

LYLAKS

lyell•lake•state

REVITALIZATION STRATEGY

Draft Nomination Study
March 2014



City of Rochester
Lovely Warren, Mayor
30 Church Street
Rochester, NY 14614

TABLE OF CONTENTS

1	PROJECT DESCRIPTION & BOUNDARY	1
1.1	PROJECT SPONSORS.....	1
1.2	BOA PROGRAM BACKGROUND.....	2
1.3	PROJECT DESCRIPTION	3
1.4	COMMUNITY VISION & GOALS	7
1.5	BOUNDARY DESCRIPTION & JUSTIFICATION (MAP1)	14
2	COMMUNITY PARTICIPATION PLAN & TECHNIQUES FOR ENLISTING PARTNERS	19
2.1	COMMUNITY PARTICIPATION PLAN.....	19
2.2	SHARING INFORMATION	20
2.3	TECHNIQUES TO ENLIST PARTNERS	20
2.4	COMMUNITY ENGAGEMENT EVENTS.....	21
3	ANALYSIS OF THE LYLAKS BOA NEIGHBORHOOD REVITALIZATION AREA	27
3.1	COMMUNITY & REGIONAL SETTING.....	27
3.2	INVENTORY & ANALYSIS	34
3.3	ECONOMIC & MARKET TRENDS ANALYSIS.....	109
3.4	SUMMARY ANALYSIS & FINDINGS	115
4	THE LYLAKS BOA REVITALIZATION STRATEGY	125
4.1	WHERE IS LYLAKS IN 2035? (MAP 16)	125
4.2	KEY PROJECTS TO REVITALIZE LYLAKS.....	128
4.3	THE REVITALIZATION STRATEGY: PHASE 1 (MAP 16).....	130
4.4	THE REVITALIZATION STRATEGY: PHASE 2 (MAP 17)	159
4.5	THE REVITALIZATION STRATEGY: PHASE 3 (MAP 18)	185
4.6	HOW DO WE GET THERE?	197
5	FUNDING	207
5.1	ECONOMIC DEVELOPMENT FUNDING IN NEW YORK STATE	208
5.2	STATE FUNDING & INCENTIVE PROGRAMS	209
5.3	TRANSPORTATION FUNDING.....	214
5.4	OTHER FUNDING SOURCES	216
5.5	TAX & PAYMENT IN LIEU OF TAXES INCREMENT FINANCING	218

FIGURES

FIGURE 1 LYLAKS BOA STUDY AREA REGIONAL CONTEXT MAP.....	28
FIGURE 2 HOUSING OCCUPANCY TRENDS, LYLAKS BOA, 2000-2015.....	111

MAPS

MAP 1 STUDY AREA BOUNDARY.....	17
MAP 2 EXISTING LAND USE.....	37
MAP 3 NEIGHBORHOODS.....	41
MAP 4 EXISTING ZONING DISTRICTS.....	45
MAP 5 POTENTIAL BROWNFIELD SITES.....	57
MAP 6 VACANT & UNDERUTILIZED PROPERTY.....	63
MAP 7 STRATEGIC SITES.....	67
MAP 8 PUBLIC OWNERSHIP.....	71
MAP 9 PARKS & OPEN SPACE.....	75
MAP 10 BUILDING INVENTORY.....	81
MAP 11 MAJOR COMMERCIAL & INDUSTRIAL FACILITIES.....	85
MAP 12 HISTORIC RESOURCES.....	91
MAP 13 TRANSPORTATION SYSTEMS	97
MAP 14 INFRASTRUCTURE.....	101
MAP 15 TOPOGRAPHY & FLOOD HAZARD AREAS.....	107
MAP 16 THE SHORT-TERM PLAN (0-7 YEARS).....	133
MAP 17 THE MID-TERM PLAN (8-15 YEARS).....	161
MAP 18 THE LONG-TERM PLAN (15+ YEARS).....	187

TABLES

TABLE 1 LYLAKS POPULATION BY AGE.....	29
TABLE 2 LYLAKS STUDY AREA HOUSING STOCK BY AGE.....	30
TABLE 3 EXISTING LAND USES WITHIN THE LYLAKS BOA.....	35
TABLE 4 EXISTING ZONING DISTRICTS WITHIN THE LYLAKS BOA.....	44
TABLE 5 LYLAKS STUDY AREA VACANT & UNDERUTILIZED PARCELS.....	60
TABLE 6 PUBLIC PROPERTY OWNERSHIP WITHIN THE LYLAKS BOA.....	70
TABLE 7 EMPLOYMENT GROWTH SUMMARY: 2010-2020.....	110
TABLE 8 LYLAKS BOA LOCAL TRADE AREA RETAIL OPPORTUNITIES	112
TABLE 9 MAJOR INDUSTRIES, BY GROWTH, ROCHESTER MSA: 2011-2020	114

APPENDICES

APPENDIX 1 ECONOMIC & MARKET TREND ANALYSIS	223
APPENDIX 2 STRATEGIC SITES PROFILES.....	281
APPENDIX 3 COMMUNITY PARTICIPATION PLAN	299
APPENDIX 4 PUBLIC MEETING SUMMARIES.....	311

This page left intentionally blank.

1 PROJECT DESCRIPTION & BOUNDARY



1.1 Project Sponsors

The Lyell-Lake-State Street (LYLAKS) Revitalization Strategy is sponsored by the City of Rochester through the Department of Environmental Services, with funding provided by the New York State Department of State and technical assistance from the New York State Department of Environmental Conservation. The purpose of this study is to assess the current status and development potential for former industrial, commercial and underutilized lands, as well as adjacent residential neighborhoods. The study seeks to establish a vision for a transforming area of the City and to identify a strategy for implementing a series of projects and programs that will result in improved business opportunities and an enhanced visitor experience and quality of life. The planning process was led by the City of Rochester and supported by the LYLAKS Brownfield Study Area (BOA) Nomination Study Steering Committee, which included representation from

various City departments, neighborhood groups, and local organizations with an interest in the revitalization of the BOA Study Area.

The LYLAKS BOA Nomination Study, referred to as the *LYLAKS Study Area Revitalization Strategy*, was prepared in accordance with the Work Plan established by the New York State Department of State.

1.2 BOA Program Background

The Brownfield Study Area (BOA) program was initiated in 2003 in an effort to provide local municipalities and community-based organizations with financial and technical assistance to develop area-wide approaches to redevelop areas impacted by the presence of brownfields and underutilized sites. The program is intended to be a community-led process that results in the development of a revitalization strategy based on the community's articulated vision and goals. Communities officially designated as a Brownfield Study Area by New York State are better poised to receive funding and redevelopment incentives through State and Federal assistance programs.

IMPACT OF BROWNFIELDS

Brownfields are typically sites used previously for industrial or commercial operations and where industrial-type activities may have resulted in environmental degradation. Brownfields may have been sites used for large-scale industrial operations, laundromats or automobile service stations. The BOA program recognizes that the negative impacts of brownfields are not confined within property lines, but rather impact the health and vitality of adjacent sites and neighborhoods. Over time these sites often become underutilized, derelict or vacant thereby contributing to negative neighborhood perceptions and blight that may serve as a roadblock to investment and redevelopment.

PURPOSE OF THE BOA PROGRAM

The purpose of the BOA program is to help communities identify these underutilized, vacant and brownfield sites with redevelopment potential and create a strategy to transform these sites into catalysts for area-wide reinvestment. Brownfield redevelopment can serve to increase community pride, encourage economic investment and contribute to the overall improvement of the health and vitality of the community.

The BOA program is a three-step process including a pre-nomination study, a nomination study and an implementation strategy. The City of Rochester completed and submitted a Pre-Nomination study for the LYLAKS BOA in 2008. Upon completion of the Pre-Nomination Study,

the City submitted an Application for Project Advancement to Step 2. The application was accepted by the Department of State and the City received their funding to continue the project in 2010. The purpose of the Nomination Study is to conduct a comprehensive analysis of the Study Area, identifying existing sites and community conditions that may impact redevelopment. In addition to environmental and community conditions, the analysis will identify economic and market trends that will serve to inform viable recommendations for the Study Area. This phase of the BOA project is used to formulate specific recommendations and draft implementation strategies that will be furthered in Step 3 (Implementation) of the program.

1.3 Project Description

The proposed BOA encompasses approximately 602 acres of land located west of the Genesee River immediately north of Downtown Rochester. The Study Area expands around two primary corridors – Lyell Avenue which runs east to west and Lake Avenue/State Street which runs north to south. Lands within the BOA have been adversely impacted by not only brownfield sites themselves, but also by the indirect impacts associated with vacant and underutilized properties, including vandalism, theft, drugs, loitering and other criminal misconduct.

The proposed BOA is comprised of 2,800 parcels, and although most parcels are residential, the BOA also contains a diverse mix of commercial, industrial and public open space properties. As land use within the BOA has shifted over time from predominantly industrial uses to residential and recreational uses, contamination issues linger long after the intensive industrial uses have disappeared. The Pre-Nomination Study identified 161 potential brownfield sites, with the Nomination Study identifying an additional 45 potential brownfield sites. Potential brownfield sites identified during these studies have included the former

Rochester's High Quality of Life

The Rochester region has been recognized, at a national level, as a highly desirable place to live and raise a family. Over the course of the last several years, the Rochester region has been acknowledged for many desirable characteristics, including its natural resources, healthy living infrastructure, job opportunities, superior schools, low cost of housing and proximity to Buffalo, Syracuse, Canada and the Finger Lakes.

- In 2007, Rochester was ranked as the 6th Most Livable City among 379 metro areas.
- In 2007 Rochester was ranked No. 1 for overall quality of life among US metros with populations greater than 1 million.
- In 2010 Forbes magazine rated Rochester as the 3rd best place in the country to raise a family.

BeeBee Station, the Orchard-Whitney site, the Volunteers of America property and the former Kleen Brite property.

BUILDING ON THE PRE-NOMINATION STUDY

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 Nomination Study phase.

The Nomination Study phase is a continuation and enhancement of the data collection and outreach 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. In Step 3 Implementation, funding will be sought for by the City after the completion and acceptance of the Nomination Study, including funding requests for site assessments.

Through the Nomination Study, the City is continuing its efforts to reverse the trend of disinvestment and abandonment that has plagued the commercial corridors and residential neighborhoods within the proposed BOA. This is one of multiple BOA efforts underway within the City, signifying their interest and commitment to transforming their former industrial properties from underutilized remnants of their historic use to viable new uses that contribute positively to the surrounding neighborhood and City as a whole. The Nomination Study seeks to identify the Study Area's potential, build on its assets and opportunities and identify strategies for overcoming and mitigating the issues that have constrained the stability of the Study Area in recent years.

RECENT & ON-GOING PLANNING INITIATIVES

JOSANA Neighborhood Plan (2010)

For decades, the JOSANA neighborhood in northwestern Rochester was a “ghost town” where abandoned properties and blighted buildings pockmarked the landscape. Prior to 2001, JOSANA had earned the reputation as the worst neighborhood in Rochester. Since that time, the neighborhood has begun to experience a drastic turnaround.

Neighborhood staples such as the Charles Settlement House, Unity Medical Center, School 17 and Sahlen's stadium have acted as



catalysts in revitalizing JOSANA by bringing vibrant new life to the once depressed neighborhood. In 2010, the JOSANA neighborhood association, in concert with the City of Rochester and businesses throughout the neighborhood, developed the JOSANA Neighborhood Revitalization Strategy, in an effort to continue to formalize revitalization efforts within the neighborhood and outline the path forward to bring the JOSANA neighborhood back into prosperity.

The neighborhood plan is a comprehensive document that accomplishes the following:

- Contains goals and objectives that would act to build upon the momentum and energy already at work in JOSANA and empower additional residents to become involved participants in the revitalization process and agents of change
- Contains a clear vision and a list of priorities for the future to accomplish that vision
- Assesses existing plans and proposed projects for the neighborhood, with consideration of how they would impact JOSANA and adjacent neighborhoods
- Contains an updated assessment of existing conditions
- Contains a pragmatic, visionary strategy for neighborhood revitalization
- Provides objectives to help coordinate the efforts of the City, non-profit organizations, churches, and residents to ensure that all public interventions and private investments are consistent with the community's vision
- Provides a means to leverage recent and proposed investments within JOSANA in order to realize returns for a far-reaching impact

Running Track Bridge Feasibility Report (2010)

In 2010, a feasibility study was prepared to assess the possibility of transforming the Running Track Bridge into a pedestrian amenity, linking the El Camino Trail with the Genesee Riverway Trail. The bridge has stood over the Genesee River in the eastern portion of the LYLAKS BOA for nearly 130 years. Built during a period of great growth, the bridge was born of high demand to connect Downtown Rochester to the Lakeshore. This demand remained for nearly a century, but finally waned to the point that the bridge was abandoned by the railroads in the 1980s.

As part of the feasibility study, a detailed structural inspection of the bridge was conducted, as well as a diving inspection and fathometric survey of the substructures within the Genesee River. These inspections revealed that the structure is in good condition and is stable. In addition to the assessment of the bridge itself, the study also evaluated the corridors approaching the bridge from both the east and west, and identified opportunities for possible trail connections. A spectrum of alternatives for the future of the Running Track Bridge were also examined in this study, from a “no action” alternative to rehabilitating the bridge and converting it to a pedestrian bridge. The study concluded that the rehabilitation of the Running Track Bridge was feasible, and that the former rail corridor could be converted into a multi-use trail connecting the east and west segments of the Genesee Riverway Trail and the El Camino-Butterhole Seneca Park Trail. Based on cost and performance, the preferred option recommended by the Feasibility Study was to

rehabilitate the existing bridge and to provide a concrete deck with aesthetic steel railings. The concept level estimate of construction cost for this option was approximately \$2.6 million.

The next steps in this process are for the City of Rochester to identify funding sources and begin the formal process of project evaluation, justification, and scope definition, followed by preliminary design, final design and construction.

City-Wide Rochester Housing Market Study (2007)

In 2007 Rochester began a City-wide effort to analyze the entire City and its residential neighborhoods. The intent of the study was to better understand existing conditions and to develop a comprehensive housing strategy to guide and coordinate activities of the public and private sectors. The document demonstrates the City's ability to absorb a moderate number of new housing units annually with the majority of these able to be captured in Downtown/High Falls; Maplewood; Marketview Heights; Plymouth Exchange; and South Wedge.



The map at right illustrates the change in housing vacancy from 1990 to 2000. The red toned blocks have experienced an increase in vacancy whereas the blue toned blocks have experienced a decrease in vacant housing units. All parts of the LYLAKS Study Area experienced a level of increased vacancy in the decade.

The document breaks down a series of strategic recommendations into various goal areas. A review of the recommendations indicates a general alignment with the purpose and intent of the BOA program. A number of the strategic recommendations may be applicable to the LYLAKS BOA Study Area, including:

- Ensure Rochester's future is green
- 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

1.4 Community Vision & Goals

The LYLAKS BOA benefits from a strong base of active and impassioned citizens and neighborhood-based organizations. Initial ideas associated with a vision for the future of the BOA were discussed 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 as part of this Nomination Study effort. The following sections represent a refined and updated Vision Statement and Goals and Objectives for the LYLAKS BOA, based on significant public outreach, communication with key individuals and local organizations and community feedback throughout the planning process.

COMMUNITY VISION

Through comprehensive public engagement, a vision for the Study Area was proposed that succinctly describes where the community sees itself in the future. The vision illustrates generally how the community proposes to enhance the Study Area, laying the groundwork for a set of thoughtful and appropriate means to achieve that vision.

The Vision for a Brighter LYLAKS Community

"LYLAKS is a vibrant, safe , livable, attractive and stable community, comprised of diverse residential neighborhoods, a mix of commercial uses that residents utilize on a daily basis and offices where key community job creators are located. The LYLAKS BOA community is a place where blight, contamination and vacancy have been replaced with homes, businesses and open space amenities by people with a sense of community loyalty, pride and duty. The LYLAKS community is also a premier regional tourist destination, where visitors come to watch a game at Sahlen's Stadium or Frontier Field, use the comprehensive network of pedestrian and bicycle trails and take advantage of the neighborhood's scenic waterfront along the Genesee River gorge."

PRINCIPLES & OBJECTIVES TO ACHIEVE THE LYLAKS COMMUNITY VISION

The vision statement of the LYLAKS BOA is shaped and supported by a set of six guiding principles that set the framework for revitalization strategies within the LYLAKS BOA. Each principle is supported by a series of key objectives that transform the community vision into measurable, achievable goals for revitalization.

Principle 1: *Attract New Businesses & Support Existing Industries to Promote Job Growth*

A number of long-standing, successful industries are located along the commercial corridors of Lyell Avenue and Lake Avenue, but are pressured to relocate outside of the Study Area because of the current state of the neighborhood. Existing industry needs to be supported to remain and expand within the Study Area. There is ample room for new businesses and industry to locate to the Study Area as existing businesses do not fully support the needs of the surrounding residents. Further, the buildings in which many of these existing businesses are located are in poor condition, adding to the negative perception that the Study Area is “run down” and “crime ridden.” In the future, the neighborhood seeks to improve the aesthetics and safety of the businesses within the BOA to attract more people to not only patronize these establishments, but to also relocate to the residential neighborhoods within walking distance of these diverse commercial entities.

Strategic Objectives

- 1) Attract new, diverse businesses into the BOA that can fulfill the daily commercial needs of its residents, including grocery stores, restaurants, professional offices and hardware stores.
- 2) Work with commercial property owners to improve the appearance of facades along the primary transportation corridors and to beautify properties within the BOA.
- 3) Encourage site design that embraces “New Urbanist” principles, including but not limited to zero-front setback buildings and the placement of parking areas in the rear portion of lots when infill commercial development is proposed in the future.
- 4) Actively recruit businesses that will serve residents over a diverse spectrum of income levels.
- 5) Update the Zoning Code to allow for a diverse mix of uses while ensuring that new development adheres to design guidelines and accepted best design practices.
- 6) Develop a targeted recruitment strategy that will help entice businesses into the LYLAKS BOA and provide local jobs for BOA residents.

- 7) Build on the presence of Sahlen's Stadium and Frontier Field as premier regional tourist destinations.
- 8) Encourage the training and hiring of local LYLAKS residents not only at existing industrial and commercial entities within the BOA, but also at those industrial and commercial entities that relocate to the BOA as revitalization progresses.
- 9) Work with existing industry to support their expansion efforts within the Study Area.

Principle 2: *Improve Housing & Neighborhoods*

At one time, the LYLAKS community was made up of a dense concentration of diverse residential properties. Over time, many of these homes fell victim to blight, vacancy and foreclosure, resulting in a decrease in the value of residential properties in the vicinity of the vacant and blighted properties. Although vacant properties can hinder revitalization efforts, they can also significantly help in realizing the community's potential in attracting new residents to the Study Area thanks to its abundance of affordable housing. Successful communities are built around safe and stable residential neighborhoods. The LYLAKS BOA will become a desirable residential community offering a range of housing options for people of all ages and incomes. Absentee landlords and blighted properties have been replaced by owner-occupied, high-quality housing options.

Strategic Objectives

- 1) Provide more diverse types of housing within the BOA, including condos, lofts and live/work space, to attract a larger variety of potential future residents who wish to locate closer to their jobs in the City of Rochester, as well as existing residents who wish to upsize or downsize from their existing home.
- 2) Encourage the reuse of existing multi-use structures like the Tent City building as locations for adaptive-reuse housing opportunities.
- 3) Design new residential projects to allow current and future residents to age in place.
- 4) Increase homeownership within the LYLAKS BOA.
- 5) Address the issue of absentee landlords.
- 6) Focus on targeted infill development similar in scale to residential properties in neighborhoods where concentrations of vacant properties exist.

Principle 3: *Improve the Quality of Life*

A community successfully sustains the residents and businesses that choose to locate there in part by providing a high quality of life. The quality of life within a community can depend on a variety of factors, including proximity to employment, environmental health, the presence of needed goods and services, safety, access to transportation and the type of available housing stock. Reducing crime, advancing cleanup of contaminated properties, improving walkability, replacing vacant residential properties with new residential development and providing access to necessary goods and services are all critical in transforming the LYLAKS community into a place that symbolizes quality livability.

Strategic Objectives

- 1) Provide high quality, accessible trails, parks and open spaces for residents, interconnected by on-road and off-road linkages for residents and visitors to both travel throughout the BOA and to access downtown Rochester through connections with the Genesee Riverway Trail.
- 2) Improve programming and amenities at existing parks and squares.
- 3) Transform the Genesee Riverfront into a regional destination that contains a mix of uses where people can live, work, shop and recreate.
- 4) Emulate the successful adaptive reuse of historic structures in Browns Race and High Falls within the LYLAKS BOA.
- 5) Promote the LYLAKS BOA as a family-friendly place.
- 6) Utilize Sahlen's Stadium and Frontier Field as regional destinations to attract ancillary commercial development, including restaurants and retail establishments where visitors can shop and residents can seek employment.
- 7) Replace vacant residential buildings with diverse, safe and attractive infill housing.
- 8) Increase support for community organizations, such as Charles Settlement House, to increase their ability to continue supporting LYLAKS residents in need.

Principle 4: Branding & Marketing

Transforming the image of the LYLAKS BOA will be imperative in communicating the great resources that the community currently possesses, as well as the important changes that revitalization will have on the BOA. Without an adequate way of communicating and promoting its resources, the LYLAKS community may struggle to attract new residents, tourists and businesses. The establishment of a brand that uniquely promotes the community to prospective residents and businesses will be critical in creating a sense of place for the LYLAKS community and sharing the pride held by current residents and business owners to new people who choose to relocate to LYLAKS.

Strategic Objectives

- 1) Create a distinct brand for the LYLAKS BOA that is locally, regionally and nationally recognizable.
- 2) Continue developing branded gateways similar to recent projects in the JOSANA neighborhood at all entrances to the LYLAKS community.
- 3) Engage resident youth and students at schools within the LYLAKS community in developing projects that increase community pride.
- 4) Create public events that draw more visitors to LYLAKS, utilizing the stadiums within the community as potential venues.
- 5) Market the LYLAKS BOA as a community containing important regional destinations, open space resources, livable and walkable neighborhoods and empowered residents committed to the continued betterment of the Study Area.

Principle 5: *Encourage Redevelopment on Brownfield Sites*

The LYLAKS BOA possesses a rich history as one of Rochester's primary industrial centers since the 19th century. Major industrial entities including Kodak, General Motors and AC Delco have called the LYLAKS BOA home over the past 200 years. Unfortunately, the heavy industrial presence within the community has resulted in environmental contamination problems that affect the viability of the BOA's future. Through remediation programs run by the NYS Department of Environmental Conservation and environmental cleanup programs sponsored by the Federal Environmental Protection Agency, many properties once contaminated by former industrial owners are being cleaned up and serving as prime locations for future industrial, commercial recreation and mixed use projects.

Strategic Objectives

- 1) Engage owners of brownfield properties in discussions regarding clean-up and redevelopment strategies.
- 2) Identify key properties within the BOA that will be eligible for Phase I and II Site Assessment funding and other environmental restoration funding to turn existing contaminated sites into "shovel ready" properties.
- 3) Focus industrial redevelopment initiatives on brownfield properties to limit future development of greenfields.
- 4) Continue to engage the public when considering industrial and commercial revitalization strategies that will directly affect them.
- 5) Encourage sustainable, mixed use development as part of future revitalization efforts.

Principle 6: *Engage Residents in Revitalization Activities*

In the past, a perceived disconnect has existed between residents, neighborhood groups and the City of Rochester in determining the course for stemming blight and crime within the community and determining the best course for revitalization. The principal way to build consensus on revitalization and to realize the positive aspects of Principle 6 above is to engage, educate and involve the residents of the LYLAKS community in planning for the future of the BOA.

Strategic Objectives

- 1) Improve the relationship between the residents and businesses of the BOA and City Hall. Providing an open line of dialogue to residents and business owners will help the City of Rochester regain the trust of those within the LYLAKS community.
- 2) Improve cooperation and communication between neighborhood groups through the Nomination Study process in an effort to unite the people within the LYLAKS BOA community. The BOA process can unify the residents and business owners within the BOA around the common idea that solidarity not only benefits the community as a whole, but also will benefit them as individual stakeholders in the long run.
- 3) Emphasize the need to encourage local, regional, state and federal officials to support investment and revitalization activities within the LYLAKS community.
- 4) Provide additional opportunities for public engagement to continue revitalization initiatives beyond the BOA process. The realization of success within the BOA can only be sustained by continued input and involvement of residents and business owners, using neighborhood groups, community organizations and business alliances as the engines driving and encouraging public discourse.
- 5) Engage residents in the implementation activities that result from revitalization planning, providing a sense of investment and ownership to the people who currently make up the LYLAKS community.

1.5 Boundary Description & Justification (Map1)

The proposed Study Area boundaries discussed in this Nomination Study are an expansion of the boundary presented in the Pre-Nomination Study. The expanded boundary was a result of significant discussion between the City and neighborhood representatives that recognized the value of the planning process in addressing underutilized sites, bridging neighborhoods and creating a comprehensive redevelopment strategy for an area that shares many of the same issues, concerns and objectives. The Pre-Nomination Study Area and the expanded boundaries of the Nomination Study are illustrated in Map 1.

PRE-NOMINATION STUDY BOUNDARY DESCRIPTION

For the Pre-Nomination Study, the LYLAKS BOA Study Area was focused around two primary commercial corridors in the City -- Lyell Avenue and Lake Avenue/ State Street. The general boundaries were Jay Street to the south, the CSX railroad line just west of Hague Street to the west, and the Genesee River to the east. The northern boundary generally included all properties with frontage on the north side of Lyell Avenue between Glide Street and Lake Avenue and all properties that lie between Lyell Avenue and Lorimer Avenue between Plymouth Avenue and the Genesee River. The area of the parcels within the Pre-Nomination Study BOA boundary was 342 acres.

PROPOSED NOMINATION STUDY BOUNDARY DESCRIPTION

As the LYLAKS project progressed to the Nomination Phase, the Steering Committee proposed an expansion to

Neighborhoods in LYLAKS

The BOA Study Area includes portions of six distinct neighborhoods -- Lyell-Otis, Edgerton, Brown Square, JOSANA, People of Dutchtown and High Falls. Map 3 identifies the boundaries of the neighborhoods which are discussed in greater detail in Section 3.

Each of these neighborhoods is defined by its location in the northwest quadrant of Rochester. However, each has its own distinctive character and qualities. The Nomination Study seeks to unite the efforts of each neighborhood to create a unified vision for the future of the LYLAKS BOA.

Each of these neighborhoods was intentionally included, in part, within the BOA as a means to inspire communication across perceived neighborhood boundaries, recognize shared goals and objectives and foster long-term collaborative working relationships among residents, organizations and neighborhood leaders.

the BOA boundary to encompass some of the City's largest economic generators and recreation destinations, including the Kodak Headquarters and Frontier Field, as well as residential areas in the historic Jones Square area and along Route Interstate 490. The BOA boundary expanded north from Lyell Avenue to Felix Avenue/Bloss Avenue in the north, to include the properties between Lake Avenue and Sherman Street. Park space and vacant industrial parcels between Burrows Street/Haloid Street/Rutter Street and the CSX rail line north of Lyell Avenue were also included. The boundary was also expanded southward to Route 490 between the CSX line west of Hague Street and State Street east of Frontier Field. With this proposed expansion, the BOA Study Area grew from 342 acres to 602 acres.

BOUNDARY JUSTIFICATION

Northern Boundary

The northern Study Area boundary originally encompassed the rear parcel lines of properties on the north side of Lyell Avenue and the mid-point of Lorimer Street, east of Lake Avenue. The proposed boundary extends the northern boundary to capture the Jones Square neighborhood. This includes lands east of Sherman Street to Lake Avenue and south of Bloss Street. There is a significant concentration of commercial and industrial properties along Sherman Street, Dewey Avenue and Bloss Street, some of which are deteriorating, vacant and/or underutilized. These properties are recognized as having an impact on the character and overall quality-of-life for residents immediately adjacent to these streets, including areas surrounding Jones Park. Incorporating this additional neighborhood into the BOA boundary assures that strategies aimed at reversing blight are focused on all impacted neighborhoods in this general vicinity.

Eastern Boundary

The eastern boundary of the BOA is proposed to remain consistent with the eastern boundary defined in the Pre-Nomination Study, the Genesee River. As the most significant natural feature in the BOA, the Genesee River serves as a natural barrier and dividing line for the LYLAKS BOA neighborhood.

Western Boundary

The western boundary of the Study Area is consistent with the original boundary proposed in the Pre-Nomination Study. The western boundary generally follows the rail corridor up to the intersection of Lyell Avenue and Glide Street. The rail corridor forms a distinct physical boundary, with the industrial and commercial uses of the western portion of the BOA separated by the rail corridor from the moderate density residential properties located to the west of the corridor.

Southern Boundary

The southern boundary of the LYLAKS BOA is proposed to follow the existing boundary of I-490. The original boundary ended at Jay Street. Recognizing that conditions in the residential

neighborhoods just north of Jay Street mirrored the conditions on the south side of Jay, it was determined that the additional residential neighborhoods should be incorporated into the BOA. The impacts of the development trends and patterns on Lyell Avenue and in other commercial pockets have negatively impacted this residential area in its entirety. With the expanded boundary, local neighborhoods – such as Dutchtown and JOSANA, are included in their entirety. The inclusion of these neighborhoods as a single unit is important to ensuring unified ideas and visioning moving forward. The southern boundary also extends on the east side of the BOA to capture Frontier Field and the Kodak headquarters site. The inclusion of these properties will allow the community to identify opportunities to link these resources to other assets for the betterment of surrounding neighborhoods.



This page left intentionally blank.

2 COMMUNITY PARTICIPATION PLAN & TECHNIQUES FOR ENLISTING PARTNERS



2.1 Community Participation Plan

The LYLAKS BOA community participation plan was based upon an approach aimed at fostering open dialogue, collaboration among various groups and interests, and identifying a unified vision for the future of the LYLAKS BOA. The community participation plan associated with the development of the Nomination Study sought to engage residents and interested stakeholders at all stages of the planning process. Community involvement was targeted at key intervals in the planning process to ensure the public had the opportunity to review, comment, and participate in each section of the Nomination Study. A copy of the full Community Participation Plan drafted for the LYLAKS BOA Nomination Study may be found in Appendix A.

2.2 Sharing Information

An important aspect of the community participation process is not only the verbal presentation of materials that occurs during a meeting, but the complementary information provided to the public. This information must be clear, comprehensible and presented in a manner that is easily understood even by those not familiar with the LYLAKS BOA Nomination Study process. Sharing information and obtaining feedback was important to ensure a fair and reasonable level of community involvement.

2.3 Techniques to Enlist Partners

The Community Participation Plan included events that focused on specific individuals and stakeholders, as well as the broader public. Community participation events included Steering Committee meetings, regular liaison with City of Rochester staff, public meetings, public workshops, neighborhood meeting presentations, and posting of materials on a project website hosted by the City of Rochester.

CITY OF ROCHESTER

The City of Rochester Department of Environmental Services was responsible for the management and oversight of the LYLAKS BOA. Staff was assisted by the City's Department of Neighborhood and Business Development, which includes Neighborhood Preservation and Planning and Zoning, and the Northwest Neighborhood Service Center. Representatives of each of these departments were involved in client group meetings, small group sessions, and participated in the LYLAKS BOA Steering Committee. The City of Rochester was involved in all aspects of planning and design of the Study Area, ensuring the plan met the goals of the local community, aligned with the long-term planning objectives of the City, and incorporated recent and on-going planning, design and development initiatives.

STEERING COMMITTEE

The LYLAKS BOA Steering Committee included representatives from the City of Rochester, neighborhood organizations, local businesses and residents. Numerous members of the Committee had also participated in the development of the Pre-Nomination Study. The role of the Steering Committee was to advise the project team, share information relevant to the study, provide feedback on study deliverables, and serve as a local, neighborhood project ambassador. Steering Committee meetings were held at key intervals in the planning process and assisted in the organization of public events, engaging residents, and sharing information on the planning process with the community-at-large.

KEY STAKEHOLDERS

Stakeholder meetings were held as a means to gather feedback from local leaders in the community, including key landowners, developers, business owners, civic leaders, large institutions and

representatives of major neighborhood associations. Opportunities to speak with these individuals allowed the project team to better understand their long-term ideas and vision and also provided a means to ensure the project stayed connected to community members.

NEIGHBORHOOD REPRESENTATIVES

Representatives from the multiple neighborhood associations in the LYLAKS BOA participated in the Steering Committee and at various public events. In addition, the project team participated in a number of additional meetings and presentations specific to sharing the project with neighborhood representatives and groups. These special meetings were focused on ensuring that the community was well-informed about the project, the process and outcomes. These meetings provided an alternative means to discuss the project in forums where many local residents and landowners were already participating, and more importantly, felt comfortable expressing their opinions.

GENERAL PUBLIC

A series of five public meetings, open houses and workshops were held over the course of the Nomination Study planning process. Each of the five public events was intended to appeal to a broad audience of residents and stakeholders from within the LYLAKS BOA. The goal of each meeting was to educate the public and provide information about the planning process and then to gather information and feedback from the audience to help advance the project to the next phase. A variety of input techniques were used over the course of the project, including PowerPoint presentations, small group discussions, interactive panel displays, and hands-on design sessions. In addition to the project-specific public meetings, information was regularly posted on the City's website to provide periodic updates on progress and allow the public to review project materials. An online visioning survey was also offered so that members of the public unable to make steering Committee, neighborhood or public meetings would be able to provide their input on the future of the LYLAKS BOA.

2.4 Community Engagement Events

STEERING COMMITTEE MEETINGS

Steering Committee Meeting #1

The first Steering Committee meeting for the Nomination Study was conducted on October 3, 2011. The meeting was attended by representatives of the City of Rochester, representatives of several neighborhoods within the LYLAKS BOA and members of the project consultant team. A general overview of the BOA program and a summary of the scope of the Nomination Study were presented to the steering Committee. The Steering Committee also debated on expanded alternative boundaries to the BOA, before deciding on the expanded Nomination Study Area boundary. An analysis of the strengths, weaknesses, opportunities and threats (SWOT) within the BOA was also conducted with the Steering Committee in order to help the project team narrow the focus of the Nomination Study. Next

steps for the Nomination Study were discussed – the consultants were tasked with beginning the visioning phase, the inventory of existing conditions and setting up an initial neighborhood meeting presentation.

Steering Committee Meeting #2

The second Steering Committee meeting for the Nomination Study was conducted on February 6, 2012. The meeting was again attended by representatives of the City of Rochester, representatives of several neighborhoods within the LYLAKS BOA and members of the project consultant team. Members of project consultant Camoin Associates presented highlights of the LYLAKS BOA Market Analysis to the steering Committee. Project consultant Bergmann Associates also presented an overview of the existing conditions analysis performed for the Study Area, which contained a detailed inventory of demographics, natural resources, historic resources, infrastructure, significant buildings, major commercial and industrial facilities, potential brownfield sites and vacant/underutilized properties. A visioning exercise was also performed with the Steering Committee to build on the SWOT analysis performed at the first Steering Committee meeting by eliciting ideas on what the members of the Steering Committee envisioned for the LYLAKS BOA over the next twenty years. The overriding vision of improving housing stock, improved connections to the Genesee River waterfront, maintaining the integrity and efficacy of historic structures and economic catalysts, improving safety and attracting more commercial and industrial development was vocalized by the steering Committee. Next steps for the Nomination Study process were also discussed, including setting the date for the public informational meeting and distributing the draft existing conditions inventory and analysis to the Steering Committee for review.

Steering Committee Meeting #3

The third Steering Committee meeting was held on June 18, 2012. The meeting was attended by representatives from the City of Rochester, representatives of several neighborhoods within the LYLAKS BOA and members of the project consultant team. Project consultant Bergmann Associates presented a status of the project to date and provided the Committee with the results of the Public Informational Meeting held in March of 2012. Due to low public turnout at the Public Informational Meeting, Bergmann presented an alternate approach for soliciting additional public input for the project, focused around obtaining public input at scheduled neighborhood association meetings. The neighborhood association visioning sessions were conducted over the summer and fall of 2012 and are described below. Bergmann also discussed the preparation and publishing of an online web visioning survey that could be placed on the City's project website and mailed out to residents and business owners. Bergmann also presented a preliminary vision statement for the LYLAKS BOA, along with a number of guiding principles and preliminary strategic objectives for accomplishing the vision for the Study Area. Next steps for the Nomination Study process include identifying and facilitating the neighborhood visioning meetings, the preparation and distribution of an online visioning survey,

preparation and distribution of flyers advertising the neighborhood visioning meetings and finalizing the vision, principles and objectives for the LYLAKS BOA at the completion of the neighborhood meetings.

Steering Committee Meeting #4

The fourth Steering Committee meeting was held on November 5, 2012. The meeting was attended by representatives from the City of Rochester, the Rochester City Council, representatives of several neighborhoods within the LYLAKS BOA, Greentopia, the Genesee Land Trust and members of the project consultant team. Bergmann Associates provided a project status update to the Committee and provided the Committee with the results of the neighborhood outreach meetings and online survey conducted during the summer and fall of 2012. Bergmann led the Steering Committee through a Community Character Survey (CCS) exercise to elicit opinions on desirable and undesirable neighborhood development characteristics associated with housing, neighborhoods and commercial establishments. Participants were asked to rank a number of representative photographs on a scale of 0 (undesirable) to 10 (very desirable). Bergmann provided an overview of the existing environmental and physical considerations present within the LYLAKS Study Area that may impact future redevelopment, and provided a summary of previous land use planning efforts within the Study Area over the past 10-15 years. The Steering Committee was led through a land use planning design primer that portrayed elements of design critical for the creation of successful urban neighborhoods. Bergmann also conducted a future land use break out session, where the Steering Committee was split into two groups and invited to illustrate revitalization ideas on large format copies of the BOA boundary map. Next steps for the Nomination Study process included scheduling and facilitating the public design workshop for the project and the beginning of conceptual Revitalization Strategy in winter/spring 2013.

Steering Committee Meeting #5

The fifth Steering Committee meeting was held on June 3, 2013. The meeting was attended by representatives from the City of Rochester, representatives of several neighborhoods within the LYLAKS BOA and members of the project consultant team. Bergmann Associates provided a project status update and presented the results from the market analysis and the community design workshop held on February 19, 2013. Based on the findings of the market analysis, the design workshop and various previous meeting and workshops, the Revitalization Strategy options were presented to the steering Committee. Three Revitalization Strategy options were presented – a short-term plan to be implemented over the next 8 years, and two options for long range redevelopment (8-20 years). The short-term Revitalization Strategy illustrated the need to build on the assets already in place within the Study Area, including the open space network, riverfront, and stadiums. The short-term plan creates a strong, connected, and integrated loop between all areas of the BOA. The plan focuses on improving and enhancing the public realm to make the neighborhood a more desirable, safe, and aesthetically pleasing location. The adaptive reuse of Tent City, improvements and expansion of trail systems, new amenities at Campbell Street Community Center, and the interim reuse of the Orchard-Whitney site are

key elements of the short-term plan. Building off of the short-term plan's emphasis on green infrastructure, including an enhanced trail system, and infill development, long-term Option 1 represents a more conservative plan for the LYLAKS BOA. The Bee Bee Station on the Genesee River is suggested for redevelopment as is the Oak Street corridor across from Frontier Field. In addition to enhancing the quality of life for the residents, these improvements will entice outside visitors to spend additional time in the neighborhood. Long-term Option 2, is a more aggressive long-term plan for redevelopment of the LYLAKS BOA. The Orchard-Whitney site becomes an important center with ample green space and community-oriented services. Option 2 illustrates more aggressive mixed-use development on the waterfront and in the Oak Street corridor and proposes converting vacant lots into green space. As with Option 1, the proposed long-term plans serve to benefit both the community and visitors.

Steering Committee Meeting #6

The final Steering Committee meeting was held on August 12, 2013. The meeting was attended by representatives from the City of Rochester, representatives of several neighborhoods within the LYLAKS BOA and members of the project consultant team. Bergmann Associates provided an overview of the project process to date, including the finalization of the Phase 2 BOA Draft Nomination Study and the upcoming application for Phase 3 BOA Project Advancement. A proposed three phase Revitalization Strategy was presented and received feedback from the Committee. The Short Term Plan (0-7 years) focuses on improvements to the public realm including the enhancement of streetscapes and parks and the addition of the Rails to Trails. The Mid-Term Plan (8-15 years) introduces privately driven infill development projects including the BeeBee Station site, the Townhouse Development on Saratoga Street and the Neighborhood Mixed Used Development on Oak Street. The Long-Term Plan (15+ years) sees the expanded redevelopment of the waterfront, the establishment of Oak Street and Lyell Avenue as viable commercial corridors and a wider array of quality housing options for new and long-term residents.

PUBLIC INFORMATIONAL MEETING

The Public Informational Meeting for the Nomination Study was held on March 15, 2012 at the Edgerton Community Center. The meeting was attended by a representative from the City of Rochester, members of the project consultant team and several members of the public, although attendance was poor. Project consultant Bergmann Associates presented an overview of the existing conditions analysis performed for the Study Area, which contained a detailed inventory of demographics, natural resources, historic resources, infrastructure, significant buildings, major commercial and industrial facilities, potential brownfield sites and vacant/underutilized properties. A visioning exercise was also performed with the public to help the consultant team understand the needs, opportunities and constraints to revitalization activities within the LYLAKS Study Area. Common themes voiced by the participants during the visioning session included improving existing housing stock, increasing neighborhood safety, attracting businesses to support the stadiums,

eliminating vacant properties and rehabilitating dilapidated industrial buildings/sites. Next steps for the Nomination Study were discussed, including the preparation of a vision statement for the LYLAKS Study Area consistent with input received during the public informational meeting, as well as the development of guiding principles and strategic objectives to accomplish the vision.

