2022 MASTER PLAN & MARKET MANAGEMENT PLAN

October 2022

City of Rochester, NY

plan ARCHITECTURALSTUDIO

Market Ventures Inc.

Barton & Loguidice

HIGHLAND PLANNING
Better Dialogue. Better Decisions.

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ROCHESTER PUBLIC MARKET MASTER PLAN 2022: MARKET MANAGEMENT PLAN 114

[1] EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

After a year-long study of the Rochester Public Market, the Master Plan Project Team has developed recommendations for the City's consideration to foster the continued success of this important community asset for the next decade, and beyond.

The Rochester Public Market is recognized as one of the Region's greatest gathering spaces. It brings together people from all walks of life and backgrounds, and it serves as an aspirational example of an atmosphere that is strengthened by diversity. In addition, the Market offers affordable healthy food and great entrepreneurial opportunities for its residents. And the public infrastructural investments that have been made at the Market over the last few decades have influenced significant surrounding private financial investment, multifold.

The primary goal of the 2022 Rochester Public Market Master Plan was to build upon this success and develop recommendations that help perpetuate the Market's growth and influence. The Master Plan outlines opportunities for both the physical and operational aspects of the Market.

Starting with the physical aspects, the following short and long-term initiatives are recommended:

• A New Shed C:

Develop a new shed to replace the existing Shed C that addresses the needs of the market vendors and customers, and responds to the opportunities for increased revenue and activity. This facility would include two new types of vendor spaces to the Market's repertoire: enclosed and enhanced vendor space. It would also provide facilities to significantly expand market events with enclosed, conditioned, and open-air amenities that include a full nutritional education demonstration kitchen. A rooftop terrace with market, neighborhood, and city skyline views would enhance the atmosphere, as well as provide a much-needed gathering space for customers to eat and socialize. This facility would also enable improvements to the Market Plaza and Market House by relocating the Market Offices on its second floor. The Master Plan process involved a detailed study of a New Shed C that includes concept level floor plans, renderings, and projected construction budgets.

• Market House & Plaza Improvements:

Located at the heart of the Market, the triangular-shaped Market Plaza acts as a centroid, anchored by the historic Market House. Recommended improvements for this important asset involve the renovation of the Market House to serve as a customer-focused facility. It would include space for a Visitor Center that explains the Market's history, and offers the sale of Market-branded merchandise. It would also house offices for security and Friends of the Rochester Public Market. Recommended improvements to the Plaza include opening up the space, and providing shaded gathering areas for picnicking, public art, and outdoor events. We recommend a Study be conducted to explore this initiative further.

• Strategic Property Acquisition:

It is recommended that the City consider the acquisition of key properties adjacent to the Market that are advantageous to its continued success, and the health of the surrounding neighborhoods. These properties include the formerly City-owned Big Apple Lot, and properties along Pennsylvania Avenue. The strategic nature of these acquisitions is discussed in greater detail within the Master Plan.

• Other Studies:

It is recommended that other important studies be initiated, including a Market Station Transportation Hub, and Market Wholesaler's Facility Study. A Market Station Study should focus upon a strategy to integrate a multi-modal hub that promotes mass transit and provides safer and more functional wayfinding in, and around, the Market and surrounding neighborhoods. A Wholesaler Facility Study should focus upon opportunities to promote economic development for the market wholesalers, while also enhancing retail and pedestrian activity along Commission Row.

• Improvement Incentives for Commission Row:

Commission Row, is a unique string of privately-owned historic storefront buildings that line the northern edge of the market property. They play an important part in the Market's rich atmosphere. Although improvements have been made to many of these buildings over the last couple of decades, there still are many that are underutilized and/or are not functional for active retail activities. It is recommended that City-supported initiatives be considered to help bolster the adaptive re-use and overall improvement of Commission Row. The use of façade improvement programs, tax-abatement programs, or other initiatives could be considered.

Equally important to the Market's future is the operation of the market management. For decades, the Market Director, Mr. Jim Farr, and his staff, have been guiding and overseeing the Market with great success. However, in comparison to other similar-sized markets, they are working with limited human resources. To ensure the future success of the Market, the Project Team was asked to explore various market management structures and provide recommendations for the City to consider. The following is a synopsis of these recommendations:

• **Increase Staff:**

Currently, only three staff members run and maintain the Market on a daily basis. The small staff limits the Market's ability to increase its earned income, particularly from the emerging demand for Market Events. A core staff of approximately six to ten would be more suitable. The core positions would include: Market Director/Executive Director, Market Manager, Assistant Market Manager, Operations & Maintenance Coordinator, Marketing Coordinator, and Special Events Coordinator. Ideally, if funding were available, additional positions would include: Finance Manager, Development & Strategic Partners Coordinator, Education Coordinator, and Farm Recruiter.

• **Consider Alternative Management Structures:**

Alternative management structures, including nonprofit and for-profit options were explored in the master planning process. Other historic public markets have achieved success with nonprofit management. Based on our experience, transitioning to a nonprofit management structure can expand the possibilities for new funding sources that can support the proposed capital projects, additional staff, and new programs. If the City chooses to pursue the nonprofit model, the organization would need to be restructured to ensure it has the appropriate leadership and financial resources. The transition process would need to include key stakeholders and be thoughtfully planned. Although the momentum of over a 100 years of operating as a city-owned, city-operated entity, is perceptually inherent, there are other potential management models, that have seen success elsewhere. For the City's future consideration exploration of alternative models, or hybrid models, may enable the Market to better achieve its stated goals and promote longevity.

In summary, for over a hundred years the Rochester Public Market has established itself as an institution of pride for the Greater Rochester community. Its success is due to its ability to continually adapt and change with time, while maintaining its core goal of providing a variety of affordable high-quality food products. The Market is also beloved because it embodies a much-needed, lively, and diverse atmosphere that brings the residents of this Region together. To ensure a vibrant future and continued relevance, the Market should strive to adapt and respond to the evolving needs of the community. It can do so by bolstering staffing needs, fostering leadership and providing flexible facilities that promote business and entrepreneurship. The recommendations developed in this Master Plan are intended for the City's consideration for future facilities and operations, and to guide decision-making on both these fronts.

[2] BACKGROUND

MASTER PLAN FOCUS & PROJECT TEAM

In July 2021, a Project Team consisting of Jim Farr, Director of the Public Market, Elizabeth Murphy, Associate Planner with the City of Rochester, and the Consultant Team, began a one-year Master Planning Process focused upon the Rochester Public Market. The City was interested in a Master Plan that could help guide the Market through the next 10 to 15 years. The overarching framework was two-fold, to study the physical planning aspects of the Market, and to analyze market management.

The previous master plan was focused upon a specific building, and it was the intent for the current plan to expand the study area to the surrounding neighborhood. Furthermore, a study of the existing management structure, and exploration of alternative management models was deemed to be important and timely.

CONSULTANT TEAM

Consultant Team was assembled to address these two parallel, yet integrated, tasks. And although some of the team members were involved in developing the previous 2012 Market Master Plan, our primary aim was to build upon our history of understanding, and approach the 2022 Plan with 'eyes wide open'. This was achieved through the infusion of new team members, new consulting firms, new steering committee members, new key constituents, and the inclusion of Market Experts from other regions. The Consultant Team consisted of the following primary members:

MASTER PLANNING & ARCHITECTURE

Christopher Lopez, AIA, AICP | Architect/Planner, PLAN Architectural Studio

Cortland Knopp, AIA | Architect, PLAN Architectural Studio

Alessia Randazzo | Architectural Designer, PLAN Architectural Studio

Joseph Richardson | Architectural Designer, PLAN Architectural Studio

MARKET MANAGEMENT PLANNING & KEY INFORMANT OUTREACH

Ted Spitzer | Market Consultant, President, Market Ventures, Inc.

COMMUNITY PLANNING & LANDSCAPE ARCHITECTURE

Olivia Mallon | Barton & Logudice

CUSTOMER OUTREACH

Nancy Raca | Director of Engagement, Highland Planning

MARKET EXPERTS

Dan Carmody | President, Eastern Market Partnership (Detroit)

Justin Cattrell | Market Manager, Historic City Market (Kansas City)

CONSTRUCTION COST ESTIMATION

Matt Convery | Milestone Construction Partners

STEERING COMMITTEE

The Project Team met consistently throughout the year to strategize, collaborate, and advance the planning process. To obtain feedback and direction, on a quarterly basis, the Project Team met with a Steering Committee consisting of a diverse group of community stakeholders, including:

CITY STAFF

Dr. Shirley Green | DRHS Commissioner (Honorary Committee Member)

Ann DaSilva Tella | Assistant Commissioner, Dept. of Neighborhood & Business Development

Cindy DeCoste | Public Market Supervisor

Chris McManus | RA, Architect, DES, Architecture & Engineering

Kevin Kelley | Manager of City Planning

COMMUNITY GROUPS

Leslie Knox | Friends of the Market & Taproot / First Market Farm

Rich Holowka | Marketview Heights Collective Action Committee

Tim Wilkes | Market District Business Association & Building Owner

Scott or Amy Crosier | Flower City Pickers

Dennis Kennelly | Friends of the Market & Civil Engineer

VENDORS

Sam Lentine Jr. | Vendor & Building Owner

Mary Ann and Stan Tara | Kiosk Owner

Mike O'Leary | Kiosk Owner, Event Producer

Elaine Francesco | Vendor, Flower City Coffee

Phil Munson | Vendor & Farmer

Wally Leise | Vendor

BUSINESS OWNERS

Chuck Cerankosky | Cure & other Restaurants

Katrina Schwartz | Katboocha

Keith Meyers | Flower City Bakery

John Urlaub | Rohrbach Brewing Co

Key patrons, housing experts & beyond

Bret Garwood | Home Leasing

Eric VanDusen | ESL Foundation

The collaboration of the Project Team was guided by the Steering Committee, informed by customer outreach, and resulted in the 2022 Master Plan.

Steering Committee Meeting at Rohrbach Brewing Company

[3] HISTORY

MARKET HISTORY

Markets of various types and locations had existed in Rochester since the early 19th Century, but on June 1, 1905 at 4:00 a.m., "The Public Market," opened in its current location. Overseen by City Engineer Edwin Fisher, and originally designed by architect Emmett J. Shutt, the Master Plan made use of the former Moulson Nursery on Union Street. The unique triangular shaped plan consisted of three wings of vendor stalls encompassing a central park that included a restaurant, a public comfort building, and the administration building (the re-purposed and re-located Moulson Family house). 20 privately owned commission houses were built along the north edge of the site, later to be known as 'Commission Row'.

Flash forward 117 years, and after many alterations, renovations and changes, the Rochester Public Market continues to thrive. Voted 'America's Favorite Market' in 2010 by the American Farmland Trust, it has evolved into a cultural mecca of eclectic food, produce, products, and people. And, as of 2022, the Market remains as one of the Greater Rochester Area's most popular destinations. The Market represents a gathering space for people from various backgrounds to meet, sell and purchase goods, and celebrate community.

Circa 1928 Rochester Public Market

PREVIOUS STUDIES & MASTER PLANS

Over the years, many studies have been performed that considered the Market and surround neighborhoods, including, but not limited to, the following recent endeavors:

- Marketview Heights Urban Renewal District Plan (2014)
- East Main Arts and Market District Plan (2015)
- Public Market Improvement Project (completed 2017)
- Rochester 2034 City of Rochester Comprehensive Plan (2019)
- Public Market Property Inventory and Opportunities Analysis: Laying a Foundation for the Public Market Master Plan Update (2020)

The latest Rochester Public Master Plan was completed in 2012. This Plan, that was initiated as a focused study of the 'Wintershed' building and surrounding food vendor structures, ultimately expanded into a more comprehensive vision for the entire Market.

In 2017 a capital improvement project was completed that implemented many of the initiatives outlined by the 2012 Master Plan. They included:

- The replacement of the Wintershed with a new Shed B;
- The Replacement of four existing Food Kiosks with new Kiosks fabricated from shipping containers;
- The construction of a new Shed D along the west end of Commission Row;
- And various associated site infrastructure improvements.

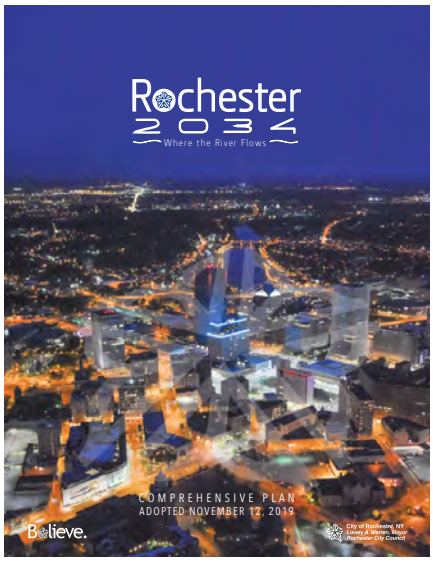
As Jim Farr, Market Director, has stated:

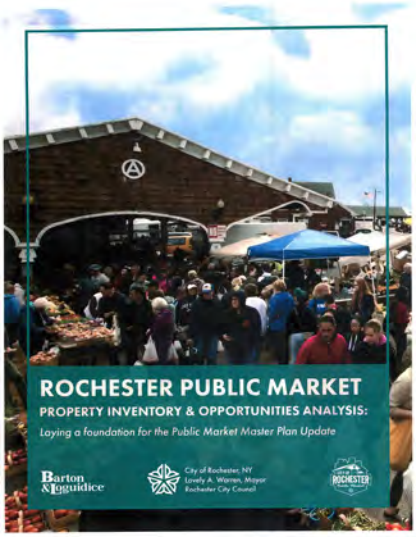
"All of that planning and implementation has paid dividends. Since 2000, more than $15 million of public investment in infrastructure and facilities has leveraged more that $40 million in private investment (including not just commercial investment but development of new affordable, market-rate, and mixed-income housing) in/around the Rochester Public Market; in 2010 it was named "America's Favorite Farmers Market"; vending spaces are now almost 100% leased, with a substantial waiting list for space; and surrounding businesses and the Market itself are more popular than ever."

The 2017 Implementation Project has proven to be very successful, and in 2021 the City sought to initiate a Master Plan that expanded upon previous studies with the following primary goals:

- Continue the momentum of the 2012 Plan and 2017 Implementation;
- Investigate opportunities beyond the Market property and out to the surrounding neighborhoods;
- Study various Market Management Models for consideration.

After an extensive year-long planning process, involving extensive meetings, discussions, and analysis, the 2022 Master Plan was developed. The investigations and studies associated with this plan identify recommendations both short and long-term initiatives to bolster the Market's continued success and longevity.





[4] MASTER PLANNING PROCESS

MASTER PLANNING PROCESS

The collaborative process was initiated early by the Design Team. Following a basic framework of study that involved the physical plan and market management plan, room for flexibility was also established. This allowed the Team to take deeper dives into more specific study areas and advance them to a greater level of detail. The Project Team met on a weekly basis to review what had been investigated, and refine the direction of study.

STRATEGIES & SCOPE

The first order of business was to develop a schedule for meetings and outreach initiatives, and to assemble a steering committee for guidance. In addition, past studies were reviewed, and a boundary for the neighborhood study area was defined. The Project Team also put in the effort to create a comprehensive computer model of the study area, an important tool for use throughout the planning process.

JULY 2021

FRIDAY, JULY 9, 2021 | KICKOFF MEETING WITH MARKET STAFF AND TEAM

- Discuss Scope
- Discuss Project Goals
- Discuss Schedule
- Establish Steering Committee Members

FRIDAY, JULY 17, 2021 | KICKOFF MEETING WITH STEERING COMMITTEE

- Discuss Scope
- Discuss Project Goals
- Discuss Schedule
- Discuss Public Outreach Event

BACKGROUND WORK

- Work on RPM & surrounding area base map / model
- Review previous studies
- Prepare for public outreach event (POE)

AUGUST 2021

THURSDAY & FRIDAY, AUGUST 19 & 20, 2021 | PUBLIC OUTREACH EVENT

- Day 1: Public Presentation, Moderated Session, Charrette
- Day 2: Expert Panelist Market Management Meetings (MMM) with RPM Staff (not a public event)

BACKGROUND WORK

- Collect & document input from POE 1
- Collect & document input from MMM

SEPTEMBER 2021

FRIDAY, SEPTEMBER 3, 2021 | STEERING COMMITTEE MEETING 2

- Review POE
- Review MMM
- Refine Goals
- Establish Study Areas

BACKGROUND WORK

- Initiate market management planning
- Study areas assessment & research

FRIDAY, SEPTEMBER 17, 2021 | VENDOR OUTREACH MEETING (VOM) 1

SATURDAY, SEPTEMBER 18, 2021 | CUSTOMER OUTREACH POP-UP (COP) 1

OCTOBER 2021

BACKGROUND WORK

- Collect & document input from VOM 1
- Collect & document input from COP 1
- Continue market management planning
- Master planning concepts
- Study area design concepts

NOVEMBER 2021

BACKGROUND WORK

- Continue market management planning
- Continue master planning concepts
- Continue study area design concepts

DECEMBER 2021

FRIDAY, DECEMBER 3, 2021 | STEERING COMMITTEE MEETING 3

- Review Market Management Plan
- Review Master Plan Concepts
- Review Study Area Concepts

JANUARY 2022

FRIDAY, JANUARY 14, 2022 | MASTER PLAN OUTLINE & DRAFT

- Presentation / Discussion with RPM & City of Rochester Staff
- Review Market Management Plan
- Review Master Plan Concepts
- Review Study Area Concepts

FEBRUARY – MARCH 2022

MASTER PLAN DEVELOPMENT

- Refine Market Management Plan
- Refine Master Plan
- Refine Study Area Concepts

FRIDAY, FEBRUARY 4, 2022 | STEERING COMMITTEE MEETING 4

APRIL - MAY 2022

FINALIZE MASTER PLAN

- Market Management Plan
- Master Plan
- Study Area Concepts

JUNE 2022

FRIDAY, JUNE 10, 2022 | PUBLIC OUTREACH EVENT 2

FRIDAY, JUNE 10, 2022 | VENDOR OUTREACH MEETING 2

SATURDAY, JUNE 11, 2022 | CUSTOMER OUTREACH POP-UP 2

JULY 2022

BACKGROUND WORK

- Collect & document input from POE 2
- Collect & document input from VOM 2
- Collect & document input from COP 2

AUGUST - OCTOBER 2022

PUBLISH ROCHESTER PUBLIC MARKET 2022 MASTER PLAN

OUTREACH

Outreach is an important aspect of most planning endeavors, and it is especially valuable at the Market. For this master plan the Team identified two primary categories of outreach customers and key informants.

Key informants included constituents ranging from market vendors, to business owners, city staff and officials, and community organizers. The meeting format for key informants was small (typically 1 or 2 people) and focused upon specific topics. There were over two dozen key informant meetings throughout the planning process.

Some of the key feedback from the market informants included:

Input from Vendors and Farmers:

- Importance of customer activity throughout the week.
- Farmers can realistically mobilize to the market only two or three days a week.
- More protection from the elements during the colder months would be beneficial.
- Authenticity of products (i.e. locally grown, organic, etc.), as well as product mix, is important.
- Keeping the vendor lease rates affordable is important.
- Offering a variety of vendor space types supports business growth.
- There is more need for enhanced vendor spaces (larger spaces with utilities to facilitate small-scale food production).

Input from Business Owners:

- Importance of the integration of business in the surrounding neighborhood with those within the market, including food-producers, wholesalers, farmers, restaurants, and artists.
- A healthy balance and mix of businesses should be supported, from small start-ups to larger entrepreneurs.
- The investments of the City into the Market has been instrumental in bolstering private business investment at Commission Row and the surrounding neighborhood.

Input from City Staff and Officials:

- Exploring various options for the Market Management structure to ensure future stability and success is important.
- Management options from city-owned/city-run to city-owned/non-profit-run, to potential hybrid options should be considered.
- Maintaining the spirit and atmosphere of the market is critical.
- Equity, inclusion, and support of multi-culturalism is important.

Input from Organizers:

- Sensitive integration between the Market and the neighborhood residents is important.
- Opportunities should be sought to bolster affordable and mixed-rate housing opportunities. This should include support for home ownership.

Input from Customers:

Customer outreach events, designed in an informal 'pop-up' format, were geared to obtain strategic input during busy market Saturdays.

First Customer Pop-Up Event

The first customer outreach event was early in the process and was designed to obtain big picture priorities. The key takeaways from this event included:

- Need for better Access / Flow / Circulation in, and around, the Market
- Encouragement for more Committed and Authentic Vendors, including Certified Organic and Local Farmers
- Need for More Enclosed Market Space
- Inclusion of more Live Music / Events

Second Customer Pop-Up Event

The second customer outreach event targeted three study focus areas, and was devised to solicit more specific feedback. The focus areas included:

- The Union Street Entrance, an area of high pedestrian and vehicular traffic that has potential for a transportation hub and mixed-use development;
- the Market Plaza;
- and Shed C, located on the east end of the Market near the Railroad Street Entrance.

Greater detail for each of these study areas is provided in Section 5 of this Master Plan, however, the key takeaways from this event included:

Union Street Feedback:

- The Concept had Mixed Support ('pro-parking' vs. 'pro-transit')
- Of Greatest Interest was:

  Formalized Drop Off Zones

  Shuttle for Remote Parking

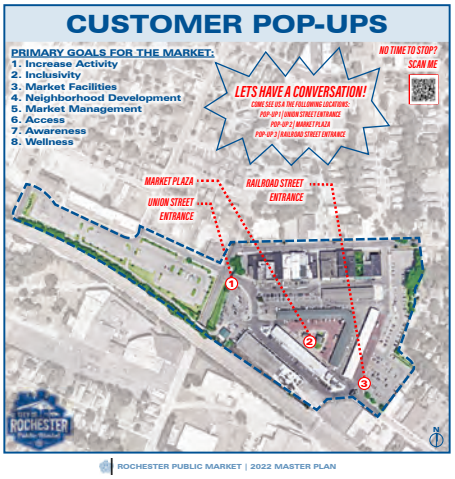
  More Visibility / Safety for Pedestrian Bridge (many did not know that the pedestrian bridge existed)

  Union Street Bike Lane Extension

  Sidewalk Connection Enhancements from Parking Lot to Market

  Infrastructure Upgrades

POP-UP OVERALL BOARD



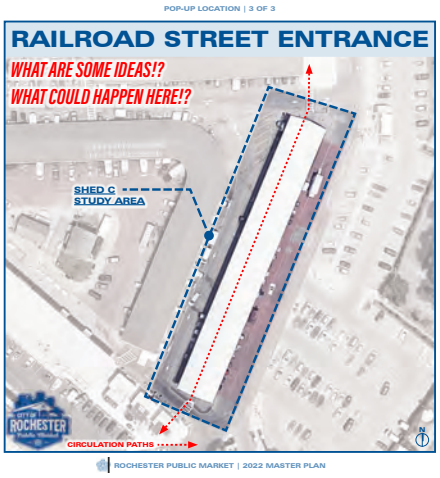
ROCHESTER PUBLIC MARKET | 2022 MASTER PLAN

POP-UP LOCATION | 1 OF 3

ROCHESTER PUBLIC MARKET | 2022 MASTER PLAN

POP-UP LOCATION | 1 OF 3

ROCHESTER PUBLIC MARKET | 2022 MASTER PLAN



Market Plaza Feedback:

- Preserve the 'Market Character' while 'Striking a Balance' with Modern Amenities
- Low-Maintenance and Flexible Elements
- Integrate More Picnic Areas (Variety of Tables and Seating)
- Provide more Shade and Incorporate Landscaping Elements
- Provide Adaptable Event Space/ Structure for Live Performances with Adequate Seating
- Include Public Art (Exhibits, Interactive, Sculpture, Murals, etc.

Shed C Feedback:

The Concept was Widely Supported

- Popular Ideas:

  Enclosed Flexible Vendor Space

  Enclosed Event Space

  Transparency (Glass Garage Doors)

  Roof Terrace

  Seating Space (especially covered)

  Demonstration/Education Kitchen

- Popular Question:

  When will this happen?

Above and Opposite Page:
Customer Pop-Up Event Boards.

MARKET GOALS

In the early part of the process, the Design Team reassessed, revised, and refined the stated Market Goals from the previous Master Plan which resulted in the following updated Rochester Public Market Goals:

1 | Increase Activity
Continue to promote and expand an active market district throughout the week and year.

2 | Inclusivity
Continue to serve a wide range of customers, including low-income families.

3 | Market Facilities
Continue to create market facilities that meet the needs of current and future vendors, as well as the public (including flexible facilities to accommodate business incubation, events, and educational programming).

4 | Neighborhood Development
Promote a larger market district that further integrates the market with the surrounding neighborhoods by identifying development opportunities for businesses and housing (including affordable, mixed-income, and senior housing).

5 | Market Management
Explore potential governance and management strategies that promote financial viability, support vendor services, and establish an organizational framework for future generations of market leadership.

6 | Access
Improve access to, from, and within the market district, using; multi-modal transportation, way-finding elements, logical circulation paths, security and safety measures, parking configuration, and enhanced pedestrian experiences.

7 | Awareness
Increase the greater community's awareness by highlighting the assets and opportunities available in the market district for entrepreneurs, residents, and customers.

8 | Wellness
Develop programs within the market district that promote community wellness (including food access, nutrition, health care, fitness, and social connection).

These goals were used as metrics for assessment during the analysis of the study focus areas and are intended to guide future initiatives and developments for the market.

ROCHESTER PUBLIC MARKET

STUDY FOCUS AREAS

As part of the physical master planning process, the Design Team identified key initial Study Focus Areas for investigation. The Study Focus Areas are all within the boundary of the Study Area. Some of the Study Focus Areas were aspects from the previous Master Plan that warranted further exploration, and some of them are new points of interest. A total of ten were identified and classified into three categories; Public (City-owned properties primarily within the Market boundary), Public/Private Partnership Potential (either City-owned, or privately-owned properties with potential development through public/private partnerships), or Private (privately-owned properties with private development potential). The following are the initial identified Study Focus Areas:

PUBLIC

A1 | Existing Shed C Site
A2 | Potential Shed E Site
A3 | Market Plaza & Market House

PUBLIC/PRIVATE PARTNERSHIP POTENTIAL

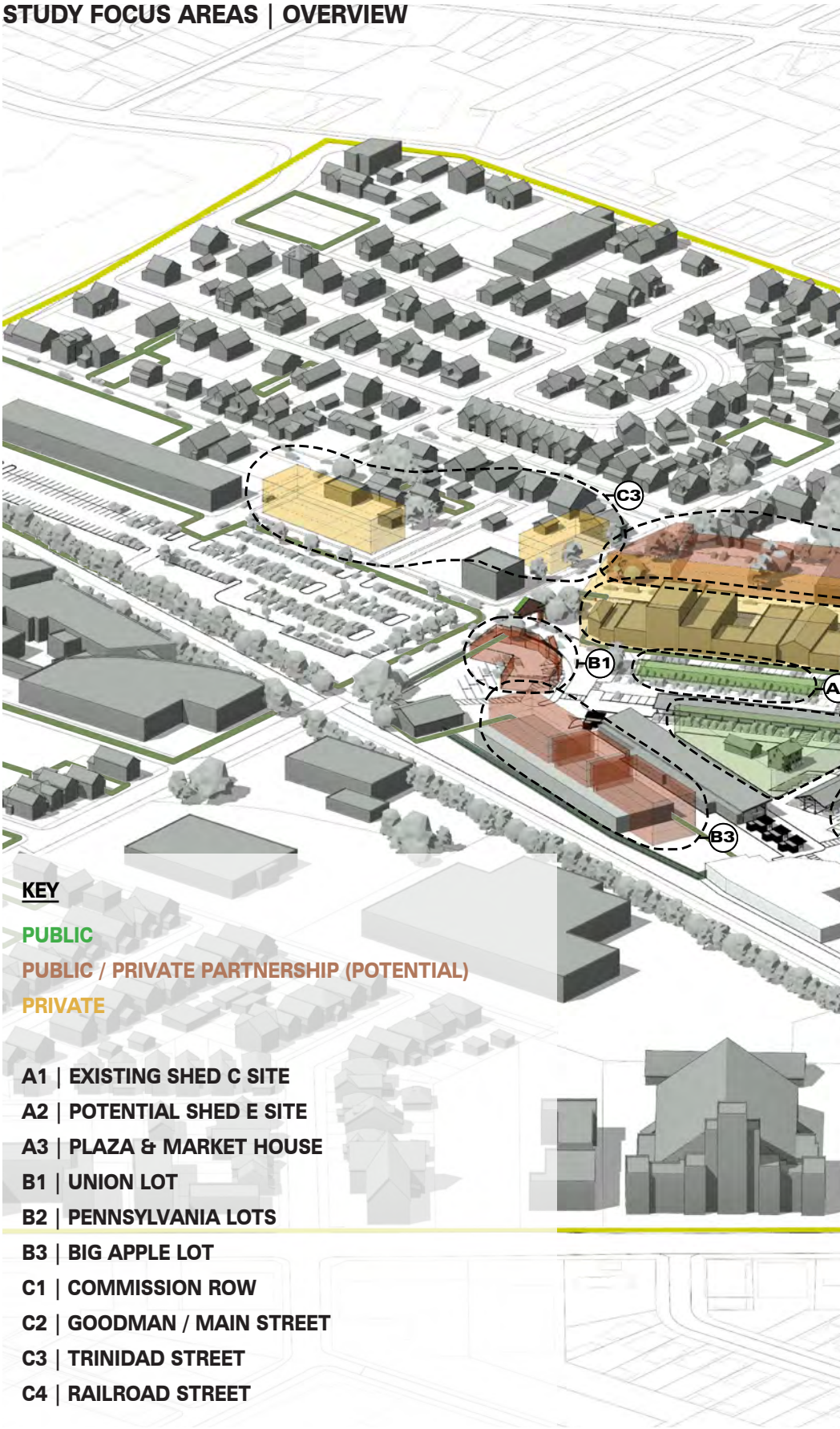
B1 | Union Lot
B2 | Pennsylvania Lots
B3 | Big Apple Lot

PRIVATE

C1 | Commission Row
C2 | Goodman / Main
C3 | Trinidad Street
C4 | Railroad Street

After the analysis of the ten study areas, an 11th Focus Study Area was developed. It was inspired by an Access and Mobility Study (described in Section A.4. of this study) and combined aspects from the Trinidad Street and Union Lot Study Areas. This Study Focus Area was categorized as Public/Private Partnership and was named the "Market Station Concept".

STUDY FOCUS AREAS | OVERVIEW



B2
C1
A3
A1
C4
C2

To initiate discussion and analysis, for each Study Focus Area the following was outlined:

- the site location, boundary and ownership;
- a brief background and/or history;
- potential land usage and/or space program;
- and initial development opportunity ideas.

The Project Team had internal dialog about the Study Focus Areas and then presented them to the Steering Committee for an in-depth discussion. Following the meeting, the Committee Members and the Project Team were asked to analyze the Study Focus Areas based upon the following criteria:

- Need (the need for the Market, neighborhood, and the community);
- Impact (the potential impact to the Market, neighborhood, and the community);
- Logistic (the feasibility to achieve such an initiative/project);
- and Goals (how this initiative aligns with, and promotes, the stated Rochester Public Market Goals).

The analysis what captured numerically in an Assessment Matrix and combined scores were developed for the Steering Committee and the Project Team separately. This data was aggregated into a combined score for each of the ten Study Focus Areas and the results are as follows:

HIGH PRIORITY

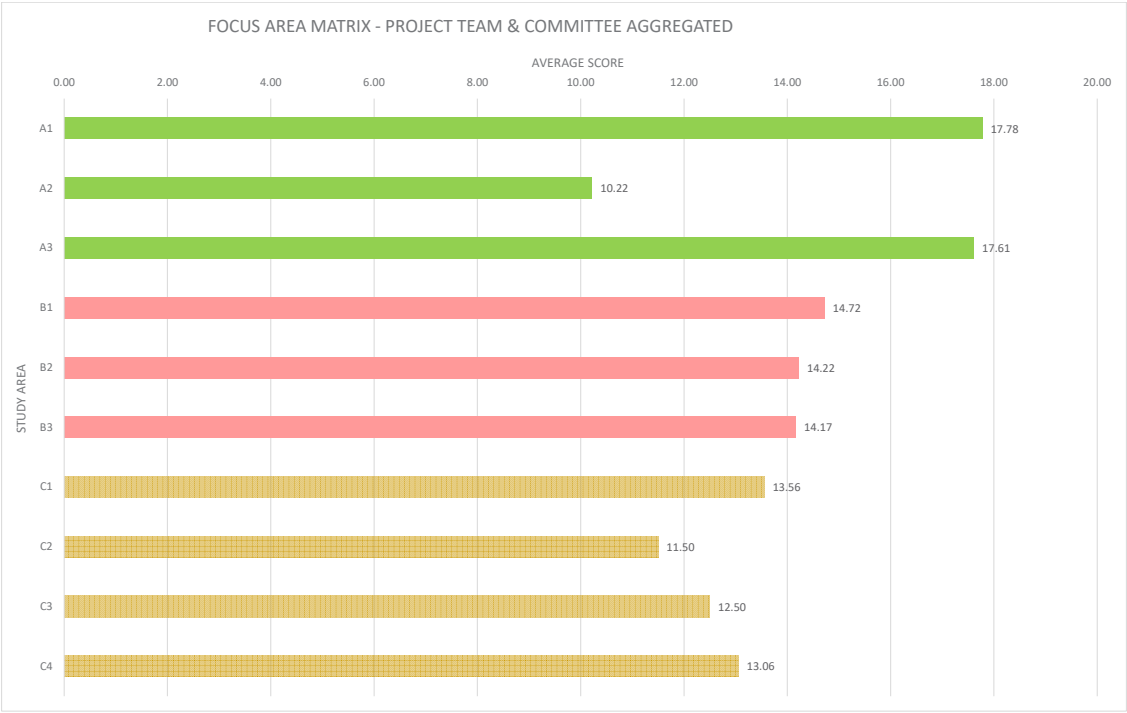
- Shed C (A1)
- Market Plaza (A3)

MEDIUM PRIORITY

- Union Lot (B1)
- Pennsylvania Lots (B2)
- Big Apple Lot (B3)
- Commission Row (C1)

LOW PRIORITY

- Railroad Street (C4)
- Trinidad Street (C3)
- Goodman / Main (C2)
- Existing Shed E (A2)



A1 | EXISTING SHED C SITE
A2 | POTENTIAL SHED E SITE
A3 | PLAZA & MARKET HOUSE
B1 | UNION LOT
B2 | PENNSYLVANIA LOTS
B3 | BIG APPLE LOT
C1 | COMMISSION ROW
C2 | GOODMAN / MAIN STREET
C3 | TRINIDAD STREET
C4 | RAILROAD STREET

RPM - 2022 MASTER PLAN - STUDY FOCUS AREA - ASSESSMENT MATRIX *- PROJECT TEAM & COMMITTEE AGGREGATED*

(FOR FUTURE USE - DO NOT FILL IN)

DETAILS				SCORE	PHASING		PRIORITY	NOTES	AVR.
STUDY AREA	NAME	TYPE	POTENTIAL PROGRAM ELEMENTS		SEQUENCE	PROJECTED COST			SCORE
A1	Existing Shed C Site	Public	Enclosed Vendor Space Enhanced Vendor Space Food Producers Event Space Gathering Space - Observation	320					17.78
A2	Potential Shed E Site	Public	Open Vendor Space	184					10.22
A3	Plaza & Market House	Public	Market House Operations and Offices Event Space Gathering Space Vendor Space	317					17.61
B1	Union Lot	Public or Public / Private	Food Producers Enclosed Vendor Space Event Space	265					14.72
B2	Pennsylvania Lots	Public or Public / Private	Wholesalers Space Warehouse Shipping/Receiving	256					14.22
B3	Big Apple Lot	Private, Public or Public / Private	Mixed-Use Residential (including affordable) Vendor Space Parking	255					14.17
C1	Commission Row	Private	Mixed-Use Restaurant Retail Space Vendor Space	244					13.56
C2	Goodman / Main	Private	Mixed-Use Restaurant Retail Space Residential (including affordable) Office Space	207					11.50
C3	Trinidad Street	Private	Mixed-Use Residential (including affordable) Restaurant Retail Space Office Space	225					12.50
C4	Railroad Street	Private	Mixed-Use Residential (including affordable) Restaurant Retail Space Office Space	235					13.06

NOTES:

NEED: Assessment of the Need (for all Market Constituents) to develop this Site based upon the Proposed Program Elements.
IMPACT: Assessment of the Potential Impact (to all Market Constituents) of development upon this Site.
LOGISTICS: Assessment of the Potential Development Logistics to direct and/or control, and implement a Project on this Site.
GOALS: Assessment of the Number of the (8 stated RPM Master Plan) Goals addressed by the development of this Site.

