowner occupancy reflect feedback from residents and community leaders, who have noted the growing presence of non-local landlords (i.e. property owners who do not also live in the 14621 BOA Study Area). This trend can present challenges to redevelopment and revitalization, as non-local landlords and/or investors may be less likely to be familiar with challenges of the community and in some instances may not be willing to make significant investments in property.

## HOME VALUE

**Key take-away: Home values in the 14621 BOA Study Area are lower than the City as a whole.**

A review Census housing data reveals that the median home value in the 14621 BOA Study Area, at \$50,628, is significantly lower than the city as-a-whole (\$75,800) and Monroe County (\$134,200). Lower home values are consistent with other challenges identified in the Study Area, including higher vacancy rates and lower rates of owner-occupancy.

**Figure 22 Median Home Value, 2013**



Source: ESRI, 2014

## INCOME

**Key take-away: Household and per capita incomes in the Study Area are lower than the City and the region.**

Income is considered a key economic indicator, as changes in both personal and household income can reflect economic growth or decline in an area. Comparisons between the

## What is Income?

The Census Bureau includes the following sources in its definition of income:

- Wages, salary, bonuses, tips
- Interest, dividends, rental income, income from estates and trusts
- Social Security
- Supplemental Security
- Public assistance
- Retirement or disability pensions
- Veterans payments, unemployment, child support and alimony

Household income is the sum of all income reported by individuals at the same address. **Median Household Income**, reached by calculating the median of reported household income in the area, is the most widely used measure of income in the Census. For example, if all households in the 14621 BOA Study Area were ranked by income, \$21,055 (the median) would be in the middle.

Another commonly used measure, **Per Capita Income**, is the total of all income in an area divided by the total population in that area. Although per capita income can be a useful measure for comparing information between geographies, it cannot account for skewed data and therefore does not always provide a the most accurate picture of the economic status.

neighborhood and surrounding areas can also reveal the economic well-being of a community and whether the economy adequately supports residents.

Figure 23 shows that both per capita and household incomes are lower in the 14621 BOA Study Area than in the city, county and MSA. While incomes in the neighborhood are slightly less than the city as a whole, the disparity is much more significant relative to the County and the MSA, where incomes are more than twice as high as the 14621 BOA Study Area.

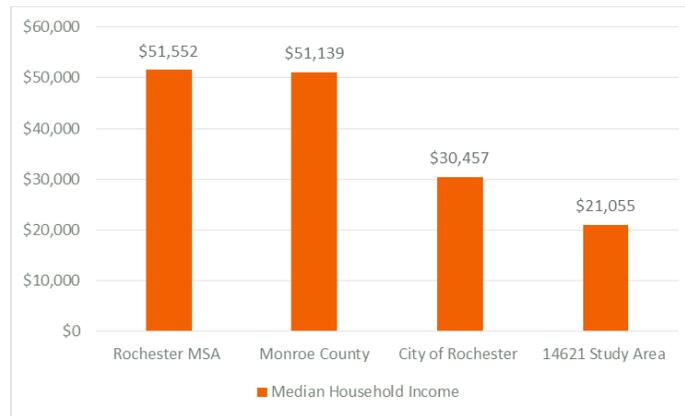
**Figure 23 Per Capita and Household Income, 2013**

Area	Per Capita Income	Median Household Income
Rochester MSA	\$28,509	\$51,552
Monroe County	\$29,236	\$51,139
City of Rochester	\$18,780	\$30,457
14621 Study Area	\$10,684	\$21,055

Source: ESRI, 2014

Figure 24 shows a side-by-side comparison of the median household income in all four geographies.

**Figure 24 Median Household Income, 2013**



Source: ESRI, Bergmann Associates, 2014

Another useful measure of economic conditions is the overall distribution of income—i.e. the percentage of residents with incomes in different ranges. Figure 25 shows that a relatively high percentage of households in the 14621 BOA Study Area (56%) have incomes of less than \$25,000 per year. On the other end of the spectrum, about 13 percent of households earn more than \$50,000, which is a significantly lower proportion than both the city and the county.

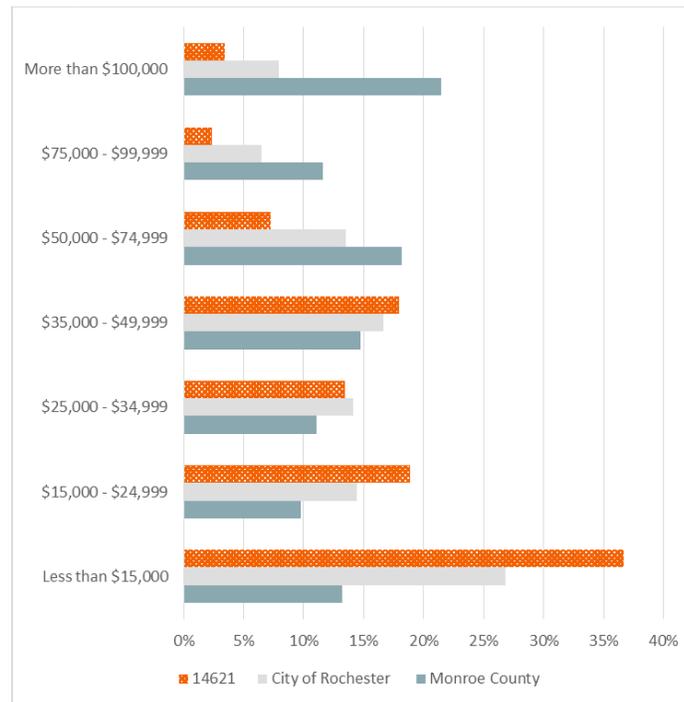
## What are "Discouraged" Workers?

**Discouraged workers** are those who want and are available for work, and who have looked for a job sometime in the prior 12 months, but were not counted as unemployed because they had not searched for work in the 4 weeks preceding the Labor Department's survey.

Discouraged workers are also referred to as the long-term unemployed, as many are not currently looking for work because **they believe no jobs are available** for them or there are none for which they would qualify.

Because the unemployment rate represents only those who are actively seeking work, the true percentage of unemployed (i.e. accounting for discouraged workers and the long-term unemployed) is likely to be higher than official reports.

**Figure 25 Income Distribution, Monroe County & 14621 BOA Study Area, 2013**



Source: ESRI, Bergmann Associates, 2014

## LABOR FORCE PARTICIPATION AND UNEMPLOYMENT

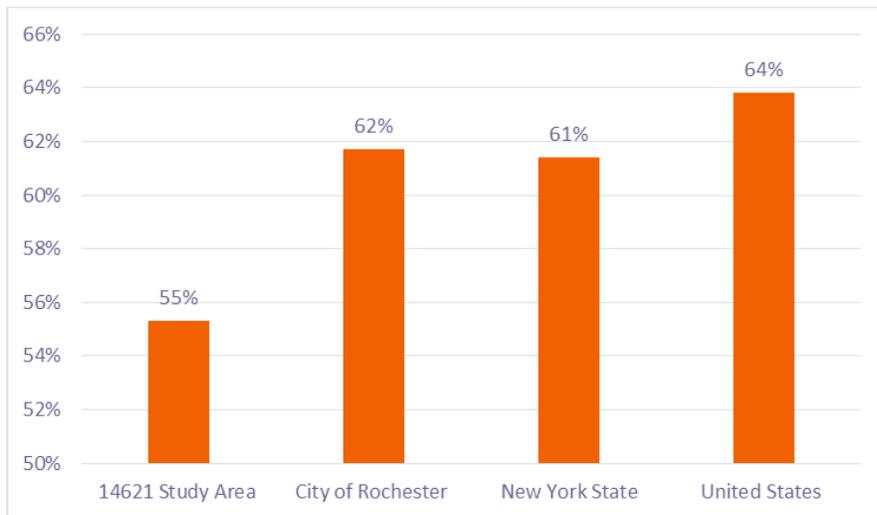
**Key take-away: Relative to the City and region, a smaller segment of the Study Area population participates in the labor force.**

The labor force participation rate is often confused with the unemployment rate, but it is a different type of measurement. The labor force includes both employed and unemployed people. It measures the percentage of the total population that is employed or unemployed (and looking for work) at a given point in time.

The labor force includes people over 16 years of age who are not students, retired persons, inmates of institutions (such as penal and mental facilities, homes for the aged), those who are not on active duty in the Armed Forces and discouraged workers (see sidebar).

Figure 26 shows the labor force participation rate in the 14621 BOA Study Area (55%), relative to the City of Rochester, New York State, and the US. The low participation rate in the 14621 BOA Study Area (relative to surrounding areas) may be attributed to a variety of factors, such as the neighborhood's higher percentage of children under the age of 15 who would not be considered part of the labor force due to their age, as well as the long-term unemployed and discouraged workers.<sup>xvii</sup>

**Figure 26 Labor Force Participation Rates, 2012**



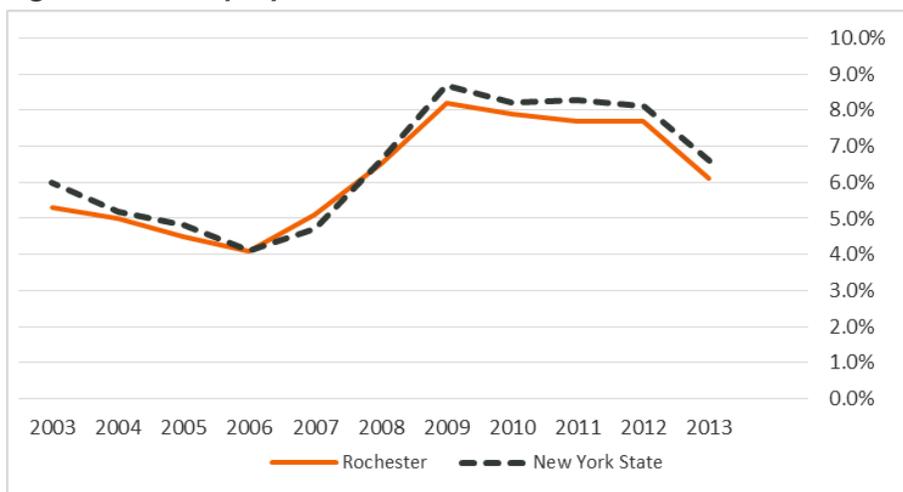
Source: York State Department of Labor, Local Area Unemployment Statistics  
Unemployment rates

**Key take-away: A larger proportion of Study Area residents are unemployed than the City and the region.**

The unemployment rate refers to the percentage of the population that is (1) without work, (2) available for work and (3) actively searching for work. Figure 27 shows the unemployment rate in the City of Rochester and New York State. Since 2009, the unemployment rate in Rochester has remained lower than the statewide average. In December of 2013, the unemployment rate in Rochester was 6.1 percent.

In 2013, the average unemployment rate in the 14621 BOA Study Area was 24.4 percent, considerably higher than surrounding areas. This is considered an indicator of economic distress.

**Figure 27 Unemployment Rate, 2003-2013**



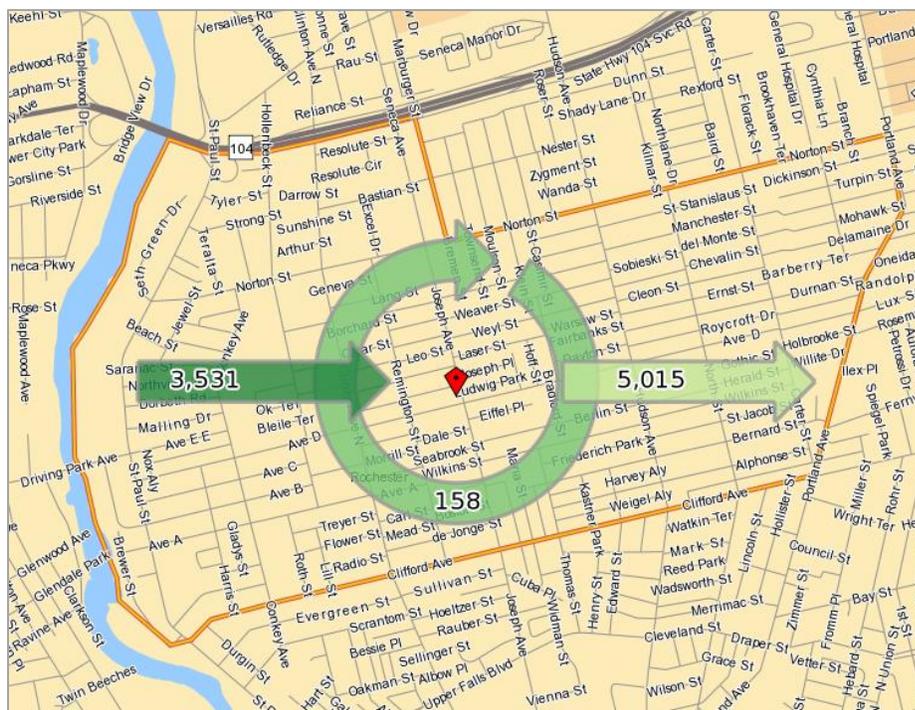
Source: New York State Department of Labor, Local Area Unemployment Statistics

## COMMUTING PATTERNS

**Key take-away: Most employed residents commute elsewhere for work. Few residents both work and live in the Study Area.**

Commuting patterns play an important role in the dynamics of economic development and potential revitalization in a small area like the 14621 BOA Study Area. Figure 28 illustrates commuting patterns in and out of the 14621 BOA Study Area, showing that relatively few residents also work within the Study Area. While there were 3,531 people employed at businesses in the Study Area in 2011 (the most recently available data set), only 158 of those workers also lived in the Study Area. The vast majority of the neighborhood's employed residents (5,015) commuted to jobs outside the neighborhood.

**Figure 28 Commuting Patterns, 2011**



Source: US Census

Jobs Inflow/Outflow	
Employed in the Study Area, Live Outside	3,531
Live in the Study Area, Employed Outside	5,015
Employed and Live in the Study Area	158

Source: US Census

While this pattern is not unusual—and most neighborhoods experience some level of inflow and outflow—it is an important distinction to consider when evaluating the potential impact of industrial growth and development in a particular neighborhood.

This commuting pattern means that wages and benefits earned at neighborhood businesses go to workers who live elsewhere. Likewise, residents of the neighborhood earn wages outside the neighborhood and bring them into the neighborhood. It presents a somewhat typical, but often

misunderstood relationship between business growth in a neighborhood and job growth for residents. If new business growth in the neighborhood follows past trends, it likely will not translate directly into increased employment for residents.

This does not necessarily dispute the goals of business growth and redevelopment, as there are numerous other benefits to having businesses located in a neighborhood:

- (1) In most cases, businesses generate property tax revenues for the City, which are then used to pay for services that benefit the neighborhood;
- (2) Employees spend money at neighborhood establishments; and
- (3) Businesses typically (though not always) contribute to safety and the quality of the built environment by actively maintaining their properties.

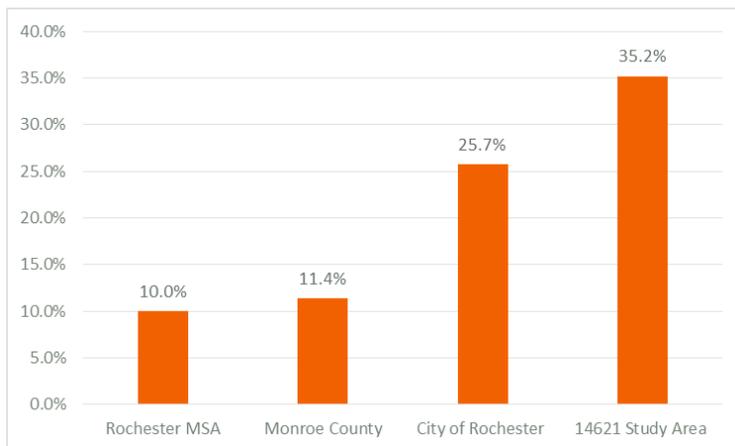
In addition, this relationship is not set in stone. Redevelopment efforts can also focus on industries and companies that have a higher likelihood of employing neighborhood residents. This dynamic is discussed further in Section 5.4 Employment and Industry Mix.

## ACCESS TO VEHICLES

**Key take-away: A significant percent of the Study Area population does not have access to a vehicle.**

Figure 29 shows the percentage of households without access to a vehicle. Thirty-five percent of residents in the 14621 BOA Study Area do not have access to a vehicle, compared to just 10 percent in the region.

