

# Village of Spencerport

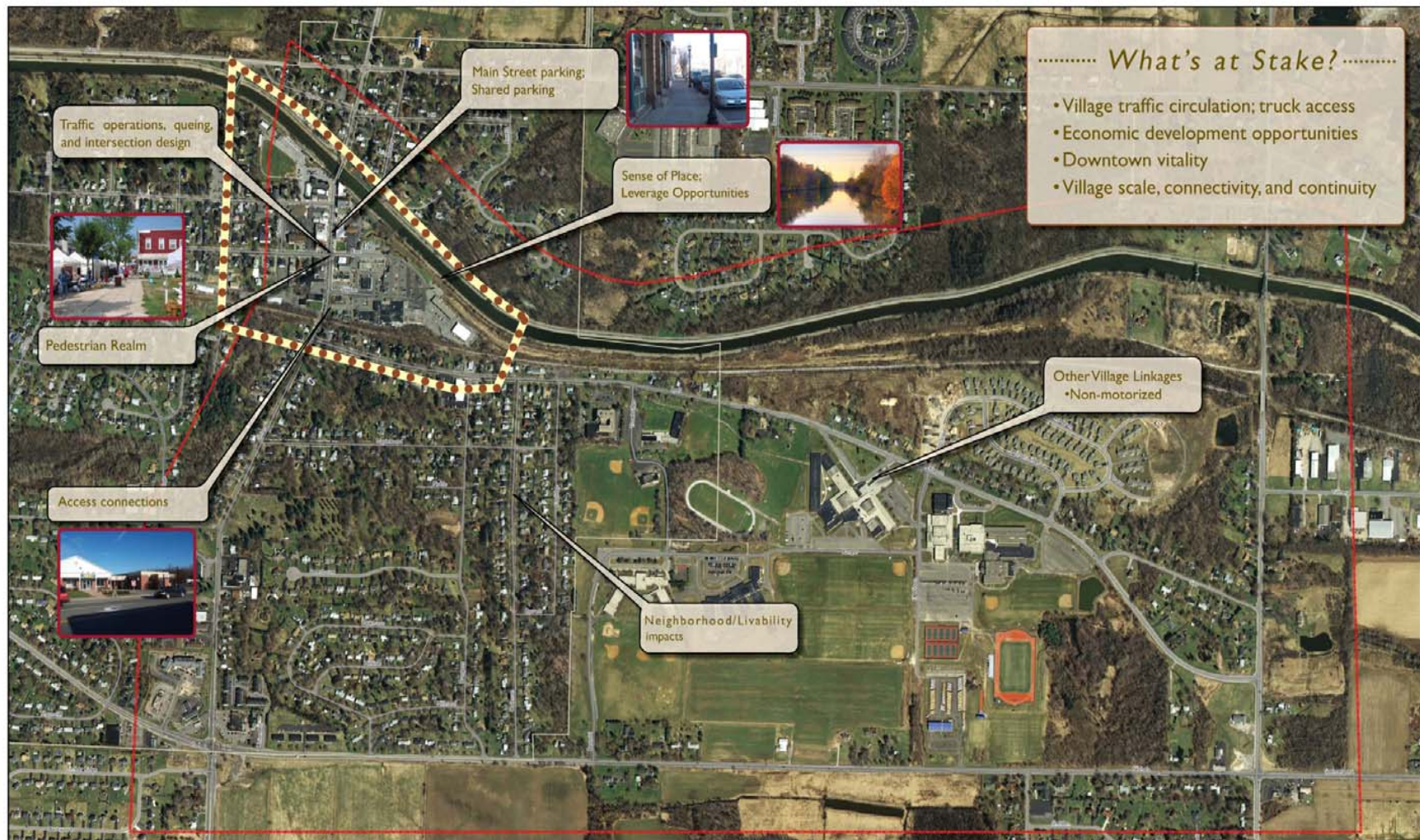
## Eastern Village Corridor Concept Study

### *Reshaping the Central Business Area*

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#### DISCLAIMER:

Financial assistance for the preparation of this report was provided in part by the Federal Highway Administration. The Village of Spencerport is solely responsible for its content and the views and opinions expressed herein do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

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# **Village of Spencerport Eastern Village Corridor Concept Study**

## **Acknowledgements**

### **Steering Committee**

Joyce LoBene, Mayor of Spencerport  
Ted Walker, Former Mayor of Spencerport  
Al Scheg, Village Project Manager  
Carol Nellis-Ewell, Village Trustee  
Jackie Sullivan, Village Clerk  
Owen McIntee, Village Electric  
Tom Friedo, Spencerport Fire Department  
Gay Lenhard, Town of Ogden Supervisor  
Doug Nordquist, Ogden Chief of Police  
Dave Widger, Ogden Highway Department  
Scott Leathersich, Monroe County DOT  
Bonnie Seaburn, Superintendent, Spencerport CSD  
Robert Colby, Monroe County Legislator  
Morgan Management  
Nancy Henneman  
Dick LaCroix  
Marvin Kleinberg, NYSDOT Region 4  
Rich Perrin, Executive Director, Genesee Transportation Council  
Julie Gotham, Program Manager, Genesee Transportation Council

### **Study Preparation Team/Consultants**

Stephen Ferranti, Principal, SRF & Associates  
Matt Ingalls, Principal, Ingalls Planning & Design  
John Steinmetz, Principal, Steinmetz Planning Group  
Tim Poley, Blue Horizon Strategies, Inc.