ACCESS & MOBILITY STUDY

Following the initial customer outreach event, the Project Team decided that a potential subject of deep-dive investigation should be and Access & Mobility Study. This study was focused upon multimodal circulation within and around the market, safety, wayfinding, and parking and involved:

- Time Lapse Camera Data Analysis
- Transit Ridership & Patterns Analysis
- Vehicle Pattern, Traffic Volume, Crash and Parking Analysis
- Existing Bicycle & Pedestrian Infrastructure Review
- Drone Footage Analysis

PUBLIC MARKET MASTER PLAN

Access & Mobility Analysis Memo

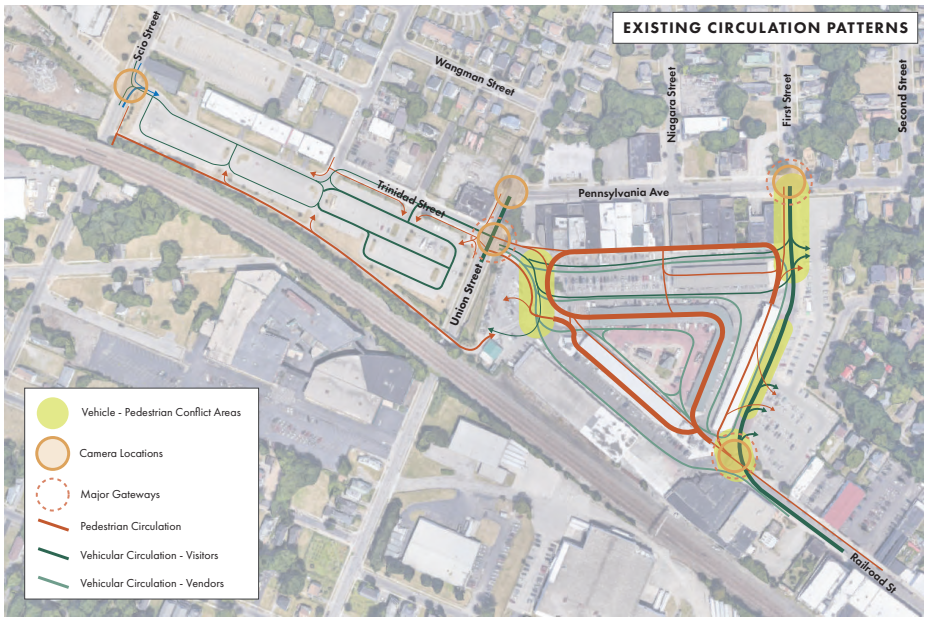
January 7, 2022

Barton & Loguidice

The following Key Issues and Opportunities were identified for consideration from the Study:

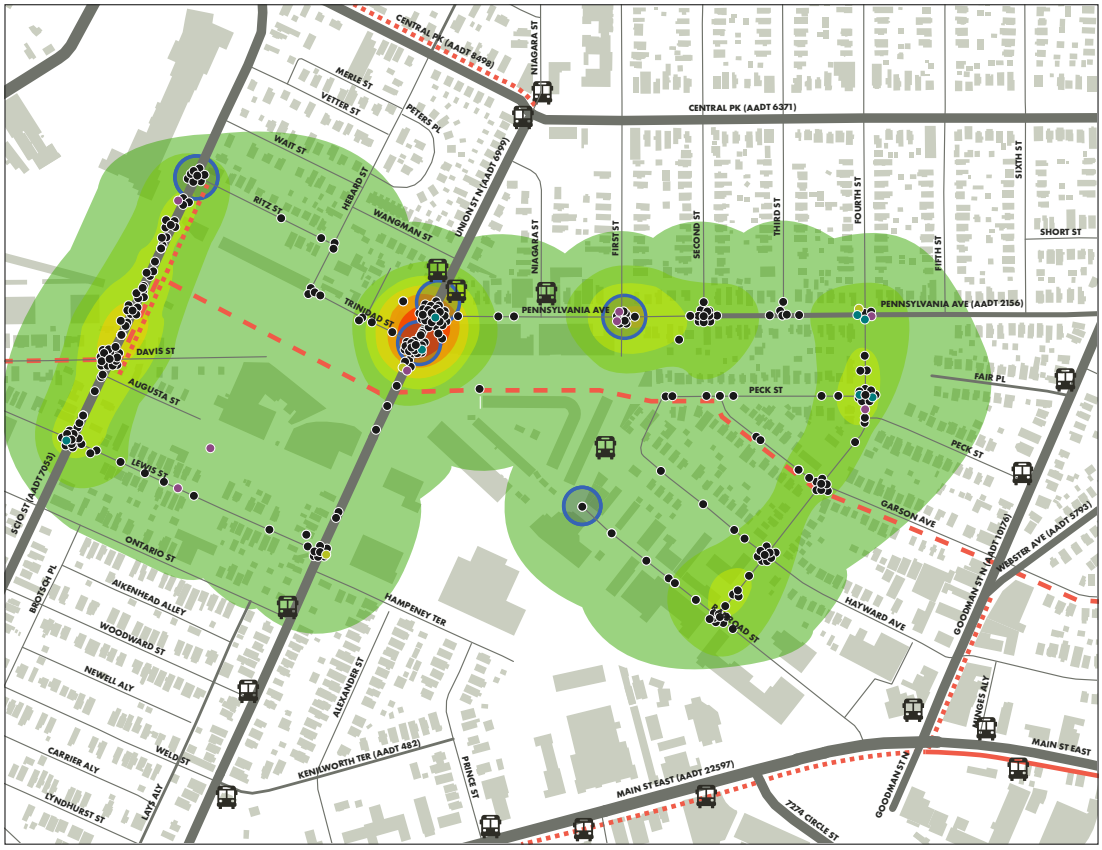
Consider a pricing scheme for priority parking lots to reduce congestion due to vehicles circulating looking for available parking spots.

1. Move all service & delivery vehicular access to the rear of businesses on Commission Row (Pennsylvania Avenue) to reduce conflict between service vehicles and visitors.
2. Implement high visibility crosswalks at all four sidewalk approaches to 1st Street at Pennsylvania Ave.
3. Consider opportunities for rideshare & shuttle bus drop off location, re-programming space for infill development & passive recreation, and potentially direct traffic to Scio Street entrance to reduce congestion at Union & Trinidad.
4. Formalize parking areas and install public parking signage.
5. Formalize crossings across Railroad Street gateway and from sheds to the adjacent parking area.
6. Install dedicated pedestrian access on the west side of the First Street Market gateway.
7. Consider development of a pocket park and/or community gathering space in the vacant building shell on Commission Row.
8. Formalize outdoor dining and/or gathering space for Commission Row businesses.
9. Restore crosswalk markings to improve visibility / gateway features.
10. Require vendors/employees to park away from priority parking areas.



Another key takeaway from the Access & Mobility Study was the concentration of vehicle/pedestrian conflicts at the Union Street Entrance (corner of Union and Trinidad Streets). This conflict was underlined by testimony from the police officer that mans this corner every Saturday. Because there is no formalized area for customer drop-off at the Market, congestion is exacerbated by the high level of ride-share vehicles and buses that stop for passenger loading on Union Street.

Following the Access & Mobility Study, the Project Team decided to develop an 11th Study Focus Area that could incorporate ideas for a potential multimodal transportation hub, and potential for mixed-use development, for a formalized 'Market Station'.



MARKET EXPERTS

Once the Study Focus Areas were analyzed, discussed and prioritized the Project Team invited two national market experts to participate in a Steering Committee meeting at the Rochester Public Market.

Dan Carmody, Eastern Market, Detroit, Michigan

Dan has served as the President of the Eastern Market Partnership (EMP), the non-profit organization that manages and promotes one of Detroit's most venerable and successful institutions, the Eastern Market. Under his leadership, the EMP works with many partners to make Detroit healthier, wealthier, and happier, by increasing the consumption of healthy food, creating and expanding ventures and employment throughout the regional food sector, and by fully utilizing the market's conviviality; 'it's role of bringing people together to celebrate good food and each other'.

Justin Cottrell, Historic City Market, Kansas City, Kansas

Justin, as Principal of the privately-owned KC Commercial Realty Group, has been the Market Manager at the Historic City Market in Kansas City since 2010. His primary responsibilities include retail and multifamily development, leasing and marketing retail space and property management assignments in the Kansas City area, including the Historic City Market. During his tenure, he increased the occupancy rate to 98%, making it profitable for the first time in many years.

Both market experts represent successful management strategies for their institutions. Dan, with a non-profit organization, and Justin, as a privately-run consultant that contracts with the City. And although their input was focused upon management strategies for the Rochester Public Market (refer to Section 6 for more depth), they also provided other valuable insights to the Project Team and Steering Committee during their visit to Rochester. Some of these recommendations included aspects of development outside of the market boundary. They included:

Wholesalers:

Dan Carmody expressed the importance of the relationship between the wholesalers (located in private properties adjacent to the market in Commission Row and other nearby buildings), and regional farmers. Since the inception of the Rochester Public Market, wholesalers have played an integral role in its success. Through various changes that have occurred, most recently the resurgence of a more pedestrian-oriented atmosphere with smaller retail-focused business at the market, some creative wholesalers have adapted, remained, and thrived. They have also been instrumental in keeping consumer prices lower for food products.

Finding ways to keep wholesalers at the market and helping them thrive and expand, while also solving some of the potential conflicts between warehousing activities and a vibrant human-scaled atmosphere, should be explored.

One of these strategies may be to develop a dedicated zone for warehousing functions (shipping, receiving, maneuverability for large trucks, proper space for storage, etc.) that is adjacent to the market, but does not impede pedestrian activity and safety. These discussions led to some initial thoughts about developing such a zone along Pennsylvania Avenue, behind Commission Row. Some of these ideas were explored as a Focus Study Area in this Master Plan, but further, more in-depth analysis is warranted.

Discussions with market wholesalers, especially Mr. Sam Lentine, President of Flower City Produce, provided insightful and helpful guidance on this topic. In fact, during the master planning process, Flower City Produce opened a new retail space that fronts the market on Commission Row, serves the public, and contributes to the vibrancy of activity along the sidewalk.

The key takeaway:

- Initiate a Study that explores strategies to keep wholesalers in the neighborhood, help them thrive and expand, while promoting a more pedestrian-friendly atmosphere for customers within the boundary of the market.

Dan Carmody
Eastern Market
Detroit, Michigan

Justin Cottrell
Historic City Market
Kansas City, Kansas

Residential and Mixed-Use Development:

Justin Cottrell illustrated the recent success of residential-focused mixed-use development around the Historic City Market in Kansas City. This prompted discussions about the viability of similar development around the Rochester Public Market. While there is a need for more affordable housing in Rochester, and our region is fortunate to have many agencies that are adept at developing affordable housing, a more universal philosophy that integrates mixed-use and mixed-rate should be considered. When executed properly, these type of developments can lessen the stigma of affordable housing concentration and support local businesses. Similar models have recently been developed in the Center City, on Union Street, as part of the Inner Loop Infill Project.

Although the scale and architecture of these projects may not be appropriate for the neighborhoods surrounding the market, the basic philosophies should be explored. In addition, sensitivity to the surrounding smaller-scale single-family housing in the neighborhood should be respected. Therefore, strategic locations for mixed-use development could include some of the properties that were once industrial in nature, including Trinidad Street to the north, and Railroad Street to the south.

The opportunities that this type of development presents are more affordable housing, more integrated housing, more residents within walking distance to the market, more opportunities for local businesses, more private investment in the neighborhood, and an enhanced pedestrian-oriented and vibrant atmosphere throughout the year. Like the warehousing discussions, some of these ideas were explored within the Focus Study Areas of this Master Plan, but more exploration is warranted.

The key takeaway:

- Initiate a Study that explores strategies to develop mixed-use, mixed-rate development that provides affordable housing, tenant space for businesses, supports the goals of the Market, and is sensitively integrated into the fabric of the surrounding neighborhood.

DEEPER DIVE STUDIES

The Project Team allowed for flexibility during the master planning process to perform deep dive studies were warranted. Three deep dives were identified and explored:

- The Access & Mobility Study and Market Station Concept;
- The Market Plaza Concept,
- and the Shed C Concept.

The Access & Mobility Study, as described in Section 4.A.5., was further explored in the Market Station Concept (Section 5.D.). With mixed feedback (primarily between the pro-parking lot vs. pro-mass transit customers) the Project Team still feels that a transportation hub that organizes multimodal access, and formalizes the Union Street entry point, should be considered for future study. The Team also believes that integration of mixed-use development along Trinidad Street also deserves more exploration.

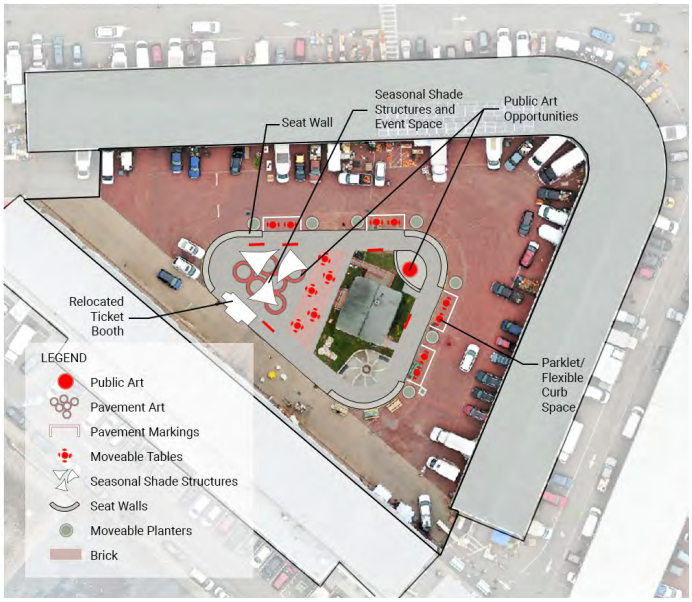
The complete Access & Mobility Study can be reviewed in the Appendix of this Master Plan.

The Market Plaza Concept consisted of the exploration for improvement options for enhanced gathering space and to promote and facilitate market events. Section 5.D. discusses this concept in greater detail.

Deemed as a high priority by the Study Focus Area Assessment and by the City, the Shed C Concept was explored to a level of detail that included Conceptual Floor Plans, Renderings, 3D Walkthrough, and Construction Cost Projections. Section 5.B. includes more specific information about the Shed C Concept.

Above:
Site Plan of Market Station Concept

Above:
Rendering of the Market Station Concept



Above:
Market Plaza Concepts

Below:
Rendering of New Shed C Concept

Rendering of New Shed C
View from Northeast

IC MARKET

[5] MARKET MASTER PLAN (FACILITIES PLAN)

PRIORITIES

The top two priorities that arose during the master planning process are the replacement of Shed C, and improvements to the Market Plaza. However, there are other initiatives that warrant consideration, including: a transit hub at the Union Lot, a wholesaler facility at the Pennsylvania Lots, re-acquisition of the Big Apple Lot, and improvement incentives for Commission Row.

SHED C CONCEPT

The existing Shed C is located on the east end of the Market along 1st Street, near the Railroad Street entrance. It is an open shed (with no sides for enclosure) constructed with pre-engineered steel framing and a metal roof. The architectural details are not in keeping with the original market open sheds. During the previous master planning process the enclosure of Shed C was studied. The potential for adaption of the structure to accommodate operable overhead doors (similar to those at Shed B) was explored, and deemed to be cost prohibitive.

Due to a resounding amount of constituent interest in providing more enclosed space, general gathering space, and space for indoor events, the potential replacement of Shed C became a priority again.

PRIMARY GOALS FOR SHED C

The primary goals for Shed C's replacement were stated as follows:

More Enclosed Vendor Space
Many vendors and customers voiced interest in providing more enclosed space to make the colder months at the Market more comfortable. This goal aligns with the Market's goal to increase activity throughout the year.

More Enhanced Vendor Space
Shed B was constructed to provide larger stalls with opportunities for kitchen equipment installation (walk-in coolers and freezers, cooking equipment, hoods, and more storage). These stalls allow for longer term refrigerated storage, and are ideal for small-scale prepared food vendors. This enhanced vendor stall type, that lines the south aisleway of Shed B, has garnered much interest in vendors as the Market has received multiple requests for more of this type.

Enclosed Event Space
Also resonating with the Market's goal to increase activity, the need for enclosed event space has been voiced to be a high priority. The Market receives many requests to serve as a venue for events ranging from community meetings, to weddings, to large concerts and festivals.

Educational Space
Also a carryover from the previous plan, there is still an expressed need for a large demonstration kitchen that could accommodate culinary education, host guest chefs, and promote healthy lifestyles.

Gathering Space
During busy market days customers have found that there is often limited space to pause, gather, and eat. More seating, that does not conflict with the market vending operations, and provides views of the market's vibrancy, is desirable.

"A New Shed C would advance the Market's Goals by providing much-needed enclosed vendor space, event space, and educational space."

OTHER SHED C CONSIDERATIONS

In addition to the primary goals for a new Shed C, other important aspects for consideration were expressed by the Steering Committee and market constituents. They include:

Market Offices Relocation
In order to free up space at the Market Plaza and provide upgraded and expanded space for the Market Staff, relocation of the Market Offices into a new Shed C could be considered. This move would also provide potential for the historic Market House to be adapted for the Friends of the Public Market and other more customer-focused services.

More Toilet Facilities
Although the construction of Shed B significantly increased the amount of toilet facilities (located in the central-south section of the Market), a need for toilet rooms at the northeast section of the market has been expressed.

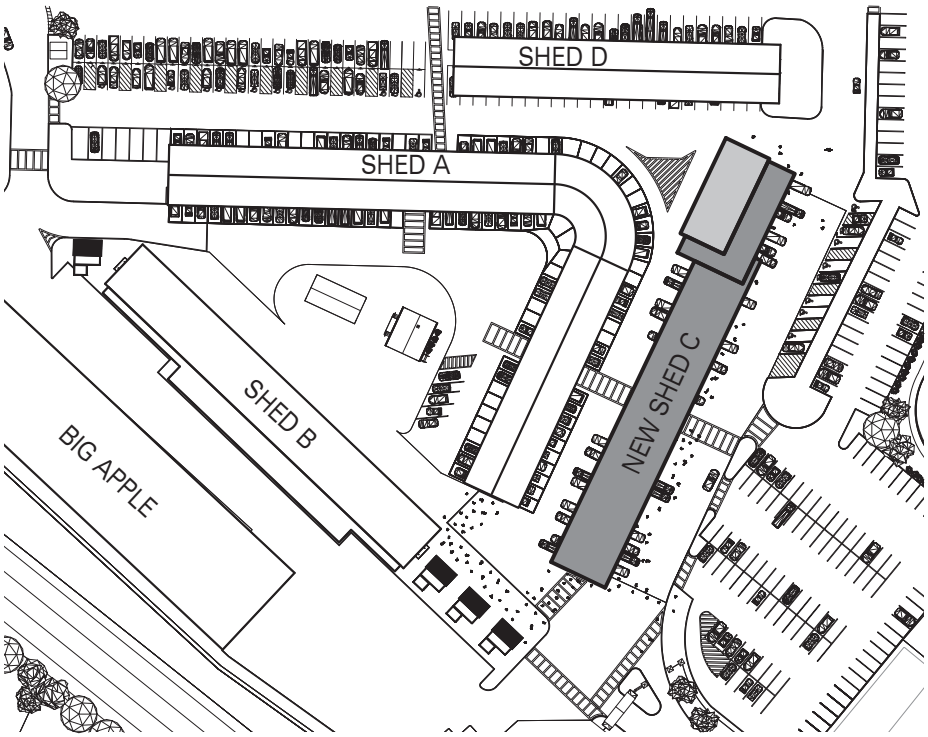
More Flexibility
Shed B has been very successful for vendor space, however, because the vendor fixtures remain in place outside of market hours, it does not lend itself for multiple uses. The concept for a new Shed C should allow for flexibility of the spaces, and facilitate multiple uses.

Circulation
The current circulation path through Shed C, one that leads from the food kiosks on the south, to Shed D and Commission Row to the north, should be maintained.

Sustainability
The Market has installed some solar panels on Shed A, and more integrated sustainability features should be considered for a new Shed C. These features can help reduce operation costs, keep vendor rents lower, and provide educational opportunities for customers.

Above:
Massing Model of Shed C Site

Below:
Concept Site Plan for New Shed C



With the goals established for a new Shed C, the Design Team developed a conceptual design for a new building to replace the existing structure. Its siting is conceived in the relative footprint of the existing Shed, however there is opportunity to shift the new building to the east, allowing more clearance from Shed A. Also, the northern end of the site can accommodate a slightly wider footprint due to the boomerang configuration of Shed A.

The new building would include four levels: a small basement, the ground (first) floor, a second floor, and a roof terrace. The building would be separated into two separate structures.

The south structure would be 1-story and would feature aluminum and glass overhead doors (similar to Shed B) on both sides of the aisle way. This structure would house +/-(56) vendor stalls with adjacent parking spaces. The dimensions would be approximately 9'x10' space within the enclosed shelter, and 9'x20' space outside of the shelter, for a total of approximately 270 square feet each. The stalls would operate similarly to the north stalls in Shed B, where the overhead doors would be open during warmer months and closed during colder months. A 12' wide aisle would provide the primary circulation path between the vendor stalls.

To allow for flexibility of use for this structure during non-market days and times, no permanent vendor fixtures would be allowed to remain. Vendors would remove all fixtures at the end of each market session, the method that is currently employed at all open sheds in the market. The one-story open south structure could provide opportunities for a wide-range of larger events throughout the year.

The architecture of the south structure would also emulate Shed B with high-bay space, ceiling fans, wood baffles, linear LED lighting, concrete floors, and abundant natural light. The roof would be designed to accommodate a large photovoltaic array of solar panels. And a radiant heat floor slab would potentially be included and supplemented by a geothermal energy system.

The north structure is conceived to be multi-level, with a slightly wider footprint, and would be a fully conditioned (heated and cooled) building. A small basement would serve as mechanical and storage space. The first floor, at grade level, would accommodate enhanced vendor space with a similar configuration to Shed B, with the east side having access to overhead doors, and the west side providing space and utilities to accommodate kitchen equipment, hoods, walk-ins, and storage. The east side vending spaces (a total of (8)) would be approximately 9'x10' each (plus 9'x20' adjacent exterior space), while the west side enhanced spaces ((2) total) would be over 400 square feet each, dependent upon exact configurations.

Like Shed B, the enhanced spaces could accommodate small-scale food vendors, but due to the larger size may also lend themselves to small-scale food production. Additional mechanical space and a shared sink room (for use of vendors) are also conceived to be located on the first floor.

The second floor would accommodate an event space with an adjacent demonstration kitchen. This multipurpose space could facilitate approximately 100 people for a wide range of functions including culinary demonstrations, educational lectures, banquets, community meetings, weddings, and etcetera. Also located on the second floor would be the market management offices, and a meeting room to accommodate 10-12 people. Storage for the demonstration kitchen, and for tables and chairs, would also be included on this level.

The terrace level would provide a conditioned vestibule for the elevator lobby and toilet rooms, and open up to an open-air rooftop gathering area. It is conceived that there would be both space that is open to the sky, as well as canopy covered space at the terrace. Storage space would also be provided at this level. The roof terrace provides opportunities for customers to gather and eat during market hours, and also serves as flexible event space. Expansive views down to the market, and out to the surrounding neighborhood and city skyline, would be offered.

The entire building would be wheelchair accessible. The north structure would include two stairs and an elevator. Two toilet rooms would stack and be located on the first floor, second floor, and roof terrace level.

CONCEPTUAL SHED C STATS:

As conceived, the following are the approximate proposed building statistics:

Overall

- +/-25,000 square feet (including basement, 1st and 2nd floors, and roof terrace)

Basement

- Storage Space
- Mechanical Space

First Floor

- +/-(56) Enclosed Vendor Spaces
- +/-(10) Enhanced Vendor Spaces (enclosed and fully-conditioned)
- +/-(2) Enhanced-Plus Vendor Spaces (additional space and utilities)
- Shared Sink Room for all Vendors
- (2) Toilet Rooms
- Circulation Lobby, Elevator and Stairs
- Mechanical Space

Second Floor

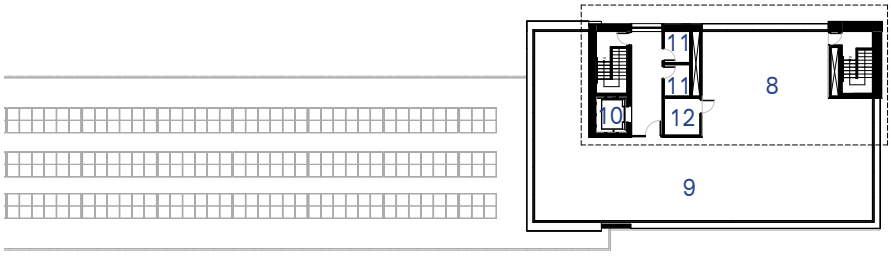
- Event Space (to accommodate +/-100 people)
- Demonstration Kitchen and associated Storage
- Meeting Room (to accommodate +/-12 people)
- Market Management Offices
- Storage
- (2) Toilet Rooms
- Circulation Lobby, Elevator and Stairs

Roof Terrace

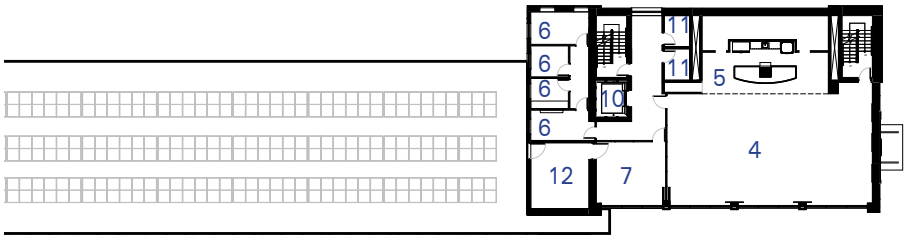
- Open Space (exposed and covered to accommodate +/-300 people)
- Storage
- (2) Toilet Rooms
- Circulation Lobby, Elevator and Stairs

SHED C CONCEPT FLOOR PLANS:

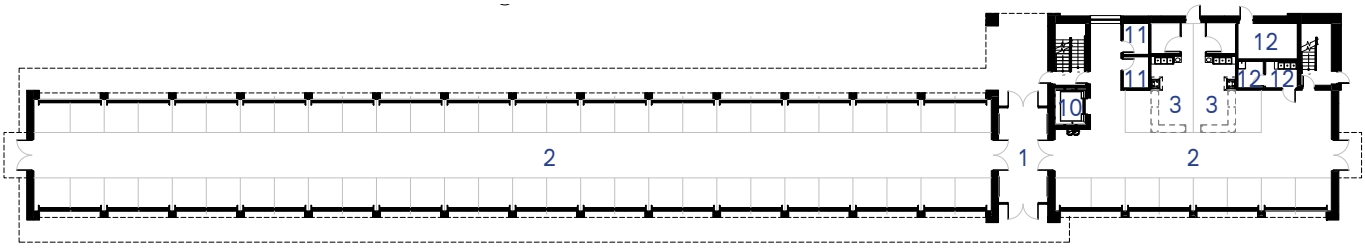
1. Vestibule
2. Enclosed Vendor Space
3. Enhanced Vendor Space
4. Event Space
5. Demostration Kitchen
6. Market Offices
7. Meeting Room
8. Covered Roof Terrace
9. Open Roof Terrace
10. Elevator
11. Restrooms
12. Utility Space



3 ROOF TERRACE
SCALE: 3/32" = 1'-0"

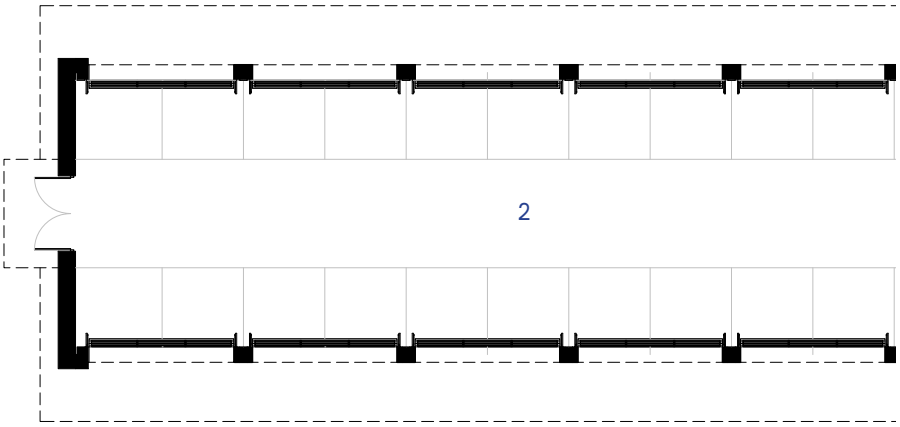


2 SECOND FLOOR
SCALE: 3/32" = 1'-0"



1 FIRST FLOOR-PLAN
SCALE: 3/32" = 1'-0"

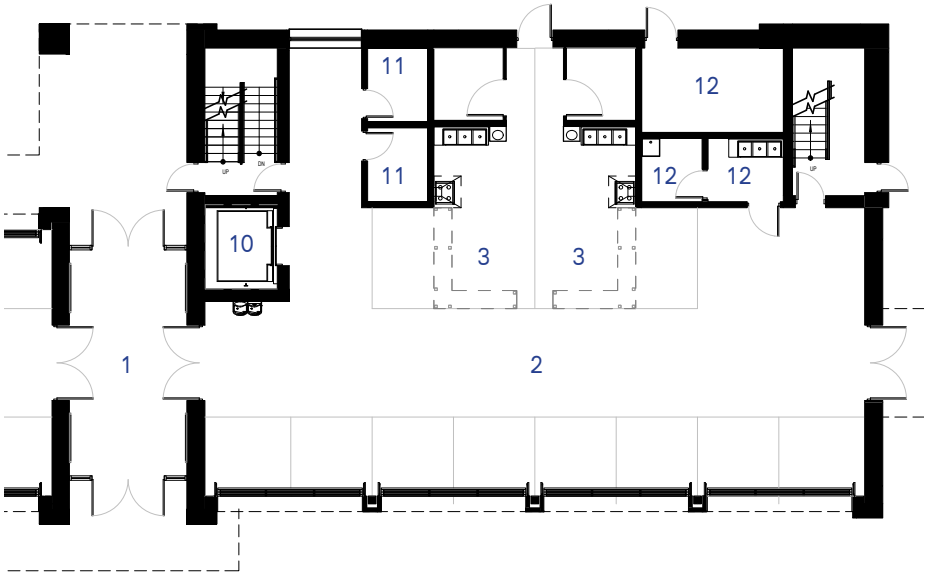
The conceptual floor plans were developed into a computer model and inserted into the master market site model. 3D walk-throughs of the conceptual shed were created and shared with the Steering Committee and key stakeholders for feedback. Once refined, our consultant Construction Manager (Milestone Construction), the firm responsible for the general construction of Shed B, developed a construction cost estimate. This estimate was included with estimated soft costs to develop an overall project cost projection. As of 2022 values, the overall project cost is projected at approximately $19 million. (For detailed cost projections, refer to the Appendix).



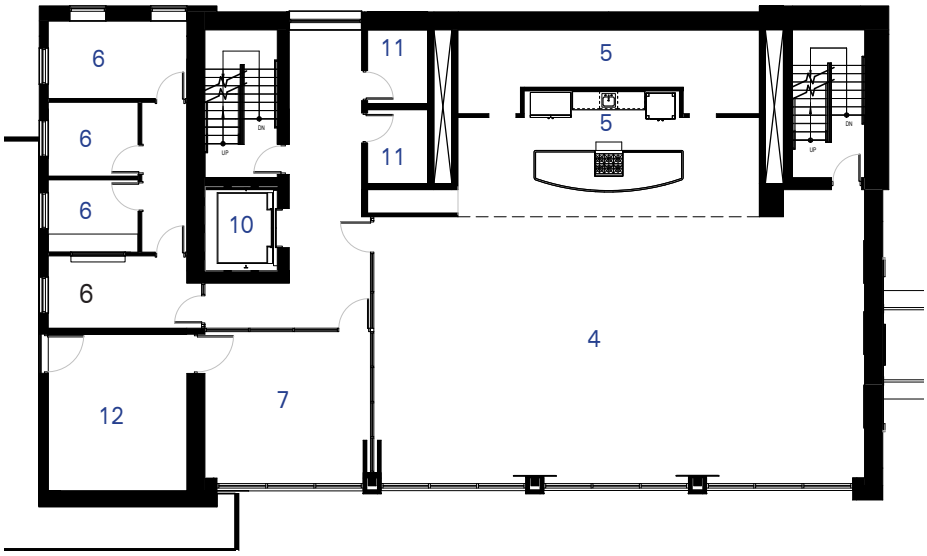
Above:
New Shed C - First Floor Plan South End

SHED C CONCEPT FLOOR PLANS:

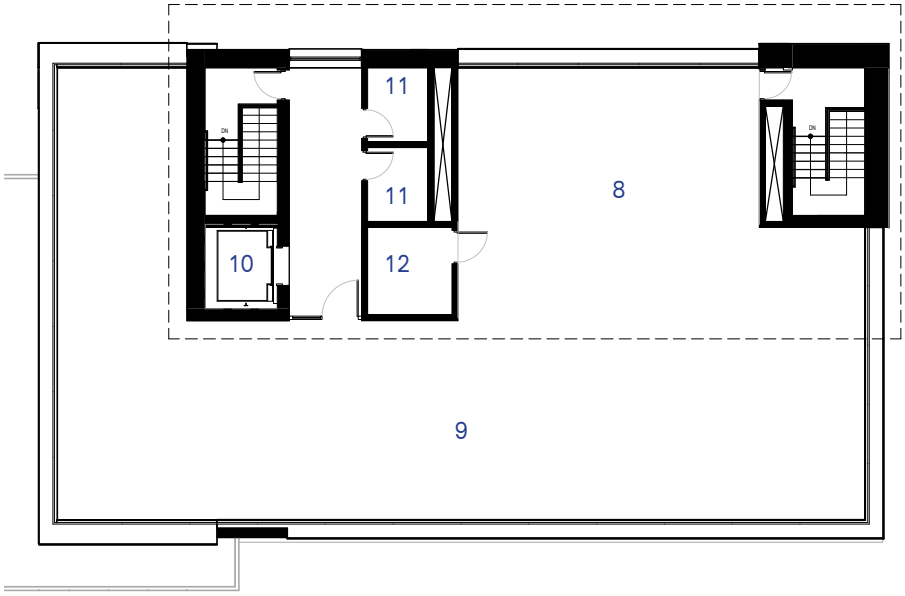
1. Vestibule
2. Enclosed Vendor Space
3. Enhanced Vendor Space
4. Event Space
5. Demostration Kitchen
6. Market Offices
7. Meeting Room
8. Covered Roof Terrace
9. Open Roof Terrace
10. Elevator
11. Restrooms
12. Utility Space



Above:
New Shed C - First Floor Plan North End



Above:
New Shed C - Second Floor Plan



Above:
New Shed C - Roof Terrace Plan

The new Shed C Concept would provide much needed enclosed flexible space for market vendors and events. In addition, such a facility would help to advance the following goals of the Rochester Public Market:

- **Increase Activity:** The enclosed space would promote an increase in activity during the colder months and the flexile event space would provide a venue for a wide-range of events.
- **Inclusivity:** The new structure would expand the Market's goal of serving a wide-range of customers, including low-income families, throughout the year.
- **Market Facilities:** The structure would expand existing, and offer new types of spaces to meet the needs of current and future vendors, as well as the public (including flexible facilities to accommodate business incubation, events, and educational programming).
- **Awareness:** The facility has the ability to increase the greater community's awareness by highlighting the assets and opportunities available at the market for entrepreneurs, residents, and customers.
- **Wellness:** The facility could house programs within the market district that promote community wellness (including food access, nutrition, health care, fitness, and social connection).

MARKET PLAZA CONCEPTS

The Market Plaza is located in the center of the market property. Two buildings are located within its triangular footprint, the Market House, and a small toilet room building. The plaza is flanked by Shed A to the north and east, and Shed B to the southwest. The Market House, located on the eastern edge of the plaza, serves as an historic landmark for the market. The two-story structure currently houses the market offices. The one-story toilet room building occupies the western edge of the plaza.

Originating from the previous master plan, the idea of opening up the plaza has been discussed. And with the significant increase of toilet room facilities in Shed B, and the potential for more in a re-envisioned Shed C, the demolition of the existing toilet room building provides an opportunity for much needed open gathering space in the center of the market. Various programmatic ideas have been discussed including space for concerts and events, however it appears as though the most desired option is simply gathering and seating space for customers.

PLAZA OPTIONS

Some of the plaza options and considerations include:

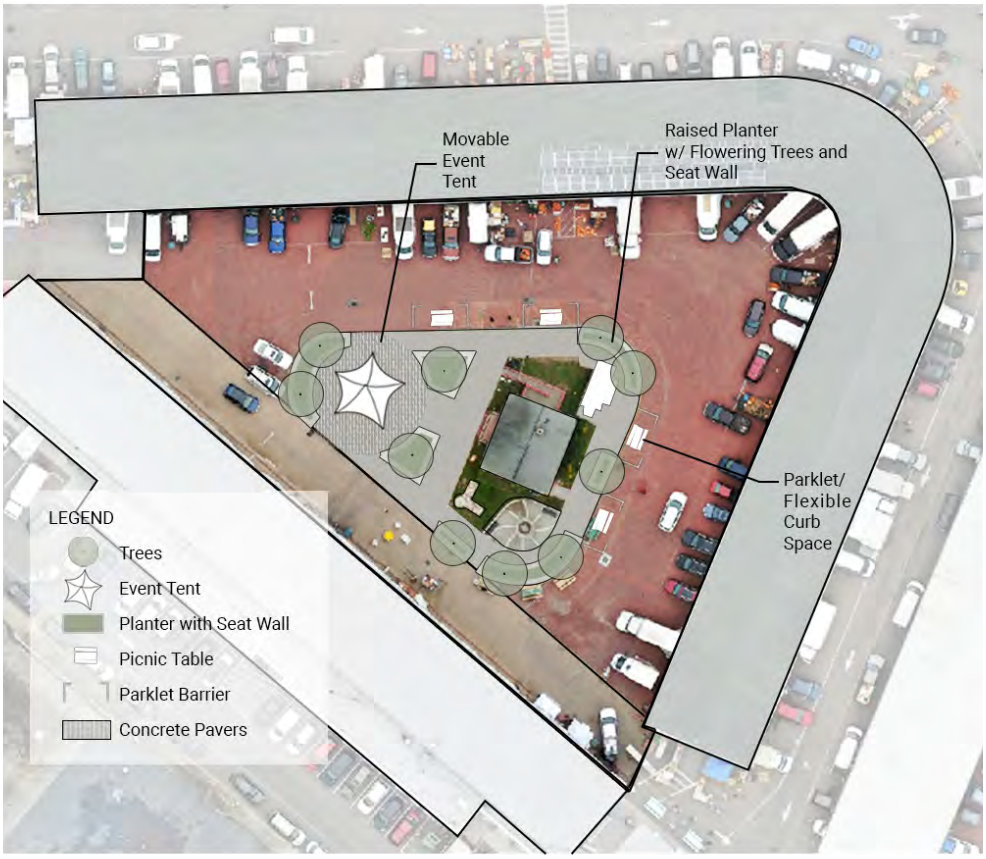
- Flexible outdoor event space
- More gathering space & seating
- Shaded areas (from architectural shade structures and/or trees)
- Simple improvements that may include brick pavers, landscaping, and hardscaping

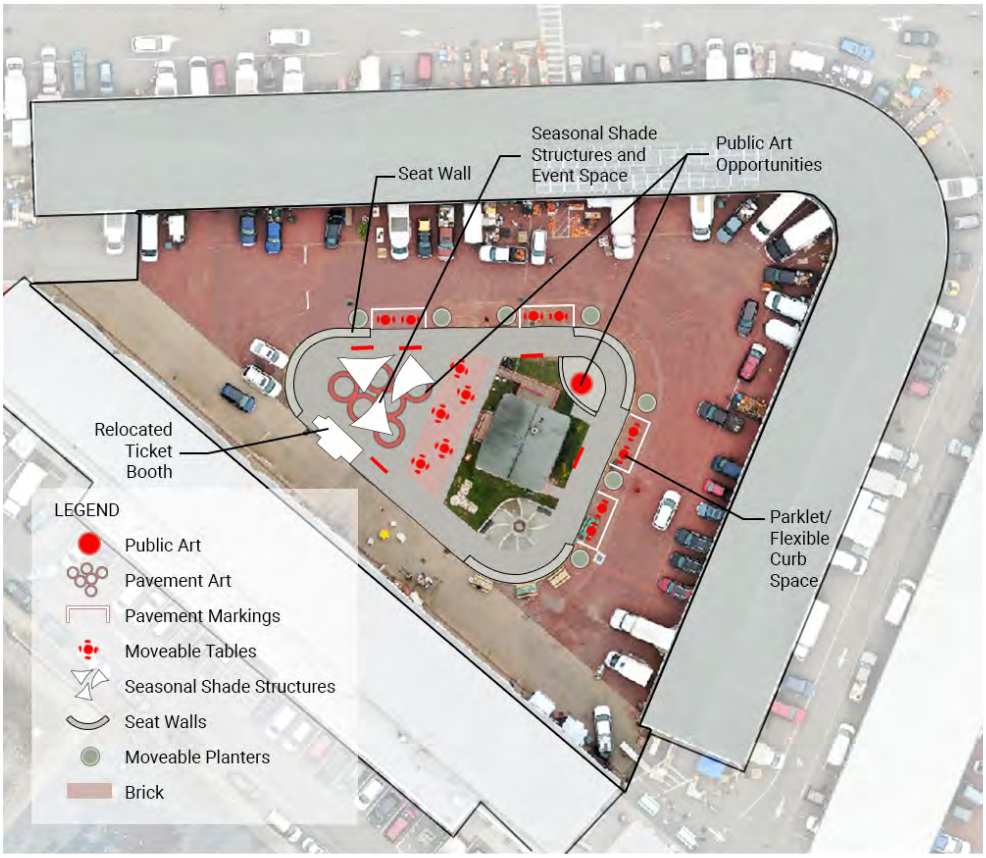
MARKET HOUSE OPTIONS

Some of the market house options and considerations include:

- The creation of a formalized central space for customer-focused services including Friends of the Market, a welcome center, starting point for tours, a market shop, SNAP access, the security office, ATM, and etc.
- The building could act as a backdrop for market events.
- A place to provide historical information about the Rochester Public Market.