**Figure 29 Households Without Access to a Vehicle**



Source: ESRI, 2007-2011 American Community Survey (owner and renter households)

Access to a vehicle can have major impacts on a household's ability to access to jobs, education, services, health care and recreational opportunities. The relatively high rate of households without access to a vehicle suggests that future planning efforts should prioritize the locations of key job facilities, services and recreational opportunities relative to existing neighborhoods, transit routes/stops and existing (or future) pedestrian routes.

## 4.4 Employment and Industry Mix

Many factors that influence growth and change in a neighborhood come from outside forces, including influencing factors from the local, state and national level. Larger economic trends can be less visible or less direct than local trends, but they have a significant impact on the economic activity in smaller geographies like the 14621 BOA Study Area.

Macro-level trends cannot be applied directly to a small area like a neighborhood. Nonetheless, meaningful information can be extracted and used to provide a framework for future planning. To do this, we ask the following questions:

- Which industries and businesses provide the largest proportion of jobs in the region and the neighborhood?
- Are those industries growing regionally and/or statewide?
- What is the likelihood that the neighborhood will capture some portion of growth in a given industry?

The following sections address these questions by describing existing employment in the neighborhood and the region, as well as employment forecasts for the region.

### EMPLOYMENT BY INDUSTRY

***Key take-away: Services are a sizable and growing share of the regional economy.***

Existing employment and forecasts estimate the total proportion of the population employed in a given industry and predict which industries will grow (and hopefully employ more people). It is important to know which industries will grow and which will decline because the overall industrial mix impacts the character of a local economy and demands for certain types of space. For instance, some industries have higher wages and/or require workers with higher levels of education. In addition, different industries have various types of needs for space: the warehousing industry typically needs more land per employee than the financial industry. Knowing the future industrial mix helps a region prepare by readying its workforce, land supply, and regulatory environment to accommodate changes in the economy.

Figure 30 shows the total employment by major industry in the Finger Lakes Region in 2010 and projected for 2020:

- The industries accounting for the largest proportion of employment in the Finger Lakes Region in 2010 were Manufacturing (11%), Retail Trade (10%), Educational Services (14%) Health Care and Social Assistance (13%) and Professional Services (10%).
- With the exception of Manufacturing, these industries are projected to grow significantly between 2010 and 2020.
- Some industries that employ a relatively small proportion of the total labor force are projected to grow a higher rates through 2020: The Construction industry, which accounted for 3 percent of jobs in 2010 is projected to grow by 12 percent by 2020. Arts and Entertainment industry accounts for one percent of total employment, but is projected to grow by 30 percent through 2020. Similarly, Other Services is projected to grow 22 percent by 2020.

**Figure 30 Industry Employment Mix and Long-Term Projections, Finger Lakes Region, 2010-2020**

NAICS Code	Industry Title	Employees				Net Change	Percent Change
		2010		2020			
	<b>Total</b>	612,500	100%	659,510	100%	47,010	8%
<b>671</b>	<b>Self-Employed and Unpaid Family Workers</b>	47,260	8%	50,170	8%	2,910	6%
<b>11</b>	<b>Agriculture, Forestry, Fishing and Hunting</b>	9,340	2%	9,320	1%	-20	0%
<b>21</b>	<b>Mining, Quarrying, and Oil and Gas Extraction</b>	620	0%	530	0%	-90	-15%
<b>22</b>	<b>Utilities</b>	1,840	0%	1,710	0%	-130	-7%
<b>23</b>	<b>Construction</b>	18,690	3%	21,010	3%	2,320	12%
<b>31-33</b>	<b>Manufacturing</b>	67,410	11%	62,760	10%	-4,650	-7%
<b>42</b>	<b>Wholesale Trade</b>	18,880	3%	20,450	3%	1,570	8%
<b>44-45</b>	<b>Retail Trade</b>	62,100	10%	65,020	10%	2,920	5%
<b>48-49</b>	<b>Transportation and Warehousing</b>	9,680	2%	10,650	2%	970	10%
<b>51</b>	<b>Information</b>	9,870	2%	9,050	1%	-820	-8%
<b>52-53</b>	<b>Financial Activities</b>	22,030	4%	21,830	3%	-200	-1%
<b>54-56</b>	<b>Professional and Business Services</b>	63,560	10%	74,930	11%	11,370	18%
<b>61</b>	<b>Educational Services</b>	86,170	14%	92,140	14%	5,970	7%
<b>62</b>	<b>Health Care and Social Assistance</b>	81,810	13%	95,850	15%	14,040	17%
<b>71</b>	<b>Arts, Entertainment, and Recreation</b>	8,160	1%	10,590	2%	2,430	30%
<b>72</b>	<b>Accommodation and Food Services</b>	38,390	6%	43,040	7%	4,650	12%
<b>81</b>	<b>Other Services</b>	22,540	4%	27,460	4%	4,920	22%
<b>90</b>	<b>Government</b>	44,150	7%	43,000	7%	-1,150	-3%

Source: New York State Department of Labor

Notes: The Finger Lakes Labor Market Region includes Finger Lakes Genesee, Livingston, Monroe, Ontario, Orleans, Seneca, Wayne, Wyoming, and Yates Counties.

NAICS: North American Industrial Classification System

Self-employed and unpaid family workers, agriculture, forestry, fishing and hunting, and private household workers data are from the Census Bureau's American Community Survey. The remainder of employment is based on nonagricultural wage and salary employment from the New York State Current Employment Statistics Survey

Industry sectors included in "Other Services" include Repair and Maintenance, Laundry Services, Religious/Grantmaking/Civic Organizations, and Private Households.

**Key take-away: Institutional (and related) employers, particularly education and health care, are major drivers of private and public sector employment.**

A review of the largest employers in the region affirms the current distribution of employment, as illustrated above. Among the top employers listed in Figure 31 are the University of Rochester and the Rochester Institute of Technology (education) and numerous health care and professional services companies, which are all part of the region's largest sectors.

**Key take-away: The majority of businesses (by jobs) in the neighborhood are in the Services sectors, which are also the sectors projected to grow the fastest in the region over the next 5-8 years.**

**Figure 31 Top 10 Private-sector employers in the Rochester MSA, 2013**

Company	Employment	Description
University of Rochester	20,340	Higher education, research, health care
Wegmans Food Markets, Inc	13,976	Supermarkets
Rochester General Health	7,600	Health care
Xerox Corp	6,116	Document management services
Unity Health Systems	5,472	Health care
Eastman Kodak Co.	5,129	Imaging materials equipment, research
Paychex	3,712	Payroll, benefits services
Lifetime Healthcare Cos, Inc	3,584	Health insurance, services
Rochester Institute of Technology	3,299	Higher education, research
YMCA of Greater Rochester	2,732	Health and wellness, child care

Source: Greater Rochester Enterprise, 2014

The industry sectors projected to grow the fastest in the region (which are not necessarily the largest) are listed below. Definitions from the Bureau of Labor Statistics provide additional explanation of the type of work conducted at businesses in each sector:

- **Construction (12% projected growth)** includes establishments engaged in the construction of buildings or engineering projects (e.g., highways and utility systems), preparation of sites for new construction and establishments primarily engaged in subdividing land for sale, as building sites also are included in this sector.
- **Professional and Business Services (18% projected growth)** is part of the service-providing supersector:
  - Legal advice and representation; accounting, bookkeeping, and payroll services; architectural, engineering, and specialized design services; computer services; consulting services; research services; advertising services; photographic services; translation and interpretation services; veterinary services; and other professional, scientific, and technical services.
  - Establishments that hold the securities of (or other equity interests in) companies or administer, oversee, and manage establishments of the company or enterprise and that normally undertake the strategic or organizational planning and decision making role of the company or enterprise.
  - Office administration, hiring and placing of personnel, document preparation and similar clerical services, solicitation, collection, security and surveillance services, cleaning, and waste disposal services.
- **Educational Services (12% projected growth)** includes establishments that provide instruction and training, such as schools, colleges, universities, and training centers.
- **Health Care and Social Assistance (17% projected growth)** includes establishments that provide health care and social assistance, hospitals, physicians, medical laboratories, other health professionals, nursing and residential care facilities, rehabilitation services, childcare, family services, emergency services, and others.
- **Arts, Entertainment, Recreation (30% projected growth)** includes establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; preserve and exhibit objects and sites of historical, cultural, or

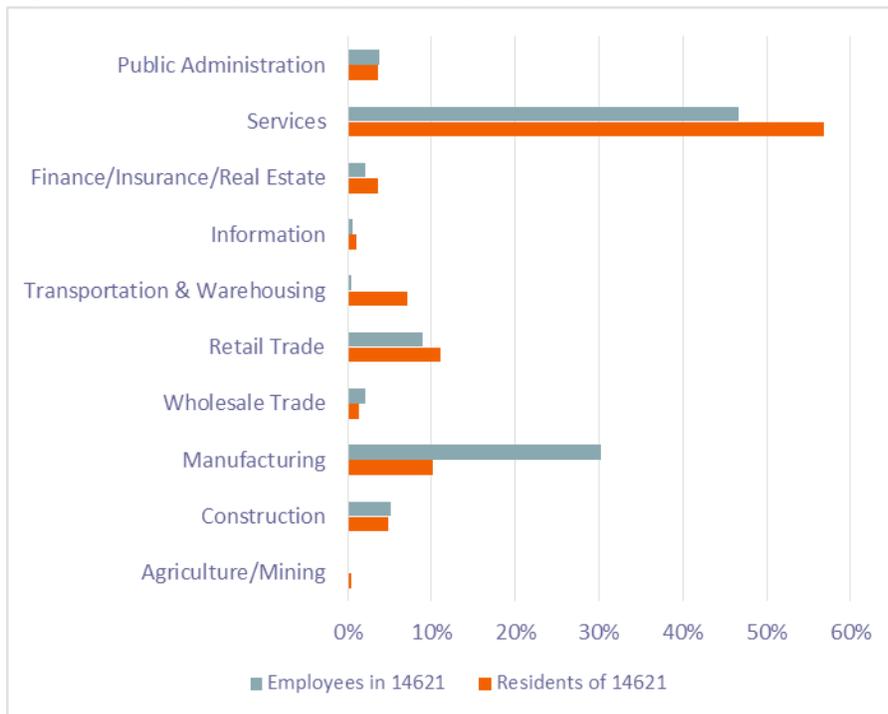
educational interest; and (3) operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.

- **Accommodation and Food Services (12% projected growth).** Establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption.
- **Other services (22% projected growth).** People or establishments engaged in equipment and machinery repairing, promoting or administering religious activities, grant-making, advocacy, and providing dry cleaning and laundry services, personal care services, death care services, pet care services, photofinishing services, temporary parking services, and dating services.

**Key Take-away: Manufacturing accounts for a large portion of the jobs in the neighborhood, but the sector is projected to decline.**

Figure 32 shows the industry breakdown for residents and employees in the 14621 BOA Study Area. The orange bar shows the proportion of 14621 residents employed in each industry. The blue bar shows the proportion of workers employed by businesses located in the neighborhood in each industry. As described in earlier sections of this report, there are relatively few residents in the 14621 BOA Study Area who also work in the neighborhood. There is considerable inflow and outflow of workers, with the vast majority of residents commuting to work outside the neighborhood.

**Figure 32 Employment by Industry for Residents and Businesses in 14621, 2013**



Source: ESRI, 2013

The Services super sector employs the largest proportion of residents, followed by Retail Trade, Manufacturing, and Transportation/Warehousing. Similarly, businesses in the neighborhood are primarily in the Services sector. “Services” is a large industry category that combines multiple other

industry groups, including Professional services, Health Care and Educational services, as well as Accommodation and Food services. The second largest sector among neighborhood businesses is Manufacturing. Just over 30 percent of the jobs in the neighborhood are in the Manufacturing industry, accounting for 1,253 jobs (and 30 businesses). This trend would be expected, as there is a concentration of Manufacturing businesses in the neighborhood. .

Figure 33 includes a list of some of the major employers in the neighborhood.

**Figure 33 Snapshot of Employers in the 14621 BOA Study Area**

Company	Description	Location
SPEX	Precision machined products (steel fittings, manifolds, adapters, machine products)	88 Excel Drive
American Time Companies	Manufacturer of wristwatches	1600 N Clinton Ave,
Ultra Tool Manufacturing	Manufacturing, tooling, automation (metal stamping, tooling, fabrication)	129 Seneca Ave
Premier Sign System	Sign and awning manufacturer	10 Excel Dr,
PEKO	Equipment manufacturing, systems automation	1400 Emerson St
Van Hook	Industrial and commercial refrigeration and air conditioning	769 Emerson St
Mami Spring	Custom made wire spring manufacturer	100 Bastian St,
McAlpin	Sheet metal fabrication, stamping, assembly	255 Hollenbeck St
Monroe Plating	Metal plating	265 Hollenbeck St
Hickey Freeman	Men's clothing, manufacturer	1155 N Clinton Ave
Rifz Textiles	Textiles	470 Hollenbeck Stree
ITT	Part of Excelsis? Technology/communications	1447 St Paul St,
P&R Industries	Machining/Tooling/Production	1524 N Clinton Ave
Acker Pak	Packaging and janitorial	622 Hollenbeck St
Marquis Medical	Refurbished PET/CT systems	1600 North Clinton
Quality Vision International	Optics/Imaging manufacturing campus	850 Hudson Ave
Andy's Candies	Confectionary Factory and Storefront	1100 Hudson Avenue

Source: Bergmann Associates, 2014

## 4.5 Retail Gap Analysis

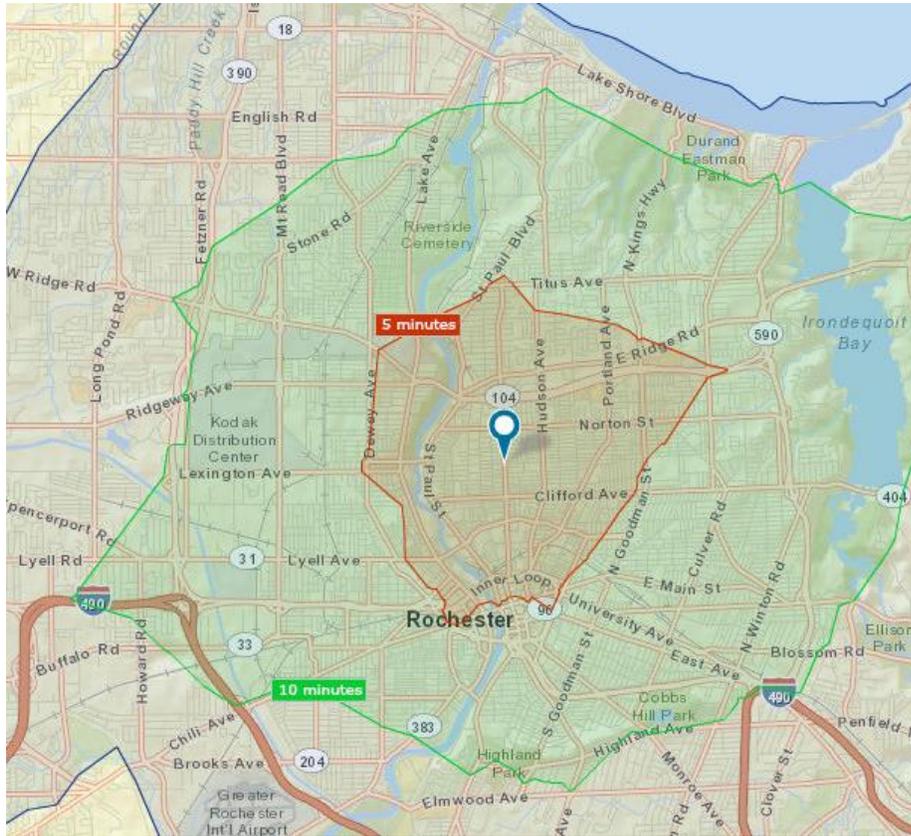
**Key take-away: The Study Area is losing retail spending to establishments elsewhere, but there is not enough to support major new retail establishments within the Study Area.**

The purpose of a retail gap analysis is to highlight opportunities in a local or regional retail market. The analysis compares two factors: (1) total retail spending by people who live in an area (regardless of where they shop) and (2) retail sales that occur at businesses in that particular area. A gap between these two numbers indicates that people are purchasing goods outside the area, a phenomenon known as “retail leakage.” This means dollars are flowing out of the community, a portion of which might otherwise be captured in the community. Though it is a somewhat coarse analysis to perform for a small area like a neighborhood, many communities use a retail gap analysis as a starting point to learn more about which types of retail have the potential to be supported.