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## **Executive Summary**

The Village of Spencerport's Eastern Village Corridor Concept Study has been commissioned by the Genesee Transportation Council (GTC) under their Unified Planning Work Program (UPWP). This program is designed to enhance the livability and economic vitality in villages, city neighborhoods, and hamlets throughout the Genesee-Finger Lakes Region.

### **STUDY PURPOSE/ OBJECTIVE**

The purpose of the Village of Spencerport's Eastern Village Corridor Concept Study is to develop feasible transportation planning and design concepts that will improve circulation, accessibility, and parking in Spencerport's Central Business Area (CBA) for pedestrians, bicyclists, and motorists.

### **STUDY AREA**

The primary study area encompasses the Village Plaza, south of the Erie Canal, north of Lyell Avenue, and east of South Union Street (NYS Rt. 259, commonly referred to as "Main Street" in this report) , while the secondary study area includes the eastern portion of the Village of Spencerport and parts of the Town of Ogden bounded by the Erie Canal to the north, South Union Street to the west, Nichols Street (NYS Rt. 31) to the south, and Gillette Road (Monroe County road 210 in the Town of Ogden) to the east.

### **COMMUNITY ENGAGEMENT**

Meaningful community participation is critical in developing a reality based plan with support from local residents, business owners, and property owners. In order to gather meaningful public input, the Steering Committee and the Consultant Team held a community planning and design open house. Many residents and affected community members were in favor of a connection to Lyell Avenue, a trail/sidewalk connection from the Plaza to the School, construction of buildings along the Canal, the Canal as a destination point, and the relocation of utility lines away from the Canal.

### **ECONOMIC FEASIBILITY**

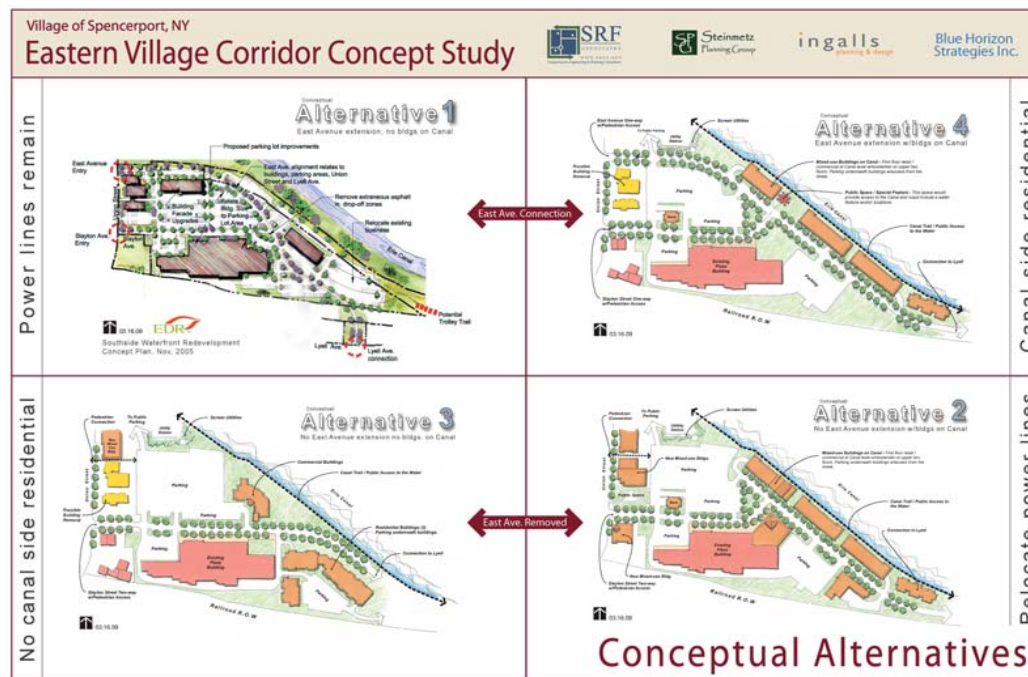
An economic feasibility assessment was performed as part of this study to determine what re-development scenarios and land use types may be feasible within the Central Business Area (CBA) of the Village of Spencerport based on current conditions and future projections. This information provided a basis for the generation and analysis of traffic and parking (vehicles, pedestrians, and bicycles) within the CBA. The results of the transportation analysis have guided the development of transportation alternatives and recommendations. Conclusions of the economic assessment include the following points:



- Incorporate mixed use land uses along the canal,
- Phased residential development with buildings directly along the canal,
- Village should consider marketing and promoting the community,
- Village should consider promoting different types of infill housing development.