"The Market House and Plaza could be a customer-focused amenity that celebrates the Market's history, offers the sale of Market-branded merchandise, and provides a shaded gathering place in the center of it all."


Movable Event Tent
Raised Planter w/ Flowering Trees and Seat Wall
Parklet/ Flexible Curb Space
LEGEND
Trees
Event Tent
Planter with Seat Wall
Picnic Table
Parklet Barrier
Concrete Pavers


Seasonal Shade Structures and Event Space
Public Art Opportunities
Seat Wall
Relocated Ticket Booth
Parklet/ Flexible Curb Space
LEGEND
Public Art
Pavement Art
Pavement Markings
Moveable Tables
Seasonal Shade Structures
Seat Walls
Moveable Planters
Brick

MARKET STATION CONCEPT

Piggybacking on the Access & Mobility Study and Piggybacking on the Access & Mobility Study, and the Focus Study Area investigations for the Union Lot and Trinidad Street, the Market Station Concept arose. With the primary goal of solving some of the vehicular and pedestrian circulation concerns, this concept evolved into a study that included a transportation hub, wayfinding improvements, expanded vendor space, and potentially residential apartments. The concept could be as simple as a dedicated multimodal drop off point to a transit-oriented, mixed-use, mixed-rate development.

The following concepts were explored in this study:

- **Transit Hub:** The idea of a formalized multimodal hub and gateway for the Market could be considered. This hub, or 'Market Station', would act as a dedicated drop-off and pick-up point for buses, rideshare, and other forms of transportation to and from the market. The concept includes a redirected vehicular entrance and exit via Scio Street, at the west end of the Union Parking Lot. This would reduce the congestion and, ideally, the amount of vehicular/pedestrian conflicts at the Union Street market entrance.
- **Iconic Structure and/or Mixed-Use Building:** The Market Station also presents the opportunity to provide a signature, iconic, entry element to celebrate the arrival to the market more formally. The potential of a structure or building could further strengthen this gateway. If a building were to be considered, it could be conceived as mixed-use, with commercial space on the first floor, and residential above. This would not only provide expanded space for market vendors and businesses, and provide more housing in the neighborhood, but it would also enhance the experience for customers immediately upon arrival.

"The Market Station would integrate a multi-modal hub that promotes mass transit, and provides safer and more functional wayfinding in, and around, the Market and surrounding neighborhoods."

20'
11 PARKING SPACES
88 PARKING SPACES
RAILROAD
C3 STUDY FOCUS AREA
TRINIDAD
C3 STUDY FOCUS AREA
35 PARKING SPACES
14 PARKING SPACES
27' TWO-WAY DRIVE
BUTTLE PARKING
30' ONE-WAY LOOP
MARKET STATION
CANOPY
PEDESTRIAN PATH
BUS PICKUP/DROPOFF
SHELTER
PEDESTRIAN PATH TO MARKET
STAIRS
UNION
B1 STUDY FOCUS AREA

MARKET STATION
CAFE
BOUTIQUE
SHOP
UNION

OTHER PRIORITIES

Through the exploration of the Study Focus Areas, other priorities for consideration surfaced and gained traction through the Steering Committee's and Project Team's assessments. They include:

Union Lot:

Another carryover from the previous master plan, this site, the parking area just southeast of the Union Street Entrance, continues to be considered for potential development. The idea would be to provide a new structure that is of similar scale and function to the buildings along Commission Row. Architecturally, it is conceived as a one or two-story 'storefront style' building that would offer a retail atmosphere along the north façade, and directly interact with the heavily-trafficked sidewalk at the Union Street Entrance.

Its mass would act as a counterpoint to the Commission Row buildings across the street to the north, and reinforce a formal gateway into the market. Programmatically, the building is envisioned to house vendors and businesses that desire larger tenant spaces to facilitate small-scale food production. The concept would orient shipping/receiving and production spaces to the back (south) of the structure, and offer retail space on the north side. It would also be designed to promote an active sidewalk atmosphere that encourages outdoor seating.

It should also be noted that development of this site would displace some market parking spaces, and it may be contingent upon the creation of new parking (refer to the Big Apple Lot for more information and potential strategies for this displacement).

A development of this type has been put out as an RFP (request for proposal) by the City to potential developers a couple of times over the last 5 years. However, to date, a viable proposal has not yet been achieved. One hurdle may be the complexity involved with a land-lease agreement where the City owns that land, and the developer owns the building (perhaps a City development project could be a more viable solution). But regardless, the interest in such a building persists and should continue to be considered.

"The Union Lot offers potential to provide a northern gateway that extends the dynamic atmosphere of Commission Row."

"The potential for a new facility on Pennsylvania Avenue could strengthen the synergy between wholesalers and the Market, while energizing sidewalk activity on Commission Row."

Pennsylvania Lots:

The Pennsylvania Lots include the properties on the back of Commission Row along Pennsylvania Avenue between 1st Street and Union Avenue. The properties consist of empty lots and commercial industrial buildings, some owned by the City, and some privately owned. Currently, the Market is using the empty lots as overflow parking.

An interesting concept arose during the master planning process that involves the use of this area for a dedicated zone for market wholesalers. Initiated by Jim Farr and the Project Team, and advanced by discussions with Mr. Sam Lentine, President of Flower City Produce, and our expert market consultant Mr. Dan Carmody, this concept continues to gain traction (refer to Section 4, Outreach, for additional information).

This concept deserves more in-depth study, but the basic ideas include a facility, or facilities, that would provide bona fide shipping/receiving docks, and warehouse space, to suit the needs of a modern wholesaler. It would also include appropriate road access for larger trucks to safely navigate in and out of the neighborhood. The plan should include ability to keep the wholesalers connected with the market, and allow for potential future growth.

An exciting component of this idea is that, with the creation of such a facility, it would free up the buildings along Commission Row to be more retail-focused with storefronts that face the market and contribute to a vibrant pedestrian sidewalk atmosphere. Mr. Lentine has already initiated what this transition could look like by the recent development of a retail space for Flower City Produce on Commission Row.

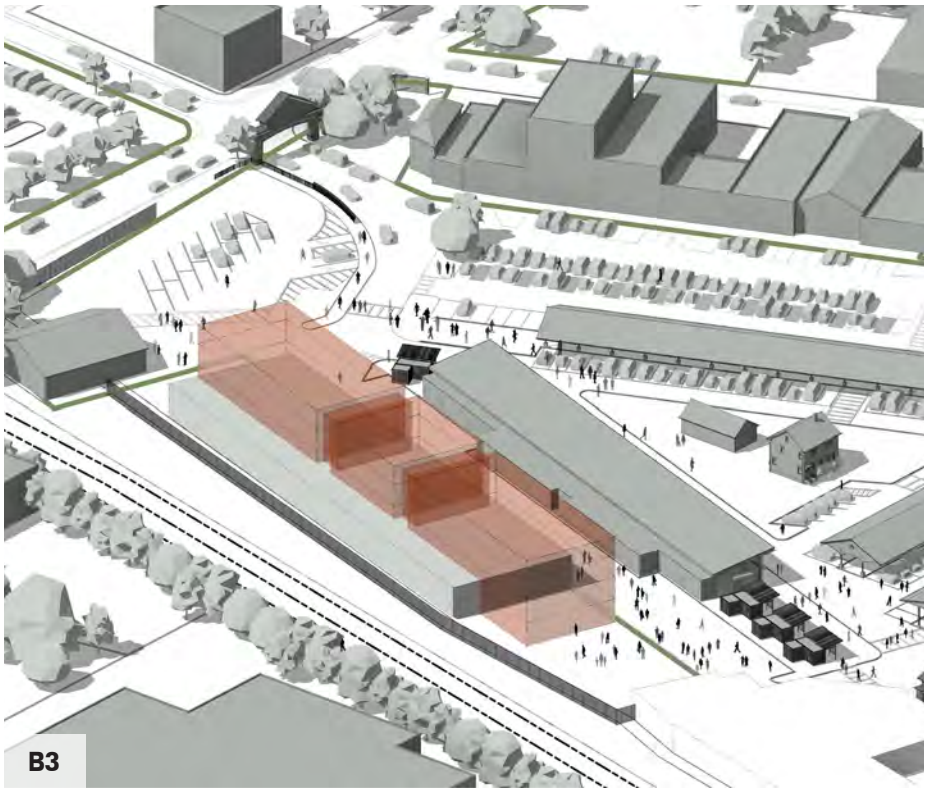
Big Apple Lot:

The Big Apple Lot is the property directly adjacent to the Markets south boundary, along the railroad tracks. Originally owned by the market, the property was sold decades ago, and has since been developed into a wholesale facility for Big Apple Deli Products and Food Service.

Currently, the large warehouse building is not operating at full capacity as Big Apple has newer facilities (one just to the west and one in Ogden, NY) that appear to be more suitable for their current operations.

The conceptual plan for this lot strategic. Ideally, if the City could re-acquire the property, it could be beneficial for other initiatives in and around the market. In the short term, the lot could serve as a centralized parking lot for the market (coincidentally this lot previous served this function, refer to the 1928 aerial photograph). This would allow for displacement of parking from other areas, such as the Union Lot, and make initiatives like the Union Storefront Building and/or Market Station become more viable.

In the long term, should the parking demand decrease at the market, due to a shift towards multimodal and mass transportation options, the site could be a prime location for market expansion and/or mixed-use development.



"The Big Apple Lot is strategic for the future of the Market."

"Commission Row, a unique string of privately-owned historic storefront buildings that line the northern edge of the market property, should be incentivized towards appropriate improvements."

Commission Row:

Another priority should be the continued focus upon Commission Row. This unique string of privately-owned historic buildings with storefronts that face south, has been an integral and symbiotic part of the market's vitality and character.

Although, overtime, many of the storefronts facing the market have been boarded up, there has been a resurgence over the last decade towards revitalizing the facades and creating a more dynamic pedestrian experience for market customers. Furthermore, the addition of restaurants along Commission Row, has expanded the activity at the market beyond market hours, and into the night.

This unique asset is critical to the flavor and vitality of the market, and emphasizes the public/private partnerships that exist, and have flourished.

There are still some vacant and underutilized buildings on Commission Row, and potential funding sources to facilitate more façade improvements and renovations that support the mission and goals of the Rochester Public Market should be explored. This could be in the form of CDBG (Community Development Block Grants), low-interest loans, tax abatement programs, or other financial assistance and incentives.

NEXT STEPS & RECOMMENDATIONS

Based upon the results of the 2022 master planning process, the Project Team, with guidance from the Master Plan Steering Committee, recommends the following next steps and priorities for the physical and infrastructural aspects of the Rochester Public Market.

Note: It is highly recommended that any initiative that is pursued be assessed, and viewed, through the lens of the stated Market Goals. In an ideal scenario, some of these recommendations would be best to be achieved chronologically, however, realistically It should also be noted that these initiatives can be advanced simultaneously. This approach provides more flexibility for variations of complexity due to timelines, acquisition of funding, City approvals, and other logistical variables.

Top Priorities:

1) New Shed C:

Top on the list of priorities in the replacement of the existing Shed C with a new shed that can accommodate the needs of the Market Vendors, provide opportunities for more Market Events, and advance the stated Market Goals.

For years, the need for more enclosed vendor space has been expressed. This need was addressed in the 2017 Market Project, through the replacement and expansion of the enclosed Shed B. A building that has been an enormous success for the Market due to its high demand for vendors seeking enclosed space, as well as its integration with the rest of the market through its expansive operable glass window wall. Shed B, with its large and bold signage, has also become an icon that symbolizes the Market's momentum.

A new Shed C would build upon the success of Shed B, and address many of the Market's initiatives. Starting with (56) enclosed vendor stalls to serve farmers and other vendors. A primary goal of the Market is to provide a variety of types of vendor spaces, and this section of Shed C would offer yet another new type. During market days/hours this section of the building would accommodate drive-up vendors with temporary fixtures. At the end of the market session, the fixtures would be removed. And on non-market days/hours this space would be available for large-scale events.

In addition to the enclosed vendor space, a new Shed C would provide enhanced and conditioned vendor space, similar to that offered in the popular Shed B, but with additional back-house space for food production/preparation.

The second floor would house an Event Space with a Demonstration Kitchen for community groups, weddings, and educational functions. Space for a separate meeting room and the Market Offices would also be located on this floor.

The roof terrace would provide open and covered space for customers to gather, eat, and take in a view of the Market, surrounding neighborhood, and city skyline. The roof terrace also offers opportunities, in conjunction with the second-floor space, to host events.

A new Shed C would not require land acquisition, and would be designed to integrate with market. The estimated Project Cost is approximately $19M, and more specific details regarding the concept are provided in this Master Plan.

This project would help to advance the following stated Rochester Public Market Goals:

- Increase Activity: The enclosed space would promote an increase in activity during the colder months and the flexile event space would provide a venue for a wide-range of events.
- Inclusivity: The new structure would expand the Market's goal of serving a wide-range of customers, including low-income families, throughout the year.
- Market Facilities: The structure would expand existing, and offer new types of spaces to meet the needs of current and future vendors, as well as the public (including flexible facilities to accommodate business incubation, events, and educational programming).
- Awareness: The facility has the ability to increase the greater community's awareness by highlighting the assets and opportunities available at the market for entrepreneurs, residents, and customers.
- Wellness: The facility could house programs within the market district that promote community wellness (including food access, nutrition, health care, fitness, and social connection).

2) Market House & Plaza:

Another high priority initiative is improvements to the Market House and Market Plaza. As the centroid of the Market, the triangular-shaped Market Plaza, and historic Market House act as the heart of the Market.

It is recommended that the Market House be renovated to accommodate the customer-focused services for the Market. That would include an information center that orients visitors and explains the history of the Market, a retail component for sales of Market merchandise, and office space for security and Friends of the Rochester Public Market, a nonprofit organization that partners with the City of Rochester to advocate for a vibrant and successful Market, through programs and services that benefit and support farmers, vendors, and shoppers.

The Market Plaza, although relatively small, has the opportunity to be opened up by the removal of an existing toilet room building. With the significant expansion of toilet facilities in the adjacent Shed B, and future toilet rooms planned for a new Shed C, this building is no longer in need. Its removal would free up space for much needed open

gathering space in the center of the Market. Ideas include shaded space that integrates picnic areas, landscaping, public art, and adaptable event space, has been well received.

A Study that includes improvements to the Market House and Plaza should be initiated. The Study should include existing conditions documentation, proposed improvements, and projections of anticipated project costs for budgeting purposes. The proposed improvements should be supportive of the Market Goals.

3) Acquisition of Key Properties:

In order to achieve some of the Market's planning goals, the acquisition of key adjacent properties should be considered by the city. Strategic acquisitions could include the Big Apple Lot, lots along Pennsylvania Avenue, and potentially lots along Trinidad Street between Union and Scio Streets.

The Big Apple Lot, which was formerly City-owned and part of the Market property, would be helpful in achieving some of the Market's future initiatives, including development of the Union Lot and Market Station Concept. In the short term, this lot could provide a parking area that is adjacent to the center of the Market without interfering with pedestrian circulation. This site once served as a parking lot (refer to 1928 aerial photo), and would not only be a popular amenity for shoppers, but it would allow for the development of desired facilities within the pedestrian-zone of the market. In the future, this site offers other strategic advantages that could include market vendor space and/or mixed-use development that incorporates housing.

The City has begun to acquire properties along Pennsylvania Avenue. Currently they serve as overflow parking areas, however they may also be advantageous for the emerging concept for a new Wholesaler Facility. It is recommended that acquisition of more properties along Pennsylvania Avenue be considered.

4) Market Station & General Wayfinding:

Another new concept born from this Master Plan is the idea of the creation of a formalized multi-modal gateway for the Market. To mitigate pedestrian-vehicular conflicts, and organize the multi-modal circulation flow in and out of the Market, the 'Market Station' concept was explored. This concept could be achieved with a simple small-scaled open transit shelter that accommodates drop-off/pick-up for busses and rideshare, or it could be integrated with a larger development, like a mixed-use building.

Whether a small- or large-scale initiative, the idea involves directing in and out traffic from Scio Street to a drop-off/pick-up location along Union Street. From here, customers would cross Union to the Market via the bridge along the railroad tracks, or the crosswalk at Union market gate. More details about this concept are outlined in the Master Plan.

It is recommended that a Study for a formalized market transit hub be initiated. This Study should also include a comprehensive wayfinding component for the Market. Circulation can be chaotic on market days, and although this can add to the excitement, it can also be frustrating. Furthermore, it has become evident that lack of directional signage, including simply identifying parking lots, can perpetuate a perception of lack of parking, even when available parking is abundant.

Furthermore, during the Project Team's Customer Pop-up Events, it was surprising, and encouraging, to find that many customers were visiting the Market for the first time, and many were from out-of-town. A comprehensive wayfinding implementation that includes signage for parking, and vehicular/pedestrian circulation, would be extremely helpful for those who are not as familiar with the Market. Other wayfinding components, like directories (physical and app-oriented) would also be helpful for navigation in, and around, the market. Integration of specific vendor locations within a digital directory may also be considered. There is also an opportunity for the wayfinding elements to be integrated graphically with the surrounding Marketview Heights Neighborhood and other neighborhoods.

5) Wholesaler Facility Study

Perhaps one of the most exciting concepts that arose during the master planning process is the idea of a consolidated Wholesaler Facility. From the Market's inception, wholesalers have been an integral element. And through the evolution of the Market's atmosphere and vendor types, conflicts have arisen between the operations required by wholesalers, and the movement towards a more pedestrian-oriented environment.

Through multiple discussions,, and guided by critical input from market wholesalers and market experts, a concept has emerged that would potentially allow for improved wholesaler operations, while also creating a more vibrant pedestrian experience along Commission Row. This idea is very high-level at this point, but would potentially involve a consolidated facility that is dedicated to wholesaler operations located along Pennsylvania Avenue (directly behind and to the north of Commission Row).

The facility would include warehousing space and shipping/receiving docks to accommodate large freight trucks. The vehicular circulation would be directed along Pennsylvania Avenue to allow for easier and safer access. This would move shipping/receiving activities away from Commission Row. Such an initiative would also free up the buildings along Commission Row for more retail-focused uses, and reinforce a stronger connection with the market activities.

This idea appears to have great merit as it allows for wholesalers to remain at the market and improve upon their synergistic relationship, while also bolstering the Market's goals and enhancing the customer experience.

It is recommended that a Study be initiated that explores the potential for a Wholesaler Facility at the Market. The Study should include proposed vehicular circulation, potential building program and scale, and projected project costs. Such a project could be a privately-funded project (that is supported by the City), or a publicly-funded project, but opportunities for a public/private development could also be considered. Other key factors should be how such a facility would relate to the Market to the south, but also be sensitively integrated with the residential neighborhood to the north.

6) Commission Row Improvements

Commission Row, a unique string of privately-owned storefront buildings that line the northern edge of the market property, play an important part in the Market's rich atmosphere. Over time these buildings have been adapted for multiple uses, from wholesaling and retail, to restaurants, art studios, and offices.

Although improvements have been made to many of these building over the last couple of decades, there still are many that are underutilized and/or are not adapted for active retail activities.

It is recommended that City-supported initiatives be considered to help bolster the adaptive re-use and overall improvement of Commission Row. The use of façade improvement programs, tax-abatement programs, or other initiates could be considered. However, it is important that any initiative is guided by the requirement that the improvements on Commission Row be inline with the goals of the Rochester Public Market. This should include the types of businesses as well as the architectural treatment of the buildings.

Future Initiatives:

1) Mixed-Use Development

Throughout the master planning process the idea of mixed-use development in the Market district was discussed. As these types of projects are typically initiated by private or nonprofit developers, the role of the Project Team was geared towards the identification for potential mixed-use development opportunities and locations that could create a synergistic relationship with the Market. Those areas include Trinidad Street, Railroad Street, Commission Row, Goodman/ Main Street, and potentially the Big Apple Lot.

The Project Team recommends that explorations of mixed-use should encourage projects that incorporate housing, especially affordable and mixed-rate housing. First floor spaces should be geared towards commercial retail space that integrate with the types of businesses within the Market. Office spaces and residential units should be oriented to upper floors. The architecture of mixed-use development should be in keeping with the context of the Market. Potentially, warehouse and factory buildings, similar to those that exist on Railroad Street could be inspirational. Ideally, the first floors should include transparency, promote pedestrian activity, and enhance the public realm of the sidewalk atmosphere with amenities like outdoor seating and human-scaled elements.

The Trinidad Street and Railroad Street locations appear to have the most potential at this point. Trinidad Street includes some larger under-developed sites that may have potential for mixed-use opportunity. Railroad Street has seen recent success in its development, however there is more opportunity for infill development at some of the underutilized properties.

Not only would appropriate mixed-use developments provide affordable housing and commercial tenant space, but with an infusion of more residents within close proximity, they have the potential to further energize the Market's activity throughout the week and the year.

[6] MARKET MANAGEMENT PLAN

EXECUTIVE SUMMARY & RECOMMENDATIONS

The Management Plan examined the Rochester Public Market's current management, operations, finances, programming, and staffing, in order to make recommendations for improved management practices that work towards achieving the project's goals, based on national best practices. Specifically, the Management Plan was directed to "make recommendations for changes or improvements that enhance long term Market viability, efficiency, and sustainability, while also being able to be nimble and flexible to respond to emerging opportunities." The consultant team was asked to identify new, expanded, diversified or more effective revenue generation.

A primary challenge facing the Market is its small staff. While the current Market Director is highly respected and many attribute the Market's success to him, the Rochester Public Market is only one of his responsibilities and he is nearing retirement. Only three operations staff run and maintain the Market on a daily basis. The small staff limits the Market's ability to increase its earned income, particularly from private event rentals and catering, and to garner donations or sponsorships from philanthropic and corporate sources.

To support regional farmers, a new rent category is proposed for farmers with fees less than other vendors. Modest rent increases for vendors within the sheds and a more substantial increase for vendors in the Winter Shed, plus increased event income and donations, provide the basis for eliminating the city's operating subsidies. These could be phased over time to mitigate their impact on vendors.

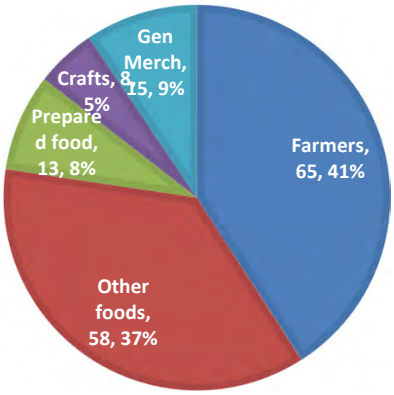
The consultant team explored alternative management structures, including nonprofit and for profit options. Other historic public markets have achieved success with nonprofit management, which would increase management flexibility and could provide the capacity needed to achieve the masterplan goals. As at other historic public markets, the transition to nonprofit management opens the possibilities for new funding sources that can support the proposed capital projects, additional staff, and new programs.

The staffing model depends on whether the Market stays city-run or transitions to nonprofit management. Core needed staff include:

- Market Director/Executive Director
- Market Manager
- Assistant Market Manager
- Operations & Maintenance Coordinator
- Development & Strategic Partners Coordinator (if nonprofit)
- Marketing Coordinator
- Special Events Coordinator
- Finance Manager (if nonprofit)

If resources are available, valuable additional staff would include an Education Coordinator and Farm Recruiter.

If the City pursues nonprofit management, the organization will need to be structured to ensure it has the leadership and financial resources needed to run the Market well. The transition process needs to include key stakeholders and be thoughtfully planned.



Income	Income FY22	Share
Department Income	899,700	50%
Property tax allocation	815,200	45%
Appropriation of fund balance	50,900	3%
Transfer premium & interest	31,900	2%
Use of money & property	2,000	0%
Total	1,799,700	100%

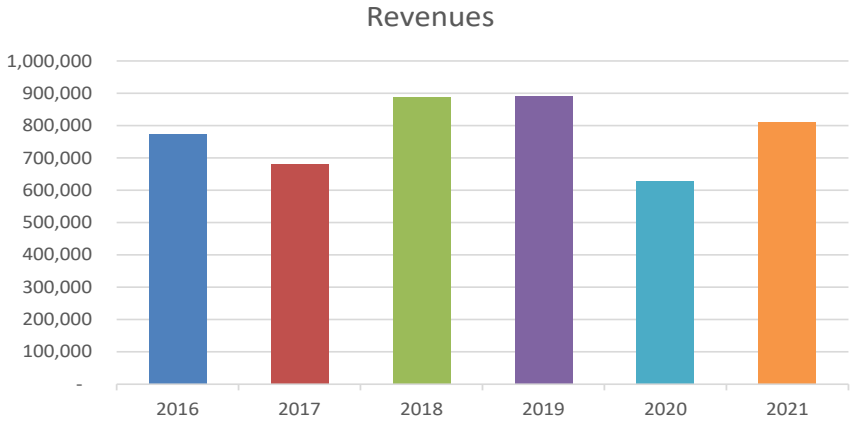
The Rochester Public Market Management Plan Report includes:

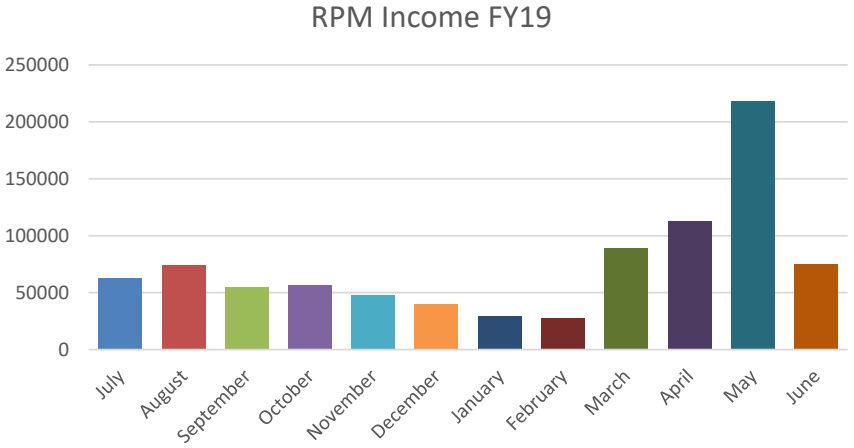
- Existing Facilities and Programs Assessment
- Potential Future Facilities and Programs
- Existing Management Assessment (including Governance, Staffing/ Management Functions, Outsourced Services, and Partnerships)
- Market Financial Analysis
- Alternative Organizational Models
- Governance Recommendations
- Metrics & Pro Forma

The report concludes that to achieve the goals established in the Master Plan, the Rochester Public Market requires additional staff and flexibility to make improvements. Other historic public markets around the country have transitioned to nonprofit management and found considerable success, maintaining their markets' authenticity and mission focus. The nonprofit needs to be structured properly to ensure it has the leadership and resources needed to run the Market well. Pro forma analysis suggests that the Market can both generate more resources and substantially reduce city subsidy through this transition.

Although the momentum of over a 100 years of operating as a city-owned, city-operated entity, is perceptually inherent, this report offers other potential management models, that have seen success elsewhere, for the City's consideration in the future. These alternative models, or hybrid models, may enable the Market to better achieve it's stated goals as well as promote longevity.

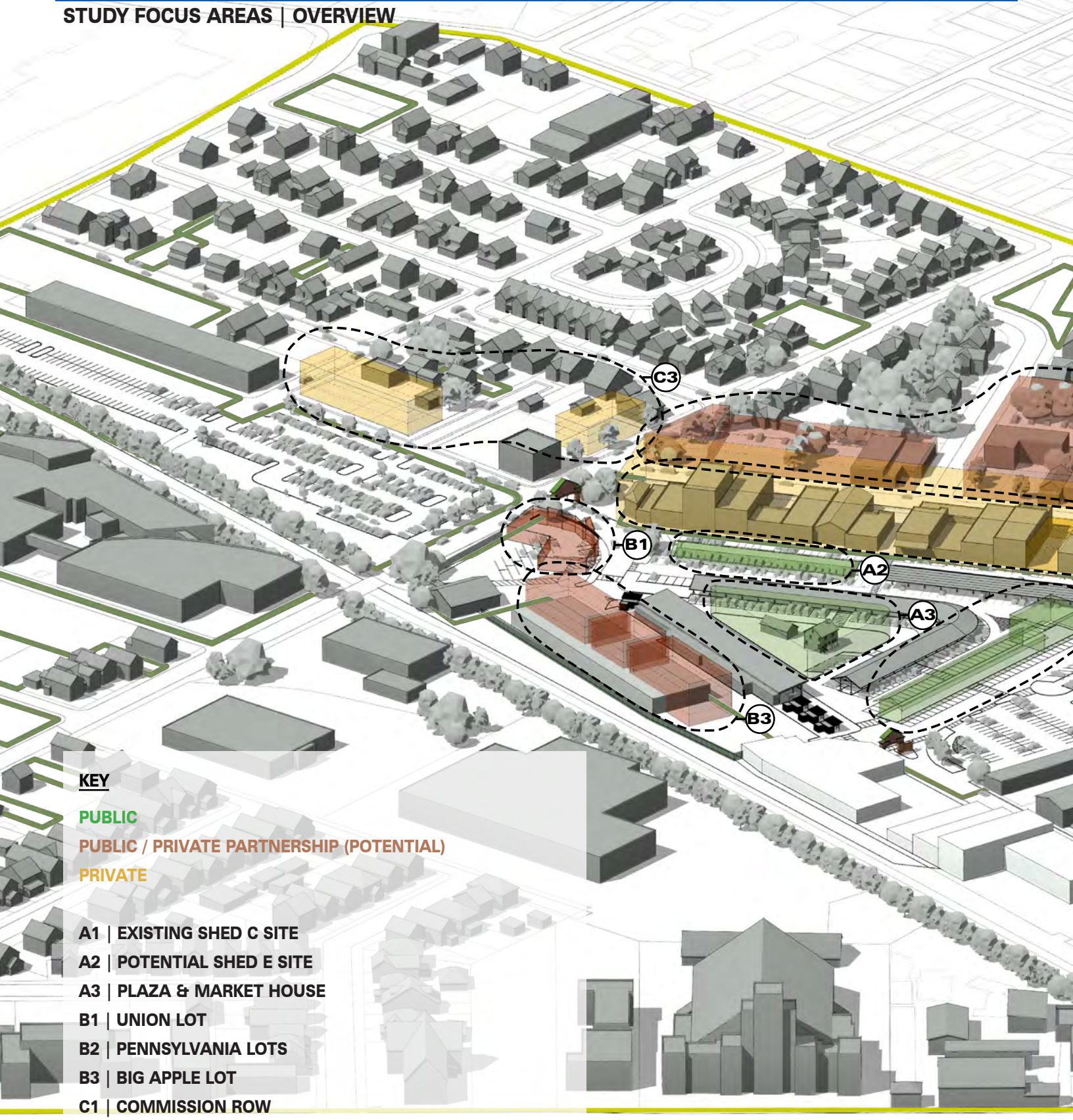
The complete Rochester Public Market Management Plan Report is included in the Appendix of this Master Plan.





[A] APPENDIX

STUDY FOCUS AREAS | OVERVIEW



KEY

PUBLIC

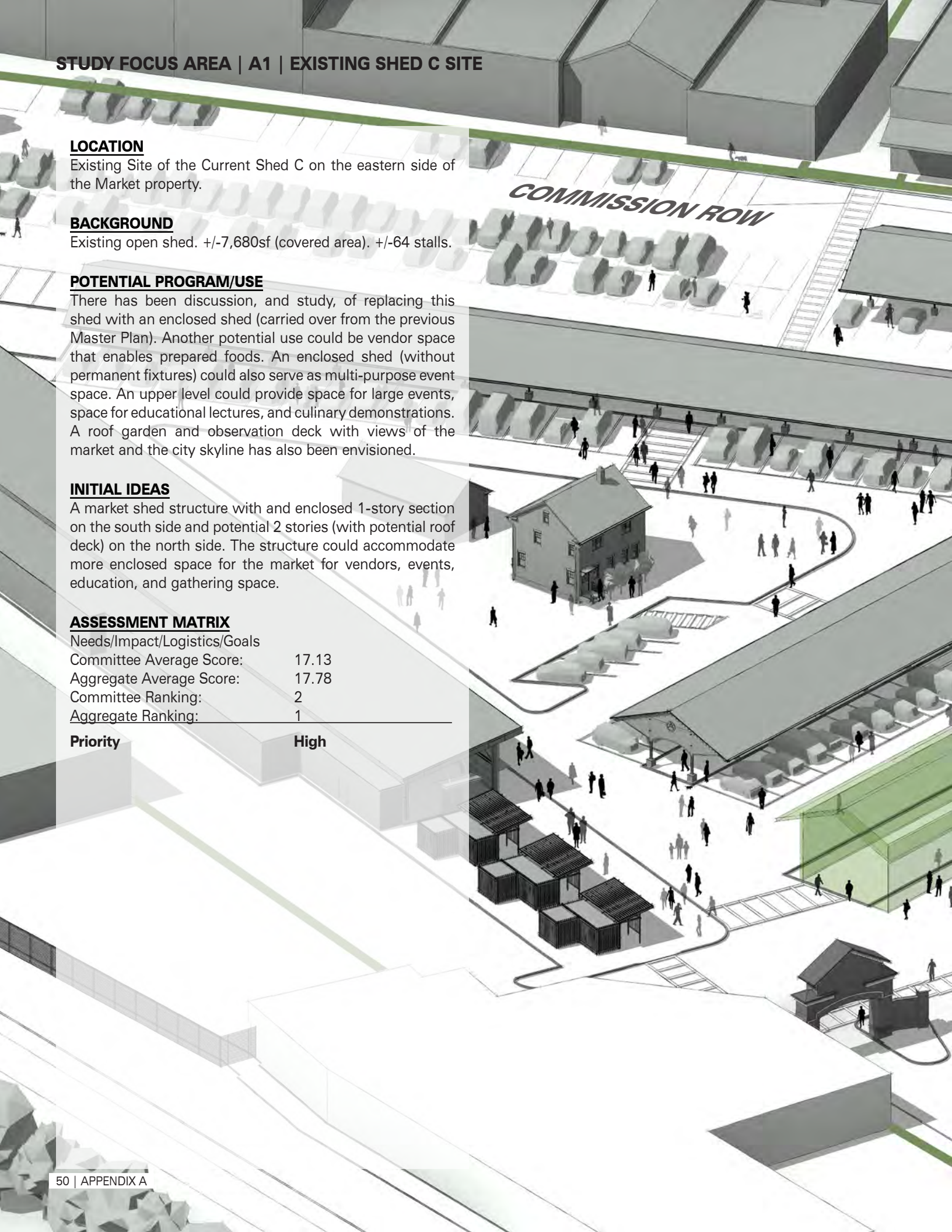
PUBLIC / PRIVATE PARTNERSHIP (POTENTIAL)

PRIVATE

A1 | EXISTING SHED C SITE
A2 | POTENTIAL SHED E SITE
A3 | PLAZA & MARKET HOUSE
B1 | UNION LOT
B2 | PENNSYLVANIA LOTS
B3 | BIG APPLE LOT
C1 | COMMISSION ROW
C2 | GOODMAN / MAIN STREET
C3 | TRINIDAD STREET
C4 | RAILROAD STREET

B2
C1
A1
C4
C2

STUDY FOCUS AREA | A1 | EXISTING SHED C SITE



LOCATION

Existing Site of the Current Shed C on the eastern side of the Market property.

BACKGROUND

Existing open shed. +/-7,680sf (covered area). +/-64 stalls.

POTENTIAL PROGRAM/USE

There has been discussion, and study, of replacing this shed with an enclosed shed (carried over from the previous Master Plan). Another potential use could be vendor space that enables prepared foods. An enclosed shed (without permanent fixtures) could also serve as multi-purpose event space. An upper level could provide space for large events, space for educational lectures, and culinary demonstrations. A roof garden and observation deck with views of the market and the city skyline has also been envisioned.