Figure 34 shows the 5-, 10- and 15-minute drive time from the neighborhood. Among the factors we considered in determining the market area for this analysis is that at least 35 percent of neighborhood households do not have regular access to a vehicle (compared to 10 percent region-wide). A typical drive-time analysis may not account for transportation realities in the 14621 BOA Study Area and may not be a realistic estimate of spending activity or potential. In addition, a traditional analysis might not give a true indication of how well the neighborhood is currently served. A 10-minute drive time would most likely translate into a 30-40 minute transit ride (in many cases requiring a downtown transfer) or at least a 30-60 minute walk (in many cases across Route 104 or the Genesee River). Given this, we limit the local market geography to an area within the

neighborhood and within a 5-minute drive time, as it more closely approximates a reasonable travel distance.

**Figure 34 Retail Trade Areas: 5, 10, 15-Minute Drive Time**



Source: ESRI

According to ESRI's Retail MarketPlace analysis, there are 95 retail businesses in the 14621 BOA Study Area and almost 459 retail businesses within a 5-minute drive of the neighborhood, ranging from smaller neighborhood commercial centers to larger commercial corridors:<sup>xviii</sup> Significant commercial areas within the Study Area include the major north/south streets, such as Clinton, Joseph, Clifford and Portland. Outside the Study Area, major retail areas include the East Ridge Road commercial corridor (Walmart, Home Depot, Target, Tops, and smaller retailers), the Tops Plaza located at North Clinton Avenue and High Falls Boulevard, the Lake Avenue commercial corridor, and the Rochester Public Market.

Figure 35 shows the retail opportunity breakdown for the market area within the neighborhood and within a 5-minute drive from the neighborhood. Households in the 5-minute drive time market area spend \$420 million on retail goods, while businesses in that same radius conduct over a \$674 million of retail sales. This indicates that the area draws customers from elsewhere in the region, likely due to the presence of big-box and regional retail establishments.

**Figure 35 Retail Gap (5-minute drive time)**

	Demand Retail Potential	Supply Retail Sales	Retail Gap	Businesses
<b>14621 Study Area</b>				
Total Retail Trade	\$90,916,903	\$46,252,113	\$44,664,790	85
Total Food & Drink	\$9,716,309	\$2,357,512	\$7,358,797	9
<b>Total</b>	<b>\$100,633,212</b>	<b>\$48,609,626</b>	<b>\$52,023,586</b>	<b>95</b>
<b>5-Minute Drive-Time</b>				
Total Retail Trade	\$379,816,469	\$636,299,221	-\$256,482,752	380
Total Food & Drink	\$40,344,131	\$38,327,861	\$2,016,270	79
<b>Total</b>	<b>\$420,160,601</b>	<b>\$674,627,082</b>	<b>-\$254,466,481</b>	<b>459</b>

Source: ESRI, Retail MarketPlace

Retail groups showing a negative number (in red) are those that bring customers into the area from elsewhere. Retail groups with a positive number (green) indicate that significant spending is occurring elsewhere in the region, thus leaking out of the market area. Market analysts consider this leakage to be an opportunity because there may be a chance to capture a portion of that spending within the local area. Figure 35 shows a negative gap, and therefore little opportunity within the 5-minute drive time. However, the same data indicate a positive retail gap of \$52 million within the 14621 BOA Study Area.

Figure 36 shows the retail opportunity breakdown specific to the 14621 BOA Study Area itself. Of the \$100 million in spending potential, about \$48 million is spent within the neighborhood, leaving a gap of \$52 million. This would suggest there is opportunity to capture more spending in the neighborhood.

**Figure 36 Retail Gap (14621 BOA Study Area only)**

Industry Group	Retail Potential (spending)	Retail Sales	Gap	Factor	Businesses
<b>Motor Vehicle &amp; Parts Dealers</b>	<b>\$16,367,829</b>	<b>\$1,127,681</b>	<b>\$15,240,148</b>	<b>87.1</b>	<b>4</b>
Automobile Dealers	\$14,516,005	\$640,368	\$13,875,637	91.5	2
Other Motor Vehicle Dealers	\$628,882	\$1,034,678	-\$405,796	-24.4	0
Auto Parts, Accessories & Tire Stores	\$1,222,943	\$487,313	\$735,630	43.0	2
<b>Furniture &amp; Home Furnishings Stores</b>	<b>\$2,143,186</b>	<b>\$1,034,678</b>	<b>\$1,108,508</b>	<b>34.9</b>	<b>3</b>
Furniture Stores	\$1,138,541	\$900,673	\$237,868	11.7	2
Home Furnishings Stores	\$1,004,644	\$134,005	\$870,639	76.5	1
<b>Electronics &amp; Appliance Stores</b>	<b>\$3,083,998</b>	<b>\$2,333,521</b>	<b>\$750,477</b>	<b>13.9</b>	<b>4</b>
<b>Bldg Materials, Garden Equip. &amp; Supply Stores</b>	<b>\$2,081,218</b>	<b>\$568,240</b>	<b>\$1,512,978</b>	<b>57.1</b>	<b>4</b>
Bldg Material & Supplies Dealers	\$1,781,943	\$568,240	\$1,213,703	51.6	4
Lawn & Garden Equip & Supply Stores	\$299,275	\$0	\$299,275	100.0	0
<b>Food &amp; Beverage Stores</b>	<b>\$18,013,794</b>	<b>\$7,567,121</b>	<b>\$10,446,673</b>	<b>40.8</b>	<b>32</b>
Grocery Stores	\$15,771,895	\$6,255,308	\$9,516,587	43.2	27
Specialty Food Stores	\$867,244	\$1,311,812	-\$444,568	-20.4	6
Beer, Wine & Liquor Stores	\$1,374,654	\$0	\$1,374,654	100.0	0
<b>Health &amp; Personal Care Stores</b>	<b>\$7,559,263</b>	<b>\$10,451,805</b>	<b>-\$2,892,542</b>	<b>-16.1</b>	<b>4</b>
<b>Gasoline Stations</b>	<b>\$9,430,796</b>	<b>\$383,012</b>	<b>\$9,047,784</b>	<b>92.2</b>	<b>1</b>
<b>Clothing &amp; Clothing Accessories Stores</b>	<b>\$7,217,732</b>	<b>\$1,455,775</b>	<b>\$5,761,957</b>	<b>66.4</b>	<b>11</b>
Clothing Stores	\$5,448,465	\$1,021,452	\$4,427,013	68.4	7
Shoe Stores	\$984,756	\$151,261	\$833,495	73.4	1
Jewelry, Luggage & Leather Goods Stores	\$784,510	\$283,062	\$501,448	47.0	3
<b>Sporting Goods, Hobby, Book &amp; Music Stores</b>	<b>\$2,213,004</b>	<b>\$3,084,281</b>	<b>-\$871,277</b>	<b>-16.4</b>	<b>1</b>
Sporting Goods/Hobby/Musical Instr Stores	\$1,896,493	\$3,070,006	-\$1,173,513	-23.6	1
Book, Periodical & Music Stores	\$316,511	\$0	\$316,511	100.0	0
<b>General Merchandise Stores</b>	<b>\$10,969,258</b>	<b>\$14,898,288</b>	<b>-\$3,929,030</b>	<b>-15.2</b>	<b>2</b>
Department Stores Excluding Leased Depts.	\$4,624,792	\$0	\$4,624,792	100.0	0
Other General Merchandise Stores	\$6,344,466	\$14,856,121	-\$8,511,655	-40.1	2
<b>Miscellaneous Store Retailers</b>	<b>\$2,664,222</b>	<b>\$2,472,480</b>	<b>\$191,742</b>	<b>3.7</b>	<b>16</b>
Florists	\$180,435	\$180,475	-\$40	0.0	2
Office Supplies, Stationery & Gift Stores	\$604,269	\$136,315	\$467,954	63.2	4
Used Merchandise Stores	\$305,554	\$0	\$305,554	100.0	0
Other Miscellaneous Store Retailers	\$1,573,964	\$2,155,689	-\$581,725	-15.6	10
<b>Nonstore Retailers</b>	<b>\$9,172,604</b>	<b>\$875,232</b>	<b>\$8,297,372</b>	<b>82.6</b>	<b>3</b>
Electronic Shopping & Mail-Order Houses	\$7,777,737	\$618,795	\$7,158,942	85.3	1
Vending Machine Operators	\$191,024	\$143,993	\$47,031	14.0	1
Direct Selling Establishments	\$1,203,843	\$112,444	\$1,091,399	82.9	1
<b>Food Services &amp; Drinking Places</b>	<b>\$9,716,309</b>	<b>\$2,357,512</b>	<b>\$7,358,797</b>	<b>60.9</b>	<b>9</b>
Full-Service Restaurants	\$5,006,996	\$776,118	\$4,230,878	73.2	3
Limited-Service Eating Places	\$3,647,527	\$222,947	\$3,424,580	88.5	2
Special Food Services	\$761,392	\$955,825	-\$194,433	-11.3	1
Drinking Places - Alcoholic Beverages	\$300,394	\$402,622	-\$102,228	-14.5	3
<b>Total</b>	<b>\$100,633,212</b>	<b>\$48,609,626</b>	<b>\$52,023,586</b>		<b>95</b>

Source: ESRI MarketProfile, 2013

A closer look at the industry breakdown reveals, however, that the opportunity may not be as robust as the total suggests. The reasons for this are threefold:

**Capture rate.** It is unreasonable to expect that 100 percent of the spending leaving an area will be recaptured. Depending on the retail industry, it is reasonable to assume that only 25 percent-30 percent of the total spending could be recaptured.

**Spending required to support an establishment.** In many cases, the spending required to support one establishment (i.e. a store) in a certain retail category is higher than the potential spending, which means there is not actually an opportunity for that type of retail. For example, the Grocery Store category shows that \$9.5 million in spending at grocery stores is currently leaving the neighborhood. A typical full-service grocery store would need to generate \$15-25 million in sales to justify one establishment. Thus, while there is significant spending in this category, it is not considered enough to support an establishment.

**Locational factors.** Some retail industries that show significant retail leakage, such as Automobile Dealers and Department Stores, are more sensitive to location than other retail industries. Department stores generally prefer to locate at a regional mall while automobile dealers prefer large sites in locations with a highway access and a regional draw.

**Key take-away: *The Study Area can support smaller retail establishments, such as home-grown and niche retail and services.***

With the exception of a few industry groups listed below, there is not enough spending in each category to justify an entire retail establishment. Given the above, the opportunity in the 14621 BOA Study Area will likely be with retailers that require smaller establishments, like restaurants, auto suppliers, and specialty retail.

Group 14621 and the City of Rochester will need to consider this as it works to redevelop existing sites in the neighborhood, with a focus on the following types of retail opportunities:

- Home-grown and niche retail services that serve neighborhood residents;
- Niche apparel;
- Medical services;
- Food service;
- Restaurants that serve neighborhood residents and potentially bring in non-residents.

## 4.6 Real Estate Market Trends

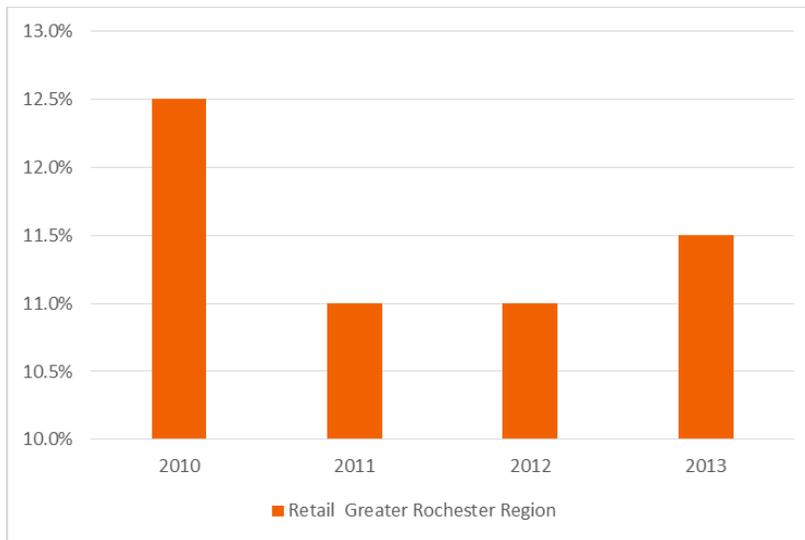
Previous sections showed that the region is expected to see some growth in certain industries, though the net total growth in employment is expected to be less due to declines in some industries. These industries will need space to grow, though it is likely that much of the growth will be accommodated within existing spaces .

The real estate market in the region for all three sectors (retail, industrial, office) is generally slow, meaning that vacancies are high and rents are low. There is currently more supply of quality and available space than there is demand, putting many properties in the 14621 BOA Study Area at a further disadvantage.

### RETAIL & OFFICE

Retail leasing activity is currently focused primarily in suburban submarkets, such as Greece, Henrietta and Victor, while the 14621 BOA Study Area is experiencing higher vacancy and lower rents.

**Figure 37 Retail Vacancy, 2010-2013**



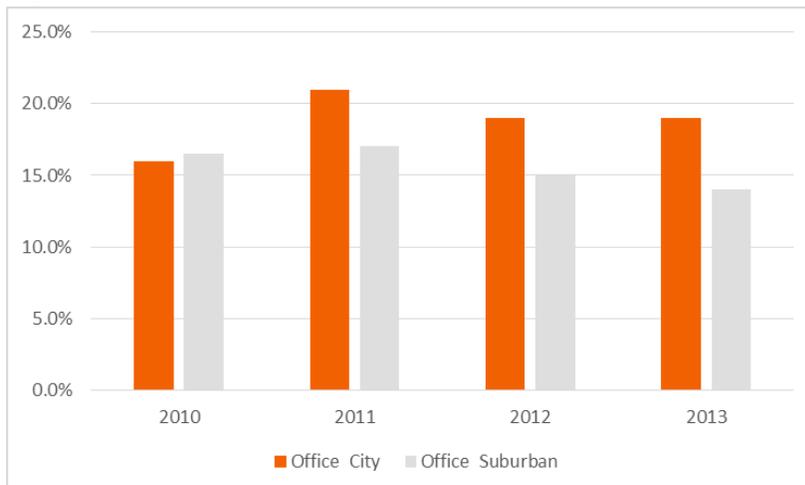
Source: CBRE, Rochester Market Outlook 2014

According to the CB Richard Ellis Market Outlook for 2013, the Rochester office market contains approximately 16 million square feet of competitive Class A and B office space, of which 7.4 million square feet are located in the city and 8.8 million square feet are located in suburban submarkets.

Vacancy rates for office space (Class A and B) are relatively high (and higher in the city), indicating a saturated market. Further, new space is being brought online at Eastman Kodak, the Midtown block, and the Sibley Building. Other projects will impact demand for office space, including the Culver Road Armory, and the University of Rochester College Town, making older space less competitive.

For these reasons, it is unlikely that office uses will be an opportunity for 14621, unless directly associated with a catalyst redevelopment project.

**Figure 38 Office Space Vacancy, 2010-2013**

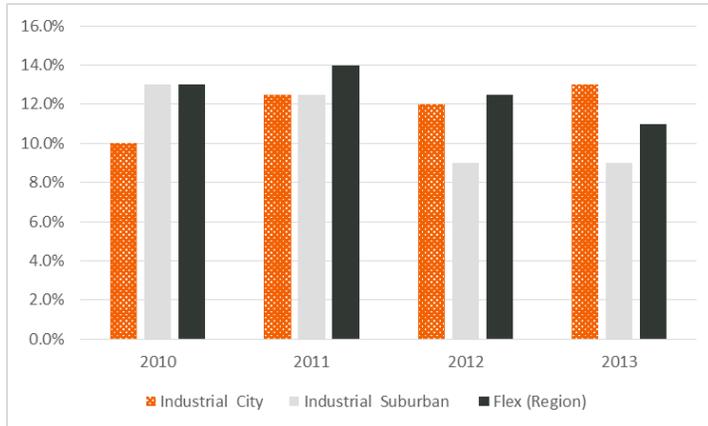


Source: CBRE, Rochester Market Outlook 2014  
Includes Class A and B.

## INDUSTRIAL

The greater Rochester flex market includes approximately 4.4 million square feet of tenant-occupied space, concentrated mostly in the Towns of Gates, Henrietta, and Victor. Industrial vacancy is higher in the city (though a large proportion of total inventory is located in the City of Rochester.) Though there are numerous opportunities in the 14621 BOA Study Area, it will require a coordinated partnership with the City of Rochester to attract new industrial users, as the regional the focus of activity will likely continue to be at Eastman Business Park.