## PRELIMINARY ALTERNATIVES

A plan for the Central Business Area (CBA) must incorporate previously identified community goals and vision, recommendations from the economic assessment, input from steering committee members as well as public input and comments as it relates to transportation. Therefore, four alternatives were prepared, evaluated and presented to obtain comments, thoughts and ideas for further refinement. All four of the alternatives assume that a connection to Lyell Avenue will be made via the extension of East Avenue. Two of the alternatives assume that East Avenue will remain and the other two options consider the removal of East Avenue and conversion of Slayton Avenue to two-way traffic flows. Also, two of the alternatives include residential uses along the canal with the electric lines relocated, and the other two alternatives consider residential uses else where within the village plaza and the electric lines would remain in the current location.



\* Refer to pages 45-49 for larger maps

## PREFERRED ALTERNATIVE

A Conceptual Master Plan was developed as an illustrative example of how the plaza and the surrounding area could be redeveloped to create an exciting mixed-use canal side development that capitalizes on the close proximity of the Erie Canal and embraces urban character, density, and connectivity. In order for people to want to live, work, and visit here the area must have a sense-of-place that makes it unique and special. The buildings must have character and contain a mix of uses that actively engage the pedestrian realm. Streets must be inviting, walkable, and accommodate all users.

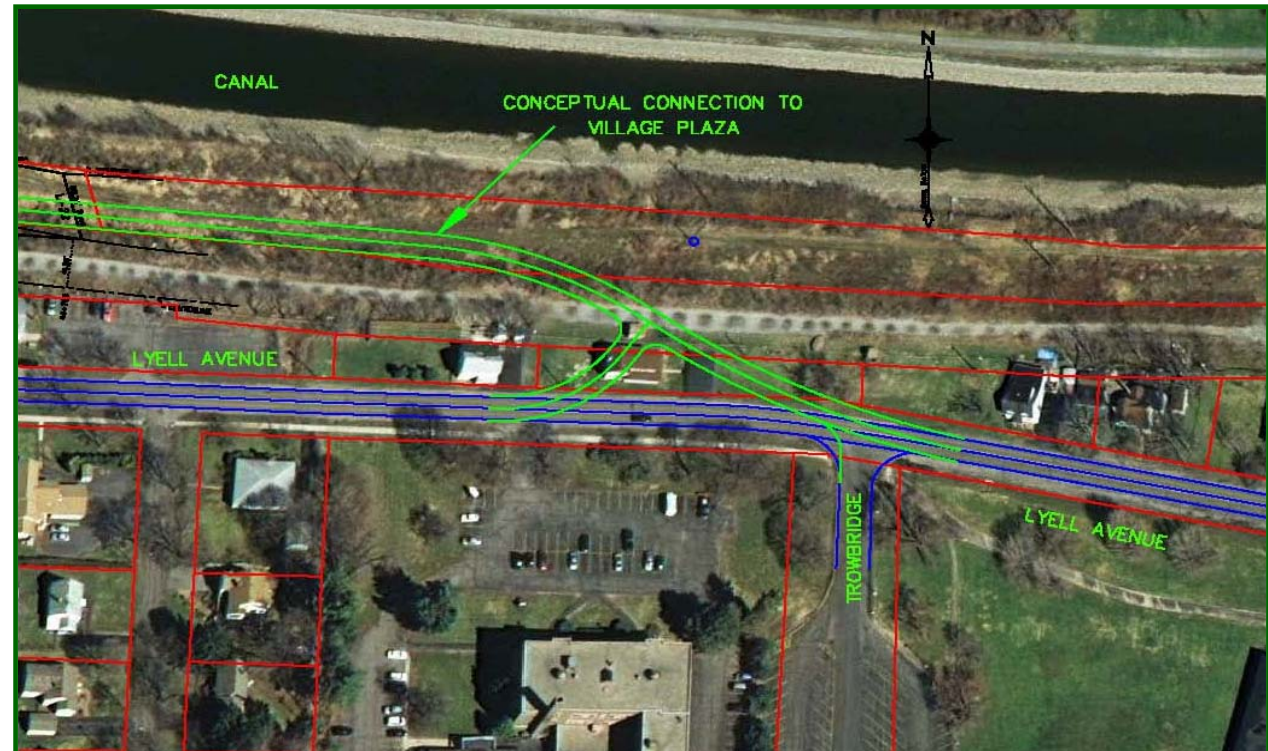


\* Refer to body of report for a larger map



## PREFERRED ALTERNATIVE (CONT'D)

The preferred alternative indicates an extension of East Avenue to Lyell Avenue at Trowbridge. The following diagram illustrates a conceptual alignment of the East Avenue extension and connection to Lyell Avenue. This alignment has a number of benefits; the main benefit is encouraging traffic to travel through the plaza area and not in front of residences on Lyell Avenue. The conceptual alignment includes removal of an existing residence; however an alignment may be achieved to avoid taking any residences.