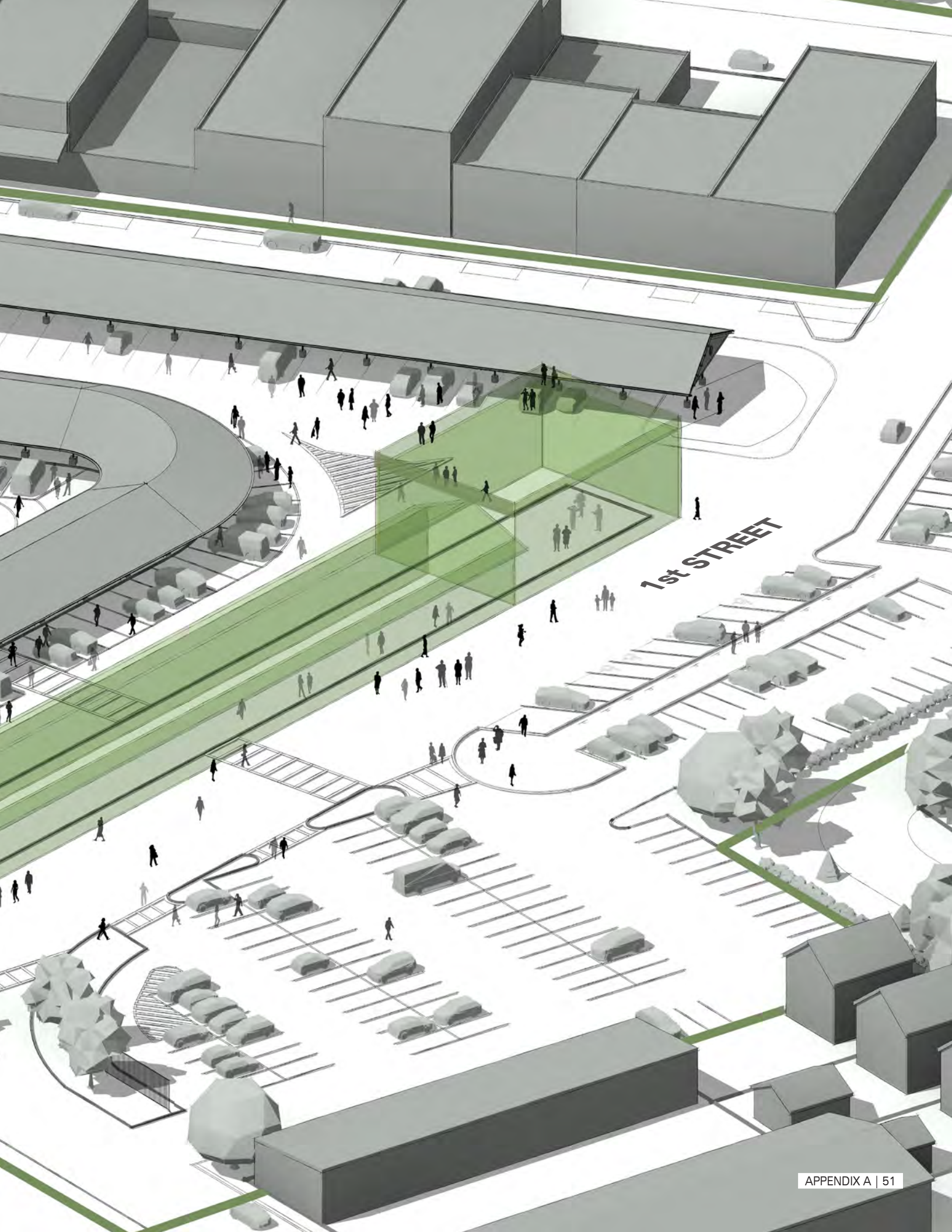
INITIAL IDEAS

A market shed structure with and enclosed 1-story section on the south side and potential 2 stories (with potential roof deck) on the north side. The structure could accommodate more enclosed space for the market for vendors, events, education, and gathering space.

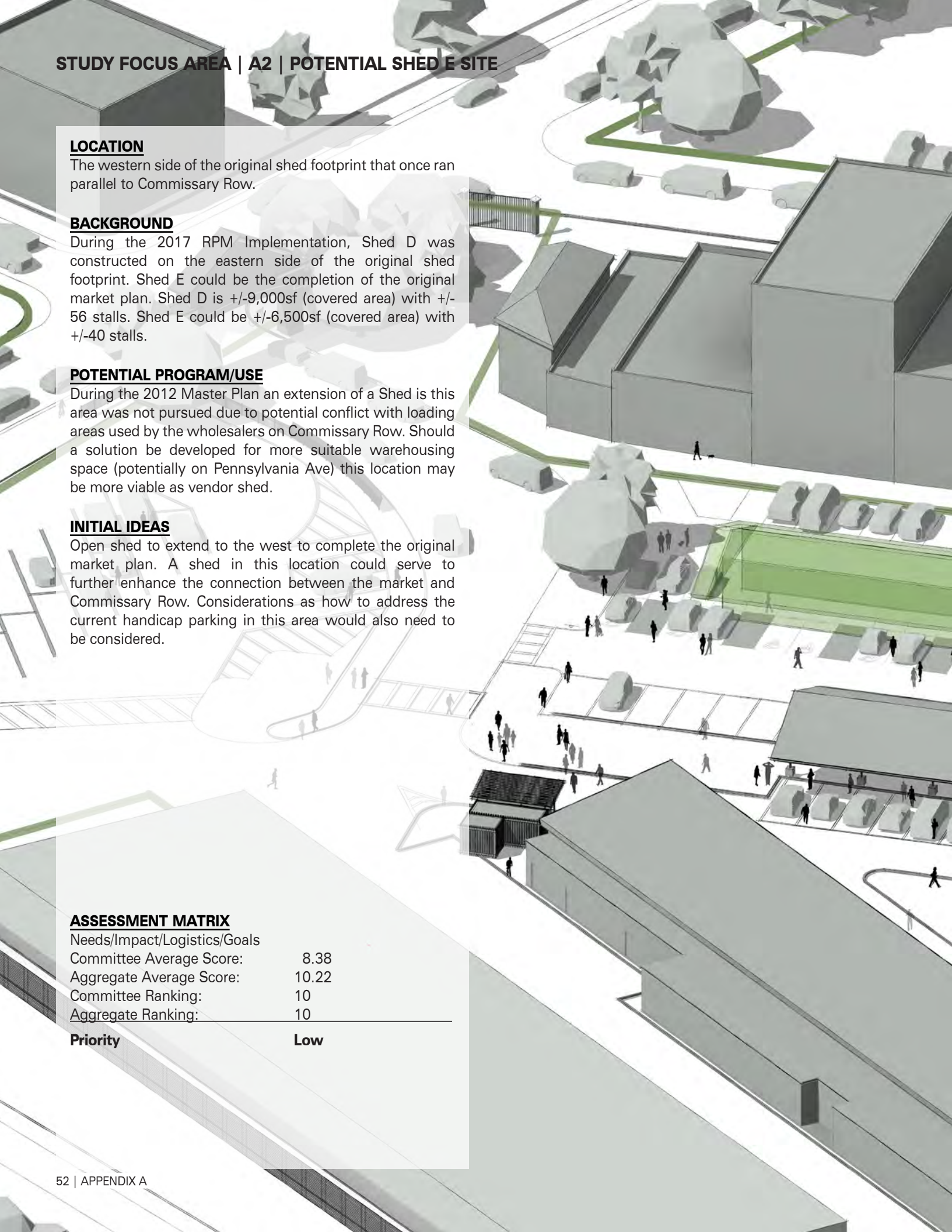
ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	17.13
Aggregate Average Score:	17.78
Committee Ranking:	2
Aggregate Ranking:	1
Priority	**High**


1st STREET

STUDY FOCUS AREA | A2 | POTENTIAL SHED E SITE



LOCATION
The western side of the original shed footprint that once ran parallel to Commissary Row.

BACKGROUND
During the 2017 RPM Implementation, Shed D was constructed on the eastern side of the original shed footprint. Shed E could be the completion of the original market plan. Shed D is +/-9,000sf (covered area) with +/-56 stalls. Shed E could be +/-6,500sf (covered area) with +/-40 stalls.

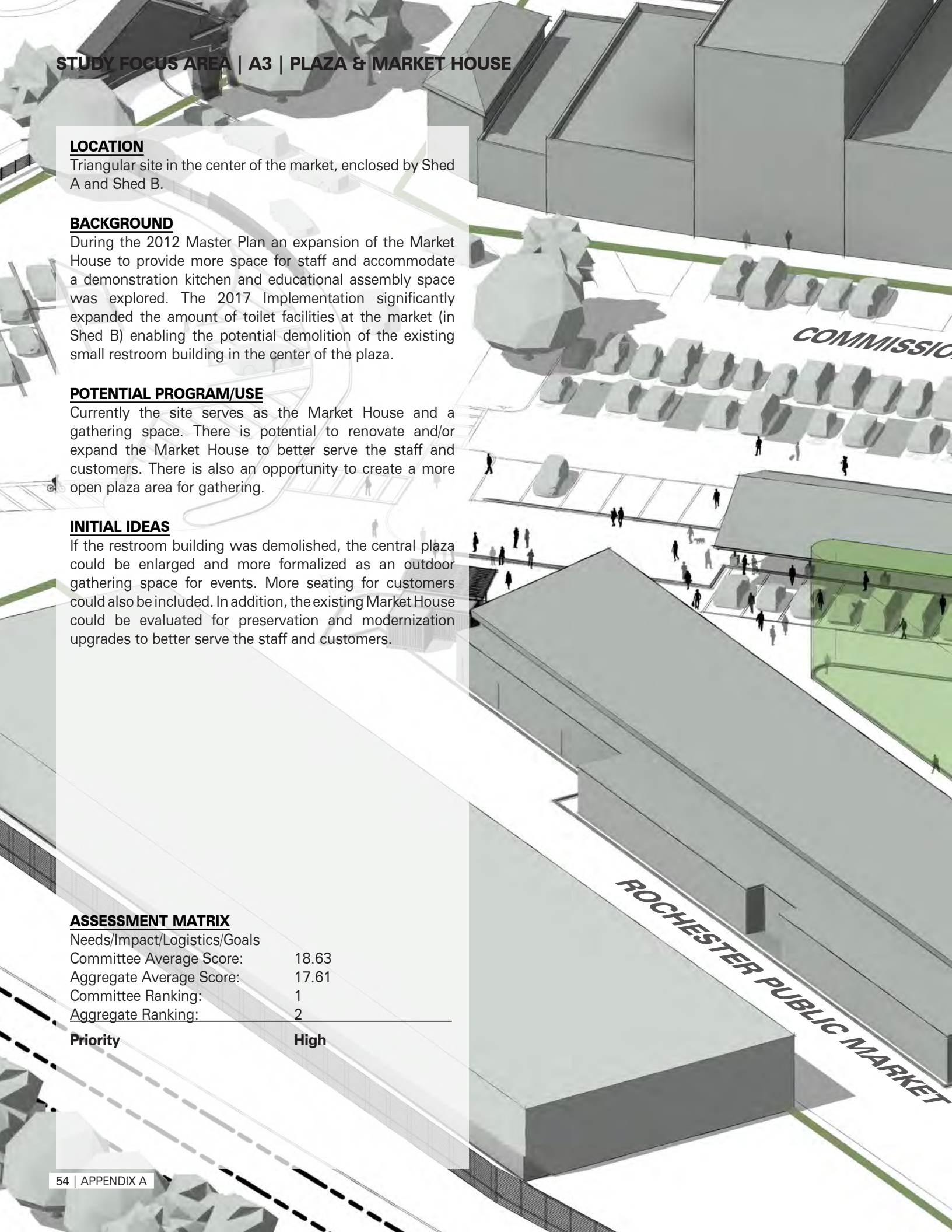
POTENTIAL PROGRAM/USE
During the 2012 Master Plan an extension of a Shed is this area was not pursued due to potential conflict with loading areas used by the wholesalers on Commissary Row. Should a solution be developed for more suitable warehousing space (potentially on Pennsylvania Ave) this location may be more viable as vendor shed.

INITIAL IDEAS
Open shed to extend to the west to complete the original market plan. A shed in this location could serve to further enhance the connection between the market and Commissary Row. Considerations as how to address the current handicap parking in this area would also need to be considered.

ASSESSMENT MATRIX
Needs/Impact/Logistics/Goals

Committee Average Score:	8.38
Aggregate Average Score:	10.22
Committee Ranking:	10
Aggregate Ranking:	10
Priority	**Low**

PENNSYLVANIA AVE.
NIAGARA STREET
COMMISSION ROW



LOCATION

Triangular site in the center of the market, enclosed by Shed A and Shed B.

BACKGROUND

During the 2012 Master Plan an expansion of the Market House to provide more space for staff and accommodate a demonstration kitchen and educational assembly space was explored. The 2017 Implementation significantly expanded the amount of toilet facilities at the market (in Shed B) enabling the potential demolition of the existing small restroom building in the center of the plaza.

POTENTIAL PROGRAM/USE

Currently the site serves as the Market House and a gathering space. There is potential to renovate and/or expand the Market House to better serve the staff and customers. There is also an opportunity to create a more open plaza area for gathering.

INITIAL IDEAS

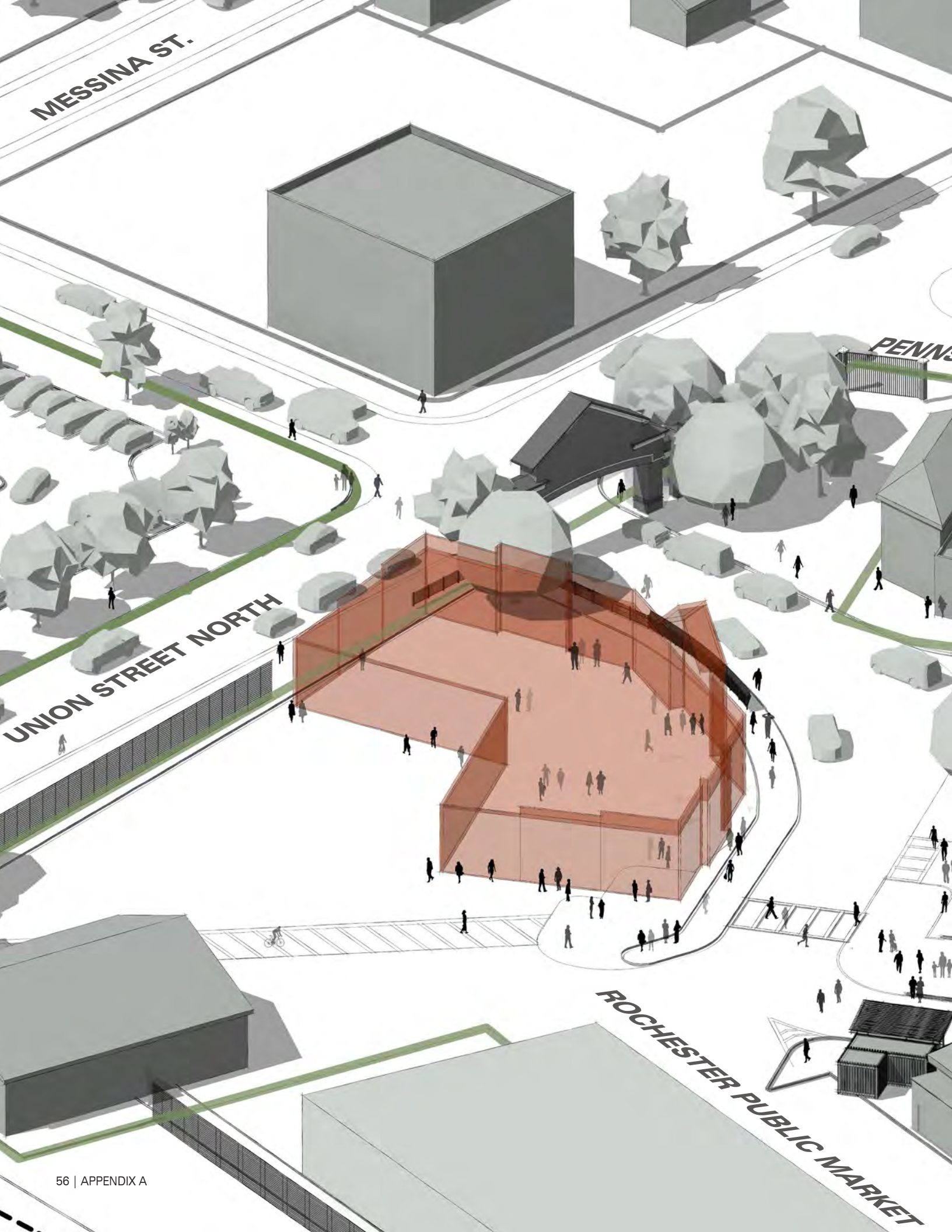
If the restroom building was demolished, the central plaza could be enlarged and more formalized as an outdoor gathering space for events. More seating for customers could also be included. In addition, the existing Market House could be evaluated for preservation and modernization upgrades to better serve the staff and customers.

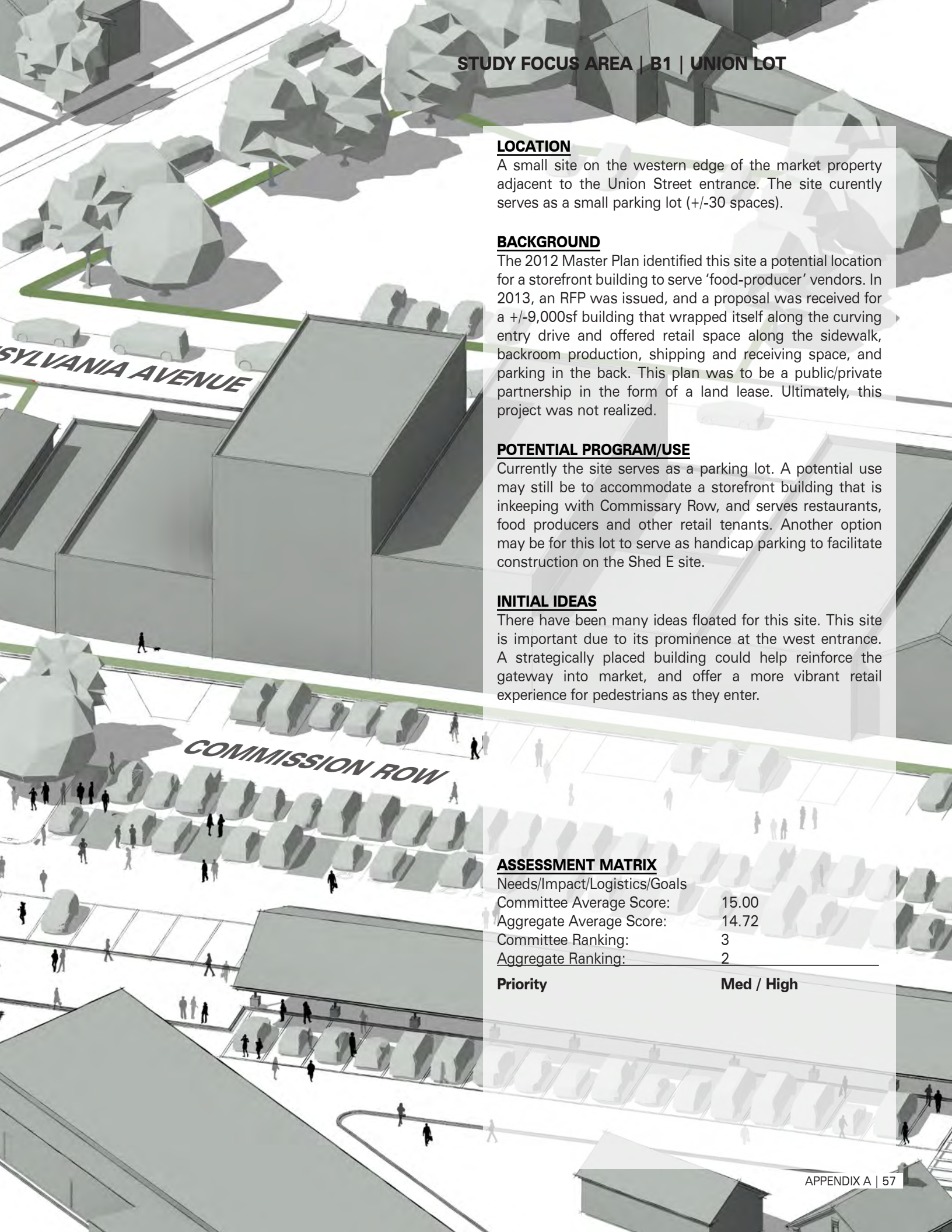
ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	18.63
Aggregate Average Score:	17.61
Committee Ranking:	1
Aggregate Ranking:	2
Priority	**High**

PENNSYLVANIA AVE.
N ROW
1st STREET


MESSINA ST.
PENNS
UNION STREET NORTH
ROCHESTER PUBLIC MARKET



STUDY FOCUS AREA | B1 | UNION LOT

LOCATION

A small site on the western edge of the market property adjacent to the Union Street entrance. The site curently serves as a small parking lot (+/-30 spaces).

BACKGROUND

The 2012 Master Plan identified this site a potential location for a storefront building to serve 'food-producer' vendors. In 2013, an RFP was issued, and a proposal was received for a +/-9,000sf building that wrapped itself along the curving entry drive and offered retail space along the sidewalk, backroom production, shipping and receiving space, and parking in the back. This plan was to be a public/private partnership in the form of a land lease. Ultimately, this project was not realized.

POTENTIAL PROGRAM/USE

Currently the site serves as a parking lot. A potential use may still be to accommodate a storefront building that is inkeeping with Commissary Row, and serves restaurants, food producers and other retail tenants. Another option may be for this lot to serve as handicap parking to facilitate construction on the Shed E site.

INITIAL IDEAS

There have been many ideas floated for this site. This site is important due to its prominence at the west entrance. A strategically placed building could help reinforce the gateway into market, and offer a more vibrant retail experience for pedestrians as they enter.

ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	15.00
Aggregate Average Score:	14.72
Committee Ranking:	3
Aggregate Ranking:	2
Priority	**Med / High**

STUDY FOCUS AREA | B2 | PENNSYLVANIA LOTS

LOCATION

A string of properties located on the north side of Pennsylvania Ave (behind Commissary Row). Some of these lots have been acquired by the City of Rochester.

BACKGROUND

The city has been acquiring lots in this area and have made them available for parking. Input from meetings with some of the wholesalers located on Commissary Row during the current Master Plan process has initiated discussions about future potential uses for this site.

POTENTIAL PROGRAM/USE

Discussions about developing high-bay warehouse space with proper loading docks to serve wholesale operations has been discussed. Other potential uses are mixed-use buildings, residential, and parking.

INITIAL IDEAS

Some initial ideas include developing new buildings that serve the needs of market wholesalers. These buildings would be high-bay warehouse space with associated offices and loading docks. The potential of limiting the vehicular access in this area to freight trucks only has been brought up. The ideas is to develop a plan where the wholesalers can remain at the market, have suitable warehouse space, have suitable vehicular access, and Commission Row can be made available for retail-based storefronts and pedestrian activity. The western edge of this site (at the corner of Union and Pennsylvania) may also be suitable for mixed-use.

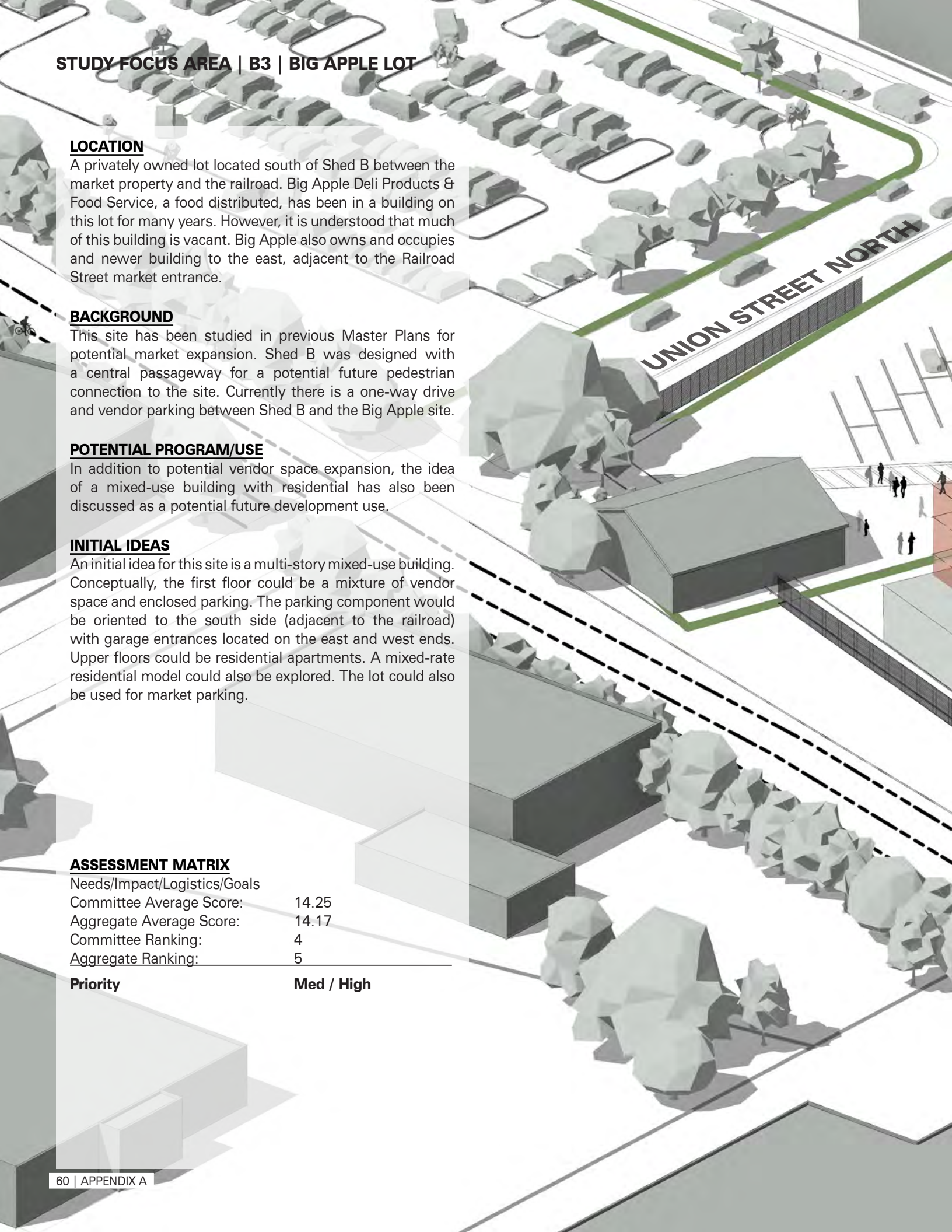
ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	13.88
Aggregate Average Score:	14.22
Committee Ranking:	5
Aggregate Ranking:	4
Priority	**Med / High**

ION STREET NORTH
NIAGARA STREET
1st STREET

STUDY FOCUS AREA | B3 | BIG APPLE LOT



LOCATION

A privately owned lot located south of Shed B between the market property and the railroad. Big Apple Deli Products & Food Service, a food distributed, has been in a building on this lot for many years. However, it is understood that much of this building is vacant. Big Apple also owns and occupies and newer building to the east, adjacent to the Railroad Street market entrance.

BACKGROUND

This site has been studied in previous Master Plans for potential market expansion. Shed B was designed with a central passageway for a potential future pedestrian connection to the site. Currently there is a one-way drive and vendor parking between Shed B and the Big Apple site.

POTENTIAL PROGRAM/USE

In addition to potential vendor space expansion, the idea of a mixed-use building with residential has also been discussed as a potential future development use.

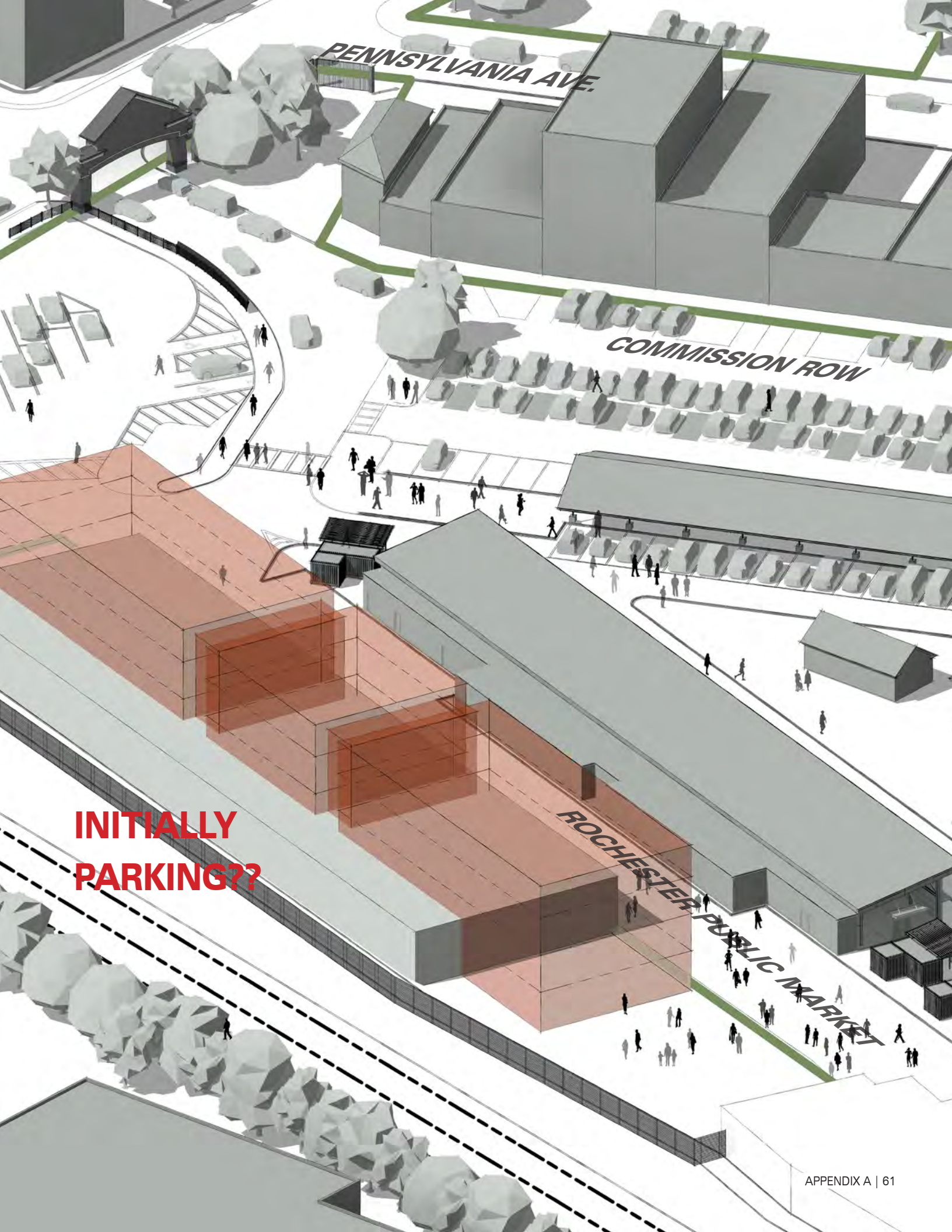
INITIAL IDEAS

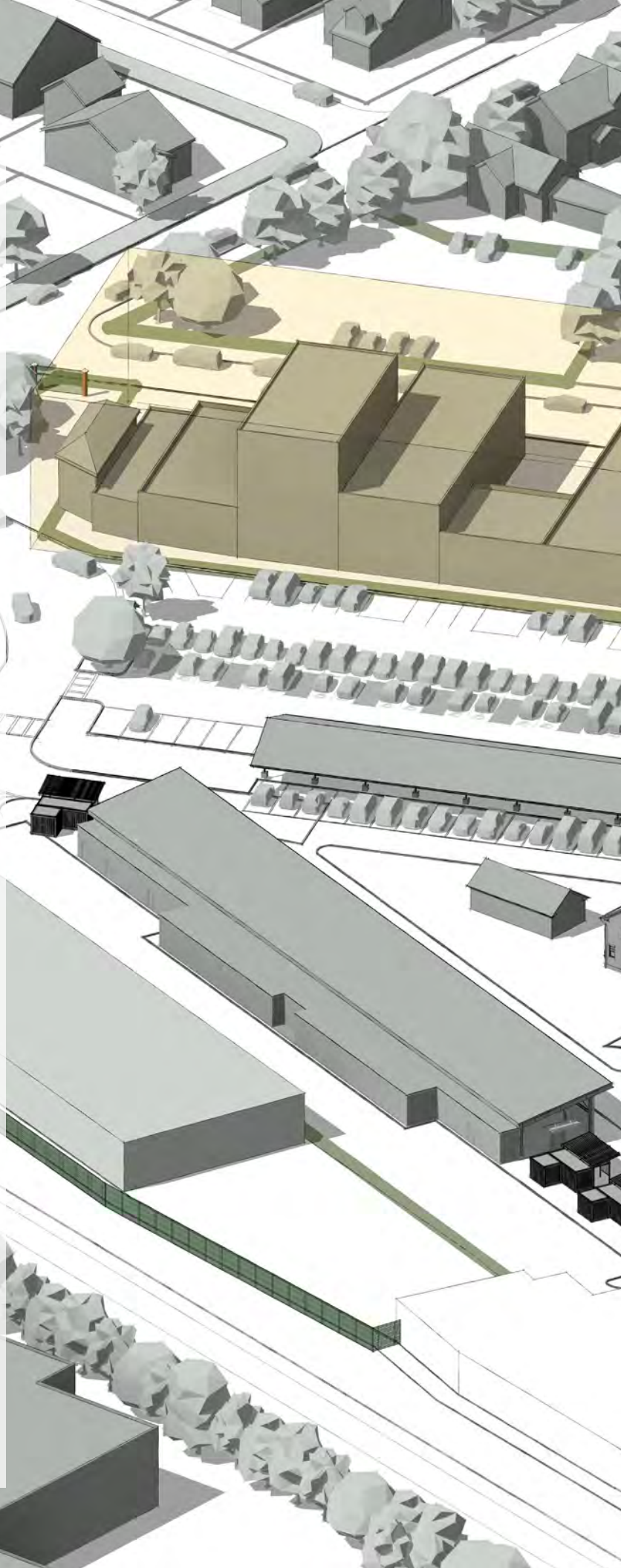
An initial idea for this site is a multi-story mixed-use building. Conceptually, the first floor could be a mixture of vendor space and enclosed parking. The parking component would be oriented to the south side (adjacent to the railroad) with garage entrances located on the east and west ends. Upper floors could be residential apartments. A mixed-rate residential model could also be explored. The lot could also be used for market parking.

ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	14.25
Aggregate Average Score:	14.17
Committee Ranking:	4
Aggregate Ranking:	5
Priority	**Med / High**


PENNSYLVANIA AVE.
COMMISSION ROW
ROCHESTER PUBLIC MARKET
INITIALLY
PARKING??



LOCATION

A row of privately-owned buildings that face the market, including 60 Public Market that contains an empty building shell with no roof.

BACKGROUND

Commission Row has a long history of being a privately-owned stretch of buildings with a direct connection to the market. The buildings contain a mixture of retail, vendor, restaurant, wholesaler, art studio, and office space. 60 Public Market has been vacant, with only perimeter masonry walls, for many years. In 2014, the building owner commissioned a building study to renovate and develop the site for use as retail and office tenant space (potentially a brewery) with a shipping and receiving bay located on Pennsylvania Ave.

POTENTIAL PROGRAM/USE

Over the last decade the uses have been transitioning to storefront spaces at the grade level. A variety of options for these buildings include retail, small-scale food producers, restaurants, and/or mixed-use. Wholesalers still occupy some of these buildings.

INITIAL IDEAS

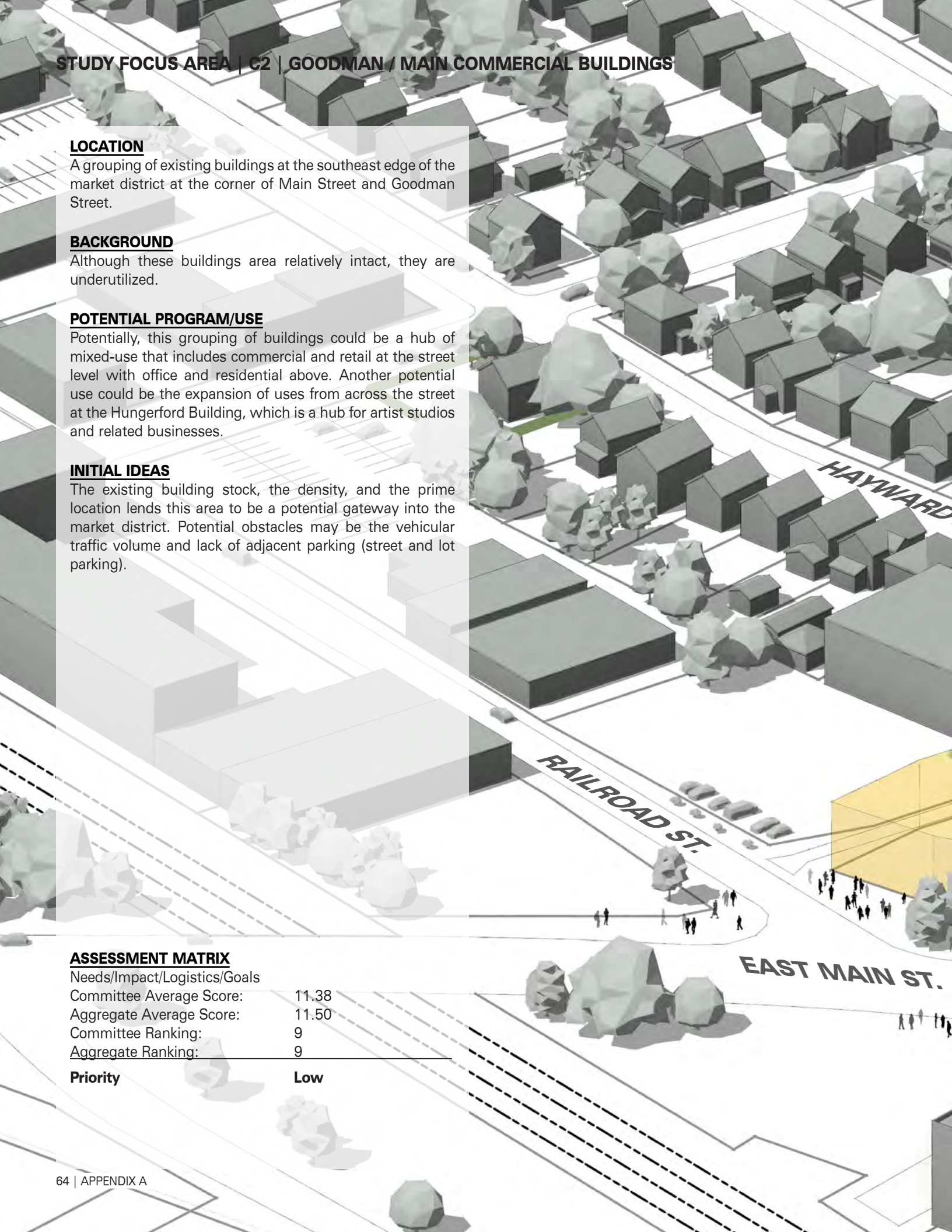
For 60 Public Market the previous study explored a 30' high-bay space in the front of the building with an open mezzanine space oriented to the back. Funding for a facade improvement program dedicated to Commission Row could be considered.

ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	12.13
Aggregate Average Score:	13.56
Committee Ranking:	8
Aggregate Ranking:	6
Priority	**Med / High**

STUDY FOCUS AREA | C2 | GOODMAN / MAIN COMMERCIAL BUILDINGS



LOCATION

A grouping of existing buildings at the southeast edge of the market district at the corner of Main Street and Goodman Street.

BACKGROUND

Although these buildings area relatively intact, they are underutilized.

POTENTIAL PROGRAM/USE

Potentially, this grouping of buildings could be a hub of mixed-use that includes commercial and retail at the street level with office and residential above. Another potential use could be the expansion of uses from across the street at the Hungerford Building, which is a hub for artist studios and related businesses.

INITIAL IDEAS

The existing building stock, the density, and the prime location lends this area to be a potential gateway into the market district. Potential obstacles may be the vehicular traffic volume and lack of adjacent parking (street and lot parking).