NEIGHBORHOOD VISIONING MEETINGS

A series of visioning meetings were held during the summer and fall of 2012 with three neighborhood associations located within the LYLAKS Study Area. These meetings were added to solicit greater public input since attendance at the Public Meeting was poor. These meetings included:

- Charles Settlement House Neighborhood Association (August 8, 2012)
- People of Dutchtown (August 20, 2012)
- Edgerton Neighborhood Association (October 11, 2012)

During each of these meetings, project consultant Bergmann Associates provided an explanation of the New York State Department of State Brownfield Study Area program and gave a brief synopsis of existing conditions within the Study Area. Bergmann led participants through a Community Character Survey (CCS) exercise to elicit opinions on desirable and undesirable neighborhood development characteristics associated with housing, neighborhoods and commercial establishments. Participants were asked to rank a number of representative photographs on a scale of 0 (undesirable) to 10 (very desirable). Meeting participants were also led through a visioning exercise to identify what aspects of the community they would like to see remain the same or change over the next decade. Lastly, meeting participants were provided a hard copy of the project's visioning survey in an effort to better understand the public's vision for the LYLAKS BOA.

PUBLIC DESIGN OPEN HOUSE

The LYLAKS Public Design Open House, held on February 19, 2013, was intended to maximize flexibility in participation. The open house was organized to allow people to stop by at any time over a five-hour period and participate to the extent that they desired. The open house was organized around five primary stations, as described below:

Station 1 | Sign-In and Project Overview

Meeting attendees were asked to sign in and provide an email address. They were also asked to identify where in the City they resided or worked by placing thumbtacks on a map. A handout summarizing the planning process was provided to each member of the public. A large-scale informational board was also placed at Station 1, providing an overview of the LYLAKS project.

Station 2 | Community Survey

Station 2 consisted of an iPad. The online community survey prepared for the project was available on the iPad for anybody interested in taking it at the open house. The survey included ten quick questions which took approximately five minutes to answer.

Station 3 | Community Character Survey

Ten neighborhood and ten commercial development images were presented on a large board. Attendees were asked to rank the appropriateness of each image for inclusion within the BOA Study Area.

Station 4 | Design Workshop

Two large aerial maps depicting the Study Area boundaries were rolled out on two large tables. Attendees were asked to mark up the maps with their ideas about future projects and development within the BOA.

Station 5 | Strategic Sites

Three boards were displayed highlighting key redevelopment sites identified by the Steering Committee – the Tent City parcel, the Orchard-Whitney site and the riverfront (including all parcels abutting the Genesee River). Attendees were asked to share specific ideas for the redevelopment of these key sites.

Feedback was obtained at each station and has been incorporated into the Vision, Goals and Objectives section of the Nomination Study, as well as the preferred Revitalization Strategy for the LYLAKS BOA.

3 ANALYSIS OF THE LYLAKS BOA NEIGHBORHOOD REVITALIZATION AREA



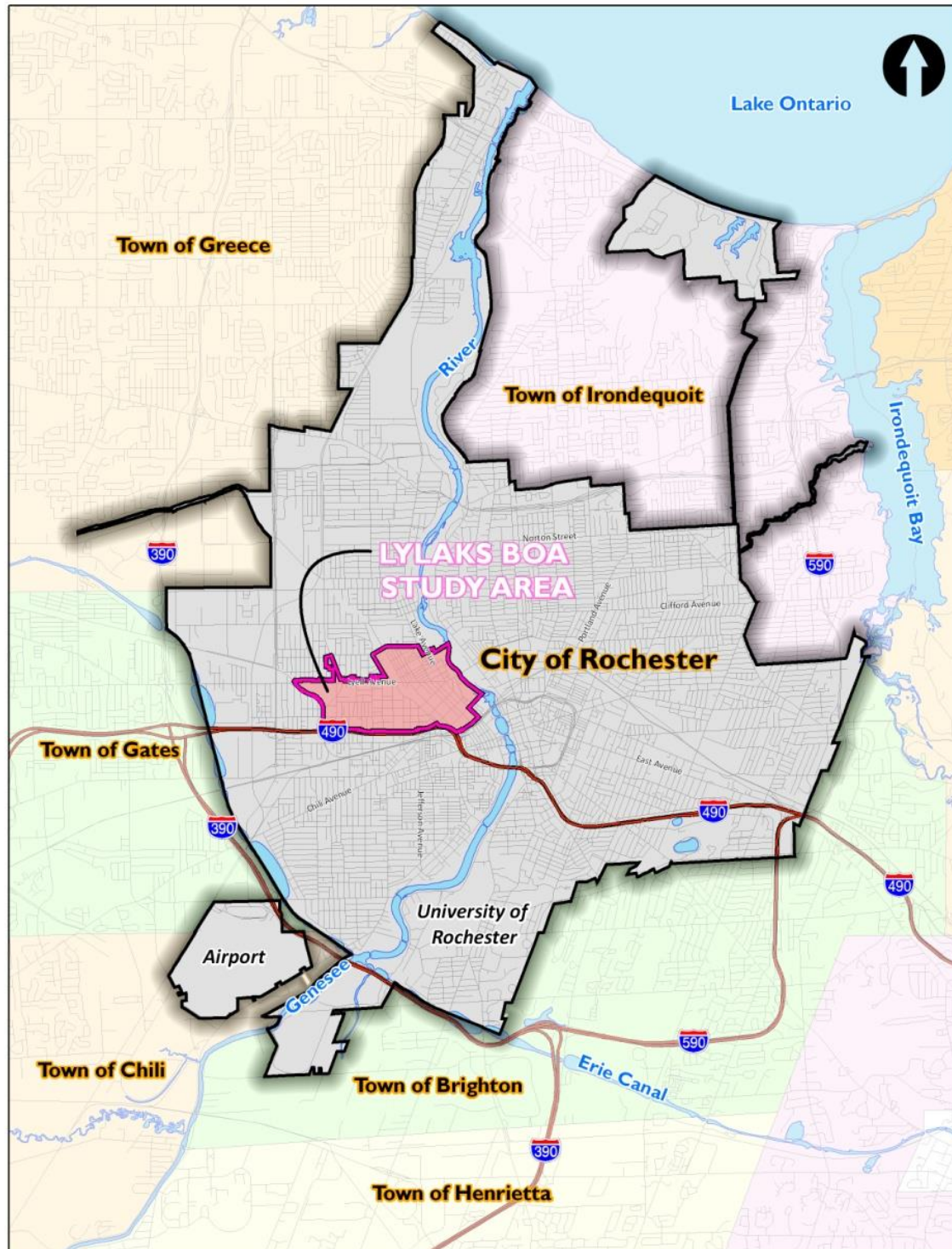
3.1 Community & Regional Setting

The City of Rochester is located on the southern shore of Lake Ontario in the heart of Monroe County in Upstate New York, directly between the cities of Buffalo and Syracuse. Rochester is the third largest city in New York State, behind New York City and Buffalo in total population. Covering 37.1 square miles, the population of Rochester in 2010 was 210,565, with a regional population of over 1 million (refer to Figure 1, Regional Context Map).

Although the region continues to face the same struggles as other Upstate New York municipalities, the region also continues to defy statewide trends in regards to job growth, unemployment and housing. The region's ability to achieve 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 acclaimed research colleges and universities, its medical campuses and the home of cutting-edge companies including Xerox, Kodak and Bausch & Lomb. Even though the large companies that once

defined the employment base and economic viability of the city have downsized over the last three decades, the region's economic diversification has allowed the region to continue to grow and prosper.

Figure 1: LYLAKS BOA Study Area Regional Context Map



DEMOGRAPHIC CONTEXT

The LYLAKS Study Area has experienced significant changes in many demographic categories over the past several decades. These trends are not only telling for what is occurring in the Study Area, but also how those trends compare to demographic trends occurring in the City of Rochester as a whole.

Population

According to the 2010 U.S. Census, the population of the City of Rochester is 210,565, having lost 9,208 residents since 2000 and 21,071 residents since 1990. Conversely, Monroe County has experienced an increase in population over the same period. The Monroe County population is 744,344 according to the 2010 Census, having gained 9,001 residents since 2000 and 30,376 residents since 1990. As the population data suggests, residents have been leaving the City of Rochester over the past two decades, many of whom are relocating to the suburban areas within Monroe County around the City. The LYLAKS Study Area is primarily residential and comprised of several distinct neighborhood areas, including JOSANA, Brown Square and Dutchtown, with small portions of the Study Area located within the neighborhoods of Lyell-Otis, High Falls and Edgerton.

A detailed breakdown of the LYLAKS Study Area's population by age is illustrated in Table 1. The LYLAKS Study Area is home to a disproportionately large population of youth, 18 and under, and young adults between the ages of 18 and 29. More than half of the population is under the age of 29. Such a population distribution suggests a significant population of school age children which can help direct short-term future redevelopment needs and services. Although young children do grow up, it is likely that this trend in age distribution will continue and should be a driving factor in planning for the future of LYLAKS. In addition, recent census data for the BOA population indicates an even distribution between males and females, with females comprising 51% of the Study Area population.

Table 1: LYLAKS Population by Age

Age	Population (BOA)	% BOA Population	Population (City)	% City Population
Total	7,204	100	210,565	100
Under 18	2,400	32.5	52,233	24.8
18-29	1,462	20.4	50,071	23.8
30-39	905	12.6	28,198	13.4
40-49	924	13.1	27,064	12.9
50-59	802	11.4	24,678	11.7
60-69	443	6.2	15,613	7.4
70-79	171	2.4	7,248	3.4
80+	97	1.4	5,460	2.6

Source: U.S. Census, 2010

Housing

According to the 2010 Census, there are approximately 3,244 housing units within approximately 2,800 residential structures in the LYLAKS Study Area. Of these housing units, 636 are listed as vacant, resulting in a vacancy rate of 19.6%; one fifth of the neighborhood's residential units sitting empty and acting as a blight on the surrounding community. The vacancy rate within the Study Area is significantly higher than that of the City of Rochester, which is 10.4%. Interestingly, the number of housing units within the Study Area has decreased by 487 units since 2000, yet the percentage of vacant housing units has remained relatively the same.

The majority of housing units within the LYLAKS Study Area are renter occupied. 2,049 housing units are renter occupied, accounting for 78.6% of all occupied housing units in the Study Area. 12.3% (320 units) of owner-occupied housing units are owned with a mortgage or loan while only 9.2% (239 units) are owned free and clear.

According to Real Property Data of the City of Rochester, nearly half of the structures (1,346) within the Study Area were constructed between 1901 and 1920. Only 161 structures have been constructed in the Study Area since 1941. The age of the building stock within the Study Area represents both opportunities and constraints in the redevelopment process. While some of the buildings, especially houses, have been left in disrepair and thus have little opportunity for renovation or reconstruction given financial constraints. Many buildings have historical character and, if renovated, could lead to significant financial and cultural benefits within LYLAKS. Table 2 provides a more detailed look at the age of the housing stock within the Study Area.

Table 2: LYLAKS Study Area Housing Stock by Age

Construction Date	# of Residential Structures	% of Total Buildings
1800-1850	32	1.1
1851-1900	582	20.4
1901-1920	1,346	47.2
1921-1940	155	5.4
1941-1960	82	2.9
1961-1980	43	1.5
1981-2000	33	1.2
Post 2000	3	0.1
No Date on Record	577	20.2
Total	2,853	100

Vacant parcels and structures account for 20 percent of the Study Area's parcels, reflecting the findings of the 2010 U.S. Census. The number of vacant housing units within the LYLAKS Study Area confirms the trends observed in the 2010 Census population data; that people are leaving the LYLAKS Study

Area and few new residents are taking their place. The lack of new construction in the Study Area indicates both a depressed economy and an ample building supply for potential reuse. Currently, however, many of the vacant buildings remain in a state of deterioration.

The 2007 City-Wide Rochester Housing Market Study evaluated each of the neighborhoods within the City based on a series of indicators including housing assessment, vacancy rate, crime, homeownership and income. Each of the neighborhoods within the LYLAKS BOA was identified as either Depreciated or Depressed. Depreciated neighborhoods, which include Dutchtown and the small portion of Lyell-Otis present in the BOA, are described as neighborhoods that “exhibit significant and overlapping issues....represent[ing] high proportions of both renters and families living in poverty.” Depressed neighborhoods, including JOSANA, Brown Square, and Edgerton, are characterized as neighborhoods that have “experienced the worst impacts of physical and socio-economic decline. The long-standing disinvestment trends have fostered deeply ingrained social, economic and physical issues that are difficult to address with new housing construction.” The median housing value for the Rochester Metro Area is \$121,600 and the City of Rochester’s is \$59,400, while the housing stock in the LYLAKS Study Area is significantly lower in value, closer to \$46,000.

The report discusses the need to prioritize and focus efforts and offers three strategies for doing so. Strategy 1 includes focusing on outlying transitional areas, which excludes all lands within the LYLAKS BOA. Strategy 2 includes focused reinvestment in neighborhoods adjacent to commercial corridors, including State Street/Lake Avenue and Lyell Avenue within the BOA. This strategy would have a considerable impact on residential neighborhoods within the LYLAKS Study Area. Strategy 3 includes focused reinvestment adjacent to City-wide assets. With the presence of a number of regional destinations within the BOA, residential neighborhoods around High Falls, Frontier Field, and Sahlen’s Stadium would benefit from targeted investment strategies. The Housing Study recommends a combination of the three strategies to identify the areas with greatest opportunity. Within the LYLAKS BOA, the Brown Square neighborhood and areas around the intersection of Broad and Lyell, as well as neighborhoods directly north of Lyell and west of Dewey Avenue were identified as “Study Areas” for targeted residential investment.

Households

The United States Census Bureau defines a household as “all the persons who occupy a housing unit (a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied).” In 2010, the number of households in LYLAKS decreased by 8.3%, losing 96 households from 2000 to 2010. When looking at the overall population in the Study Area against all housing units, there are approximately 2.22 people per housing unit. Due to the high vacancy rate, however, the actual housing unit density is actually 2.76, which is denser compared to the City of Rochester (2.17) and Monroe County (2.32). The population density, adjusted for vacancy, is relatively high for the region, but the high vacancy rate suggests that LYLAKS could substantially increase its population while maintaining its existing urban

fabric. The median age of households within LYLAKS, 26 years, is lower than that of the City of Rochester, 31.5, and the Rochester Metropolitan Statistical Area (MSA), 38.4.

THE REGIONAL ECONOMY

General Economic Outlook

The Rochester regional economy has experienced volatility over the past twenty years. With the downsizing or outsourcing of domestic operations by local industry such as Xerox and Kodak, the economy of the Rochester region is transforming from one based upon manufacturing and construction to a service-based economy focused around health care and education. The LYLAKS BOA has historically been more depressed than surrounding areas within the Rochester region. Due to the neighborhood's current high vacancy rate, lower household income, decline in population and aging housing stock, economic revitalization will be difficult to realize without sustained, targeted support from the City of Rochester.

Employment

Today, industry sectors with the largest employment in the Rochester region are health care/social assistance, retail trade and manufacturing, which accounted for 35% of all jobs in the Rochester region in 2010. While health care is forecasted to grow as a sector over the next decade, retail trade and manufacturing are expected to continue experiencing a large job decrease, losing over 16,000 jobs by 2020. An overall employment increase is expected to occur in the Rochester region, though the rate of increase is projected to be much slower than national or state rates. In terms of current unemployment, the industries with the highest unemployment rates in the Rochester region in 2010 included quarrying (16.94%), construction (15.63%) and accommodation/food services (11.55%). State and national unemployment rates are also highest in these industries.

Business Growth

As the Rochester region continues to transition to a service-based economy, new industries will be at the forefront of employment and income growth over the next decade. Due to the strong presence of educational institutions throughout the Rochester region, including the University of Rochester, RIT, St. John Fisher College and Nazareth College, professional, technical, scientific and educational industries are forecasted to experience some of the highest growth and investment over the next ten years. Additionally, Rochester is home to many large hospitals and health care institutions, including Strong Hospital, Highland Hospital and Rochester General Hospital. The presence of these institutions will also result in significant job growth in the Rochester health care industry over the next decade. Other industries forecasted for significant job growth between 2010 and 2020 include real estate, finance, insurance and food services.

Income

“Median annual household income” represents one of the standard measures of economic health in a region over time. The higher the median household income, the higher the amount of “spending power” the residents of a community have. The household income for residents within the LYLAKS BOA was approximately \$22,000 in 2010. This is nearly 62% lower than the median income for the regional Rochester economy, which registered a median household income of approximately \$58,000. Median household income within the Study Area is forecasted to rise 17% between 2010 and 2015, on par with the 16% rise forecasted for the regional Rochester economy. However, the disparity between annual household income in the BOA and annual household income for the Rochester region is forecasted to grow to a difference of nearly \$41,000 in 2015.

3.2 Inventory & Analysis

The inventory and analysis section of the Nomination Study provides a detailed discussion of existing conditions throughout the LYLAKS BOA. These existing conditions will serve to guide the Steering Committee in creating this Nomination Study, as well as providing the basis for redevelopment recommendations and other opportunities for the Study Area that may be implemented in Step 3 of the BOA process.

EXISTING LAND USE PATTERNS (Map 2)

In order to understand the future potential of the LYLAKS Study Area, it is important to know both where it has been and where it is today. This portion of the Nomination Study inventories existing land uses within the Study Area and evaluates land use patterns that will ultimately help to shape and define future redevelopment throughout the Study Area. The BOA and surrounding areas are represented by a full range of land uses which are intermixed with a number of vacant and underutilized parcels. Vacant sites range from small residential parcels to large-scale commercial/industrial properties.

As indicated on Map 2, the LYLAKS Study Area has a variety of land uses including residential, commercial, vacant, recreation, community services, industrial, public services and parks. Residential uses cover one third of the land area, commercial uses cover another third, industrial covers 12% of the land area and vacant land uses cover an additional 10%. The Study Area includes some of Rochester's most recognizable places, including Frontier Field, the Eastman Kodak Headquarters, Sahlen's Stadium and two Olmsted designed public spaces – Jones Square Park and Brown Square Park. Many of the large scale underutilized sites are well-known in the neighborhood as targeted redevelopment sites, including the Orchard-Whitney site on Lyell Avenue. Table 3 shows the breakdown of all land uses within the project Study Area by parcel data and acreage.

Key Findings LAND USE

The land use pattern in the BOA reflects a diversity that is often present in mature urban locations. While the diversity is one of its greatest assets, it can also represent a challenge as incompatible land uses are often situated in close proximity.

Land uses along the primary commercial corridors, where thriving employment centers and businesses once located, today represent lower value uses that do not provide the range of goods and services needed by surrounding residential neighborhoods.

In locations where residential uses are not predominant, small pockets of residential uses do exist. The appropriateness for these residential uses should be evaluated as the BOA moves forward, particularly in instances where residential abuts incompatible uses.

Deteriorating industrial structures afford opportunities for new development and adaptive reuse projects.

The greatest concentration of residential land uses is south of Lyell Avenue and west of Broad Street in the Dutchtown and JOSANA neighborhoods. There is also a significant amount of residential development east of Dewey Avenue on the north side of Lyell Avenue in the Edgerton neighborhood. The majority of commercial and industrial land is concentrated along the Lyell Avenue and Lake Avenue corridors. The Eastman Kodak Headquarters is situated in the southeastern portion of the BOA, and is located adjacent to the High Falls Business District.

Table 3: Existing Land Uses within the LYLAKS BOA

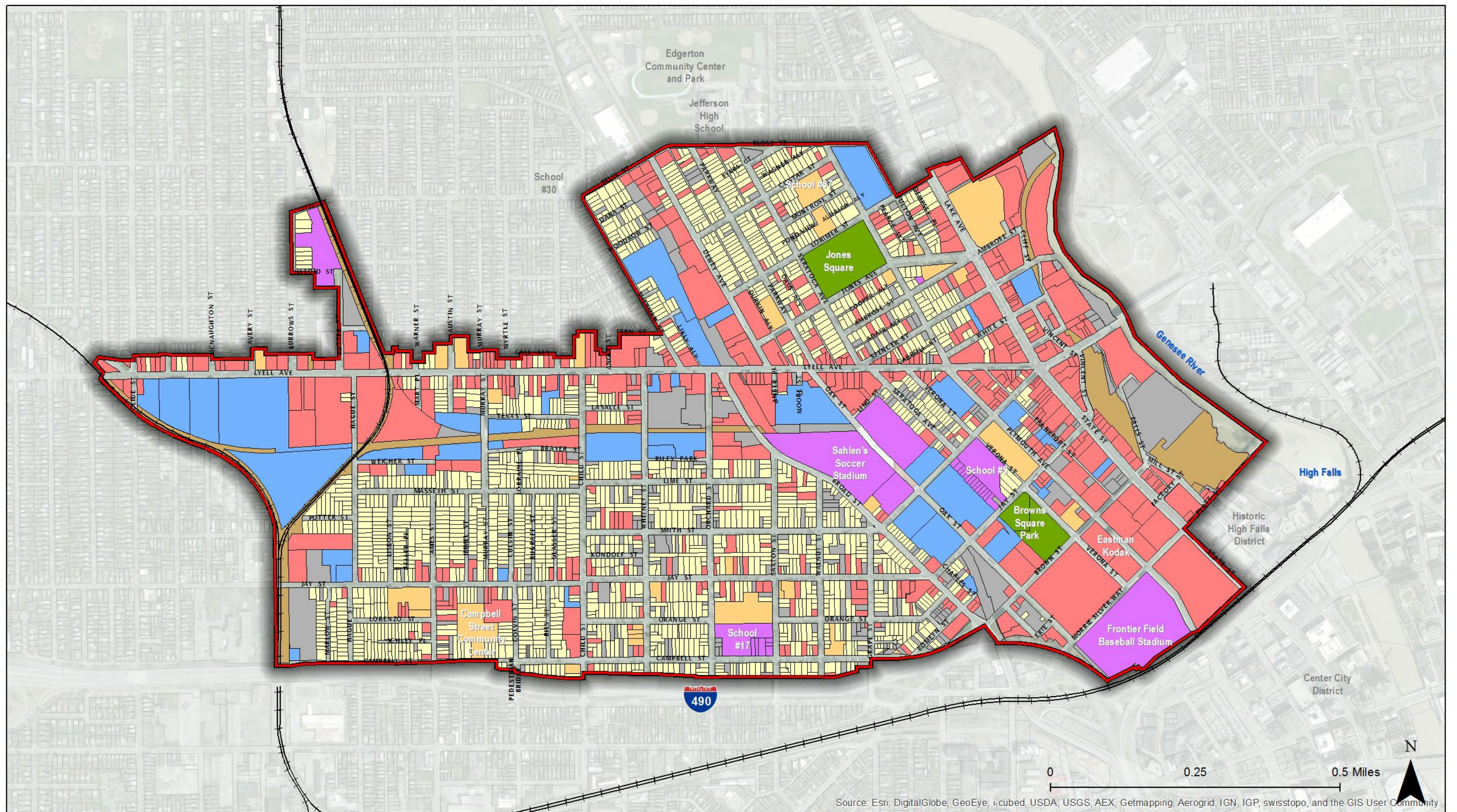
Land Use	No. of Parcels	Area (Acres)	% of Total Area
Residential	1,752	186.9	31.1
Commercial	552	171.2	28.4
Industrial	43	73.5	12.2
Vacant	373	61.4	10.2
Recreation & Entertainment	28	38.5	6.4
Public Services	16	31.8	5.3
Community Services	33	27.5	4.6
Conservation	3	11.2	1.9
Total	2,800	602	

Source: City of Rochester Assessment Bureau, 2010

Many of the commercial parcels not situated on major roads are located along the CSX rail lines that traverse the LYLAKS Study Area, just south of Lyell Avenue. Predominant commercial establishments within the BOA include warehouses, parking lots and detached row buildings housing retail businesses. Industrial parcels are scattered throughout the BOA, with the majority located on or directly adjacent to CSX rail lines and near the Lyell Avenue Corridor. The primary industrial land use within the BOA is manufacturing, which includes AAA Welding Fabrication, Pallett Express Corp. and Welch Machine, Inc.

The LYLAKS BOA Study Area is home to two of the largest sports facilities in Monroe County as well as smaller parks and public open spaces. Frontier Field is home to the Minnesota Twins Triple-A baseball affiliate, the Rochester Red Wings, and Sahlen's Stadium is home to the Rochester Rhinos of U.S.L. Professional Soccer, the Western New York Flash of the Women's Professional Soccer League and the Rochester Rattlers representing Major League Lacrosse. Brown Square Park, Jones Square Park, the Enrico Fermi School playground, the Haloid Street Playground and J.R. Wilson Park are park and recreation destinations available to users in the BOA.

This page left intentionally blank.



Source: Esri, DigitalGlobe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

EXISTING LAND USE

- | | |
|--|--|
|  Residential |  Community Services |
|  Vacant |  Industrial |
|  Commercial |  Public Services |
|  Recreation & Entertainment |  Conservation & Parks |

This page left intentionally blank.

NEIGHBORHOODS IN THE BOA (Map 3)

The LYLAKS BOA includes portions of six distinct and locally recognized neighborhoods. Each of these neighborhoods, shown on Map 3, is discussed in further detail below.

Lyell-Otis Neighborhood

The Lyell-Otis neighborhood (LONA) has the smallest geographic area in the LYLAKS Study, although it is a very significant and well-established neighborhood in the City. Within the BOA, Lyell-Otis includes the parcels on the north side of Lyell Avenue from roughly Campbell Park to Dewey Avenue. Efforts aimed at safety, job creation and residential neighborhood stabilization are led by LONA.



Well-maintained LYLAKS residence

Dutchtown Neighborhood

The Dutchtown neighborhood, as it is commonly referred, often conjures images of a historical connection to Holland. However, this neighborhood actually has strong German roots, with its name stemming from the word “Deutsch”, which was the language spoken by early German settlers. Early residents worked in the mills in Brown’s Race and created a strong residential network. The Campbell Street Community Center, an important neighborhood asset within the LYLAKS BOA, is within this neighborhood on the north side of Campbell Street, between Ames Street and the 490 Walkway. The Dutchtown Neighborhood Association actively strives to improve the character of the neighborhood through parks, public art and the redevelopment of former industrial properties.

JOSANA Neighborhood

The JOSANA neighborhood has been the focus of a significant planning effort in recent years, with the JOSANA Neighborhood Revitalization Strategy completed in 2010. The neighborhood boundary includes one of the BOA’s most recognizable brownfield sites, Orchard Whitney. JOSANA has historically been known as the “Fruit and Nut Neighborhood” due to the early immigrants that filled their yards with fruit trees. The neighborhood is dedicated to community vitality where weekly roundtable meetings between residents and key community

Key Findings **NEIGHBORHOODS**

The LYLAKS BOA contains a variety of neighborhoods, each with its own distinct composition. However, the neighborhoods within the LYLAKS BOA share the common goal of transforming their portion of the Study Area into a place where people want to live, tourists want to visit and businesses want to locate.

Each neighborhood that comprises the LYLAKS BOA possesses its own unique identity tied to its residents, its assets and its history.

stakeholders and organizations allow for sharing ideas and keeping members focused on enhancing safety while promoting non-violence and neighborhood pride. The Charles Settlement House, School #17, a community health and dental center and recent residential development through Flower City Habitat for Humanity are changing the face of this neighborhood.

Brown Square Neighborhood

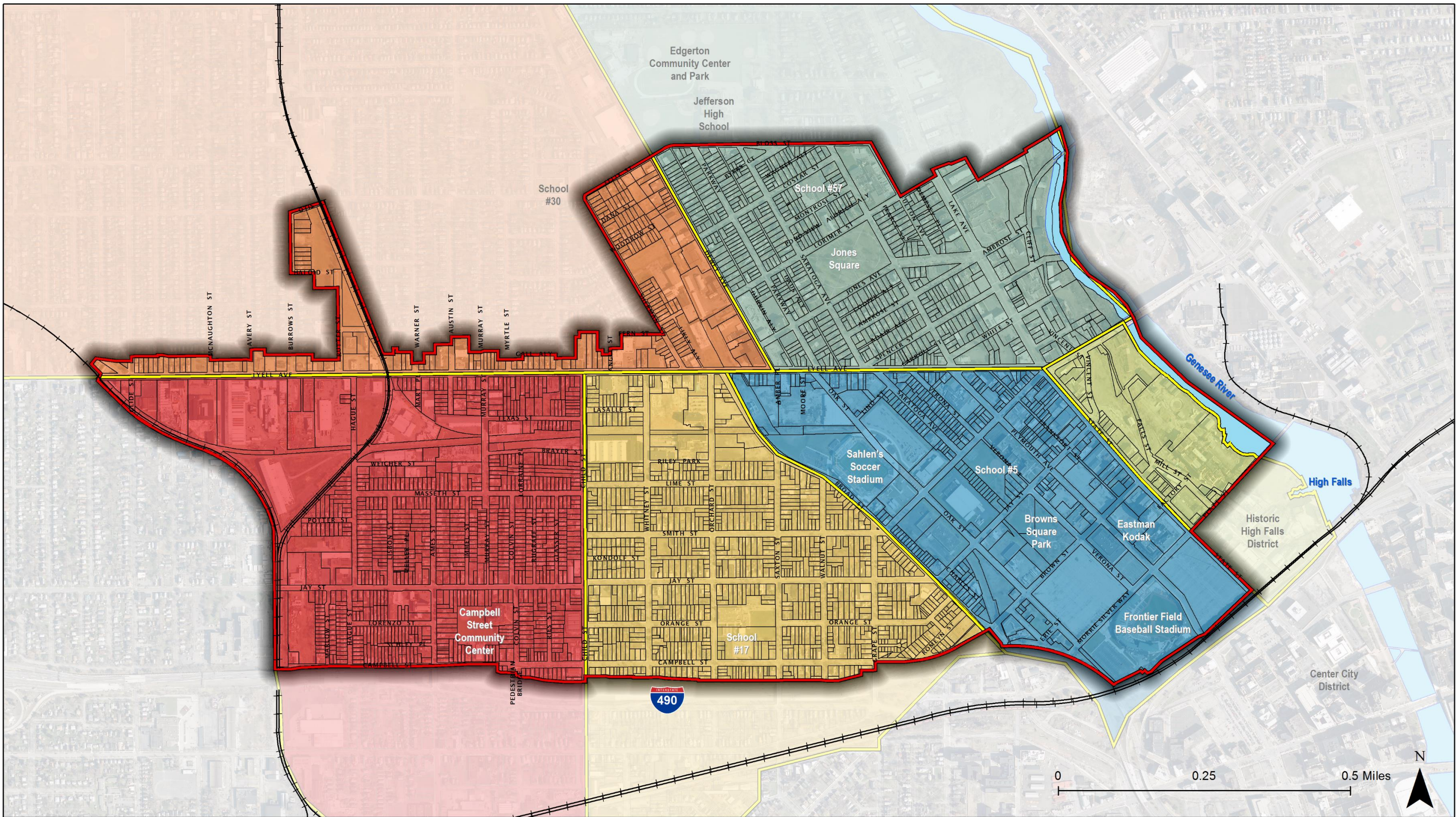
Brown Square is defined by a number of key sites and destinations, including Frontier Field, Sahlen's Stadium, Brown Square Park, Eastman Kodak Headquarters building, Zweigle's Inc. and DiPaolo's bakery. The neighborhood is named after the Brown Brothers who used High Falls for business and industrial pursuits through the 1800s. Brown Square Park was the first public land designated as a City park and designed by the famous Frederick Law Olmsted. The neighborhood became a destination for Irish and Italian immigrants and the area soon became known for its close-knit families. Urban renewal in the 1960s hit the neighborhood hard, with many residential units demolished to make room for larger business enterprises such as the Erie Canal Industrial Park. Today, remaining residents work together through the Brown Square Neighborhood Association to encourage new residential development, plant community gardens and increase owner occupancy. The neighborhood remains very focused on children by offering community-wide events to engage youth in the neighborhood.

Edgerton Neighborhood

The historic Edgerton Neighborhood is most often associated with the grand residences that line Lake Avenue north of the BOA Study Area boundary. One of the most significant neighborhood features within the BOA is Jones Square Park. One of the oldest public squares in the City, like Brown Square, it was designed by Frederick Law Olmsted. The history of the square is significant as it was used as a training ground for Civil War soldiers, as well as early baseball fields. Just north and outside of the Study Area boundary on the north side of Bloss Street is Edgerton Park, whose campus includes Jefferson High School and Edgerton Recreation Center.

High Falls Neighborhood

The High Falls neighborhood located along the Genesee River in the eastern portion of the BOA is one of Rochester's most historic areas, first settled in the early 1800s. Today, the neighborhood overlooking the landmark High Falls of the Genesee River is listed on the National Register of Historic Places, with many of the historic industrial buildings still standing. Over time, the industrial mill buildings of the High Falls neighborhood have been augmented by some of Rochester's most iconic developments, including the Kodak Tower. The neighborhood also contains the developing High Falls Business District, which contains trendy restaurants, bars, loft apartments and commercial establishments.



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study //

City of Rochester, New York

NEIGHBORHOODS

- Brown Square
- Edgerton
- High Falls
- JOSANA
- Lyell-Otis
- Dutchtown

MAP

3

1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

LAND USE REGULATIONS (Map 4)

Land use and development within the BOA are regulated by the City of Rochester Zoning Code, which identifies appropriate uses and their associated bulk and use requirements for individual parcels throughout the City. Map 4 and Table 4 identify the various zoning districts captured within the LYLAKS Study Area. Of the approximate 602 acres of parcel land area, the majority of the BOA is zoned R-1 Low-Density Residential (238 acres, or 40%), followed by M-1 Industrial (159 acres, or 26%).

The R-1 district is intended to maintain residential areas of the City that are predominantly owner-occupied, single-family detached and attached units that may be part of a larger, more diverse high-density residential area. The zoning seeks to promote pedestrian scale streetscapes and the unique character of these areas while protecting against undesirable conversions and incompatible uses. Areas zoned as R-1 are primarily located in two concentrated areas of the BOA: west of Broad Street between the rail line and I-490 and north of Lyell Avenue between Dewey Avenue and State Street.

The M-1 district is intended to maintain and grow employment opportunities in the form of traditional manufacturing uses, as well as alternative commercial enterprises, including retail, office space, and restaurants. The district also permits residential uses when accommodated in former industrial space and to promote live-work development scenarios.

The southeast corner of the BOA is included within the CCD Center City Zoning District. The CCD was established to foster a 24-hour downtown that embraces a comprehensive range of uses. Design districts ensure new development is consistent with the historic and architectural character of the downtown core. The Study Area falls within the Riverfront Design District. As such, in addition to general zoning requirements, development in this area is required to conform to an

Key Findings

LAND USE REGULATIONS

The M-1 Industrial district allows for a range of uses that may conflict with adjacent R-1 Low Density Residential neighborhoods.

Existing zoning in the BOA allows for a full range of land uses. However, if the strategic vision for a particular parcel is not permitted under current zoning regulations, it should not be considered a barrier or obstacle to achieving the desired redevelopment scenario.

The existing regulatory framework in place for the City of Rochester may be modified to achieve the vision and long-term redevelopment objectives identified in the Nomination Study.

Although design guidelines are in place for the Center City District, they should also be considered for key commercial and mixed use corridors, such as Lyell Avenue and Lake Avenue to improve the aesthetic condition of these heavily-traveled corridors.

additional series of design criteria associated with architecture, relationships to the street and surrounding buildings, signage, parking, site amenities and site design.

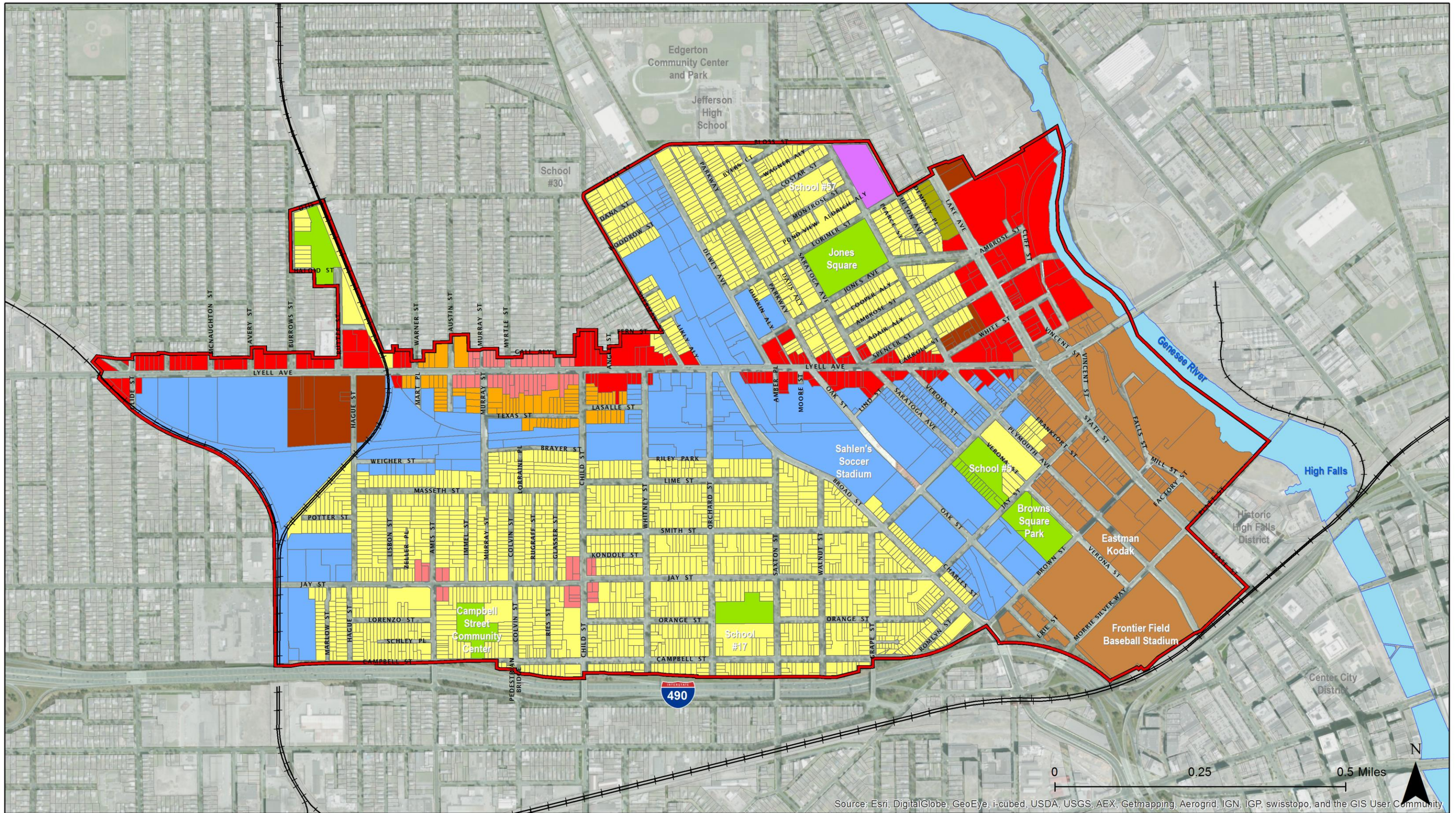
Commercial districts, including C-1 Neighborhood Center, C-2 Community Center and C-3 Regional Destination Center districts are concentrated along the Lyell Avenue corridor and Lake Avenue north of Lyell Avenue. These districts represent different scales of commercial development and are located throughout the Study Area as appropriate based on community character and surrounding context.

The BOA includes one Planned Development district, PD#2, located at the northeast corner of Lorimer Street and Plymouth Avenue. A Planned Development district indicates a defined area for unified development that may provide greater flexibility than permitted in other established zoning districts. The PD#2 zoning district corresponds to the Upstate Niagara Co-Op property, which is home to Upstate Farms' dairy processing and distribution facility.

Table 4: Existing Zoning Districts within the LYLAKS BOA

Zoning District	Total Area (Acres)	% of Total Area	Average Parcel Size	Total Parcels
R-1 Low Density Residential	239	40%	0.12	2,042
M-1 Industrial	159	26%	0.66	241
CCD Center City	85	14%	0.60	142
C-2 Community Center	55	9%	0.31	178
O-S Open Space	24	4%	1.10	22
R-2 Medium Density Residential	11	2%	0.14	82
C-1 Neighborhood Center	9	2%	0.14	66
C-3 Regional Destination Center	14	2%	0.74	19
R-3 High Density Residential	2	<1%	0.25	7
PD#2 Planned Development	4	<1%	3.76	1
Totals	602			2,800

Source: City of Rochester



This page left intentionally blank.

BROWNFIELDS (Map 5)

During the Pre-Nomination phase a comprehensive inventory of potential brownfield sites was completed, resulting in a better understanding of existing parcels and environmental constraints. A Preliminary Site Assessment was completed for 161 sites, of which 14 were publicly owned and 147 sites were privately owned.

Due to the expanded Study Area proposed for the LYLAKS BOA in the Nomination phase, 45 additional sites were identified for Preliminary Site Assessments and Pre-Nomination findings were reviewed, confirmed and modified as needed to ensure all data and information was up-to-date and relevant to the current planning process. Forty-five additional parcels were identified during the Nomination phase for further evaluation.

Methodology

A principal goal of the New York State Brownfield Opportunity Area Program is to help communities address areas that have been negatively impacted by the presence, or perceived presence, of contamination. Although redevelopment of brownfield properties may be complicated, community-led revitalization plans can facilitate preparation of such sites for “shovel-ready” redevelopment by identifying steps towards remediation, marketing and recommending future uses that align with the community’s vision for the neighborhood. The active reuse of brownfields acknowledges the intrinsic relationship between environmental sustainability and economic prosperity. Brownfield redevelopment benefits both individual property owners and the surrounding community. Brownfield property developers are eligible for tax credits and other financial and technical assistance that help make these redevelopment projects financially feasible. The surrounding community benefits from brownfield site investigation, cleanup and further re-investment opportunities.



Key Findings **BROWNFIELDS**

The LYLAKS BOA contains 206 parcels that were determined to be “potential brownfield sites” or “City-Identified Sites of Concern,” accounting for 28% of the land area within the BOA. The intensive industrial and commercial land uses that have historically located within the BOA have resulted in a high probability for site contamination issues that linger today.

The redevelopment of vacant brownfield sites such as the BeeBee Station site and the Orchard-Whitney site have the potential to act as economic catalysts for future industrial and commercial growth.

In an effort to better ascertain to what level of contamination may exist on properties within the Study Area, a Preliminary Site Assessment was conducted for parcels within the expanded Study Area boundary that were not examined during the Pre-Nomination phase of the project. Three New York State Department of Environmental Conservation Environmental Facility databases and one Environmental Protection Agency (EPA) Environmental Facility Database were reviewed to identify preliminary property conditions.