The final alignment would need to be engineered, designed, and reviewed by Monroe County Department of Transportation (MCDOT). Private land owners, CSX, the Village and MCDOT will all need to be involved to accomplish a connection to Lyell Avenue.



Graphic illustration of Slayton Avenue extended & redeveloped



Example of a “sharrow” marking

### STREETS

Streets are the bones of the public realm. They are our primary public spaces and should be designed to accommodate all users. Currently, Union Street is a vibrant urban street with a traditional “Main Street” feel. However, neither Slayton Avenue nor East Avenue are inviting public spaces. When reconstructed, they must be pedestrian and bicycle friendly, include on-street parking, effectively move motor vehicles, and include ‘place-making’ design characteristics. For people to want to live, work, and visit here the area must have a sense-of-place that makes it unique and special.

### BUILDING CHARACTER AND PLACEMENT

In an urban environment, like the Village of Spencerport, buildings help to define the public realm. Facades should actively engage the street with entrances, windows, and architectural details. New buildings, whether they be located on Union Street, East Avenue or Slayton Avenue should reflect the scale and massing of traditional village commercial district architecture. Buildings should be placed close to the street with entrances and windows that engage the pedestrian realm. When appropriate, fenestration and architectural detailing should respect adjacent buildings.

### PARKING

The Central Business Area (CBA) appears to have enough parking for normal weekday business conditions; however, the Village of Spencerport should attempt to obtain additional parking areas within the CBA for municipal use. Public / private parking agreements should also be explored and obtained where applicable within the CBA. During peak times throughout the year, additional parking within the CBA may be desirable. Public or Municipal Parking wayfinding signs should be installed along Union Street to direct people to lots within the CBA.

### PEDESTRIAN AND BICYCLE CIRCULATION

The following recommendations should be implemented to enhance the experience of pedestrians and bicyclists in the Village of Spencerport:

- High visibility cross walks can be installed at all locations on Union Street and Lyell Avenue.
- Install pedestrian indications with count down timers at the Union Street / East-West Avenue intersection to enhance safety for pedestrians accessing the Village Plaza.
- To provide a more connected sidewalk system within the study area, sidewalks along both sides of Union Street could be extended to Route 31 and the retail area. The sidewalk along the north side of Lyell Avenue could be extended to the east to the residences opposite the school. The sidewalk on Prospect could be extended southward to Route 31.
- To improve the experience for bicyclists, it is recommended that bike lanes be installed from Lyell Avenue along the East Avenue extension, East Avenue, and then northerly along Union Street to the canal. In locations where it is not feasible to install separate bicycle lanes, “Share The Road” signs can be used. The Village should consider future implementation of the “sharrow” marking.



## ZONING AND REGULATORY STRATEGIES

### PROPOSED CANAL TOWN PLANNED DEVELOPMENT DISTRICT

The Village and the owner of the Village Plaza may want to consider the creation of a Planned Unit Development (PUD) for the entire Village Plaza Site. The purpose of a PUD or Planned Development District (PDD) is to provide for greater flexibility in the development and redevelopment process as compared to rather rigid development regulations common to traditional zoning districts. The PDD process provides for a joint planning/design effort by developers and Village officials.

### ADDITIONAL ZONING RECOMMENDATIONS

The Village should strongly consider eliminating the Industrial Zoning Classification that currently encompasses the Village Plaza. This zoning classification allows for a number of light and heavy manufacturing type uses that may be in-appropriate in the heart of the community. In addition, Adult Uses are a permitted use that can be located within the Village Plaza. Adult Uses may not be desirable by Village residents and existing businesses located in the CBA. It is recommended that the Plaza be re-zoned to the CT Planned Development District described later in this report or to the B-1 or B-2 Commercial District. A third scenario to consider is the consolidation of the B-1, B-2, and C Districts within the CBA to a single Village Center (VC) District. The intent of the VC District would be to allow a variety of retail and service uses that foster a traditional, pedestrian oriented environment.