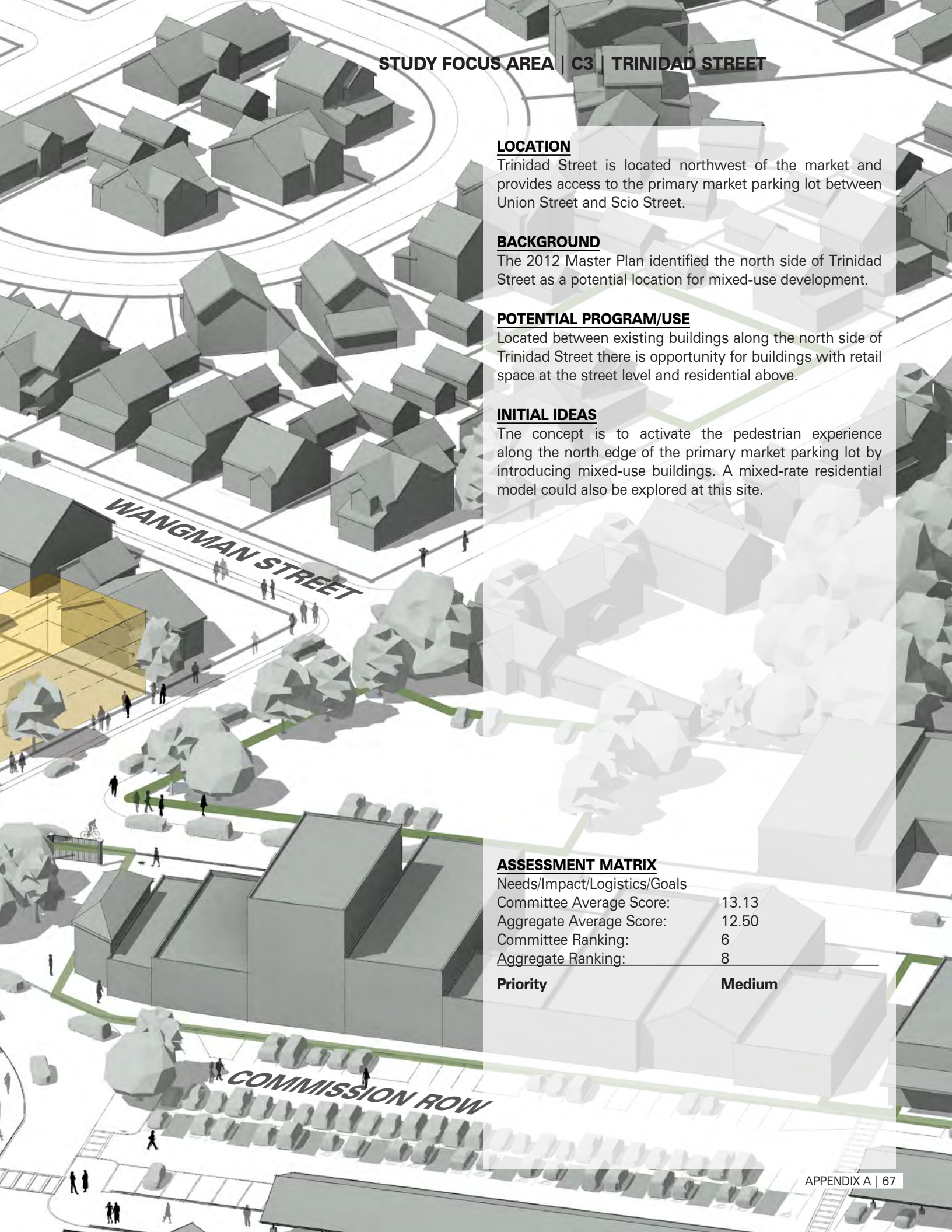
ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	11.38
Aggregate Average Score:	11.50
Committee Ranking:	9
Aggregate Ranking:	9
Priority	**Low**

GARSON AVENUE
AVENUE
NORTH GOODMAN STREET

WAIT ST.
HEBARD STREET
RITZ ST.
MESSINA STREET
TRINIDAD STREET
UNION STREET NORTH



STUDY FOCUS AREA | C3 | TRINIDAD STREET

LOCATION

Trinidad Street is located northwest of the market and provides access to the primary market parking lot between Union Street and Scio Street.

BACKGROUND

The 2012 Master Plan identified the north side of Trinidad Street as a potential location for mixed-use development.

POTENTIAL PROGRAM/USE

Located between existing buildings along the north side of Trinidad Street there is opportunity for buildings with retail space at the street level and residential above.

INITIAL IDEAS

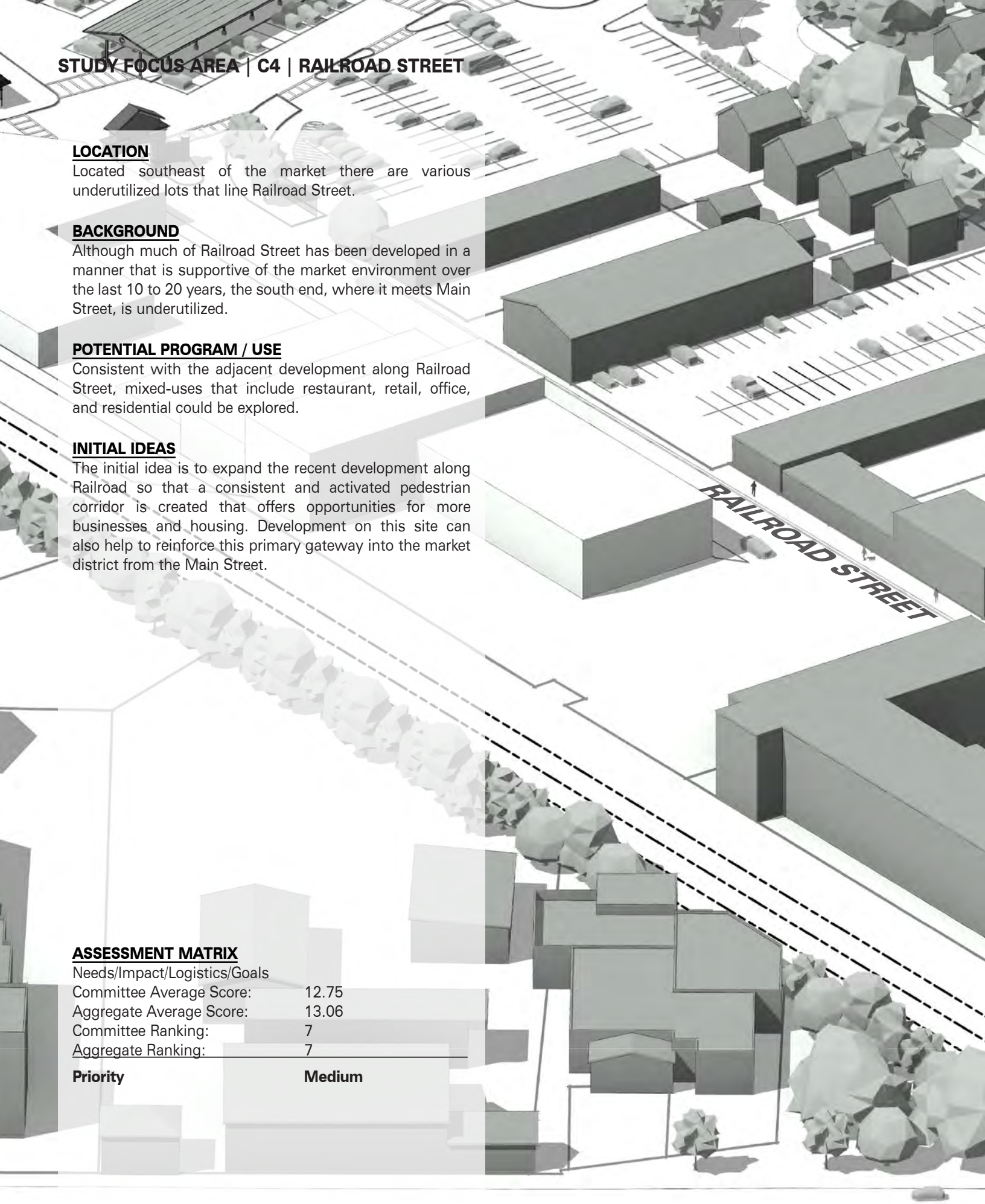
Tne concept is to activate the pedestrian experience along the north edge of the primary market parking lot by introducing mixed-use buildings. A mixed-rate residential model could also be explored at this site.

ASSESSMENT MATRIX

Needs/Impact/Logistics/Goals

Committee Average Score:	13.13
Aggregate Average Score:	12.50
Committee Ranking:	6
Aggregate Ranking:	8
Priority	**Medium**

STUDY FOCUS AREA | C4 | RAILROAD STREET



LOCATION

Located southeast of the market there are various underutilized lots that line Railroad Street.

BACKGROUND

Although much of Railroad Street has been developed in a manner that is supportive of the market environment over the last 10 to 20 years, the south end, where it meets Main Street, is underutilized.

POTENTIAL PROGRAM / USE

Consistent with the adjacent development along Railroad Street, mixed-uses that include restaurant, retail, office, and residential could be explored.

INITIAL IDEAS

The initial idea is to expand the recent development along Railroad so that a consistent and activated pedestrian corridor is created that offers opportunities for more businesses and housing. Development on this site can also help to reinforce this primary gateway into the market district from the Main Street.

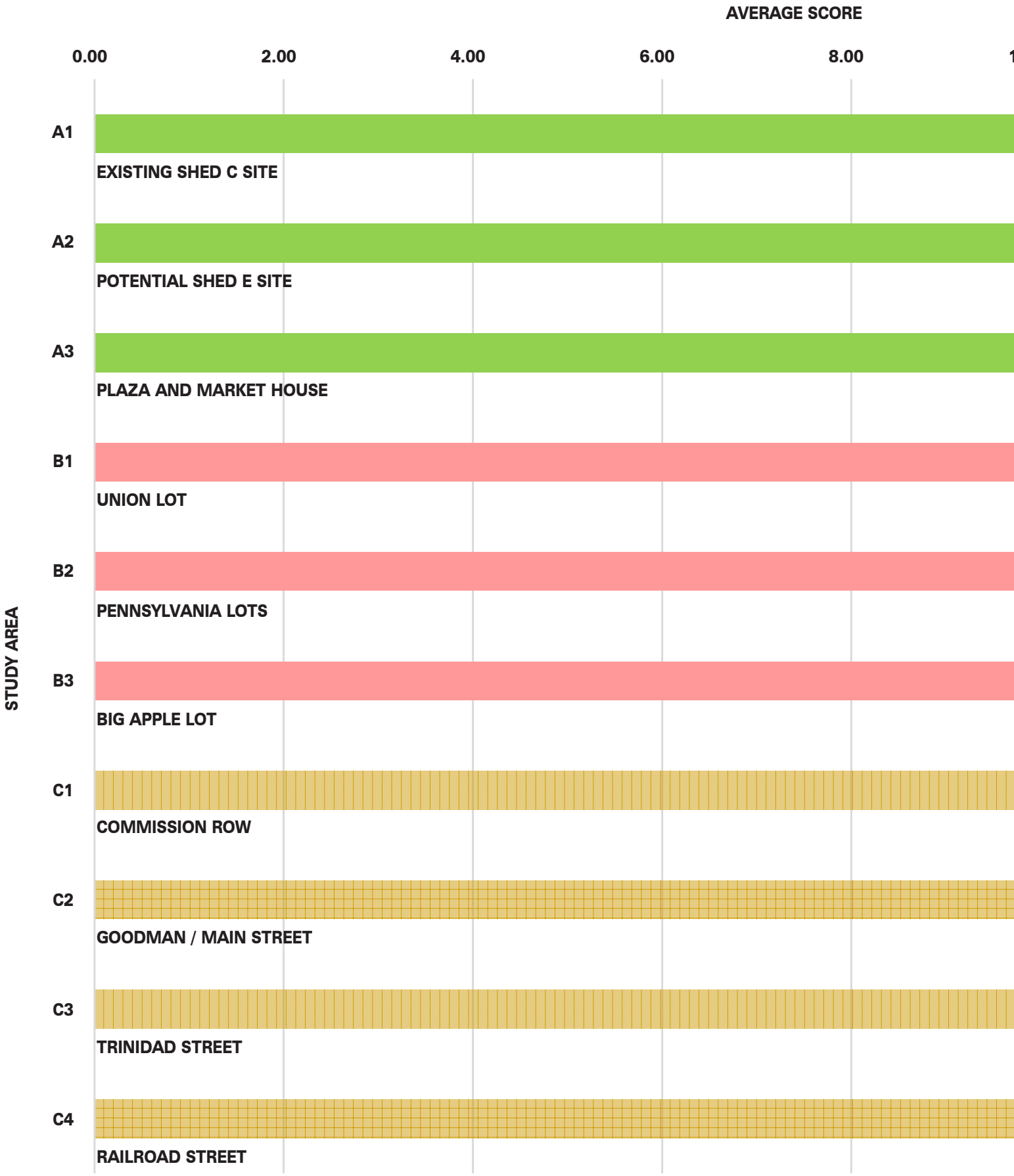
ASSESSMENT MATRIX

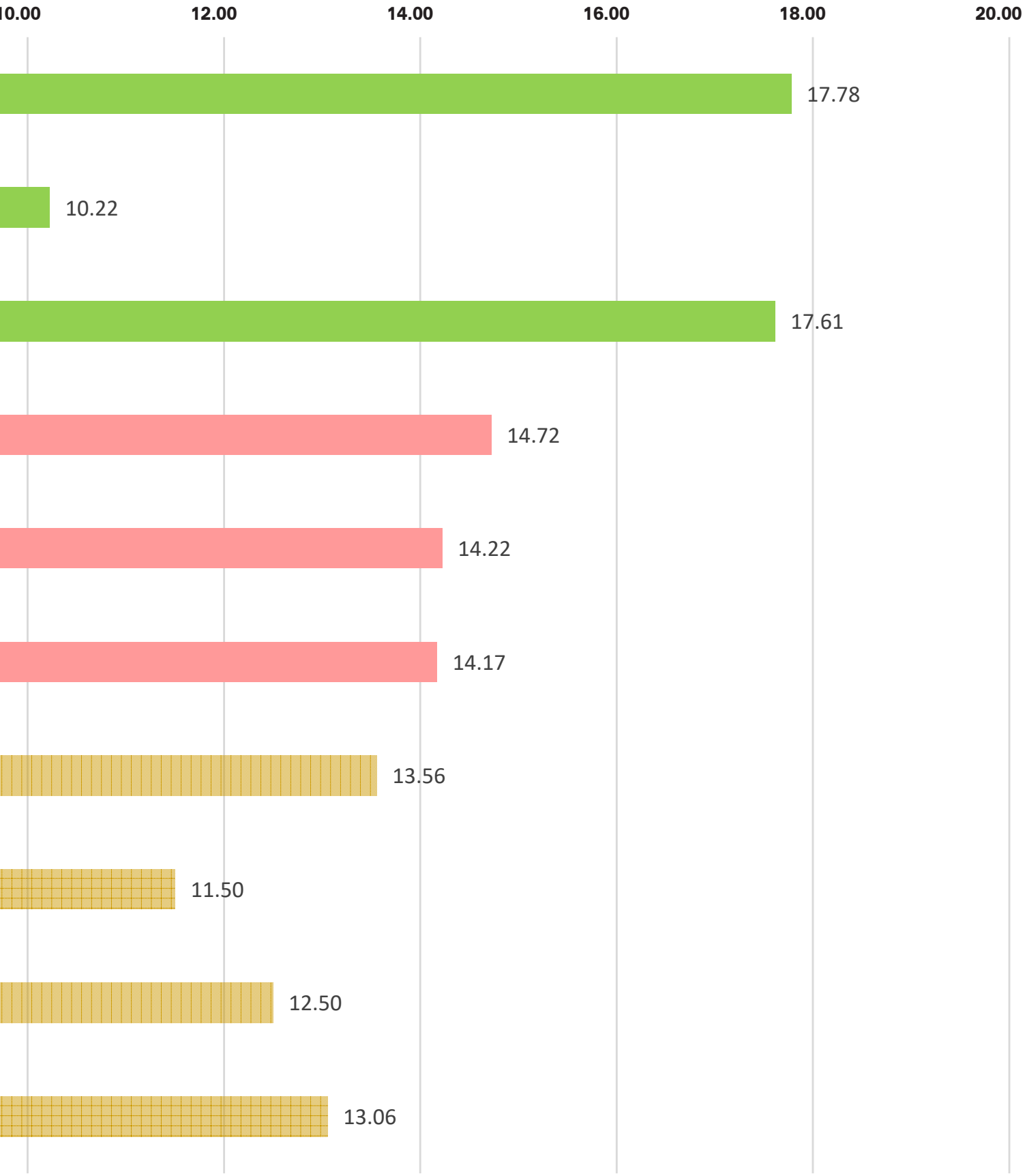
Needs/Impact/Logistics/Goals

Committee Average Score:	12.75
Aggregate Average Score:	13.06
Committee Ranking:	7
Aggregate Ranking:	7
Priority	**Medium**

HAYWARD STREET
EAST MAIN STREET

FOCUS AREA MATRIX | STEERING COMMITTEE AVERAGE SCORES




10.00
12.00
14.00
16.00
18.00
20.00
17.78
10.22
17.61
14.72
14.22
14.17
13.56
11.50
12.50
13.06

PUBLIC MARKET MASTER PLAN

Access & Mobility Analysis Memo

January 7, 2022

Barton & Loguidice

OVERVIEW

The transportation context of the Rochester Public Market is dynamic, and interplay between various modes and users adds to the vibrancy of a Market day. In order to ensure that transportation users of all kinds can easily access and navigate the market, B&L performed an inventory and analysis of existing trends, characteristics, and movement patterns to gain a richer understanding of where conflicts may exist, and furthermore where opportunities lie for improving access and mobility throughout the Market. The following is a synopsis of the results of this analysis, which ultimately will steer recommendations for capital improvements, programming, and policies.

TIME LAPSE CAMERA DATA ANALYSIS

By enabling a day's worth of data to be analyzed in matter of hours, time-lapse cameras are an important tool for understanding transportation patterns on a site-specific level. They provide both quantitative and qualitative information, which can be developed into visuals that detail pedestrian and bicyclist movements and usage trends. These findings can clearly highlight needs and illustrate potential recommendations to improve the active transportation infrastructure and facilities at particular locations throughout the Market.

Time-lapse cameras were set up at five priority locations throughout the Market, and captured images at three-second intervals from 7:00 AM – 11:00 AM on Saturday, October 23rd, 2021. The locations analyzed are presented on the Existing Circulation Patterns Map in the Appendix, as well as listed below:

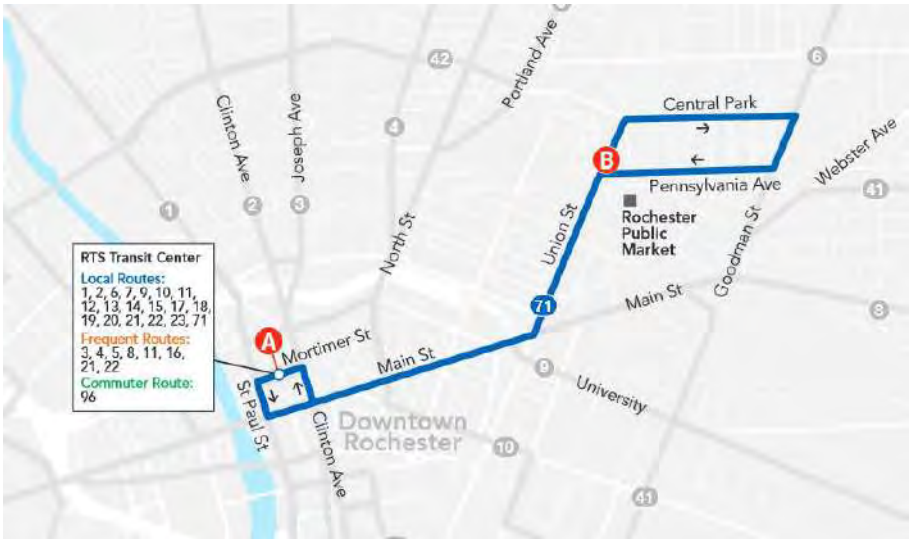
- The Railroad Street Gateway
- The Union Street Gateway
- Union Street & Pennsylvania Avenue
- First Street & Pennsylvania Avenue
- Scio Street at the Union Street parking lot driveway

The Railroad Street, Union Street, Union & Pennsylvania, and First & Pennsylvania camera data was analyzed for pedestrian and bicyclist volumes and behaviors. The Scio Street parking lot entrance was analyzed for the amount of vehicles accessing the Union Street Parking lot from Scio Street. The table below summarizes the number of pedestrians & bicyclists witnessed at each location during the analysis period, as well as the total number of cars that entered the parking lot from Scio Street:

Location	# of Pedestrians	# of Bicyclists
Railroad Street Gateway	465	11
Union Street Gateway	2,138	14
Union Street & Pennsylvania Avenue	136	14
First Street & Pennsylvania Avenue	794	9
Total	*3,533*	*48*
# of Vehicles turning into the Parking Lot:	from the North	from the South
Scio Street	83	197
Total	*280*	

The visualizations of pedestrian & bicyclist paths, and a summary of the results from the four intersections analyzed for pedestrian & bicyclist behavior are located in the Appendix.

TRANSIT RIDERSHIP & PATTERNS



The Regional Transit Service (RTS) currently has one route that provides access to the Market – Route 71: Public Market Special Route. The service runs on an hourly basis on Thursdays from 9:00 AM to 1:00 PM, and Saturdays from 8:00 AM – 1:00 PM. There are only two locations that the bus route stops at: the RTS Transit Center and the Rochester Public Market.

Source: RTS

During September and October 2021, average ridership on Saturdays was 18 customer boardings and 19 customer alightings, with a maximum of 30 customer boarding or alightings on any given day. For Thursdays, there were only 2 customer boarding and alightings on average. Other RTS bus routes that provide access to locations nearby the market include Route 6: North Goodman and Route 8: East Main.

In addition to RTS bus service, several entities provide shuttle service to the Market on active Market days, including universities and senior living communities. For instance, the University of Rochester provides seasonal Market shuttle services, and provides 70 minute frequency on Saturdays between 8:30 AM and 3:00 PM. Rochester Institute of Technology also provides a similar service. Nazareth College historically has provided a shuttle, but recently canceled the service due to the COVID-19 Pandemic, and has switched to a solely on-demand service. These shuttles currently do not have a designated drop-off and pick up location, contributing to potential conflicts and congestion at the Market during peak hours.

CURRENT BICYCLE & PEDESTRIAN INFRASTRUCTURE

Dedicated Bicycle Facilities

Currently, there are no dedicated bike lanes providing direct access to the Public Market. A shared use path exists between Scio Street and Market; utilizing an old railroad bridge across Union Street to provide protected access to the Market. There is a cycle track that was recently constructed on East Main Street, east of North Goodman. There are also unprotected bike lanes along East Main Street west of North Goodman, and along North Goodman. A small segment of Scio Street from August Street to Ritz Street also has unprotected bike lanes. The City's Bicycle Boulevard Master Plan recommends the development of a bicycle boulevard along Garson Avenue and Peck Street, which would then pass through the Market, and then connect to the existing shared use path that connects the Market to the parking lot across Union Street. These segments (labeled 19a & 19b in the Plan) were identified as priority routes for the City to pursue. These existing and proposed facilities are mapped on the Transportation Context Map included in the Appendix.

Bicycle Parking

There is one designated location for bike storage in the Market, just north of the indoor vending shed. Previously, the Market had a docking station for Hopr shared bikes, but it was recently removed due to low usage levels.

Pedestrian Network

There is a generally a well-defined sidewalk network both within and adjacent to the Market. In the Market, pedestrians are the predominate transportation user group, and are free to safely travel throughout the area. However, there are some key locations where pedestrians and vehicular traffic come into conflict; mainly at the gateways to the Market as well as along the perimeter of the sheds where the vehicular circulation network is located. The majority of these conflict points have dedicated crosswalks and / or law enforcement dictating movement patterns during peak Market hours. However, there were several locations where more robust pedestrian facilities may be considered. These locations are as follows:

- The Railroad Street gateway
- First Street along the eastern edge of the Market between the exterior shed and the parking lots
- The west side of First Street at the northern vehicular gateway to the Market
- Just inside the Market after entering from Union Street

These areas are highlighted on the Existing Circulation Patterns Map provided in the Appendix.

DRONE FOOTAGE ANALYSIS

A drone camera was deployed on Saturday, October 23rd at approximately 1 PM. The results of the flight were the production of a high-quality aerial image of the Market and surrounding area, which was used to analyze parking utilization and other vehicular trends, which are described in further detail on the following page.

VEHICULAR PATTERNS

Crash Analysis

Crash data was provided by the Genesee Transportation Council for a ten year time period (2011-2020). The geographic extent of the crash data analyzed extended between Scio Street and Fourth Street from west to east, and from Pennsylvania Ave and Lewis Street from north to south. Over those ten years, 316 crashes occurred within the vicinity of the Market. Fifteen, or five percent, of those crashes involved a pedestrian or bicyclist. The most significant cluster of crashes occurred along Union Street between Pennsylvania Avenue and Trinidad Street, as shown on the Transportation Context Map in the Appendix. Another significant cluster was located along Scio Street near the intersection of Davis Street. It is important to note that that these crash numbers are from reported crashes only, and do not account for pedestrian and bicyclist incidents that were not reported to the police, or were "close-calls," but not actual collisions.

Traffic Volumes

Traffic volumes were analyzed for the roadways surrounding the Market where data was available. The roadway with the most significant average annual daily traffic (AADT) was unsurprisingly East Main Street, with over 22,000 vehicles passing through on a daily basis. The AADT for the other nearby roadways is summarized in the table on the following page, as well as presented on the Transportation Context Map in the Appendix.

Roadway Segment	AADT
East Main Street	22,597
North Goodman Street	10,176
Central Park (west of Union Street)	8,498
Scio Street	7,053
Union Street	6,999
Central Park (east of Union Street)	6,371
Webster Ave	5,793
Pennsylvania Avenue	2,156

Parking Utilization

Parking utilization for the publicly available parking lots associated with the Market was analyzed through the deployment of a drone on Saturday, October 23rd at approximately 1:00 PM. The percent of spaces occupied at that given time is estimated for each parking area below, and can be seen on the aerial image on the Public Market Access & Mobility Issues & Opportunities diagram in the Appendix.

- Lot at the eastern edge of the Market between Railroad Street and Pennsylvania Ave: 100%
- Lot south of Commissary Row and west of the northernmost exterior shed: 100%
- Lot east of Union Street just south of the Union Street gateway: 100%
- Lot between Union and Scio: 25%
- Lot at the northeast corner of Union and Pennsylvania: 30%
- Lot at the northwest corner of Pennsylvania & First Street: 50%

KEY ISSUES & OPPORTUNITIES

A set of key issues & opportunities for consideration are presented on the Public Market Access & Mobility Issues & Opportunities diagram in the Appendix, as well as listed below:

1. Consider pricing scheme for priority parking lots to reduce congestion due to vehicles circulating looking for available parking spots.
2. Move all service & delivery vehicular access to the rear of businesses on Commissary Row to reduce conflict between service vehicles and visitors.
3. Implement high visibility crosswalks at all four sidewalk approaches to 1st Street @ Pennsylvania Ave.
4. Consider opportunities for rideshare & shuttle bus drop off location, re-programming space for infill development & passive recreation, and potentially direct traffic to Scio Street entrance to reduce congestion at Union & Trinidad.
5. Formalize parking areas and install public parking signage.
6. Formalize crossings across Railroad Street gateway and from sheds to the adjacent parking area.
7. Install dedicated pedestrian access on the west side of the First Street Market gateway.
8. Consider development of a pocket park and / or community gathering space in the vacant building shell on Commissary Row.
9. Formalize outdoor dining and / or gathering space for Commissary Row businesses.
10. Restore crosswalk markings to improve visibility / gateway features
11. Require vendors / employees to park away from priority parking areas.

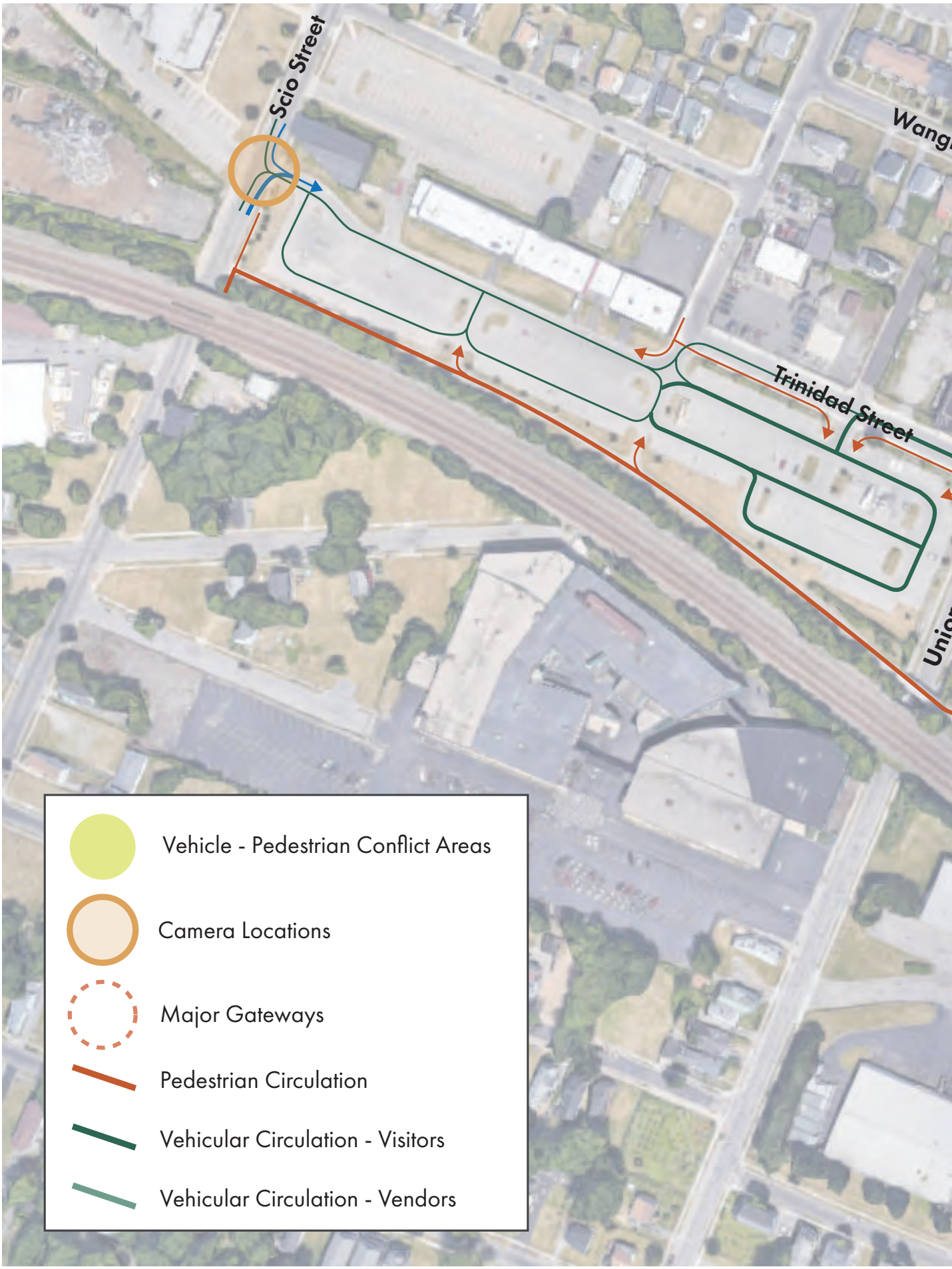
PUBLIC MARKET MASTER PLAN

Access & Mobility Analysis Memo

APPENDIX

January 7, 2022

Barton & Loguidice


Scio Street
Trinidad Street
Vehicle - Pedestrian Conflict Areas
Camera Locations
Major Gateways
Pedestrian Circulation
Vehicular Circulation - Visitors
Vehicular Circulation - Vendors

EXISTING CIRCULATION PATTERNS

Rochester Public Market Master Plan

Time Lapse Camera Analysis

Location: Railroad Street Gateway
Date of Analysis: Saturday, October 23rd
Time Period: 7:00 AM - 11:00 AM
Weather: 39°- 46° F, cloudy, no wind

The Railroad Street gateway is one of the major access points to the Market. Over the time period of analysis, approximately 465 pedestrians and 11 bicyclists passed through the camera's field of vision. The busiest time period for both pedestrians and bicyclists was between 10:00 - 11:00 AM.

The majority of pedestrians used the existing sidewalks and crosswalk to move through the area, however many pedestrians also used the vehicular right of way to access the market - even with the presence of law enforcement dictating traffic patterns. In addition, several bicyclists used sidewalks instead of the roadway.

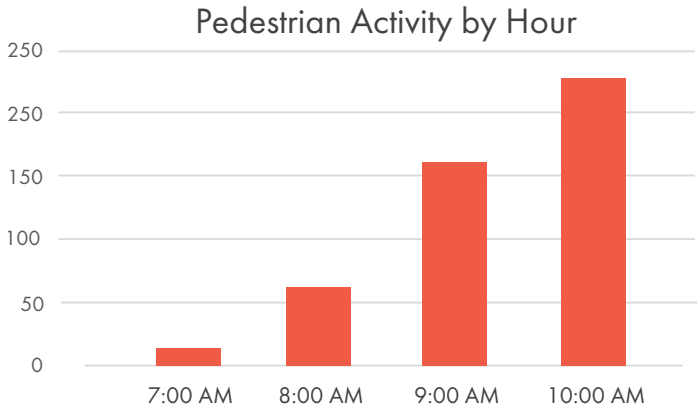
465 total pedestrians

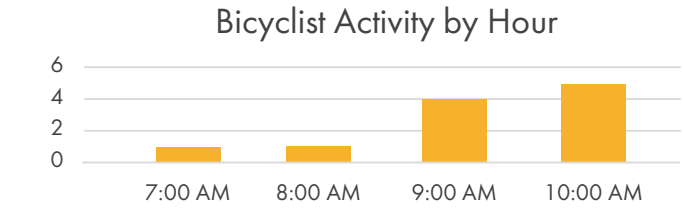
11 total bicyclists

5 pedestrians were being dropped off

7 pedestrians were pushing strollers

9 pedestrians were walking dogs





Bicyclists using pedestrian facilities

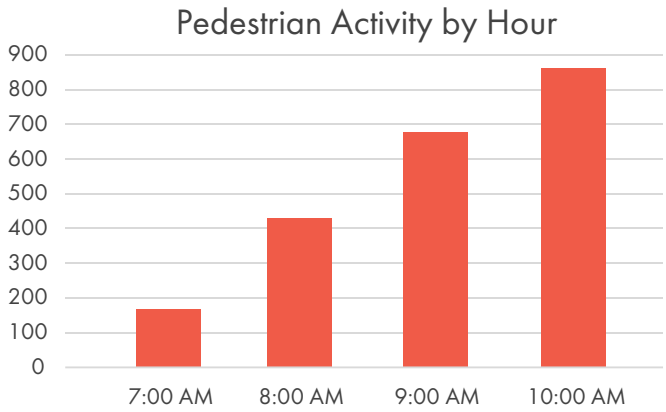
Pedestrian using vehicular ROW

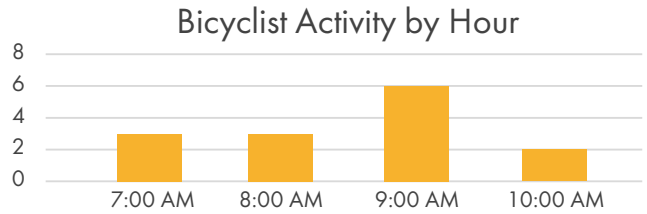
Rochester Public Market Master Plan

Time Lapse Camera Analysis

Location: Union Street Gateway
Date of Analysis: Saturday, October 23rd
Time Period: 7:00 AM - 10:00 AM
Weather: 39°- 46° F, cloudy, no wind

The Union Street Gateway is an area of significant pedestrian activity in the Market District. Between 7:00 and 10:00 AM, there were over 2,000 pedestrians that traveled within the Union Street gateway area. It should be noted that due to the large amount of pedestrians crossing the area at certain times, the precise number of individuals could not be counted in many instances, but were estimated to the extent possible. Given the presence of police enforcement directing traffic at the intersection, the majority of pedestrians complied with the designated crossing locations at the intersection. However, as shown in the pedestrian diagram, there were several individuals who crossed the road at uncontrolled locations, as shown in the photo on the right below. Additionally, there were many individuals and groups traveling with strollers, wagons, and carts - often carrying both children and produce back to their parked vehicles across Union Street. There was minimal bicyclist activity during this time period. Several of the bicyclists walked their bikes across the crosswalk, suggesting that there is a lack of infrastructure to comfortably traverse the intersection while riding.





2,138
total pedestrians

14
total bicyclists

Pedestrian within vehicular right of way

Bicyclist using the sidewalk

Pedestrians crossing mid-block

Rochester Public Market Master Plan

Time Lapse Camera Analysis

Location: Union Street @ Pennsylvania Ave
Date of Analysis: Saturday, October 23rd
Time Period: 7:00 AM - 10:00 AM
Weather: 39°- 46° F, cloudy, no wind

The Union Street and Pennsylvania Ave intersection provides access to many of the Market's parking lots, as well as the transit stop that serves the dedicated Public Market bus route on Thursdays and Saturdays. Over the time period of analyis, approximately 136 pedestrians and 14 bicyclists passed through the camera's field of vision. The busiest time period for pedestrians was between 10:00 - 11:00 AM, and the busiest hour for bicyclists was between 8:00 - 9:00 AM.

The majority of pedestrians used the existing sidewalks and crosswalk to move through the area, but several pedestrians crossed mid-block across Union Street at several locations.