Brownfield sites are classified under one or more of the following databases:

- 1. EPA Hazardous Waste Generator Database – This database lists parcels where entities on the parcel historically produced and/or currently produce hazardous waste.**
- 2. NYSDEC Environmental Remediation Site Database - This database include sites investigated by NYSDEC and are known to have contained or currently contain hazardous contamination.**
- 3. NYSDEC Bulk Storage Database - Petroleum Bulk Storage (PBS) and Chemical Bulk Storage (CBS) facilities are parcels that currently possess, or possessed in the past, aboveground and/or underground storage tanks for the purpose of storing chemical and petroleum products. As the potential for leakage exists with any Aboveground Storage Tank (AST) or Underground Storage Tank (UST), these sites are treated as potential brownfields.**
- 4. NYSDEC Spills Database - Spill sites are parcels where substances that pose a hazard to human and environmental health have spilled and have been recorded by NYSDEC.**

A field review was subsequently conducted at each of the sites identified by the environmental facilities databases within the expanded Study Area during the week of December 19, 2011. During the field review, observations were noted as to the tenancy of the property (occupied vs. vacant), the presence or absence of structures, the composition of present structures, presence of storage tanks, process lines or other industrial equipment and any observable signs of environmental stress.

Information obtained during the preliminary site assessments and field reviews were incorporated into a Geographic Information System (GIS) database program specifically designed for the LYLAKS BOA project. A comprehensive site profile form was created through the database for each site of environmental concern identified in the expanded Study Area during the Nomination phase. Each site profile form contains detailed information about each site of environmental concern, including site location, photographs of the site, year of building construction, description of the property, potential

contamination issues as identified through state/federal database research and other on-site observations. Site profile forms for all potential brownfields within the LYLAKS BOA are included in Appendix B. It is important to note, however, that some sites within the Study Area not identified through one of the four databases may contain some level of potential contamination, and that the property profiles contained in Appendix B are by no means exhaustive.

The majority of the potential brownfield sites were determined to be of low to moderate environmental concern. Properties were identified as being of low environmental concern if the properties were the location of an isolated, remediated spill event, or if the property is a hazardous waste generator in good standing with no contamination issues, or a PBS/CBS facility possessing tanks that are operating within state or federal guidelines and requirements. These properties were also classified as “low to moderate environmental concern” due to the fact that in addition to the above-listed qualities, the properties are either isolated, residential in nature or an actively-operated business.

Sites of high environmental concern have a historic presence of one or more commercial or industrial entities operating on the property. Many of these sites have extensive known or perceived contamination issues arising from the historic presence of industry on the property. Sites of high environmental concern may have been a large quantity hazardous waste generator, possess PBS or CBS tanks that are not in compliance with regulations, are active spill sites where contamination has not been fully addressed or are properties listed in the NYSDEC environmental remediation site database. While many of these sites possess known contamination issues, it may be necessary to conduct additional environmental site assessment (Phase I, Phase II, Phase III, etc.) work to ascertain the extent to which the property is contaminated.

Of the 161 sites identified during the Pre-Nomination phase and the 45 sites identified during the Nomination phase, seven sites, totaling approximately 44 acres, were identified as possessing a history of known significant environmental contamination, and as such, were determined to be sites of high environmental concern. While these sites may be prime locations for targeted redevelopment within the BOA, the community will need to supplement the inventory and analysis of these sites by providing critical input in order to identify which of these seven sites are the “strategic sites” that could play a significant role in redevelopment activities within the BOA. Once these “strategic sites” are identified, funding for additional environmental investigations is available through the BOA program to help facilitate redevelopment within the LYLAKS BOA. The seven identified brownfield sites are described on the following pages and illustrated on Map 5.

1) 415 Orchard Street / 354 Whitney Street

The “Orchard-Whitney” site is a 3.9 acre site located between Orchard Street and Whitney Street, south of Lyell Avenue, in the central portion of the Study Area. The property has been home to numerous industrial entities since 1900, including Northeast Electric, Delco-General Motors and Sykes Datatronics. The operations of these entities, including the presence of bulk storage tanks, electrical transformers, power production, coal storage and dry cleaning, has resulted in areas of contamination across the property. The property is a NYSDEC Environmental Remediation Site, listed as “Class A” in the Environmental Remediation Program, meaning that it is continually undergoing remediation.

Today, one multiple-story brick building, approximately 371, 600 square feet in size, is located on the



Dilapidated buildings on the Orchard-Whitney Site

site. Other buildings that have existed on the site have either been demolished or destroyed during a 2003 fire. The site has been vacant and fenced off since the mid-1990s.

In 1999, the U.S. Environmental Protection Agency conducted a drum removal at the site, with over 15 drums of waste material removed. A Phase I Environmental Site Assessment (ESA) of the site performed by the City of Rochester in 2000 and a targeted Phase II ESA performed by NYSDEC in 2006 found that the soil and groundwater on the

site is contaminated by volatile and semi-volatile organic compounds (PAH's) and heavy metals. PCB's, asbestos-containing materials, petroleum products, lead based paints and flammable liquids were all historically used at the site and may still exist in unknown quantities in site soils, groundwater and/or building materials

In 2005, the City of Rochester was awarded an Environmental Restoration Program grant to conduct a Remedial Investigation (RI), perform a Remedial Alternatives Analysis (RAR) and to adopt interim remedial measures for the site. Demolition of the remaining structure, 415 Orchard, will be completed in 2014. Additional site characterization and remedial measures for the remainder of the 415 Orchard property is anticipated in 2015.

The Orchard-Whitney site is one of the largest vacant parcels in the BOA, strategically located along the Lyell Avenue commercial/industrial corridor. Because of extensive known contamination issues on-site, future redevelopment will likely be limited to commercial, industrial and recreational uses.

2) 935 West Broad Street

935 West Broad Street is a 0.58 acre property located in the central portion of the Study Area, northwest of Sahlen's Stadium. Between 1929 and 1994, the site served as a retail gasoline station and auto-body repair shop. The operation of the site as a gas station and auto repair facility resulted in petroleum product contamination in on-site soils and groundwater. The property is part of the EPA Brownfield



Parking lot at 935 West Broad Street

Cleanup Program. The site is also a listed former Petroleum Bulk Storage facility, an EPA-listed former Hazardous Waste Generator and a registered Spill Site. Phase I and II ESA's were completed for the site in 2005. The ESA's found that in areas of the site where several large underground storage tanks were located, soils and groundwater have been contaminated with volatile and semi-volatile organic compounds.

Other areas of concern included the southwest portion of the property, where underground hydraulic oil reservoirs once existed and the

northeast/southeast portion of the property where gasoline pumping islands once existed. An "Analysis of Brownfield Clean-Up Alternatives" prepared by the City of Rochester Department of Environmental Quality in 2006 stated that remediation activities for the site would include a combination of removal of contaminated on-site soils combined with oxygen injection into remaining soils for the purpose of biodegrading remaining organic compounds. A 32-point oxygen-injection system was installed on-site in 2007. In July 2012, site remediation activities concluded and the City received a "No Further Action" letter from the NYSDEC. Currently, the site is used for parking for season ticket holders at nearby Sahlen's Stadium.

935 West Broad Street is located across the street from Sahlen's Stadium, one of Rochester's premier destinations. While the stadium utilizes the property for season ticket holder parking, a higher, better use of the land could be achieved by using the site to more directly support the activities at the stadium.

3)Former Kleen Brite Property

The former Kleen Brite Laboratories facility is located on a 4 acre parcel at 601 Oak Street, south of Lyell Avenue, in the center of the Study Area. The property was historically used for the manufacturing of household cleaning products, including soaps and detergents until 2001. Since then, the 41,000 square



Aerial view of former Kleen Brite property

foot building has sat vacant, with the parking areas used for tractor trailer container storage by a nearby business. The site sits one block north of Sahlen's Stadium and is located along the City's former subway line. The property was considered at one time by the Rochester Rhinos Soccer Club for extra parking for events at Sahlen's Stadium.

The Former Kleen Brite property is located close to Sahlen's Stadium. Due to its strategic location, the Former Kleen Brite property might be suited for future mixed use development. Uses supported by the operation of the stadium, as well as commercial or industrial uses taking advantage of the proximity of the site to Lyell Avenue and Route 490 may be attractive options for the site.

4) Former Raeco Products Site

The former Raeco Products site is located on a 3 acre parcel at 24 Spencer Street in the northeastern portion of the Study Area. The property is located between the Volunteers of America Human Services complex and the Genesee River gorge. From the 1930s up until 1987, the property was owned and



Former Raeco Property on Spencer Street

operated by John H. Rae, Inc. (Raeco) as a bulk storage, blending, packaging and distribution facility for chemicals and petroleum products, resulting in extensive site contamination. Since 1995, the property has been used for the storage and repair of construction vehicles and equipment.

In 1997, 553 drums and 5-gallon pails were removed from the property by the Environmental Protection Agency. NYSDEC conducted a Preliminary Site Investigation (PSI) on the property in 2001 to determine the potential nature and extent of on-site contamination

at the Raeco property. The PSI determined that volatile organic compounds, semi-volatile organic compounds and metals were present in excessive concentrations within the soil on the property. The PSI also found that groundwater and surface water was contaminated with various types of volatile organic compounds and metals (aluminum, barium, lead and iron).

NYSDEC completed its Remedial Investigation and Feasibility Study for the site in 2009, with a Record of Decision (ROD) signed in 2010. The ROD specifies that the contamination issues on the property need to be remedied through removal or capping of contaminated soils on the property, the installation of a soil vapor extraction system and the installation of a vapor mitigation system. Further, the ROD prohibits consumption of groundwater by humans, gardening and farming activities and limits the potential future land use of the site to commercial and/or industrial. The proposed remedial design and remedial components outlined in the 2010 ROD are currently being implemented, with remedial activity slated for completion in 2012.

The primary asset of the property is its location on top of a scenic bluff along the Genesee River gorge and its corresponding views of the City of Rochester skyline. Riverfront property with scenic views could be a significant asset in the overall redevelopment of the LYLAKS BOA, although site redevelopment is limited to commercial or industrial use.

5) Former Rochester Gas & Electric BeeBee Station

The BeeBee Station was a power generating plant owned and operated by Rochester Gas & Electric, located along the Genesee River in the easternmost portion of the Study Area. The 90,000 square foot station is located on a 13-acre property that runs between Mill Street and the Genesee River. Since its closing in 1999, the site has been primarily vacant. The site is both a listed NYSDEC Remediation Site and a listed EPA Small Quantity Hazardous Waste Generator.



Rochester Gas & Electric's BeeBee Station from Mill Street

Constructed in the 1940s, Rochester Gas & Electric used the BeeBee Station to burn coal for the creation of electric power for the City of Rochester. Prior to 1940, portions of the site were used by Rochester Gas & Electric for the West Station Manufactured Gas Plant. Interim Remedial Measures were performed on the site between 1994 and 1997, which included the removal of a 20-foot layer of coal tar that existed below ground. Residual contaminated soils were buried on-site and capped with an 8-foot layer of clean soil. A Remedial Investigation/Feasibility Study Work Plan was completed for the site in 2008. Beyond existing coal tar contamination, the Remedial Investigation found that the soils and sub-surface groundwater has been impacted by dense non-aqueous phase liquids (DNAPL), polycyclic aromatic hydrocarbons (PAH's), volatile organic compounds and semi-volatile organic compounds. DNAPL were also observed to have leached from the site into the sediments of the Genesee River bottom.

In December of 2013 the City received an application to demolish and remediate the Rochester Gas and Electric BeeBee Station Main Plant. The scope of work includes complete structure decontamination (asbestos, lead based paint, etc.) and demolition of the multi-story BeeBee Station Main Plant, Station No. 3 office building, various sheds and small outbuildings -- approximately 330,000 square feet in total. Additional proposed tasks include shale rock cliff stabilization, removal of above and below ground utilities no longer required for site operations, maintenance and security and selective site restoration to a vegetated state. No redevelopment is proposed.

The building sits adjacent to the revitalized High Falls District and the well-preserved Teoronto Block Historic District, making the site desirable for development. The property's location along the Genesee River affords unique and scenic views up river of High Falls.

6) Eastman Kodak Headquarters

Since 1892, Eastman Kodak has been one of the most influential businesses in the Rochester area and an innovator in the fields of photography and technology. The Eastman Kodak Administrative Offices at 343 State Street account for approximately 16 acres of the Study Area. The complex includes a number of buildings used for administrative office space, production of photography equipment, photography chemicals and electronics. The 360-foot tall Kodak Tower, a Rochester landmark, is also located on the property, and primarily houses administrative offices.

The property contains nine large, active aboveground petroleum bulk storage tanks associated with the production of Kodak products on-site. The Kodak site has been used for decades for heavy industrial

purposes, utilizing many different types of chemicals for processes supporting Kodak's main business of photography. As the campus is still in active use today, the extent of potential contamination is relatively unknown.



Kodak Headquarters on State Street

Due to changes to Kodak's business model, parts of the Kodak campus remain vacant or underutilized. With the increasing amount of vacant space coupled with infrastructure already in place, the Kodak campus is an ideal location to target future redevelopment activities within the LYLAKS BOA. Currently, Monroe Community College is committed to leasing space on the Kodak campus, which would bring increased activity to the State Street corridor / High Falls District.

7) Volunteers of America

The Volunteers of America – Rochester Post owns and operates the 65,000 square-foot Human Services Complex at 214 Lake Avenue, in the northeastern portion of the Study Area. Constructed in 1998, the Human Services Complex offers a variety of programs for residents within the LYLAKS BOA, including children’s literacy programs, child care, drug/alcohol recovery support, food bank, clothing/housewares outlet and homelessness intervention.

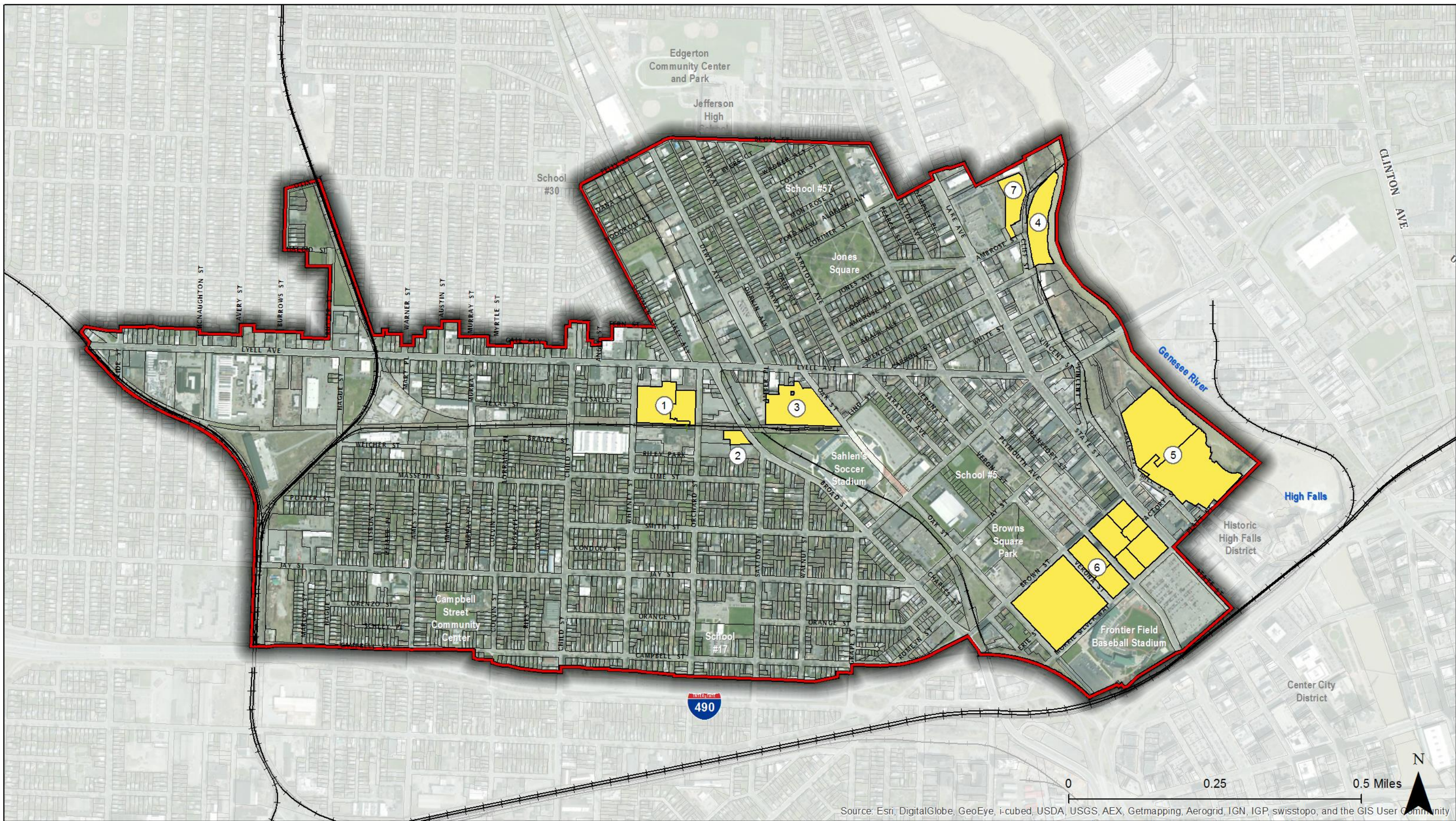
The Volunteers of America also own a 2 acre property adjacent to the Human Services Complex that is listed as a NYSDEC Remediation Site, under the Brownfield Cleanup Program. The site was historically used for coal storage and as a landfill, including the deposition of approximately 10,000 gallons of coal tar by Rochester Gas & Electric. Phase I and Phase II Environmental Site Assessments were completed for the site in 1997 and VOA entered the Brownfield Cleanup Program in 2005. Suspected on-site contaminants identified in the Environmental Site Assessments include coal tar, Polycyclic Aromatic

Hydrocarbons (PAH’s), Poly-Chlorinated Biphenyls (PCB’s), pesticides, metals, chlorinated solvents and petroleum products. A Remedial Investigation work plan was approved by NYSDEC in 2007 to determine the nature and extent of contamination on the property. The Remedial Investigation was completed in 2012 and the Alternative Analysis Report is currently being prepared for commercial redevelopment.



NYSDEC Remediation Site - Volunteers of America

The VOA site is located adjacent to the former Raeco property and VOA Human Services Complex. This vacant site is owned by the VOA and is expected to undergo redevelopment in the near future. Because the low to moderate levels of impacted historic fill soils allow for feasible remediation under the New York State Brownfield Cleanup Program, any potential future redevelopment of the site would qualify for the New York State Brownfield Tax Credit.



Source: Esri, DigitalGlobe, GeoEye, i-cubed, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

SIGNIFICANT BROWNFIELD SITES

- 1 415 Orchard Street/354 Whitney Street
- 2 935 West Broad Street
- 3 Former Kleen Brite Property
- 4 Former Raeco Products Site
- 5 Former RG&E BeeBee Station
- 6 Eastman Kodak Headquarters
- 7 Volunteers of America Site

This page left intentionally blank.

VACANT & UNDERUTILIZED PROPERTY (Map 6)

Vacant Properties

A total of 375 vacant parcels are located within the LYLAKS BOA. Vacant parcels account for 71 acres of land within the Study Area, comprising approximately 12% of parcel land area within the BOA. Most vacant parcels consist of former residential properties abandoned by their owners over time. Of the 375 vacant parcels in the Study Area, 112 parcels were formerly commercial (35 acres) and 263 parcels were formerly residential (21 acres). Vacant and underutilized parcels in the LYLAKS BOA are illustrated on Map 6.

The City of Rochester assumed ownership over many of the vacant properties within the Study Area, while others remain under private ownership. The City of Rochester is the largest single land owner of vacant parcels within the Study Area. The City currently owns a total of 222 vacant parcels, accounting for 4% of total land area within the BOA (25 acres).

The largest concentrations of vacant parcels can be found in the JOSANA and Dutchtown neighborhoods south of Lyell Avenue. Between Hague Street in the western portion of the Study Area and Broad Street in



Vacant properties like this parcel on St. James Street mar the landscape the eastern portion of the Study Area, the JOSANA and Dutchtown neighborhoods account for more than half of

Key Findings

VACANT & UNDERUTILIZED PROPERTIES

The majority of LYLAKS' vacant parcels are zoned residential and concentrated in the Dutchtown and JOSANA neighborhoods. In these residential areas, opportunities exist for infill residential development and/or the creation of pocket green spaces and community gardens.

Approximately 15% of the vacant and underutilized land in the Study Area is publicly-owned. The presence of publicly-owned vacant parcels may help expedite redevelopment initiatives. With the majority of vacant and underutilized land under private control, cooperation from landowners is essential.

Large vacant and underutilized parcels include the former BeeBee Station, the Orchard-Whitney Site, the former Kleen Brite property and the Raeco Site. As many of these properties are also potential brownfields, redevelopment may be complicated by the need for environmental studies and remediation activities.

the vacant parcels in LYLAKS. With 1,451 parcels in these neighborhoods, the vacancy rate between Hague Street and Broad Street is approximately 14%, higher than the City’s 10.4% average. While not as prevalent, a number of vacant parcels are also found along the Study Area’s commercial and industrial corridors.

Underutilized Properties

As with vacant parcels, the opportunity for the redevelopment of an underutilized parcel is greater than with an active, intensely-used property. An “underutilized” property was determined to have one or more of the following characteristics:

- Building is vacant
- Is improved, but with no active uses
- Is improved, but not functioning to the highest and best use
- Is partially developed/utilized

A total of 189 underutilized parcels are located within the Study Area, accounting for a total of 96 acres of land. Underutilized properties comprise approximately 16% of total land area within the BOA.

A comparison of vacant and underutilized parcels and their relationship to the rest of the Study Area is illustrated below in Table 5. Approximately 24% of the land area in the LYLAKS BOA presently operates with less than optimal activity or no activity at all. The amount of vacant and underutilized parcels, coupled with the concentration of vacant and underutilized parcels throughout the Study Area helps to provide a level of insight into areas where targeted redevelopment initiatives can be focused.

Table 5: LYLAKS Study Area Vacant & Underutilized Parcels

	Private Ownership		Public Ownership		Total Parcels	Total Acres	% of BOA Area
	<i>Parcels</i>	<i>Acres</i>	<i>Parcels</i>	<i>Acres</i>			
Vacant Land	153	46.0	222	25.1	375	71.1	11.8%
Underutilized Land	186	94.3	3	1.3	189	95.6	12.4%
Total	339	140.3	225	26.4	564	166.7	24.2%

Source: City of Rochester Assessment Data (2010)

The majority of the parcels identified as “underutilized” are located along the Genesee River and the commercial and industrial corridors within the Study Area, predominantly along Lyell Avenue, Lake Avenue, State Street and Broad Street. Along these corridors, parcels that were once



Underutilized parcels around Sahlen's Stadium do not benefit from the professional sports complex's location in the northwestern portion of the City of Rochester

bustling industrial employment centers have been replaced by entities that no longer use the building or property to the extent historically used.

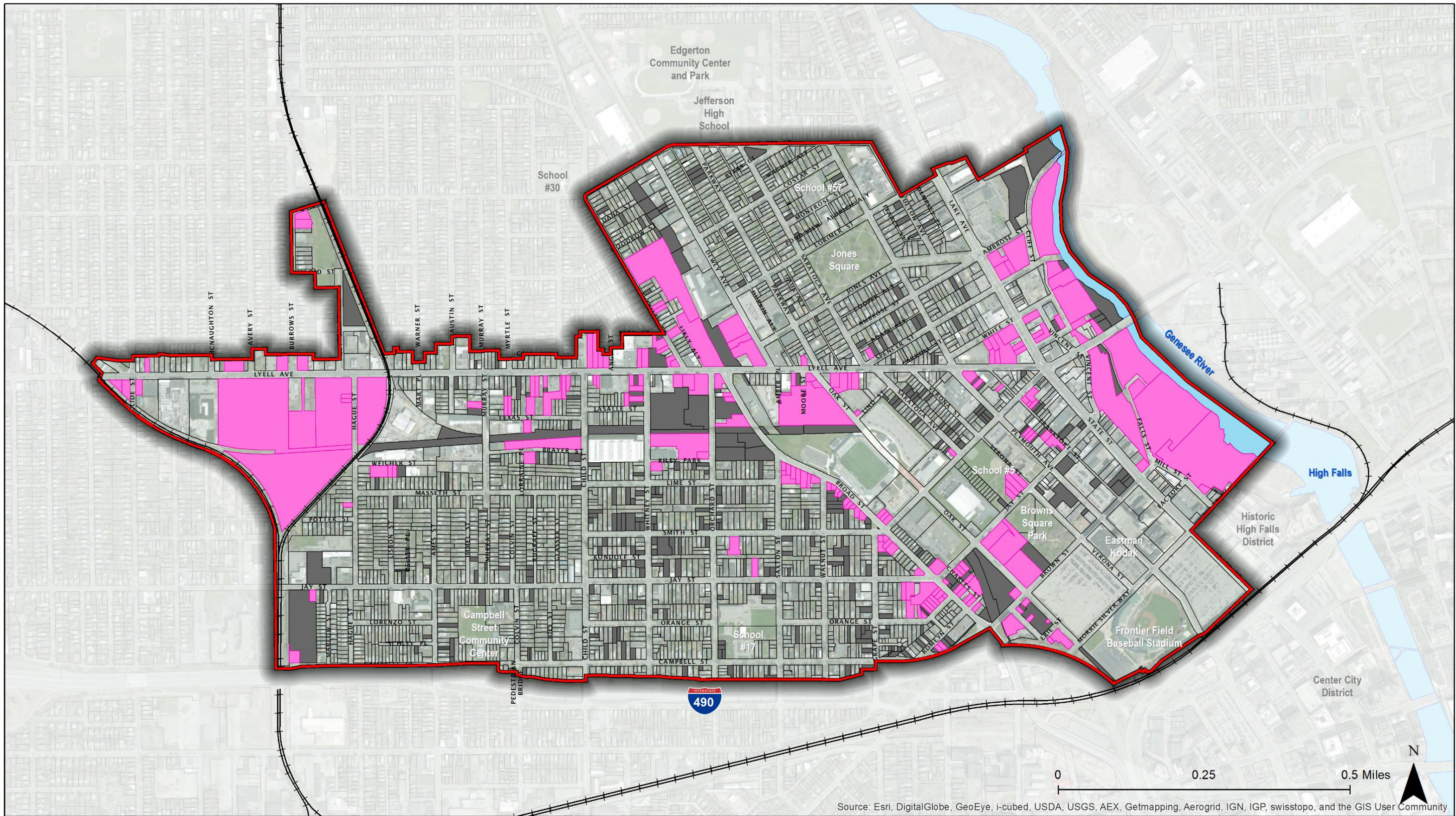
A number of large former commercial and industrial parcels are located throughout the Study Area, including the former RG&E BeeBee Station, the former Kleen Brite property and the Orchard-Whitney site. Described in detail in the previous “*Sites of Environmental Concern*” section of the Nomination Study, these sites present some of the greatest opportunities for adaptive reuse within the LYLAKS Study Area. The large former industrial

sites are in close proximity to Interstate 490 and the New York State Thruway, making them attractive to entities requiring access to high-capacity transportation infrastructure.

Redevelopment focused on vacant or underutilized brownfield parcels also help to transform contaminated eyesore properties into vibrant commercial and industrial centers that create jobs for the residents of the BOA, create tax revenue for the City of Rochester and bring people back to the LYLAKS Study Area to live, work and shop.

A notable concentration of underutilized parcels is also found along Broad Street, across from Sahlen's Stadium. These unoccupied or under-occupied residential parcels are in stark contrast with the massive soccer stadium, parking lots and administrative office buildings located across Broad Street. Existing community planning documents, such as the “JOSANA Neighborhood Revitalization Strategy,” call for the clustering of mixed uses along Broad Street to not only create better integration of the stadium into the fabric of the community, but to also provide places to shop and recreate with the stadium as a focal point.

This page left intentionally blank.



LYLAKS Brownfield Opportunity Area Nomination Study // City of Rochester, New York

VACANT & UNDERUTILIZED PROPERTY MAP 6

■ Vacant Properties

■ Underutilized Properties

1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

STRATEGIC SITES (Map 7)

The LYLAKS Study Area has three primary strategies sites important for the area's revitalization, as identified by members of the Steering Committee with additional public input provided at the February Design Workshop. Spread out over several parcels, these three strategic sites are: the Orchard-Whitney site, the Tent City property and riverfront properties. The three strategic sites, as depicted on Map 7, covering 28 acres that, either separately or in tandem with other sites, have the highest potential to act as catalysts for renewal and investment with the Study Area. The environmental background of these sites has been discussed in greater detail in the previous section, "*Sites of Environmental Concern*." Therefore, only a brief summary of the strategic importance and ownership of these sites will be described below.

1. **1037 Jay Street:** This large, vacant parcel is well-located for industrial use thanks to its proximity to the CSX rails, I-490 and other large, active industrial businesses.
2. **Campbell Street Community Center:** The Campbell Street Community Center is currently underutilized by the community due to its lack of connectivity to the surrounding neighborhood and its lack of relevant programming. With accessibility and programming improvements, the Community Center could have a greater impact on the surrounding community.
3. **Orchard/Riley Park Block:** This block contains two industrial, underutilized buildings and parking lots that, if appropriately redeveloped, could have a transformative effect on LYLAKS. Located adjacent to the planned Rails to Trails, the Orchard-Whitney site and Sahlen's Stadium, this site has the potential for increased visitorship and value.
4. **Orchard-Whitney Site:** The Orchard-Whitney site, located on Lyell Avenue between Orchard and Whitney Streets, is the epicenter of the Study Area. Since 1900, this 4-acre site has been used for industrial purposes and contains areas of extensive contamination. Several factory buildings have occupied the site over time, but it has been vacant and fenced

Key Findings STRATEGIC SITES

The private ownership of the majority of parcels within the three strategic sites will require close coordination and a detailed land assembly strategy to facilitate redevelopment.

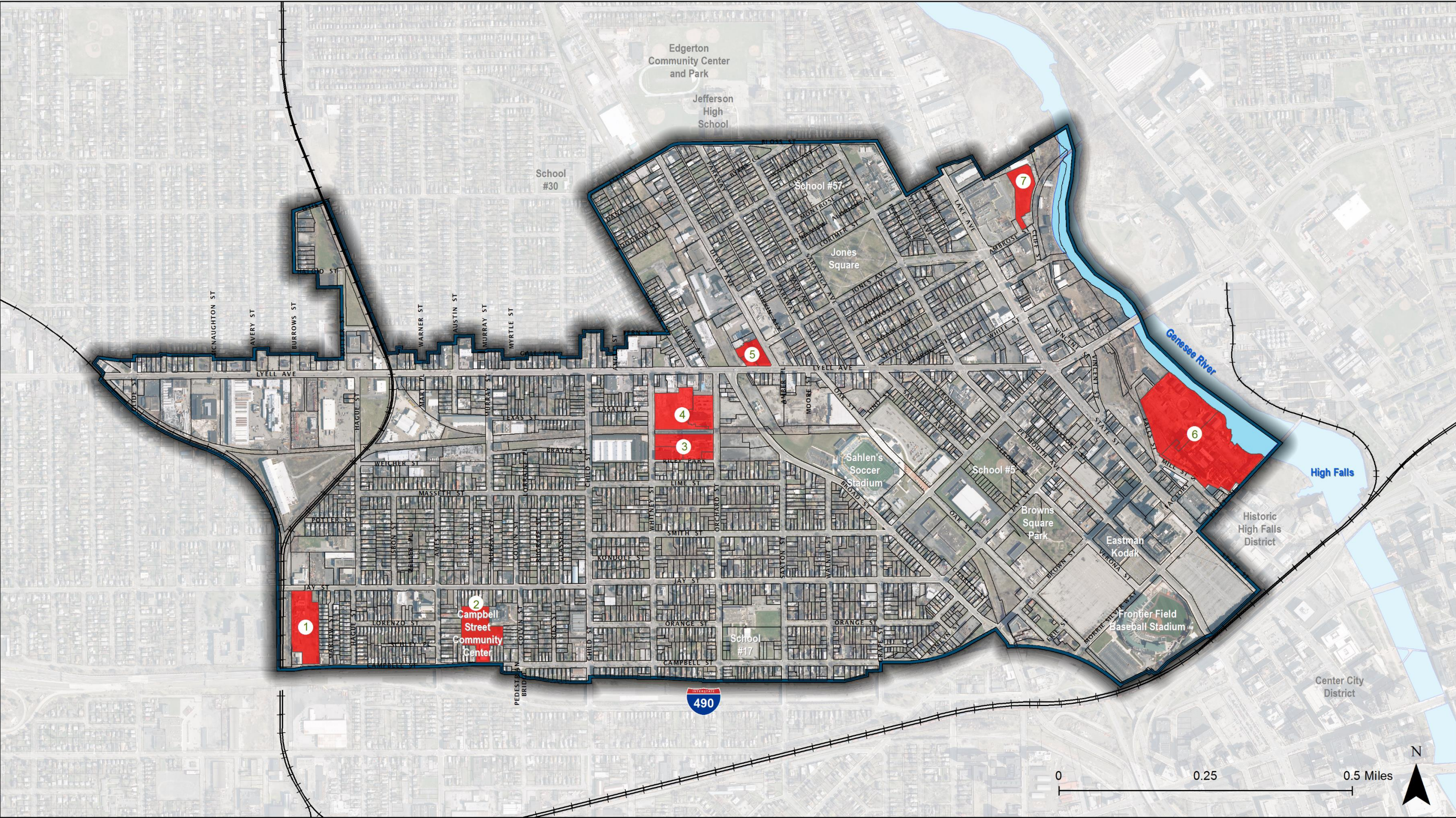
Some publicly-owned parcels within the Study Area are viable economic engines that could help to stimulate future development opportunities. Examples of these successful publicly-owned properties include Sahlen's Stadium and Frontier Field.

The environmental status of many of the vacant parcels within the BOA is unknown, yet these sites are also a significant opportunity for new investment within LYLAKS.

The concentration of vacant and underutilized parcels along the riverfront and around the Orchard-Whitney site provides a unique opportunity for large-scale, transformative revitalization projects.

off since the mid-1990s, with one, soon to be demolished building remaining. The Orchard-Whitney site is particularly strategic for the revitalization of LYLAKS not only because of its central location, but also because of the considerable amount of vacant or underutilized parcels that comprise the site. Extending south to Riley Park and east to Oak Street there are an additional 15 acres of vacant or underutilized parcels that could be incorporated into large-scale, transformative redevelopment projects centered around the Orchard-Whitney site.

- 5. Former Tent City Building:** The Tent City building is located at the northwestern corner of Lyell Avenue and Dewey Avenue in the north-central portion of the Study Area. The building was constructed in 1890 as a warehouse, most recently used for that purpose by the Tent City Company. The 1-acre property is currently vacant and for sale by Winn Development. Tent City's good structural condition and convenient location along major roadways makes it one of the few "shovel-ready" projects in LYLAKS. The successful redevelopment of Tent City could act as a catalyst to spur on other private-sector investments along the Lyell Avenue commercial corridor.
- 6. Former BeeBee Station:** The LYLAKS BOA waterfront consists of 23 acres along the western bank of the Genesee River, providing views of the downtown and the River's unique rock-faced gorges. The LYLAKS waterfront corridor has the potential to become an economic catalyst for the LYLAKS area as a destination for entertainment and recreation due to its prime location and development potential of various vacant parcels and buildings suited for adaptive reuse. The waterfront's most prominent site for revitalization potential is the 13-acre BeeBee Station site. The BeeBee Station site has the potential to be an attraction and economic catalyst for the Genesee River Gorge. Due to the area's historic participation in the manufacturing industry, much of the waterfront is comprised of vacant, underutilized and contaminated sites.
- 7. 18 Ambrose Street:** The former 3.4 acre Raeco Products site has undergone environmental remediation through the Brownfield Cleanup Program and will provide potential developers with tax credits. From the 1930s through 1987, the Site was owned and operated by John H. Rae, Inc. (Raeco) as a bulk storage, blending, packaging and distribution facility for chemicals and petroleum products. Poor practices over the years resulted in extensive site contamination. The site is well-located for industrial use thanks to its proximity to other large, active industrial businesses and major roadways. This site, located next to the former rail corridor, could increase in value and potential uses if the proposed El Camino Trail Extension is implemented.



STRATEGIC SITES

- | | | |
|------------------------------------|-----------------------------|---------------------|
| 1 1037 Jay Street | 4 Orchard-Whitney Site | 7 18 Ambrose Street |
| 2 Campbell Street Community Center | 5 Former Tent City Building | |
| 3 Orchard/Riley Park Block | 6 Former BeeBee Station | |

This page left intentionally blank.

LAND OWNERSHIP PATTERNS (Map 8)

An inventory of land ownership within the Study Area provides an accurate accounting of publicly-owned parcels within the LYLAKS BOA. While some publicly-owned parcels include parks, schools and housing complexes, publicly-owned parcels also include vacant and underutilized properties where the City of Rochester or another public entity has assumed ownership. Oftentimes, future redevelopment projects are more easily accomplished when vacant, publicly-owned parcels are used.

Although the Study Area contains a large number of publicly-owned parcels, it also contains a rich and diverse stock of private residential, commercial and industrial properties that make up the unique fabric of the LYLAKS BOA. Input from private-property owners within the Study Area will be integral in shaping the vision for the future of LYLAKS. This vision will also help to guide municipal entities in their path to redevelop the publicly-owned vacant and blighted properties.

Currently, there are approximately 391 publicly-owned and 2,409 privately-owned parcels in the Study Area. At a total area of 107 acres, publicly-owned parcels account for 18% of total parcel area within the Study Area. Six public entities own land within the Study Area. Table 6 on the following page depicts the land ownership by public entity. The remaining 82% of land area (2,409 parcels) within the Study Area is privately-owned. Map 8 depicts public property ownership within the LYLAKS BOA.

The majority of the publicly-owned land within the BOA is owned by the City of Rochester, and is comprised mainly of vacant parcels taken over by the City. Monroe County is the second largest public land owner in the Study Area, owning the 12.3-acre Frontier Field parcel in the southeastern portion of the BOA.

Key Findings **OWNERSHIP**

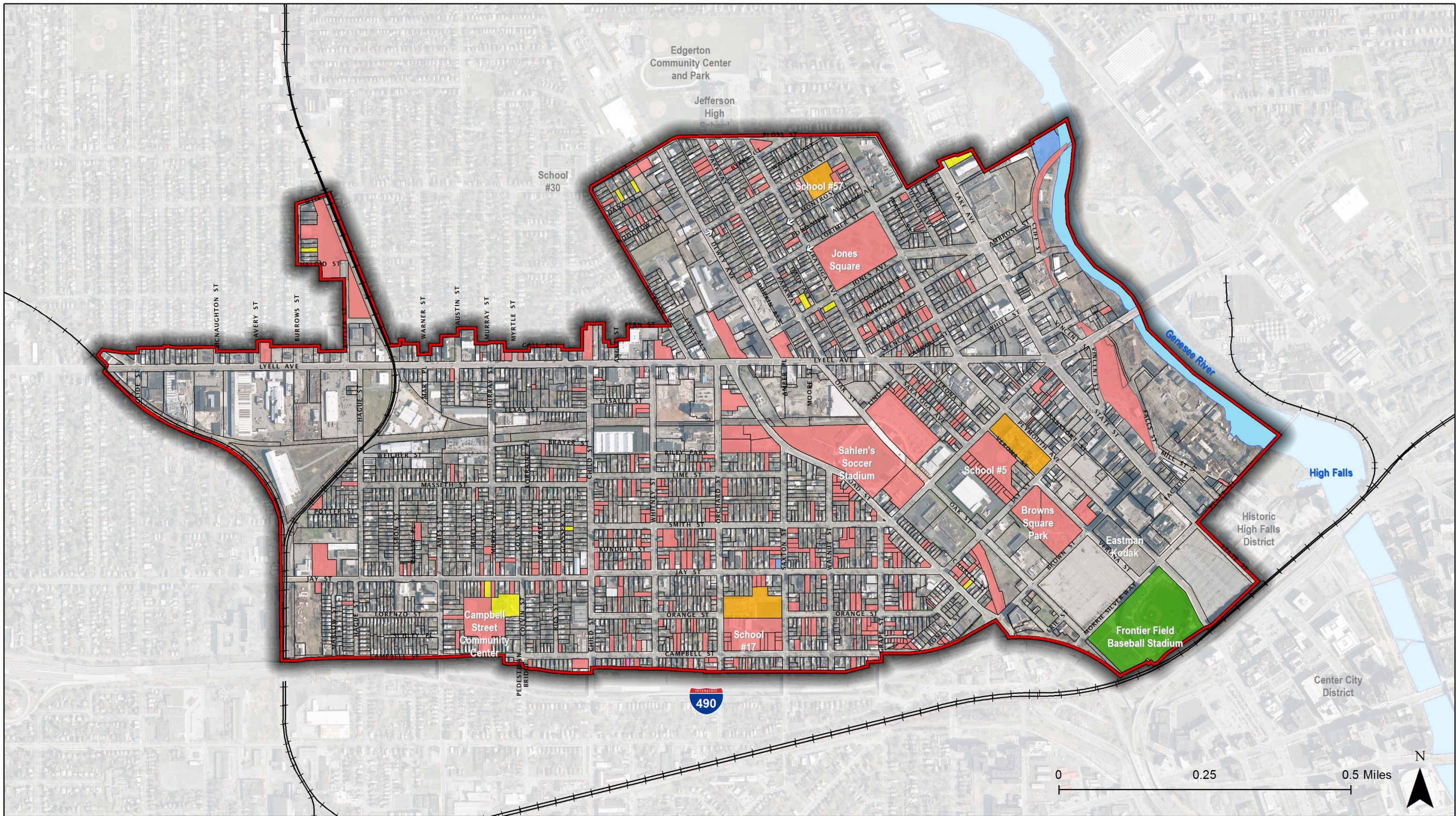
Privately-owned parcels make up eighty-two percent of the land area within the BOA. Private property owners with large land holdings in the BOA include Kodak and Rochester Gas & Electric. Larger landholding by private entities makes it more difficult to conform revitalization objectives to the vision of the BOA. Proactive engagement of these private property owners will be required to overcome these obstacles.