## IMPLEMENTATION/ FUNDING

Recommendations are subdivided into three categories: Immediate to Near Term (0-5 years), Medium Term (5-10 years), and Long Term (10-20 years). Many of the Immediate to Near Term recommendations can be implemented as part of ongoing maintenance. Meanwhile, other items in this phase of implementation are either relatively low cost modifications or funding for these improvements may be more readily available. Medium Term recommendations require more planning and funding to implement and can likely be accomplished in the 5 to 10 year timeframe. The Long Term recommendations are generally more expensive and are likely to require significant planning to implement. It is noted that the longer timeframes may more closely align with typical NYSDOT timeframes used for programming funding. Specific long term improvements may be made sooner if funding becomes available. Opportunities for funding and a description of the funding sources that are available are detailed later in this report.

**IMPLEMENTATION/  
FUNDING  
(CONT'D)**

The following list includes an outline of some key items recommended for action as a result of this study:

- Finalize preferred layout of East Avenue extension and connection to Lyell Avenue,
- Determine requirements for crossing CSX right-of-way for Lyell Avenue connection,
- Determine options & associated costs for relocating overhead electric transmission lines,
- Design East Avenue extension and detailed cost estimates,
- Construct residential uses along canal,
- Screen municipal electric sub-station

The following table provides planning level cost estimates for the recommended implementation items included in this report. Refer to body of report for specific information related to each itemized cost estimate.

RECOMMENDATIONS	PLANNING LEVEL COST ESTIMATES
Install bike lanes on Union Street from East Avenue to Canal Bridge:	\$8,000
Gateway treatment at railroad overpass:	\$10,000 - \$30,000
Install pedestrian countdown signals at East Avenue / Union Street:	\$10,000
Install high visibility crosswalks along Union Street at Lyell, East and Amity (each location):	\$3,000
Relocate electric transmission lines:	\$800,000 - \$1,000,000
Screen municipal electric sub station:	\$10,000 - \$20,000
Construct East Avenue extension (from East Avenue to Lyell Avenue):	\$300,000
Reconstruct public portion of Slayton Avenue with on-street parking & side- walks: (Union St. to ~250' east of Union)	\$80,000
Public boat docking along canal:	\$250,000
Multi-use trail from Trowbridge to Gillett Road:	\$30,000

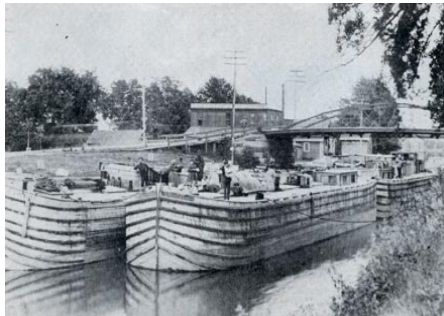
### I. Introduction

Today's community transportation issues involve much more than moving vehicles and preserving safety and efficiency of travel. Public safety, economic development, the environment and quality of life are also very important in understanding transportation problems and solutions. Well designed and integrated land use, transportation and circulation systems, particularly in a village's central business area help preserve a sense of community, foster economic development goals, and preserve both public and private investment.

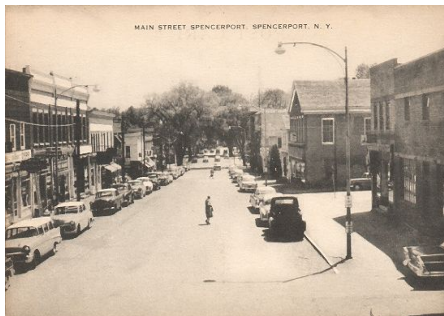
**Utilize market realities & transportation impacts to develop an informed/realistic set of transportation-based community design solutions that are consistent with the overall community vision.**

This plan will develop concepts to improve circulation, access and parking for all modes of travel within the southeast quadrant of the Village while fostering the economic vitality of the central business area. Over the past several years, a growing number of businesses have located in Spencerport, including restaurants, craft shops, music studios and professional offices. In addition, the community has continued to enhance its amenities along the canal to attract boaters and trail users. This study will help to ensure that the economic vitality of the Village continues to increase while enhancing the experience for pedestrians, cyclists, and motorists that patronize the local businesses.

### A. Community Background & Study Area Description



The Village of Spencerport is located in the Town of Ogden in northwestern Monroe County. The village was first called "Spencer's Basin" but was changed to "Spencerport". In the late 1800's Spencerport was a bustling canal center. Warehouses shipped out produce such as grain and beans. Municipal water, electric and sewer were installed in the Village in the early 1900's. Although goods and produce no longer travel the canal, it is no less important to the future of Spencerport. To this day the Erie Canal remains a vital part of Spencerport's identity. With the focus on recreation and tourism, the Village of Spencerport needs to be an important stop on the Western NY stretch of the Erie Canal.