**Figure 39 Industrial & Flex Space Vacancy, 2010-2013**



Source: CBRE, Rochester Market Outlook 2014

# 5

## Revitalization Strategy

### 5.1 Overview

The community’s vision for the 14621 BOA Study Area is to create a vibrant neighborhood of well-kept homes, active parks and streets, churches, schools, and thriving local businesses. The Revitalization Strategy and Master Plan described in this section builds upon this vision for revitalization, while addressing the key findings, challenges, and opportunities that emerged from an extensive analysis of economic and physical conditions. In particular, the Revitalization Strategy and Master Plan focuses on strategies to achieve the community's revitalization goals.

This section is organized by each of the four major Goals identified in Section 2 and includes recommended actions in two major categories: (1) Capital Projects and (2) Programs and Initiatives. The chart below summarizes the recommendations for each goal.

**Figure 40 Summary of Recommendations**

Goal 1: Stabilize and Revitalize Residential Neighborhoods	Goal 2: Enhance the Public Realm	Goal 3: Create Economic Opportunity	Goal 4: Enhance Youth Resources
<b>Capital Projects</b> (illustrated on Error! Reference source not found.)			
<ul style="list-style-type: none"> <li>#6 Residential Long Term Rehabilitation</li> <li>#7 Residential Stabilization</li> </ul>	<ul style="list-style-type: none"> <li>#1 Streetscape Enhancements</li> <li>#2 Gateway Features</li> <li>#3 El Camino Trail Enhancements</li> <li>#4 New Park</li> <li>#5 Pulaski Park Enhancements</li> <li>#19 New Genesee Riverway Trail</li> </ul>	<ul style="list-style-type: none"> <li>#8 Fernwood Residential Development</li> <li>#9 Brewer Street</li> <li>#10 Kodak Hawkeye</li> <li>#11 1364 St. Paul Street</li> <li>#12 St. Paul Street Parking Lot</li> <li>#13 Hollenbeck Site</li> <li>#14 24 Seneca</li> <li>#15 Excel Drive Business park</li> <li>#16 Pulaski Library</li> <li>#17 1129 Hudson Avenue</li> <li>#18 Hudson and Bernard</li> </ul>	None
<b>Programs &amp; Initiatives</b>			
<ul style="list-style-type: none"> <li>Model Block Program</li> <li>Land Assembly</li> <li>Long-term Redevelopment</li> <li>Leverage existing programs</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>	<ul style="list-style-type: none"> <li>Business Development and Attraction Plan</li> </ul>	<ul style="list-style-type: none"> <li>Leverage Community Youth Programs</li> </ul>

The 14621 Revitalization Master Plan (Figure 41 **Error! Reference source not found.**) illustrates the location of recommended capital projects identified in the chart above. The balance of this section describes these projects, programs and initiatives.

Figure 41 Master Plan



# DRAFT - MASTER PLAN

This master plan was prepared for the Group 14621 Community Association and the New York State Department of State with state funds provided through the Brownfield Opportunity Areas Program.



## 5.2 Goal #1 - Stabilize and Revitalize Residential Neighborhoods

Housing and block conditions in the 14612 Study Area can be described in three categories: stable, transitional, and vulnerable. Vulnerable blocks experience significant challenges, such as an aging housing stock, high vacancy rates, absentee landlords, blight, lack of safety, and price points that are below the threshold to support significant redevelopment. The intent of neighborhood stabilization is to create healthy and vibrant neighborhoods within the study area. This will be addressed through two main strategies (1) neighborhood stabilization of existing transitional areas, and (2) long-term repurposing and redevelopment in distressed areas. Many of the concepts described here are inspired by the nationally recognized Model Block Program and the City of Rochester's Focused Investment Strategy program.

The actions described in this section pertain to the following corresponding projects identified on the Master Plan, Figure 41.

- #6 Residential Long Term Rehabilitation. This project is focused on an area located between North Clinton and Joseph Avenue.
- #7 Residential Stabilization. This project is focused on areas between Norton Street, Avenue D, Portland Avenue and Hudson Avenue.

Stabilization not only improves the quality of life for existing residents, is an essential prerequisite to attracting future investment and redevelopment. In the short-term it is recommended that Group 14621 and the City of Rochester focus on a comprehensive stabilization approach focused on slowing the decline in transitional blocks to keep them from tipping towards vulnerable and controlling blight on the most vulnerable blocks. The purpose of stabilization is to encourage homeownership and assist property owners with repairs and other aesthetic improvements. This will prevent transitional areas from crossing over the "tipping point." Stabilization efforts will ultimately make the neighborhood safer and more attractive to existing and new residents--and set the stage for future investment and redevelopment.

### **Action: Implement a Model Block Program within Stabilization Focus Areas**

Developed in Youngstown, Ohio, the Model Block program helps stabilize housing conditions and catalyze additional reinvestment on surrounding streets. A "Model Block" is a transitional residential block with fairly intact homes that, through strategic investments, could be improved to stable conditions. The goal of the Model Block program is to balance redevelopment and create a stable neighborhood that will allow the existing residents to remain in the area while improving safety, aesthetics, and access to transportation and open spaces.

To offset the damaging effect of deteriorating and vacant homes, it is recommended that Group 14621 work with its partners and the City to develop a comprehensive stabilization program focused on transitional blocks within the Study Area to help address physical conditions of homes, promote home ownership, and encourage private investment in surrounding properties.

Similar programs throughout the US are managed by a local government as partnerships with neighborhood residents, non-profit organizations, land banks, and developers. Funding is often provided through a mix of public dollars (i.e. CDBG and HOME allocations) and support from

private lending institutions. Activities include home repair, vacant home board-ups, strategic demolition, blight removal.

### The Details: Steps of the Model Block Program

#### Step 1: Determine Transitional Area of Focus

The first step in developing a model block is to identify transitional areas. The areas should contain blocks on the “tipping point,” i.e. blocks with mostly intact and occupied homes with a few dilapidated or unoccupied properties. The selection criteria for transitional areas are described in further detail in the next section.

#### Step 2: Gather Community Support

The success of the model block program relies on the support of the residents in the area. Once a transitional area is identified, significant community support should be rallied through methods such as door-to-door invitations or an informal block party to inform residents about the program, gain preliminary commitment to working on physical improvements, and gauge interest in educational programming regarding home ownership.

#### Step 3: Neighborhood Analysis

The next step to the creation of the model block is to determine which homes need improvement within the neighborhood. Many can be selected by virtue of their status as vacant, abandoned or foreclosed. Others can be determined with a walk-through analysis, as well as interviews with residents. A walkthrough analysis will produce a list of homes that require roof replacements, new paint, lawn maintenance, or other physical improvement. In addition, homes that are vacant or abandoned can be identified. Interviews with the residents of the area can also help determine what kinds of physical repairs are most urgent or desired.

#### Step 4: Acquisition and Redevelopment of Derelict Properties

Once the list of identified properties and needed repairs is complete it is recommended that Group 14621 work closely with the City of Rochester to formally condemn, demolish, or foreclose on the properties considered by the community to be most deteriorated and problematic. It is recommended that Group 14621, working with partner organizations such as HOME Rochester and the Land Bank Corporation of Rochester identify priorities for redeveloping these properties into affordable and accessible homes for members of the community.

#### Step 5: Physical Improvements

The next step to developing the model block is to perform the needed physical improvements that were identified in Step 3, such as roof repairs, exterior house painting, lawn care, or any other repairs deemed necessary during the neighborhood analysis. It is recommended that Group 14621 consider a series of neighborhood work days when residents can collectively work on these improvements. Funding opportunities exist through NeighborWorks' Home Improvement Loans or Group 14621's home repair grants. As a complement to home repairs, Group 14621 can play an integral role in organizing block clean-up days. These events bring community members together to improve their blocks by collecting trash and improving street conditions through planting flowers, trimming trees, or other minor improvements.

**Step 6: Homeownership Education**

Education programs can help ensure ongoing maintenance of homes within the area by addressing the logistics and process of buying and maintaining, as well as financing homeownership, repairs, and home safety procedures.

**Step 7: Code Violation Management**

A key feature of the model block program that will be especially important in the 14621 BOA Study Area is a management strategy for unresponsive landlords. It is recommended that Group 14621 work closely with the City of Rochester enforce code regulations for the identified landlords. In addition, inspections should take place within the properties of landlords known to be unresponsive, and follow-ups on code violation notices should be distributed frequently. Tenants whose properties are managed by distant landlords should be advised to document problems within their rental property and their attempts to address the issue with their property managers diligently.

**Step 8: Model Block Maintenance**

Ongoing maintenance is vital to ensuring the success and long-term sustainability of a model block. This may include performing additional walk-through analyses to compare to the initial conditions, as well as resident block parties or meetings to perpetuate engagement in the model block area. It is recommended that Group 14621 promote the progress and success of the model block program to increase awareness and inspire nearby areas to rehabilitate their blocks as well.

**Identifying Transitional Areas**

Recommended criteria to use in identifying transitional areas within the 14621 BOA Study Area are described below:

- The block contains mostly occupied and intact homes
- No more than two to three vacant homes present
- Initial signs of distress such as:
  - Delinquent taxes
  - Recent Lien
  - Unresponsive landlords
- Engaged and committed residents

These criteria increase the chance of success in the revitalization process through strategic efforts. The effects of a few renovations in a transitional neighborhood result in more meaningful impact than the same few renovations within a significantly distressed area. The 14621 Master Plan recommends an initial transitional area for Group 14621 to consider, which are the blocks directly north of Pulaski Park between North and Carter Street.

In the long-term, it is recommended that large-scale redevelopment efforts are focused in areas where it is possible to achieve a critical mass of redevelopment, often in locations most affected most by vacancy, underutilization, and flood-damage. These neighborhoods will require more aggressive strategies to achieve rehabilitation. These strategies will be more long-term in nature, and will entail significant repurposing and redevelopment.

**Action: Assemble and redevelop underutilized properties**

Distressed neighborhoods could see significant redevelopment through the acquisition of properties by the Land Bank, and subsequent assemblage of properties and resale to a private developer for new housing or other development. It is recommended that Group 14621 work closely with the Rochester Land Bank Corporation in acquiring and assembling properties within the targeted blighted neighborhood areas. The Land Bank acquires property that is tax delinquent, tax foreclosed, vacant, or abandoned. The acquisition of these properties can be through conveyance of title from the City, City tax foreclosure or delinquency auctions, and donation or purchase from public or private entities or owners. The land bank then can hold the land in the land bank for a short period of time, demolish the structure on the property, or sell the property to a private owner.

The Master Plan identifies a focus area for long-term assembly and redevelopment: the area bounded by Norton Street to the north, Joseph Avenue to the east, Clifford Avenue to the south, and North Clinton Avenue to the west.

Programs relevant to the long-term redevelopment of distressed sections of the 14621 BOA Study Area include the HOME Rochester program, Employer Assisted Housing Initiatives, urban agriculture Initiatives, as well as the Blocks in Bloom program.

**Action: Leverage existing programs to reinforce housing rehabilitation, homeownership, and redevelopment efforts**

It is recommended that Group 14621, in partnership with the City of Rochester and other community organizations, leverage existing programs with a track record of success in the city.

- **HOME Rochester program.** The HOME Rochester program seeks to “Acquire, Rehabilitate, and Sell” vacant and foreclosed homes. The program acquires dilapidated properties, renovates them to livable conditions, and then sells them at market rate prices to first time homeowners. In order to keep the price of housing affordable after significant renovation, HOME Rochester receives a subsidy for all development costs. The HOME Rochester program requires buyers to occupy the home for at least 15 years, creating stable neighborhoods with engaged homeowners. The 14621 group could work with this program to produce a significant amount of newly renovated homes within distressed areas.
- **Focused Investment Strategy Areas.** The City of Rochester’s ongoing FIS program seeks to improve neighborhoods within the city by concentrating resources and revitalization efforts in a specific area. The City is currently conducting an evaluation of the City-wide Focused Investment Strategy (FIS), including the four identified FIS neighborhoods. The evaluation will analyze the impact of the program on neighborhoods, home owners, and property values, as well as the perception of the program within the community. It is recommended that Group 14621 work with the City to identify areas within the Study Area that could be designated as a Focused Investment Strategy area. A designated FIS would provide the study area would have access to several programs dedicated to the stabilization and revitalization of the area.
- **Exterior and Security Rehabilitation Program for Owner Occupants (ESRP).** The ESRP program seeks to improve the appearance and security of the FIS area through providing financial assistance to homeowners. This program provides deferred loans for owner-occupied, one to four-family properties. These loans can go towards many security or façade-related improvements such as roof repairs, siding repairs, landscaping, alarm systems, exterior lighting, and more. The maximum deferred loan per property is \$28,000.

- **Housing Enhancement Program Rental Property Initiative.** Similar to the ESRP program, this program is designed to improve exterior conditions of rental properties within the FIS areas. This also comes in the form of deferred loans available to Landlords with properties with one to four units. The eligible activities for the deferred loans are façade or security-related repairs such as the repairs listed for the ESRP program. The maximum deferred loan per property is \$33,000.
- **Mini Grant Program.** This program is intended to aid organizations within the FIS areas undertake small improvement projects and initiatives. The goal of the program is to support unique projects that can be completed in a short time frame. This could include projects such as neighborhood clean-ups, installation of planters or other street furniture. Each organization can receive up to \$5,000 in funds.
- **Commercial Business Assistance Program.** This program was developed to provide financial assistance to businesses and property owners within the FIS areas. The intent is to “promote investment, job creation and retention, and neighborhood revitalization in the FIS areas.” The assistance comes in the form of a grant, and can be used towards projects such as acquisition of property for development, façade improvements, or the purchase of furniture or other infrastructure for businesses. The maximum grant amount is \$40,000.

### Getting it Done: Roles and Responsibilities

**Group 14621.** Group 14621 will be essential in coordinating the process of revitalizing the model block area. Group 14621 will need to actively inform, recruit, and gain the support of the model block residents. They will also need to develop important relationships with the City of Rochester and work with them to develop strategies for dealing with derelict properties and landlords in violation of code. Group 14621 will also be responsible for developing relationships with other housing and neighborhood organizations such as HOME Rochester and Neighborworks Rochester to develop potential assistance and strategies for the creation and maintenance of a healthy and attractive neighborhood. Lastly, Group 14621 will be responsible for the scheduling and implementation of block parties to gain support, educational programming for homeownership, and neighborhood clean-up days when the bulk of the physical improvements will take place.

**Residents.** The most essential stakeholders within this process are the residents of the targeted transitional area. Success of the program will be most dependent on the community members being willing and committed to putting effort towards the rehabilitation and maintenance of the physical appearance of the neighborhood. This will include attending block parties for information on the steps required for the model block program, participating in neighborhood clean-up days, and attending educational seminars on homeownership. The sustainability and success of this program will fall on the model block residents through their continued maintenance of and pride in their neighborhood.

**The City of Rochester.** The City will be an essential partnership within the model block program. City officials will be able to manage foreclosures and vacant properties within the area and reallocate such properties to the appropriate organization to rehabilitate or redevelop. In addition, the city is able to manage slum or out-of-town landlords by distributing notices of code violations and actively monitoring the practices of landlords within the area. Group 14621

should maintain a close relationship with the City, in particular the Bureau of Inspection and Compliance Services, throughout the model block program process.

**Land Bank Corporation.** The Land Bank Corporation of Rochester acquires property that is vacant, abandoned, and tax foreclosed and redistributes the property to other private entities. Collaboration with the Land Bank could be helpful in the management of undesirable properties within the model block area. Once the City of Rochester takes possession of a vacant or foreclosed property, said property can be transferred to the Land Bank Corporation, which can hold the property in the bank for a given period of time, or can sell the property to a private owner or entity. Group 14621 should develop a relationship with the Land Bank so that these properties can be redistributed to the appropriate entities, such as current renters within the community, or non-profit organizations that can redevelop and sell the property affordably.

## 5.3 Goal #2: Enhance the Public Realm

Comprehensive improvements to the public realm will contribute to multiple objectives of the Revitalization Strategy by creating a safe and welcoming environment for pedestrians, bicyclists, and drivers. Enhancements such as crosswalks, landscape planters, lighting, seating, and curb ramps can slow traffic, transform the pedestrian experience, and bring new activity to the businesses along the 14621 BOA Study Area's major corridors.