There are 391 publicly-owned parcels within the LYLAKS BOA. With an average parcel size of 0.27 acres, most publicly-owned parcels are vacant residential properties interspersed throughout the BOA. The abundance of vacant, publicly-owned parcels within the Study Area provides strategic opportunities for redevelopment and land assembly.

Table 6: Public Property Ownership within the LYLAKS BOA

Public Entity	No. of Parcels	Acreage
City of Rochester	374	83.6
Monroe County	1	12.3
City of Rochester School District	3	6.8
Rochester Housing Authority	10	2.7
Rochester Pure Waters	2	1.5
Rochester Urban Renewal Agency	1	.07
Total	391	107

Source: City of Rochester Assessment Data (2010)



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study // City of Rochester, New York

PUBLIC OWNERSHIP

- | | |
|---|--|
| City of Rochester | Rochester Housing Authority |
| Monroe County | Rochester Pure Waters |
| City School District | Urban Renewal Agency |

MAP

8

1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

PARKS & OPEN SPACE RESOURCES (Map 9)

The LYLAKS BOA benefits from a variety of park, open space and recreational assets ranging from small neighborhood playgrounds and public squares to community centers and regional sports stadiums. Many of these resources, however, are isolated and fragmented from one another.

Map 9 identifies the locations of various parks, trails, open spaces, and recreational resources within and immediately adjacent to the LYLAKS BOA. Parks, sports facilities and formal open space areas total 56 of the Study Area's 602 acres.

Parks and Open Space

Municipally recognized parks and open spaces within the BOA include: Jones Square, Brown Square and J.R. Wilson Park.

Jones Square Park covers 6 acres in the Edgerton neighborhood and has historical significance as a marching ground for Civil War soldiers and because it was later redesigned by Frederick Law Olmsted. Today, the passive park offers a peaceful retreat for the neighborhood with paths, shade trees and benches. There are no formal playground amenities within the park. The park is flanked by residences.

Brown Square Park is located adjacent to the Kodak complex and was originally designed by the famous firm associated with Frederick Law Olmsted. Similar to Jones Park, Brown Square is a passive park with rolling green space, paths, and a building that can accommodate group functions. There are no playground amenities or picnic facilities in the park.

J.R. Wilson Park is located in the northwest portion of the Study Area on Burrows Street. The park includes a large, level grass area for impromptu recreation, as well as outdoor basketball courts, sports fields and a small playground. The swings and playground equipment are fairly small and in average condition. Tucked within a large residential area, this park is widely used by surrounding residents, and would benefit greatly from updates to facilities and equipment.



J.R. Wilson Park

Key Findings

PARKS & OPEN SPACE

Although there are a number of parks and recreation facilities within the BOA, they are not sufficiently programmed to meet all of the needs of residents.

Playground facilities for casual use by neighborhood children are lacking in the BOA. Existing facilities are either outdated or not readily accessible (i.e. on school property and landlocked).

The regional sports facilities, while key destinations and draws, lack a recognizable connection and have resulted in no associated spin-off development. These facilities also provide no direct recreational benefit to residents of the BOA.

In addition to formal parks designated and maintained by the City, a number of other sites within the Study Area offer recreation amenities, including the three school sites and the Campbell Street Community Center. However, it is not clear that playground equipment and other recreation facilities on the school grounds are readily available for use by community members. A number of these sites appeared to be fenced, with the means of access unknown. The Verona Street Playground is located at the corner of Smith Street and Verona Street in the southeastern portion of the BOA. The playground sits opposite the public John Williams School No. 5. The playground contains a large jungle gym, softball diamond and paved basketball court, all connected by a simple network of paved walking paths. The playground is heavily used by the children of School No. 5 and the general public.

The LYLAKS Study Area has nearby access to an extensive trail system. The Genesee Riverway Trail runs north from High Falls into the Study Area before traversing the Smith Street Bridge to the east side of the River and the El Camino Trail.

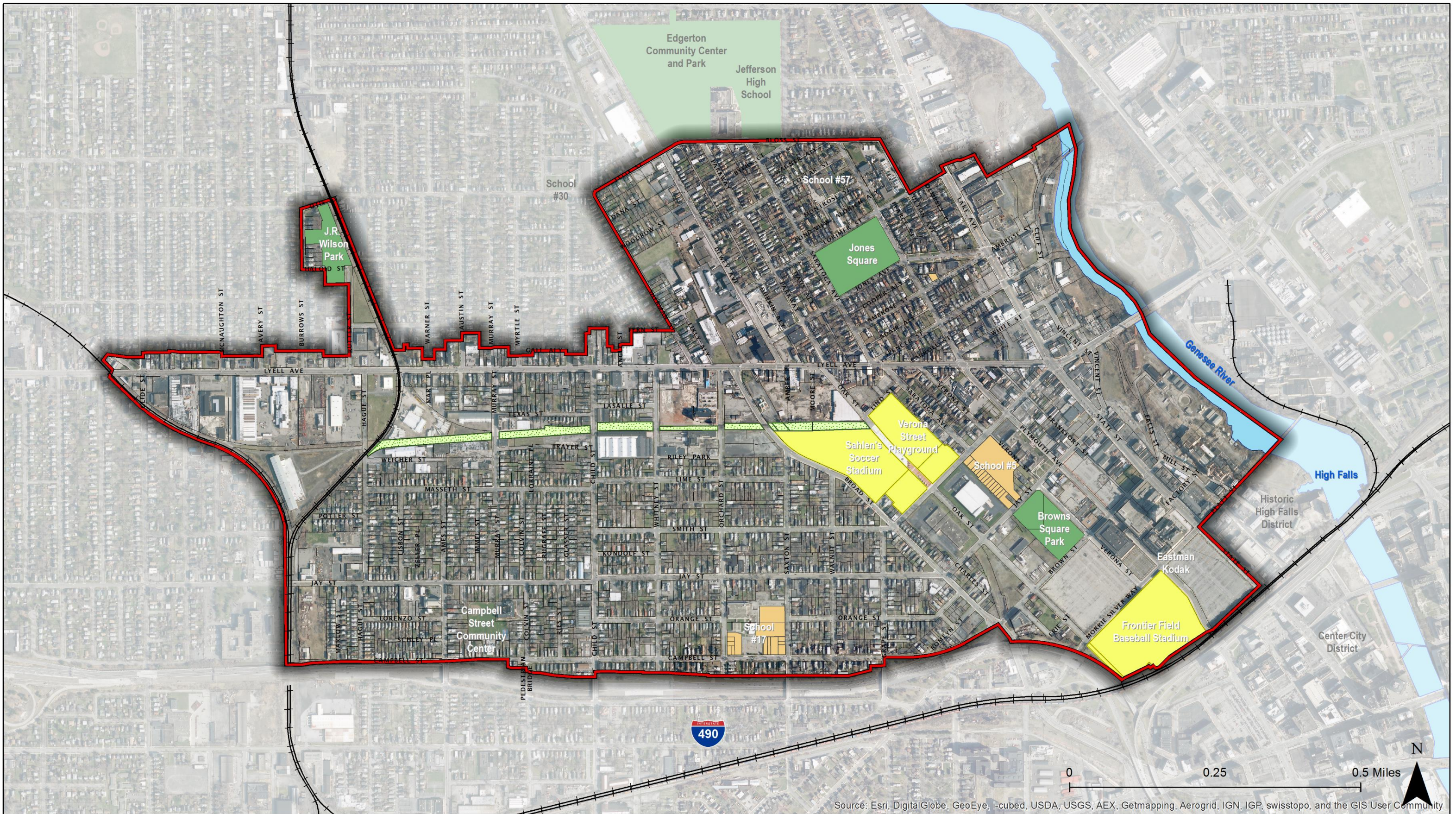
Community Centers

The Campbell Street Community Center is located in the southwest corner of the Study Area on the north side of Campbell Street between Ames and Colvin Streets. The Community Center is open in the afternoon and early evenings Monday through Saturday and is run by the City's Department of Recreation and Youth Services. A full range of activities is offered for area youth between the ages of 6 and 19, including various sports leagues, a game room, homework assistance, computer room, café, arts and crafts, cooking classes and various technology programs. Special programs and events are also scheduled throughout the school year. The main facility is a multi-use building, with green space, outdoor fields and a small playground set that appears to be in a deteriorating condition.

Immediately adjacent to the northern boundary of the Study Area is Edgerton Park and Community Center. Although just outside the BOA boundaries, this site provides facilities and programs that are used by residents of the BOA. The Community Center offers programs similar to those afforded at Campbell Street and has expanded outdoor facilities, including a spray park, basketball court, bocce court, playground, tennis courts and football/soccer fields.

Regional Sports Facilities

Two regionally important sports stadiums also lie within the BOA boundary, approximately 4 blocks from one another. Frontier Field was constructed in 1996 between Platt Street and the Inner Loop, west of Plymouth Avenue. Frontier Field has a seating capacity of approximately 12,000, and is used primarily as the home of the Rochester Red Wings Minor League Baseball team. Sahlen's Stadium was constructed in 2006 at the intersection of Broad and Smith Streets. Sahlen's Stadium has a seating capacity of approximately 15,000, and is used primarily for professional soccer and lacrosse. While these facilities are major attractions within the Study Area, they provide no direct local recreational benefit to the surrounding community.



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study // City of Rochester, New York

PARKS & OPEN SPACE

- Planned Rails to Trails
- Park
- Playground
- Municipal Stadium

MAP
9

1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

INVENTORY OF KEY BUILDINGS (Map 10)

The LYLAKS BOA possesses a number of significant active and vacant buildings within its boundaries. In the past, these buildings had served as some of the main employment centers in the City of Rochester. The inventory of key buildings is based on the Pre-Nomination Study's identification of structures with significant environmental value. From there, structures of significant size, importance and economic development value within the expanded BOA boundary were identified as key buildings. Properties included for their significant value for economic development potential are the Eastman Kodak Headquarters and BeeBee Station. Properties known to be existing economic drivers, such as Frontier Field and Sahlen's Stadium were included to provide an additional layer of properties that are considered critical to the revitalization of the LYLAKS Study Area. Map 10 depicts each of the key buildings inventoried below.

Eastman Kodak Headquarters

The Kodak campus at 343 State Street accounts for approximately 16 acres within the BOA. The complex includes a number of industrial buildings used for the production of photography equipment, photography chemicals and electronics. Kodak Tower, a 360-foot tall skyscraper at the heart of the Kodak campus, is a Rochester landmark, visible from points across the City. The iconic Kodak Tower was built in 1916, and with a total of 16 floors, was the tallest building in Rochester. The tower was expanded in 1930 to 19 floors. Monroe County purchased a portion of the Eastman Kodak building in 2013 to be the new downtown campus for Monroe Community College. The College hopes to occupy by the new campus by 2017.

Frontier Field

Frontier Field was constructed in 1996 at a cost of nearly \$35 million and is home to the Rochester Red Wings. The stadium seats approximately 12,000 spectators for baseball games and concerts held between March and October each year.

Key Findings BUILDINGS

Many key buildings, including the Eastman Kodak Headquarters, contain a large amount of underutilized space. These underutilized spaces provide "shovel-ready" opportunities for future redevelopment within existing key buildings.

The Eastman Kodak Headquarters offers a number of opportunities for adaptive reuse within the LYLAKS BOA. Recent initiatives, including the proposed relocation of the Monroe Community College Damon City Campus, have begun to capitalize on available space and infrastructure within the campus.

The BeeBee Station site, slated for demolition, is strategically located along the Genesee Riverfront. The site offers a number of opportunities for waterfront mixed use and open space development.

Sahlen's Stadium

Sahlen's Stadium sits three blocks northwest of Frontier Field along Oak Street in the east-central portion of the Study Area. Sahlen's Stadium was completed in 2006 at a cost of \$35 million and holds approximately 15,000 spectators. The stadium is primarily used for professional soccer and lacrosse, serving as the home of the Western New York Flash of the Women's Professional Soccer League, the Rochester Rhinos of Men's Minor League Soccer, and the Rochester Rattlers of Major League Lacrosse.

Former BeeBee Power Station

BeeBee Station was a power generating plant owned and operated by Rochester Gas & Electric, located along the Genesee River in the easternmost portion of the Study Area. The 90,000 square foot station was constructed in the 1940s, burning coal to create electric power for the City of Rochester. Iberdrola, the company that purchased RG&E in 2008, submitted a proposal to the City in 2013 to demolish the existing buildings.

Former Tent City Outlet

The former Tent City building is located at the northwestern corner of Lyell Avenue and Dewey Avenue in the north-central portion of the Study Area. The building was constructed in 1890 as a warehouse, most recently used for that purpose by the Tent City Company. The property is currently vacant and for sale by Winn Development.

Former AC-Delco Plant (Orchard-Whitney Site)

The Orchard-Whitney site is located south of Lyell Avenue, between Orchard Street and Whitney Street, in the central portion of the Study Area. The site had been historically used for industrial purposes since 1915. Between 1915 and 1967, the site was occupied by Northeast Electric Company, Sykes Datatronics and DELCO Appliance. These companies utilized the buildings on site for production of electrical equipment, heat treating, metal plating and coal/petroleum fuel storage. Between 1971 and 1994, the site was used by a variety of industrial entities, including die printers, plastic manufacturers and warehousing. The buildings on site have been vacant since the mid-1990s, and a fire coupled with City-sponsored demolition activities have reduced the footprint of the original buildings significantly.

Volunteers of America – Human Services Complex

The Volunteers of America – Rochester Post own and operate a 65,000 square-foot Human Services Complex on a 3-acre site at 214 Lake Avenue, in the northeastern portion of the Study Area. Constructed in 1998, the Human Services Complex offers a variety of programs for residents within the LYLAKS BOA, including children's literacy programs, child care, drug/alcohol recovery support, food bank and homelessness intervention. The flagship VOA resale store, which offers clothing and housewares to needy families, is also located at the Human Services Complex.

Pallet Express Corporation

Pallet Express Corporation maintains its 67,000 square foot pallet production facility at 1069 Lyell Avenue, in the western portion of the Study Area. The building is over 50 years old, and is composed of brick masonry. The building is one of several large industrial buildings in the western portion of the Study Area.

Rochester Steel & Surplus

Rochester Steel Surplus, a subsidiary of Klein Steel, is located at 1029 Lyell Avenue in the western portion of the Study Area. Rochester Steel & Surplus has been an active business within the Study Area since 1970. The 45,000 square foot building is utilized for retail and wholesale metal sales, and is one of several successful businesses within the LYLAKS BOA.

Lyell Business Center

Located at 961 Lyell Avenue, the Lyell Business Center is comprised of 15 buildings containing a total of approximately 300,000 square feet of office, retail commercial and industrial space. Existing tenants include Welch Machine, Inc., Aaron's Home Appliance Rentals and a boxing studio.

Emerson Express Company

Emerson Express Company is located at 545 Lyell Avenue, in the western portion of the Study Area. Emerson Oil's warehouse is approximately 16,000 square feet in size, and houses automotive accessories, oils, lubricants and other petroleum products for some of the world's largest oil companies, including Castrol, Shell and BP.

Turner Bellows, Inc.

Turner Bellows, Inc. is located at 526 Child Street in the center of the Study Area. The 121,000 square foot plant is used primarily for specialized non-metallic die cutting, packaging and assembly and fabrication of mechanical and electro-mechanical components.

Former Kleen Brite Property

Located at 601 Oak Street, the former Kleen Brite Laboratories facility was used for the manufacturing of household cleaning products until 2001. Since then, the 41,000 square foot building has sat vacant. The site sits one block north of Sahlen's Stadium and is located along the City's former subway line.

Di Paolo Baking Company

The Di Paolo Baking Company is located at 598 Plymouth Avenue North, in the eastern portion of the Study Area. Di Paolo has been an active local business since its founding in 1910. The company moved its facilities to Plymouth Avenue in 1920. The original bakery was razed in 1950, and replaced with the 25,000 square foot building that exists today. The bakery continues to produce bread, rolls, bagels and other baked goods today.

Bona Via Foods

The 38,000 square foot Bona Via Foods facility is located at 10 White Street in the northeastern portion of the Study Area. Bona Via Foods is operated by Goglanian Bakeries, Inc., an internationally-known industrial baking company based in California that produces pizza dough, crust, breadsticks, pitas and flat bread.

Former City Incinerator

The former City of Rochester Incinerator is located just north of BeeBee station along the Genesee River, in the easternmost portion of the Study Area. The 10,000 square foot incinerator building has been abandoned for some time. The plant also contains a large iconic smoke stack that can be seen from the nearby Smith Street Bridge over the Genesee River, as well as various other points around the High Falls District. The incinerator is in a severe state of disrepair, and would require substantial rehabilitation and contamination abatement to be a reusable building.

Lou Fico's Repair and Refinish Collision

Lou Fico's Repair and Refinish Collision is located at 435 State Street in the eastern portion of the Study Area. The 37,000 square foot building is used primarily for automotive repair, refinishing and customizing. Fico's is currently on the same block as other automobile repair businesses, including Tires R Us and Michael's Auto Tech Center.

John Williams School #5

John Williams School #5 is located at 555 Plymouth Avenue North, in the eastern portion of the Study Area. The three story brick building has a footprint of nearly an acre and is nestled in Rochester's historic Brown Square neighborhood. School #5 contains Pre-Kindergarten through 6th grades, and serves children in the City's Northwest Quadrant.

Teoronto-Smith Block Historic District

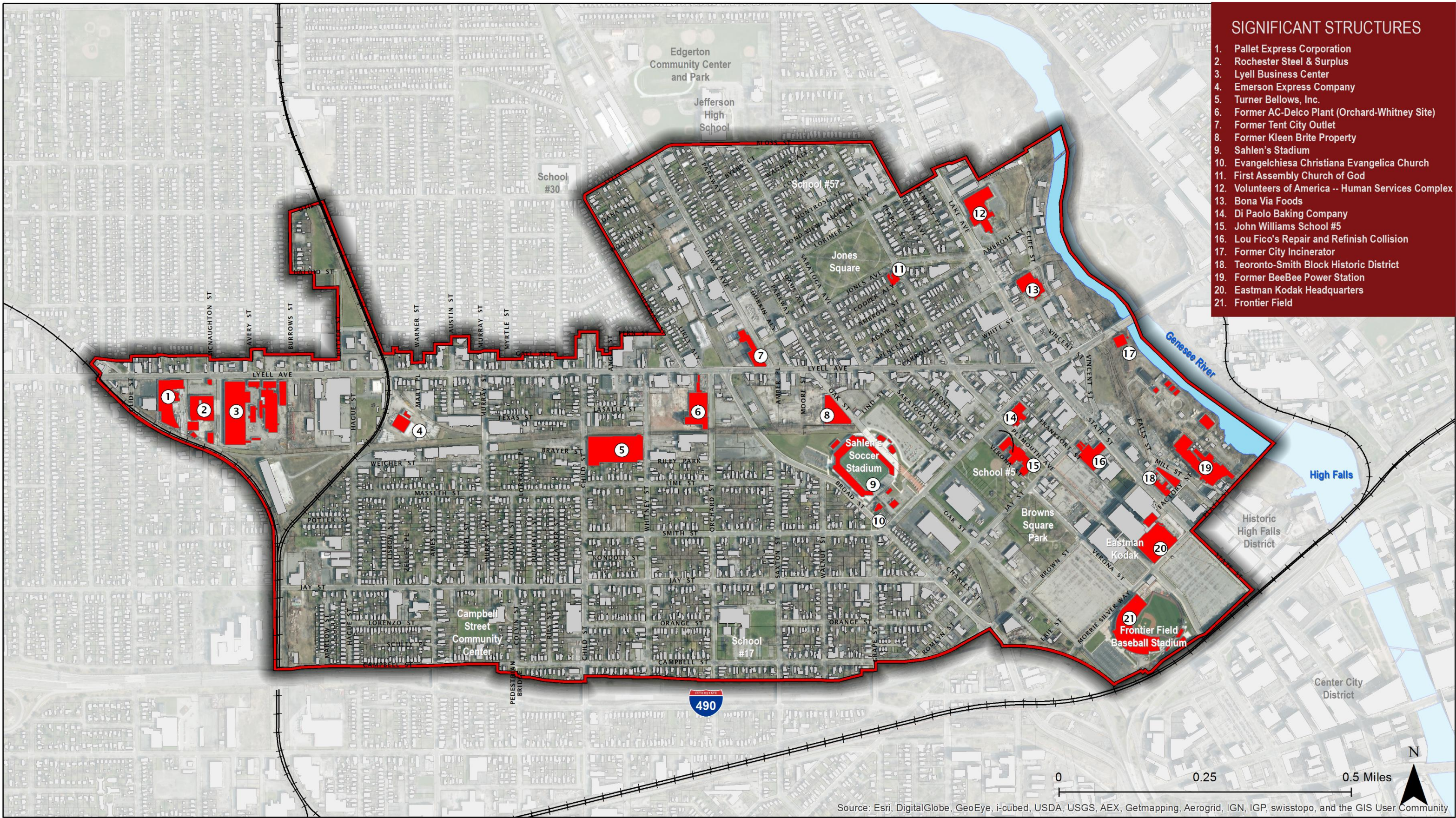
The Teoronto-Smith Block Historic District is the only National Register of Historic Places designated site within LYLAKS. It is approximately one acre in size and consists of ten historic brick buildings that date back to the 1840s. The buildings within the Teoronto-Smith Block Historic District are well-preserved representations of the commercial and industrial structures that existed along the western banks of the Genesee River in the middle of the 19th century. Today, the buildings of the Teoronto-Smith Block Historic District are primarily vacant, although some mixed use commercial and residential development is underway in the buildings along State Street.

Evangelchiesa Christiana Evangelica Church

This locally designated landmark property remains in active use as the Christ Temple Apostolic Faith Church.

First Assembly of God

This locally designated landmark property remains active in its ministry today.



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study // City of Rochester, New York

BUILDING INVENTORY

Building Footprints Structures of Significance

MAP
10

1" = 800'

This page left intentionally blank.

MAJOR COMMERCIAL & INDUSTRIAL FACILITIES (Map 11)

While the Study Area contains many diverse residential neighborhoods, the LYLAKS BOA also serves as the home to some of the largest commercial and industrial entities and active job generators in the City of Rochester. Most of these major commercial and industrial entities are located along the main vehicular corridors within the BOA; Lyell Avenue, State Street and Lake Avenue. A listing of the major commercial and industrial facilities within the LYLAKS BOA is discussed below and illustrated on Map 11.

Eastman Kodak Headquarters

Regarded as one of the most renowned names in the film and camera business, Eastman Kodak has been a mainstay of the City of Rochester since its founding in 1892. Kodak's complex along State Street encompasses over 16 acres in the BOA. The complex includes a number of industrial buildings used for the production of photography equipment, photography chemicals and electronics. The complex also includes the signature Kodak Tower, a 360-foot skyscraper that is an iconic piece of the Rochester skyline. Kodak's current local workforce is approximately 3,500, down from its peak of 60,400 local employees in 1982. Now the region's ninth largest employer, it requires much less space in its State Street office and has committed MCC to moving its Downtown Campus to a portion of this site.

Upstate Niagara Cooperative, Inc.

Upstate Niagara Cooperative, Inc. is headquartered in Buffalo, but maintains a Rochester milk processing and distribution center at 45 Fulton Avenue in the northeastern portion of the LYLAKS BOA. The Cooperative is made up of over 400 family farms across western New York with annual revenue of \$100 million. The four acre complex sits in the heart of Rochester's Edgerton neighborhood. The company also owns a 1.5 acre property at 14 Dewey Avenue, which houses a facility dedicated to the maintenance and repair of tractor trailers and other vehicles utilized by the Cooperative in the distribution of dairy products. The Cooperative employs approximately 165 people at its Rochester facilities. In 2009, the Cooperative was awarded a "Manufacturing Assistance



Upstate Niagara Cooperative, Inc.

Key Findings **COMMERCIAL & INDUSTRIAL FACILITIES**

Major regional employers and tourist attractions are located within the BOA, including Kodak, Frontier Field and Sahlen's Stadium.

Many major industrial and commercial facilities are surrounded by residential neighborhoods, with little to no buffer between residents and major facilities.

Underutilized buildings belonging to several major commercial and industrial buildings within the BOA, including the Eastman Kodak Campus, offer significant opportunities for adaptive reuse.

Program” grant of \$125,000 by New York’s Empire State Development Corporation. The grant was awarded in an effort to help the Cooperative expand its Rochester distribution facility and retain the employees working there.

Turner Bellows, Inc.

Turner Bellows, Inc. is located at 526 Child Street in the center of the Study Area. The company was founded in 1931 and specializes in non-metallic die cutting, packaging and assembly and fabrication of mechanical and electro-mechanical components. Turner Bellows, Inc. employs over 50 people at the Child Street plant. The company earns average annual revenues of \$30 million and is a New York State Certified Woman-Owned Business enterprise (WBE). Turner Bellows, Inc. was named #1 in the Rochester Top 100 Businesses of 1998.

Emerson Express Company

Founded in 1931, Emerson Oil Company, Inc. is located at 545 Lyell Avenue, in the western portion of the Study Area. Emerson Oil warehouses and distributes automotive accessories, oils, lubricants and other petroleum products for some of the world’s largest oil companies, including Castrol, Shell and BP. Through its fleet of tractor trailers, Emerson distributes its products to businesses along the I-90 corridor between Buffalo and Albany. Emerson earned over \$5 million in revenue in 2011, and employs 16 people.

Klein Steel Direct

Klein Steel Direct, also known as Rochester Steel & Surplus, is located at 1029 Lyell Avenue in the western portion of the BOA. Starting as a small business in 1970, Klein has expanded to four facilities across New York with approximately 360,000 square feet of space. Klein Steel Direct on Lyell Avenue is a retail and wholesale provider of various metals, including aluminum, carbon steel, stainless steel and brass. Klein Steel Direct also provides on-site metal processing services for customers. The Lyell Avenue location of Klein Steel Direct currently employs nine people and earns average annual revenues between \$5 million and \$10 million. Klein Steel is also often recognized for industrial excellence, consistently earning a spot on the Rochester Top 100 List and Western New York Best Places to Work List.

MAJOR COMMERCIAL & INDUSTRIAL FACILITIES

1. Eastman Kodak Headquarters
2. Upstate Niagara Cooperative, Inc.
3. Turner Bellows, Inc.
4. Emerson Express Company
5. Klein Steel Direct



This page left intentionally blank.

HISTORIC OR ARCHEOLOGICALLY SIGNIFICANT AREAS (Map 12)

The LYLAKS BOA incorporates several neighborhoods with long and storied histories. Within the Study Area there are a number of historic buildings and sites that recognize and celebrate the area's past. These include Jones Square, Brown Square, the Teoronto-Smith Block Historic District and Rochester's Historic Subway. Map 12 identifies existing historic areas in the BOA. There are two buildings within the LYLAKS BOA that are locally designated individual landmark properties. These are the Evangelchiesa Christiana Evangelica Church (now known as the Christ Temple Apostolic Faith Church) at 766 Broad Street and the First Assembly of God Church at 43 Jones Avenue.

The original Erie Canal also wound through the BOA between Felix Street in the northern portion of the BOA and Interstate 490 in the southern portion of the BOA. While most of the original Erie Canal has been filled to accommodate residential, commercial and industrial development, small portions of the canal remain. Between Jay and Brown Streets, a small section of the Erie Canal bed remains. In the early 1900s, the original canal was converted to a grade-separated streetcar bed. As this area is currently vacant, opportunities exist to recreate and historically interpret 19th century Rochester as it existed along the Erie Canal.

Just south of Broad Street and Brown Street marked the historic entrance to Rochester's subway, which served as a primary mode of transportation for residents during World War II. The West Entrance of the Rochester Subway was just north of Brown Street, but was filled with soil in 2011 as part of the City's Broad Street Tunnel Improvement Project.



Rehabilitation of the Teoronto-Smith Block Historic District

Key Findings HISTORICAL RESOURCES

Existing historic resources in the BOA should be considered assets that the neighborhood can capitalize on as part of their redevelopment strategy.

Historic resources should not be viewed as obstacles to redevelopment. In many instances, historic designations of resources can increase opportunities for funding from some State and Federal entities.

There are opportunities to interpret the history of the LYLAKS BOA within existing parks and as part of redevelopment projects.

The BOA contains one site listed on the National Register of Historic Places -- the Teoronto-Smith Block Historic District. The Teoronto-Smith Block Historic District is approximately one acre in size and is located in the southeastern corner of the BOA, bounded by State Street to the southwest, Factory Street to the southeast, Mill Street to the northeast and Brown Street to the northwest. The Teoronto-Smith Block Historic District was added to the National Register of Historic Places in 2010, and consists of ten historic brick buildings that date back to the 1840s. The buildings within the Teoronto-Smith Block Historic District are well-preserved representations of the commercial and industrial structures that existed along the western banks of the Genesee River in the middle of the 19th century. Today, the buildings of the Teoronto-Smith Block Historic District are primarily vacant, although some mixed use commercial and residential development is underway in the buildings along State Street. No properties listed on the New York State Register of Historic Places are located within the BOA. The entire eastern portion of the Study Area is mapped as “archeologically-sensitive” by the New York State Preservation Office. Portions of the Study Area between I-490 and Orange Street are also mapped as “archeologically-sensitive.”

Rochester as a “Certified Local Government”

The City of Rochester is a designated Certified Local Government by the New York State Historic Preservation Office. The program exists as a way to assist municipalities in New York in actively preserving historic resources within communities. In order to become an established Certified Local Government, a municipality must meet the following benchmarks:

- The municipality must establish a municipal historic preservation commission (Rochester City Preservation Board);
- The municipality must act to enforce local, state and federal legislation for the designation and protection of historic properties and districts;
- The municipality must maintain an inventory of local historic resources; and
- The municipality must provide opportunities for public participation and input into the Certified Local Government program.

The City of Rochester Code requires that the City’s Preservation Board be comprised of a member of the Greater Rochester Association of Realtors, a member of a recognized historical association, two registered architects, two residents from two different established preservation districts and one resident at large. The Rochester Historic Preservation Commission acts on applications for historic landmark status, develops and adopts historic preservation guidelines, provides advisory opinions on special use permit and zoning variance applications involving historic structures, provides recommendations on the designation of preservation districts and decides applications for Certificates of Appropriateness.

The City of Rochester Code contains existing design guidelines for the preservation and enhancement of historic buildings within the City. Generally, demolition of historic buildings is prohibited, and in instances where infill development is proposed in areas where historic buildings exist, the design of proposed new construction is required to conform to the existing historic facades, roofs and other architectural elements of adjacent historic structures. Design standards sensitive to important historical resources in the City of Rochester act to both preserve the unique historic nature of the City's buildings and neighborhoods while also allowing for new development in historically-sensitive areas.

This page intentionally left blank.



HISTORIC RESOURCES

- Historic District
- Original Erie Canal Route

- ✱ Local Historic Landmark

This page left intentionally blank.

TRANSPORTATION SYSTEMS (Map 13)

The LYLAKS BOA is an urban neighborhood with transportation infrastructure that supports convenient access to some of the region's primary transportation corridors. The Study Area contains over 28 miles of roads and alleys, accounting for four percent of the City total. Map 13 identifies the primary transportation systems within the Study Area, and includes Annual Average Daily Traffic figures for the primary roadway corridors within and adjacent to the Study Area such as Lyell Avenue, State Street/Lake Avenue, Broad Street, and Interstate 490.

Roadways

State Street/Lake Avenue (State Route 940M) is the primary north-south corridor that extends from downtown north to the Hamlet of Charlotte and the Port of Rochester. The roadway is highly utilized by commuters residing in northern neighborhoods and suburbs who work downtown, with an Annual Average Daily Traffic of 21,700 vehicles per day. State Street becomes Lake Avenue north of Lyell Avenue with two lanes of traffic in both directions. On-street parking is also available at many locations along the corridor.

Lyell Avenue is the primary east-west corridor for local traffic within the Study Area. Lyell Avenue extends from suburbs that lie west of the BOA to the intersection of Lyell and State Street/Lake Avenue. At this intersection Lyell Avenue ends and the continuation of the roadway becomes Smith Street as it crosses the Genesee River to the east. Lyell Avenue is a multijurisdictional Street, functioning as State Route 31 west of Broad Street and a City street east to State Street. The roadway is primarily used for local traffic, though it is also a means for commuters to access downtown from points west, carrying over 18,000 vehicles per day.

Key Findings TRANSPORTATION

The Study Area contains a significant amount of infrastructure which permits convenient connectivity for motorists, transit users and pedestrians.

The Study Area is located adjacent to Route 490. The availability of easy access to major transportation corridors like Route 490 and Interstate 90 are attractive assets to future commercial and industrial entities that rely upon truck transportation.

Heavily traveled roadways such as State Street/Lake Avenue and Lyell Avenue are ideal locations for commercial and retail development.

There are opportunities to provide rail sidings to properties between Hague and Glide Streets on the south side of Lyell Avenue.

Pedestrian connectivity is strong within the residential neighborhoods, and there is the potential to convert former railroad corridors into rail-trails and provide connections to regional trail networks.

Interstate 490 bounds the Study Area's southern limits and provides connectivity with downtown Rochester, outlying suburban areas, and the New York State Thruway System which connects to Buffalo, Syracuse and other regional destinations. This limited access highway carries significant traffic of over 100,000 cars per day between the Broad Street and Ames Street exits. There are three interchanges along I-490 for within the Study Area: Ames Street; Child Street; and Broad Street via Allen/Brown Streets.

Rail

Railroad infrastructure within the Study Area consists of low speed freight spurs which support area industries. The CSX Mainline travels in the east-west direction to the south of I-490 as it exits downtown Rochester. A spur line travels north underneath I-490 and into the Study Area crossing Hague Street at an acute angle, creating an at-grade crossing of several odd-shaped parcels. The area south of Lyell Avenue between Glide and Hague Streets has strong potential to be serviced by new rail sidings for commercial/industrial activities. A former siding that traveled east-west between Masseth Street and Lyell Avenue has been abandoned, while the spur line continues northward to an at-grade crossing of Lyell Avenue on its route to service Kodak Park and points north. The abandoned spur line may provide the opportunity for an open space system connecting the neighborhoods from east to west, similar to the El Camino Butterhole Trail within the 14621 neighborhood.

Waterways

The Genesee River bounds the Study Area on the east, with the gorge providing significant vistas and a stunning visual backdrop for development east of Lake Avenue/State Street. The river is a non-navigable waterway between the Court Street Dam and the Lower Falls Dam at Avenue E, though it has been a historical source of power for industry. The former Erie Canal bisected the site approximately along the present day Broad Street and continued north parallel to Dewey Avenue. When combined, the readily accessible power from the Genesee River and the transportation access of the former Erie Canal historically made the area between these two waterways valuable for industry, the remnants of which can be seen today.

Pedestrian and Bicycle Facilities

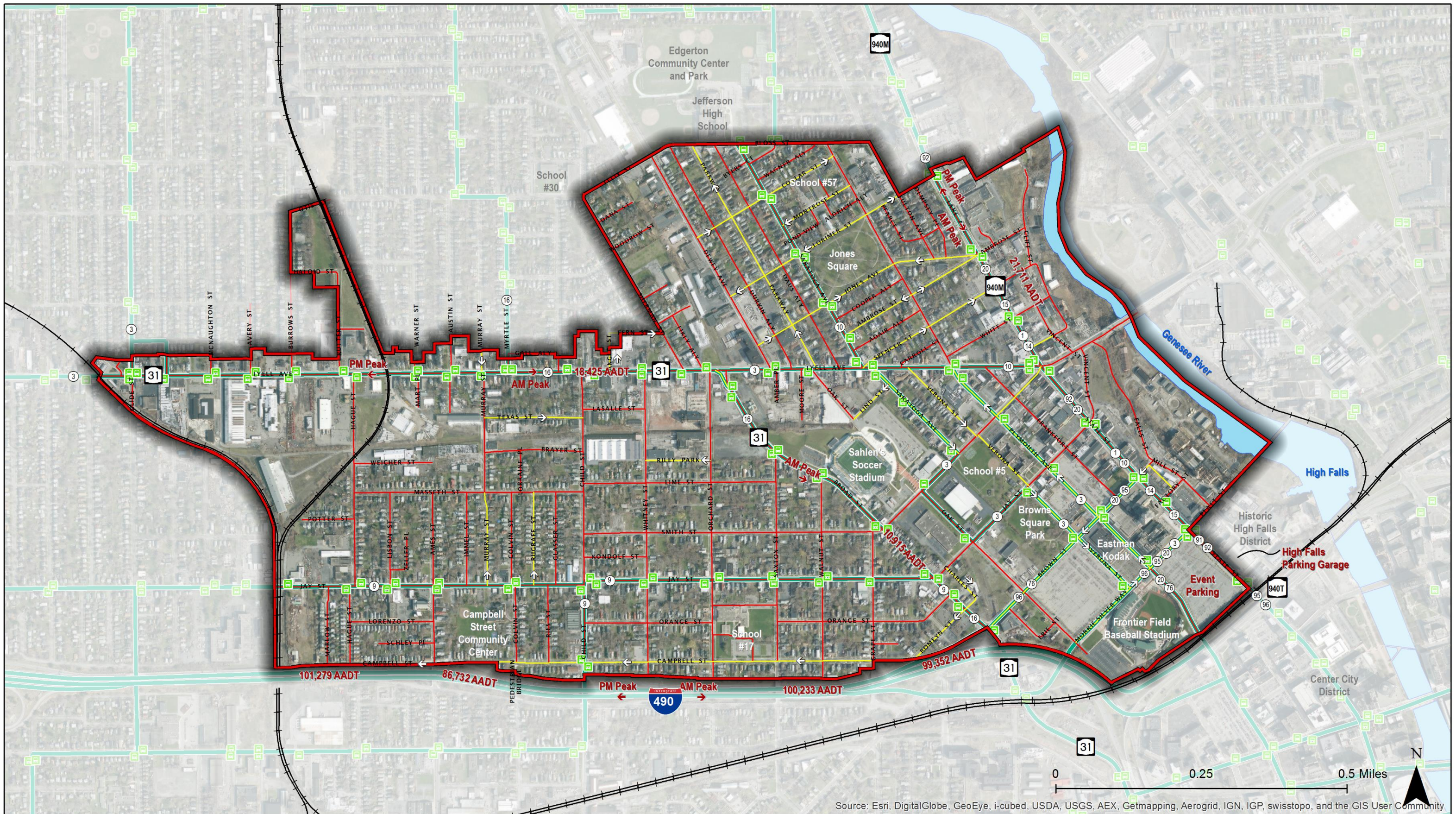
The Study Area contains approximately 50 miles of sidewalk along primary and secondary roadways. The overwhelming majority of sidewalks are in good condition, though portions within the Study Area's industrial zones are in poor to failing condition and in need of replacement. Nearly 100 percent of all roadways within the Study Area are paralleled by sidewalks on both sides, providing for a high degree of pedestrian connectivity. Many of the residential neighborhoods contain a tight street-grid with short blocks, typically between 600 and 400 feet in length. Short blocks permit pedestrians to take a more efficient route to access neighborhood destinations such as schools, services and recreation, which can lead to fewer vehicular trips. The Study Area connects with the Pont de Rennes pedestrian bridge which spans the Genesee River

gorge and connects the High Falls district with the eastern rim and a viewing platform for the High Falls and the Genesee Brewery. While there is no physical access between the Ponte de Rennes and the actual shoreline, pedestrian accommodations to the shoreline could be made from the lower portions of the BeeBee Station property. This access would likely require further agreements with RG&E to ensure safety and security of existing infrastructure south of the Pont de Rennes.

Public Transportation

The Study Area is serviced by 13 different bus routes operated by the Rochester-Genesee Regional Transportation Authority. These bus routes service 107 bus stops at 79 separate locations within the Study Area. Nearly all residential streets are within 800 feet of a bus stop, providing access to the entire region including suburban areas on the east and west sides of the City.

This page intentionally left blank



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study // City of Rochester, New York

TRANSPORTATION SYSTEMS

- BOA Boundary
- ← One-Way Streets
- ← PM Peak
- ← Peak Hourly Direction
- Bus Stops
- Two-Way Streets
- 9 Bus Route Identification
- Bus Routes
- AADT Annual Average Daily Traffic in vehicles

MAP
13
1" = 800'

This page left intentionally blank.

INFRASTRUCTURE (Map 14)

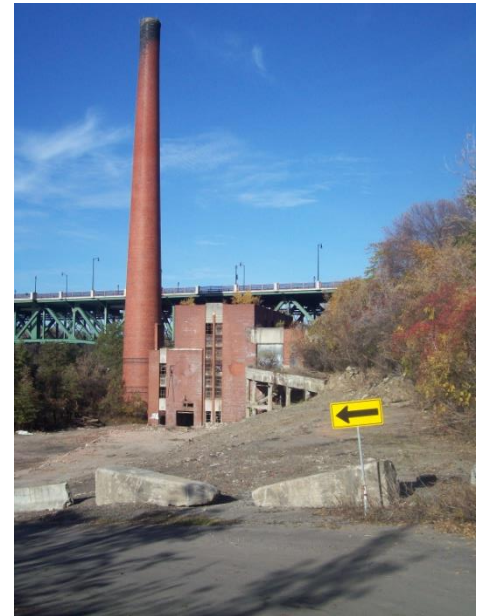
As the LYLAKS BOA consists primarily of dense urban development, a significant amount of water, wastewater and utility infrastructure is already located within the Study Area. As many parcels within the Study Area are vacant, the water and wastewater systems are likely operating below capacity. The presence of a comprehensive network of water, wastewater and utilities, coupled with the adequate additional capacity are assets to future development within the Study Area. Map 14 illustrates the comprehensive infrastructure systems that are found throughout the LYLAKS Study Area.

Combined Sewer Infrastructure

The Study Area is served by a comprehensive combined sewer system located below nearly every public road within the BOA boundary. While many municipalities possess separate sanitary sewer and storm sewer infrastructure, the City of Rochester transports sanitary and storm sewage through a single combined sewer pipe network. The combined sewer system is generally old in age, including an approximately 200-foot section of 12-inch diameter pipe dating back to 1890 located along Murray Street. Pipe diameters range between 6-inch and 108-inches, with the largest pipe located along Morrie Silver Way, necessary to accommodate the large flows created by the Frontier field baseball stadium. While many combined sewer systems typically discharge directly into bodies of water during high-flow events, Combined Sewer Overflows (CSO's) are captured by interceptor pipes that transport overflows to one of the city's water treatment plants for processing.