The Village of Spencerport has numerous locations where vehicle, bicycle, and pedestrian movements are limited, constrained, inappropriate, or impede development, economic vitality, and provide a non-user-friendly experience. Furthermore, there may be other benefits and opportunities to connecting East Avenue with Lyell Avenue. Doing so may provide better access to the Village Plaza, Spencerport's tourist destinations (such as the Spencerport Depot & Canal Museum and the Erie Canal) and businesses of the central business area.

Spencerport's Main Street (NYS Route 259 / Union Street) is similar to other Village Main Streets in Upstate New York in that it serves the dual purpose as a primary travel route as well as the heart of



the central business area. Route 259 is a state travel route linking the communities of Hilton, Spencerport, and North Chili, with the Lake Ontario State Parkway located to the north and Interstates 490 & 531 located to the south.

### COMMUNITY VISION AND GOALS

It is the goal of the Village of Spencerport to use resource-based development to take advantage of their proximity to the Erie Canal; thereby enhancing the “Canal Town Character”. Previous studies indicate residents desire a unique and authentic place with an integrated and balanced mix of uses that provide locations for living, working, and playing. This can be accomplished through public and private efforts by taking advantage of the Erie Canal to create a destination location for visitors arriving by car, bicycle, boat, or on foot. To accomplish this, the Village and its partners will focus public and private efforts to:

- Enhance gateway entrances to the Village,
- Improve the pedestrian experience,
- Redefine underutilized spaces,
- Ensure the safety of pedestrian, bicycle, and motor vehicle traffic;
- Provide an environment that entices residents and visitors along the canal to walk and bike to services;
- Promotes health and wellness.

These elements form the basis of Spencerport’s transportation strategy that will guide decision-making over the next decade. In order to achieve this strategy, the Village recognizes that it will have to work closely with Town of Ogden, NYSDOT, MCDOT, and GTC.

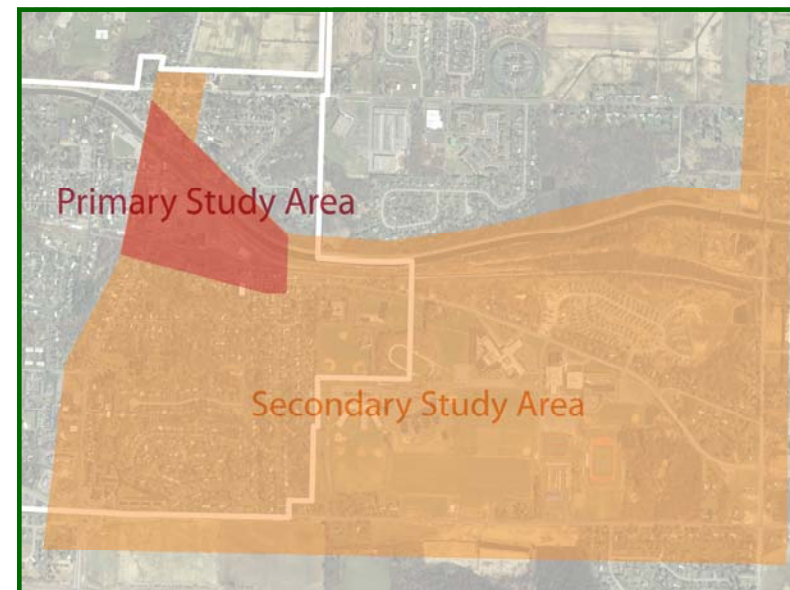
### STUDY AREA

The Eastern Village Corridor includes the eastern portion of the Village of Spencerport and parts of the Town of Ogden bounded by the Erie Canal to the north, South Union Street (NYS Rt. 259) to the west, Nichols Street (NYS Rt. 31) to the south, and Gillette Road (Monroe County road 210 in the Town of Ogden) to the east.

The primary and secondary study areas are depicted in Figure I to the right.

Included within the study area are residential areas, the Village Plaza, fire and ambulance emergency services, the Hickory Hollow senior citizen complex, small businesses, and the Spencerport school campus along Lyell Avenue, a county highway.

**Figure I: Study Area**



### B. Study Purpose and Process

The purpose of the *Village of Spencerport Eastern Village Corridor Concept Study* is to utilize market realities & transportation impacts to develop an informed/realistic set of community design solutions that are consistent with the overall community vision. This study will also aid officials in advancing the Village of Spencerport's Master Plan by addressing transportation challenges and identifying physical as well as regulatory opportunities for canal town enhancement, gateway treatments, enhanced parking and access management, and improved pedestrian, bicycle, and vehicular circulation.