The actions described in this section pertain to the following corresponding projects identified on the Master Plan, Figure 41:

- #1 Streetscape Enhancements
- #2 Gateway Features
- #3 El Camino Trail Enhancements
- #4 New Park
- #5 Pulaski Park Enhancements
- #19 New Genesee Riverway Trail

### **Action: Complete enhancements to identified Streetscapes within the Study Area**

Streetscapes are some of the most visible and accessible parts of the community, therefore even subtle improvements to the streets, sidewalks, and other adjacent areas can significantly improve perceptions of an area. Improved streetscapes can make the street environment more welcoming and safe for pedestrians. The plan recommends enhancing the streetscape by implementing new features to the streetscape such as new crosswalks, planters, street lights, seating, and new landscaping. Focused streetscape improvements will help attract new business along existing commercial corridors in the area. Some streetscape features are described in more detail below.

## The Details: Streetscape Improvements

**Crosswalk Enhancements.** Crosswalks help define safe pathways for pedestrians to cross vehicular right-of-ways. Although the standard painted lines help pedestrians identify cross points on the road, they are often unnoticed by drivers. Enhancements that make crosswalks stand out from the road increase awareness of pedestrians for drivers, and therefore make crossing the road safer.

Crosswalk enhancements most often are painted or of different paving material than the road, which increases awareness of the crossing intersection, as well as generally contribute to the aesthetic quality of the road. Crosswalks can also be raised several inches, also contributing to increased awareness and causing drivers to slow their speeds.

In addition to altering the physical markings of the crosswalks, crosswalk lights with timers could be implemented to help pedestrians accurately gauge the amount of time they have to safely cross the street.

These alterations to crosswalks could help the selected improvement streets become safer for pedestrians, and ultimately make the street more welcoming to those not in vehicles.



Enhanced crosswalks

**Curb Alterations.** Increased safety of crosswalks can also be achieved through implementing and repairing curb ramps. Curb ramps are sections of the sidewalk that are cut into to produce an angled ramp from the sidewalk level to the street level. They often are also colored and have textured material on them to distinguish the switch from sidewalk to street for pedestrians, in particular for the visually impaired.

Another technique used to increase pedestrian safety are curb extensions. The curb is projected out into the street at crosswalks, generally the length of the parking lane. This helps increase pedestrian safety by increasing the visibility of pedestrians, as well as reducing the overall distance required for pedestrians to cross on the street. They also create more space on the sidewalk for other streetscape features, as well as slow down vehicles by decreasing the radius of the intersection, therefore encouraging slower speeds.



Curb extensions

**Pedestrian Lighting.** Another technique implemented in streetscape design is the installation of pedestrian street lighting. This increases safety in the streetscape by increasing visibility during the night and early morning. This deters residents from partaking in dangerous and illegal behavior on the streets at night, as well as increases visibility of pedestrians crossing the street for drivers. By installing pedestrian lights on the sidewalk, residents may feel more comfortable and at ease using the streets after the sun has set.

**Street Trees.** Street Trees are an essential component of creating an attractive streetscape that have been utilized for centuries across the globe. There are many benefits to planting street

trees along the selected road corridors. Research shows that street trees have the capacity to reduce driving speeds and create safer walking environments by creating distinct edges along the street to create the illusion of a smaller driving area, causing people to drive more cautiously<sup>xix</sup>. They also are very aesthetically appealing, and increase desire to utilize the sidewalk and the adjacent businesses. Street trees also provide essential coverage and hide unsightly infrastructure on the sidewalk such as telephone poles and wires. In addition, street trees provide environmental benefits such as lower ozone levels on the street and lower urban air temperatures. These benefits and many more illustrate the immense capability of street trees to transform a streetscape. The plan recommends that all streets undergoing streetscape enhancements contain street trees along the entire corridor.

**Planters and Landscaping.** Planters are large flower pots or boxes that line the sidewalk and hold flowers, shrubs, or other plants as deemed appropriate. Planters can help define space on empty sidewalks, and generally make the streetscape more inviting and aesthetically pleasing. Landscaping along the sidewalks can also provide the same benefits, as well as provide barriers to unsightly street features, such as adjacent parking lots. These streetscape aspects are relatively simple to implement, yet have a great impact on the inviting nature of the sidewalk. The plan recommends the implementation of planters and/or landscaping where deemed appropriate along the enhanced streetscape corridors.

**Street Furniture.** Also recommended within the plan is the addition of various street furniture along selected sidewalks. Such street furniture could include benches, trash receptacles, bike racks, or bus shelters. All of these features would provide amenities to pedestrians and bikers, creating a more dynamic and welcoming environment. In addition, the improved perception of the streetscape would in turn produce cleaner and more attractive streets. Street furniture in combination with all the other infrastructure described above has the capability to significantly improve the aesthetic nature of the street and its adjacent space.

### **Action: Identify Priority Streets to Implement Streetscape Beautification Improvements**

The plan identifies several streets for focused streetscape improvements. These streets were strategically chosen to complement and enhance other features of the master plan. In addition, most streets chosen are commercial corridors within the 14621 BOA Study Area, and host a significant percentage of pedestrian and vehicular traffic within the area. The streets chosen for enhanced streetscapes are listed and described below.

#### **The Details: Recommended Corridors for Beautification**

**St. Paul Street (from Route 104 to Clifford Avenue).** St. Paul Street is a North-South two-lane arterial road located on the most western side of the study area. The street receives the highest volume of traffic per day in the Study Area and is home to many of the strategic redevelopment sites identified within the master plan. Improvements made to the streetscape will be highly visible and utilized. St. Paul Street also provides a connection to the Genesee Riverway Trail. Streetscape improvements will benefit trail users by creating a greener and more pedestrian friendly exit and entrance at the trailhead, and will welcome trail users to continue walking along St. Paul.

**North Clinton Avenue (from Route 104 to Clifford Avenue).** North Clinton Avenue is a major north-south, four-lane arterial road within the study area. This street is currently undergoing streetscape renovations through the La Avenida Streetscape Project. The first phase of the project has been completed from Upper Falls Boulevard to Avenue D, partially falling within the 14621 BOA Study Area. The enhancements undertaken in this project include landscape enhancements, ornamental crosswalks, decorative street lighting, two public plazas, new bus shelters, and a gateway at Upper Falls Boulevard (located south of the Study Area). The second phase of the project has begun, and extends from Avenue D to Norton Street, meaning that the entire section of North Clinton Avenue within the Study Area will be enhanced through this project. Components of the second phase include sidewalk repairs, decorative crosswalks, a gateway feature at Norton Street, a buffer feature at the red wing plaza parking lot, bike racks, planters, and curb bump outs. This project is a significant investment within the project area, and will improve the image of this major corridor significantly.

**Seneca/Joseph Avenue (from Route 104 to Clifford Avenue).** Joseph Avenue is another major north-south two-lane arterial road in the study area, located in the central portion of the Study Area. Streetscape improvements completed along this corridor will enhance and support the redevelopment of the corridor as well as identified strategic sites (24 Seneca). In addition, the master plan recommends a new park at the Corner of Avenue A and Joseph Avenue. The streetscape improvements will complement the creation of new park space and provide an inviting atmosphere for community members traveling to and from the park.

**Hudson Avenue (from Norton Street to Clifford Avenue).** Hudson Avenue is a north-south four-lane arterial road, which receives some of the highest traffic volume in the Study Area daily. It is a commercial corridor that is home to over 100 businesses. Streetscape improvements may play a significant role in improving the function and perception of the corridor. In addition, the historic Pulaski Library as well as a proposed gateway feature are located on the corner of Hudson and Norton Street, serving as a significant access point to the Study Area. The improvements made to Hudson Avenue will support gateway treatments by extending them along the commercial corridor.

**Portland Avenue (from Norton Street to Fernwood Avenue).** Portland Avenue is a north-south two lane arterial road identified by community members as a key gateway corridor. It is the eastern boundary of the 14621 BOA Study Area, and like other north-south corridors in the study area, it is home to numerous local businesses and commercial properties. A gateway feature is recommended at the corner of Portland and Norton Street, which will further complement streetscape enhancements. In addition, the Fernwood Site is located on Portland Avenue (Strategic Site #6). It is the location of a significant redevelopment project recommended in this plan that envisions a mixed-use residential and commercial development with open space and pedestrian friendly design. Streetscape improvements will further support potential redevelopment at this site. In addition to Portland Avenue, streetscape improvements are recommended for portions of Bernard St, Carter St, and Holbrooke Street to provide better pedestrian connections to Pulaski Park, located west of Portland Avenue.

**Avenue A/Langham Street (from the Genesee River Gorge to Joseph Avenue).** Avenue A is an east-west, two-lane local road that extends from the Genesee River Gorge to Remington Street. The proposed streetscape enhancements extend from Remington Street onto Langham Street,

another residential street that extends from west to east to Joseph Avenue, where a proposed new park will be located. Avenue A was selected for its potential to provide additional pedestrian connections to the Genesee River, St. Paul Street, the El Camino trail, and a proposed new park.

**Action: Implement Enhancements to Pulaski Park**

The 14621 community has expressed a desire to improve the neighborhood's underutilized park facilities, emphasizing safety and more convenience for residents. To that end, the Master Plan recommends a multi-faceted approach to improving parks and open spaces in the Study Area.

A key priority is to make modest improvements to the neighborhood's existing parks, particularly Pulaski Park. The second priority is to build connections between all parks and open space facilities with an enhanced pedestrian/bicycle route. The third priority is to incorporate new types of open spaces. The actions below describe the steps necessary to implement the Master Plan's overall recommendation for parks and open space

Enhancements to Pulaski Park should focus on increasing activity and overall use among residents of the 14621 BOA Study Area, which will help improve safety concerns. Feedback from the community suggests that enhancements to Pulaski Park should incorporate more opportunities for active recreation, including enhanced landscaping, new seating, a picnic pavilion, active play areas, as well as programming events and activities within the park space.

**Action: Identify locations for new parks and open spaces**

A location for a new potential park was identified through the BOA planning process, including an entire block bounded by Joseph Avenue and Avenue A. The block contains a large proportion of vacant parcels, making it a strategic opportunity for the City and the Land Bank to consider acquisition and redevelopment as a park. Recommendations for the new park space include a ballfield or multi-use game area, a playground, a splash pad, landscaping, seating, space for passive recreation, and a picnic pavilion. It is recommended that the community, in collaboration with the City of Rochester, continue to explore other similar locations for new parks within the Study Area.

**Action: Install gateway features at key neighborhood entry-points**

Gateway features can effectively define the boundaries of a district or neighborhood through signage, art installations, and landscaping. The Master Plan includes gateway features at three strategic entry points in the neighborhood: (1) the corner of Norton Street and Hudson Avenue, (2) Route 104 and St. Paul Street, and (3) Norton Street and Portland Avenue. All three locations are significant entry points into the 14621 BOA Study Area as well as into the City of Rochester, making these gateway locations especially important opportunities to better define both the physical limits and community identity.

**Action: Make trail improvements along the El Camino Trail and Genesee Riverway Trail**

Trails, like parks, should be safe, convenient, and easily accessible to all community members. Trails are especially important in the 14621 BOA Study Area, as they can give residents access to natural amenities, such as the Genesee River Gorge, parks, schools, and public transit corridors. The Master Plan recommends enhancements to the El Camino Trail, including improved signage and wayfinding as well as lighting to improve visibility and safety. In addition, the Master Plan recommends development of new trail connections to the Genesee Riverway Trail along east bank of the Genesee River Gorge adjacent to Seneca Park.

## 5.4 Goal #3: Create Economic Opportunity

This section includes three key pillars of creating economic opportunity: (1) redevelopment and mixed-use infill; (2) business attraction and retention and (3) workforce development.

The actions described in this section pertain to the following corresponding projects identified on the Master Plan, Figure 41:

- #8 Fernwood Residential Development
- #9 Brewer Street
- #10 Kodak Hawkeye
- #11 1364 St. Paul Street
- #12 St. Paul Street Parking Lot
- #13 Hollenbeck Site
- #14 24 Seneca
- #15 Excel Drive Business park
- #16 Pulaski Library
- #17 1129 Hudson Avenue
- #18 Hudson and Bernard

### **Action: Position strategic sites for Redevelopment & Mixed-use Infill**

Mixed-use development refers to any type of development that blends a combination of residential, commercial, cultural, institutional, or industrial uses. Often these uses and their functions are physically integrated with pedestrian connections and shared parking. Mixed-use is not a new concept in 14621. In fact, many of the buildings *within the Study Area's* commercial corridors were constructed *more than a century ago* as vertical mixed-use developments, with commercial uses on the first floor and residential uses on the second and third floors.

Mixed-use is seen as an essential component of Smart Growth development, as it encourages compact development, walkable neighborhoods, and creates more housing and transportation options. While modern zoning practices across the country have discouraged mixed-use for decades, many communities are now finding ways to re-integrate provisions for mixed-use development in their zoning ordinances.

The Master Plan recommends redevelopment and infill projects on Strategic Sites, as described below.

### Project 8: Fernwood Site

The Fernwood Site is located at Petrossi Drive, Rosemary Drive, and Portland Avenue. The site was home to manufacturing from 1920 to the early 2000's. Buildings on portions of the site were demolished in 2010. Portions of the site have been remediated through the Brownfield Cleanup Program, and is approved for restricted residential uses. The recommendations for the site include a cohesive development across the entire site that features mixed-use development along Portland Avenue, and residential development on the east portion of the site. The mixed-use development may involve service retail, medical services, food services, restaurants, and other niche retail stores. In addition, facilities for job training, business incubation, or a charter school are recommended. The residential portion of the site may include a mix of residential structures. Similar projects include Newcroft and Olean/Kennedy Projects.



### Project 9: 125 Brewer Street (RG&E)

This site is home to the former Rochester Gas & Electric Hydroelectric Power Plant. It is situated in a prime location along the Genesee River and the Genesee River Trail. Pending further environmental assessment and possible remediation, the recommendations for this site include possible industrial or commercial redevelopment. The site is currently privately owned.



### Project 10: Former Hawkeye Plant

The former Eastman Kodak Hawkeye Plant is located on St. Paul Street at Avenue E (Driving Park Bridge). The site is a brownfield site that will require further environmental investigation and potential remediation. Pending the need for further assessment and possible remediation, the recommendations for this site includes industrial or commercial redevelopment. As a former production plant, this site is well suited for industrial or commercial uses. Both sectors would provide jobs whose required skill levels match those of the residents. Major reuse will likely require a regional effort and



collaboration between the City of Rochester, Monroe County, the property owner, and potential developers.

**Project 11: 1364 St. Paul Street**

1364 St. Paul Street is located across the street from the former Kodak Hawkeye building, at the corner of St. Paul Street and Avenue E. The site is home to a parking lot and a two story brick manufacturing building. Redevelopment of this site may include mixed-income loft apartments. Repurposing the existing building as affordable loft apartments will create activity/vibrancy along St. Paul Street and potentially catalyze further development at an important street corner.



**Project 12: St. Paul Parking Lot**

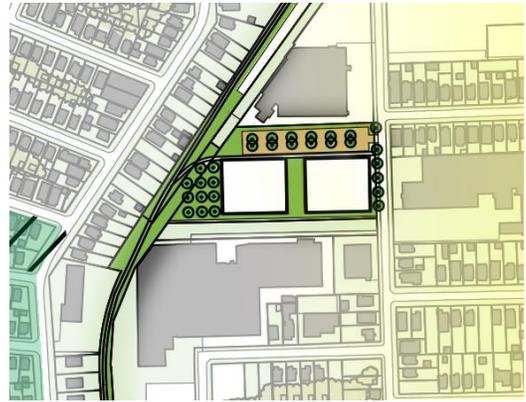
Recommended redevelopment on this site includes mixed-use residential and commercial uses, built at the street frontage, which takes advantage of the location. The proposed enhancements to



St. Paul Street will create a greener and more walkable streetscape, helping to attract residents to the new development and encourage investment at adjacent sites. Recommended uses include retail and food services, as both of these sectors are currently experiencing retail leakage within the 14621 BOA Study Area. By bringing niche and specialty retail and food services into the Study Area, this development could not only concentrate residents' spending within the community but could also attract outside spending from those who do not live in the Study Area.

### Project 13: Hollenbeck Site

The Hollenbeck Site is a former regional recycling center that is privately owned. Recommended redevelopment includes potential hydroponic agriculture that could be supported year-round and provide essential produce in the 14621 BOA Study Area. Some of the challenges associated with urban agricultural redevelopment include: ensuring the adequacy of the soil quality, addressing the private ownership of the parcel, and rezoning the parcel to enable the sale of produce.