Potable Water Infrastructure

All of the parcels within the Study Area are connected to the City of Rochester's metered water system. The City's municipal system draws water from Hemlock and Canadice Lakes, two of the Finger Lakes located approximately 23 miles south of the Study Area. During periods of heavy use, the City supplements its water supply by purchasing water drawn from Lake Ontario by the Monroe County Water Authority. Large potable water mains are located along most of the streets within the Study Area.



BeeBee Station site looking north

Key Findings **INFRASTRUCTURE**

The LYLAKS BOA contains a comprehensive network of public infrastructure, including potable water, wastewater and fiber optic infrastructure.

Currently, the BOA contains a large amount of vacant parcels, resulting in water and wastewater infrastructure operating below capacity. As such, future development within the BOA will benefit from the available capacity of existing infrastructure.

Sanitary Sewer Infrastructure

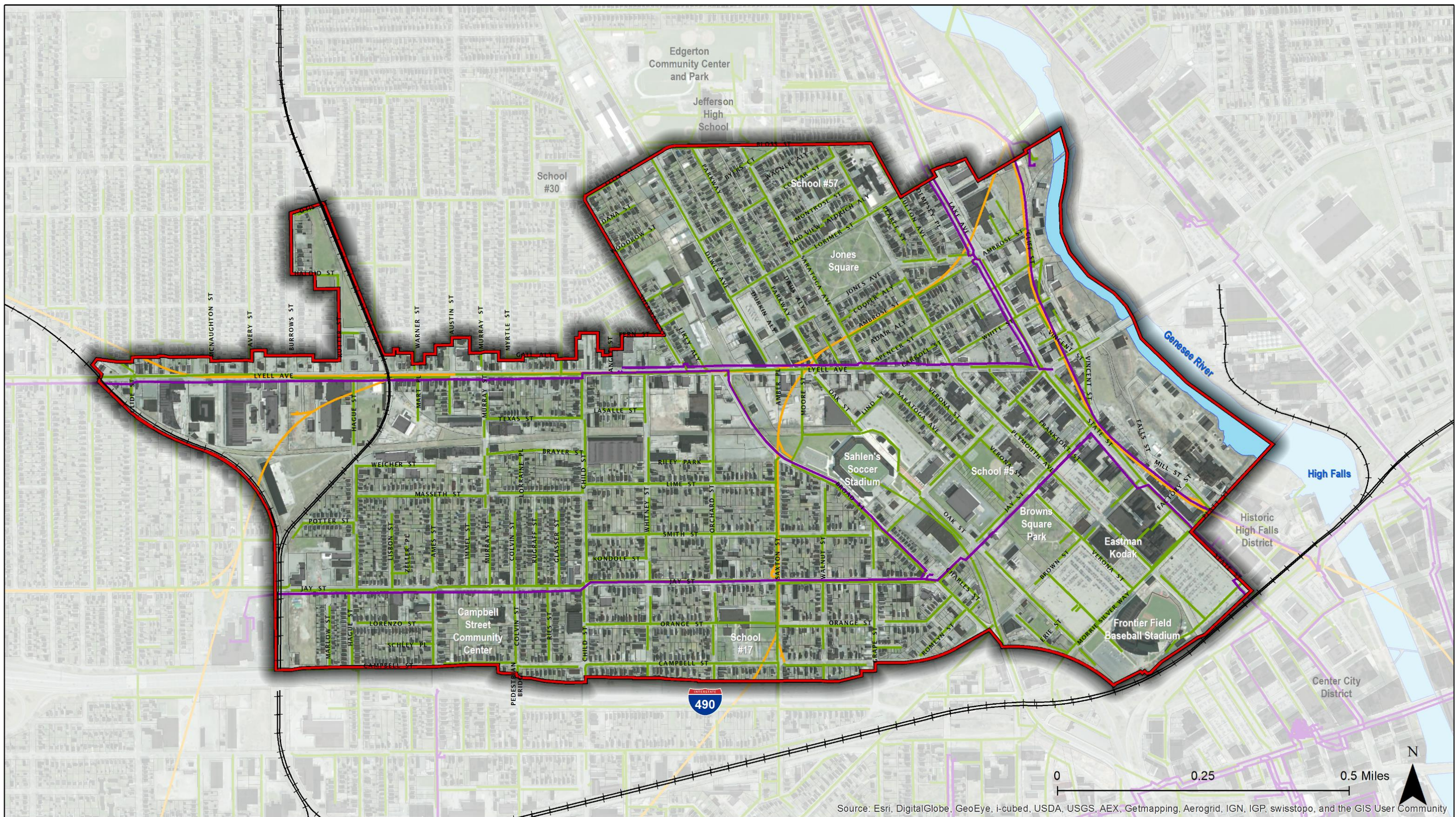
The Study Area contains very little infrastructure dedicated solely for sanitary sewer service. Frontier Field possesses a sanitary sewer main on the northeastern portion of the stadium property, connecting the stadium and its facilities into the 50-inch diameter combined sewer main that runs along Morrie Silver Way.

Storm Sewer Infrastructure

Due to the presence of a comprehensive combined sewer network, the BOA contains only a small amount of pipe infrastructure dedicated solely for storm sewer conveyance. Dedicated storm sewer pipes range in size from 12-inches to 24-inches, and are located on the Frontier Field property and along Smith Street west of the bridge crossing the Genesee River.

Fiber Optic Cable Infrastructure

Fiber optic cable is a clear, flexible fiber that uses light to transmit data. Fiber optic cables can transmit telephone, cable television and internet signals. The LYLAKS BOA contains several fiber optic cable lines, most of which are located along the larger roads within the Study Area. Fiber optic cable lines run along Lyell Avenue, Jay Street, Broad Street and Lake Avenue within the BOA. A fiber optic cable also runs along an off-street City right-of-way containing sewer infrastructure just east of Lake Avenue.



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study //

City of Rochester, New York

INFRASTRUCTURE

- Combined Sewer
- Fiber Optic Cable
- Combined Sewer Overflow

MAP
14
1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

NATURAL RESOURCES (Map 15)

The LYLAKS BOA is located within a fully urbanized and developed setting, with limited natural resources that can be capitalized on as assets or would create obstacles to site redevelopment. The only major and significant natural resource within the BOA is the Genesee River and gorge, which creates the eastern boundary of the Study Area. Federal wetland areas have been mapped along the western bank of the Genesee River, with portions of the gorge also locally designated as a Critical Environmental Area (CEA).

There are no other significant natural resource features within the BOA, including no State delineated wetlands; no floodplains beyond the Genesee River valley; no fish or wildlife habitats; no State or Federally designated resources; no agricultural districts; no threatened and endangered species; and no use of groundwater as a potable water supply.

Topography

The majority of the topography in the BOA is flat, with elevations generally ranging between 500 and 530 feet above mean sea level. The topography of the eastern portion of the BOA varies widely around the Genesee River, where the elevation drops precipitously from approximately 490 feet above mean sea level at the top of the Genesee River gorge to approximately 390 feet above mean sea level at the river's edge. Steep slopes are limited to the areas around the Genesee River. Topography across the BOA is shown on Map 15.

Geology

According to New York State Museum Surficial Geology mapping, the LYLAKS BOA is comprised 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.

Key Findings

NATURAL RESOURCES

The majority of the BOA is developed urban land, and as such, natural resources do not pose notable restrictions on new development.

The LYLAKS BOA is home to a scenic and environmentally-sensitive portion of the Genesee River, a designated Critical Environmental Area. Riverfront development within 100' of the gorge is required to undergo a comprehensive environmental review.

Waterfront properties along the Genesee River are attractive locations for future commercial and mixed use development, but must be implemented in a manner that ensures that significant visual and environmental resources associated with the gorge are not adversely impacted.

According to New York State Museum Bedrock Geology mapping, the LYLAKS BOA is located above two bedrock formations. The majority of the BOA is located over Upper Silurian Ilion Shale (Sl), a dark, fine-grained sedimentary rock well known for containing an abundance of prehistoric fossils. A small portion of the BOA located primarily along the Genesee River 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. Exposed bedrock can be observed within the Genesee River Valley gorge that forms the eastern boundary of the BOA.

Soils

The LYLAKS BOA is located entirely within the “Urban Land” (Ub) soil series. According to the Monroe County Soil Survey (1973), “Urban Land” is classified as a soil series that has been significantly disturbed by development and building construction in urban areas. Slopes are generally flat within the “Urban Land” series, due primarily to extensive land grading activities associated with past development. Because of this significant disturbance, “Urban Land” soils within the BOA may vary in their composition and characteristics.

Surface Waters

The Genesee River serves as the sole mapped surface water within the BOA. The Genesee River begins in the hills of Potter County in northern Pennsylvania, winding for 157 miles north through western New York. The river travels through the City of Rochester, before ultimately emptying into Lake Ontario near Ontario Beach State Park, approximately 7 miles north of downtown Rochester. The Genesee River watershed is comprised of over 2,500 square miles between Lake Ontario and the New York/Pennsylvania border. The BOA contains approximately $\frac{3}{4}$ of a mile of frontage on the Genesee River.

Floodplains, Wetlands and Ground Water Classification Exception Area (CEA)

According to Federal Emergency Management Agency (FEMA) floodplain mapping, the majority of the LYLAKS BOA is located within “Zone X,” which is outside of the 100-year floodplain and with minimal chances of flooding. A small portion of the BOA 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 15.

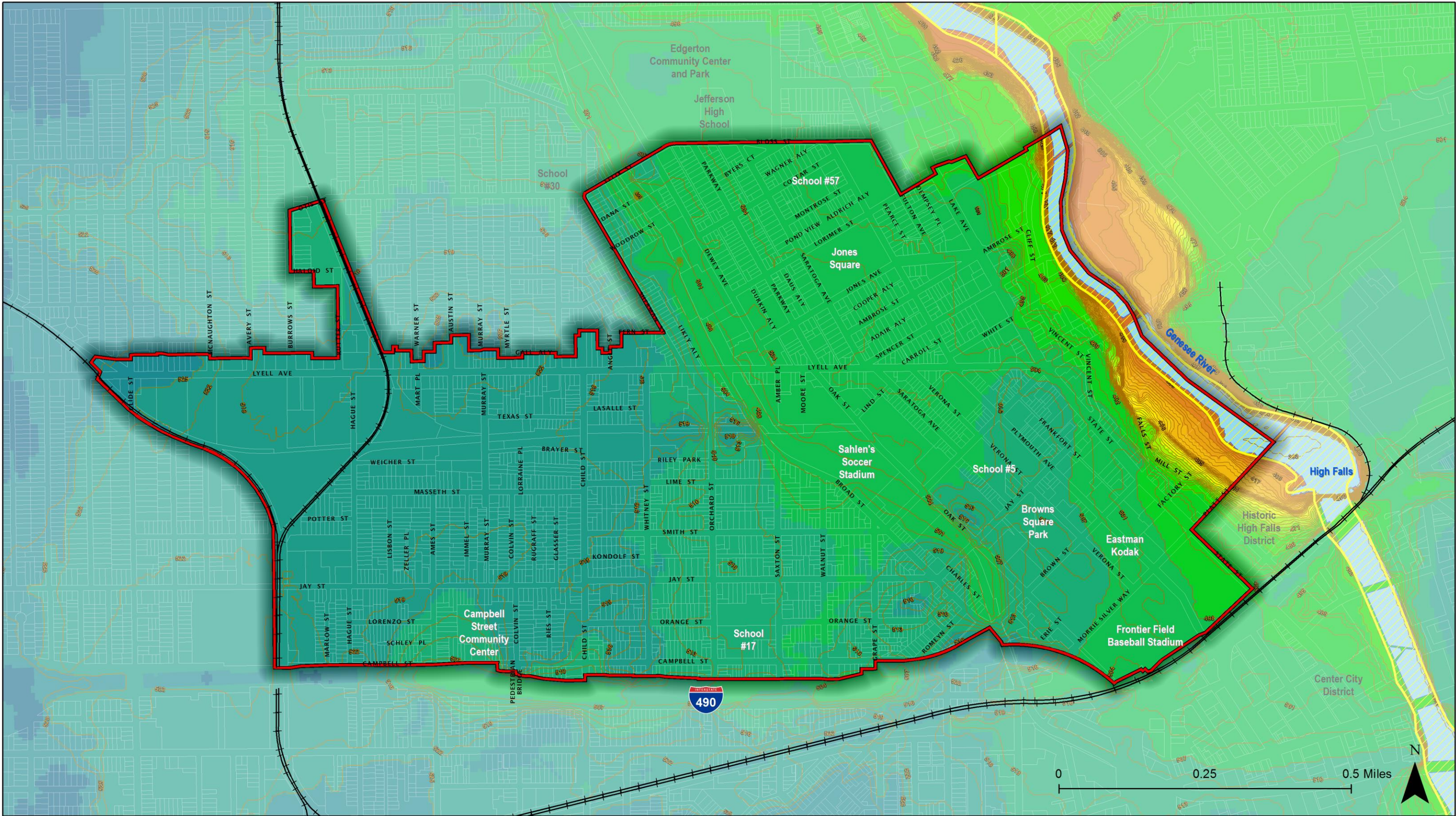
While no New York State Freshwater Wetlands of 12.4 acres or larger are mapped in the vicinity of the BOA, federal wetland areas are mapped along the western bank of the Genesee River. Other small federal wetlands not mapped by the National Wetland Inventory may be present within the BOA. All land within 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 CEA. This designation implies 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.

Groundwater Resources

According to Environmental Protection Agency (EPA) mapping, no sole source aquifers are located within the LYLAKS BOA. According to NYSDEC and United State Geological Survey (USGS) mapping, the BOA is located just west of a primary aquifer; the Ironrogenesee Aquifer. The Ironrogenesee Aquifer is located beneath Irondequoit Bay and serves as a municipal drinking water source to the Villages of East Rochester, Pittsford and Webster, as well as a water source for private drinking water wells located outside of the City of Rochester. No principal aquifers are mapped in the vicinity of the BOA. Within the LYLAKS BOA, potable drinking water is provided to all parcels by the Monroe County Water Authority, which draws all of its water from Lake Ontario.

This page intentionally left blank.



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Nomination Study //
City of Rochester, New York

TOPOGRAPHY & FLOOD HAZARD AREAS

— Contour (3 foot interval)  Flood Hazard Area

MAP
15
1" = 800'

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Programs.

This page left intentionally blank.

3.3 Economic & Market Trends Analysis

Summary

A comprehensive Market Analysis of the LYLAKS Brownfield Study Area ensures that market-based findings within the Study Area are considered in conjunction with physical and spatial recommendations. The full Economic and Market Trends Analysis can be found in Appendix C. The market analysis illustrates that redevelopment of properties within the LYLAKS BOA will require significant and sustained involvement from the City. In essence, impediments to redevelopment in the BOA have less to do with environmental contamination and more to do with unfavorable demographic and socioeconomic conditions interlaid with a steadily deteriorating, highly underutilized built environment. For example, the population of the BOA is relatively young and low-income, with a median household income that is nearly \$20,000 less than the City of Rochester's median household income. Market forces are insufficient in themselves to induce redevelopment and conditions within the BOA will not improve unless significant effort is focused in this area. Successful redevelopment projects in the BOA will likely necessitate that the City take a lead in a number of ways, including:

1. **Increase code enforcement and public safety services:** Much of the current building stock in the neighborhood is not well-maintained, causing neighborhood blight and increased potential for crime.
2. **Change the zoning code to encourage and accommodate desired uses:** The City should consider reviewing its existing zoning and land use regulations to ensure that desired redevelopment options within the BOA are allowable, such as high-density development and urban agriculture.
3. **Launch a program for land assembly:** The City should consider land banking property in the BOA to entice developers to undertake projects requiring large amounts of land.
4. **Commit and/or identify funds to subsidize initial development proposals:** Due to the potential for contamination on redevelopment sites and the economic conditions within the BOA, the City will need to first subsidize projects within the BOA to catalyze private investment. The City could additionally assemble state and federal funds to subsidize projects or potentially use a public-private partnership to catalyze a specific initial project.
5. **Market sites to potential developers:** Private development in the neighborhood is essential to its economic revitalization.
6. **Undertake one or more substantial beautification campaigns:** Beautification projects such as an improved Campbell Street Park and the streetscape improvements on Lyell Avenue would improve the visual appeal and perception of the corridor thereby building community support for future projects in the area.

General Economic Outlook

Regional trends that shape the commercial real estate market for the City of Rochester and the LYLAKS Study Area provide context for discussing future redevelopment scenarios. Employment and industry trends in the five-county Rochester MSA, including Livingston, Monroe, Ontario, Orleans and Wayne counties, were examined to identify important issues and opportunities impacting the Study Area.

As summarized in Table 7 below, overall economic growth of the Rochester MSA is projected to lag behind both the State of New York and the United States for both jobs and wages. Although the employment growth in the Rochester MSA is projected to lag behind state and national averages, its unemployment rate is slightly lower.

Table 7: Employment Growth Summary: 2010-2020

Region	2010 Jobs	2020 Jobs	Change	% Change	Average Hourly Wage
Rochester MSA	608,891	633,195	25,104	4.13%	\$19.93
Upstate New York	3,257,585	3,407,290	149,705	4.60%	\$19.24
New York State	10,799,685	11,488,585	688,900	6.38%	\$24.05
United States	170,866,026	189,113,448	18,247,422	10.68%	\$20.22

Source: EMSI Complete Employment Data, 2011

Within the Rochester MSA, the LYLAKS BOA has lower than average household median income and higher than average unemployment rates, vacancy rates and population decline. To overcome the local obstacles in the LYLAKS BOA, significant and sustained effort from the City is required and the attraction of higher income individuals and families to the area is necessary to support redevelopment within the Study Area.

Key Findings ECONOMIC OUTLOOK

The industry sectors with the largest employment in the Rochester MSA are health care and social assistance and government. These two industries are projected to account for more than 170,000 jobs by the year 2020.

Manufacturing in the Rochester MSA is expected to experience a large workforce decrease, losing 13,772 jobs by 2020.

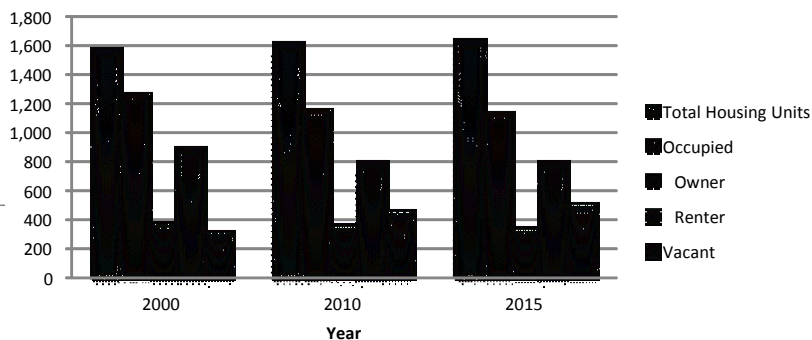
An overall employment increase is expected to occur in the Rochester MSA, though the rate of increase is projected to be much slower than the Nation or State.

Residential Market Analysis

The residential market analysis compares existing conditions and projected trends in the housing market in the City of Rochester and the Rochester MSA to trends in the cities of Syracuse and Buffalo. This market analysis also takes into account findings and recommendations from the 2007 City-Wide Rochester Housing Market Study, the 2010 JOSANA Neighborhood Revitalization Strategy and local real estate agents.

This analysis helps to identify potential development types that can serve currently unmet needs in the Rochester area while also being feasible and marketable in the current real estate market. The largest trend observed in the LYLAKS BOA was the increase in the vacancy rate between 2000 and 2010, accounting for an additional 145 vacant units (refer to Figure 2).

Figure 2: Housing Occupancy Trends, LYLAKS BOA, 2000-2015



Source: ESRI, 2011

This drastic rate change is not projected to continue through 2015, but high vacancy levels will likely persist in the LYLAKS BOA with rates nearing 30%. The City's 16% vacancy rate and the Rochester MSA's 10% vacancy rate are both expected to remain relatively stable by increasing to a projected 12% rate by 2015. The disparity of the rates between the MSA, City and LYLAKS BOA illustrate the barrier to redevelopment that the vacant housing units represent within the Study Area. LYLAKS high renter-occupied rate, 79%, plays a role in destabilizing the neighborhood and causing higher than average vacancy rates.

Key Findings

RESIDENTIAL MARKET ANALYSIS

Residential vacancy rates within the City of Rochester are very high at 16% although other Upstate New York cities are facing similar trends.

The housing stock in the City of Rochester is quite old and may not provide the ideal set of housing opportunities for existing and potential residents.

Residential redevelopment will require sustained commitment from the City by focusing its own funds and/or identifying sources of state and federal funding. The City may also encourage private investment by assembling land for development.

The community has indicated that workforce housing that provides residents with safe, adequate living conditions is needed in the BOA.

There may be a potential for higher-end housing in the portion of the BOA along the Genesee River, as evidenced by the success of luxury residential units in the High Falls District.

Retail Market Analysis

A retail market analysis identifies the supply and demand for goods and services within a region and highlights the unique characteristics that can be turned into assets. This analysis also outlines consumer spending habits within the region, estimates retail demand, identifies household characteristics of potential consumers and can help areas identify business opportunities or niche markets that are not being met by the current market.

The Local Trade Area (5-minute drive time from the center of the BOA) was compared to the City of Rochester Trade Area (area within the City boundary). Reviewing data within a 5-minute drive time of the BOA provides insight into the local retail market and can help to identify whether the needs of local consumers within or in close proximity to the BOA are being met by existing businesses. Unmet demands of the Local Trade Area pose potential business development opportunities for the BOA that would benefit from strong support by the local market. Based on research and interviews with residents and business owners during the market analysis, the industry groups with the largest potential within the LYLAKS BOA are summarized in the table below.

Table 8: LYLAKS BOA Local Trade Area Retail Opportunities

Industry Group	Average Sales per Business in Upstate NY	Number of Potential Businesses
Automobile Dealers	\$5,889,477	2.8
Gasoline Stations	\$3,636,220	3.0
Limited-Service Eating Places	\$731,073	4.3
Clothing Stores	\$672,296	5.0
Sporting Goods Stores	\$204,594	4.2

Source: ESRI, 2011

Although these five industry groups were identified as the most economically feasible options for the LYLAKS BOA, it is important to note that the LYLAKS community does not see car dealerships and gas stations as beneficial contributors to the Study Area's revitalization.

Key Findings RETAIL MARKET ANALYSIS

Several retail industry groups are experiencing significant sales leakage indicating that LYLAKS residents are traveling outside of the Study Area for desired goods and services. There is demand for a variety of goods and services locally, but the low spending power remains an obstacle.

The proposed relocation of Monroe Community College (MCC) may present new business opportunities in the future; particularly for limited-service eating places.

The soccer stadium is seen as an opportunity to drive commercial development yet the stadium and the surrounding neighborhoods need better integration.

Office & Industrial Market Analysis

Recent trends and projections within the regional office and industrial space-utilizing industries can impact potential opportunities for development within the LYLAKS BOA. The LYLAKS Study Area contains work space traditionally intended for industrial and manufacturing use while the industries projected to experience the most growth through 2020 are those industries that typically utilize office space such as professional services and health care assistance. Additionally, most of the industry sectors that typically utilize industrial or manufacturing space are losing jobs in the Rochester MSA, causing the market for industrial spaces to have already flooded. Between 2010 and 2020 there is a projected 22% loss in manufacturing jobs in the Rochester MSA. Since the prospect of building new industrial space in the suburbs is more attractive to most companies and developers compared to rehabilitating outdated urban sites, LYLAKS will need to strategically market its industrial sites to find appropriate reuse options. A complete listing of projected industry growth rates within the Rochester MSA is included in Table 9.

The local and regional economy is projected to remain relatively stable through 2020. Many of the largest and fastest growing industries in the Rochester MSA are office-utilizing industries. The LYLAKS Study Area is unlikely, at present, to attract office tenants and may not be an appropriate location for Class A office space. The revitalization of the LYLAKS BOA will require creative redevelopment strategies that must first focus on City-led public realm investments to improve the general perception and appeal of the area as a means of encouraging further private investment.

Key Findings

OFFICE & INDUSTRIAL MARKET ANALYSIS

Over the next ten years the real estate market for office space within the Rochester MSA is projected to tighten, particularly for Class A office space, but the current office market is in oversupply.

Like many cities throughout the northeast, the overabundance of industrial properties within the region has flooded the industrial real estate market.

Table 9: Major Industries, By Growth, Rochester MSA: 2011-2020

Description	2010 Jobs	2020 Jobs	Change	% Change	2011 Total EPW
Health Care and Social Assistance	84,809	95,311	10,502	12%	\$43,538
Professional, Scientific, and Technical Services	40,115	49,108	8,993	22%	\$57,021
Finance and Insurance	29,385	35,192	5,807	20%	\$63,056
Educational Services	32,734	36,759	4,025	12%	\$54,256
Accommodation and Food Services	35,900	38,816	2,916	8%	\$17,253
Administrative and Support and Waste Management and Remediation Services	30,516	33,061	2,545	8%	\$33,205
Real Estate and Rental and Leasing	21,130	23,659	2,529	12%	\$22,012
Other Services (except Public Administration)	25,273	27,795	2,522	10%	\$30,906
Arts, Entertainment, and Recreation	13,882	16,017	2,135	15%	\$15,895
Wholesale Trade	18,972	20,249	1,277	7%	\$75,043
Management of Companies and Enterprises	12,946	13,388	442	3%	\$97,929
Mining, Quarrying, and Oil and Gas Extraction	1,446	1,864	418	29%	\$82,622
Transportation and Warehousing	13,761	13,916	155	1%	\$46,109
Utilities	1,819	1,728	(91)	(5%)	\$113,170
Agriculture, Forestry, Fishing and Hunting	7,101	6,932	(169)	(2%)	\$27,414
Information	11,021	10,491	(530)	(5%)	\$65,713
Government	75,472	74,767	(705)	(1%)	\$61,416
Construction	25,720	24,147	(1,573)	(6%)	\$55,944
Retail Trade	64,080	61,758	(2,322)	(4%)	\$27,702
Manufacturing	62,009	48,237	(13,772)	(22%)	\$75,048
Total	608,091	633,195	25,104	4%	\$48,885

Source: EMSI Complete Employment Data, 4th Quarter, 2010

3.4 Summary Analysis & Findings

The Summary Analysis of the LYLAKS BOA provides a concise description of existing demographic and physical conditions within the Study Area. The Summary Analysis also provides revitalization recommendations based upon trends, opportunities and limitations found within the Study Area during the Nomination Study process to accomplish the overarching vision, goals and objectives for the LYLAKS Revitalization Strategy.

Demographic & Market Trends Impacting Revitalization

The LYLAKS Study Area envisions its future as a reinvigorated community where people will seek to live and businesses will want to locate. Critical factors that will affect the success of future revitalization efforts within the LYLAKS BOA include local and regional economic and demographic trends, which must be carefully considered to achieve success. Key findings from the existing conditions analysis are summarized in the following sections.

Population Trends

- Between 2000 and 2010, the LYLAKS BOA lost 615 residents, a decline of approximately 7.3%. The loss in population experienced by the LYLAKS community has resulted in a number of vacant and blighted residential properties, affecting property values and perceptions of safety. Retention of existing residents and attracting new, diverse residents into the Study Area will continue to be important in the future.
- The number of families (households with children) within the Study Area also decreased between 2000 and 2010, dropping by 10% during that time period. Reversing this trend and attracting families to the LYLAKS community is a central tenet in achieving the vision as a family-friendly community.
- The LYLAKS Study Area has a disproportionately large population of youth, 18 and under, and young adults between the ages of 18 and 29. Within the neighborhood, more than half of the population is under the age of 29. Such a population distribution suggests a significant population of school age children which can help direct short-term future redevelopment needs and services. Although young children do grow up, it is likely that this trend in age distribution will continue and should be a driving factor in planning for the future of LYLAKS.

Housing Characteristics

- The 2007 City-Wide Rochester Housing Market Study describes the housing stock within the LYLAKS BOA as “depreciated” and “depressed,” with high rates of renter occupancy and residents living in poverty. The presence of Sahlen’s Stadium and Frontier Field as regional tourist destinations and employers within the Study Area act as anchor locations where opportunities exist for targeted residential redevelopment in the surrounding neighborhoods.

- Within the LYLAKS BOA, 2,049 housing units are renter-occupied, accounting for 79% of all housing units within the Study Area. Additionally, 43% of renters have been at their current place of residence for less than one year, indicating a lack of neighborhood stability and investment by residents. Increasing owner-occupied housing units in the Study Area is a strategic goal of the Nomination Study, and should be encouraged to promote reinvestment in the community.
- The residential vacancy rate within the LYLAKS BOA is approximately 20%, significantly higher than the City of Rochester vacancy rate of 16%. Approximately 6% of the vacant housing units within the City of Rochester are located within the LYLAKS Study Area. Identifying opportunities to promote infill development, encourage property assembly and transform vacant properties back into active uses will be essential in achieving the vision for revitalization within the LYLAKS Study Area.

Income and Employment

- The median household income for the LYLAKS BOA is approximately \$22,000, which is nearly \$36,000 below the median income for the regional Rochester economy. Attracting businesses that provide jobs and better living wages for residents in the Study Area is critical in increasing the population and improving the quality of life within the LYLAKS BOA.
- The primary employment sectors with forecasts for significant growth in the City of Rochester include Health Care and Social Assistance, Finance and Insurance, Professional, Scientific, and Technical Services and Educational Services. While manufacturing is the fourth highest employment sector in the City, it is forecasted to experience a 22% decrease in jobs between 2011 and 2020. Efforts to increase the population within the Study Area will hinge upon not only attracting businesses within the sectors to the Study Area, but also attracting people working in the high-growth employment sectors. It will also be necessary to plan for the significant employment decreases that are likely to occur in the manufacturing sector.

Residential Real Estate Market

- The LYLAKS BOA is one of the oldest sections of the City of Rochester and contains some of the oldest houses. The majority of existing houses within the LYLAKS BOA were constructed more than 70 years ago. Many of these houses are significantly dilapidated, with residents financially or physically unable to maintain their homes. The age and condition of these homes deters new residents from moving into the Study Area. The residential real estate market of the LYLAKS BOA is also hampered by high vacancy rates. At 20%, the residential vacancy rate for the LYLAKS BOA is significantly higher than the City of Rochester, Monroe County and the State of New York. The vacancy rate within the LYLAKS BOA drastically increased by 46% between 2000 and 2010. The vacancy rate is projected to increase to approximately 30% by 2015 under current conditions. Renewal of the Study Area's housing stock with more diverse housing

options for a wider variety of uses is necessary in attracting a wider variety of potential residents. Addressing the current market demand for housing will be a critical component of future revitalization initiatives and in reducing the vacancy rate within the Study Area.

- The LYLAKS BOA experienced a 1% (12 units) decrease in owner-occupied housing units and a 10% (228 units) decrease in renter-occupied units between 2000 and 2010. The oversupply of vacant renter-occupied units indicates that the low quality of many existing rental properties may be warding off prospective renters. An analysis of residential market demand would identify if higher-quality housing would increase the occupancy of rental units within LYLAKS. Potential exists within the LYLAKS BOA for the development of workforce housing to meet the needs of prospective renters. The rehabilitation of residential properties for resale and the assembly of adjacent vacant residential properties for large-scale mixed use or multi-family housing development are two approaches to providing newer, more attractive housing options for existing and future residents.
- The City of Rochester is experiencing an unmet market demand for upscale rental units that could be captured in part by the redevelopment of the Genesee River waterfront within the LYLAKS BOA. The Pre-Nomination Study prepared for the LYLAKS BOA identified two strategic sites (24 Spencer Street and 100 Falls Street) that might be suitable for either mixed-use or high-end residential development along the river. Recent success of similar projects in other parts of the City and the extremely low vacancy rates in the adjacent High Falls District are good indicators that there continues to be demand for higher-end rental units in close proximity to downtown and the river.

Retail Market

- The LYLAKS BOA appears to be well served by a number of retail offerings, including health care/personal service stores, auto parts stores, drinking establishments and bookstores. Several retail sectors within the LYLAKS Study Area are experiencing significant sales leakage, and demand exists for a variety of goods and services locally. Entities that provide these goods and services should be attracted to the Study Area. Retail sectors where demand exists include automobile dealers, grocery stores, sporting goods stores and limited-service restaurants. Although opportunities exist in these sectors, growth potential is limited by the tight incomes of residents. Retail ventures in the LYLAKS BOA have the greatest chance at success if they can attract both residents and special event visitors to their establishments.
- Sahlen's Soccer Stadium and Frontier Field present significant potential opportunities for targeted retail reinvestment within the LYLAKS Study Area. Clustering commercial development around the stadiums and increasing year-round events at the stadiums will expose these establishments to stadium traffic and increase their viability. A strong connection

between the stadiums and the surrounding neighborhoods has yet to be established and will require new tactics for engagement.

- The success of future retail establishments within the LYLAKS BOA will partially depend on gateway improvements at several key intersections, namely the five-way intersection at Smith Street, Lyell Avenue, Lake Avenue and State Street. Improvements to traffic patterns, vacant buildings and active businesses at and around this intersection will be a critical catalyst for future development within the BOA.

Office and Industrial Real Estate Market

- The Rochester regional office market is generally characterized as currently having an oversupply of space. Over the next decade, the office market is expected to tighten, indicating that demand may exist for high quality, “Class A” office space within the LYLAKS BOA. However, a number of other successful redevelopment initiatives need to be undertaken before Class A office space would be a viable redevelopment option in the LYLAKS BOA. Even after initial revitalization initiatives are completed, Class A office space will likely be limited to small-scale mixed use development.
- The industrial real estate market within the Study Area and the City of Rochester are flooded with industrial properties. With forecasted losses in manufacturing jobs in the Study Area over the next decade, the likelihood of a major industrial project succeeding within the BOA is unlikely.

Physical Conditions Impacting Revitalization

Land Use

- The land use pattern in the BOA reflects a diversity that is often present in mature urban locations. The LYLAKS BOA is predominantly residential, accounting for 63% of all properties within the Study Area. Concentrations of residential properties are physically located in close proximity to commercial and industrial enterprises. While land use diversity is one of the greatest assets in LYLAKS, it can also represent a challenge to redevelopment with incompatible land uses in close proximity to one another.
- Land uses along the primary commercial corridors, where employment centers and businesses once thrived, today represent lower value uses that do not provide the range of goods and services needed by surrounding residential neighborhoods. Opportunities exist for a mix of commercial and residential uses within the LYLAKS BOA to serve both residents and visitors, primarily in areas surrounding Sahlen’s Stadium and Frontier Field.
- Deteriorating industrial structures afford opportunities for new development and adaptive reuse projects, particularly along the Genesee River. Redevelopment of these waterfront

properties could capitalize on successful revitalization initiatives in the adjacent High Falls neighborhood, carrying momentum into the LYLAKS BOA. As in High Falls, there are opportunities for higher-end housing options on these waterfront properties within the Study Area, which are geographically within walking distance of downtown Rochester.

Brownfields

- The LYLAKS BOA contains 206 properties that were determined to be “potential brownfield sites” or “City-Identified Sites of Concern, accounting for 28% (216 acres) of total BOA land area. Many of the lingering contamination issues are a result of intense industrial and commercial land uses historically located within the LYLAKS BOA. A number of vacant potential brownfield sites possess the potential to serve as key economic catalysts for future office, flex, mixed-use, commercial and industrial growth within the BOA. These properties include the Orchard-Whitney site, the Tent City Building, the former BeeBee Station, the former Kleen Brite property and the former Raeco Products property.
- Several potential brownfield sites identified during the Nomination Study process, including the former BeeBee Station and the former Raeco Products property are actively being remediated through the NYSDEC Voluntary Cleanup and State Superfund programs. These properties benefit from their location along the Genesee River gorge and just north of recent successful revitalization efforts in the High Falls District. Projects on the BeeBee Station and Raeco properties that capitalize on their waterfront locations and the successful revitalization initiatives in High Falls will be imperative to the successful redevelopment of these properties. These developments would be located along the potential future El Camino/Genesee Riverfront Trail connection, providing residents and employees of the future development with off-street access into and out of the High Falls and Center City Districts.

Vacant & Underutilized Property

- Approximately 12% of the total land area within the LYLAKS BOA is vacant, accounting for 71 acres over 375 properties. Approximately 12% of the total land area within the BOA, including 189 parcels over 96 acres, was determined to be underutilized. The majority of these properties are former residential parcels, primarily concentrated in the Dutchtown and JOSANA neighborhoods. Due to the concentration of vacant and underutilized parcels in these neighborhoods, opportunities exist for land banking, the creation of community gardens, urban farms and pocket parks.
- Approximately 40% of the vacant and underutilized parcels within the LYLAKS BOA, a total of 225 properties covering 26 acres, are publicly-owned. Many of these publicly owned lots are located on residential blocks and lead to increased crime and blight in the surrounding neighborhood. The presence of vacant properties that are publicly-owned will help in expediting redevelopment initiatives within the Study Area, more so than if the parcels were

privately-owned. Although the majority of the parcels within the strategic sites are privately owned, the large number of publicly-owned parcels spread throughout the Study Area indicates that the City can lead transformative change within the LYLAKS BOA.

Regulatory & Ownership Conditions

Zoning

- Throughout the LYLAKS BOA, properties zoned within the M-1 Industrial district are located adjacent to properties zoned within the R-1 Low Density Residential district. The M-1 Industrial district allows for a range of uses that may conflict with adjacent R-1 Low Density Residential neighborhoods. Zoning changes must respond to the decreased demand for traditional industrial use in the Study Area and the need for a more flexible zoning code to spur revitalization on the BOA's ample vacant and underutilized land. Such innovative changes could attract residents and businesses back into the neighborhoods of LYLAKS.
- Existing zoning in the BOA allows for a full range of land uses, but if the strategic vision for a particular parcel is not permitted under current zoning regulations, it should not be considered a barrier or obstacle in achieving the desired redevelopment scenario. The existing zoning may be modified to achieve the vision and long-term redevelopment objectives identified in the Nomination Study.
- At present, the only portion of the Study Area where design guidelines are in place is the Center City District, located in the southeastern portion of the LYLAKS BOA. Residents and business owners have voiced concerns regarding the appearance of existing commercial development within the BOA. Design guidelines should be created for key commercial and mixed use corridors such as Lyell Avenue and Lake Avenue. Design guidelines would aid in creating aesthetically pleasing future development of appropriate scale and design that acts to enhance the LYLAKS BOA.

Ownership

- Privately-owned parcels comprise 82% of the parcel land area within the LYLAKS BOA, covering 495 acres across 2,409 parcels. Private property owners with large land holdings include Eastman Kodak and Rochester Gas & Electric. Since many of these privately-owned properties are vacant or underutilized, opportunities exist for infill development or adaptive reuse for commercial, educational and industrial purposes. The City of Rochester, however, must provide leadership and vision so as to encourage private redevelopment efforts within the LYLAKS BOA.
- The City of Rochester is the largest public landholder within the LYLAKS BOA, owning 374 parcels over 84 acres. The majority of the properties owned by the City of Rochester are vacant former residential properties, with an average parcel size of 0.27 acres. Public ownership can

help quicken the pace of redevelopment initiatives on these properties. Public ownership can aid in environmental investigation and remediation, land assembly and redevelopment design and implementation. City-led land banking is particularly appropriate for these smaller, vacant parcels in order to improve the physical environment and prepare these parcels for transformation into more productive uses.

Environmental Features

Parks & Open Space Resources

- The LYLAKS BOA contains a number of public parks, including Jones Square Park, Browns Square Park and J.R. Wilson Park. These parks, however, are underutilized assets, due to the lack of sufficient amenities and programming available at these parks. Playground and recreational facilities that do exist are outdated or not readily accessible. Improvements to these parks will help boost the quality of life for residents that utilize these parks on a regular basis, and help to attract new residents to the Study Area that value quality park and recreation resources.
- The now dormant east-west rail corridor just south of Lyell Avenue could be adapted to bolster the LYLAKS green infrastructure and connectivity to surrounding destinations such as the Riverway and El Camino Trails by transforming it into a safe, accessible pedestrian and bicycle rail trail.
- The LYLAKS BOA contains two of the largest sports facilities in the greater Rochester area -- Frontier Field and Sahlen's Stadium. These regional sports destinations lack a recognizable connection to the surrounding neighborhoods and have resulted in little to no spin-off development within the Study Area. In addition, these facilities provide no direct recreational benefit to residents of the BOA. Providing year-round programming at these facilities and encouraging ancillary mixed-use development around the stadiums can help spur additional revitalization in adjoining neighborhoods and provide quality recreational opportunities for residents of the Study Area. The use of Sahlen's Stadium in the winter has been identified in both existing neighborhood plans and through public input gathered during the Nomination Study process as a potential way to capitalize on the stadium year-round. Installation of skating and hockey rinks and toboggan/sledding hills within and just north of the stadium were identified as potential winter uses for the stadium. The City of Rochester could also seek to capitalize on the recent popularity of outdoor professional hockey games by utilizing Sahlen's Stadium as a site for the Rochester Americans of the American Hockey League to host their own winter outdoor hockey game.

Natural Resources

- While comprised primarily of developed urban land, the LYLAKS BOA contains a number of important scenic and natural resources. The western boundary of the Study Area is comprised

of an environmentally-sensitive portion of the Genesee River, designated a Critical Environmental Area (CEA) by NYSDEC. The importance of the Genesee River to both the BOA and the City of Rochester will play an integral role in future revitalization initiatives within the BOA, particularly for the large vacant parcels atop the Genesee River gorge. These vacant, riverfront parcels are attractive locations for future mixed-use development. Building and site design will need to include considerations of the important scenic viewshed and environmental resources associated with the Genesee River. Opportunities exist on these riverfront properties to capitalize on the scenic viewshed, including the incorporation of a riverfront/gorge-top boardwalk that would provide visitors, residents and employees of these future developments with access to the scenic vistas of the Genesee River gorge and High Falls. Incorporation of public gathering and event spaces and open space areas into future redevelopment initiatives will further expand public access to the Genesee River gorge viewshed.