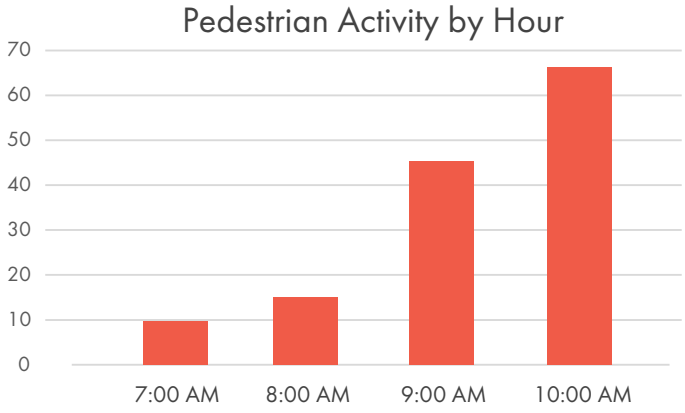
136 total pedestrians

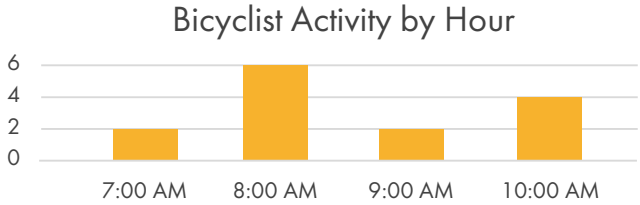
14 total bicyclists

4 pedestrians were accessing vehicles

4 pedestrians were pushing strollers

4 pedestrians were walking dogs





Bicyclists using pedestrian facilities

Pedestrian using vehicular ROW

Mounted police and family on sidewalk

Rochester Public Market Master Plan

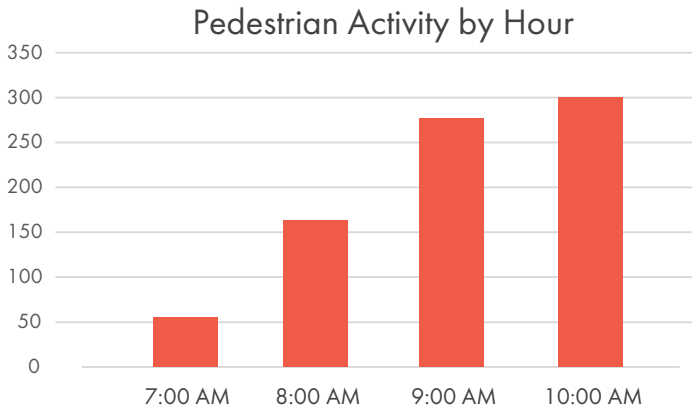
Time Lapse Camera Analysis

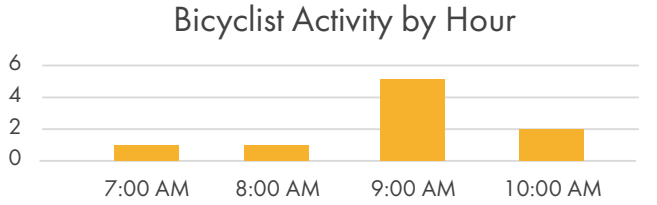
Location: 1st Street @ Pennsylvania Ave
Date of Analysis: Saturday, October 23rd
Time Period: 7:00 AM - 11:00 AM
Weather: 39°- 46° F, cloudy, no wind

The 1st Street and Pennsylvania Avenue Intersection is the primary northern gateway to the Public Market. Over the time period of analyis, approximately 800 pedestrians and nine bicyclists passed through the camera's field of vision. The busiest time period was between 10:00 - 11:00 AM, followed closely by 9:00 - 10:00 AM.

Sidewalks are present on the east side of the driveway, but not the the west side. As a result, there are a significant amount ofpedestrians that use the lawn area or the inbound vehicular right of way to access the market - creating potential conflicts with motorists. There were also many pedestrians that crossed mid-block at a non-designated crossing.

The nine bicyclists that were captured during this analysis primarily rode along the west side of the driveway to the market. One of the cyclists was on a motorized scooter, and one was walking their bike along the sidewalk.





50 pedestrians were accessing vehicles

3 pedestrians were pushing strollers

8 pedestrians were walking dogs

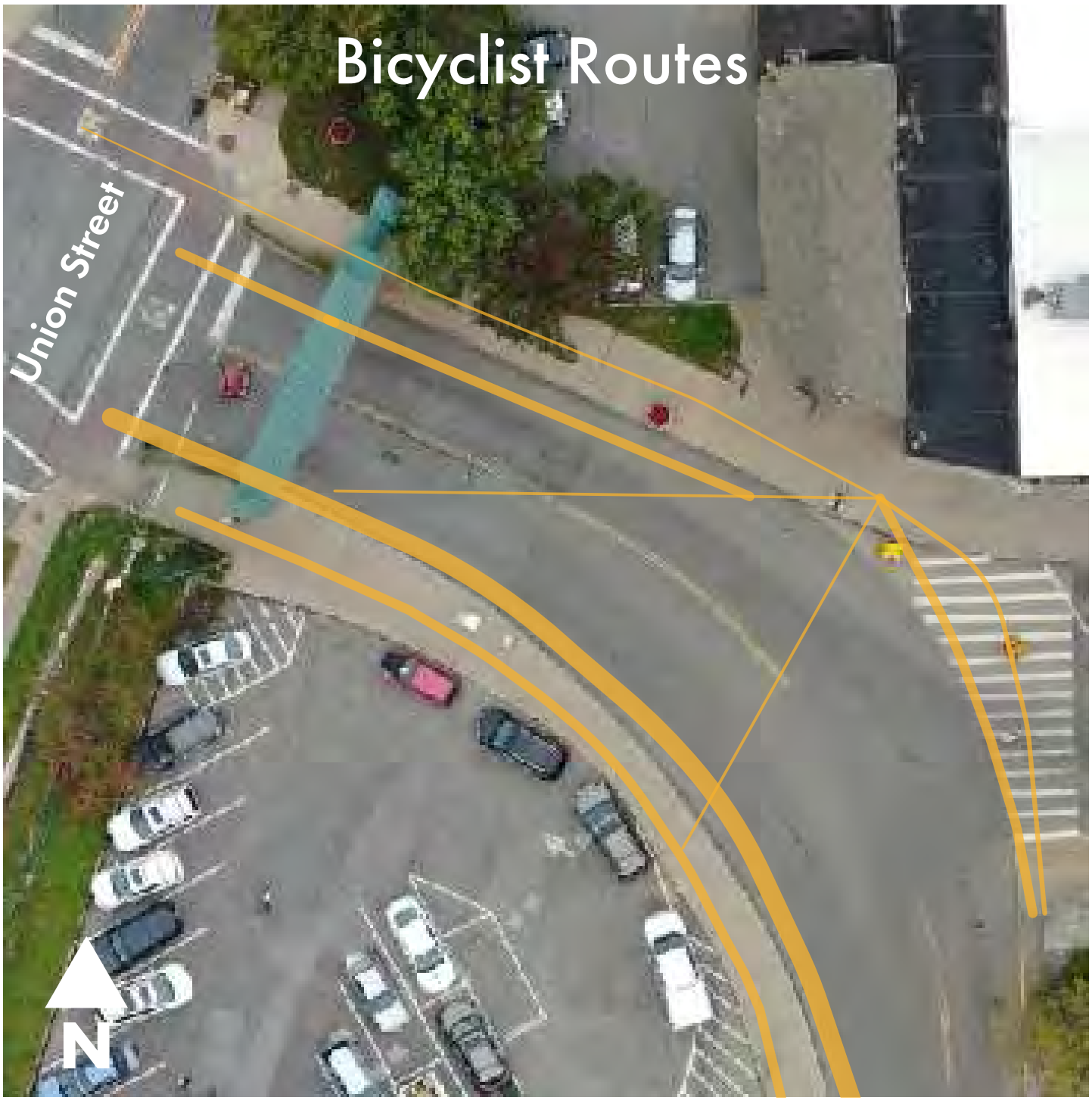
This camera still shows the significant amount of pedestrian activity within the vehicular right of way.

Rochester Public Market Master Plan Time

0-4 | 5-24 | 25-49 | 50-249 | 250-499 | 500 +

The thickness of the line corresponds to the number of pedestrians who walked each path.

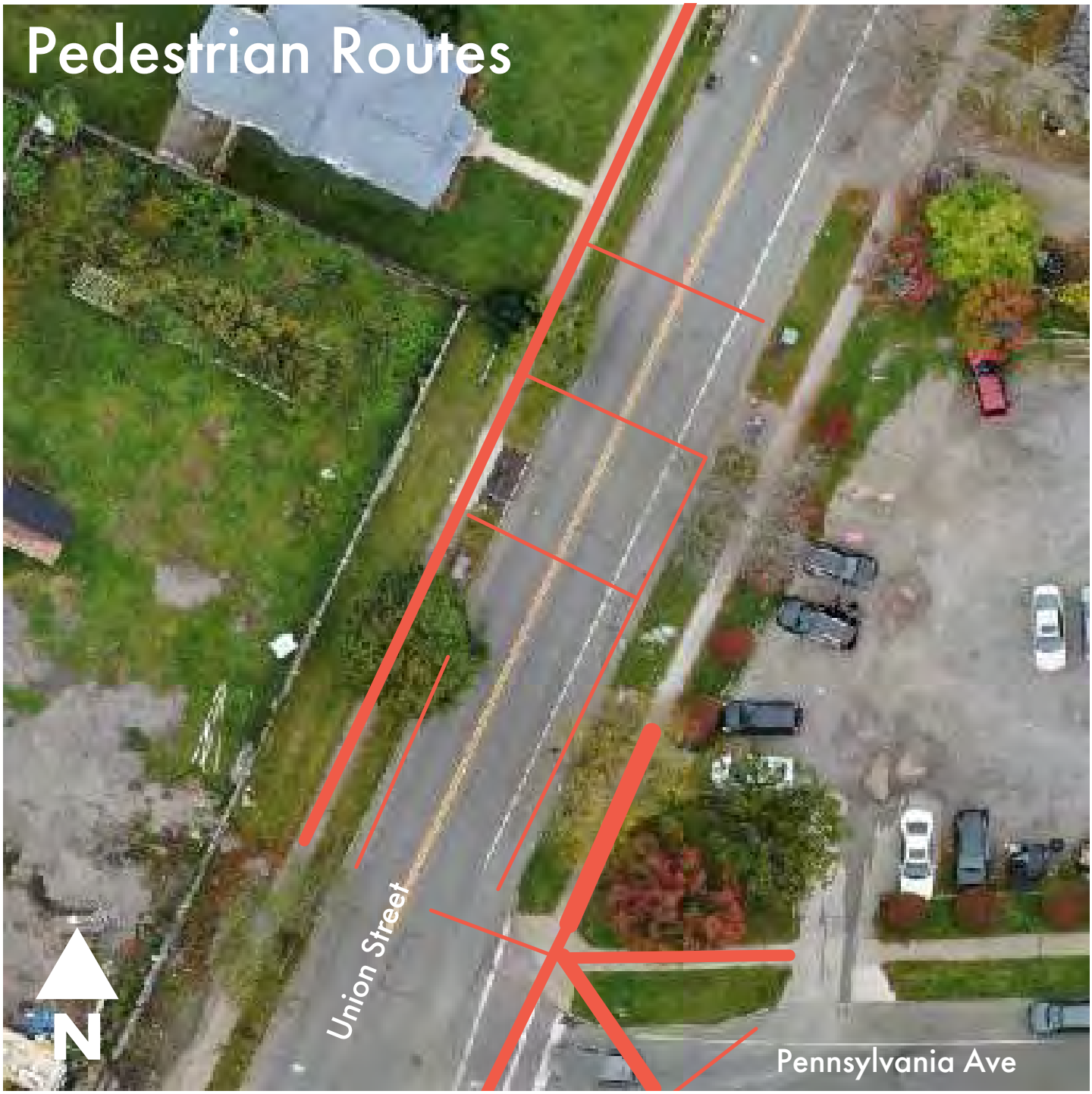
e Lapse Camera Analysis - Union Street Gateway



1 2 3 4

The thickness of the line corresponds to the number of bicyclists who traveled each path.

Rochester Public Market Master Plan Time



1-4 5-9 10-49 50-74 75-100

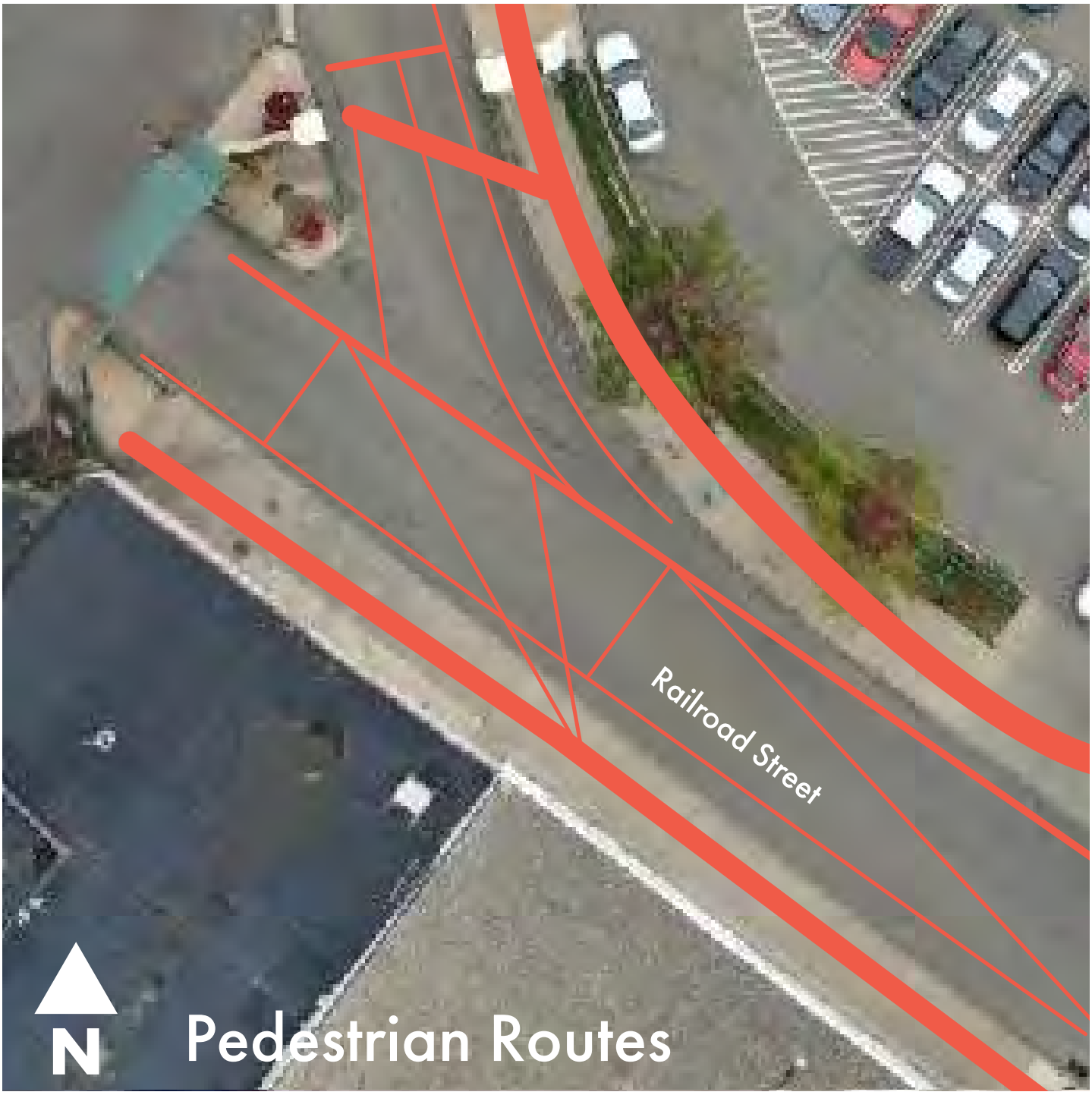
The thickness of the line corresponds to the number of pedestrians who walked each path.

Lapse Camera Analysis - Union Street @ Pennsylvania Ave

1 2 3 4 5 6

The thickness of the line corresponds to the number of bicyclists who traveled each path.

Rochester Public Market Master Plan Time



1-4 5-24 25-49 50-199 200 +

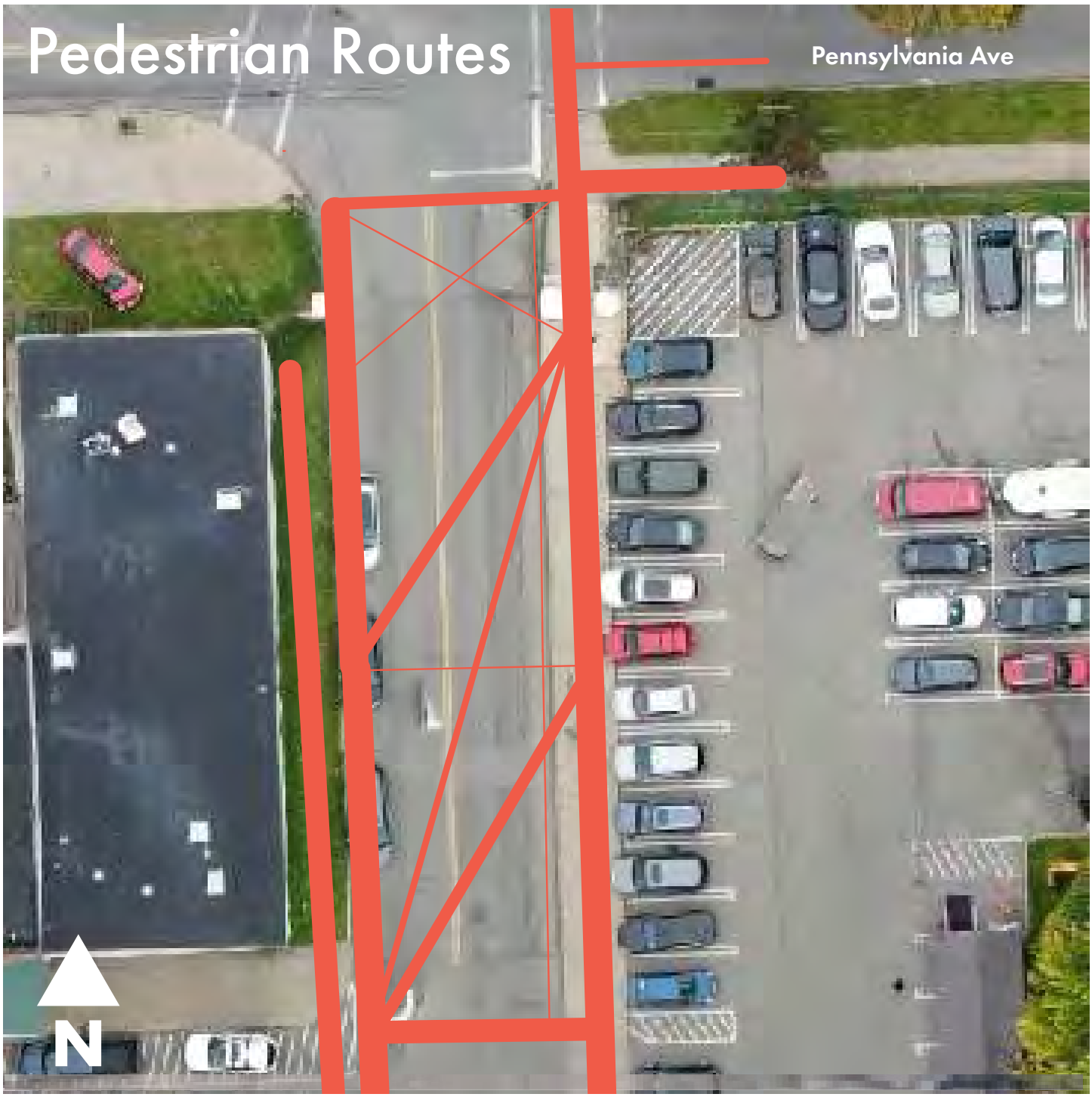
The thickness of the line corresponds to the number of pedestrians who walked each path.

Lapse Camera Analysis - Railroad Street Gateway

1 2 3 4 5

The thickness of the line corresponds to the number of bicyclists who traveled each path.

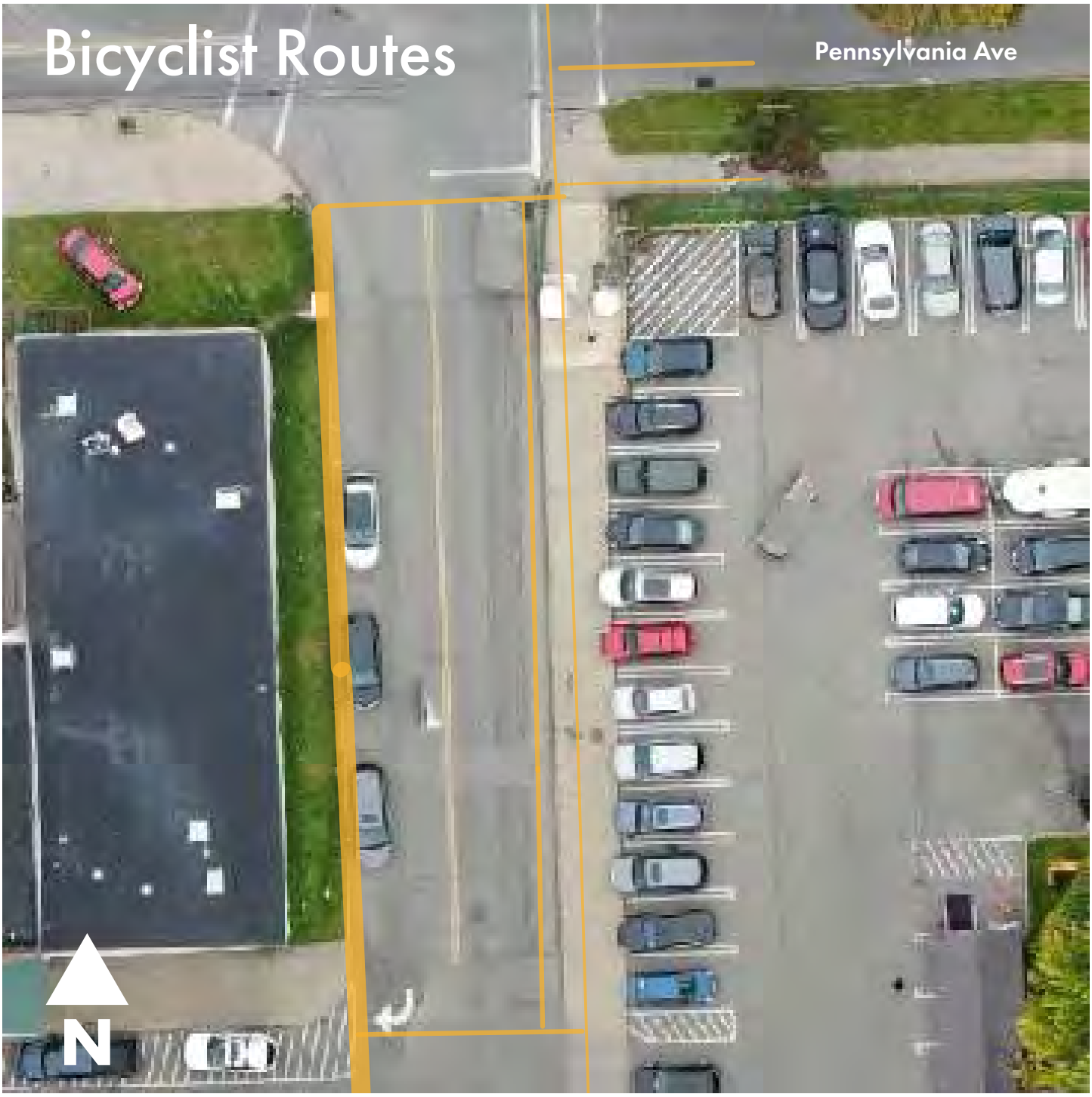
Rochester Public Market Master Plan Time



0-4 5-9 9-24 25-99 100-199 200 +

The thickness of the line corresponds to the number of pedestrians who walked each path.

Lapse Camera Analysis - 1st Street @ Pennsylvania Ave



1 2 3 4

The thickness of the line corresponds to the number of bicyclists who traveled each path.

CENTRAL PK (AADT 8498)
NIAGARA ST
MERLE ST
VETTER ST
PETERS PL
WAIT ST
RITZ ST
HEBARD ST
WANGMAN ST
UNION ST N (AADT 6999)
NIAGARA ST
FIRST ST
TRINIDAD ST
PENNSYLVANIA AVE
DAVIS ST
AUGUSTA ST
LEWIS ST
SCIO ST (AADT 7053)
ONTARIO ST
BROTSCH PL
AIKENHEAD ALLEY
WOODWARD ST
NEWELL ALY
HAMPENEY TER
ALEXANDER ST
WELD ST
CARRIER ALY
LYNDHURST ST
LAYS ALY
KENILWORTH TER (AADT 482)
PRINCE ST
MAIN ST EAST (AAD

Rochester Public Market Transportation Context Map

Time Lapse Camera Locations

Crash Locations (2011 - 2020)

- No pedestrians or bicyclists involved
- Data Not Available
- Pedestrian / Bicyclist at Intersection (7 Total)
- Pedestrian / Bicyclist not at Intersection (8 Total)

Average Annual Daily Traffic (AADT)

- Data not available
- 2 - 1,500
- 1,501 - 3,000
- 3,001 - 6,000
- 6,001 - 12,000
- 12,001 +

Crash Density

Low
High

- On-Road Bike Lanes
- Cycle Track
- Recommended Bike Boulevard

Notes:

(1) All roads are under the jurisdiction of the City of Rochester.

(2) Crash data was provided from the Genesee Transportation Council within the extent shown in green.

0 125 250 500 Feet

N

Public Market Access & Mobility Issues & Opportunities

Key:

1. Consider pricing scheme for priority parking lots to reduce congestion due to vehicles circulating looking for available parking spots.
2. Move all service & delivery vehicular access to the rear of businesses on Commissary Row to reduce conflict between service vehicles and visitors.
3. Implement high visibility crosswalks at all four sidewalk approaches to 1st Street @ Pennsylvania Ave.
4. Consider opportunities for rideshare & shuttle bus drop off location, re-programming space for infill development & passive recreation, and potentially direct traffic to Scio Street entrance to reduce congestion at Union & Trinidad.
5. Formalize parking areas and install public parking signage.
6. Formalize crossings across Railroad Street gateway and from sheds to the adjacent parking area.
7. Install dedicated pedestrian access on the west side of the First Street Market gateway.
8. Consider development of a pocket park and/or community gathering space in the vacant building shell on Commissary Row.
9. Formalize outdoor dining and/or gathering space for Commissary Row businesses.
10. Restore crosswalk markings to improve visibility / gateway features
11. Require vendors/employees to park away from priority parking areas.

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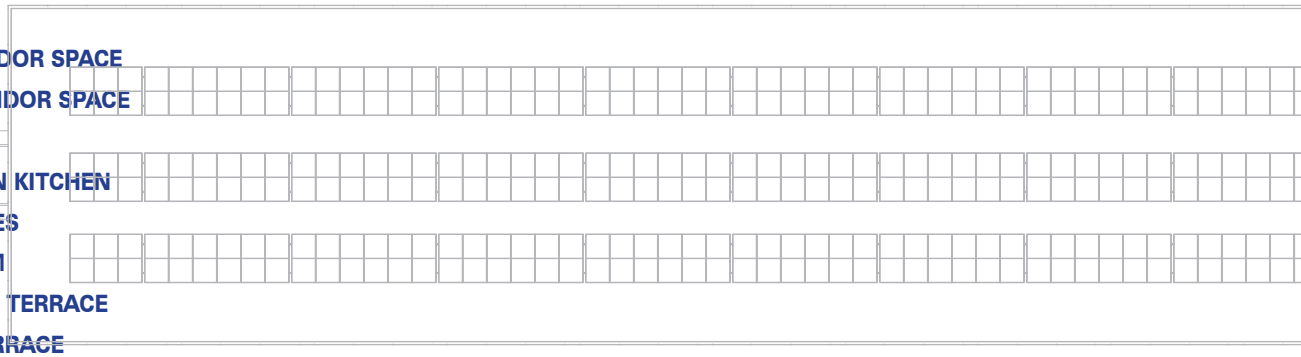
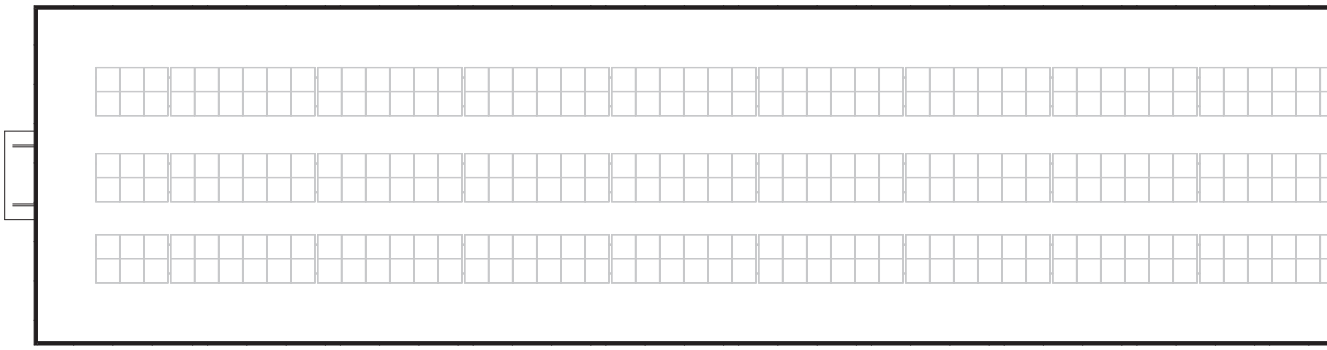
[C] APPENDIX

SHED C FLOOR PLANS, RENDERINGS, & COST PROJECTIONS

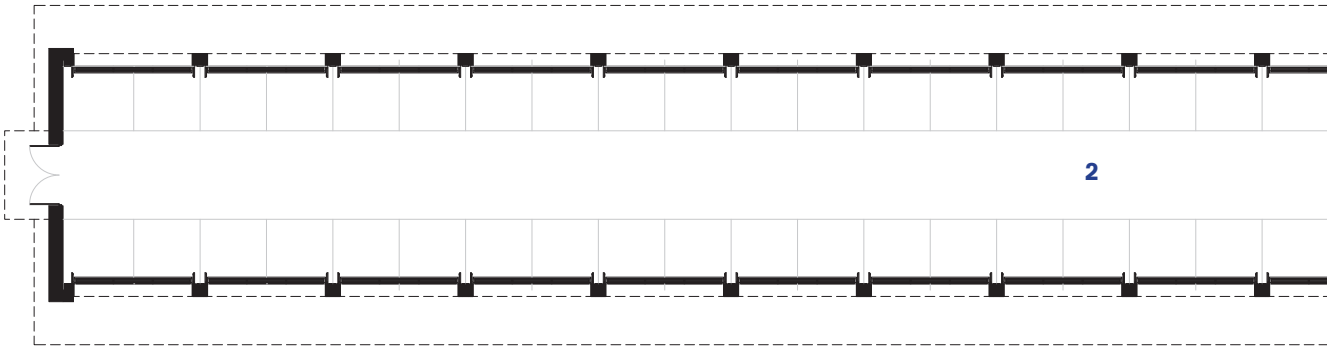
1 | VESTIBULE
2 | ENCLOSED VENDOR SPACE
3 | ENHANCED VENDOR SPACE
4 | EVENT SPACE
5 | DEMOSTRATION KITCHEN
6 | MARKET OFFICES
7 | MEETING ROOM
8 | COVERED ROOF TERRACE
9 | OPEN ROOF TERRACE
10 | ELEVATOR
11 | RESTROOMS
12 | UTILITY SPACE



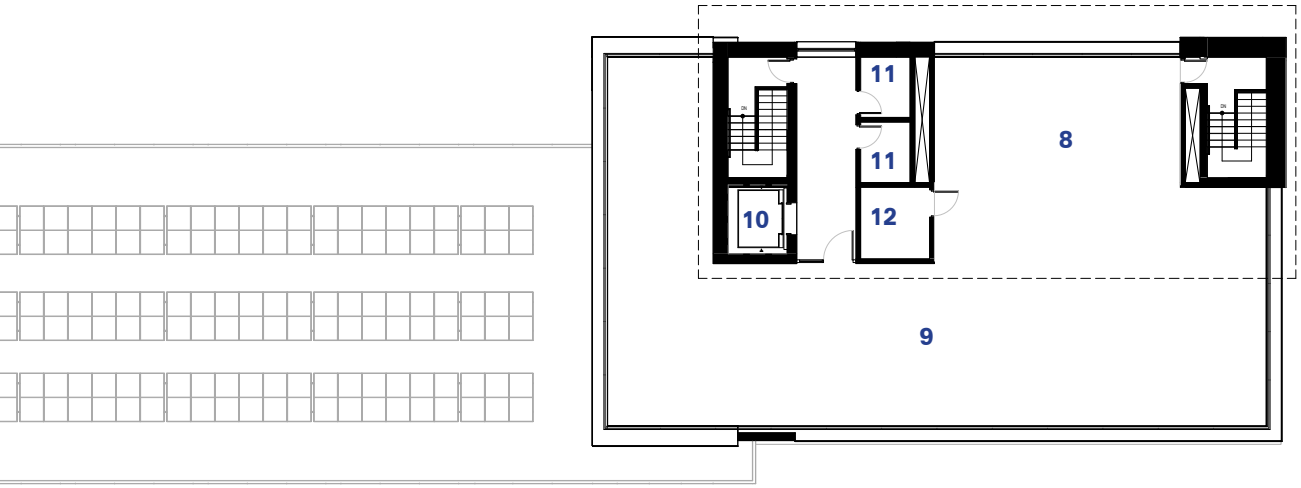
3 ROOF TERRACE-CLEAN
SCALE: 3/32" = 1'-0"



2 SECOND FLOOR-CLEAN
SCALE: 3/32" = 1'-0"



1 FIRST FLOOR-PLAN-CLEAN
SCALE: 3/32" = 1'-0"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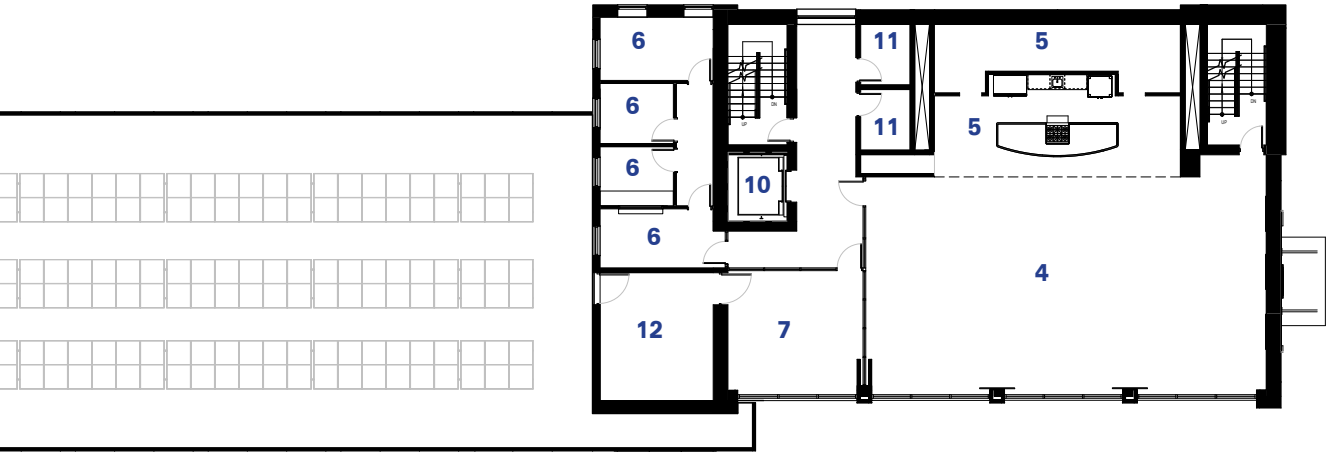
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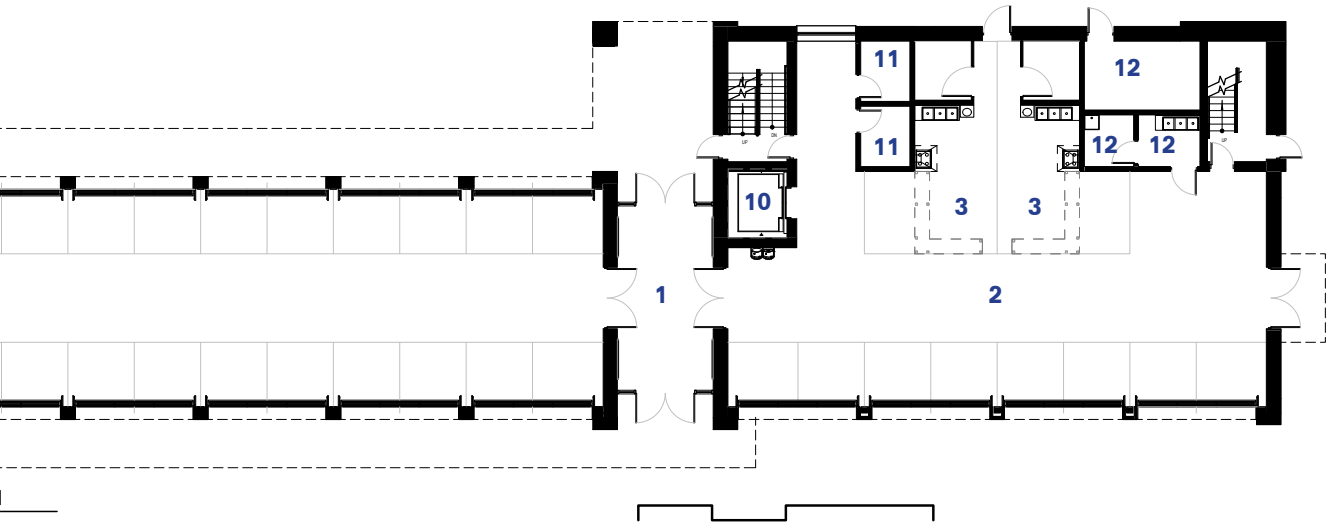
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SHED C RENDERING

Rendering of New Shed C
View from Northeast

MARKET

SHED C RENDERING

Rendering of New Shed C
View from Southeast

SHED C INTERIOR RENDERINGS

EVENT SPACE &
DEMONSTRATION KITCHEN
2ND FLOOR

MEETING ROOM
2ND FLOOR

NEW SHED C CONCEPT

3D WALKTHROUGH VIDEO

Scan the QR Code below to view a 3D walkthrough video of the New Shed C Concept.