At the beginning of the study, a Steering Committee was formed to establish priorities, provide continuity and oversight, and progress the Community's Vision Plan with respect to transportation and community design. The committee has guided the study process, facilitated a Public Open House, and acted as liaisons to the broader Community. Members of the committee include Village officials (mayor, trustee, clerk, public works, electric), school district officials, fire department officials, a Monroe County legislator, a representative from the Chamber of Commerce, representatives of a major land owner in the Village, Town of Ogden officials (supervisor, public works, police), and local residents. Other members include representatives from the New York State Department of Transportation (NYSDOT), Monroe County Department of Transportation (MCDOT) and the Genesee Transportation Council (GTC). GTC is the regional Metropolitan Planning Organization that is supporting the Village of Spencerport's Eastern Village Corridor Concept Study. They are responsible for the disbursement of federal aid monies for transportation-related projects, programs, and initiatives within the region.



Public Open House Meeting

### TRANSPORTATION INVENTORY & LAND USE ANALYSIS

The foundation of this study is defined by documenting the existing transportation features, multi-modal traffic volumes, operating conditions, parking inventory, and land use patterns. To support the analysis and decision-making necessary to advance this study, an inventory of existing and planned conditions was conducted, and existing policies and regulations were reviewed. Land use maps illustrating existing

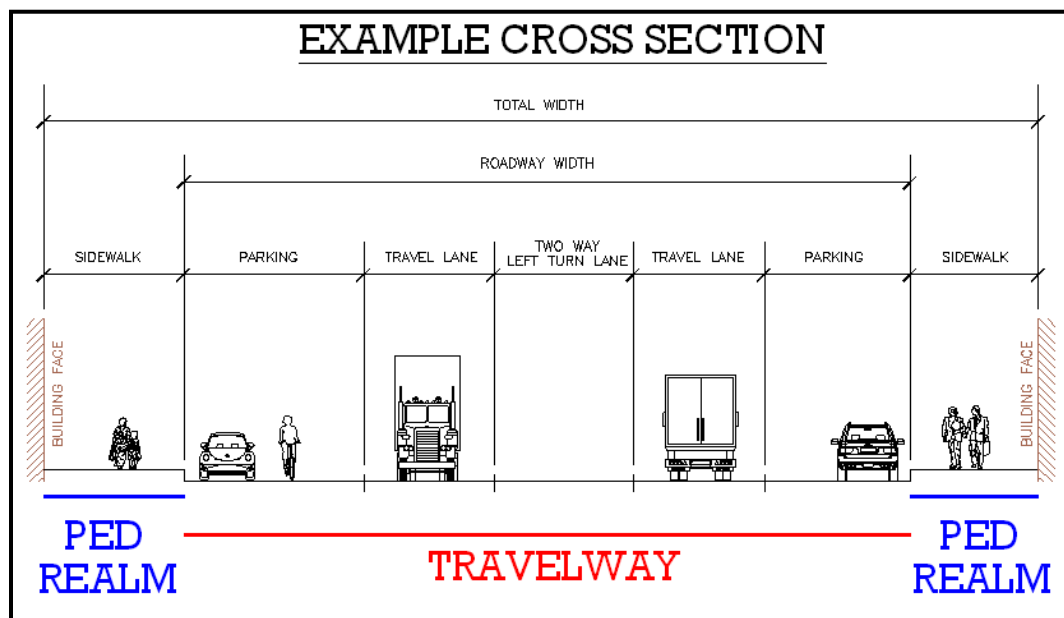
building locations (Figure-Ground diagrams), residential and commercial zones, civic areas and parkland, parking, and schools have been developed. Subsequent sections of this report discuss the inventory and analysis in detail.

### UNDERSTANDING THE PUBLIC REALM

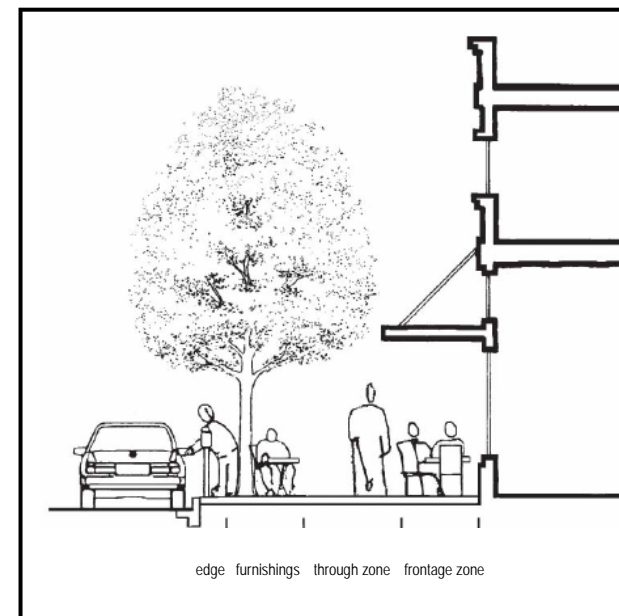
This study evaluated the public realm with respect to safety, function, and context-appropriate or context-sensitive solutions for the study area that will improve the look and feel of this innately human-scale environment. The public realm is defined as the physical space spanning the roadway from building face to building face. The public realm is comprised of a Travelway and the roadside or Pedestrian Realm, as illustrated in Figures 2 and 3.