Features of the Built Environment

Key Buildings

- Many key buildings within the LYLAKS BOA contain a large amount of vacant or underutilized space. This includes the Eastman Kodak Headquarters, the BeeBee Station and the Tent City building. These underutilized spaces provide “shovel-ready” or “turnkey” opportunities for future redevelopment of existing key buildings. Adaptive reuse initiatives within key buildings have recently been proposed for the Eastman Kodak Headquarters by Monroe County Community College, providing potential for additional redevelopment within the Kodak Headquarters and spin-off redevelopment in the area surrounding the campus. Adaptive reuse of the former Tent City building as a mixed-use development with ground-floor retail and upper-floor loft-style residential would serve as a catalyst for revitalization along Lyell Avenue.

Major Commercial & Industrial Facilities

- Despite the fact that the LYLAKS BOA is primarily residential in land use composition, it boasts a diverse mix of successful commercial and industrial enterprises. Major regional employers located within the Study Area include Kodak, DiPaolo Baking Co., Upstate Niagara Cooperative, Turner Bellows and Klein Steel. Opportunities exist for the location of infill, ancillary enterprises around these major commercial, industrial and recreational facilities to provide support for some of Rochester’s major business entities.

Historically Significant Areas

- The LYLAKS BOA contains a number of historically significant resources, including some properties listed on the National Register of Historic Places, two parks designed by renowned landscape architect Frederick Law Olmsted and his firm and the original route of the historic Erie Canal and City of Rochester Subway. These historic resources are considered assets that can be capitalized on as part of the redevelopment initiative for the LYLAKS BOA. While often

viewed as obstacles, the historic resources of the Study Area serve as opportunities for funding and investment from New York State and the Federal government.

- The City of Rochester is a “Certified Local Government” and possesses historic preservation regulations and design standards that are enforced and governed by the Rochester Historic Preservation Commission. Demolition of historic buildings is generally prohibited, and the design of new buildings will need to conform to the existing historic facades, roofs, setbacks and other architectural elements of surrounding historic structures. Future revitalization efforts will need to be coordinated closely with the Rochester Historic Preservation Commission and possibly the New York State Office of Parks, Recreation and Historic Preservation in an effort to ensure that historic resources are protected and enhanced.
- LYLAKS’ tight-knit layout of walkable neighborhoods exhibits the ideals of “New Urbanism” – a popular urban design movement that promotes walkable neighborhoods containing a range of housing and job types. Contemporary New Urbanist developments are inspired by urban neighborhoods that were prominent before the rise of the automobile – LYLAKS still

Transportation Systems

- As part of the developed urban landscape of Rochester, the LYLAKS BOA provides access to an extensive, varied transportation network. The BOA contains a grid-based street and sidewalk network that is interrupted only by the Lyell Avenue, State Street, Lake Avenue and I-490 corridors. The Study Area is served by 13 different bus routes and 107 bus stops, with a bus stop within at least 800 feet of every residential property in the BOA. Due to a high residential vacancy rate, the existing transportation network possesses excess capacity, an asset that can be utilized by future redevelopment projects.
- Although heavily served by an existing sidewalk system, opportunities for expanded pedestrian and bicycle infrastructure exist within the LYLAKS BOA. One potential opportunity involves the transformation of the dormant east-west rail corridor just south of Lyell Avenue into a safe, accessible pedestrian and bicycle rail trail. The trail would connect residents of the Dutchtown, JOSANA and Brown Square neighborhoods with the stadiums, the Lake Avenue/State Street commercial districts and High Falls, as well as to points east of the Genesee River by connecting to the Pont de Rennes pedestrian bridge. A connection to the El Camino Trail could be accomplished through renovating the Running Track Railroad Bridge at the end of Cliff Street.

Infrastructure

- The LYLAKS BOA contains a comprehensive network of public infrastructure, including potable water, sanitary sewer main, stormwater sewer main and fiber optic infrastructure. The presence of a large amount of vacant and underutilized properties has resulted in the water and

wastewater infrastructure operating below capacity. As such, future redevelopment within the LYLAKS BOA will benefit from the available capacity of the existing infrastructure network.

4 THE LYLAKS BOA REVITALIZATION STRATEGY



4.1 Where is LYLAKS in 2035?

By 2035, LYLAKS will be a collection of residential neighborhoods with a richly diverse population including long-time neighborhood families, young professionals wanting an authentic urban lifestyle and empty-nesters downsizing into walkable neighborhoods. The vacant and abandoned buildings and lots that now define the neighborhood will have been transformed into uses that serve the existing community and attract visitors and new residents.

The LYLAKS Study Area is poised to transform into a community defined by its vast open space network, its tight-knit residential blocks, the river and its access to fresh, local food grown and sold right in LYLAKS. Implementation of the Revitalization Strategy and other efforts will be grounded by dedicated public assistance that will eventually be followed by private investment and development within LYLAKS.

Revitalization of LYLAKS will start with streetscape enhancements and infrastructure improvements to discourage further deterioration of LYLAKS. Private investors will begin to see the promise in LYLAKS for its proximity to the downtown, its affordability, its natural and scenic resources, its traditional urban neighborhood form and the potential of transforming

LYLAKS 2035

When someone visits LYLAKS they are now greeted by tree-lined streets where residents visit businesses that meet their daily needs and area employees work in the offices of key community job creators. The streets, trails and abundant open spaces are well-maintained, reflecting the residents' sense of community loyalty, pride and duty. Visitors no longer come just for a sporting event, but feel safe and welcomed to explore other areas of LYLAKS including the waterfront, the urban farm, various parks, the rails to trails and the local businesses along Lyell Avenue, Oak Street and the waterfront.

long-neglected vacant buildings and lots into new mixed-use developments.

For this to happen, we need to start thinking about how LYLAKS' land is being used today and how it can be better used to reflect the community's vision for tomorrow. A unique and distinct revitalization strategy is needed for LYLAKS to turn its obstacles and barriers into assets and opportunities.

Several major projects in LYLAKS will be made possible through collaboration between private investors and

the City of Rochester. The redevelopment of the Orchard-Whitney site; the conversion of vacant lots into an urban farm and food hub; the redevelopment of former industrial sites along the River into mixed use waterfront development; and deteriorated neighborhoods that will be rehabbed by townhomes and mixed use development surrounding the stadiums will be defining projects for the LYLAKS of tomorrow.

Over the coming decades, urban food production, processing and distribution has the potential to repurpose acres of vacant land at the epicenter of LYLAKS to make it the heart of the region's local food movement. Jobs will be created as farmers, food processors, distributors, managers, youth coordinators and local food industry businesses locate around LYLAKS' growing urban agriculture movement. The clustering of the local food industry in the heart of LYLAKS will draw other food and local-centric businesses including restaurants, cafes, bookstores, bike shops and boutiques that serve LYLAKS residents and visitors. The farm will be a destination for local food and urban agriculture enthusiasts – they will be able to take educational tours of the facility, eat at the job training café, shop at the farm stand and visit other local businesses. The farm will serve as a leading example of Rochester's innovative transformation of industrial landscapes into the generators of a more localized, cleaner, greener economy.

The opening up of the Genesee River waterfront for uses other than heavy industry will have transformative effects on the quality of life for LYLAKS residents and the local economy. The redevelopment of the BeeBee Station site from an abandoned factory to a regional destination that highlights the natural assets of the waterfront will serve to create jobs for LYLAKS residents, improve the perception of the area and encourage the establishment of nearby service businesses. The success of the BeeBee Station redevelopment will spur on other mixed use waterfront development projects and the creation of public open space amenities to further the LYLAKS as a destination for residents and visitors alike. The creation of public open space along the waterfront and the connection to the Riveryway Trail and El Camino Trail along the waterfront will attract trail users into the neighborhood.

Intensive investment and development along the corridor between the two stadiums will act as a gateway welcoming visitors into LYLAKS. Although visitors now feel unsafe traveling beyond the parking lot of the stadium, an infusion of restaurants and shops on Oak Street will encourage visitors to take advantage of these services and explore the neighborhood's nearby parks. The Stadium Corridor will also introduce a new kind of housing stock and resident into LYLAKS – the townhouses that line Saratoga Avenue and Verona Street will be filled with empty-nesters and young professionals who want to have an authentic urban neighborhood experience and live in a walkable community. The diversity of the LYLAKS population will help small businesses succeed here by requiring a wider range of community needs and providing spending power. The mixed-use commercial development and townhouses will look like they've always been here – they will help reinvigorate this once vibrant community with their dense, walkable streets and bustling neighborhood activity.

The residential neighborhoods in LYLAKS will no longer be in the depressed state they are now in -- deteriorated homes will be restored or replaced with new single-family homes and vacant lots will be transformed into community gardens, pocket parks and new homes. As demand rises, new housing products will result in LYLAKS becoming a more desirable area to visit, work and live.

4.2 Key Projects to Revitalize LYLAKS

The LYLAKS Revitalization Strategy builds on the neighborhood's existing assets and opportunities including the Lyell Avenue Corridor, its open space and trails, the stadiums, affordable housing, walkable neighborhoods, historic resources and the waterfront. The key projects that will lead the redevelopment of LYLAKS include the improvement and expansion of the open space and trail network, better connecting these assets through streetscape enhancements, the active reuse of vacant and underutilized sites and buildings and developing the economic vitality of the neighborhood. The Revitalization Strategy's focus on investing in the existing neighborhoods will instill community pride and encourage further investment in LYLAKS.

The LYLAKS Revitalization Strategy is a long-range plan broken up into three phases: Short-Term (0-7 years), Mid-Term (8-15 years) and Long-Term (15+years). Although plans that are 15 or more years away from implementation seem distant, transformative projects often take many years of planning and study before they can be fully implemented. Many of the projects identified in the Short-Term will not only improve the appearance of LYLAKS, but are also necessary for preparing LYLAKS to be an attractive place for investment and development to occur. The revitalization of LYLAKS will not occur because of one project, but the combination of many, inter-related efforts to transform the LYLAKS of today into the LYLAKS of tomorrow.

The following sections detail how the projects that make up the LYLAKS Revitalization Strategy work together to make the BOA a community with strong residential neighborhoods, well-maintained recreational amenities and a local economy that encourages innovation and entrepreneurship to create commercial activity, businesses and jobs. Each project is described in detail along with phasing and potential responsible parties. At the end of each section there is a table containing cost estimates and potential funding sources for each project described in that section.

Ongoing/Proposed Development Projects in LYLAKS

1. Rails to Trails Conversion: The City has funding allocated for a feasibility study to convert the old rail lines running east to west through the Study Area into a pedestrian and cycling trail. The trail is proposed to run east from Hague Street towards Sahlen's Stadium, Brown Square Park and School #5 before ending at the BeeBee Station's riverfront.

2. El Camino/Butterhole Trail Extension: The potential extension through LYLAKS of the El Camino Trail, a multi-use pedestrian greenway adapted from an old railroad line, would connect LYLAKS to a vast trail system via the El Camino Trail and Riverway Trail. The Riverway Trail currently runs along the east side of the River and extends west across the River into the LYLAKS via the Smith Street Bridge. The extension of the El Camino/Butterhole Trail would connect to the Riverway Trail at the Smith Street Bridge and extend north along the western bank of the Genesee over the Running Track Bridge.

3. Demolition at the Orchard-Whitney site: The City has funding allocated for the demolition and remediation of the former factory, better positioning it for future reuse.

4. Flower City Habitat for Humanity Projects: Several vacant and deteriorated lots and houses are being converted into new homes within the JOSANA Neighborhood.

5. MCC Damon City Campus: MCC plans to relocate its Downtown Campus by 2017 to a portion of the Kodak Building, bringing an infusion of students, faculty and staff to LYLAKS during workdays and evenings.

4.3 The Revitalization Strategy: Phase 1 (Map 16)

Phase 1 of the LYLAKS Revitalization Strategy focuses on improvements to the public realm and infrastructure. Due to the economic state of the LYLAKS area, private investment interest will remain limited until the public sector commits to sustained investment in the area.

For the recommended Phase 1 projects to become a reality, several assumptions were identified and must be factored into subsequent planning, budgeting and construction projects.

- Development projects currently proposed will happen as planned (MCC, Rails to Trails, etc);
- Future investigation efforts do not identify unexpected redevelopment obstacles on potential brownfield sites;
- Funding is identified and secured for public projects;
- Existing structures targeted for redevelopment are suitable for adaptive reuse.

Phase 1 of the Revitalization Strategy focuses on initializing the Strategy's guiding principles of improving and expanding the open space and trail network by better connecting these assets through streetscape enhancements, the active reuse of vacant and underutilized sites and buildings and developing the economic vitality of the neighborhood. The enhanced LYLAKS **open space and trail network loop** will highlight the area's abundant green space while providing residents and visitors with safe and easily accessible recreational destinations within LYLAKS and beyond. **Streetscape enhancements** and improvements to infrastructure will serve to make LYLAKS more walkable, attractive and safer while encouraging residents and visitors to

Community Impacts of Brownfield Redevelopment

The EPA has documented property value improvements of two to three percent within a one-mile radius of a cleaned up brownfield, even without turning it into a park.

Every \$1 of public investment has been proven to lead to \$7 in private investment.

Brownfield development results in up to a 70 percent reduction in energy and infrastructure costs

1 new job is created for every \$10,000 in public investment.

Redevelopment of a brownfield increases property values 5 to 15 percent.

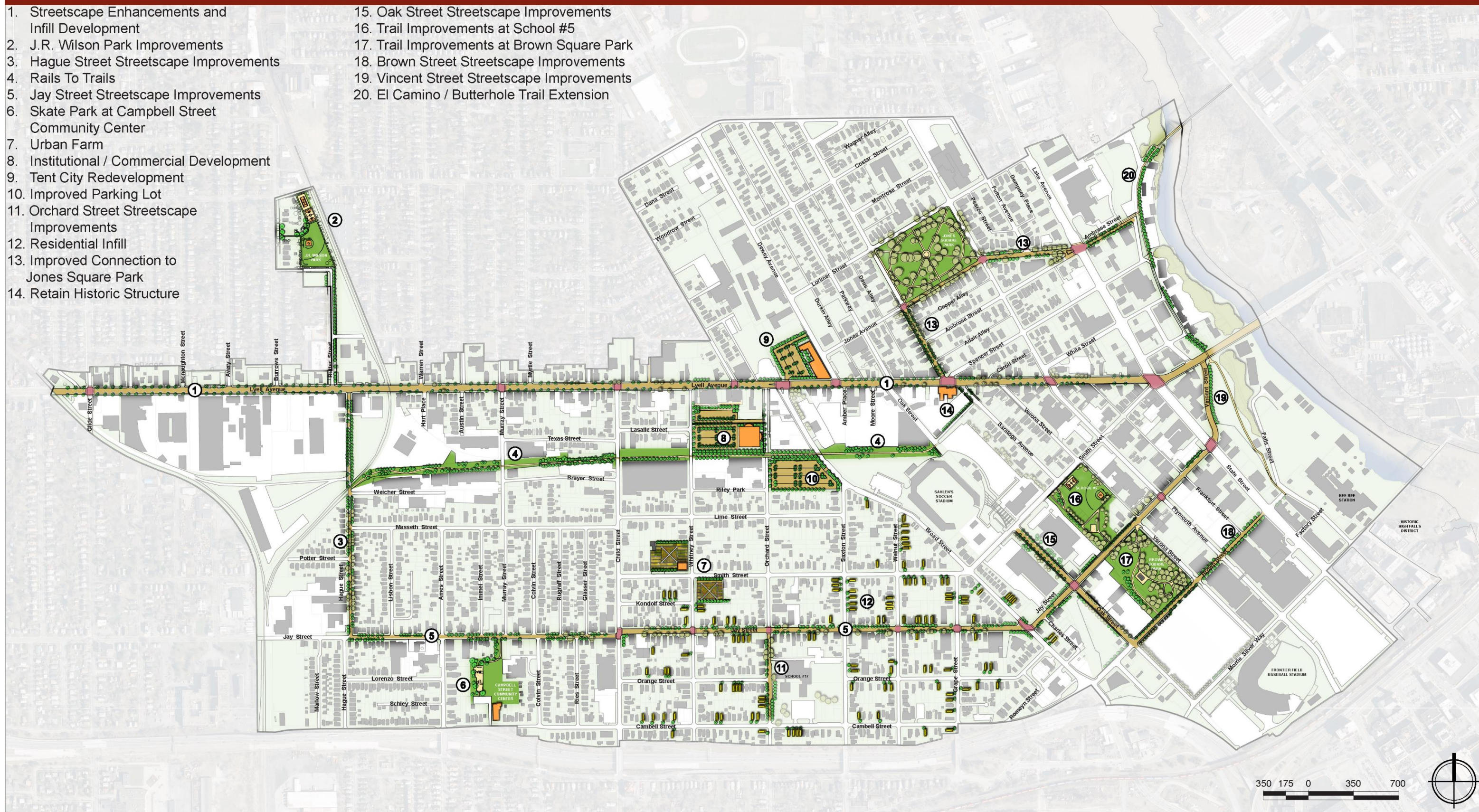
Public investment in brownfield sites is typically fully recouped within 5 to 10 years.

explore the integrated and connected open space amenities within LYLAKS and adjacent neighborhoods. **Infill development** on vacant lots is an essential aspect of the LYLAKS Revitalization Strategy. The conversion of vacant lots will improve the aesthetics of the area, encourage further investment and improve the perceived safety and **economic vitality** of the neighborhood. Short-term projects are described on the following pages.

This page left intentionally blank.

KEY

1. Streetscape Enhancements and Infill Development
2. J.R. Wilson Park Improvements
3. Hague Street Streetscape Improvements
4. Rails To Trails
5. Jay Street Streetscape Improvements
6. Skate Park at Campbell Street Community Center
7. Urban Farm
8. Institutional / Commercial Development
9. Tent City Redevelopment
10. Improved Parking Lot
11. Orchard Street Streetscape Improvements
12. Residential Infill
13. Improved Connection to Jones Square Park
14. Retain Historic Structure
15. Oak Street Streetscape Improvements
16. Trail Improvements at School #5
17. Trail Improvements at Brown Square Park
18. Brown Street Streetscape Improvements
19. Vincent Street Streetscape Improvements
20. El Camino / Butterhole Trail Extension



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Revitalization Strategy //
City of Rochester, New York

THE SHORT-TERM PLAN (0-7 YEARS)

MAP
16

This page left intentionally blank.

Streetscape Enhancements & Infill Development on Lyell Avenue

Phase 1, Project 1

Who: City, Lyell-Jay Merchants Association, East Lyell Business Association, Northwest Quadrant Service Center

The Lyell Avenue Corridor was once the commercial backbone of the LYLAKS community. It housed many small, family-owned businesses and employment centers. Today, Lyell Avenue is marked by vacant and deteriorated buildings and lots. The businesses that do remain do not substantially contribute to the local economy and do not serve the day-to-day needs of residents.



Streetscape enhancements with neighborhood banners



Streetscape with lighting, street trees and benches

In Phase 1 the revitalization of Lyell Avenue is proposed to begin with public investment in streetscape enhancements and infrastructure improvements. Proposed improvements include façade improvements, sidewalk benches, landscaping, development of design guidelines, pedestrian wayfinding signs and improved sidewalk conditions. The City of Rochester must demonstrate, through public infrastructure investment, that LYLAKS is worthy of private investment and development. By making the sidewalks more appealing for foot traffic and streets more appealing for motorists, businesses and developers will see Lyell Avenue as a more appropriate place to locate and invest. Infill development will be an incremental process, but is critical in improving the perception of Lyell Avenue.

In recognition of this future vision, the Lyell-Jay Merchants Association and the

East Lyell Business Association should be reformed and become active in order to support business growth along the corridor, target key redevelopment sites, improve public perception of Lyell, coordinate community cleanups with the Northwest Quadrant Service Center, network and broaden membership.

J.R. Wilson Park Improvements

Phase 1, Project 2

Who: City, Healthy Kids Healthy Communities, Lyell-Otis Neighborhood Association, Northwest Quadrant Service Center



J.R. Wilson Park today



Rendering of J.R. Wilson Park with improvements

J.R. Wilson Park, located in the northwestern corner of LYLAKS, is underutilized due to the current lack of amenities. It is primarily informal open space with a poorly-maintained basketball court and play equipment. In the Fall of 2013, the City funded the construction of a basketball court, baseball diamond and playground to better serve the surrounding neighborhoods. Improved amenities at this park will serve a substantial community need as this area of LYLAKS disproportionately lacks open space and recreational amenities.

J.R Wilson Park is connected to Lyell Avenue and the nearby open space network loop via Ritter Street. Enhancing J.R. Wilson Park and Ritter Street for easier access by pedestrians and cyclists will increase the usage of this park and the open space loop.

Streetscape Improvements

Phase 1, Projects 3, 5, 11, 15, 18, 19

Who: City, Lyell-Jay Merchants Association, East Lyell Business Association, Northwest Quadrant Service Center, Rochester Rhinos, Rochester Red Wings

Streetscape enhancements are a critical component of the first phase of the Revitalization Strategy because investment, regardless of the scale, has the ability to improve perceptions of a place. In addition to the enhancements along the Lyell Avenue streetscape, improvements are recommended for Jay, Oak, Hague, Orchard,



Brown Square Neighborhood Association Streetscaping

Vincent and Brown Streets. These streets function as key roadways and currently reflect negatively on the area. Although their condition and character deter visitors from coming to the area, minor investments can transform these roadways into welcoming gateways through well-maintained streetscaping and signage. The improvement of several key roadways in LYLAKS will help bolster the efforts to improve and connect the neighborhood's open space and trail network.

Rails to Trails

Phase 1, Project 4

Who: City, People of Dutchtown, Charles House Neighborhood Association, Brown Square Neighborhood Association, Northwest Quadrant Service Center, Groundwork

The conversion of the unused railroad line running through LYLAKS, into a pedestrian and cyclist trail embodies the transition that LYLAKS will be undergoing during its revitalization. By taking an existing blight in the community and creatively adapting it to be an asset is a characteristic that resonates throughout the LYLAKS Revitalization Strategy.



Existing Rail Bridge at Broad Street



Proposed Rails to Trails crossing at Broad Street

The Rails to Trails will act as the backbone of the enhanced LYLAKS open space and trail network loop. It will better connect existing pieces of the open space network and will ultimately integrate LYLAKS' waterfront into the rest of the community's open space network. The trail will provide safe access for pedestrians and cyclists to travel west from Hague Street east to Sahlen's Stadium where pedestrian and cyclist friendly streets connect to the El Camino Trail at the riverfront. The Rails to Trails and its linked open space inventory will attract visitors and improve the quality of life and recreational opportunities for residents.

The City currently has funding from the Genesee Transportation Council to undertake a feasibility study for the conversion of the unused railroad line.



Proposed Rails to Trails

The Benefits of Greenways and Trails, from the Rails to Trails Conservancy:

Greenways and trails are often seen only for their recreational or environmental aspects when they really can deliver a complete package of benefits to communities including public health, economic and transportation benefits and community pride and identity. When seen as a whole, the far-reaching benefits of trails and greenways are significant, especially given the minimal public investment involved compared to other undertakings with the same community goals. The connection of the LYLAKS Rails to Trails to the Riverway Trail and the El Camino/Butterhole Trail Extension along the Genesee River will multiply the positive impacts that these trails have on the community.

Health: Trails help people of all ages incorporate exercise into their daily routines by safely connecting them with places they want or need to go. The Indiana Trail Study, which surveyed trail users on six different trails in Indiana, found that in all six locations, over 70 percent of trail users report that they were getting more exercise as a direct result of the trail.

Transportation/Livability: Trails can function as viable transportation corridors and can contribute to a community's livability by giving people the ability to avoid congested streets and highways by traveling through natural areas on foot or bicycle.

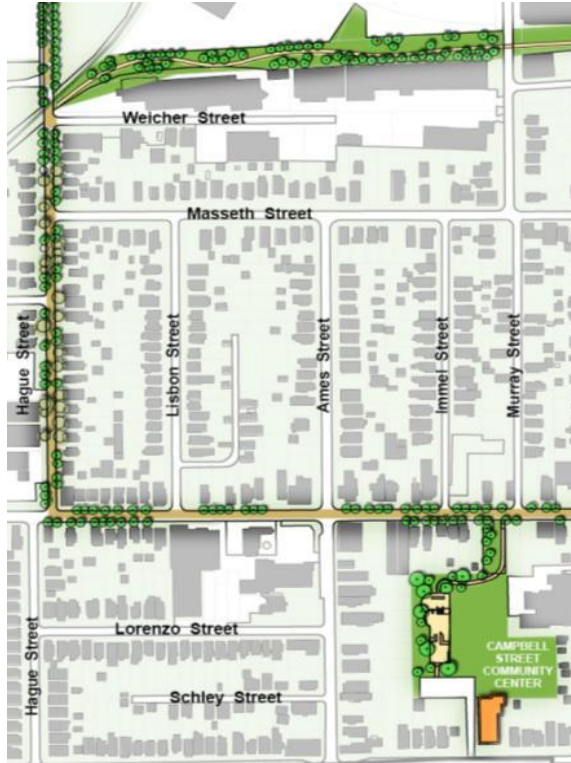
Economy/Revitalization: The Mispillion River Greenway in Milford, Delaware, is credited with inspiring downtown reinvestment and a net gain in new businesses, with more than 250 people now working in a downtown that was nearly vacant 10 years earlier.

Community Identity: The conversion of old rail lines to a LYLAKS trail would help tell the story of the people of LYLAKS and the community's transformation from a blighted, industrial zone to a greener, forward thinking place to live, work and play.

Skate Park at Campbell Street Community Center

Phase 1, Project 6

Who: City, People of Dutchtown, Northwest Quadrant Service Center



Proposed Skate Park with adjacent improved streetscaping



Example of a Community Skate Park

The Campbell Street Community Center currently serves a variety of needs for youth in the community, but it lacks dedicated active open space. The addition of a skate park will serve two purposes – encouraging youth to spend time at the community center while removing skateboarding from neighborhoods where it is a less desirable activity for residents. Throughout the community engagement process, community members expressed that the neighborhood youth need a safe, dedicated place for skateboarding without disturbing other neighborhood residents. The Campbell Street Community Center is the only open space in the southwestern corner of LYLAKS -- the addition of a skate park will make it an even greater asset for the community.

Currently the Community Center is accessible only by Campbell Street. The addition of a walkway from Jay Street to the Community Center will enable users to more conveniently access the Community Center. The newly established connection between Jay Street and the Community Center will also incorporate this community asset into the LYLAKS open space and trail network loop. The nearby Rails to Trails project and the efforts to improve streetscaping for safer, more accessible walking and cycling will bolster efforts to make the Campbell Street Community Center and Skate Park more of a community asset.

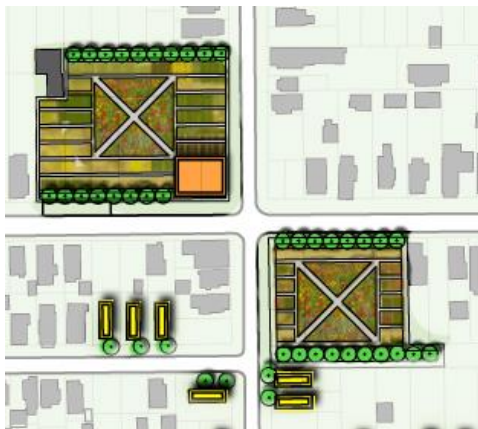
Urban Farm

Phase 1, Project 7

Who: City, Northwest Quadrant Service Center, Wegmans, FoodLink, Charles Settlement House, Good Food Collective/Headwater Foods, Cornell Cooperative Extension, City School District, Rochester Roots, Healthy Kids Healthy Communities, Groundwork, GrowGreen Rochester, RochesterWorks!, Lots of Food



Example of Urban Agriculture



Proposed Urban Farm at the corner of Smith and Whitney

The conversion of vacant and underutilized land at the intersection of Smith and Whitney Streets into an urban farm will have transformative effects on the condition of this neighborhood. The vacant lots and abandoned houses stress the surrounding neighborhood as they draw crime and discourage neighbors from investing in their own properties. The reuse of 2.5 underutilized acres at this intersection for intensively growing vegetables and fruit echoes recommendations from the JOSANA Neighborhood Revitalization Strategy, which saw this intersection as a strategic site for bringing urban agriculture to the neighborhood. The conversion of this site into an urban farm not only removes blight from the community, but also addresses several key community objectives including the desire for affordable access to healthy, fresh food either through a grocery store or farmers market and the need for healthy living initiatives within the community.

LYLAKE residents, especially those who do not have cars, have poor access to affordable, healthy, fresh food.

Although the community has expressed interest in locating a new grocery store in LYLAKE, it is unfeasible given the current market conditions. An urban farm with a focus on community engagement will make affordable, fresh produce available on-site through a farm stand and weekly farm share. The farm will also provide interested residents, including youth, an opportunity to learn how to grow their own food thereby increasing the community's ability to access healthy foods and save money for other household needs.

Farming is work-intensive and will create both low-skill and high-skill jobs in LYLAKE. Working at the Whitney/Smith Urban Farm will prepare farm workers interested in farming on their own with the skills they need to grow food for themselves and others while making a profit. Eventually the farm could incorporate job training, educational programs and technical

support for food industry entrepreneurs in the community as the project progresses. There are many organizations in the Rochester region that share an interest in improving the health and well-being of the greater community. Because an urban farm project touches on so many facets of quality of life, there is an abundance of potential partnerships.

Cleaning Contaminated Soil with Phytoremediation

Phytoremediation is a lower-cost, natural process that uses special plants to pull heavy metals, like lead, out of the soil through their root systems. The plants clean the soil, restore nutrients for future agricultural uses and are disposed of after harvesting. Soil from potential growing sites must first be tested to identify the type of contamination and then planted with hyper-accumulators, plants that can remove heavy metals. Known hyper-accumulators for lead include Indian Mustard, Scented Geranium, Corn, Pumpkins, Sunflowers and Amaranth. Various hyper-accumulators should be planted throughout LYLAKS' vacant lots to measure the effectiveness of different plants in restoring LYLAKS' healthy soils. The City's Department of Environmental Services' Environmental Quality unit (DES-EQ) or Cornell Cooperative Extension would be a necessary partner in the testing and monitoring process.

The Friends of the Garden Aerial have initiated a phytoremediation pilot program at School #17. The program teaches high school girls to care for the flowers growing at the site, harvest them and sell them at the Public Market. This program should expand programming and partnerships to clean up, beautify and bring attention to the positive changes taking place on LYLAKS' vacant lots.



What Organization Could Make Urban Agriculture a Reality in LYLAKS?

Groundwork USA is a national non-profit organization with local roots that engages local businesses, residents and government officials to revitalize neighborhoods and transform community liabilities into community assets. Groundwork USA supports local Groundwork Trusts in reclaiming vacant and derelict land for community transformation. A Groundwork Trust can take on a wide range of projects to accomplish this mission, but engaging local youth to become stewards of their physical environment by becoming paid members of the "Green Team" is always an integral component. Groundwork USA is affiliated with The Environmental Protection Agency's Brownfields Program and The National Park Service's Rivers, Trails, and Conservation Assistance Program.

The formation of a Groundwork Rochester would act as an intermediary between local government and neighborhood residents to achieve revitalization through community engagement. LYLAKS is an ideal location for Groundwork Rochester to begin focused action by preparing and repurposing vacant and derelict land for food production and recreation. The Green Team program would become integral to the maintenance of the transformed sites through their dedication to everything from site clean-up to the harvesting and selling of goods from food production sites. Groundwork Rochester would benefit from the network of 20 local Groundwork Trusts by learning from their best practices. Groundwork Hudson Valley has addressed food access issues by transforming vacant lots into community gardens and establishing a low-cost, year-round CSA and farmer's market while Groundwork Lawrence, alternatively, has been dedicated to creating a greenway from formerly derelict riverfront properties.



Institutional/Commercial Development

Phase 1, Project 8

Who: City of Rochester, Private Developers, Lyell-Jay Merchants Association, East Lyell Business Association, Northwest Quadrant Service Center



Proposed Orchard-Whitney Redevelopment

The Orchard-Whitney site has been a vacant and underutilized eyesore at the center of the community. The one remaining building is scheduled for demolition in 2014. The community has expressed a desire to see this site put to active use. Due to the distressed state of the LYLAKS economy, market analysis has shown that the redevelopment of the Orchard-Whitney site will require City intervention to identify and implement appropriate reuse options.

A commercial use subsidized by the government or a government use are the most appropriate and realistic uses for the redevelopment of this site. An institutional or commercial use for this site would be attractive for potential business owners and would create positive impacts for the community. Most importantly, the long-vacant Orchard-Whitney site would be redeveloped, which would increase the area's tax base, remove blight from the heart of LYLAKS, reactivate Lyell Avenue and illustrate to other potential developers that LYLAKS is a viable place to locate a business.

The institutional or commercial building should be oriented towards Orchard Street. The new building will not disrupt the urban fabric along Lyell Avenue because it will be set behind the existing structures. The redevelopment of this site will allow for innovative building techniques such as a green roof that would help to decrease energy costs, reduce stormwater runoff, improve air quality and create positive attention for the new construction as investing in the well-being of the surrounding community. Additional parking for the businesses along Lyell Avenue will be constructed behind their properties and accessible via Orchard and Whitney Streets. The creation of off-street parking and a location next to an attractive, redevelopment will increase the value of these properties and encourage most desirable businesses to locate along Lyell Avenue.

Tent City Redevelopment

Phase 1, Project 9

Who: Private Developers, Lyell-Jay Merchants Association, East Lyell Business Association, Northwest Quadrant Service Center



Tent City Today



Proposed Tent City after Redevelopment

Tent City has long been an underutilized building prominently situated at the intersection of Lyell and Dewey Avenues. The community has expressed an interest in preserving the building as it is an iconic architectural memory embedded in the neighborhood's history. The community's preferred reuse of the building would be to house services that would serve the day-to-day needs of the surrounding community and create employment opportunities for local residents.

The reactivation of a major intersection within LYLAKS would positively impact the economic vitality of the area and the employment and commercial opportunities for residents. An infusion of tenants into Tent City, either as residents or office workers, would help drive demand for more commercial activity along Lyell Avenue. Appropriate and favorable reuse options for Tent City include office space, flex space, service businesses, housing and

community uses. The streetscape enhancements and infill development proposed for Lyell Avenue should encourage private developer interest in the potential for this building, especially those interested in adaptive reuse projects.

Local Success with Adaptive Reuse

Adaptive Reuse is the process of reusing old, often neglected buildings for new uses. Rochester has many architecturally attractive and well-built buildings that have become underused or vacant over time. The Culver Road Armory was completed in 1918 to house the Rochester unit of the 1st New York Cavalry, complete with an indoor horse show arena and shooting range. The New York Army National Guard officially vacated the building in 2008, but it had fallen into disrepair throughout the previous decades.

A private developer purchased the building in 2009 and has since filled the 100,000 square foot space with a restaurant, retail stores and various client-based offices. Luxury townhouses are being built nearby on the site in response to the site's popularity as a 24/7 destination.



Improved Parking Lot

Phase 1, Project 10

Who: Rochester Rhinos, City, CHNA



Aerial View of Sahlen's Stadium and Overflow Parking Lot, at far left



Improved Parking Lot adjacent to Rails to Trails

Sahlen's Stadium currently takes up a significant amount of space in the center of LYLAKS, but remains relatively inactive outside of game days. The overflow stadium parking lot west of Broad Street, owned by the City, is usually vacant.

The ill-kept condition of the parking lot negatively impacts the perception of the

surrounding neighborhoods by conveying a sense of disrepair and neglect. When visitors to the stadium see the condition of this parking lot, it dissuades them from venturing into other parts of LYLAKS. By surrounding the parking lot with tree plantings and adding landscaping to the rows within the parking lot, such enhancements will illustrate the LYLAKS community's commitment to updating its infrastructure, improving the site's ability to manage stormwater runoff and contributing to a more positive perception of the area by visitors. The improvement of this parking lot will make stadium-goers feel safer in the neighborhood and will expose them to the positive open space enhancements taking place in LYLAKS. The northern border of the parking lot runs parallel to the proposed Rails to Trails which will act as an alternative non-vehicular route to Sahlen's Stadium.

Due to the short soccer season and general lack of use of the overflow parking lot, there is ample opportunity to activate Sahlen's Stadium and its parking lots for alternative, non-permanent activities that can strengthen the connection between the stadium and the neighborhood.

Using the Stadiums in the Off Season

Sahlen's Stadium and Frontier Field are very large sites that have come to dominate LYLAKS' landscape yet they appear closed off from the community. The proximity between the stadiums and the neighborhoods suggest that the success of the stadiums is tied to that of the neighborhoods and vice versa. Better integrating the stadiums into the communities can boost neighborhood revitalization and make LYLAKS a more welcoming place for stadium-goers and related businesses and services. The City and its partners should pursue four season uses for the stadiums and their adjacent parking lots to activate these large sites year-round.

Alternative Uses:

- **Movie Nights**
- **Block Parties**
- **Seasonal Outdoor Recreational Activities**

In December 2013, the Frozen Frontier event proved popular and should be continued and expanded in coming winters. Similarly, the Cleveland Indians Stadium hosted "Snow Days" with tubing and ice skating to attract visitors out of season, which provided activities for neighborhood residents and helped activate local businesses.



Residential Infill

Phase 1, Project 12

Who: City, Private Developers, Flower City Habitat for Humanity, NeighborWorks, Northwest Quadrant Service Center, CHNA



Vacant House in LYLAKS



Proposed Infill Development sites

Vacant houses and lots in residential neighborhoods have many negative impacts – they decrease housing values, invite crime and deter investment.

In early phases of the Revitalization Strategy, the demand for residential infill development is projected to be low, although several organizations, including Flower City Habitat for Humanity, are currently taking on such projects. The residential infill efforts will most likely be a combination of rehabilitation and demolition as many of the vacant houses are beyond repair. The community has expressed an interest in strengthening their owner-occupied, single-family residential districts. Over time, increased investment in single-family residential neighborhoods and the encouragement of home ownership will lead to greater stewardship and sense of pride amongst residents. Demand for

housing stock, however, is unlikely to outpace availability in the near future. The creative semi-permanent reuse of key vacant lots, such as pocket parks and community gardens, should be promoted as a low-cost way to improve residential neighborhoods without building new homes.

Improved Connection to Jones Square Park

Phase 1, Project 13

Who: City, Northwest Quadrant Service Center



Proposed Improved Connection

In the LYLAKS Revitalization Strategy, Jones Square Park plays a vital role in connecting LYLAKS to the riverfront and its various recreational amenities.

Jones Square Park is positioned as a natural connector between LYLAKS' two main trails -- the Rails to Trails and the El Camino/Butterhole Trail Extension at the waterfront. A safer, more attractive connection between Lyell Avenue and the Park will improve the overall connectivity between LYLAKS and the riverfront by reinforcing the loop trail created by the integration of the open space and trail network.

An improved connection will also make Jones Square Park a more desirable stopping point for pedestrians and cyclists enjoying the Rails to Trails and El Camino Trail. Jones Square Park is lined by well-kept homes and has received considerable

investment from homeowners. Highlighting the strong residential neighborhood surrounding the park will convey a positive image of LYLAKS to trail users. The proposed improvements along Saratoga Avenue leading to the park include additional tree plantings, wayfinding signs and designated pedestrian and cyclist paths.

Retain Historic Structure

Phase 1, Project 14

Who: City, Private Developers, Lyell-Jay Merchants Association, East Lyell Business Association



175 Lyell Avenue, former bank building

LYLAKE has several buildings with architectural character worth preserving despite being currently vacant or underutilized. As the Lyell Avenue Corridor becomes a more attractive place for investment, creative reuses of these buildings should be considered instead of demolition. The preservation of such structures will retain the unique, historical character of LYLAKE, reinforce the urban fabric of the

neighborhood and provides potential developers with a unique building stock. LYLAKE is a community with deep roots in the City of Rochester and it is critical that traces of this history are apparent and the character of LYLAKE is retained throughout the Revitalization Strategy.

Trail Improvements at School #5 & Brown Square Park

Phase 1, Projects 16 & 17

Who: City, City School District, PTA, Northwest Quadrant Service Center



Proposed Trail Improvements

Along with the improved connections proposed at Jones Square Park (Project 13), trail improvements at School #5 and Brown Square Park are proposed to better connect the stadium corridor to the rest of LYLAKS. The proposed trail improvements will be a segment on the LYLAKS open space and trail network loop, linking users more safely and easily to nearby destinations including the Rails to Trails, the El Camino Trail, the Riverway Trail and the stadiums. Proposed improvements include wayfinding signs, landscaping, lighting and surfacing. The improved trails will provide residents, especially school

children, with safer and more attractive passage on foot or bicycle between the southeastern portions of LYLAKS to other destinations along the trail loop.



Existing Trail at School #5 Looking South, Before and After Improvements

El Camino/Butterhole Trail Extension

Phase 1, Project 20

Who: City



Proposed Trail on LYLAKS Riverfront

The Genesee River is an underutilized resource within the LYLAKS community. The River is currently lined by industrial or vacant parcels and there is no public access. The first step in taking advantage of this invaluable asset is to open it up to public access to allow people to see the potential for waterfront development in LYLAKS.

The El Camino Trail, an ongoing project throughout the City, is a multi-use pedestrian greenway that was adapted from an old railroad line. The El Camino Trail currently runs along the east side of the River and connects to the west side of the River at Smith and Vincent Streets, thereby connecting to the Genesee Riverway Trail to the south in High Falls. The proposed extension of the El Camino/ Butterhole Trail would run from the Smith Street Bridge at Vincent Street north along the old railroad line and cross the spectacular Running Track Railroad Bridge to connect to the El Camino Trail to the east. Although pedestrians and cyclists already have access to trails on either side of the river, the extension of the El Camino/Butterhole Trail through LYLAKS would provide trail users with an uninterrupted trail and highlight LYLAKS' often overlooked waterfront. The reuse of the Running Track Railroad Bridge, perched high above the river gorge, would offer a one-of-a-kind experience and provide new views and vistas of the city skyline, the river and the river gorge.

The completion of the trail extension will expose LYLAKS to numerous recreational trail users, provide community members access to the riverfront trails and strengthen the local open space and trail network. The strength of the LYLAKS' trail network will contribute to the economic development of the riverfront and adjacent neighborhoods.

This page left intentionally blank.