OPEN ROOF TERRACE
EVENT & GATHERING SPACE
ROOF TERRACE
plan

SHED C PROJECT COST PROJECTIONS

PROJECT
ROCHES
20
SHED C - CON

PLAN PROJECT No.: 022.21.01.01
LOCATION: Rochester, NY
PHASE: Conceptual - Study Phase
DATE: 5.16.2022

CITY OF ROCHESTER - ROCHESTER PUBLIC MARKET - 2022 MASTER PLAN - SHED C STUDY (OPTION A)

		HARD COSTS						S
COMPONENT	SCOPE ITEMS	APPROXIMATE CONSTRUCTION COST	*CONCEPT-LEVEL DESIGN CONTINGENCY (5%)	CONSTRUCTION CONTINGENCY (10%)	*F F & E	*MISC. ALLOWANCES	NOTES	A
EXIST. SHED C DEMO	**Demolition of Shed & Foundations Salvaging of Pavers**	$100,000	$5,000	$10,000	$0			
SITEWORK	**Sitework & Utilities**	$1,100,000	$55,000	$110,000	$0			
NEW SHED C BUILDING	**New Building (3-Levels plus basement)**	$12,845,000	$642,250	$1,284,500	$500,000	$25,000	*Bird Control & Commisioned Art*	
SHED C TOTALS		**$14,045,000**	**$702,250**	**$1,404,500**	**$500,000**	**$25,000**		

**5% Due to CM Cost Estimate*

**Misc. Furniture, Fixt. & & Equip*

**+/-5,000 for bird control*

SHED C - 'A OPTION' INCLUDES: 3-STORY BUILDING (plus basement)

(ALL PROGRAM ELEMENTS ARE INCLUDED)

Notes:

1) Cost Projections are based upon 2022 and are for budgeting purposes only.
2) Cost Projections for Construction beyond 2022 should be adjusted for Escalation/Inflation (and dependent upon final phasing). CM estimates Inflation estimate at 9 to 12% fro 2023.
3) Cost Projections are based upon a Conceptual-Level of Design.
4) No Permit Costs are included (City waives).
5) Kitchen Hood/Exhaust and Walk-in Cooler/Freezers at First Floor are not included (by Tenant). Estimated at +/-$150,000.
6) Cost Projection includes Solar Panel (PV) Array on South Roof.
7) Cost Proection includes Geothermal System.
8) No Delegated Design Costs are included.
9) Cost Projection includes NYS State Prevailing Wage Rates as of 5/2/2022.
10) Cost Projection assumes NYS Wicks Law.
11) IncludesGeneral Requirements (+/-$405,000).
12) Includes a temorary heat allowance of $10,000.
13) Budget cost projections are based upon the Concept Design developed for Shed C in the 2022 Master Plan.
14) Construction cost projections are based upon a budget study performed by Milestone Construction Partners (CM), dated April 29, 2022.
15) The CM estimates that there may be additional costs per the City of Rochester Contracting Requirements of $650K to $1.395M.

SUMMARY
COST PROJECTIONS
STER PUBLIC MARKET
022 MASTER PLAN
NCEPTUAL STUDY - OPTION A

SOFT COSTS								
ARCH. & ENG.	NOTES	SURVEY & BASE MAPPING FEES (LUMP EST.)	GEOTECHNICAL TESTING/ANALYSIS	SPECIAL INSPECTION TESTING & FEES	*MISC. SOFT COSTS (BONDING, ETC.)	MISC. REIMB. EXPNS. (PRINT., POST., ETC.)	*CM FEES (5%)	PROJECT COST
$5,250	C & A	$5,000	$5,000	N/A		$0	$5,250	**$135,500**
$86,625	C & A						$57,750	**$1,409,375**
$1,348,725	C, A, S, M, P, FP, E	N/A INCL.	N/A	$20,000	$110,300	$2,000	$674,363	**$17,452,138**
$1,440,600		**$5,000**	**$5,000**	**$20,000**	**$110,300**	**$2,000**	**$737,363**	**$18,997,013**

**Bonding & Builder's Risk*

**assumes CM not at risk pre-con through Construction Admin. Services*

Milestone
CONSTRUCTION PARTNERS
Crafting progress

100 Tech Park Drive, Suite C
Rochester, NY 14623
Phone: 585.247.5179
Fax: 585.730.8878
www.milestoneconstructionpartners.com

April 29th, 2022

PLAN Architectural Studio, PC
250 South Ave Suite 100
Rochester, NY 14604

Attn: Christopher Lopez

Project Name: Rochester Public Market Shed C – Conceptual Rough Order of Magnitude Budget

Milestone Construction Partners is pleased to provide you with this conceptual budget estimate. This budget is based on the conceptual floor plans and elevations and the budget summary/assumption list provided by PLAN Architectural Studio, along with our assumptions. Conceptual estimates are a starting point and have a large amount of pricing variability in them due to the limited amount of information available and unknown future market pricing conditions. In order to arrive at a final cost we broke down the project by top level CSI divisions, you will find that breakdown below. We are available to meet to discuss all assumptions, pricing and make high level changes as desired.

Division 1 General Requirements: $416,500.00

Full Time Superintendent
Project Manager
Assistant Project Manager/Project Engineer
Administrative Admin Costs
Building Surveying
Mobilization/Demobilization (Prime Contractor)
Temp. Heat Allowance ($10,000)
Temporary Toilet Facilities
Construction Aids
Weekly Brook Sweep
Pollution Liability Insurance (City of Rochester Requirement)
Project Dumpsters
Vehicle Access and Parking
Project Signs/Safety Signs
First Air/Safety/Small Tools
Contractor Field Office
Storage Trailers
Street Sweeping
Final Clean
Snow Removal
Winter Protection
Unloading/Moving Materials
Temp. Barriers/Enclosures
Drinking Water
Safety Inspections
CM Trailer/Requirements
Warranty/Punch List Requirements
Rental Equipment for Construction

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Fax: 585.730.8878
www.milestoneconstructionpartners.com

Division 2 Existing Conditions: $95,400.00

Demolition of the Existing Shed
Removal of Pier Foundations
Removal and Salvage of Pavers

Division 3 Concrete: $779,440.00

Poured Concrete Foundations
Concrete Slabs – (Grade and Deck)
Concrete Reinforcement (Rebar and Mesh)

Division 4 Masonry: $1,450,530.00

CMU Walls
Brick
Masonry Accessories
Scaffolding/Access

Division 5 Metals: $1,181,910.00

Anchor Bolts / Level Plates / Hoist Beam
Structural Steel Columns and Beams
Steel Joists and Bridging
Decking / Pour Stops / Perimeter Angles
Cold Formed Metal Framing (Columns)
Elevator Pit Ladder and Sump Pit Cover
Riser Metal Pan Stairway (2)
Basic Code Compliant Guardrails and Attached Handrails

Division 6 Wood & Plastics: $234,850.00

Blocking – Roof and Wall
Wood Ceilings – Fire Treated Finish

Division 7 Thermal & Moisture Protection: $874,145.00

Waterproofing at Basement
Fluid Applied Air Barrier
Rigid Board Insulation at Basement
Fiberglass Insulation
Roof Substrate Board/Vapor Barrier/R-30 Insulation

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Phone: 585.247.5179
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www.milestoneconstructionpartners.com

TPO Roof – 60 Mil
Wall Flashings
Solar Post flashings and slip sheets
Rubber Paver System at Terrace
Fascia Edge and Copings
Firestopping
Joint Sealants

Division 8 Doors & Windows: $2,209,690.00

Overhead Doors
Exterior and Interior Doors
Auto Operators
Access Panels
Glass Railing at Terrace
Storefront/Glazing
Aluminum Composite Panels
Louvers and Vents
Awnings

Division 9 Finishes: $418,875.00

Nonstructural metal framing
Gypsum Board
Tiling (Bathroom Walls and Floors)
Acoustical Ceiling Systems
Concrete Floor Treatments
Resilient Flooring
Carpeting (Office Area)
Resilient Base
Painting & Coatings

Division 10 Specialties: $159,000.00

Exterior Signage
Interior Signage
Owner Furnished Contractor Installed
Toilet Accessories
Wall Protection (FRP)
Fire Extinguishers and Cabinets
Security Gate at Display Kitchen

Division 12 Furnishes: $87,500

Entrance Floor Mats
Bird Control Equipment Allowance

Division 14 Conveying Systems $213,000.00

Elevator and Elevator Related Work

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Fax: 585.730.8878
www.milestoneconstructionpartners.com

Division 21 Fire Suppression: $99,250.00

Wet Sprinkler System
4" DCDA Backflow Preventor
Standpipe in Stairwell
NICET Stamped Drawings

Division 22 Plumbing: $921,500.00

Trench Drains
Complete Plumbing System
Roof Drains
Natural Gas Piping

Division 23 HVAC: $904,980.00

Infloor Radiant and Boiler Plant
Big Ass Fans
ERV's
Reheat Coils
VRF System
Kitchen Exhaust
Electrical Heaters
Walk In Freezers

Division 26 Electrical: $1,326,150.00

Complete New Electrical System
Fire Alarm
Pathways
Solar Panels

Division 31, 32 & 33: Sitework and Utilities $1,095,000.00

Temp Site Fencing and Laydown Area
Excavation/Box Out
Utility Trenching
Paving
Parking Signage
Exposed Aggregate Apron
Concrete Islands
Granite Curbing at Islands
Paver Tie In
Paver Detail in Exposed Aggregate
Bollards
Utility Connection Fees

Builders Risk Insurance: $24,300.00

Bonding: $86,000.00

Contractor Overhead and Fee: $1,442,000.00

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Phone: 585.247.5179
Fax: 585.730.8878
www.milestoneconstructionpartners.com

Subtotal: $14,020,020.00

Not Included in the Subtotal:

City of Rochester Contracting Requirements – Additional Costs $650,000.00 to $1,395,000.00

Inflation Estimate – 9 to 12% through 2023

Additional Major Assumptions & Clarifications:

- No Delegated Design Costs
- No Permit Costs (City Waives)
- No Millwork/Countertops Currently Included
- No Window Treatments/Film
- Primary Services within 60’ of mechanical room
- No Geothermal Currently Included

Please don’t hesitate to contact us with questions so we can assist the team with better understanding what is driving the costs and how we arrived at this conceptual budget estimate.

Market Ventures Inc.
www.marketventuresinc.com
118 William Street
Portland, Maine 04103
207.321.2016

Rochester Public Market Master Plan 2022

Management Plan

Prepared for the City of Rochester

November 14, 2022

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1. Executive Summary

The Management Plan examined the Rochester Public Market's current management, operations, finances, programming, and staffing, in order to make recommendations for improved management practices that work towards achieving the project's goals, based on national best practices. Specifically, the Management Plan was directed to "make recommendations for changes or improvements that enhance long term Market viability, efficiency, and sustainability, while also being able to be nimble and flexible to respond to emerging opportunities." The consultant team was asked to identify new, expanded, diversified or more effective revenue generation.

A primary challenge facing the Market is its small staff. While the current Market Director is highly respected and many attribute the Market's success to him, the Rochester Public Market is only one of his responsibilities and he is nearing retirement. Only three operations staff run and maintain the Market on a daily basis. The small staff limits the Market's ability to increase its earned income, particularly from private event rentals and catering, and to garner donations or sponsorships from philanthropic and corporate sources.

To support regional farmers, a new rent category is proposed for farmers with fees less than other vendors. Modest rent increases for vendors within the sheds and a more substantial increase for vendors in the Winter Shed, plus increased event income and donations, provide the basis for eliminating the city's operating subsidies. These could be phased over time to mitigate their impact on vendors.

The consultant team explored alternative management structures, including nonprofit and for profit options. Other historic public markets have achieved success with nonprofit management, which would increase management flexibility and could provide the capacity needed to achieve the masterplan goals. As at other historic public markets, the transition to nonprofit management opens the possibilities for new funding sources that can support the proposed capital projects, additional staff, and new programs.

The staffing model depends on whether the Market stays city-run or transitions to nonprofit management. Core needed staff include:

- Market Director/Executive Director
- Market Manager
- Assistant Market Manager
- Operations & Maintenance Coordinator
- Development & Strategic Partners Coordinator (if nonprofit)
- Marketing Coordinator
- Special Events Coordinator
- Finance Manager (if nonprofit)

If resources are available, valuable additional staff would include an Education Coordinator and Farm Recruiter.

If the City pursues nonprofit management, the organization will need to be structured to ensure it has the leadership and financial resources needed to run the Market well. The transition process needs to include key stakeholders and be thoughtfully planned.

2. Introduction

In July 2021, the City of Rochester retained a consultant team led by PLAN Architects and Market Ventures, Inc. to create a Master Plan and Management Plan for the historic Rochester Public Market. This report summarizes the Management Plan.

As stated in the city's Request for Proposals dated April 7, 2021, the **Master Plan** addresses "land use, transportation, buildings, capital needs, place-making, etc. and explores how to build on the Market's unique niche as a food anchor, while also diversifying it as a retail destination, small business incubator, and cultural/entertainment district, and further integrating it with adjacent neighborhoods in support of their community development and revitalization goals."

The RFP provided the following instructions in terms of **management**:

- The Management Plan "looks at current management, operations, finances, programming, staffing, etc., examines regional and national trends and best practices, and makes recommendations for best management practices that work towards achieving Rochester Public Market and community goals."
- Furthermore, the RFP directed the consultants to: "Review current management/oversight/operations model and finances for the Rochester Public Market and make recommendations for changes or improvements that enhance long term Market viability, efficiency, and sustainability, while also being able to be nimble and flexible to respond to emerging opportunities."
- Finally, the consultant team should: "Develop future financial projections/scenarios for new, expanded, diversified, or more effective revenue generation and revenue streams (e.g., land leases, strengthening the Market's ability to serve as an event venue, evaluating current tenant leases, changing/expanding days the market is open, etc.)"

This plan addresses these management issues.

Consultant Team, Project Team, and Steering Committee

The consultant team included PLAN Architects, Market Ventures, Inc., Barton & Loguidice, and Highland Planning. Market Ventures was assisted by two experienced public market managers who oversee comparable and successful historic, city-owned markets: Dan Carmody of Eastern Market in Detroit and Justin Cottrell of City Market in Kansas City.

The Project Team included representatives from the consulting team and three members of city staff: Jim Farr, Public Market Director; Elizabeth Murphy, Senior Planner, City Planning Office; and Kevin Kelley, Associate Planner.

A broad-based Steering Committee including city staff, Market vendors, district businesses, and community representatives met periodically during the study to review findings and analysis and to provide input. A list of Steering Committee members is found in Appendix A.

This management plan was written by Ted Spitzer, President of Market Ventures, Inc.

Project goals

The Project Team identified the following eight goals to guide the planning process:

1. **Increase activity**: Continue to promote and expand an active market district throughout the week and year.
2. **Inclusivity**: Continue to serve a wide range of customers, including low-income families.
3. **Market facilities**: Continue to create market facilities that meet the needs of current and future vendors, as well as the public (including flexible facilities to accommodate business incubation, events, and educational programming).
4. **Neighborhood development**: Promote a larger market district that further integrates the market with the surrounding neighborhoods by identifying development opportunities for businesses and housing (including affordable, mixed-income, and senior housing).
5. **Market management**: Explore potential governance and management strategies that promote financial viability, support vendor services, and establish an organizational framework for future generations of market leadership.
6. **Access**: Improve access to, from, and within the market district, using multimodal transportation, wayfinding elements, logical circulation paths, security and safety measures, parking configuration, and enhanced pedestrian experiences.
7. **Awareness**: Increase the greater community's awareness by highlighting the assets and opportunities available in the market district for entrepreneurs, residents, and customers.
8. **Wellness**: Develop programs within the market district that promote community wellness (including food access, nutrition, health care, fitness, and social connection).

The Master Plan identifies and prioritizes eleven capital investment opportunities and a variety of programmatic initiatives to meet the study goals. Implementing these recommendations will require substantial capital and human resources over multiple years. While the Market has thrived recently with a very lean management team under the governance of the City of Rochester, the Project Team determined that the Market will need additional leadership and staff capacity to achieve successful implementation of the Master Plan and to meet the goal of achieving financial sustainability. In addition, the Market must be prepared for inevitable staff retirements that will necessitate leadership transitions.

3. Facilities and Programs

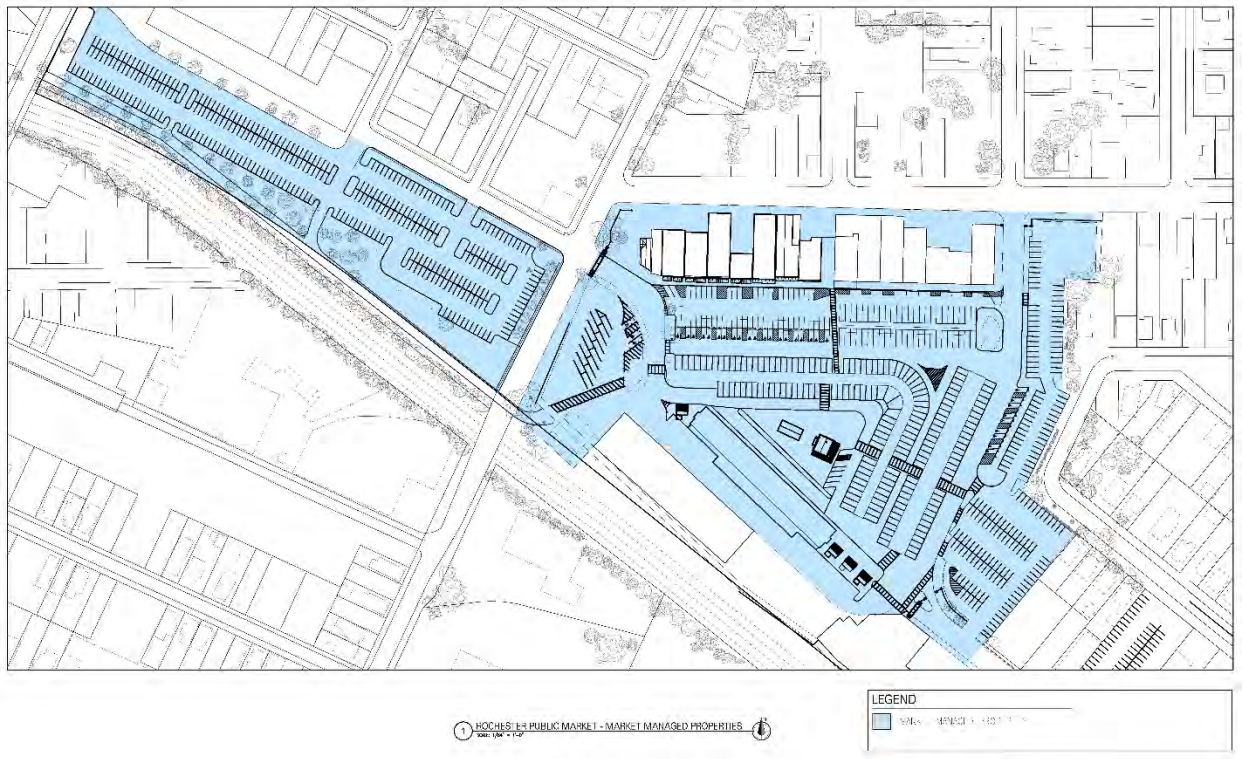
The Management Plan starts with an understanding of what the Market's staff currently manages and what it will potentially manage as it pursues the capital investments.

Current facilities

Current Market facilities include:

- Open sheds – Sheds A, C, and D
- Enclosed shed – Shed B (Wintershed)
- Kiosks – four independent prepared food businesses operating from storage containers
- Market house – historic two-story structure at the middle of the Market
- Market restrooms – toilet facilities located at the center of the Market
- Parking – Market-managed parking lots within the Market's gates, the large lot west of the Market on Trinidad Street, and smaller lots on Pennsylvania Avenue
- Public spaces and sidewalks around the Market

This image shows the extent of the areas under Public Market management:



The property and all improvements are owned by the City of Rochester, which is responsible for their maintenance and upkeep. While the consultant team explored various strategies for managing the Market, there is no expectation that ownership of the real property would shift away from the city. At Detroit Eastern Market, Historic City Market in Kansas City, Findlay Market in Cincinnati, and others, the city maintains ownership of the real estate and has operating agreements with the private entities.

Current programs

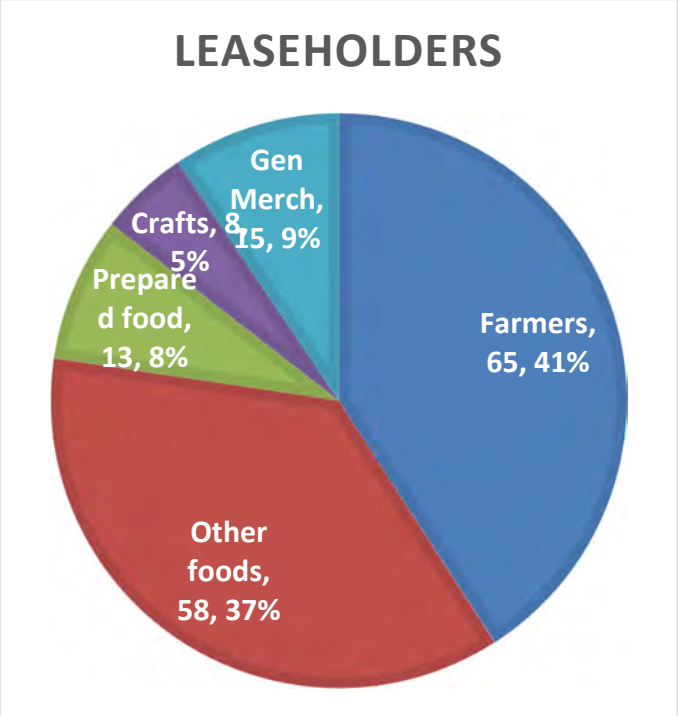
Market days

The Rochester Public Market's principal programmatic activity is the multivendor market that occurs on Tuesdays, Thursdays, and Saturdays, year round. By far the greatest activity occurs on Saturdays, with peak attendance from June through September. Conversely, there are few vendors and customers on Tuesdays.

While precise estimates are difficult to make because the Market is mainly open-air and has multiple entries and exits, the Saturday market is estimated to draw up to 40,000 people on a busy day. Rochester Public Market has been voted the best farmers' market in the country through a contest sponsored by American Farmland Trust and enjoys a very strong reputation among Rochester area residents. When discussing potential alterations or improvements to the Market, the immediate reaction of many respondents is concern that the Market will change too much. Many key informants expressed a desire to maintain the Market's authenticity, grittiness, and inclusivity.

Like all places of public gathering, the Rochester Public Market suffered during the COVID-19 pandemic. While the crowds have generally returned in 2022, there has been ongoing concern about the drop in the number of farmers. Many farmers are older and there will likely be more retirements. The Market has a number of younger farmers but management has not had the resources for sustained recruitment. Unlike many farmers' markets nationally, Rochester Public Market does not have many farmers who grow using organic practices and the Market has not seen an infusion of meat producers. The Market is known as a source of both local fresh produce purchased directly from regional farmers and a place to purchase inexpensive produce from national and global sources.

Based on data provided by the Market, the largest group of vendors who have annual licenses are classified as farmers (41%). The next largest group are vendors who sell other foods (37%). Prepared food vendors represent 8% of the leaseholders. Collectively, vendors who sell some sort of food therefore represent 86% of all leaseholders. Given the challenges that farmers' markets around the country are facing in maintaining their focus on farmers and food, the Rochester Public Market is in a strong position. These percentages are an important metric that should be tracked annually, with the goal of continuing the high percentage of farmers and, secondarily, the percentage of other food vendors.



Public events

To build activity throughout the week and serve the community, management has sponsored or encouraged a variety of programs at the Market, some operated directly by Market management staff and some in partnership with other organizations. The key programs include:

- **Flower City Days.** Sales of ornamentals, bedding plants, and vegetable plants on five Sunday mornings in May and early June, plus the Friday and Monday of Memorial Day weekend. The Market charges $75 per stall and offers a discounted rate of $60 per stall if the vendor is already a contract holder for regular Market days.
- **Community Garage Sales and Superfleas**. In 2022, the garage sales and superfleas are taking place on 18 Sundays from April through October, from 7 am to 1 pm. The Market charges $35 per stall for merchandise sales and $85 per stall for prepared foods.
- **Bands on the Bricks**. Free concerts on six Friday evenings in July and early August from 6-10 pm. The Market charges $30 per stall for merchandise sales and $135 per stall for prepared foods. Alcohol sales are made by the Market District Business Association, which does not pay a fee to the Market.
- **Food Truck Rodeos**. These events feature food trucks and live music and take place on the last Wednesday of the month from April through September, from 5-9 pm. The Market charges the food trucks $195 per event, with discounts for multiple Wednesdays.
- **Holidays at the Market**. Holiday-focused vendors, including sellers of fresh cut trees and wreaths, sell on Sundays in late November and early December from 8 am to 2 pm.

The Market has sponsored or coordinated wellness programming, such as yoga at the Market, and events for families such as Halloween at the Market. Other organizations have used the Market for public events, such as the Artists Row Art Fair, sponsored by the Friends of the Rochester Public Market, and the Bike-In Movie, sponsored by the Rochester Cycling Alliance. All of these activities require planning, coordination and support from Market staff.

Private events

The Market's facilities are also used for a variety of private events, including weddings. The Market bases its fees on the size of the event, with fees ranging from $750 for an event with less than 100 people to $2,100 for an event between 500 and 1,000. Nonprofit organizations are charged lower fees.

The Market receives inquiries about hosting more private events but is limited because of the lack of appropriate event spaces and the lack of staff to book and coordinate private events. At other public markets, event revenues represent a substantial share of total income. Some markets offer catering services and alcohol sales to supplement space rental fees. At present, Rochester Public Market's small staff does not have the time or focus for event sales and production. As a city agency, it is not structured to take on alcohol sales.

Education

As part of rebuilding enclosed Shed B, a demonstration kitchen was created in one of the vendor stalls. Cooking demonstrations and other programming are mainly done by Friends of the Rochester Public Market or other outside organizations; the Market does not have its own education program or director. Since the kitchen is along the main vendor aisle and does not have room for seating, the space is not conducive to teaching classes. The space is also not conducive for classes or events during hours when Shed B is not operating.

Future facilities and programs

The master plan proposes a variety of expanded and improved facilities, which meet the project goals and offer the opportunity for higher revenue. Priority facilities include:

- New enclosed C shed with an attached multistory building that will offer event, education, and office space. This shed will help farmers comfortably sell year-round and greatly expand the Market's ability to host public and private events as well as educational programming. Additional staff will be needed event sales and execution.
- Market house repurposed for education and partners' use, along with removal of the central bathroom building. This new space at the center of the Market district creates the potential for more public space programming.

Other master plan recommendations, such as redeveloping the wholesale produce houses along Pennsylvania Avenue and constructing a new building to house small food producers, have the potential to strengthen the regional food economy but again will need staff capacity to implement.

4. Description and Assessment of Current Management

Governance

The Rochester Public Market is owned by the City of Rochester and operated through the Department of Recreation and Human Services (DRHS). The annual budget is approved by the City Council through customary city budget processes. Key policies and investments, including changes to vendor rents and Market rules, require City Council approval.

Staffing & management functions

Staff members are City of Rochester employees. The Market is overseen by Director, James Farr, a 46-year City employee with DRHS. In addition to his oversight of the Public Market, Farr has responsibility for developing and operating International Plaza and other projects. Farr's office is located at the central DRHS office.

Primary functions of the Market Director include:

- Oversight of Market staff
- Budgeting and fee recommendations
- Liaison with city agencies, including service provision such as snow plowing and garage pick-up
- Development and oversight of partnerships
- Strategic planning
- Program ideation, design, and evaluation
- Spokesperson and representation at state and national conferences
- Community and vendor relations

Many key informants attribute the Market's long-time success to Farr's management abilities and he commands admiration from many stakeholders. He has built strong relationships with vendors and area business owners.

Operations staff include Cindy Decoste and Rob Sharmon, and a lead maintenance person. Operations staff work out of the Market house. Primary functions played by these staff members include:

- Vendor intake and coordination
- Stall assignment
- Fee collection, cash deposits, and records maintenance. Financial management, including payroll, AR, AP, and accounting, is performed by the City's Finance Department.
- Rules enforcement
- Customer service, including dispute resolution, lost and found, and use of the PA system
- Property management, including oversight of cleaning, preparation of maintenance requests, and emergency response

Operating procedures are spell out in the Market's 35-page Operations Manual.

Marketing, events, and sponsorships have been the task of a Special Events Coordinator. This position became vacant during the course of the study. Primary functions of this person have included:

- Social media
- Event planning and coordination
- Communications

Because the staff is so small, some duties are shared to provide adequate coverage, particularly when staff are on vacation or sick leave. Compared to other similar public markets, the staff at Rochester Public Market is very lean. Detroit Eastern Market has a professional staff of about 20 people and City Market in Kansas City has a professional staff of seven.

While Rochester Public Market's small staff suggests a great deal of efficiency, the lack of staff leads to stress and burnout, as well as missed opportunities. There is little slack if anyone is absent. Some important tasks, such as evaluating the efficacy of current programs, have not taken place because of staff limitations. (as well as limitations on information about financial performance, discussed below).

Another challenge facing the Rochester Public Market, exacerbated by being such a small staff since there is so little slack, is potential staff turnover. The Market Director is nearing retirement and there is trepidation about what this might mean for the Market if he no longer oversees operations. While city government can be an attractive employer in terms of stability and benefits, salaries are generally lower than the private sector and more entrepreneurial leaders are less attracted to government positions. While the current Market Director receives high praise for his long-time guidance of the Market, the next Market Director might not be as effective. Other city-run markets have struggled to find competent leadership.

Finally, the Market is hampered by not optimizing technology. The current system of vendors leaving telephone messages for space reservation is time consuming. While much of the world has moved to online technologies, a telephone-based system requiring voicemail messages is likely unfamiliar and perhaps intimidating to new vendors or those with limited English skills.

Outsourced services

Financial management is handled jointly by Market staff and the city's Finance Division. The city's procedures and technology systems are not well adapted for the Market and the technology is dated. As a result, financial information does not regularly inform operational decision-making. Market staff handle large sums of cash, which has inherent security challenges.

Security is outsourced to a private contractor called AP Safety & Security Corporation, a locally owned business. Security personnel patrol the Market overnight and are deployed in large numbers on Saturdays to direct traffic and assist with crowd control. Security was not mentioned as a concern during stakeholder interviews, and the Market district's reputation for safety has increased along with the proliferation of nighttime uses such as restaurants.

Snowplowing is operated under a service agreement between the Department of Environmental Services and the Department of Recreation. Some businesses on the Market have expressed dissatisfaction with this arrangement because they feel the Market receives low priority so plowing does not occur quickly enough after a snowstorm, negatively impacting business operations.

Maintenance and repair generally require requisition orders from Market staff to the Department of Building Services. Waste management is handled by the City's Department of Environmental Services.

Capital projects, such as the recent construction of Shed B and Shed D, are overseen by the City's Bureau of Architecture and Engineering.

Partnerships

Key partnerships include:

- Friends of Rochester Public Market. The Public Market helped create the Friends organization in 2003 leading up to the Market's 100th Anniversary in 2005. The tax-exempt nonprofit group, incorporated in 2007, has an independent, self-sustaining board of directors and a paid program manager, as well as many volunteers. Their mission is to advocate for and support a vibrant and successful Market, through results-driven programs and services that benefit and support farmers, vendors, shoppers, and the Greater Rochester community.

  The Friends run the Market token food assistance program, which has helped make Rochester Public Market the highest SNAP redemption public market in the country. The Friends also operate a welcome center in the demo kitchen area of Shed B where they sell Market swag. They conduct tours through the Market and have run the popular Artist Row juried art show on a Sunday in September.

- Market District Business Association is made up of business owners in the Marketview Heights district. This all-volunteer organization was established in 2008 and meets regularly to address common interests and concerns. They help organize the Bands on the Bricks concerts at the Market.

- Flower City Pickers is a tax-exempt nonprofit that operates at the Market on Saturday afternoons. They support the local community with free food through the recovery and redistribution of safe but otherwise landfill-bound food. Volunteers collect several tons of surplus produce donated by vendors and, depending on its condition, the produce is either distributed to homeless shelters, provided to livestock farmers for feed, or composted.

5. Financial Analysis

Income

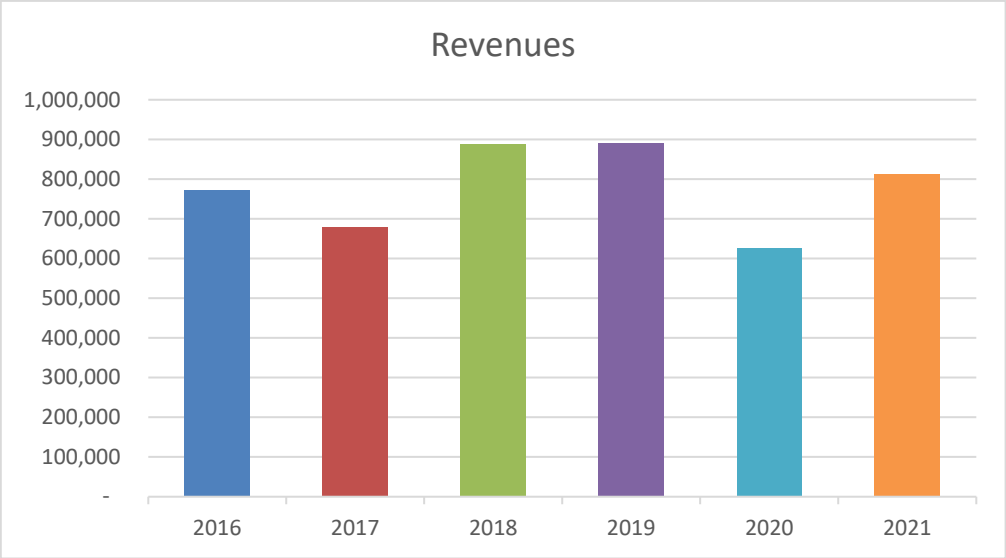
Based on budget information provided by the city for fiscal year 2022, income for Rochester Public Market includes the following:

Income	Income FY22	Share
Department Income	899,700	50%
Property tax allocation	815,200	45%
Appropriation of fund balance	50,900	3%
Transfer premium & interest	31,900	2%
Use of money & property	2,000	0%
Total	1,799,700	100%

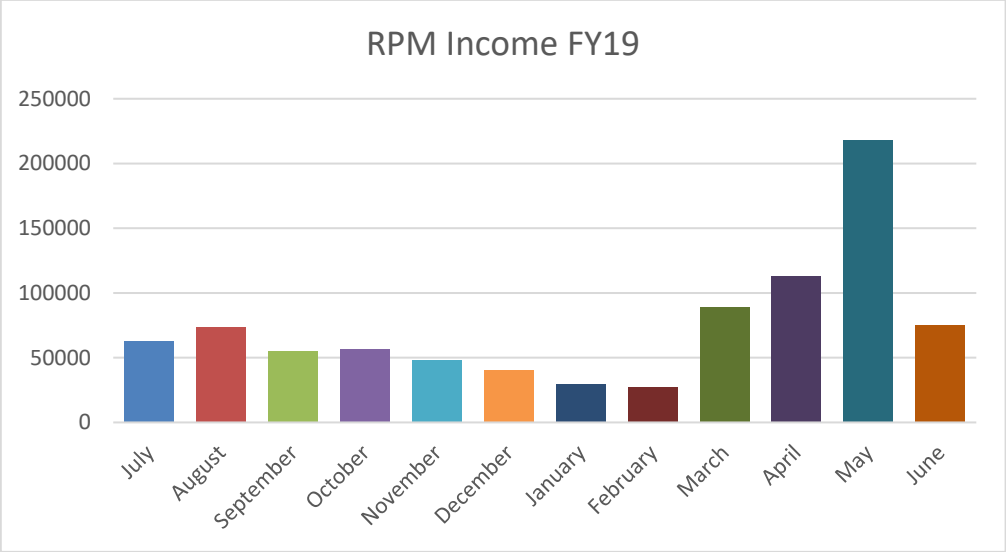
Source: FY22 Fund Summary "Public Market Fund"

According to this accounting, about half of the Market's budget comes from revenue sources ($900,000) and the other half is subsidy provided by the city.

The chart below shows total Rochester Public Market revenues over the past six years, according to data provided by Market management. During the two peak years of 2018 and 2019, revenue equaled nearly $900,000 per year. When the pandemic hit, revenue dropped 30% to about $627,000, but then increased 30% in 2021 to $812,000.



Income varies substantially by month. As the chart for FY19 shows, most income is earned in May, both because vendors are paying for the season and because of the popularity of Flower Days.



The primary source of income is rents paid by vendors. Rents vary between fees paid for the entire year under a license agreement and fees paid by the day. The Market has different rents for businesses selling prepared foods and all other types of vendors. Daily rents vary between Tuesdays, Thursdays, and Saturdays, and between the three seasons. The following chart encapsulates the principal fee structure, with the column on the far right showing the equivalent daily rate if a licensed annual vendor sells at every Market day throughout the year (three days per week times 50 weeks, or 150 days):

	Annual 5/1-4/30	Seasonal 5/1-12/31	Winter 1/1-4/30		Annual Rate/day
Licensed Vendors					
Shed A, C & D					
Vendors	$ 1,485	$ 1,220	$ 425		$ 9.90
Prepared foods	$ 2,335	$ 2,175	$ 635		$ 15.57
Shed B					
1/2 size stalls	$ 1,450				$ 9.67
Garage door stalls	$ 2,860				$ 19.07
Larger inside stalls	$ 4,345				$ 28.97
Outside		$ 1,220			
Daily vendors - Tuesdays					
Shed A, C & D					
Vendors		$ 20	$ 10		
Prepared foods		$ 35	$ 20		
Daily vendors - Thursdays		5/1-10/31	11/1-12/31	1/1-4/30	
Shed A, C & D					
Vendors		$ 40	$ 30	$ 20	
Prepared foods		$ 50	$ 40	$ 30	
Daily vendors - Saturdays		5/1-10/31	11/1-12/31	1/1-4/30	
Shed A, C & D					
Vendors		$ 80	$ 50	$ 30	
Prepared foods		$ 120	$ 80	$ 55	

Low rents are undoubtably part of the reason that Rochester Public Market has been successful. The Market is an inexpensive and accessible place for small businesses to operate.

While the benefit of low rents should be recognized, there are also two important disadvantages. One, low rents provide inadequate resources to operate the Market effectively. Compared to the staffing of other successful public markets, the Rochester Public Market is understaffed. The city provides substantial subsidy to the Market but this does not overcome

the staffing shortage and the Market does not have the staff to meet the goals outlined in the master plan.

The second disadvantage is that low rents do not provide an incentive for vendors to operate more than on Saturdays. This is particularly evident in Shed B, where the city provided a modern, climate-controlled facility for food businesses. While the Market advertises that it is open three days per week, many tenants in Shed B choose to operate on Saturdays only. Unlike in the open sheds, which offer flexibility to slot new vendors into empty spaces or allow vendors to expand their display, a Shed B vendor not opening for business negatively impacts the customer experience. Since vendors in Shed B are uniquely privileged to have permanent display fixtures, vendors not opening for business typically have empty merchandisers or drapes covering their equipment. This creates a negative experience for customers and undermines the Market's effort to be an active retail location on multiple days per week.

Overall, the consultant team believes that rents can be increased in the Market *except for farmers*. Rather, the team recommends that the Market create another rent category for farmers and charge them the lowest rent.

Rent comparisons between markets are difficult because of variations in their location, operating schedule, stall configurations, scale, and infrastructure. Detroit Eastern Market offers a useful comparison due to the relative proximity between the two cities, the fact that both offer shed facilities, and both operate three days per week.