### Project 14: 24 Seneca

The 24 Seneca Avenue site contains a former industrial building with an adjacent parking lot. The site is privately owned. Environmental remediation of the site will be necessary prior to redevelopment. The City is currently evaluating costs associated with property acquisition due to a potential foreclosure, as well as remediation clean-up costs. The recommended redevelopment of this site includes industrial or commercial uses. Buildings on the site operate as a mix of repair, supply, and manufacturing companies.



### Project 15: Industrial Park (Excel Drive)

The Industrial Park on Excel Drive is located at the north edge of the Study Area. The structures on the site were used for light industrial purposes in the past. The recommendations for this site include the development of an industrial arts or educational space. Considering the relatively high youth population within 14621, the development of educational opportunities is paramount. By engaging youth in productive and engaging activities, it is possible to target their energy and creativity toward positive outlets. Industrial arts programs could be used to beautify the neighborhood, thus enabling youth to positively impact their community and fostering a greater sense of dedication. Other educational programs should be directed toward employment-related skills for adults. More adequately preparing residents for the workforce could increase the labor force participation rate.

### Project 16: Pulaski Library

The former Pulaski Library located at the corner of Norton Street and Hudson Avenue. The library has been closed since 1994. The building is listed on the National Register of Historic Places, making redevelopment of the property potentially eligible for tax credits. Recommended redevelopment of this site includes a community center with after school programming for youth, a community arts center, or a vocational training center. Following the precedent set by the Genesee Center for Arts and Education, a community center could facilitate learning in school-related subjects, foster a connection between children and their community, enhance children's personal and life skills, empower creativity, and create lasting relationships between children, their peers, and adult leaders in the community. By scheduling programs and activities after school, the community center could occupy children in positive ways at vulnerable times during the day.



### Project 17: 1129 Hudson Avenue

This privately owned site is currently a vacant commercial property situated along a heavily-traveled urban minor arterial (Hudson Avenue). Its close proximity to the Pulaski Library and Franklin High School offers opportunities for mixed-use redevelopment containing residential uses as well as space for locally owned businesses and community service organizations.

### Project 18: Hudson and Bernard

The site at Hudson and Bernard is made up of multiple parcels that are currently vacant. This site is potentially suitable for urban agricultural redevelopment. Community-based urban agricultural programs at the site could encourage community building, engender positive youth involvement, and beautify the area. The produce harvested from these agricultural programs could be sold in the 14621 BOA Study Area, thus increasing the availability of fresh produce throughout the community. These programs could also foster a greater sense of community as teamwork is necessitated to ensure the success of such farming endeavors. Involving the youth in these programs could provide another positive outlet for their energy and creativity. Some challenges associated with urban agricultural redevelopment include: ensuring the adequacy of the soil quality and rezoning the parcels to enable the sale of produce.



### **Action: Develop a comprehensive business development and attraction plan**

Success in creating economic opportunity typically results from creating jobs, keeping existing companies, and expanding existing companies. Businesses want to be profitable and there are many factors that influence their profitability. Community organizations and local governments cannot impact everything, but they can influence some factors more effectively than others. For

instance, the public sector usually has more success in assisting businesses by alleviating the costs of doing business rather than by impacting the demand for a given product or service. This is because the public sector has little control over factors like suppliers, customer preferences, and demand for a particular product or service.

Partnerships and collaboration are two of the most effective tools available to community organizations. As one would expect, Group 14621 is not the only entity engaged in economic development activities. There are a variety of public and private organizations in the 14621 BOA Study Area and the City of Rochester that play many important roles.

Group 14621 can contribute business development and retention through partnerships with the City of Rochester and the existing business organizations within the 14621 BOA Study Area. The most important thing the City can do is continue to provide essential services that make the community an attractive place to do business and that contribute to overall quality-of-life. These services include provision of public safety, education, transportation systems, water/sewer, sanitation, and land use planning/regulation. In addition, the public sector can choose to engage in additional activities and programs to attract new businesses and help existing businesses thrive.

It is recommended that Group 14621 continue to partner with the City of Rochester and business associations to develop a coordinated business development and attraction plan.

### **The Details: Components of a Successful Business Development and Attraction Plan**

#### **Coordination and Partnerships**

- Establish a business development task force and liaison between the task force and the City of Rochester's Department of Neighborhood and Business Development.
- Pursue direct representation within the Finger Lakes Regional Economic Development Council Workforce subcommittee.
- Continue outreach to local businesses to recruit new members, identify challenges and opportunities.

#### **Outreach and Promotion**

- Compile a list of businesses located within the 14621 BOA Study Area, including those participating in existing business associations and unaffiliated businesses.
- Administer a survey of business owners to identify challenges, opportunities related to doing business in 14621, as well as potential opportunities.
- Develop a support network for small businesses.
- Work with the City of Rochester to promote local businesses as well as available retail/commercial space, and real estate opportunities.

### **Financial Assistance**

- Work with the City of Rochester Department of Neighborhood and Business Development to expand the reach of financial assistance programs for existing and potential new businesses. Programs include low interest financing for upgrades and real estate acquisition, matching grants for interior and exterior building renovations, financial assistance to targeted small businesses, small business grants, pre-development matching program, revolving loan fund.

### **Innovative techniques, such as Pop-up retail**

- Pop-up retail stores are temporary retail locations occupying vacant spaces and abandoned storefronts. The strategy allows small and emerging business owners a cost-effective, low-risk opportunity to open a retail store or restaurant. A pop-up store typically remains for one to three months. Pop-up retail gives owners of vacant property the opportunity to lease their space temporarily, creative activity and vitality in a formerly vacant storefront.

### **Action: Leverage existing programs to enhance Workforce Development in the 14621 BOA Study Area**

Workforce development is a priority for the City of Rochester and many organizations within the region. Investing in the workforce can help supply the job demand from a growing number of industries and help ensure economic opportunity for all members of the community. Workforce development is more than just one program or initiative. It is an interconnected set of programs and solutions designed to meet the needs of employers and workers. The goal is to enable community members to acquire knowledge and skills for good jobs, as well as providing employers with a high-quality workforce.

Given the complexity of workforce development and the multitude of organizations, programs, and initiatives in the region, it is recommended that Group 14621 focus on leveraging existing programs and collaborating closely with organizations that have demonstrated success in providing opportunity for members of the Rochester community.

Below are descriptions of some of the region's key workforce development programs:

### **The Details: Existing Workforce Development Programs**

**City of Rochester and Monroe County.** Monroe County is the grant recipient for funds authorized under the Workforce Investment Act, the Trade Adjustment Act, and Temporary Assistance to Needy Families. Monroe County and the City of Rochester have designated Rochester Works! (see below) to administer workforce development programs on their behalf. The Workforce Development Division provides program and fiscal oversight for the local workforce investment system, known as RochesterWorks!

**Monroe Community College Workforce Development Center.** MCC's Economic Development and Innovative Workforce Services division (EDIWS) is a partnership between Monroe

Community College and Rochester businesses and organizations. The program is aimed at identifying the career areas – for corporate positions, as well as for skilled labor – that are in need of quality workers. The program tailors academic, career and educational programming to teach match particular fields. MCC partners with RochesterWorks! and other organizations.

**Rochester Works!.** RochesterWorks! Is a not-for-profit corporation that has been designated by the County of Monroe and the City of Rochester to administer the workforce development funds targeted for Monroe County. RochesterWorks!, Inc. serves as fiscal agent, research and development staff and downtown career center manager for the Workforce Investment Board (WIB). RochesterWorks! manages employment and training resources designed to serve job seekers and businesses through the workforce development system.

**Urban League.** The Urban League of Rochester provides the following programs:

- **Face Forward 3** serves individuals ages 14 to 24 who have been or currently are involved in the juvenile justice system but do not have any convictions in the adult criminal justice system. The program provides comprehensive, integrated services that lead to participants' entry into career pathways in the growing sectors of construction, health care, and food service.
- **YouthBuild Rochester** serves disadvantaged high school dropouts ages 18 to 24. The goals of the program are for participants to obtain a high school equivalency diploma and/or industry recognized certificate; increase literacy and numeracy; and employment or enrollment in post-secondary education.

**Hillside Work-Scholarship Connection.** The Hillside family of agencies provides health, education, and human services to children and families. Hillside's Work-Scholarship Connection is a comprehensive program for youth that focuses on life skills, youth employment training, mentoring, college preparation, and individualized academic support.

**PathStone.** PathStone is a private, not-for-profit regional community development and human service organization providing services to farmworkers, low-income families and economically depressed communities throughout New York. PathStone offers what is known as "Work ready Supported Work Services" which provide a gradual introduction to the work environment through job placement and on-site assistance for people receiving TANF (Temporary Aid to Needy Families) benefits. Services include skills assessments, career counseling, resume and interview experience, life skills training, English as a second language training, supportive services, and follow-up after-job placement services.

## 5.5 Goal #4: Enhance Youth Resources and Engagement

The Group 14621 BOA Study Area is home to a larger proportion of youth under the age of 18 than elsewhere in the City of Rochester. This presents both challenges and opportunities. Planning for a large youth population goes beyond building playgrounds, parks, and schools—it must also include strategies to engage youth. Youth civic engagement is critically important to revitalization a community by building skills, knowledge, and connectedness among the community's future residents and leaders.

**Action: Leverage existing youth resource programs**

It is recommended that Group 14621 leverage the variety of existing programs offered by the City of Rochester and community organizations.

**The Details: Existing Youth Resource Programs**

**Rochester Police Department.** The Rochester Police Department provides opportunities to engage youth and increase positive police-civilian interaction. These programs include “Do the Right Thing,” Police Explorer Post 655, the Student Intern Program, and the Police Recruit Education Program.



**R-Centers.** The Recreation and Community Centers, or “R-Centers,” across the city offer various programs that promote youth exercise, education, and creativity. For instance, the “After School in the Park” program provides a safe and engaging after school environment while the “Earth Explorers” program encourages youth to interact with nature. Additionally, the “Biz Kid\$” program provides teenagers with education in the business and entrepreneurial fields and the “Youth Voice, One Vision” council enables youth to impact youth-related decisions in the community.



**Genesee Valley Park.** Genesee Valley Park offers summer camps for city youth to explore new activities and meet new friends. GVP offers two summer camps: the Youth Sports Camp, which exposes children to a variety of sports, and the ArtSmart Summer Camp, which fosters children’s creativity in art, music, theater, and dance.

**Urban League of Rochester.** The Urban League of Rochester aims to empower disadvantaged youth and to foster education and self-reliance. Its programs include the “Afterschool Academy,” which prepares students for college, and the “Achievement Mentoring Program,” which provides mentorship to at-risk students. Additionally, through the Urban League of Rochester’s workforce development initiative, disadvantaged youth are provided with opportunities for work-related skills training. The “YouthBuild Rochester” program helps high school dropouts earn high school equivalency diplomas, enroll in post-secondary education, and find employment. Likewise, the “Face Forward 3” program connects youth currently in the juvenile justice system with construction, health care, and food service jobs.

**Boys and Girls Club of Rochester.** The Boys and Girls Club of Rochester offers many programs to city youth in various areas ranging from the arts, to sports and fitness, to health and life. Community involvement is fostered through various programs like Camp DayDreams, a summer camp that encourages youth to become dynamic citizens. Another program that encourages youth to support their community is the Keystone Club, which is a group that meets weekly to discuss schoolwork and personal issues while also planning community beautification projects. The Boys and Girls Club of Rochester also offers programs that educate youth in the areas of college readiness and career development. The “My.Future” program provides computer training for youth so that they have adequate skills for the workplace. Additionally, the “JOBReady!” program helps youth foster other work-related skills and aids in the search for a job or internship.



**Operation Transformation Rochester.** The Operation Transformation Rochester initiative provides opportunities for city youth to attend comprehensive education and employment training programs. The “Youth Employment Training” program offers a job-readiness boot camp while the “Summer of Opportunity” Program provides local employment opportunities to high school youth. Additionally, “Dream BIG2” is a 15-week program which fosters leadership and character development while the “T.H.R.I.V.E” program builds life skills in areas related to social and emotional health.



**SOAR.** SOAR offers various youth leadership training and educational programs which can be integrated into Rochester City School District classrooms. SOAR education programs, such as “Making Proud Choices,” address issues related to sexual health and sexually transmitted diseases. SOAR leadership programs empower participants to spread their knowledge about these issues to their peers.

# 6

## Implementation Matrix

This section includes an Implementation Matrix that summarizes the projects and programs described in Section 6. The matrix describes each of the projects, programs and actions described in Section 5 and is organized according to the same overarching goal categories. In addition, the matrix lists the estimated costs, responsible parties, and potential funding sources.

**Figure 42 Capital Projects and Redevelopment of Strategic Sites**

*Moving the 14621 Revitalization Strategy forward will require various funding sources to make these projects a reality. Each project is broken down in the list below with potential funding sources and cost estimates. Descriptions of the funding sources are detailed in Section 5.*

	Project Name	Project Type	Estimated Costs	Potential Funding Sources	Description
1	<b>Streetscape Enhancements</b>	Design	\$3M - \$12M	GIGP, LWRP, CGCP, OPRHP Municipal grants	Possible crosswalk enhancements, curb alterations, pedestrian lighting, street trees, landscaping, and street furniture along St. Paul Street, North Clinton Avenue, Seneca/Joseph Avenue, Hudson Avenue, Portland Avenue, and Avenue A/Langham Street
		Construction			
2	<b>Gateway Features</b>	Design	\$115,000 - \$300,000	GIGP, LWRP, CGCP, OPRHP Municipal grants	Possible signs, crosswalk and intersection paintings, gateway arches, or pocket parks at the corner of Norton Street and Hudson Avenue, at Route 104 and St. Paul Street, and at Norton Street and Portland Avenue
		Construction			
3	<b>El Camino Trail Enhancements</b>	Schematic Design	\$150,000 - \$300,000	OPRHP Municipal grants	Recommended signage and wayfinding maps in addition to enhanced connections between the El Camino and the Genesee Riverway Trails
		Final Design			
		Construction			
4	<b>New Park / MUGA</b>	Site Acquisition	TBD, pending site acquisition	OPRHP Municipal grants	Proposed new park at the Corner of Avenue A and Joseph Avenue
		Design			
		Construction			
5	<b>Pulaski Park Enhancements</b>	Design	\$350,000 - \$400,000	OPRHP Municipal grants	Recommended enhanced landscaping, new seating, picnic pavilion, and active play areas
		Construction			

	Project Name	Project Type	Estimated Costs	Potential Funding Sources	Description
6	<b>Residential Long-term Rehabilitation and Redevelopment</b>	N/A	TBD	Rochester Land Bank, Private Investment	Recommended large-scale, long-term redevelopment in the area bounded by Norton Street to the north, Joseph Avenue to the east, Clifford Avenue to the south, and North Clinton Avenue to the west
		N/A			
		N/A			
		N/A			
7	<b>Residential Stabilization Focus Area</b>	N/A	TBD	Rochester Land Bank, Private Investment	Recommended short-term stabilization efforts to encourage homeownership and improve aesthetics in the area bounded by Norton Street to the north, Portland Avenue to the east, Avenue D to the south, and Hudson Avenue to the west
		N/A			
		N/A			
		N/A			
8	<b>Fernwood Residential Redevelopment</b>	Planning & Feasibility	TBD	Private investment	Recommended mixed-used development along Portland Avenue with residential development on the east portion of the site
		Market Analysis			
		Design			
		Construction			
9	<b>125 Brewer Street (RG&amp;E)</b>	Planning & Feasibility	TBD	Private investment	Recommended industrial or commercial redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
10	<b>Former Kodak Hawkeye Plant</b>	Planning & Feasibility	TBD	Private investment	Recommended industrial or commercial redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
11	<b>1364 St. Paul Street</b>	Planning & Feasibility	TBD	Private investment	Recommended redevelopment as mixed-income loft apartments
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
12	<b>St. Paul Street Parking Lot</b>	Schematic Design	TBD	Private investment	Recommended mixed-use development with retail and food services
		Final Design			
		Construction			

Project Name		Project Type	Estimated Costs	Potential Funding Sources	Description
13	<b>Hollenbeck Site</b>	Planning & Feasibility	TBD	Private investment	Recommended urban agricultural redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
14	<b>24 Seneca Avenue</b>	Planning & Feasibility	TBD	Private investment	Recommended industrial or commercial redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
15	<b>Excel Drive Business Park</b>	Planning & Feasibility	TBD	Private investment	Recommended redevelopment as an office, light industrial building, industrial arts, or educational space
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
16	<b>Pulaski Library</b>	Feasibility Study	\$35,000 - \$60,000	Private investment	Recommended redevelopment as a community center, community arts center, or vocational training center
		Developer RFP			
17	<b>1129 Hudson Avenue</b>	Planning & Feasibility	TBD	Private investment	Recommended industrial or commercial redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
18	<b>Hudson and Bernard</b>	Planning & Feasibility	TBD	Private investment	Recommended urban agricultural redevelopment
		Environmental Investigation & Remediation			
		Schematic Design			
		Final Design			
		Construction			
19	<b>New Genesee Riverway Trail</b>	Feasibility Study	\$60,000 - \$75,000	GIGP, LWRP, CGCP, OPRHP Municipal grants	Proposed new trail along the east bank of the Genesee River Gorge adjacent to or in Seneca Park

# 7

## Funding

---

This section summarizes potential Funding Sources for implementation of the programs and projects described in Sections 6 and 7.