Costs & Funding for Proposed Phase 1 Projects

Moving the LYLAKS Revitalization Strategy forward will require various funding sources to make these projects a reality. Each Phase 1 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 Number	Project Name	Project Type	Anticipated Costs (\$2013)	Potential Funding Sources
1	Streetscape Enhancements and Infill Development on Lyell Avenue	Design Guidelines	135,000	Private, City, BOA, Surface Transportation Program (STP), Transportation Alternatives Program (TAP), NY Main Street Program (MSP), Transportation Improvement Program (TIP)
		Public Construction	Varies ¹	
		Private Construction	Varies	
2	J.R. Wilson Park Improvements	Design	Completed	City, EPF Parks (Environmental Protection Fund's Parks, Recreation and Historic Preservation Program)
		Construction	Completed	
3	Hague Street Improvements	Schematic Design	5,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	13,000	
		Construction	160,000	
4	Rails to Trails	Design	To Be Determined by Feasibility Study	City, STP, TAP, EPF Parks, TIP
		Construction	To Be Determined by Feasibility Study	
5	Jay Street Improvements	Schematic Design	48,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	142,000	
		Construction	1,800,000	

¹ Varies = Dependent on the specific development's site, construction and use, costs will vary and cannot be predicted at this stage.

Project Number	Project Name	Project Type	Anticipated Costs (\$2013)	Potential Funding Sources
6	Skate Park at Campbell Street Community Center	Traffic Control Study Access/ Feasibility Study	30,000	City, BOA, STP, TAP, EPF Parks, TIP
		Schematic Design	19,000	
		Final Design	71,000	
		Construction	890,000	
7	Urban Farm	Planning & Feasibility	TBD	City, Private, BOA, GIGP, Groundwork USA, Healthy Kids, Healthy Communities Grants (HKHC), CFP (Community Food Project) Competitive Grant Program, HFHC (New York Healthy Food & Healthy Communities Fund)
		Environmental Investigation & Remediation	TBD Based on Site	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
8	Institutional/ Commercial Development	Utility Capacity Study	60,000	City, If Green Roof – Green Innovation Grant Program (GIGP), US EPA Brownfield Program (EPA BP)
		Site Acquisition	\$180,000 (415 Orchard & 354 Whitney)	
		Design	800,000	
		Construction	8,500,000	
9	Tent City Redevelopment	Market Analysis	15,000	Private, BOA, COMIDA, PILOT, NMTC, NYSEDA New Construction Program (NCP)
		Environmental Investigation	TBD	
		Design	TBD	
		Construction	TBD	
10	Improved Parking Lot	Parking Analysis, Parking, Circulation and Access Study	70,000	City, GIGP (?)

		Design	22,000	
		Construction	200,000	
Project Number	Project Name	Project Type	Anticipated Costs (\$2013)	Potential Funding Sources
11	Orchard Street Improvements	Schematic Design	2,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	6,000	
		Construction	45,000	
12	Residential Infill	Market Analysis	TBD -- Dependent on Step 3 Findings	Neighborhood Stabilization Program (NSP)
		Site Acquisition	Varies	
		Design	Varies	
		Construction	Varies	
13	Improved Connection to Jones Square Park	Schematic Design	1,500	City, STP, TAP, TIP
		Final Design	4,500	
		Construction	55,00	
14	Retain Historic Structure	Structural Assessment	10,000	Private, COMIDA, PILOT, NMTC, EPF Parks
		Design	Varies	
		Construction	Varies	
15	Oak Street Improvements	Schematic Design	3,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	8,500	
		Construction	103,000	
16	Trail Improvements at School #5	Schematic Design	9,500	City, STP, TAP, HKHC, TIP
		Final Design	28,500	
		Construction	330,000 (including \$126,000 for lighting)	
17	Trail Improvements at Brown Square Park	Schematic Design	18,500	City, STP, TAP, TIP
		Final Design	55,500	
		Construction	646,000 (including	

			\$175,000 for lighting)	
18	Brown Street Improvements	Schematic Design	4,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	12,000	
		Construction	150,500	
Project Number	Project Name	Project Type	Anticipated Costs (\$2013)	Potential Funding Sources
19	Vincent Street Improvements	Schematic Design	1,500	City, BOA, STP, TAP, MSP, TIP
		Final Design	4,500	
		Construction	56,000	
20	El Camino/Butterhole Trail Extension	Design	City Identified	City, STP, TAP, LWRP, EPF Parks, TIP
		Construction	City Identified	

4.4 The Revitalization Strategy: Phase 2 (Map 17)

Phase 2 of the LYLAKS Revitalization Strategy builds off of the progress and initiatives established in the Short-Term Plan. The public investment in updating infrastructure, streetscape enhancements and improving open space and trails is intended to lay the framework for private investment interest.

The successful implementation of Phase 2 is dependent on a number of factors, including:

- All cleanup activities and projects identified in Phase 1 are completed as proposed;
- Land assembly and ownership is aligned to allow for plan implementation;
- Waterfront development along trail occurs early in Phase 2;
- Interior developments and enhanced public space improvements occur later in Phase 2.

Building on the initial investments in Phase 1, LYLAKS will be primed for more capital-intensive, privately funded projects including **neighborhood mixed use development**, **waterfront development** and **new residential development**.

Neighborhood mixed use development is strategically planned to encourage visitors to the stadiums to spend time and money at businesses in the LYLAKS community. The redevelopment of the Genesee River waterfront is planned to begin with the adaptive reuse of the now vacant BeeBee Station. The early stages of waterfront redevelopment will provide nearby residents with river access while exposing visitors and investors to the assets of LYLAKS and its waterfront. New residential development will be concentrated along the Stadium Corridor where vacant lots and dilapidated structures will be replaced by a dense, neighborhood-scale townhouse development. Within the residential neighborhoods, especially JOSANA, vacant and underutilized residential lots will be transformed into new housing, community gardens and pocket parks making LYLAKS a more attractive location for new residential investment.

This page left intentionally blank.

KEY

1. Streetscape Enhancements and Infill Development
2. J.R. Wilson Park Improvements
3. Hague Street Streetscape Improvements
4. Rails To Trails
5. Jay Street Streetscape Improvements
6. Skate Park at Campbell Street Community Center
7. Urban Farm
8. Institutional / Commercial Development
9. Tent City Redevelopment
10. Improved Parking Lot
11. Orchard Street Streetscape Improvements
12. Residential Infill
13. Improved Connection to Jones Square Park
14. Retain Historic Structure
15. Oak Street Streetscape Improvements
16. Trail Improvements at School #5
17. Trail Improvements at Brown Square Park
18. Brown Street Streetscape Improvements
19. Vincent Street Streetscape Improvements
20. El Camino / Butterhole Trail Extension
21. Community Market Site
22. Greenhouses with Parking Lots
23. Townhouse Development
24. Trail Connection at Sahlen's Stadium
25. Neighborhood Mixed Use
26. Reduced Pavement in Existing Parking lot
27. Light Industrial / Flex Development on Jay Street
28. BeeBee Station Redevelopment
29. Light Industrial / Flex Development on Ambrose Street
30. Square-About with Townhomes
31. Smith Street Streetscape Improvements
32. Broad Street Streetscape Improvements



Bergmann
associates
architects // engineers // planners



LYLAKS Brownfield Opportunity Area Revitalization Strategy //
City of Rochester, New York

THE MID-TERM PLAN (8-15 YEARS)

MAP
17

This page left intentionally blank.

Community Market Site

Phase 2, Project 21

Who: City, Northwest Quadrant Service Center, Wegmans, FoodLink, Charles Settlement House, Good Food Collective/Headwater Foods, Cornell Cooperative Extension, City School District, Rochester Roots, Healthy Kids Healthy Communities, Groundwork, GrowGreen Rochester, RochesterWorks!, Lots of Food



Proposed Community Market Site

Throughout Phase 1, the urban agriculture movement is expected to grow in LYLAKS. As more vacant lots are transformed into growing sites, a space dedicated to a farmer's market will become necessary in order to allow the full benefits of urban farming to translate to increased access to healthy, affordable food for area residents. The site on Orchard Street, adjacent to both the Sahlen's Stadium improved parking lot

(Project 10) and the new institutional/commercial development (Project 8), is currently occupied by a deteriorating building that could be repurposed during Phase 2.

The landscaping of the site will creatively marry LYLAKS' growing interest in urban agriculture, improved food access and educational opportunities. The perimeter of the site and the adjacent portion of the Rails to Trail should be planted with native, perennial edible plants. An orchard along Orchard Street would provide additional fresh fruit to area residents while creating a sense of excitement and curiosity about the food-oriented changes taking place in the LYLAKS Study Area.

An April 2012 article in the *American Journal of Preventative Medicine* found that children living in neighborhoods with healthy food and safe play spaces are 56 percent less likely to be obese than children in neighborhoods without these features.

Philadelphia Orchard Project

The Philadelphia Orchard Project (POP) is dedicated to “planting orchards in the city of Philadelphia that grow healthy food, green spaces and community food security.” POP works with community-based groups and volunteers to plan and plant orchards filled with useful and edible plants. POP provides the plants, trees and training. Community organizations own, maintain and harvest the orchards, expanding community-based food production. Orchards are planted in formerly vacant lots, community gardens, schoolyards and other spaces, almost exclusively in low-wealth neighborhoods where people lack access to fresh fruit.

A similar Rochester-based organization, Lots of Food, has recently been formed and is a potential partner for implementing a similar program in LYLAKS. Potential sites for “food forests” include the Rails to Trails adjacent to the proposed community market site and various vacant, publicly-owned sites.



PHILADELPHIA ORCHARD PROJECT



Greenhouses with Parking Lots

Phase 2, Project 22

Who: City, Northwest Quadrant Service Center, Wegmans, FoodLink, Charles Settlement House, Good Food Collective/Headwater Foods, Cornell Cooperative Extension, City School District, Rochester Roots, Healthy Kids Healthy Communities, Groundwork, GrowGreen Rochester, RochesterWorks!, Lots of Food



Proposed Greenhouses

The spread of the urban agriculture movement throughout LYLAKS is intended to lead to the expansion of the Whitney/Smith Urban Farm at Whitney and Smith Streets into a greenhouse operation on the now vacant land north of Sahlen's Stadium and the proposed Rails to Trails.

Greenhouses will allow the farmers working at Whitney and Smith to grow high-value products including salad greens, tomatoes and herbs year-round. The use of greenhouses on former industrial land will not require costly remediation because there will be no contact between the ground and the growing medium. The greenhouses will have several positive impacts on the surrounding neighborhood – an abundance of healthy foods that can be purchased at the nearby community market; opportunity for low-skill jobs and job training; and the reuse of once blighted land.

A 2008 California study found obesity rates are 20 percent higher in low-income areas with high densities of fast-food and convenience stores compared to low-income areas with lower densities of outlets selling primarily unhealthy foods.

Green City Growers, Cleveland

Green City Growers is a 3.25 acre hydroponic lettuce greenhouse operation with on-site packaging and distribution facilities situated on a 10.7 acre brownfield site in Cleveland, Ohio. Green City Growers is a worker-owned, for-profit cooperative that serves nearby institutional clients, mostly hospitals and universities, in the production, packaging and distribution of fresh lettuces and herbs.

Green City Growers is a subsidiary of Evergreen Cooperatives – a Cleveland-based for-profit cooperatively owned company that has earned international acclaim for its dedication to wealth building, job creation and community stabilization. Evergreen's employees principally come from surrounding low-income neighborhoods with 24 Full-Time employees with competitive wages and health benefits working at Green City Growers. Evergreen has a commitment not only to economic development, but environmental stewardship as well through their commitment to sustainability and green, energy-efficient practices. Although the produce from the greenhouse is leaving the surrounding community for nearby institutional clients, the community benefits from the creation of quality jobs available to residents and the productive reuse of a large brownfield site.



Townhouse Development

Phase 2, Project 23

Who: Private Developers, City, Northwest Quadrant Service Center, The Housing Council, NeighborWorks



Existing Smith/Saratoga Intersection



Proposed Townhouse Development

LYLAKE will be a more attractive location for the construction of new residential development in Phase 2 once vacant parcels in residential neighborhoods are reactivated, as proposed in Phase 1. The community has voiced a need for new, high-quality, diversified housing options for current and future LYLAKE residents.

Residential infill development in Phase 2 will continue to be focused in the south-central portion of the Study Area, whereas strategic high-density residential development is planned for the area between Verona Street, Smith Street and Sahlen's Stadium. This location is ideal for townhouse development due to its proximity to the existing amenities of Downtown, High Falls, Brown Square Park and the stadiums and to developing amenities including Lyell Avenue, Oak Street and the waterfront.

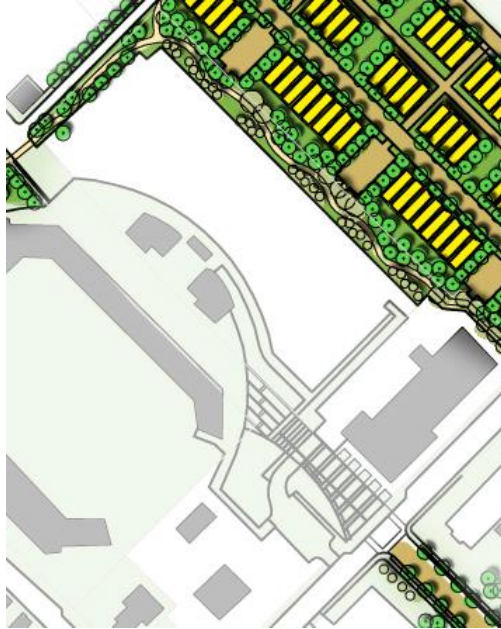
Saratoga Avenue and Verona Street are currently both one-ways that lead south towards Smith Street. Saratoga should become a one-way heading north towards Lyell Avenue to simplify access. Traditional, urban neighborhood scale and design is most appropriate for new residential development within LYLAKE.

Townhouse development is an appropriate housing type for this area beginning in Phase 2 as this sort of housing will attract a new type of resident to LYLAKE, making it a more diverse community. Additionally, such housing will allow older residents to downsize while remaining connected to their neighborhood. Building off of High Falls' success with townhouse development, residents of high-quality townhouses in LYLAKE will increase spending power and the need for service-based businesses in the area. The initial townhouse development efforts will require City or non-profit sponsorship through a public-private partnership.

Trail Connection at Sahlen's Stadium

Phase 2, Project 24

Who: City, Northwest Quadrant Service Center



Proposed Trail Connection

The townhouse development between Smith Street and Lyell Avenue will introduce a new kind of resident into the LYLAKS Study Area and will likely generate more foot traffic between the neighborhood's various destinations. A trail connector adjacent to the main parking lot east of Sahlen's Stadium is part of a larger project to create safe access for pedestrians and cyclists between Frontier Field to the south and Lyell Avenue and Rails to Trails to the north via the trail loop.

The creation of an additional recreational amenity will benefit not only the townhouse residents, but visitors as well. First, a trail will offer safe and attractive non-motorized access to other destinations within LYLAKS for residents and visitors to this area. Secondly, a trail beginning at Frontier Field and leading farther into

LYLAKS will entice stadium-goers to explore other areas of LYLAKS on foot. Finally, the placement of a trail directly next to the Stadium emphasizes the stadium's connectivity to the surrounding community.

Neighborhood Mixed Use

Phase 2, Project 25

Who: Private Developers, City, Northwest Quadrant Service Center



Existing Oak Street Corridor



Oak Street Corridor, After Neighborhood Mixed Use Development

Neighborhood mixed use commercial development is proposed for the Oak Street Corridor between Frontier Field and Sahlen's Stadium. The block of Oak Street just north of Frontier Field is proposed for development. Oak Street's industrial facilities and vacant lots currently offer no incentives to keep stadium-goers in the neighborhood, but instead amplify the sense of desolation in the area. The JOSANA Neighborhood Revitalization Strategy and other previous planning initiatives have recommended the conversion of this corridor to a use that is more compatible with and complemented by the nearby stadiums. This location provides LYLAKS with the opportunity to

encourage stadium visitors to spend time and money in the surrounding community. The businesses should serve the needs of both visitors and neighborhood residents – including eateries, cafes, bars and some retail.

Design guidelines should be developed to promote a scale and character fitting for the surrounding neighborhood – urban, walkable and traditional. Design guidelines for Oak Street should encourage parking in the rear, a zero setback and appropriate architecture and landscaping.

Reduced Pavement in Existing Parking Lot

Phase 2, Project 26

Who: City, Property Owner



Currently underutilized parking lot

The parking lot between Frontier Field, Kodak and Brown Square Park remains largely underutilized even during busy nearby events and peak work hours. The western end of the parking lot remains largely underutilized and has resulted in excessive paving in this area of LYLAKS. To activate this unused space and contribute to the greening initiative in LYLAKS, this parking lot will be integrated into the developing trail and open space network. The trail will be accompanied by green infrastructure along the trail and the edges of the parking lot to make the parking lot more attractive and more environmentally sensitive.



Proposed Trails and Parking Lot Improvements

The parking lot will also act as a trailhead and gateway connection between Frontier Field and the Stadium Corridor and the rest of LYLAKS' commercial, riverfront and residential destinations. With the coming of the MCC Downtown Campus to the Kodak Building, a well-maintained, landscaped parking lot will make a positive impression on MCC students, faculty and staff.

The completion of this project in Phase 2 is intended to be complemented by the construction of the Oak Street mixed use development as described in Project 25.

Light Industrial/Flex Development on Jay Street

Phase 2, Project 27

Who: Private Developer



Existing Vacant Land on Jay Street adjacent to the Railroad

The southwestern corner of LYLAKS is ideally suited for light industrial uses such as manufacturing because of its proximity to an active railroad line and the 490 Expressway. This section of LYLAKS has some residential blocks, but is dominated by industrial uses that remain active today with the exception of one large parcel directly next to the rail lines, which is currently for sale. The property is located next to the Water Tower Park on Jay Street. The activation of this now vacant space into an industrial development site would help create jobs for local residents and boost the LYLAKS economy.

BeeBee Station Redevelopment

Phase 2, Project 28

Who: Private Developers, City, Northwest Quadrant Service Center



The Genesee River waterfront as seen from the BeeBee Station Property



Proposed BeeBee Station Redevelopment

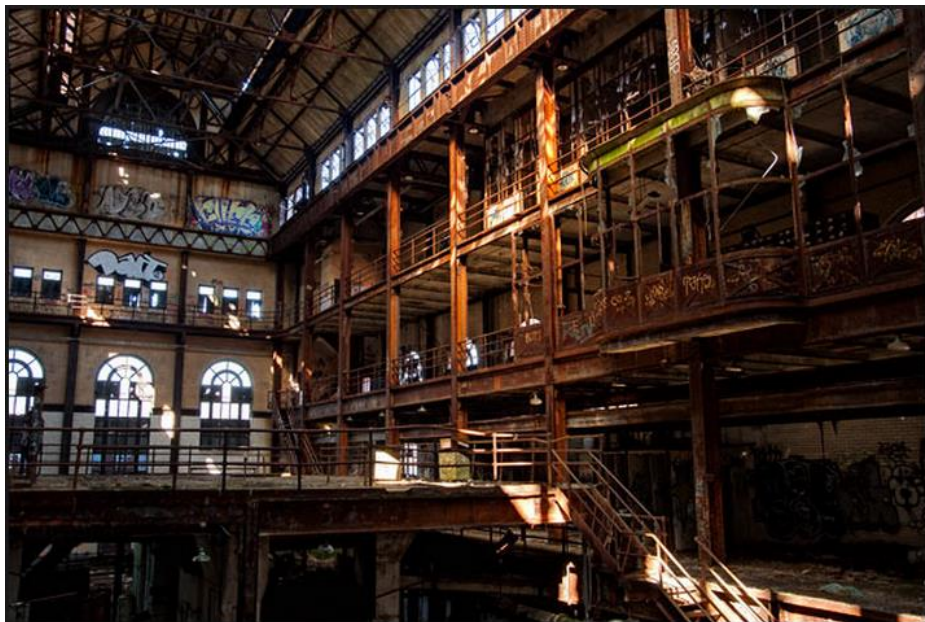
Redevelopment of the Genesee River Waterfront at the BeeBee Station site could have a transformative impact on LYLAKS Study Area. The BeeBee Station site, adjacent to High Falls, is a decommissioned power station that is slated for demolition by the property owner. The adaptive reuse of the buildings were considered but determined to be infeasible due to structural and environmental conditions.

In December of 2013 the City received an application to demolish and remediate the Rochester Gas and Electric BeeBee Station Main Plant from Iberdrola through the NYSDEC Voluntary Cleanup program. The scope of work includes complete structure decontamination (asbestos, lead based paint, etc.) and demolition of the multi-story BeeBee Station Main Plant, Station No. 3 office building, various sheds and small outbuildings -- approximately 330,000 square feet in total. Additional proposed tasks include shale rock cliff stabilization, removal of above and below ground utilities no longer required for site operations, maintenance and security and selective site restoration to a vegetated state.

Although a specific redevelopment proposal has not been presented by the property owner, new construction on this site creates an opportunity for a mixed use waterfront development that will improve access to the riverfront and contribute to the City's comprehensive open space and trail network.

Power Plant to Economic Catalyst

The Glenwood Power Plant in Yonkers has a similar history to Rochester's BeeBee Station -- both were major energy generators in a bygone era and the architectural appeal of the massive structures has been sullied by years of blight and decay. The redevelopment of the Glenwood Power Plant, however, is slated to begin construction of the \$250 million project in 2013 thanks to private developer funding and government supported federal tax credits. This transformative development will use the historic Glenwood Power Plant to create a unique tourism, business and cultural icon on the Hudson River. The development will also include upgraded and increased parklands and recreational opportunities. The project benefits the local economy by creating as many as 1,000 permanent jobs, 2,000 short-term construction jobs and generating a multiplier effect for future economic development opportunities. The pending redevelopment of the Glenwood Power Plant can serve as an example and an aspiration for local stakeholders interested in the redevelopment of the BeeBee Station.



Glenwood Power Plant, Yonkers

Light Industrial/Flex Development on Ambrose Street

Phase 2, Project 29

Who: Private Developers, City



Vacant BCP site on Ambrose Street

The vacant property situated between Lake Avenue, Ambrose Street and the proposed El Camino Trail has been through the New York State Brownfield Cleanup Program and is available for commercial or light industrial development. Given its location, this space is most appropriate for use as a light industrial or flex space development. This space should be particularly attractive to developers because it has already been remediated and the site is eligible for tax incentives associated with the Brownfield Cleanup Program.

If the El Camino Trail is extended through LYLAKS, this site may be appropriate for a temporary park that would draw trail users into LYLAKS for extended visits and showcase unique views of the river gorge.

New York State Brownfield Cleanup Program Tax Credits

Once a real property has been cleaned up via the New York State Brownfield Cleanup Program, it is eligible for redevelopment. To encourage developer interest in such a site, a taxpayer who has entered into a Brownfield Cleanup Agreement (BCA) with the Department of Environmental Conservation (DEC) may be eligible for tax credits relating to the cleanup and redevelopment of a brownfield site. Many resources are available on the New York State Department of Environmental Conservation website to explain how the credits work and how to apply for them.

“Brownfield projects have successfully redeveloped properties, neighborhoods and communities better than any other single program in the state, all while returning a direct capital investment over \$1.2 billion. The data is undeniable – New York taxpayers have seen \$6.80 in capital investment for every \$1 of tax incentives. This is only direct investment and does not include the other benefits to the economy including jobs, wage taxes, sales taxes, corporate taxes, property taxes, infrastructure savings (roads, power lines, sewer, etc.), or the environmental benefits.”

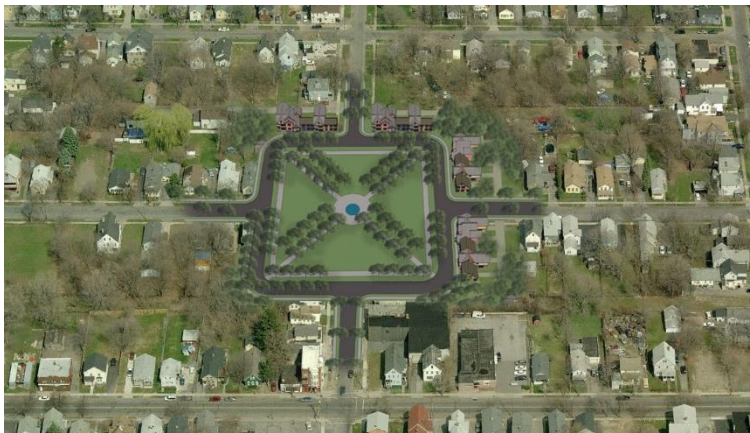
Square-About with Townhomes

Phase 2, Project 30

Who: City, Charles House Neighbors in Action, Northwest Quadrant Service Center, Groundwork, The Housing Council, NeighborWorks



Existing Intersection of Orchard and Smith Streets



Proposed Square-About with Townhomes

The area of LYLAKS identified as most in need of residential infill development, JOSANA, has a particularly high concentration of vacant lots surrounding the intersection of Orchard and Smith Streets.

This area of LYLAKS also lacks usable open space and high-quality housing. To make better use of this vacant and underutilized intersection, a Square-About surrounded by townhomes is proposed. This proposed project will create a maintained and usable open space and add new housing product that fits in well within the existing neighborhood.

Although square-abouts are usually used to calm traffic in congested areas, a square-about at this

location would draw neighborhood activity to it and other destinations along Orchard Street including the Rails to Trails, the Urban Farm and School #17 via the enhanced pedestrian walkway along Orchard Street. The infusion of new housing along the square-about would also positively impact investment and perception of this formerly bighted neighborhood.

Turning Underutilized Sites into Parks

The demise of an urban factory usually results in a fenced property that sits vacant for decades before maybe one day being rebuilt as some other structure, usually for industrial or commercial use. Recently, however, turning brownfields into parks has gained popularity. Many brownfield sites have a hold on prime real estate along waterfronts and major transportation corridors that have great redevelopment potential. Additionally, the public investment into projects that have converted brownfields into parks has already paid off for some projects by spurring further private and public economic development opportunities.

Minneapolis residents and visitors have long been deprived of the riverfront. It was first a site for the milling and shipping industries and subsequently too contaminated from earlier uses for safe enjoyment. The City has recently cleaned up the riverfront to create Mill Ruins Park. The Minneapolis Park & Recreation Board has calculated that its \$55 million investment in parks in the brownfield-laden area, along with \$150 million in other public improvements, has leveraged \$1.2 billion in private investment. As a result, 8,300 jobs were preserved while 1,300 additional jobs were created. The riverfront now boasts 3,000 new residential units as well as expanded commercial and entertainment space.



Mill Ruins Park, Minneapolis

Smith Street Streetscape Improvements

Phase 2, Project 31

Who: City, Northwest Quadrant Service Center, Rochester Rhinos



Proposed Smith Street Improvements

The portion of LYLAKS east of the stadiums will undergo several improvements in Phase 2 – most notably a townhouse development along Saratoga Avenue and redevelopment of the BeeBee Station site. City-led streetscape improvements of Smith Street east from Broad Street towards the waterfront will establish safer, more welcoming connections between the Stadium Corridor and the waterfront while also encouraging private sector development. Streetscape enhancements along Smith Street,

including landscaping, wayfinding signs and improved sidewalks, will entice stadium goers and visitors to the Stadium Corridor to venture to the newly reclaimed waterfront.

Broad Street Streetscape Improvements

Phase 2, Project 32

Who: City, Northwest Quadrant Service Center, Rochester Rhinos



Proposed Streetscape Improvements

The continued strengthening of the Stadium Corridor for commercial uses and foot traffic will require safer and more attractive connections between LYLAKS' existing and developing assets. Broad Street, located directly off of the 490 expressway, is the gateway that now greets most visitors coming to LYLAKS for events at Sahlen's Stadium and Frontier Field. As investment continues to grow in LYLAKS, Broad Street will play a critical role in greeting visitors not just to the stadiums, but to the other destinations, such as Lyell Avenue.

Broad Street currently portrays the area as disinvested and blighted. A well-maintained thoroughfare with plantings, banners and an active street life would let visitors know that the City, area residents and business owners are invested in improving this area. Although the speed limit is 30 MPH, Broad Street is wide with few stop lights and thus encourages high car speeds that create an unsafe and unattractive experience for pedestrians and cyclists. By transforming Broad Street into a safer, more welcoming place to drive, bike or walk to reach a destination, activity along Lyell Avenue and Oak Street will continue to grow.

The successful transformation of the Stadium Corridor along Oak Street will also help attract visitors and residents to the newly redeveloped waterfront, requiring safe and welcoming passage via Smith Street. The City is also studying the feasibility of realigning Broad Street at Lyell Avenue to more seamlessly connect to Dewey Avenue to the north. Although such a change would make passage through this area more efficient for motorists, it would likely increase car speeds and decrease opportunities for motorists to notice neighborhood amenities. The existing, quirky intersections within LYLAKS create a unique experience that encourages motorists and pedestrians alike to take their time navigating the intersection and take notice of the built environment.

What Would a Realigned Broad Street Look Like?

The LYLAKS Revitalization Strategy recommends improving the existing Broad Street route. Anecdotal feedback, however, suggests that the community would support the realignment of Broad Street to connect directly with Dewey Avenue for a safer, more easily maneuvered intersection.



Broad Street south of Lyell Avenue was the historical route of the Erie Canal, providing a unique opportunity to highlight the LYLAKS' connection to the Canal. A park with a water feature following the Canal's route and a walking trail would replace the existing Broad Street. Such a park would provide public open space along Lyell Avenue, expose visitors to the nearby urban agriculture projects and give historical context for the Erie Canal in LYLAKS.

This page left intentionally blank.

Costs & Funding for Proposed Phase 2 Projects

Moving the LYLAKS Revitalization Strategy forward will require various funding sources to make these projects a reality. Each Phase 2 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 Number	Project Name	Project Phasing	Anticipated Costs (\$2013)	Potential Funding Resources
21	Community Market Site	Feasibility Study	20,000	City, BOA, HKHC, CFP, HFHC
		Environmental Investigation	TBD	
		Site Acquisition	205,000 (349 & 367 Orchard)	
		Remedy Selection & Remediation	TBD	
		Design	TBD	
		Public Construction	TBD	
22	Greenhouses with Parking Lots	Planning & Feasibility	20,000	Private, City, BOA, COMIDA, PILOT, NMTC, GIGP, Groundwork USA, HKHC, CFP, HFHC
		Schematic Design	83,000	
		Final Design	312,000	
		Construction	4,250,000	
23	Townhouse Development	Feasibility	25,000	Private, BOA, COMIDA, PILOT, NMTC, LIHTC, HOME, HWF
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
24	Trail Connection at Sahlen's Stadium	Schematic Design	5,500	City, STP, TAP, TIP
		Final Design	16,500	
		Construction	206,000	

Project Number	Project Name	Project Phasing	Anticipated Costs (\$2013)	Potential Funding Resources
25	Neighborhood Mixed Use	Planning & Feasibility	50,000 (Market Analysis & Infrastructure Investigation)	Private, BOA, COMIDA, PILOT, NMTC, NYSERDA NCP
		Environmental Assessment	TBD -- Based on Site Selection	
		Design Guidelines	30,000	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
26	Reduced Pavement in Existing Parking Lot	Schematic Design	20,000	City, STP, TAP
		Final Design	50,000	
		Construction	735,000	
27	Light Industrial/Flex Development on Jay Street	Marketing	10,000	COMIDA, PILOT, NMTC, ERP, NYSERDA NCP, EJP
		Design	500,000	
		Construction	6,750,000	
28	BeeBee Station Site Redevelopment	Schematic Design	TBD	City, Private, BOA, COMIDA, PILOT, NMTC, ERP, LWRP, EPF Parks, LWRP, EPA BP
		Final Design	TBD	
		Construction	TBD	
29	Light Industrial/Flex Development on Ambrose Street	Marketing	10,000	BCP, COMIDA, PILOT, NMTC, ERP, NYSERDA NCP, EJP
		Design		
		Construction	TBD	

Project Number	Project Name	Project Phasing	Anticipated Costs (\$2013)	Potential Funding Resources
30	Square-About with Townhomes	Feasibility Study	40,000	City, Private, BOA, COMIDA, PILOT, NMTC, LIHTC, EPF Parks, HOME, HWF, TIP
		Land Acquisition	TBD	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
31	Smith Street Improvements	Schematic Design	20,000	City, BOA, STP, TAP, MSP, TIP
		Final Design	62,000	
		Construction	785,000	
32	Broad Street Improvements	Schematic Design	4,500	City, BOA, STP, TAP, MSP, TIP
		Final Design	13,500	
		Construction	167,000	

This page left intentionally blank.

4.5 The Revitalization Strategy: Phase 3 (Map 18)

The Long-Term Plan (15+ years) of the LYLAKS Revitalization Strategy builds off of the progress and initiatives established in the Short-Term and Mid-Term Plans. The areas of strategic investment – The Orchard-Whitney site and surrounding vacant and underutilized sites, the waterfront, creative redevelopment of vacant JOSANA residential neighborhoods, the Lyell Avenue Corridor and the Stadiums Corridor will continue to be the focus of redevelopment efforts. Beyond these sites there will be continued efforts to better connect the LYLAKS community to its various assets through an enhanced open space and trail network. The effort to transition vacant lots into active uses will continue to increase as LYLAKS becomes more attractive to private investment while several key waterfront parcels will be transformed into sites that highlight the waterfront as a major community asset.

This page left intentionally blank.

KEY

1. Streetscape Enhancements and Infill Development
2. J.R. Wilson Park Improvements
3. Hague Street Streetscape Improvements
4. Rails To Trails
5. Jay Street Streetscape Improvements
6. Skate Park at Campbell Street Community Center
7. Urban Farm
8. Institutional / Commercial Development
9. Tent City Redevelopment
10. Improved Parking Lot
11. Orchard Street Streetscape Improvements
12. Residential Infill
13. Improved Connection to Jones Square Park
14. Retain Historic Structure

15. Oak Street Streetscape Improvements
16. Trail Improvements at School #5
17. Trail Improvements at Brown Square Park
18. Brown Street Streetscape Improvements
19. Vincent Street Streetscape Improvements
20. El Camino / Butterhole Trail Extension
21. Community Market Site
22. Greenhouses with Parking Lots
23. Townhouse Development
24. Trail Connection at Sahlen's Stadium
25. Neighborhood Mixed Use
26. Reduced Pavement in Existing Parking lot
27. Light Industrial / Flex Development on Jay Street
28. BeeBee Station Redevelopment
29. Light Industrial / Flex Development on Ambrose Street
30. Square-About with Townhomes

31. Smith Street Streetscape Improvements
32. Broad Street Streetscape Improvements
33. Lyell Avenue Mixed Use Development
34. Food Hub with Processing, Packaging and Distribution Center
35. Neighborhood Mixed Use
36. Canal Park Interpretation
37. Mixed Use Waterfront Development

Alternative Broad Street Realignment



350 175 0 350 700



This page left intentionally blank.

Lyell Avenue Mixed Use Development

Phase 3, Project 33

Who: Private Developers, City, Northwest Quadrant Service Center, Lyell Avenue Business Association



Proposed Lyell Avenue Mixed Use Development

The trajectory of Lyell Avenue will change with the infusion of public and private funds into the redevelopment of the area surrounding Lyell Avenue throughout Phases 1 and 2 of the Revitalization Strategy. The streetscape enhancements along Lyell Avenue will show that the City is willing to invest in LYLAKS becoming a more walkable, commercially active neighborhood. The redevelopment of nearby vacant lands will also convey that LYLAKS is prepared to embrace new, economic vitality.

Private property owners will be encouraged to improve their sites to attract higher value tenants while a wider variety of businesses will find Lyell Avenue to be a worthwhile location. The traffic created by the institutional/commercial use building constructed in Phase 1 (Project 8) and the greenhouses constructed in Phase 2 (Project 22) will bring a greater diversity of employees and visitors to LYLAKS. The new and rehabilitated buildings along Lyell Avenue will be held to Design Guidelines that will buildings to seamlessly fit into the existing urban fabric by being multi-story with the storefront adjacent to the sidewalk and parking accessible behind the buildings. The type of businesses that locate on Lyell Avenue should serve the daily needs of area residents, visitors and commuters.

Food Hub with Processing, Packaging & Distribution Center

Phase 3, Project 34

Who: City, Northwest Quadrant Service Center, Wegmans, FoodLink, Charles Settlement House, Good Food Collective/Headwater Foods, Cornell Cooperative Extension, City School District, Rochester Roots, Healthy Kids Healthy Communities, Groundwork, GrowGreen Rochester, RochesterWorks!, Lots of Food



Proposed Food Hub with Gathering Space

The high level of food production occurring on the Whitney/Smith site, at the greenhouse growing site and other surrounding vacant lots will create momentum for a burgeoning local food industry within LYLAKS. Growers and local food processors will find value in processing, packaging and distributing their fresh produce and value-added goods on site to serve a growing customer base. The food hub will be work-intensive and will provide year-round employment opportunities for a range of skills.

A community gathering space between the food hub and Lyell Avenue will provide a space for visitors and workers at the food hub to gather and reach out to the surrounding community while also buffering the activities of the food hub and the Lyell Avenue Corridor.

Food Access Related Projects Addressed in the JOSANA Neighborhood Revitalization Strategy:

- Initiate a Farm to School program at School 17, modeled on the Philly Farm to School Program. A joint effort between the School District of Philadelphia and several community health organizations, the program connects schools with farm produce and educational opportunities including farm tours and workshops for cafeteria staff.
- To increase access to healthy, affordable food, the coordinated weekly trips to the Public Market for community members should be expanded to include a pro-rated Community Supported Agriculture program.
- The City's Healthy Corner Store Initiative pilot program should be expanded into LYLAKS. In Philadelphia a similar program, Healthy Corner Stores Network, provide stores with technical assistance and training to connect store owners with suppliers of fresh, wholesome snacks. The Philadelphia program aims to reduce incidences of diet-related disease and childhood obesity in low-income communities. Participating stores near schools in Philadelphia report selling out of \$1 pre-cut fresh fruit daily. Corner stores in LYLAKS located near school grounds should be targeted as sites for selling fresh cut fruit.

What is a Food Hub?



A food hub is a centrally located facility with a business management structure that facilitates the aggregation, storage, processing, distribution and marketing of locally produced food products. By actively coordinating these activities along the value chain, food hubs are providing wider access to institutional and retail markets for small to mid-sized producers and increasing access to fresh healthy food for consumers, including underserved areas and food deserts. Food hubs have become increasingly common throughout the United States as communities begin to confront the challenges to establishing and supporting a local food system that benefits both producers and consumers.

Neighborhood Mixed Use

Phase 3, Project 35

Who: Private Developers, City, Northwest Quadrant Service Center



Proposed Neighborhood Mixed Use



Example of Neighborhood Mixed Use

The success of the mixed use development on Oak Street in Phase 2 will encourage other developers and business owners to capitalize on this burgeoning commercial district's success. This project is an expansion of Project 25

The Oak Street neighborhood mixed use development highlights some of LYLAKS' nearby assets – its open space (Project 36), trail network loop and tight-knit residential neighborhoods. The expansion of the Stadium Corridor further into LYLAKS will also encourage development interest and commercial foot traffic in the nearby Lyell Avenue Corridor.

Canal Park Interpretation

Phase 3, Project 36

Who: City, Groundwork, Northwest Quadrant Service Center



Site of Historic Erie Canal Route

Adjacent to the neighborhood mixed use development on Oak Street (Phase 2 Project 25 and Phase 3 Project 35) there is a City-owned vacant parcel of land that is a remnant of the Historic Erie Canal before it was diverted outside of the city. This site provides an opportunity to celebrate the heritage of the Erie Canal in LYLAKS. A park with Canal interpretation is planned for this space to provide visitors and residents walking along the newly redeveloped Oak Street corridor with the opportunity to learn about the history of the Erie Canal in LYLAKS and enjoy well-landscaped open space in an urban environment.



Proposed Small Scale Mixed Use and Canal Park

The Erie Canal was central in bringing commerce and prosperity to the City of Rochester in the mid to late 1800s. Before the Canal was rerouted outside of Downtown in 1918, it followed a route along what is now Broad Street and community members have expressed an interest in paying tribute to this heritage.

The proximity of the historic Erie Canal site to other open space and recreational amenities in LYLAKS, including Brown Square Park, School #5 and the stadiums, creates an opportunity for an easily accessible open space that provides historical context for the Erie Canal in LYLAKS. The proposed Canal Interpretation includes a walking path that traces the route of the former Canal surrounded by landscaping, historical information and wayfinding signs.



Example of an Interpretive Park

Mixed Use Waterfront Development

Phase 3, Project 37

Who: City, Private Developers, Groundwork, Northwest Quadrant Service Center



Proposed Mixed Use Waterfront Development

Extending north from the BeeBee Station is a series of underutilized and vacant waterfront properties that are recommended to be converted into light industrial, commercial and flex space uses. Due to the high elevation above the river and the steep drop-off behind Cliff Street, this portion of the riverfront may not be appropriate for mixed-use, service-based waterfront development.

The elevated riverfront property between Spencer Street and the decommissioned railroad bridge is particularly narrow and would be difficult to develop. This area should be acquired and dedicated as open space to provide views of the river and cliff. The types of businesses that locate in this manufacturing and industry-oriented cluster should be businesses that focus on job generation and community economic development.

Costs & Funding for Proposed Phase 3 Projects

Moving the LYLAKS Revitalization Strategy forward will require various funding sources to make these projects a reality. Each Phase 3 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 Number	Project Name	Project Phasing	Anticipated Costs (\$2013)	Potential Funding Resources
33	Lyell Avenue Mixed Use Development	Individual Properties	Varies	Private, City, BOA, COMIDA, PILOT, NMTC, NYSERDA NCP
34	Food Hub with Processing, Packaging and Distribution Center	Planning & Feasibility	TBD	BOA, COMIDA, PILOT, NMTC, EJP, NYSERDA NCP, Groundwork USA, HKHC, CFP, HFHC
		Environmental Investigation & Remedy Selection	TBD Based on Site	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
35	Neighborhood Mixed Use	Planning & Feasibility	50,000	Private, BOA, COMIDA, PILOT, NMTC, NYSERDA NCP
		Environmental Assessment	As Determined Necessary Based on Site Selection	
		Design Guidelines	No Cost, See Project #25	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	
36	Canal Park Interpretation	Planning & Feasibility	30,000	City, STP, TAP, EPF Parks, TIP
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	

Project Number	Project Name	Project Phasing	Anticipated Costs (\$2013)	Potential Funding Resources
37	Mixed Use Waterfront Development	Planning & Feasibility	40,000 (Market Analysis)	Private, City, BOA, ERP, COMIDA, PILOT, NMTC, LWRP, EPF Parks, NYSERDA NCP
		Environmental Assessment	TBD	
		Remedy Selection & Remediation	TBD	
		Schematic Design	TBD	
		Final Design	TBD	
		Construction	TBD	

4.6 How Do We Get There?

The LYLAKS Revitalization Strategy provides a comprehensive approach to achieving the stabilization and revitalization of the neighborhood over the coming decades. The recommended projects have been broken up into three phases, but many strategic partnerships and themes are present throughout multiple phases of the Revitalization Strategy. Many of the following recommendations can be accomplished through the initiative of community stakeholders and their engagement with policymakers and local leaders.