Eastern Market has different rent categories for farmers, farmer/dealers, dealers, and specialty food vendors. The following chart shows the annual rents for stalls in Eastern Market and Rochester Public Market, with the final column representing Rochester Public Market rents as a percentage of Eastern Market's:

Annual fees	Eastern	RPM	Variation
Farmer	$2,785	$1,485	53%
Farmer/Dealer	$3,085	$1,485	48%
Dealer	$3,310	$1,485	45%
Specialty food	$4,010	$1,485	37%
Material goods (9 mo)	$2,660	$1,485	56%

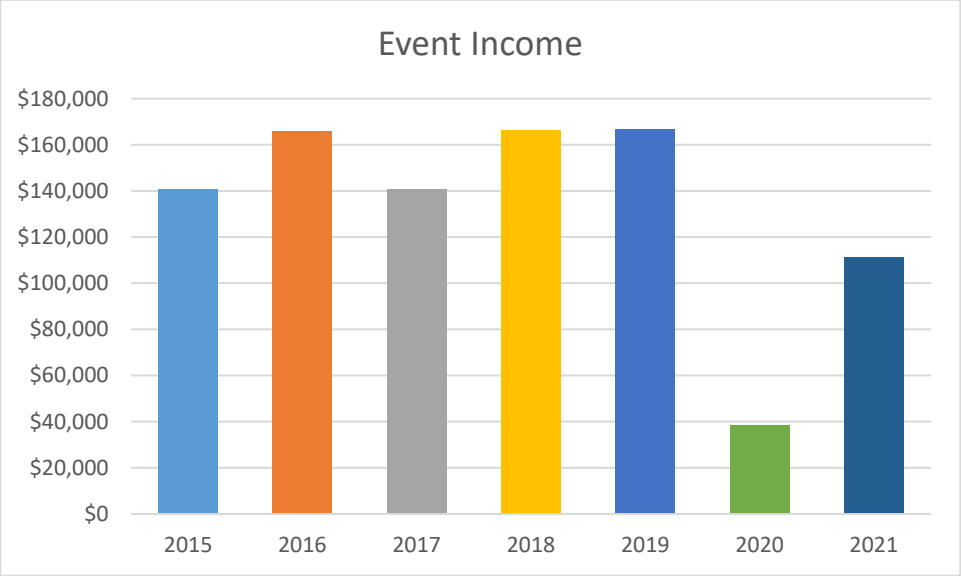
In every situation, the annual rents at Rochester are substantially below rents at Eastern Market. The following chart shows daystall rents at the two markets during peak periods:

Daystall fees	Eastern Peak	RPM Peak	Variation
Farmer	$85	$80	94%
Farmer/Dealer	$85	$80	94%
Dealer	$95	$80	84%
Specialty food	$95	$80	84%
Food cart	$110	$120	109%
Food truck	$135	$120	89%
Material goods	$55	$80	145%

Daystall rents at the two markets are much more similar, with Rochester Public Market actually charging more for prepared food vendors than Eastern Market.

Rochester Public Market derives substantial income from special events. The Market's public event programs include Flower City Days, Superfleas, Bands on the Bricks, and Food Truck Rodeos. In the five years prior to the pandemic (2015-2019), special event income averaged $156,000 per year. In 2021, as the country was beginning to emerge from the pandemic, special event income equaled slightly over $110,000, two-thirds of the 2019 amount.

The following chart shows total event income per year between 2015 and 2021. Nearly all events were cancelled in 2020 because of the pandemic and the event income made a partial recovery in 2021:



In addition to these public-facing events, the Market also rents space for private events. Due to low staff capacity, these spaces are not actively promoted. Market management estimates that annual revenue for private events is about $20,000. The 2021 site rental fees were:

2021 Site Rental Fees	Nonprofits	Others
Less than 100 attendees	$ 600	$ 750
101-250	$ 750	$ 900
251-500	$ 1,350	$ 1,550
501-1000	$ 1,600	$ 2,100

Expenses

Based on budget information provided by the city for fiscal year 2022, expenses for Rochester Public Market include the following:

Expense	Expense FY22	Share
Dept Rec & Human Services	1,031,900	57%
Debt expense	515,800	29%
Undistributed expense	198,000	11%
Cash capital	54,000	3%
Total	1,799,700	100%

About a third of expenses are allotted to debt, likely paying off previous capital investments in the Market.

Detailed expenses provided by DHRC, as shown in the chart below, identified wages as the largest expense by far, at 72% of the total. The line labeled "Undistributed expense" in the previous chart refers to employee benefits, so the actual cost allotted to labor is about $860,000.

Expense	Sum of 2021 Actual	Percent
Admin	$ 62,300	7%
Marketing	$ 19,462	2%
Misc	$ 5,922	1%
Supplies	$ 1,363	0%
Utilities	$ 169,536	18%
Wages	$ 666,213	72%
Grand Total	**$ 924,796**	100%

Utility expenses are the second highest cost at nearly $170,000. While the Market has installed some solar panels, the upgrades proposed in the master provide opportunities to lower utility costs. In addition, vendors in Shed B could be charged for their utility usage, ideally by installing submeters that precisely determine their electrical, gas or water usage. This would provide an incentive for them to conserve utilities as well as transfer the cost out of the Market's expense budget.

Admin expenses at $62,300 refer to services provided by other city departments or staff that support the Public Market, such as HR and legal services. For an operating budget of nearly a million dollars, marketing outlays are very low at less than $20,000 per year.

In addition to the city subsidies that are identified in the budget, there are likely other off-budget expenses that are provided by the city. These subsidies might be reduced or eliminated if the Market operates under a different organizational model.

Analysis and recommendations

As mentioned above, Rochester Public Market should create a new rent category for farmers. Farmer rents should be kept lower than other types of vendors.

The lack of both staff and facilities has meant that the Market is missing income-generating opportunities, particularly with private event rentals. The new Shed C and repurposing the Market House will provide valuable spaces for events. Additional staff will be needed for event sales and execution.

Based on the experience of other public markets, Rochester Public Market is missing opportunities to receive philanthropic and corporate support because it is run by the city.

The information generated by the city's financial management software does not provide a chart of accounts in a manner that can be used for properly managing the Market.

A proposed pro forma is discussed below.

6. Alternative Organizational Models

There is no ideal organizational model for an historic public market – there are examples of well run and poorly run markets regardless of the structure. Other historic, municipally owned public markets that are still operated by city agencies include West Side Market in Cleveland and Eastern Market in Washington, DC, although both have explored a transition to nonprofit management and West Side Market initiated that process in 2022 and plans to have a nonprofit operator by 2023. Some markets have attempted the transition to nonprofit management, such as Broadway Market in Buffalo, but then reverted to city operation when the new structure was unsustainable. Indianapolis City Market moved from city to nonprofit management but still requires substantial city subsidy and has experienced a downward spiral in vacancies.

The experience of Rochester Public Market demonstrates that local government can run a successful market. However, the current structure has limitations and challenges, and may not be the best option for the opportunities and challenges facing the Market in the future. Two options that the consultant team analyzed in detail include creating an independent nonprofit corporation to run the Market and retaining a private property management firm to perform operations on behalf of the city.

Independent nonprofit

Many historic, city-owned markets have transitioned to nonprofit management. The

nonprofit model, with its dual focus on mission and financial sustainability, provides a logical structure for public markets, and nonprofits can be adept at raising funds for both capital investments and operating programs from foundations, sponsorships, and government grant sources. Findlay Market in Cincinnati, North Market in Columbus, and Detroit Eastern Market are all city-owned markets that moved to nonprofit management and have enjoyed great success. Reading Terminal Market in Philadelphia is operated by a nonprofit corporation, although the owner is a state-chartered convention center authority, not local government, and the previous owner and operated was a private company (the Reading Railroad).

Potential benefits of an independent nonprofit include:

- Adherence to values and mission
- Flexibility in hiring and salaries
- Access to philanthropic and corporate donations
- Greater entrepreneurial flexibility and drive
- Removal of operations and policy setting from the political process, which often leads to undervalued rents

Potential challenges of an independent nonprofit include:

- Ability to attract strong volunteer board leadership
- Potential to lose direct and indirect city resources
- Limited resources to sustain operating losses or address disruptions

Outsourced to property management firm

A few historic public markets are owned by local government but outsourced to private firms for property management services. Historic City Market in Kansas City and Essex Street Market are two examples where the city takes an active role in oversight and policymaking but turns day-to-day operations over to a private firm. In Kansas City, local government issues a request for proposals periodically to ensure some competition amongst its contractors. Compensation is set, in part, on achieving positive net income on the approved annual budget.

Potential benefits of a for-profit management company include:

- Efficiencies and expertise from private sector property management firms
- Flexibility in hiring and setting salaries
- Greater entrepreneurial flexibility and drive
- City maintains more direct oversight of the budgeting process and can provide subsidies or other resources, if needed

Potential challenges of a for-profit management company include:

- Private firms are generally not mission focused
- Reduced access to philanthropic and corporate donations

7. Governance recommendations

Characteristics and skills

The ideal management structure for a public market will have these characteristics:

- Dual bottom line: focus on both mission and financial sustainability
- Business discipline in terms of financial management and decision-making
- Capable of acquiring resources from multiple sources for operations and capital investment, including a primary focus on earned income
- Strong, capable leadership resilient to personnel disruptions and transitions
- Operational and financial transparency, yet capable of maintaining individual businesses' privacy
- Ability to apply the Market's rules and procedure fairly and consistently, with flexibility to address unusual circumstances or opportunities
- Solicitous of stakeholder participation and community engagement
- Embracing of diversity, equity, and inclusion
- Capable of adopting technologies

Functional skills needed by Market management include:

- Property management
- Financial management
- Marketing
- Recruitment and leasing
- Rules enforcement
- Technology adoption
- Entrepreneurship support
- Education
- Food access
- Partnership development

Nonprofit corporation

An independent nonprofit corporation most closely reflects the characteristics described above. The nonprofit would operate Rochester Public Market under an operating agreement with the City of Rochester, which maintains ownership of the Market (and would take back responsibility if the nonprofit becomes insolvent or fails to meet its operational obligations). A nonprofit working in close partnership with the City is most likely to garner the resources to achieve the master plan goals and implement the capital projects.

The experience of other communities in making this transition provides valuable information on how to avoid the pitfalls that have stymied some markets while learning from those that have thrived under nonprofit governance. However, each community and each market is different so the transition to nonprofit management will need to be customized for the Rochester Public Market.

The mechanics of incorporating a new nonprofit organization in New York State is straightforward. A critical issue at this stage is deciding how the board of directors will be constituted, including the role of the mayor and city council in selecting board members and whether key stakeholders will be represented.

The next step, obtaining tax exempt status from the IRS, requires specific language in the by-laws that, among other things, ensure the organization is organized and operated for charitable or educational purposes. If the majority of income is likely to come from rents and event space rental rather than grants and donations, the corporation may not be eligible for tax exempt status. To get around this barrier, some public markets have created separate educational foundations as vehicles to receive donations for educational purposes. Markets have also created separate community development corporations to spearhead capital projects. This could be a good strategy for implementing the more complex projects proposed in the Master Plan.

Vision, values, and mission

The nonprofit must be grounded in a clear sense of purpose and identity. This begins with adopting statements of vision, values, and mission for the organization, and baking them into the organization's bylaws and operating agreement with the city.

A starting place for determining the mission is the Rochester City Code, which briefly mentions the Public Market in Section 91-4. The City Code offers this language:

§ 91-4 Purpose of the market.

A. The Rochester Public Market shall be operated for the purpose of providing a place for the sale of wholesome food products, and such other products as hereinafter provided.

B. The Rochester Public Market shall be the focal point of the PMV-Public Market Village as established in Chapter 120 of the Municipal Code, Zoning Code.

[Added 11-19-2002 by Ord. No. 2002-354[1]]

[1] *Editor's Note: This ordinance also provided for the renumbering of former Subsection B as Subsection C.*

C. The land upon which said market is located shall be used solely for a market and its use as a public highway or thoroughfare is hereby expressly prohibited.

This brief statement of purpose does not provide sufficient guidance for policy or programmatic decision-making and fails to capture what makes the Market a unique and valued institution in Rochester. Simply put, it has not evolved with the times. To address this shortcoming, the consultants worked with city staff on the Project Team to develop the following text, which was reviewed by the Steering Committee.

The **vision statement** is a short phrase describing the future the Market intends to create when its mission is accomplished, that is, the destination. Proposed vision:

The Rochester Public Market and surrounding Market district bustle with people, commerce, and culture – welcoming the full diversity of the city's and region's residents and visitors to grow the local food economy, foster local entrepreneurship, celebrate local arts and community events, improve community health/wellness, and deepen community relationships.

The **values** provide guiding principles for the organization, helping to determine the organization's actions, unite its employees, and define its unique purpose. The governance structure and management should reflect and promote these values:

1. ***Authentic and Diverse*** *– the Market is authentically Rochester and proud of its history. It reflects the diversity of local people and organizations and celebrates the gritty charm and funkiness that make it unique among markets nationwide.*
2. ***Food Centric and Health Forward*** *– the Market makes a wide range of fresh, culturally relevant foods available in the heart of the city year-round. It prioritizes vending space for farmers and other small food businesses, runs the nation's largest fresh food access/incentive program, connects diverse food entrepreneurs with a large customer base, and offers cooking/nutrition education and health/wellness programming to the community.*
3. ***Accessible and Affordable*** *– the Market is welcoming, as well as physically and financially accessible to the entire community. It offers a wide range of affordable products for consumers, vending spaces for local small businesses, and public gathering spaces for arts and cultural and community events.*
4. ***Community Focused*** *– the Market values relationships by and among diverse participants including customers, vendors, neighbors, management, district businesses, community organizations, partners, and boosters. It provides a vital public gathering place for*

community members to mingle, exchange ideas, interact, and create connections.

5. ***Loyal and Forward Looking*** *– the Market supports long time vendors and traditions while also working to continuously adapt and innovate. It creates exciting opportunities for new small businesses, customers, visitors, artists, and other participants to engage and build community.*

Finally, the **mission** identifies the core work of the organization to achieve the vision. The Market's programs and initiatives should always support the mission.

The mission of Rochester Public Market is to build on the historic tradition within the Market and surrounding Market district by:

- *providing a vibrant and welcoming gathering place that serves the diverse Rochester community and visitors*
- *supporting local business start-ups and growth by offering affordable vending opportunities to a large and diverse customer base, particularly to farmers and independent food businesses*
- *contributing to community health and wellness by providing access to a wide range of fresh and prepared foods, as well as cooking/nutrition education and health/wellness programming*

The vision, values, and mission should all be living documents, in that they are used by the nonprofit's board and staff to guide decision-making. Over time, they should be adjusted as the Market and its neighborhood change but only after thoughtful deliberation with input from key stakeholders.

Board structure

Nonprofits are governed by a volunteer board of directors. Qualities of effective board members for Rochester Public Market include:

- Commitment to the mission and long-term success of the Market
- Representation of the Market's stakeholders – local government, farmers and other vendors, Market district businesses, diverse customers, local residents, partners
- Business acumen and fiduciary responsibility to the organization
- Understanding of the Market's programmatic and operational functions
- Conduit to capital resources
- Commitment to diversity and inclusion
- Willingness to attend board meetings and serve the organization

Before joining the board, these expectations should be made clear to prospective members. The bylaws should include provisions to terminate board service if members fail to participate or do not uphold the organization's mission and values.

To ensure representation while having a manageable and effective size, the consultant team recommends a board of 13 members. Each board member should be elected or appointed to a three-year term, with the terms staggered so one-third of the board is up for election each year. The proposed method to select board members is:

- City Council appoints three board members. The City Council could select sitting councilors or other representatives.
- Mayor appoints three board members
- Market District Business Association appoints one member
- Friends of Rochester Public Market appoints one member
- Marketview Heights Neighborhood Association appoints one member
- Four members selected by the other board members, with awareness of the need to have diverse perspectives

While various organizations will make board appointments, it is critical that these board members understand their fiduciary responsibilities to the Market corporation. They are charged with doing what is in the best interests of the Market, not promoting their own best interests or the interests of their appointer's organization. Since Market vendors are directly affected by policies set by the board, including rents, the consultant recommends that active vendors are not part of the board. However, the vendors could be asked to nominate a person who they feel is particularly attuned to the vendors' interests and perspective.

Staffing

The nonprofit's staff will need to evolve as capital funding, projects, and programs are created and implemented. The following identifies key initial roles and responsibilities:

- Executive Director
- Market Manager
- Assistant Market Manager
- Operations & Maintenance Coordinator (or Chief Experience Coordinator)
- Development & Strategic Partners Coordinator
- Marketing Coordinator
- Special Events Coordinator
- Finance Manager

If resources are available, valuable additional staff would include an Education Coordinator and Farm Recruiter. Other staff positions will evolve based on which programs or

initiatives the Market pursues. For example, if the recommendation to create new wholesaling facilities is pursued, then a Special Projects Coordinator could be retained to assist planning, capital acquisition, and implementation.

Metrics

The board and staff leadership should agree on a set of metrics to evaluate the Market's performance. These metrics should be directly tied to the Market's mission and values, and should help achieve the vision. The Market will need to create information systems that allow it to readily collect accurate information that inform the metrics. The metrics should be made publicly available on a regular basis, such as in an annual report available on the Market's website.

Suggested metrics are included in Appendix B.

Operating agreement

The city and nonprofit should enter into a written agreement that specifies the roles, responsibilities, and obligations of each party.

The consultant team has provided the client with a copy of the Eastern Market Corporation's Management & Operating Agreement with the City of Detroit. Eastern Market Corporation was established in 2006 for the purpose of operating historic Eastern Market on behalf of the city. The agreement was renewed in 2012 for a ten-year period with another ten year extension provision. Key provisions of the agreement include:

- Eastern Market Corporation is an independent contractor, hires and oversees all employees, and maintains its own insurance, with the City of Detroit listed as an additional insured
- The Corporation submits an annual operating budget to the city's representative 90 days in advance of the city's fiscal year.
- City has the right to examine and audit financial records
- Eastern Market Corporation may borrow funds for improvements to the Market and District on terms acceptable to the city, pledging operating income, not land or buildings
- Termination for cause, including nonperformance or underperformance
- Termination without cause with 120 business day notice
- City approval of subcontracts
- Scope of Work outlines services that will be provided by Eastern Market Corporation, including space rental, operations, parking, promotion, events, community programming, maintenance, capital improvements

An operating agreement between the City of Rochester and the market corporation should identify all areas where the city will support the Market's operation, including any services (such as waste hauling) and maintenance and repair of city-owned property.

Operating pro forma

To understand potential income and expenses for an independent nonprofit manager, the following financial model was created. The model assumes the redevelopment of Shed C, which expands the Market's event income potential. The pro forma is found in Appendix C.

Potential income

A nonprofit manager will have strong incentive and increased flexibility to increase revenue. This might come from recruiting more vendors, adjusting fees, increasing the number of private events, and finding new sources of income such as sponsorships and grants.

Modeling the Market's income from vendor rents is complex because different fees are charged based on the type of vendor, whether vendors commit to annual, seasonal, or winter licenses, and, if vendors pay by the day, what day of the week they sell.

In total, the four Market sheds currently offer 322 spaces (two are used for the demo kitchen in Shed B). In 2021, the Market issued 159 annual licenses to vendors to use 293 stalls (91% of the total stalls). The largest group of annual license-holders are classified as farmers, followed by other foods:

Category	% Stalls 2021
Farmer	45%
Other Foods	36%
Crafts	3%
Prepared Foods	5%
Gen Merch	11%
Total	100%

As shown in the chart below, the Market currently charges $1,485 for vendors in Sheds A, C, and D to purchase an annual license, which allows the vendor to sell three days per week, year-round, while prepared food vendors pay $2,335. Assuming the vendor comes to the Market 150 days per year, this equates to daily stall fees of $9.90 and $15.57.

Within enclosed Shed B, the vendors pay more, about $10/day for a one-half size space, $19/day for a stall along the garage door side, and $29/day for the larger stalls. As noted above, these rents are so low that many vendors do not need to sell at the Market on days other than Saturdays.

	Annual 5/1-4/30	Seasonal 5/1-12/31	Winter 1/1-4/30		Annual Rate/week
Licensed Vendors					
Shed A, C & D					
Vendors	$ 1,485	$ 1,220	$ 425		$ 9.90
Prepared foods	$ 2,335	$ 2,175	$ 635		$ 15.57
Shed B					
1/2 size stalls	$ 1,450				$ 9.67
Garage door stalls	$ 2,860				$ 19.07
Larger inside stalls	$ 4,345				$ 28.97
Outside		$ 1,220			
Daily vendors - Tuesdays					
Shed A, C & D					
Vendors		$ 20	$ 10		
Prepared foods		$ 35	$ 20		
Daily vendors - Thursdays		5/1-10/31	11/1-12/31	1/1-4/30	
Shed A, C & D					
Vendors		$ 40	$ 30	$ 20	
Prepared foods		$ 50	$ 40	$ 30	
Daily vendors - Saturdays		5/1-10/31	11/1-12/31	1/1-4/30	
Shed A, C & D					
Vendors		$ 80	$ 50	$ 30	
Prepared foods		$ 120	$ 80	$ 55	

Over time, these fees can be increased to help provide adequate resources to operate the Market effectively. In addition, the Market should split the "vendor" category to include a lower rate tier for farmers and a higher rate tier for other vendors. This rent differential supports the Market's objective to support regional agricultural and ensure the availability of affordable fresh food to area residents.

Sheds A & D

The following chart shows potential income with a slight rent increase for farmers with annual licenses (5%) and a 25% rent increase for other vendors with annual licenses.

Stalls Shed A & D	% of stalls	Stalls	Fee ↑ over 2021	Rent/stall	Income
1 Farmer	69%	107	5%	$ 1,559	$ 166,840
2 Other foods	25%	38	25%	$ 1,856	$ 70,538
3 Crafts	0%	0	25%	$ 1,856	$ -
4 Prepared foods	1%	2	25%	$ 2,919	$ 5,838
5 Gen Merch	5%	8	25%	$ 1,856	$ 14,850
Total	100%	155			$ 258,065

These rent adjustments result in $26,000 more income, an increase of 11%.

Shed C

The Master Plan recommends redevelopment of Shed C to include an enclosable wing with shed doors and a three-story building with vendor space on the lower level. The wing will operate like the other open sheds except garage doors can be lowered during colder weather and the wing will have minimal heat; no vendor fixtures may be stored in the wing. By contrast, the lower level of the building will be like Shed B, with vendors able to install display merchandisers.

The following chart shows income potential from the new Shed C, assuming the mix of vendors shifts more toward farmers and farmers are charged lower rents than other categories. However, all rents increase because this shed will offer higher value space since it is enclosed and has heating. Baseline rents are $1,485/year for vendors and $2,335 for prepare food. The rental increases are based on these annual fees for the wing of Shed C and Shed B rates of $4,345/year for the indoor space. The new Shed C result is additional rent of more than $72,000, an increase of 68% from 2021, before income from events is included:

New Shed C						
Shed wing	Current % of stalls	Expected % of stalls	Stalls	Fee ↑ over 2021	Rent/stall	Annual Income
1 Farmer	23%	50%	28	15%	$ 1,708	$ 47,817
2 Other foods	35%	29%	16	50%	$ 2,228	$ 35,640
3 Crafts	10%	3%	2	50%	$ 2,228	$ 4,455
4 Prepared foods	3%	3%	2	75%	$ 4,086	$ 8,173
5 Gen Merch	30%	15%	8	50%	$ 2,228	$ 17,820
Subtotal		100%	56			$ 113,905
Building	Stall size					
2 Other foods	9'x9'		4	10%	$ 4,780	$ 19,118
4 Prepared foods	9'x9'		4	25%	$ 5,431	$ 21,725
2 Other foods	7'x11'		2	10%	$ 4,780	$ 9,559
Enhanced spaces	11'x29'		2	75%	$ 7,604	$ 15,208
Subtotal			12			$ 65,610
Total			**68**			**$ 179,514**
Change from 2021						$ 72,379
Change from 2021						68%

Daily shed vendors

Vacant stalls are available for daily vendors, who may also rent stalls if leaseholders do not utilize their spaces on a given day. In the twelve months from October 2020 through September 2021, daily vendors rented a total of 83 stalls on Tuesdays (5%), 257 stalls on Thursdays (16%), and 1,272 stalls on Saturdays (79%). Utilizing the current rates for the different days of the week and seasons, total income from day vendors was approximately $101,000 during this period. Demand for space was likely suppressed by the pandemic. With nonprofit management, revenue from day vendors is projected to increase 25% through a combination of higher fees and more aggressive recruitment, to a total of $126,800.

Shed B (Wintershed)

Annual rents for Shed B currently range from $1,450/year for ½ size stalls to $4,345/year for the large inside stalls. Since the Market is open three days per week, over the course of a year (150 selling days) rents equal less than $10/day for the small spaces, $19/day on the garage door side, and $29/day for the large spaces, well below their likely economic value. These rents are so low that most vendors feel no economic imperative to be open for business besides on Saturdays. Given the high demand for space within Shed B, higher rents there can encourage vendors to be open more days, helping to fulfill the Market's objective to be active on more days of the week and providing more resources to operate the Market. For economic modeling, the rents are projected to increase 25% for farmers and 50% for other vendors from the current level.

Stalls Shed B	% of stalls	Stalls	Fee ↑ over 2021	Rent/stall	Income
1 Farmer	13%	8	25%	$ 3,575	$ 28,600
2 Other foods - garage	35%	22	50%	$ 4,290	$ 94,380
2 Other foods - inside	35%	22	50%	$ 6,518	$ 143,385
3 Crafts	2%	1	50%	$ 2,175	$ 2,175
4 Prepared foods	13%	8	50%	$ 6,518	$ 52,140
5 Gen Merch	3%	2	50%	$ 6,518	$ 13,035
Total	100%	63			$ 333,715

Public events

As described above, the Market's public event program includes Flower City Days, Superfleas, Bands on the Bricks, and Food Truck Rodeos. In the five years prior to the pandemic (2015-2019), special event income averaged $156,000 per year. These public events are expected to continue under a nonprofit manager and the income is conservatively estimated to hold even.

Private events

Rochester Public Market hosts private events under the sheds. The Market receives more requests than it can accommodate, mainly because the Market does not have adequate event space and lacks adequate staff.

The 2021 site rental fees were:

2021 Site Rental Fees	Nonprofits	Others
Less than 100 attendees	$ 600	$ 750
101-250	$ 750	$ 900
251-500	$ 1,350	$ 1,550
501-1000	$ 1,600	$ 2,100

Total income from private events is estimated by management at about $20,000 per year.

The new Shed C will offer three different types of event space that are not currently available in the Market:

- Large **enclosed space**. The Shed C wing at 7,600 sf provides room for gatherings of up to 250 seated or 500 people standing in a three-season space.
- The **rooftop deck** at 4,200 sf will provide space for 320-person receptions or 160 guests with tables and chairs. The deck has both covered and open areas, offering great district and city views.
- The second-floor **event room** at 1,600 sf will handle 100-person seated events or 150 person standing events, year-round. The events can utilize the fully equipped demonstration kitchen.

Staging areas for catering, an elevator, restrooms, and a multipurpose room provide

critical infrastructure to support high value events such as weddings and corporate parties.

The following chart shows an initial estimate for space rental in the Market. While most will take place in Shed C, large events could also utilize Sheds A and D as well as open space around the sheds. Aggressively marketed, these event spaces could achieve even higher revenue:

Site rental for catered events	Shed C	Shed A & D	Total
Event space - 2nd Floor			
Events/year	100		
Site fee/event	$750		
Income	$75,000		
Event space - Rooftop			
Events/year	40		
Site fee/event	$800		
Income	$32,000		
Event space - Shed Wing			
Events/year	20	15	
Site fee/event	$2,400	$2,000	
Income	$48,000	$30,000	
Meeting room			
Events/year	20		
Site fee/event	$150		
Income	$3,000		
Total	$158,000	$30,000	$188,000

Sponsorships and grants

Nonprofit markets are able to attract donations and grants, funds typically unavailable to city-run markets. Cincinnati's Findlay Market reported over $1 million in contributions and grants in 2019, on top of $1.6 million of other revenue. The previous year, it reported $826,000 in contributions and grants on top of $1.5 million in other revenue. Eastern Market Corporation reported $8 million in contributions and grants in 2019 on top of $1.7 million in other revenue.

For budgeting purposes, sponsorship income is estimated at $75,000 in year 1 and grants are estimated at $200,000.

In total, income is estimated at $1.4 million in Year 1 and rises to $1.6 in year 5. The following chart summarizes the income in Year 1, with vendor rents representing 62% of income, events representing 18%, and donations and sponsorships representing 19%:

	Year 1	
Market Rents		
Sheds A & D	258,065	18%
Shed B	333,715	23%
Shed C	179,514	12%
Day vendors	126,800	9%
Subtotal	898,094	62%
Other Income		
Private event rental	188,000	13%
Public events	78,000	5%
Sponsorships	75,000	5%
Grants	200,000	14%
Subtotal	541,000	38%
Gross Operating Income	**1,439,094**	100%

After subtracting amounts for vacancy and bad debt, the Adjusted Gross Income in year one is estimated at $1.4 million. This is a 56% increase from the 2021 Market revenue of $899,000. The full pro forma is found in Appendix C.

Potential expenses

Personnel will be the highest operating cost. The following chart identifies the core professional staff to run the Market and begin to implement the Master Plan. The salary for the Market Director is derived from a recent survey of comparable public markets across the country, inflated to 2022 dollars. Other wages are estimated from Bureau of Labor Statistics data for Rochester, using job titles that most closely align with the positions in the Market.

Personnel	Year 1	
Market Director	$ 109,000	NAPMM National Survey - median nonprofit manager
Market Manager	$80,000	NAICS 11-9141 Property, Real Estate, and Community Assoc Managers
Assistant Manager	$60,000	75% of Market Manager
Maintenance Supervisor	$71,000	NAICS 49-1011 First-Line Supervisors of Mechanics, Installers, & Repairers
Marketing & Events Director	$68,000	NAICS 27-3031 Public Relations Specialists
Events Coordinator	$59,000	NAICS 13-1121 Meeting, Convention, and Event Planners
Development Director	$69,000	NAICS 13-1131 Fundraisers
Staff accountant	$45,000	NAICS 43-3031 Bookkeeping, Accounting, and Auditing Clerks
Fringe benefits	$140,250	
Payroll tax	$42,075	
Subtotal	$743,325	
Annual raise	3.0%	
Fringe benefits	25%	
Payroll taxes	7.5%	

In total, labor costs for professional staff are estimated at $743,325 in year 1. These eight FTE represent a substantial increase over the Market's current staff and will provide the people needed to operate the Market to maximum public benefit and increase revenue.

The next largest expenses are security and utilities. The budget uses the 2021 actual costs of $289,000 and $170,000 respectively.

This budget includes a very large increase in marketing expenditures to $75,000, as well as two staff members focused on marketing.

The budget assumes the city will continue to collect waste at the Market.

Based on these assumptions and estimates, Rochester Public Market should show a small positive net income in each year of operation. As the property owner, the City of Rochester will continue to be responsible for building improvements and major maintenance items.

8. Conclusion

To achieve the goals established in the Master Plan, Rochester Public Market requires additional staff and flexibility to make improvements. Other historic public markets around the country have transitioned to nonprofit management and found considerable success, maintaining their markets' authenticity and mission focus. The nonprofit needs to be structured properly to ensure it has the leadership and resources needed to run the Market well. Pro forma analysis suggests that the Market can both generate more resources and substantially reduce city subsidy through this transition.

Appendix A. Steering Committee

1. James Farr, Public Market Director, City of Rochester
2. Elizabeth Murphy, Office of Planning, City of Rochester
3. Kevin Kelley, Associate City Planner, City of Rochester
4. Chris McManus, City of Rochester
5. Ann DaSilva Tella, City of Rochester
6. Leslie Knox, Friends of the Market
7. Dennis Kennelly, Friends of the Market
8. Rich Holowka, Marketview Heights Collective Action Committee
9. Tim Wilkes, Market District Business Association
10. Scott/Amy Crosier, Flower City Pickers
11. Sam Lentine, Sr., Flower City Produce
12. Sam Lentine, Jr., Flower City Produce
13. Mary Ann/Stan Tara, Zimmerman's
14. Mike O'Leary, kiosk owner
15. Elaine Francesco, Flower City Coffee
16. Phil Munson, farmer
17. Alex Flowers, farmer
18. Chuck Cerankosky, Cure restaurant
19. Katrina Schwartz, Katboocha
20. Keith Meyers, Flower City Bakery
21. John Urlaub, Rohrbach Brewing Co.
22. Bret Garwood, Home Leasing
23. Eric VanDusen, ESL Foundation/customer

Appendix B: Metrics

The following six sets of metrics are proposed to track and analyze customers, vendors, financial performance, operations, events/education/partnerships, and district impact. Suggested data sources are identified for each set of metrics.

1. Customers & community metrics
    a. Attendance (measure of active public space)
        i. Saturdays
        ii. Sundays
        iii. Weekdays
    b. Diversity
        i. Age
        ii. Gender
        iii. Income
        iv. Race
        v. Geography
        vi. Immigrants/New Americans
    c. Food access
        i. SNAP/WIC utilization
        ii. Low-income consumers served
    d. Customer satisfaction – internet survey
        i. Access and parking
        ii. Vendor products and service
        iii. Facilities
    e. Methods/sources
        i. Customer counts, perhaps using security cameras
        ii. Shopper intercept survey
        iii. Community internet survey
        iv. EBT and token program data
        v. Customer complaint logs
2. Vendor metrics
    a. Number/percent within vendor categories (is the Market attracting farmers and food producers?)
        i. Leaseholders
        ii. Daily vendors
    b. Start-ups
    c. Minority owned businesses
    d. Vendor longevity, growth, and development
    e. Satisfaction
        i. Desirability of Rochester Public Market at business location

        ii. Sales trends
        iii. Facilities
        iv. Market management
        v. Hours of operation
    f. Methods/sources
        i. Vendor applications
        ii. Attendance reports
        iii. Vendor interviews
        iv. Vendor survey
        v. Complaint log
3. Financial metrics
    a. Capital investments
        i. Amounts
        ii. Sources
        iii. Uses
    b. Operations
        i. Income
        ii. Expenses
        iii. Subsidy
    c. Income sources/diversification
        i. Rents
        ii. Events
        iii. Sponsorships/grants
    d. Financial management – errors, audit findings
    e. Methods
        i. Bookkeeping
        ii. Attendance records
        iii. Audit
4. Operations
    a. Hours of operation
    b. Staff
        i. Diversity
        ii. Longevity
        iii. Development
        iv. Satisfaction
    c. Sustainability measures
        i. Waste –cost/volume, recycling amounts, composting
        ii. Power –cost/use, alternative generation
        iii. Water
        iv. Alternative transportation
    d. Cleanliness
    e. Safety
    f. Complaints (vendor, customer, community)

g. Facilities
    i. Capacity
    ii. Condition
    iii. Capacity
h. Marketing
    i. Social media
    ii. Advertising
i. Entrepreneurship support/incubation
j. Methods
    i. Operating and maintenance logs
    ii. Staff surveys and reviews
    iii. incident reports
    iv. Advertising placements
    v. Social media views/hits
    vi. Vendor survey
    vii. Customer survey

5. Events/Education/Partnerships
    a. Events and education
        i. Number and types of programs
        ii. Attendees
        iii. Satisfaction
    b. Entrepreneurial support/incubator
    c. Partnerships
        i. Type, number, and depth
        ii. Value added to Market
    d. Methods
        i. Logs of events and programs
        ii. Surveys of event participants
        iii. Surveys or interviews with event organizers and partners
6. District & Neighborhood
    a. Property values
        i. Stability
        ii. Affordability
        iii. Change in values
    b. Building conditions and vacancies
    c. Private investments
        i. Capital improvements
        ii. Purchases
    d. Public investments (infrastructure)
    e. New business openings
        i. Supportive of market's mission/complying
        ii. Non-supportive
    f. Crime

g. Methods
    i. District business inventory
    ii. Survey of district conditions
    iii. Property records
    iv. Crime statistics
    v. Neighborhood resident interviews or survey
    vi. District business owner interviews or survey

Appendix C: Pro Forma

Operating Projection					
Rochester Public Market					
	Year 1	Year 2	Year 3	Year 4	Year 5
Market Rents					
Sheds A & D	258,065	265,807	273,781	284,732	293,274
Shed B	333,715	343,726	354,038	368,200	379,246
Shed C	179,514	184,899	190,446	198,064	204,006
Day vendors	126,800	130,604	134,522	139,903	144,100
Subtotal	898,094	925,037	952,788	990,899	1,020,626
Other Income					
Private event rental	188,000	193,640	199,449	207,427	213,650
Public events	78,000	80,340	82,750	86,060	88,642
Sponsorships	75,000	77,250	79,568	82,750	85,233
Grants	200,000	206,000	212,180	220,667	227,287
Subtotal	541,000	557,230	573,947	596,905	614,812
Gross Operating Income	**1,439,094**	**1,482,267**	**1,526,735**	**1,587,804**	**1,635,438**
Bad Debt Expense	8,981	9,250	9,528	9,909	10,206
Vacancy Factor	26,943	27,751	28,584	29,727	30,619
Subtotal	35,924	37,001	38,112	39,636	40,825
Adjusted Gross Income	**1,403,170**	**1,445,265**	**1,488,623**	**1,548,168**	**1,594,613**
Operating Expenses					
Personnel	743,325	765,625	788,593	812,251	836,619
Security	289,000	297,670	306,600	315,798	325,272
Utilities	170,000	175,100	180,353	185,764	191,336
Market operations	84,000	86,520	89,116	91,789	94,543
Marketing	75,000	77,250	79,568	81,955	84,413
Subtotal	1,361,325	1,402,165	1,444,230	1,487,557	1,532,183
Net Operating Income	**$41,845**	**$43,100**	**$44,393**	**$60,611**	**$62,430**

Operating Projection

Rochester Public Market

	Year 1	Year 2	Year 3	Year 4	Year 5
Rent increase	0.0%	3.0%	3.0%	4.0%	3.0%
Vacancy	3.0%	3.0%	3.0%	3.0%	3.0%
Bad debt expense	1.0%	1.0%	1.0%	1.0%	1.0%
Market operations					
Maintenance/repair	$35,000	$36,050	$37,132	$38,245	$39,393
Misc	$25,000	$25,750	$26,523	$27,318	$28,138
Supplies	$24,000	$24,720	$25,462	$26,225	$27,012
Waste removal	$0	$0	$0	$0	$0
Subtotal	$84,000	$86,520	$89,116	$91,789	$94,543

Personnel	Year 1	Year 2	Year 3	Year 4	Year 5
Market Director	$ 109,000	$112,270	$115,638	$119,107	$122,680
Market Manager	$80,000	$82,400	$84,872	$87,418	$90,041
Assistant Manager	$60,000	$61,800	$63,654	$65,564	$67,531
Maintenance Supervisor	$71,000	$73,130	$75,324	$77,584	$79,911
Marketing & Events Director	$68,000	$70,040	$72,141	$74,305	$76,535
Events Coordinator	$59,000	$60,770	$62,593	$64,471	$66,405
Development Director	$69,000	$71,070	$73,202	$75,398	$77,660
Staff accountant	$45,000	$46,350	$47,741	$49,173	$50,648
Fringe benefits	$140,250	$144,458	$148,791	$153,255	$157,853
Payroll tax	$42,075	$43,337	$44,637	$45,976	$47,356
Subtotal	$743,325	$765,625	$788,593	$812,251	$836,619
Annual raise	3.0%				
Fringe benefits	25%				
Payroll taxes	7.5%				
Expense inflator	3.0%				