Implementation of the 14621 Revitalization Strategy & Master Plan will be driven, in part, by the availability of funding resources. Potential funding sources noted in the Implementation Action Matrix are described in further detail below.

This section also describes the types of organizations and projects that are eligible for each source of funding or financing. While non-profit status does not exclude Group 14621 from being eligible for many local and statewide sources of funding, it is noted that partnerships with the City of Rochester, Monroe County, the Finger Lakes Regional Economic Development Council, and private developers will be critical to accessing funding for implementation projects.

### 7.1 State of New York Grant Programs

There is a multitude of grant opportunities available through state and federal agencies. Figure 43 State of New York Grant Programs, describes the most relevant grant opportunities available to help fund projects identified in this plan.

#### **CONSOLIDATED FUNDING APPLICATION (CFA)**

The New York State CFA consolidates over 30 programs available through 12 state agencies, acting as a single entry point for access to funding. The CFA replaces multiple applications for funding with a single, annual application for economic development resources. Applications are coordinated through the Regional Economic Development Councils and grant resources are available for projects that align the Regional Economic Development Plan. Some of the resources described in this section are included in the CFA. Specific funding sources and programs can change from year to year and should be monitored. In future years, some programs may be phased out while other new programs are added.

#### **STATE OF NEW YORK TAX CREDIT AND LOAN PROGRAMS**

Economic incentives and inducements are important tools used within New York State to help businesses grow, reduce business costs, and reward job creation. The State offers a variety of incentives programs, and consolidates nearly all of its significant programs under the administration of Empire State Development Corporation. Some of these programs benefit businesses directly while others are allocated to local and regional economic development entities so that they may fund projects that directly address community visions and needs, under State guidance. Figure 44 State of New York Tax Credit and Loan Programs includes a summary of these programs.

**Figure 43 State of New York Grant Programs**

Agency	Grant Name	Description
New York State Department of State	<b>Local Waterfront Revitalization Program (LWRP) –</b>	The NYSDOS administers LWRP funding which can be utilized for waterfront improvement projects in conjunction with an approved LWRP document. Funds can be utilized for planning, design and capital improvements, including the preparation of design and construction documentation for infrastructure and shoreline improvement projects, as well as trails and parks
NYS Environmental Facilities Corporation (EFC)	<b>Green Innovation Grant Program (GIGP)</b>	<p>The Green Innovation Grant Program (GIGP) supports projects across New York State that utilize unique stormwater infrastructure design and create cutting-edge green technologies. Eligible projects include:</p> <ul style="list-style-type: none"> <li>• Permeable pavements</li> <li>• Bioretention/bioswales</li> <li>• Green roofs and green walls</li> <li>• Stormwater street trees</li> <li>• Construction or restoration of wetlands, floodplains, or riparian buffers</li> <li>• Stream daylighting</li> <li>• Downspout disconnection</li> <li>• Stormwater harvesting and reuse</li> </ul>
NYSERDA	<b>Cleaner, Greener Communities Program (CGCP) Implementation Grants for Planning Initiatives</b>	<p>The New York Cleaner, Greener Communities Program empowers regions to create more sustainable communities by funding smart growth practices. The Finger Lakes Regional Sustainability Plan (FLRSP) was developed through a partnership among public and private experts across a wide range of fields. The FLRSP recommends implementation projects that significantly improve the economic and environmental health of the region. These projects will be funded in three rounds of \$30 million in 2013, 2014 and 2015 as part of the annual CFA process.</p> <p>Eligible projects include:</p> <ul style="list-style-type: none"> <li>• Predevelopment technical assistance for projects, or other innovative planning-related initiatives. These initiatives will prepare a community, region, or project for a more sustainable and resilient future; thereby creating indirect community benefit and carbon reductions.</li> </ul>
NYS Office of Parks, Recreation, & Historic Preservation (OPRHP)	<b>Municipal Grants Program (parks, historic properties, heritage areas)</b>	A matching grant program for the acquisition, development and planning of parks and recreational facilities to preserve, rehabilitate or restore lands, waters or structures for park, recreation or conservation purposes and for structural assessments and/or planning for such projects. Funds may be awarded to municipalities or not-for-profits with an ownership interest, for indoor or outdoor projects and must reflect the priorities established in the NY Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Agency	Grant Name	Description
Federal Emergency Management Agency (FEMA)	<b>Pre-Disaster Mitigation Grant.</b>	The Pre-Disaster Mitigation (PDM) program provides funds for hazard mitigation planning and projects on an annual basis. The PDM program is available to local governments. It was put in place to reduce overall risk to people and structures, while at the same time, also reducing reliance on federal funding if an actual disaster were to occur.
Empire State Development	<b>Economic Development Purposes Grants</b>	<p>Funding is available for economic development initiatives and projects that create or retain jobs, generate increased economic activity and improve the economic and social viability and vitality of local communities. Examples of ways the funds can be used include:</p> <ul style="list-style-type: none"> <li>• Acquiring or leasing land or buildings, machinery, equipment</li> <li>• Acquiring existing business or assets</li> <li>• Demolition and environmental remediation</li> <li>• New construction, renovation, or leasehold improvement</li> <li>• Acquiring furniture and fixtures</li> <li>• Planning and feasibility studies</li> <li>• Site and infrastructure development</li> <li>• Marketing and advertising</li> </ul> <p>Eligibility:</p> <ul style="list-style-type: none"> <li>• For-profit and not-for-profit businesses</li> <li>• Business Improvement Districts and Local Development Corporations</li> <li>• Public benefit corporations, including industrial development agencies</li> <li>• Economic development organizations</li> <li>• Research and academic institutions; incubators</li> <li>• Technology parks</li> <li>• Municipalities, counties, and regional planning councils</li> <li>• Tourist attractions; community facilities</li> </ul>

Type	Name	Description
Tax Credit	<b>Start-Up NY (ESD)</b>	<p>Qualifying companies will not pay any taxes (income taxes, business/corporate state or local taxes, sales taxes, property taxes, and franchise fees) for 10 years.</p> <p>Employees pay no income taxes for the first 5 years. For the next 10 years, they will pay no taxes on income up to \$200,000 of wages (individual tax return), or \$250,000 (head of household), or \$300,000 (joint tax return).</p> <p>Eligibility:</p> <p>The company must be aligned with (or further the academic mission of) a college or university campus “sponsor” that has been approved to join the program. To date, Binghamton University and SUNY Broome have received approval to join the program.</p> <p>Eligible businesses include:</p> <ul style="list-style-type: none"> <li>• A new business to NY State</li> <li>• A business from out of state that is relocating to NY State</li> <li>• An existing business in New York State that is expanding by creating new jobs (not moving existing jobs)</li> <li>• A business that has successfully completed residency in a NY State incubator</li> </ul> <p>Ineligible businesses include:</p> <ul style="list-style-type: none"> <li>• Retail and wholesale trade</li> <li>• Restaurants</li> <li>• Real estate brokers and/or management companies</li>   <li>• Law firms</li> <li>• Medical or dental practices</li> <li>• Hospitality businesses</li> <li>• Personal services</li> <li>• Business admin. or support services</li> <li>• Finance and financial services</li> <li>• Accounting firms</li> <li>• Businesses providing utilities provided through lines or pipes (water supply, sewage removal, steam)</li> <li>• Businesses engaged in electric, gas, and/or steam generation/distribution</li> </ul>

Tax Credit	<b>Brownfield Redevelopment Tax Credit (ESD)</b>	<p>Encourages cleanup and redevelopment of brownfield sites by offering several types of tax credits to companies that complete cleanup programs under the State’s Brownfield Cleanup Program (BCP) authorized in 2003. The amount of the credit is equal to a percentage of certain eligible costs incurred. Credits can be used against the New York State corporate franchise tax and certain personal income taxes (including shareholders of New York “S” corporations and beneficiaries of estates and trusts). Tax credits are offered to companies for undertaking activities in several areas:</p> <ol style="list-style-type: none"> <li>1. Site Preparation and Onsite Remediation Credits: <ul style="list-style-type: none"> <li>• Covers site preparation and onsite groundwater cleanup costs; and remediation, demolition, excavation, fencing, security and other capital costs to make the site usable for redevelopment. Excludes site acquisition costs</li> <li>• Sites are eligible for 22% to 50% of the cost of remediation, based on the level of cleanup</li> </ul> </li> <li>2. Tangible Property Credits: <ul style="list-style-type: none"> <li>• Covers costs of buildings and improvements, including structural components of buildings, that are placed into service within 10 years after a Certificate of Completion is issued for the site cleanup</li> <li>• Credits range from 10% to 24% of eligible costs (1) subject to caps, (2) depending on the level of site cleanup achieved, and (3) the specific State tax law/article under which the company pays taxes. Sites in the Binghamton BOA are awarded 2% in addition to the calculated amount.</li> <li>• Manufacturing projects are capped at \$45,000,000 or 6 times the site preparation and onsite groundwater remediation costs, whichever is less</li> <li>• Nonmanufacturing projects are capped at \$35,000,000 or 3 times the site preparation and onsite groundwater remediation costs, whichever is less</li> </ul> </li> <li>3. Real Property Tax Credits <ul style="list-style-type: none"> <li>• Credit for a portion of real property taxes for a qualified remediated site</li> <li>• Amount determined by a formula based on number of employees on the site, up to \$10,000 per employee</li> </ul> </li> <li>4. Remediation insurance Credits <ul style="list-style-type: none"> <li>• Credit for premiums paid for environmental remediation insurance</li> <li>• Capped at the lesser of 50% of cost of the premiums, or \$30,000</li> </ul> </li> </ol> <p>Eligible sites:</p> <ul style="list-style-type: none"> <li>• Sites must be eligible for the Brownfield Cleanup Program. Companies must first enter into a brownfield site cleanup agreement (BCA) with the Department of Environmental Conservation, submit a cleanup plan, obtain plan approval, complete the approved cleanup program, and obtain a Certificate of Completion.</li> </ul> <p>Non-eligible sites:</p> <ul style="list-style-type: none"> <li>• Class I or Class II hazardous waste disposal sites, and sites that are listed on the National Priorities List (Superfund)</li> <li>• Sites that were subject to cleanup under another regulatory program, as these were excluded from the BCP</li> </ul>
------------	--	--

<p>Tax Credits</p>	<p><b>Excelsior Jobs Program (ESD)</b></p>	<p>Provides tax credits for strategic businesses that make a substantial commitment to growth, either in employment or through investing significant capital in a NY facility in a targeted strategic industry. Companies that meet and maintain the established jobs and investment thresholds may qualify for four new fully-refundable tax credits. The credit is claimed over a 10-year period. Program costs are capped at \$500 million annually.</p> <ol style="list-style-type: none"> <li>1. Excelsior Jobs Tax Credit <ul style="list-style-type: none"> <li>• A credit equal to 6.85% of wages for new jobs</li> </ul> </li> <li>2. Excelsior Investment Tax Credit <ul style="list-style-type: none"> <li>• A credit equal to 2% of qualified investments</li> </ul> </li> <li>3. Excelsior Research and Development Tax Credit <ul style="list-style-type: none"> <li>• A credit equal to 50% of the federal research and development credit, capped at 3% of research expenditures in NY State</li> </ul> </li> <li>4. Excelsior Real Property Tax Credit <ul style="list-style-type: none"> <li>• Available only to firms locating in certain distressed areas (<b>NOTE:</b> this includes the City of Binghamton); equal to 50% of eligible real property taxes in year 1, decreasing 5% in each successive year</li> <li>• Also available to firms in targeted industries that meet higher employment and investment thresholds (defined as “Regionally Significant Projects”)</li> </ul> </li> </ol> <p>Eligibility:</p> <ul style="list-style-type: none"> <li>• Targeted (strategic) industries include: scientific R&amp;D, software development, agriculture, manufacturing, financial services, back office, distribution, other (as approved)</li> <li>• The Job growth track comprises 75% of the program</li> </ul>
<p>Tax Credits</p>	<p><b>New York State Historic Properties Tax Credit</b></p>	<p>Administered by NY State Office of Parks, Recreation and Historic Preservation, Division for Historic Preservation, in conjunction with the Federal Historic Tax Credit Program.</p> <p>Credits are available for residential homeowners, and for commercial (income producing) properties.</p> <ol style="list-style-type: none"> <li>1. Commercial Properties <ul style="list-style-type: none"> <li>• The State credit is used in conjunction with the federal tax credit. Owners can use both, each providing 20% tax credits for qualified Rehabilitation Expenditures (QRE) as defined by the US Internal Revenue Service. Together, these offset up to 40% of the QRE, with the state credit capped at \$5 million.</li> <li>• Any individual or company may apply for the credits.</li> <li>• Any commercial, office, industrial or rental residential building qualifies if it: <ul style="list-style-type: none"> <li>○ Is listed on the State or National Register of Historic Places, either individually or as contributing building in a historic district so listed, or is eligible for inclusion on the registers</li> <li>○ Has an approved Federal Tax Credit Part 1 certification provided by the National Park Service</li> </ul> </li> <li>• Most interior and exterior work is eligible for the credit</li> </ul> </li> </ol>

		<ul style="list-style-type: none"> <li>• New additions and site work do not qualify for the credit</li> <li>• Can be used in conjunction with grants for housing or façade work.</li> <li>• Unused credits will become refundable for projects placed in service on or after 2015</li> </ul> <p>2. Homeowner Properties</p> <ul style="list-style-type: none"> <li>• Provides credits equal to 20% of qualified expenses, up to a credit value of \$50,000.</li> <li>• Landscaping, fencing, additions, garage work or other work outside the historic building generally do not qualify</li> </ul> <p>Eligibility:</p> <ul style="list-style-type: none"> <li>• Owner-occupied residential structure</li> <li>• Listed on the State or National Register of Historic Places, or a contributing building in a historic district so listed</li> <li>• Located in a Federal Census Tract that is at or below the State’s family median income level</li> <li>• Homeowner must be a NY State taxpayer and the owner of a qualified historic home</li> <li>• Project must have qualifying rehabilitation costs that exceed \$5,000</li> <li>• 5% of the total must be spent on exterior work</li> <li>• Work must meet the standards for rehabilitation adopted by the National Park Service</li> <li>• State Historic Preservation Officer must approve work before it begins</li> </ul> <p>3. Non-historic buildings</p> <ul style="list-style-type: none"> <li>• Non-historic buildings placed in service before 1936 are eligible for a 10% federal tax credit for rehabilitation expenses</li> <li>• The review process is less formal, but the following criteria will apply: <ul style="list-style-type: none"> <li>○ It must be rehabilitated for non-residential use</li> <li>○ At least 50% of existing walls must remain in place as external walls</li> <li>○ At least 75% of existing external walls must remain as exterior or interior walls</li> <li>○ At least 75% of the internal structural framework must remain in place</li> </ul> </li> </ul>
--	--	--