Non-Capital Projects: Policy & Regulatory Recommendations

New Zoning Districts

The City's existing zoning districts do not support all of the projects that are proposed in the LYLAKS Study Area. In order to realize full implementation of the Revitalization Strategy, modifications and additions to the City's existing zoning is required. Several new districts must be created to allow for creative and more appropriate uses of LYLAKS' natural, cultural and social assets. Zoning modifications will be further explored and implemented as part of Step 3 of the BOA Program.

Urban Agriculture

Currently the City permits urban agriculture as a permitted use in the Public Market Village District. Community gardens are allowed throughout the City on City-owned parcels as a temporary use. To allow for the implementation of the proposed urban agriculture projects, some zoning changes should be considered, as noted below:

- The City's Department of Environmental Services should pursue its urban agriculture pilot program, with the potential to enact a citywide urban agriculture zoning ordinance for the use of vacant lots by right as food production sites. LYLAKS should be a key site for the pilot program due to the neighborhood's interest in urban agriculture and wealth of vacant land.
- An amendment to the code is necessary if urban agriculture were to be allowed as a permanent use.
- The City should determine its stance on the use of private land for urban agriculture.
- Urban Agriculture Overlay Districts could be applied to large parcels converting to food production sites. LYLAKS has numerous vacant, residential lots and large former industrial sites that could be suitable for farming.

Zoning Modifications

A component of project advancement in Step 3 should be modifications to the current zoning code to allow for the highest and best uses of LYLAKS' opportunities and barriers.

Recommended zoning modifications include:

- **Zoning Map modifications.**
- **Oak Street Village Center:** The Neighborhood Mixed Use Development on Oak Street requires a zoning district change from M-1 and CCD to one cohesive Village Center District (V-C). The Village Center District recognizes and encourages the development of lively, pedestrian-friendly, mixed use neighborhoods. The Oak Street V-C should run from Morrie Silver Way north to Jay Street. To ensure that development is appropriate in its use of design, scale and public spaces, design guidelines should be drafted for Oak Street.
- **Open Space and Recreational Amenities:** Public lands used as open space and parks that are not currently classified as Conservation and Parks, such as J.R. Wilson Park and Jones Square Park should be formally re-classified to ensure their future use as parkland.
- **Design Guidelines for Lyell Ave:** To reclaim Lyell Avenue as the neighborhood's main commercial corridor, it should have Design Guidelines drafted that are tailored to the historic uses and future needs of the Lyell Avenue Corridor and its surrounding neighborhoods.
- **Manufacturing:** The amount of land dedicated to Manufacturing Districts should decrease as the LYLAKS economy diversifies and the land becomes more valuable. East of Broad Street all manufacturing zoning districts should be replaced with more appropriate land uses with the exception of the cluster of manufacturing businesses around the intersection of Smith and Oak Streets. West of Broad Street, the manufacturing zoning districts will be replaced by commercial uses and some open space north of the Rails to Trails while the manufacturing uses west of Hague Street will be preserved and fostered. Due to the abundance of vacant land surrounding the existing industrial sites west of Hague Street, existing industries will have the opportunity to expand their operations without having to relocate.

The addition of one Manufacturing District is proposed for the currently zoned C-2 area along the riverfront between Smith Street and the Running Track Railroad Bridge. Due to the existing, surrounding uses and the lack of direct access to the riverfront, manufacturing uses are most appropriate along this portion of the riverfront.

Design Guidelines

The drafting of Design Guidelines for the Lyell Avenue Corridor and the Neighborhood Mixed Use Development on Oak Street will require Step 3 funding to properly reflect the current needs

of LYLAKS and to plan for its future trajectory. Design Guidelines will be particularly important in restoring Lyell Avenue's former character as a dense, urban commercial corridor and creating an authentic, walkable urban district along Oak Street. Design Guidelines will include, but not be limited to:

- Lighting
- Facades
- Landscaping/Streetscaping
- Building Placement/Height
- Architectural Style/Materials
- Parking
- Site Design
- Lot Coverage/Setbacks

Community Action

Enforcement of Property & Building Code

LYLAKS has been impacted by from a lack of investment in both its commercial and residential properties. Much of the effort to hold property owners accountable for the condition of their buildings will need to be initiated by concerned neighbors and carried out by the City. The development of a code violation and crime reporting system with a follow up tool would encourage citizens to take ownership of their neighborhood and become involved in mitigating obstacles.

Increase Police Patrols

An increased police presence in LYLAKS would make residents feel safer in their own neighborhoods. As recommended in the JOSANA Neighborhood Revitalization Strategy, having officers use bicycles instead of cars while on patrol, officers will appear more approachable and more integrated into the community thereby encouraging residents to develop a working relationship with the officers on patrol.

"A Partnership for Positive Change" District Council Collaborative Board in Camden, New Jersey

An independent community organization of community members, law enforcement and city government work together to improve public safety and quality of life through a collaborative that utilizes problem solving strategies.

Residents can go online to report issues and to use an interactive map to flag problems in their community. Once an issue on the map is addressed by the City, the flag color changes, the action taken is described and residents are able to provide a rebuttal.

<http://camdendccb.org/>

Maintain & Update a Demolition Wish List

In addition to the need to monitor and enforce building code violations, LYLAKS must develop a singular voice when advocating to the City and the Northwest Quadrant Service Center for the demolition of buildings that are beyond repair and create blight and safety issues within the neighborhood. The City of Rochester regularly demolishes unfit buildings and welcomes input from residents via the Quadrant Service Center about which buildings in their neighborhoods are most in need of demolition. The JOSANA Neighborhood Master Plan also identified the need for such action. Criteria for demolition should include, but is not limited to:

- Is it vacant?
- Is it distressed or failing?
- Is it City-owned?
- Is it a substandard rental property?
- Does it have citations for lead or structural hazards?
- Is it adjacent to vacant land?
- Does American Tax Funding own the tax lien?
- Is it historic?
- Is it posing an immediate or pending safety threat?

Residential Strategies

Before LYLAKS is prepared to successfully absorb new housing stock, residents need support and assistance to preserve existing housing stock, address negligent landlords and improve the community. A tenants' advocacy Committee should be formed to report on landlord delinquency. Various organizations within Rochester could be engaged to be a part of this project, which could eventually serve neighborhoods outside of LYLAKS facing similar challenges. Organizations include Charles House Neighbors in Action (CHNA), Northwest Quadrant Service Center, the City, Monroe County Department of Public Health, The Housing Council and The Legal Aid Society of Rochester.

Flower City Habitat has identified the JOSANA neighborhood as in need of quality new housing and is currently undertaking various redevelopment projects in the neighborhood. As new housing stock comes into LYLAKS, a homeowners association should be formed to welcome new neighbors and mentor new homeowners. Local organizations that should be sought out to form the association include CHNA, The Housing Council, The Legal Aid Society of Rochester, NeighborWorks, the City, Flower City Habitat, HomeStore, Lowes and The Home Depot.

The City can help expedite the redevelopment of vacant parcels in residential neighborhoods by land banking various City-owned vacant parcels to be more attractive for potential developers. This action will be particularly important for the development of diverse housing products to accommodate the changing demographics of current and prospective residents.

Improve the Image of the Community

The LYLAKS Study Area receives substantial visibility when people from other communities visit the Stadiums, High Falls, Kodak and pass by on 490. Improving the image of the LYLAKS community would make it seem more welcoming to visitors and would instill a sense of pride in residents. Wayfinding, signage and streetscape enhancements are proposed throughout the three phases of the project and will require sustained effort to realize the benefits.

As people enter LYLAKS, they should know that they have driven into a neighborhood that has a sense of identity and pride – signage and well-maintained streetscaping are key. The Quadrant Service Centers lead annual Clean Sweep initiatives that beautify neighborhoods and strengthen a sense of community. LYLAKS can capitalize on this momentum by hosting Mini Clean Sweeps throughout the year. Once residents are accustomed to their neighborhoods being kept to a higher standard, gardening tools should be made easily accessible so that people can maintain their own yards. A community tool and gardening shed would provide residents with tools for use in community gardens and to combat tall weeds and overgrown trees. Well-maintained landscaping improves sight lines and can decrease the potential for crime while also instilling a sense of ownership for residents in the neighborhood.

Community Engagement

Engaging with the community is crucial for all of the projects described in the LYLAKS Revitalization Strategy. In addition to reaching out to community members to improve the stability of the residential neighborhoods and strengthen community ties, local employers and youth should be targeted for specific engagement to give momentum to revitalization efforts.

Community members have voiced concern about the lack of opportunities for children and teens in the neighborhood, specifically programs, activities, and events to keep them engaged, safe and out of trouble. The Charles Settlement House has several youth development initiatives, including a Teen Club that is very popular, but phases members out after age 21. To keep these community members engaged, a role should be created for them to be trained as assistants or eventual leaders in the Charles Settlement House organization.

CHNA should lead an initiative to reach out to and engage with existing local employers to inquire about hiring needs. Such conversations will signal to employers that there are willing workers in LYLAKS and will lay the groundwork for skill building opportunities and employment contacts for potential employees.

Marketing & Branding

LYLAKS currently suffers from a negative perception based on what visitors see when driving on 490 and visiting the stadiums. An essential component in improving its perception is to

proactively market LYLAKS as a diverse neighborhood with walkable commercial centers and ample connections to its open space loop, which ranges from traditional sidewalked, tree-lined, walkable neighborhoods to dramatic waterfront neighborhoods with views of the natural and rugged river gorge. A branding strategy will guide the community to identify the vision for its future so that potential business owners and residents who share that vision can begin investing in the LYLAKS of tomorrow.

Partnerships & Collaboration

LYLAKS benefits from having various active community groups working to improve their neighborhoods including the Charles Settlement House, Charles House Neighbors in Action (CHNA), Lyell-Otis Neighborhood Association, People of Dutchtown and Brown Square Neighborhood Association. The City is also dedicated to strengthening the residential neighborhoods and activating the commercial corridors through its policies in City Hall and more actively through the Northwest Quadrant Service Center. In order for LYLAKS to fully implement its Revitalization Strategy, new partnerships and collaborations must be forged. To keep the momentum going from the Revitalization Strategy planning process, representatives from the various community organizations and the City should continue to hold regular meetings to ensure that the plan is being advocated for and implemented. Potential partners within the community that could offer collaborative opportunities include the Rochester Rhinos, the Rochester Red Wings, School #5 and School #17 administration and their Parent Teacher Associations, Garden Aerial, Flower City Habitat for Humanity and various local employers including, but not limited to DiPaolo Bakery, Petrillo's Bakery, Upstate Niagara Cooperative and Klein Steel.

Stabilizing Residential Neighborhoods

The LYLAKS Revitalization Strategy also calls for partnerships to be established with organizations that are not currently active within the neighborhood in order to increase the likelihood of successful implementation. Stabilizing LYLAKS' residential neighborhoods with better quality homes and increased rates of homeownership is a necessary first step in bringing new residents and business to LYLAKS. Neighborworks Rochester is part of the national Neighborworks network that assists families looking to purchase their first home through a number of initiatives, loans and grants. The Housing Council, a HUD-approved comprehensive housing counseling agency, provides property management tools and strategies to landlords in order to enhance their business skills and familiarize them with their rights and responsibilities. The Housing Council also assists tenants in stabilizing their housing and making good decisions as consumers. In a neighborhood struggling with absentee landlords and poorly maintained rental housing, landlords and tenants would benefit from the Housing Council's efforts in stabilizing LYLAKS' residential neighborhoods.

Workforce & Business Development

A strong local workforce is an essential foundation in attracting new businesses, increasing neighborhood employment rates and thereby stabilizing the residential neighborhoods. RochesterWorks! is an employment and training initiative dedicated to developing the region's strong workforce. This organization connects businesses to federally-funded employment and training programs while assisting job seekers to find jobs and gain training and skills. The Lyell-Jay Merchants Association and the East Lyell Business Association should join forces and collaborate with RochesterWorks! to strengthen their own local hiring practices and help attract complementary businesses to the neighborhood that will benefit their own businesses and local job seekers.

Healthy Living & Urban Agriculture

The LYLAKS community has expressed an interest in healthy living initiatives and increasing community access to healthy, affordable foods. Partnering with organizations specializing in these causes is essential to ensure the implementation and longevity of these initiatives. Due to their interconnections, many organizations are dedicated to addressing healthy living issues, especially for children, concurrently with addressing food access issues. Healthy Kids, Healthy Communities (HKHC) is a national organization with a Rochester chapter dedicated to supporting community action to prevent childhood obesity in the Crescent of Rochester. HKHC Rochester could combat childhood obesity while improving access to healthy food through an urban agriculture project. Groundwork USA, as described in Project 7, is a national organization with local chapters dedicated to engaging local businesses, residents and government officials to revitalize neighborhoods and transform community liabilities, like abandoned lots, into community assets. In addition to improving a community's landscape, Groundwork affects such changes through youth-led programs that provide young residents with jobs and training. The founding of a Groundwork Rochester could be focused on transforming vacant and underutilized lots into public open space and preparing and managing food production sites.

A local Rochester non-profit, Lots of Food, is committed to planting edible landscapes throughout the city's neighborhoods on underutilized plots of land for the free enjoyment of all. Within LYLAKS there are ample locations for the creation of edible landscapes including the proposed community market site, the rails to trails, the proposed Square-About and the various existing parks and vacant lots. Edible landscaping would increase food access while creating an educational and interactive experience for residents and visitors.

Thanks to the Rochester region's rich agricultural history, there is an interest in connecting Rochester residents with their food sources and even growing food within the city. Cornell Cooperative Extension, Rochester Roots and GrowGreen Rochester all have experience growing food in the City of Rochester and could serve as partners in urban agriculture efforts. Wegmans,

FoodLink, and the Good Food Collective/Headwater Foods have local experience in large-scale food distribution, CSAs and farmer's market and could serve as partners in improving community food access and finding markets for the goods produced at the urban agriculture sites.

The Need for Further Study

The LYLAKS Revitalization Strategy proposes 37 projects for implementation, many of which will first require additional study and investigation. The following proposed projects are considered for inclusion in the City's Step 3 BOA Funding Application.

Streetscape Enhancements & Infill Development on Lyell Avenue: Project 1

Design guidelines for the Lyell Avenue Corridor should be drafted in Step 3 to ensure that rehabilitation and development projects perpetuate Lyell Avenue as a dense, urban and walkable commercial corridor.

Streetscape Improvements: Projects 3, 5, 11, 15, 18, 19, 31 & 32

The improvements to many of LYLAKS' thoroughfares will require schematic designs.

Skate Park at Campbell Street Community Center: Project 6

The enhancements to the Campbell Street Community Center will require further investigation into the feasibility of the improvements, including potential costs and connectivity concerns, and the drafting of conceptual designs.

Urban Agriculture & Food-Related Initiatives: Projects 7, 21, 22 & 34

An urban farm within LYLAKS would be the first of its kind in Rochester and require investigation on many fronts before implementation could be possible. In addition to the City modifying the zoning code to allow urban agriculture, investigation specific to the Whitney/Smith Street site is necessary. The management and ownership structures and the purpose of the project must be established. Once potential participants' interest in the project has been gauged, the soil must be tested, a growing plan established and a market strategy developed. The investigation into the feasibility of the Whitney/Smith Urban Farm will also provide information for gauging the interest of local organizations and citizens for converting individual vacant lots into growing sites, the feasibility of greenhouse growing operations and a Food Hub and the cultivation of a local food movement in LYLAKS.

The Community Market Site will require a feasibility study to gauge community demand for an open-air market and environmental investigation into the site.

Tent City Redevelopment: Project 9

The adaptive reuse of the Tent City building will require investigations into the structural integrity of the building, potential contamination and a market analysis to determine the most appropriate and feasible reuse options. Coordinating with the current owner, Winn Development, is a necessary next step to better understand their vision for the project, aid them in implementing their development plans or transferring the project to another developer to expedite the redevelopment of this catalytic site.

Residential Infill: Project 12

Infill development within LYLAKS' residential neighborhoods will require a market analysis to determine the types of housing most in demand for current LYLAKS residents and those likely to relocate to LYLAKS in the future.

Improved Connection to Jones Square Park: Project 13

An improved connection will require schematic designs.

Trail Improvements at School #5 & Brown Square Park: Projects 16 & 17

Trail improvements at School #5 and Brown Square Park will first require schematic designs.

Townhouse Development: Project 23

The development of high-density townhouses along Saratoga Avenue will require a feasibility study to determine construction costs and residential demand.

Trail Connection at Sahlen's Stadium: Project 24

A trail connection between Sahlen's Stadium and the new townhouse development will require schematic designs.

Neighborhood Mixed Use: Project 25 & 35

The Neighborhood Mixed Use Development along Oak Street will require planning, a feasibility study, schematic designs and the drafting of design guidelines.

Reduced Pavement in Existing Parking Lot: Project 26

Reducing the pavement in the parking lot between Frontier Field and Kodak to establish a trail with heavy landscaping will require schematic designs and a feasibility study.

Light Industrial/Flex Development: Projects 27 & 29

Identifying potential developers and businesses to acquire and activate these two sites will require targeted marketing efforts.

Square-About with Townhomes: Project 30

The proposed Square-About with surrounding townhouses will require a feasibility study of the transportation impacts of re-routing the road and the market feasibility of the townhouse construction, including the demand for this type of housing and the profile of the potential resident. Schematic designs of the project will be also be required.

Canal Park Interpretation: Project 36

The Canal Park interpretation will require schematic designs.

Mixed Use Waterfront Development: Project 37

The proposed Waterfront Mixed Use Development will require an environmental investigation, potential remediation and schematic designs. The site should be marketed towards commercial and manufacturing businesses seeking a location to build new and take advantage of various tax credits.

5 FUNDING

Funding for the LYLAKS BOA Revitalization Strategy initiatives will come from a host of public and private resources. Timing and levels of public investment will be predicated on numerous issues including the disposition of State and Federal budgets and the regional, State and national economic outlook. The overwhelming majority of investment within the BOA, however, will need to be provided by the private sector. The availability and costs of financing are major factors that dictate the extent and timing of private sector involvement. In addition, the perception of the Study Area and potential costs associated with environmental contamination are also deterring private sector interest. Although near-term public involvement will be required to kickstart investment, the long-term sustainability and financial viability of development within the Study Area will require projects to persist absent of public subsidies.

A consistent level of public dollars will be required in the beginning stages of implementation to lure investment and reduce private sector risk. As a result, the City should investigate the establishment of an Urban Renewal District or Municipal Redevelopment Project Area within the BOA. In addition, opportunities to leverage funding strategies such as tax increment financing (TIF) pursuant to General Municipal Law Article 18-C §970 should be explored to find major public sector infrastructure investments such as along Oak Street (Project 25) or the Square-About (Project 30). A brief summary regarding the utilization of the TIF mechanism is included below.

Maintaining momentum developed during the Nomination process is critical to ensuring that revitalization efforts take hold. The various neighborhood associations in LYLAKS have been key players in developing the Revitalization Strategy through representation on the Steering Committee and in Public Workshops. The ability of the City to bring about meaningful and visible investments and action within the neighborhood will send a strong signal to the community regarding the City's intent to revitalize LYLAKS. Therefore, the City should identify 'low-hanging fruit' - short-term projects and initiatives that can be accomplished quickly and with limited funding to provide maximum impact. The implementation of a few highly visible quick-wins, such as enhancing streetscapes along Jay and Orchard Streets and expanding the open space network via the Rails to Trails will signal interest, commitment, activity and momentum that should translate into continued public and private investment.

Funding for lower cost, high impact projects can come from more traditional sources, such as the New York State Environmental Protection Fund, New York Main Street Program and Community Development Block Grants. The following provides an overview of available New York State funding resources and the recently enacted regional economic development policy approach promoted by the NYS Governor's Office.

5.1 Economic Development Funding in New York State

NYS REGIONAL ECONOMIC DEVELOPMENT COUNCILS

In 2011, New York State created ten regional economic development councils (REDC) and mandated that each develop a five-year strategy which identifies an overall economic development approach for the region. Each regional strategy is updated annually to promote priority public sector investments and compete for access to a pool of State funding and development support. The use of State economic development funding for public or private sector projects is now directly tied to the advancement and implementation of regional economic development strategies. Funding priority will be given to projects which meet or advance the strategies and goals identified by the corresponding regional economic development council.

The Finger Lakes Regional Economic Development Council (FLREDC) identified four ‘umbrella’ strategies to promote a unified approach to public and private investment in the nine-county region. Each of the four strategic areas further outlines a series of specific projects that will enhance economic development and competitiveness within the Finger Lakes Region. In particular, the FLREDC identified the investment in communities, industrial development and infrastructure as a priority regional strategy. The revitalization of the LYLAKS Study Area and its various vacant and underutilized sites directly aligns with the goals of the FLREDC strategy to reinforce the sense of place of existing neighborhoods, promote the adaptive reuse of existing buildings, increase access to affordable housing and invest in projects that enhance access to water resources.

Each Regional Economic Development Council has a Capital Fund for catalytic projects within the region. The alignment of the LYLAKS BOA Revitalization Strategy with the regional economic development strategy will be critical to accessing these and other funds for implementation projects. Further, the ability of the City of Rochester to obtain priority project status for the LYLAKS BOA will greatly increase the likelihood of receiving large, potentially ‘game-changing’ infusions of seed funding for critical activities, such as obtaining comprehensive site control and preparation of lands for development.

CONSOLIDATED FUNDING APPLICATION PROCESS

A significant amount of State funding is now procured through the Consolidated Funding Application (CFA) process, an initiative begun in 2011 in concert with the establishment of the regional economic development councils. The CFA process functions as a funding clearinghouse, whereby applicants can apply for multiple sources of traditional funding via a single application. Applications for CFA resources must be reviewed by both the funding agency and the REDC to be scored for compliance with agency and regional goals. The LYLAKS BOA Revitalization Strategy will require a broad range of capital projects, including waterfront and roadway infrastructure, environmental remediation, building demolition, housing rehabilitation, park and recreational amenities and the construction of multi-story mixed use structures. These projects have several components which may be eligible for funding via the CFA process.

For 2013, the Governor's Office announced a pool of funding from several sources, such as the Environmental Protection Fund (EPF), the Environmental Facilities Corporation (EFC), and the New York State Energy Research and Development Authority (NYSERDA), among others. Funding availability is typically announced once per year in late spring, with application deadlines in July or August.

5.2 State Funding & Incentive Programs

The following is a brief overview of key funding and incentive programs in existence as of 2013 organized by agency and important factors for consideration during the application process.

NYS DEPARTMENT OF STATE

Environmental Protection Fund

The NYS Environmental Protection Fund (EPF) was created in 1996 as part of a statewide bonding initiative. This fund is utilized by two primary grant programs: the Local Waterfront Revitalization Program (LWRP); and the Parks, Recreation and Historic Preservation Program (OPRHP). Each of these programs will fund improvements up to \$400,000, requiring at least a 1:1 match, and state funds cannot equate to greater than 50 percent of the total project cost. Therefore, a project requesting the maximum of \$400,000 will be required to have additional resources committed equivalent to \$400,000 or more. Funding priority is given to projects within an approved BOA.

Local Waterfront Revitalization Program:

The NYSDOS administers LWRP funding which can be utilized for waterfront improvement projects in conjunction with an approved LWRP document. The ongoing update to the City of Rochester's LWRP should place the City in a strong position to compete for these funds upon an approved document. Funds can be utilized to finalize the design and construction of infrastructure and shoreline improvements and other capital projects such as trails and parks. LYLAKS BOA capital projects, as discussed in Section 4, which should be competitive for this funding program include the El Camino Trail Extension (Project 20) and the Vincent Street streetscape enhancements (Project 19).

Parks, Recreation and Historic Preservation Program:

The Office of Parks, Recreation and Historic Preservation (OPRHP) administers a separate EPF grant program focusing on the acquisition, preservation and construction of park and historic preservation projects. This funding program supports the purchase of property and easements, the construction of public parks, and the preservation of historic resources and structures.

Several projects within the BOA should fulfill the requirements for this funding program, including: development of the J.R. Wilson Park Improvements (Project 2); the Rails to Trails conversion (Project 4); the Skate Park at Campbell Street Community Center (Project 6); and the Canal Park interpretation (Project 36).

Funding programs associated with the EPF are extremely flexible. Applicants can utilize other local, state and in-kind funds towards their dollar for dollar match, and must be capable of funding the entire project prior to requesting reimbursement.

NYS OFFICE OF COMMUNITY RENEWAL

New York Main Street Program

The New York Main Street Program is funded by the NYS Housing Trust Fund and administered by the Office of Community Renewal. The Main Street Program primarily supports investment in private property. The Charles Settlement House and the Tent City owner would be logical applicants for Main Street funding for façade renovations, tenant space improvements, signage, and wayfinding improvements. The revitalization and reinvestment in the Lyell Avenue Commercial Corridor (Project 1) would be an appropriate target area for this funding source. Main Street funding is also flexible, yet requires proof of committed investment by other state, federal or private sources. Similar to EPF programs, Main Street is also a reimbursement program, with varying levels of match dependent upon project type.

Low Income Housing Tax Credits and NYS HOME

The New York State Department of Housing and Community Renewal provides State Low Income Housing Tax Credits similar to federal HUD tax credits for qualified low to moderate income housing projects. In addition, the NYS HOME program further leverages private investments for the rehabilitation and construction of modern, affordable housing. Such funding could be appropriately allocated to the Townhouse Development on Saratoga Avenue (Project 23) and the Square-About with Townhouses (Project 30).

Homes for Working Families

The Homes for Working Families Program (HWF) provides gap financing through low-interest loans for capital costs and related acquisition and soft costs associated with the new construction or rehabilitation of affordable housing. The primary financing sources for HWF projects must be tax-exempt bonds which are allocated from the State's Private Activity Bond Volume Cap and 4% Low-Income Housing Tax Credit issued in conjunction with the bonds. Proposed projects that may be eligible for this program include Townhouse Development (Project 23) and Square-About with Townhouses (Project 30)

NYS ENVIRONMENTAL FACILITIES CORPORATION

Green Innovation Grant Program

The Green Innovation Grant Program (GIGP) is funded and administered by the New York State Environmental Facilities Corporation and funded through the NYS Clean Water Revolving Loan Fund which is capitalized largely through federal support. The GIGP supports projects that incorporate unique ideas for stormwater management, innovative green infrastructure design, and cutting-edge green technologies. GIGP-funded projects range from simple rain gardens to large-scale wastewater

treatment sites. Uncontrolled stormwater runoff can overwhelm separate or combined-sewer systems in aging neighborhoods such as LYLAKS, leading to overflows into streets and homes and pollutants in the Genesee River.

Green infrastructure is used to manage rain where it falls, reducing runoff volume and the need to treat it through conventional piped drainage and water treatment infrastructure, much of which is already at or near capacity. Green infrastructure is a cost-effective and efficient tool that can be utilized along public streets, in parking lots and in small undeveloped portions of lots. There are several opportunities for green infrastructure in the LYLAKS BOA, including the proposed green roof on the Institutional/Commercial Redevelopment (Project 8), the Urban Farm (Project 7); the improved parking lot next to Sahlen's Stadium (Project 10); the Greenhouses (Project 22). The use of green infrastructure is also encouraged on all streetscape and public realm improvements within the Study Area.

The GIGP program funds up to 90 percent of project costs with no defined maximum yet will only fund the green infrastructure portions of the project. Non-sustainable components will require coverage via other project funding.

NYS DEPARTMENT OF ENVIRONMENTAL CONSERVATION

Brownfield Cleanup Program

The Brownfield Cleanup Program (BCP) provides tax credits for the remediation and redevelopment of brownfield sites in New York State. These tax credits are further enhanced within Brownfield Study Areas and areas the Empire State Development Corporation has designated as Environmental Zones (EN Zone) which includes the majority of the Study Area. The BCP establishes four separate levels of remediation based on final permissible uses and the need for continued engineering controls to protect the public health, safety and welfare -- projects that pursue more extensive levels of remediation are eligible for greater tax benefits. Credits cannot be issued prior to the issuance of a Certificate of Completion (COC) which certifies remediation activities have been completed per agreement with the NYSDEC. As of January 2013, funding for the BCP will expire in December of 2015. The extensive timeline anticipated for projects entering the BCP to achieve a COC will require the City of Rochester and project partners to move quickly to take advantage of this important source of project financing.

There are three separate tax credits available in the BCP Program which may be eligible for consideration on several properties identified on Map 5.

Brownfield Redevelopment Tax Credit:

The brownfield redevelopment tax credit consists of the sum of three separate credit components: (1) site cleanup, (2) groundwater cleanup and (3) development on a brownfield site. The brownfield redevelopment tax credit is available to taxpayers who incur costs for the remediation or redevelopment of a brownfield site in New York State that is, or will become, a qualified site. Upon completion of the required remediation, the DEC will issue a written Certificate of Completion (COC) to the remedial party. The COC will include the applicable percentages used to determine the amount

of the credit. The amount of the brownfield redevelopment tax credit is a percentage of the eligible costs paid or incurred to clean up and redevelop a qualified site. A greater percentage is allowed for sites that are cleaned up to a level that requires no restrictions on use, sites located in a designated EN Zone, and sites located in a BOA. Within the LYLAKS BOA, this equates to an additional 10 percent credit.

Remediated Brownfield Credit for Real Property Taxes:

A developer who has been issued a COC for a brownfield site, or who has purchased or acquired all or part of a qualified site is allowed a remediated brownfield credit for real property taxes paid. The amount of the credit is 25 percent of the product of the taxpayer's employment factor (a percentage based on the number of persons employed on a qualified site) and the taxpayer's "eligible real property taxes." If the Site is located in an EN Zone the credit is 100 percent of the product of the employment factor and the real property taxes paid.

Environmental Restoration Program

Under the Environmental Restoration Program (ERP), the State provides grants to municipalities to reimburse up to 90 percent of on-site eligible costs and 100 percent of off-site eligible costs for site investigation and remediation activities. Once remediated, the property may then be reused for commercial, industrial, residential or public use. Applications for this program have not been accepted since 2008 due to a lack of funding, but the 2013-2014 NYS Budget includes approximately \$40 million in unencumbered funding from previous years. The ERP is a significant potential source of funding for the City of Rochester to remediate City-owned property within LYLAKS such as the Orchard-Whitney Site. The State has indicated that funding priority will be given to projects within an approved BOA.

NYS EMPIRE STATE DEVELOPMENT CORPORATION

New York State has established several brownfield and economic development programs that incentivize private investment, including the remediation and redevelopment of contaminated properties. The NYS Department of Environmental Conservation's (NYSDEC) Brownfield Cleanup Program (BCP) and Environmental Restoration Program (ERP) provide tax incentives for private development and funding assistance to municipalities for the remediation of contaminated property as long as the entity was not a responsible party to the contamination.

In addition, the NY Empire State Development Corporation has developed the Environmental Zone program, which enhances tax credits available to private development in designated census tracts based on poverty and unemployment levels. The Excelsior Jobs Program (EJP) contains three relevant components which package tax credits for job creation, capital investments and research and development activities.

Environmental Zone Program

The Empire State Development Corporation established Environmental Zones (EN Zone) as designated areas in which tax credits acquired through the BCP program could be further enhanced as an

incentive for developers to remediate property in areas challenged by high poverty and unemployment. All land within the LYLAKS BOA is designated as an EN Zone and is available for up to an additional eight percent in credits under the Brownfield Redevelopment Tax Credit.

Excelsior Jobs Program

Business investment within the LYLAKS BOA may qualify for fully refundable tax credits via the Excelsior Jobs Program (EJP). Businesses within the BOA may be eligible for three of the four EJP credits, which can be claimed over a 10-year period. To earn any of the following credits, firms must first meet and maintain the established job and investment thresholds as outlined by the New York Empire State Development Corporation, which include minimum eligibility criteria for jobs, overall investment and benefit-cost ratios. Proposed projects that may be eligible for the Excelsior Jobs Program include the Food Hub (Project 34); Light Industrial/Flex Development on Jay Street (Project 27); and Light Industrial/Flex Development on Ambrose Street (Project 29). In addition, existing businesses such as Upstate Niagara Cooperative, Inc. and Klein Steel Direct may be eligible for this program if they are not currently enrolled in the Empire Zone Program.

The Excelsior Jobs Tax Credit:

A credit of 6.85 percent of wages per net new job to cover a portion of the associated payroll cost.

The Excelsior Investment Tax Credit:

The Investment Tax Credit is valued at two percent of qualified investments in tangible property, such as buildings or structural components of buildings located within New York State that have a useful life in excess of four years. This credit may be taken in tandem with the Investment Tax Credit for investments in research and development property or with brownfield tangible property credit, but not both.

The Excelsior Research and Development Tax Credit:

The Research and Development Tax Credit is valued at 50 percent of the Federal Research and Development Credit, up to three percent of total qualified research and development activities conducted in New York State.

To be eligible for inclusion in the EJP, firms must operate in one of seven key industries:

- Financial services data center or back office operation;
- Manufacturing;
- Software development and new media;
- Scientific research and development;
- Agriculture;
- Creation or expansion of back office operations;
- Distribution center, or
- An industry with significant potential for private sector growth and development.

Other Empire State Development Corporation Programs

Empire State Development Corporation maintains discretionary capital funds in support of statewide economic development initiatives and business investments. This includes development bonds to support significant private sector investments, the Urban and Community Development Program for feasibility and pre-development activities, and the Build Now-NY/Shovel Ready Program, among others.

NYS ENERGY RESEARCH & DEVELOPMENT AUTHORITY (NYSERDA)

Cleaner, Greener Communities Program

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. The City should consider applying for funding for Projects 7, 22 and 34 to establish LYLAKS as a model for sustainable neighborhood and brownfield redevelopment.

New Construction Program

The New Construction Program (NCP) for commercial/industrial businesses can provide assistance when incorporating energy-efficiency measures into the design, construction and operation of new and substantially renovated buildings. Incentives are available for the purchase and installation of energy-efficient equipment that reduces electric energy consumption in new and substantially renovated buildings. Proposed projects that could qualify for this assistance program include, but are not limited to, the Tent City Redevelopment (Project 9); the Neighborhood Mixed Use Development (Projects 25 and 35) and the Mixed Use Waterfront Development (Project 37).

5.3 Transportation Funding

The most likely means of implementing transportation improvement recommendations identified in the BOA Revitalization Strategy will be to seek multiple funding sources, including a combination of public funding from various governmental levels.

FEDERAL SOURCES

Federal transportation funding for projects associated with road reconstruction or trail development are typically available via the formalized Transportation Improvement Program (TIP) process coordinated by the Genesee Transportation Council (GTC). The majority of the Master Plan projects could be eligible for several transportation sources due to the Revitalization Strategy's emphasis on public realm improvements.

The Federal Government provides funds for transportation projects through various funding programs contained within multi-year federal transportation legislation, with the current appropriations bill referred to as MAP-21, or Moving Ahead for Progress in the 21st Century. MAP-21 is a new two-year federal transportation act that was signed in July 2012 after the expiration of SAFETEA-LU in March 2012. The new act created the Transportation Alternatives Program (TAP) which combines several SAFETEA-LU programs under a single heading, continuing funding support for programs and projects defined as transportation alternatives, including:

- On- and off-road pedestrian and bicycle facilities;
- Community improvement projects;
- Recreational trail program projects; and
- Safe routes to school projects.

MAP-21 also continues the Surface Transportation Program (STP) and the Highway Safety Improvement Program (HSIP) which supply potential federal funding sources for roadway and trail improvements.

Surface Transportation Program (STP)

The Surface Transportation Program is a primary core Federal-aid program within MAP-21 utilized for local highway and trail improvement projects. The STP provides flexible funding that may be used for a variety of projects through numerous sub-programs, including all project types eligible for funding under the Transportation Alternatives Program. STP funds can also be 'Flexed' or transferred to fund multi-modal and transit projects, as approved by GTC.

Transportation Alternatives Program (TAP)

The Transportation Alternatives Program functions as an umbrella for three separate programs formerly functioning separately under SAFETEA-LU. With some minor exceptions within the Recreational Trails program, all TAP funding requires a 20 percent local match that may be cash or in-kind services.

Transportation Enhancements (TE):

Transportation Enhancements (TE) funds are now included under the Transportation Alternatives Program, and administered by the New York State Department of Transportation (NYSDOT) with assistance in project solicitation and selection being provided by GTC. In order to maximize the use of the available TE funding, this program provides innovative financing alternatives for local matching requirements of 20 percent.

Safe Routes to School (SRTS):

Similar to TE funds, SRTS funds are now included under the TAP umbrella. The SRTS Program provides funding to enable and encourage children, including those with disabilities, to walk and

bicycle to school; to make walking and bicycling to school safe and more appealing; and to facilitate the planning, development and implementation of projects that will improve safety, and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

Recreational Trails (RT):

The Recreational Trails Program provides funding to construct and maintain recreational trails. Each state must establish a State Recreational Trails Advisory Committee that represents both motorized and non-motorized recreational trail users to distribute funds. Of funds distributed to a state, 30 percent must be used for motorized trails, 30 percent must be used for non-motorized trails, and the remaining 40 percent can be used for either type of trail. A typical RT award is \$50,000 to \$100,000.

Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program (HSIP) is a core Federal-aid program with an overall purpose to achieve a significant reduction in traffic fatalities and serious injuries on all public roads through the implementation of infrastructure-related highway safety improvements. HSIP funds must be consistent with the State Strategic Highway Safety Plan. The Lyell Avenue streetscape improvements (Project 1) may be eligible for HSIP funds.

5.4 Other Funding Sources

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 US EPA's Brownfields Program** provides direct funding for brownfields assessment, cleanup, revolving loans, and environmental job training. In addition to direct brownfields funding, EPA also provides technical information on brownfields financing matters. The remediation of the Orchard-Whitney site and BeeBee Station site, among others, may be eligible for EPA assistance.
- **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.

- **The New Markets Tax Credit Program (NMTC)** was established by Congress in 2000 to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program attracts investment capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs). The credit totals 39 percent of the original investment amount and is claimed over a period of seven years. Projects 9, 14, 22, 23, 25, 27, 28, 29, 30, 33, 34, 35 and 37 may be capable of obtaining credits through this program.
- **Neighborhood Stabilization Program (NSP)** Grants, administered by the U.S. Department of Housing and Urban Development, was established in 2008 for the purpose of stabilizing communities that have suffered from foreclosures and abandonment. Through the purchase and redevelopment of foreclosed and abandoned homes and residential properties. Residential Infill efforts (Project 12) could be eligible for such funding. With NSP continually developing, it is possible that it will gain greater flexibility and fund projects beyond residential uses such as commercial, urban agriculture and parks to support community-strengthening development efforts.
- **Groundwork USA**, primarily funded through the EPA Brownfields Program and the National Park Service Rivers, Trails & Conservation Assistance Program, is a national non-profit organization with local roots that engages local businesses, residents and government officials to revitalize neighborhoods and transform community liabilities into community assets. Groundwork USA supports local Groundwork Trusts in reclaiming vacant and derelict land for community transformation. The formation of a Groundwork Rochester could focus efforts on transforming the brownfields in LYLAKS, an area of the city disproportionately blighted by vacancy and contamination.
- **Healthy Kids, Healthy Communities (HKHC)** is a national organization with a Rochester chapter dedicated to supporting community action to prevent childhood obesity in the Crescent of Rochester. HKHC Rochester could expand its current programming to combat childhood obesity while improving access to healthy food through an urban agriculture project. The LYLAKS Study Area is both in need of healthy living initiatives, has ample space for food production sites and has several nearby public schools that could act as partners. In other cities HKHC has worked to train families to grow their own food, make residents more active and adopt healthy living habits.
- **New York Healthy Food & Healthy Communities Fund (HFHC)** is an innovative financing program, established to facilitate the development of healthy food markets in underserved communities throughout New York. The \$30 million fund is part of a statewide initiative to promote healthy communities. Main administrator is Low Income Investment Fund (LIIF) through the Capital for Healthy Families & Communities Program. HFHC funding could help facilitate increased community food access through several proposed projects including the Urban Farm (Project 7); the Community Market Site (Project 21); Greenhouses (Project 22); and the Food Hub (Project 34).
- **The Community Food Projects Competitive Grant Program (CFP)** from USDA's National Institute of Food and Agriculture (NIFA) is intended to help eligible private non-profit entities that need a

one-time infusion of federal assistance to establish and carry out multipurpose community food projects. Projects are funded from \$10,000-\$300,000 and from 1 to 3 years. They are one-time grants that require a dollar-for-dollar match in resources except for training and capacity building projects. In LYLAKS, this funding could be used to address high land vacancy issues through conversion into growing spaces and to engage youth through growing and feeding the surrounding community. CFP funding could help facilitate increasing community food access through several proposed projects including the Urban Farm (Project 7); the Community Market Site (Project 21); Greenhouses (Project 22); and the Food Hub (Project 34).

5.5 Tax & Payment in Lieu of Taxes Increment Financing

TAX INCREMENT FINANCING

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.

New York State, through the MRL, permits the establishment of large TIF districts which contain an area suffering from blight or a preponderance of abandoned structures; the LYLAKS BOA and in particular the former Orchard-Whitney site and riverfront properties inflict a significant amount of blight on the community. To take advantage of the potential for TIF to fund a portion of public improvements within the LYLAKS BOA, a subarea within the BOA that includes the Orchard-Whitney site or the riverfront should be established as a Redevelopment Project Area. Potential TIF districts within the BOA include the Orchard-Whitney Site, the BeeBee Station site and the Oak Street Mixed Use Development.

PILOT INCREMENT FINANCING

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 LYLAKS BOA, the ability for a private party to access Brownfield Cleanup Program tax credits would be very beneficial to redevelopment.