<p>Tax Credits</p>	<p><b>New Markets Tax Credits (ESD)</b></p>	<p>The NMTC program subsidizes long-term capital investment, through interest-only loans at below-market rates, to foster job creation and community development in “Low-Income Communities” statewide. Funds are an allocation of federal New Markets Tax Credits under the American Recovery and Reinvestment Act.</p> <ul style="list-style-type: none"> <li>• No more than \$10 million will be devoted to a single borrower</li> <li>• A portion of the loan may be forgiven at maturity</li> </ul> <p>Borrowed funds may be applied to capital expenditures for the operating company, including:</p> <ul style="list-style-type: none"> <li>• Real estate loans for acquisition, new construction, major rehabilitation</li> <li>• Machinery and equipment loans</li> </ul> <p>Borrowed funds may be applied to real estate developments, including:</p> <ul style="list-style-type: none"> <li>• Industrial and commercial developments</li> <li>• Office and retail developments</li> <li>• Mixed-use developments including a residential component in limited circumstances <ul style="list-style-type: none"> <li>○ Funding is not available for real estate developments containing residential development that is “for sale”, in which the residential rental income will exceed 80% of gross rental income, or in which Low-Income Housing Tax Credits are used</li> </ul> </li> </ul> <p><u>Eligibility:</u></p> <p>Borrower project must be located in a census tract that meets one of the following tests:</p> <ul style="list-style-type: none"> <li>• Poverty rate: at least 20%, or</li> <li>• Median family income: at/below 80% of the region</li> <li>• Additional preference is given to borrowers in non-metro counties, and certain areas with particularly difficult conditions, termed “distressed” area <ul style="list-style-type: none"> <li>○ Binghamton BOA census tracts qualify as “distressed” areas based on two factors: relatively low median family income and relatively high unemployment</li> </ul> </li> </ul> <p>Preference will be given to projects meeting the following criteria:</p> <ul style="list-style-type: none"> <li>• Total development costs: between \$5 million and \$25 million</li> <li>• Job creation/retention: <ul style="list-style-type: none"> <li>○ Operating companies: at least 1 permanent job per \$38,000 of total investment</li> <li>○ Real estate developments: at least 1 permanent job per 350 sq. ft. developed</li> </ul> </li> <li>• Project readiness: <ul style="list-style-type: none"> <li>○ 75% of project financing has been identified</li> <li>○ If bank debt is involved, the lender has prior experience with NMTC financing</li> </ul> </li> </ul>
--------------------	---	---

		<ul style="list-style-type: none"> <li>Other NY State involvement: the State is providing other forms of assistance that may be used to leverage the NMTC financing</li> </ul>
Loans	<b>Economic Development Fund (ESD)</b>	<p>Provides general financial assistance for projects that create or retain jobs, or increase business activity in the State. Funds are available for construction, expansion, and rehabilitation of facilities; acquisition of machinery &amp; equipment; working capital; and training full-time permanent employees. Examples include:</p> <ul style="list-style-type: none"> <li>Acquisition of real estate</li> <li>Demolition</li> <li>Construction (incl. planning and design), renovation</li> <li>Site and infrastructure</li> <li>Machinery, equipment</li> <li>Training</li> <li>Feasibility planning; soft costs</li> </ul> <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> <li>Private businesses involved in industrial activity, manufacturing, warehousing/distribution</li> <li>Research and development, high technology, service and other non-retail commercial enterprises</li> <li>Not-for-profits</li> <li>Municipalities, Local Development Corporations, Industrial Development Agencies</li> </ul> <p>Examples of projects that are <u>not</u> eligible include: residential, casino, legal, medical, and nursing services.</p>
Loans	<b>Manufacturing Assistance Program (ESD)</b>	<p>Provides financial assistance for manufacturers to improve their operations through investing in capital projects that enhance productivity and competitiveness.</p> <ul style="list-style-type: none"> <li>Funds are capped at \$1,000,000. Award amount is determined by the magnitude of the improvements and their overall benefit to the company, the amount of private investment leveraged, and the economic impact of the manufacturer within its regional economy</li> <li>Must be used for machinery, equipment and necessary building modifications</li> <li>Company must demonstrate at least 20% improvement over baseline operations</li> <li>Minimum of 85% of company workforce must be retained for 5 years</li> </ul> <p><u>Eligibility:</u></p> <p>A minimum investment of \$1 million is required. Manufacturers must employ 50 to 1,000 workers and export at least 30% of their production beyond the immediate region, or supply at least 30% of their production to a prime manufacturer that exports beyond the region. Examples of eligible projects include those that are designed to achieve:</p> <ul style="list-style-type: none"> <li>Increased production output; Improved process efficiency</li> </ul>

		<ul style="list-style-type: none"> <li>• Improvements in quality control</li> <li>• New product line</li> <li>• Resource conservation and/or pollution prevention</li> <li>• Revenue enhancements, cost reductions</li> </ul> <p>Projects in which there are reductions in employee benefits and wages are <u>not</u> eligible.</p>
Loans	<b>Job Development Authority Direct Loan Program (ESD)</b>	<p>This is a state-guaranteed bond financing program that provides loan assistance to cover a portion of the cost of acquiring and renovating existing buildings, or constructing new buildings (Real Estate projects) including the “soft costs”, or for purchasing machinery and equipment (M&amp;E projects) including the ‘soft costs” (delivery, installation, etc.).</p> <ul style="list-style-type: none"> <li>• In most cases, JDA loans can be for up to 40% of Real Estate projects or M&amp;E projects</li> <li>• Loans up to 60% for projects located in Empire zones or economically distressed areas</li> <li>• The combination of a bank loan and a JDA loan cannot exceed 90% financing</li> <li>• JDA Real Estate loan is normally a second mortgage loan</li> <li>• M&amp;E loans are secured by a first lien, co-equal with the bank’s lien on the M&amp;E</li> </ul> <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> <li>• Facilities used for manufacturing, distribution/warehousing, and selected services</li> <li>• Retail facilities involving customer visits to the business are <u>not</u> eligible</li> </ul> <p>Working capital is <u>not</u> eligible</p>
Loans	<b>Micro Enterprise Loan Fund (ESD)</b>	<p>ESD has capitalized 3 revolving loan funds for financing small loans to NY State certified minority and women-owned businesses (MWBs) through locally based administering micro-lending corporations.</p> <ul style="list-style-type: none"> <li>• Loan amount up to \$7,000</li> <li>• Funds to be used for acquisition or improvement of real property and purchase of machinery and equipment</li> <li>• Interest rates are determined by the administering micro-lending corporation</li> <li>• Maximum loan term is 24 months</li> </ul> <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> <li>• Applicant must be a small and high-risk, for-profit business</li> <li>• Must be a NY State certified MWBE</li> <li>• Annual gross revenue cannot exceed \$100,000</li> <li>• New start-ups must demonstrate entrepreneurial or other business training</li> </ul> <p>Examples of expenses that are <u>not</u> eligible for program funds include: debt refinancing, residential construction or renovation, payment of taxes, projects of newspapers, broadcasting,</p>

		medical facilities, libraries, community centers, or public infrastructure.
Loans	<b>Minority and Women Owned Businesses Programs (multiple) (ESD)</b>	<p><b>Minority and Women Owned Business Development and Lending Program</b></p> <p>The program provides financial assistance to MWBEs as well as projects that assist the development of entrepreneurship among minority persons and women.</p> <ul style="list-style-type: none"> <li>• Lending in conjunction with local, community and regionally-based entities</li> <li>• Lending for certified government contractors and eligible contractors</li> <li>• Incubator assistance</li> <li>• Technical assistance</li> </ul> <p>Eligibility:</p> <ul style="list-style-type: none"> <li>• Certified minority and/or women-owned business enterprises</li> <li>• Banking organizations</li> <li>• Technical assistance providers</li> <li>• Incubator sponsors</li> <li>• Municipalities, Authorities and Agencies</li> <li>• Administering corporations</li> </ul> <p><b>Minority and Women Owned Business Revolving Loan Trust Fund Program</b></p> <p>The program provides financial and technical assistance to MWBEs that are unable to access traditional financial services, to allow them to grow and flourish.</p> <ul style="list-style-type: none"> <li>• Working capital loans capped at \$35,000</li> <li>• Fixed asset loans capped at \$50,000</li> <li>• Assistance with completing loan applications</li> <li>• Mentorship and peer group programs</li> <li>• Credit Union services (some locations)</li> </ul>
Loans	<b>Small Business Revolving Loan Fund (ESD)</b>	<p>small businesses, targeting those that have had difficulty accessing regular credit markets. It supports additional small business lending statewide, through 20 community development financial institutions and other community-based lending organizations serving regions of the State.</p> <p>Funds from the program used to finance an applicant loan cannot exceed 50% of the principal amount, and cannot exceed \$125,000.</p> <p>Loans are generally categorized as:</p> <ul style="list-style-type: none"> <li>• Micro-Loans: principal amount less than or equal to \$25,000</li> <li>• Regular Loans: principal amount greater than \$25,000</li> </ul>
Loans	<b>New York State Linked Deposit Program (ESD)</b>	LDP is an interest rate subsidy program developed in 1993 to encourage and assist small businesses in NY State to make investments and undertake projects that will contribute to

		improving their performance and competitiveness. Eligible businesses can obtain commercial loans at subsidized interest rates from authorized commercial banks, savings banks, savings and loans, farm credit institutions or the NY Business Development Corp. The lenders are compensated with a deposit of NY State funds. Interest rate subsidy can be 2% or 3%, depending on the type of business and location
Loans	<b>Capital Access Program (ESD)</b>	The program provides matching funds to financial institutions for loan loss reserves as incentive to increase small business lending, to companies that otherwise find it difficult to obtain regular or sufficient bank financing. Partner financial institutions will enter into a CAP lender agreement with Empire State Development before enrolling a participant. <ul style="list-style-type: none"> <li>• Loan capped at \$500,000</li> <li>• Can be used with other term loans or lines of credit</li> <li>• Financing for working capital</li> <li>• Technology or facility upgrades</li> <li>• Business startups, expansions</li> </ul> <u>Eligibility:</u> <ul style="list-style-type: none"> <li>• Small business, independently owned, employ fewer than 100 workers</li> </ul>

## 7.2 Financing Tools

Several other local and federal funding and financing programs will likely be required to facilitate additional implementation projects. The following is a brief overview of other relevant funding sources to be considered for the revitalization of the BOA Study Area.

- The Monroe County Industrial Development Agency (COMIDA) has a suite of tools to assist private development, including tax exempt bond financing, sales/mortgage tax exemptions, and payment-in-lieu-of-tax (PILOT) exemptions for property taxes. In addition, COMIDA can assist projects through the purchase and sale/leaseback of land, existing facilities and new equipment. Private development projects within the BOA may potentially be eligible for assistance from COMIDA.
- The City's HUD Community Development Block Grant funding could also be leveraged through the use of the Section 108 Loan Guarantee Program, which provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Section 108 loan commitments are often paired with Economic Development Initiative (EDI) or Brownfield Economic Development Initiative (BEDI) grants, which can be used to pay predevelopment costs of a Section 108-funded project. They can also be used as a loan loss reserve (in lieu of CDBG funds), to write-down interest rates, or to establish a debt service reserve.
- As part of Municipal Redevelopment Law (MRL) GMU-Article 18-C, the State of New York has approved the use of Tax Increment Financing (TIF), which enables municipalities and private

entities to borrow capital for significant investments and allocate the proceeds from resultant increases in property tax revenues to cover debt service. Tax increment financing has two primary variations: Project TIFs and Area TIFs. Project TIFs are organized around financing for a single project, utilizing a small TIF district that may coincide with a few properties or even just a few buildings. Area TIFs designate a larger district within the City, and divert the resultant increased tax revenues into district-wide improvements such as infrastructure, parks, museums, and other public or quasi-public amenities.

- TIF utilization within New York State remains low due to legal concerns regarding the constitutionality of revenue diversion to repay TIF debt. These concerns have led municipalities and their bond counsels to shy away from the use of TIF as a redevelopment financing mechanism. In many instances, this uncertainty has led municipalities to utilize PILOT (Payment in Lieu of Taxes) Increment Financing, or PIFs, to finance property acquisition, demolition, infrastructure and construction. The most significant difference between TIF and PIF financing is that PIFs establish a fixed dollar payment to taxing jurisdictions, which eliminates uncertainty for bond underwriting. In addition, a fixed tax payment schedule also provides a greater level of comfort for taxing jurisdictions and developers to project future revenues and expenditures. PIFs also allow for taxing jurisdictions to receive full base year taxes plus an annual increment to partially offset inflationary costs. After the diversion of the fixed 'increment' portion of the taxes to cover debt service, the remaining tax revenue, if any, continues to flow to the taxing jurisdiction. Similar to TIF, PIF can utilize the BOA study area to formulate the PIF District, therefore accelerating the process. Finally, a significant benefit of PIF over TIF financing within BOA redevelopment projects is the inclusion of a private party to the transaction. Private entities may be eligible for tax credits, which can be utilized as a partial or full reimbursement for PILOT payments. In the 14621 BOA, the ability for a private party to access Brownfield Cleanup Program tax credits would be very beneficial to redevelopment.

# 8

## Appendices

---

### Appendix A: Community Participation Materials

### Appendix B: Brownfield Site Profiles

### Appendix C Housing Analysis (completed by Group 14621)

#### End Notes

---

i "Population Trends in New York Cities" by the New York State Comptroller Division of Local Government Service and Economic Development, 2004: <http://www.cityofrochester.gov/geneseeriver/>

ii Vacant lands includes land use codes 311 (Residential vacant land), 312 (residential land with small improvements), 330 (vacant land in commercial areas), 340 (vacant land in industrial areas), and 350 (urban renewal).

iii Databases reviewed include the NYSDEC's Environmental Remediation Site Database, Bulk Storage Database, the Spills Database and Environmental Protection Agency's (EPA) Envirofacts Database.

iv For this analysis, non-residential property is defined as any parcel with the following three-digit New York State Classification Code: Commercial (400s), Recreation and Entertainment (500s, except 591-593), and Industrial (700s). Residential property is defined as any parcel in the Residential (200s) Classification Code. Vacant lands (300) were excluded from the analysis of underutilized sites.

v Increasing Physical Activity: A Report on Recommendations of the Task Force on Community Preventive Services, Centers for Disease Control and Prevention, October 26, 2001

vii "2013 Five to Revive," Landmark Society of Western New York website. <http://landmarksociety.org/programs/five-to-revive/five-to-revive-pulaski-library>, accessed 5/21/14

viii "Definitions of Level of Service," Louisiana Department of Transportation & Development website. <http://www.i69dotd.com/DEIS/Appendix/Level%20of%20Service%20Definitions.pdf>, accessed 7/31/14.

ix "Combined Sewer Overflow Management Face Sheet," US Environmental Protection Agency website.

[http://water.epa.gov/scitech/wastetech/upload/2002\\_06\\_28\\_mtb\\_sepa.pdf](http://water.epa.gov/scitech/wastetech/upload/2002_06_28_mtb_sepa.pdf), accessed 7/31/14

x "About Combined Sewer Overflow, Retention Treatment Basin, Sanitary Sewer Overflow and other Discharges," Michigan Department of Environmental Quality website.

---

[http://www.deq.state.mi.us/csosso/csoso\\_sso\\_info.shtml](http://www.deq.state.mi.us/csosso/csoso_sso_info.shtml),

accessed 7/31/14.

<sup>xi</sup> "Sanitary Sewers," City of Fond du Lac website. <http://www.fdl.wi.gov/departments.iml?DeptID=31&DeptPage=124>, accessed 7/31/14.

<sup>xii</sup> Sanitary Sewers," City of Fond du Lac website. <http://www.fdl.wi.gov/departments.iml?DeptID=31&DeptPage=124>, accessed 7/31/14.

<sup>xiii</sup> "Pesticides: Endangered Species Protection Program," US Environmental Protection Agency website. <http://www.epa.gov/espp/litstatus/redleg-frog/definition.htm>, accessed 7/31/14.

<sup>xiv</sup> "Lower Gorge Fishery," Fishing Monroe County website. <http://www.fishingmonroecounty.com/resources/guide-to-the-lower-gorge-fishery/>, accessed 6/12/14

<sup>xv</sup> The category of "Some other Race" includes all other responses not included in the White, Black or African American, American Indian or Alaska Native, Asian, and Native Hawaiian or Other Pacific Islander race categories. Respondents reporting entries such as multiracial, mixed, interracial, or a Hispanic or Latino group (for example, Mexican, Puerto Rican, Cuban, or Spanish) in response to the race question are included in this category

<sup>xvi</sup> The US Census defines "Hispanic or Latino" as a person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race.

<sup>xvii</sup> The Bureau of Labor Statistics defines "discouraged workers" as persons not in the labor force who want and are available for a job and who have looked for work sometime in the past 12 months (or since the end of their last job if they held one within the past 12 months), but who are not currently looking because they believe there are no jobs available or there are none for which they would qualify.

<sup>xviii</sup> The five-minute drive time is measured from the intersection of Joseph Avenue and Avenue D. Source: ESRI MarketProfile, 2014.

<sup>xix</sup> "Urban Street Trees: 22 Benefits," State of Michigan website. [http://www.michigan.gov/documents/dnr/22\\_benefits\\_208084\\_7.pdf](http://www.michigan.gov/documents/dnr/22_benefits_208084_7.pdf)