Aesthetic and operational improvements to both the Pedestrian Realm and the Travelway will augment the Village of Spencerport's canal town character by increasing its value as a destination and contributing to a community's quality of life. Improving the public realm serves to invite local residents as well as canal goers to explore the central business area on foot. The presence of pedestrians in a central business area contribute to its economic vitality and overall vibrancy while sending a visual cue to motorists that Union Street is an activity center, thus encouraging slower speeds and increased safety.

**Figure 2: The Public Realm**



**Figure 3: The Pedestrian Realm**





## II. Village of Spencerport - Inventory and Analysis

This section provides an overview of existing conditions in the primary and secondary study areas.

### A. Previous Planning Studies

Over the past 12 years, Spencerport has been the focus of several thoughtful and thorough planning studies and efforts. A list of the previous work efforts are listed below.

- Spencerport Revitalization, 2008 Barkstrom & LaCroix
- East Avenue Extension, 2007 MRB / SRF
- Southside Waterfront Redevelopment Concept Plan, 2006 EDR
- Inventory of Existing and Planned Conditions: Southside Waterfront Redevelopment Concept Plan, 2005 GTC
- Town of Ogden Comprehensive Plan, 2003
- Main Street Transportation Tools, 2003 Genesee Finger Lakes Regional Planning Council
- Village of Spencerport Comprehensive Plan, 2002
- Village of Spencerport Canal Plan, 1996 EDR
- Village of Spencerport Parking and Traffic Flow Study, 1996

The list of previous work was reviewed as part of this project. Five of the previous reports have the most relevance to this project and are discussed further below.

#### VILLAGE OF SPENCERPORT COMPREHENSIVE PLAN, 2002

*“The Comprehensive Plan serves as a guide to the future development of land-uses, the transportation pattern and community facilities. It is directed toward economical means of attaining community goals, solving existing problems, and ensuring the best use of the Village’s resources.”*

*~ Village of Spencerport Comprehensive Plan*

The 2002 Comprehensive Plan acknowledges that new development opportunities within the Village are limited. As a result, the community should focus on the enhancement and re-development of existing residential and commercial areas. In order to accomplish this, the Plan contains several goals which are relevant to this study and the process used to develop the study. These include:

## II. Inventory and Analysis

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- To retain the residential character of the community while helping to provide for housing needs of the expected population growth of the Town of Ogden;
- To strengthen the economic and fiscal health of the Village;
- To provide the public services and facilities that efficiently and economically meet current and anticipated needs of the citizens and public;
- To support recreation facilities, open space and community services for a growing population;
- To encourage a sense of identity and pride in the Village.
- To require high standards of quality and appearance for existing and future development, both public and private; and
- To encourage and promote broad citizen participation in aspects of community life.

It should be noted that the Comprehensive Plan does not contain specific recommendations for the future land use pattern for the community as well as the Eastern Village Corridor Study Area. However, it does articulate a desire to capitalize on the presence of the canal and ensure that certain areas within the Village maintain a Canal Town theme. In order to accomplish this, the Village Board established an Architectural Review Board and corresponding design standards.

*Economic Base* - The Plan highlights the contribution that the retail sector makes to the local economy as well as to the overall quality of life to the community. It assumes that more stores will be needed to serve the growing population of the Village and the surrounding area.

*Transportation System* - The transportation section of the Plan contains policies that address the local highway system, pedestrian and bicycle accommodations, and parking needs in the Central Business Area (CBA). These policies have supporting objectives that relate directly to this Study. These include:

- Provide convenient access and parking within the CBA.
- Promote the construction of walkways in commercial centers.
- Continue to utilize the Parking and Traffic Committee in the CBA.
- Extend East Avenue to Lyell Avenue.
- Utilize existing bike routes along the Canal

The Comprehensive Plan states that the community should complete a periodic review of the Plan on a regular basis. The Village is currently in the process of completing an update to the 2002 Plan.

### TOWN OF OGDEN COMPREHENSIVE PLAN, 2003

This plan provides a community vision, policies, and implementation items to help achieve the vision. The document also includes a description of the process used to develop the plan, an inventory of current conditions within the Town, and its relationship with the Village of Spencerport. According to the Plan, "It is the Town's vision to be an attractive place to grow up, live, raise a family, and enjoy retirement. The Town will strive to achieve this vision while managing growth in a way that maintains its rural character and small town charm. The Town also recognizes that the Village is the social and cultural center of the Town, which enhances its overall appeal and the quality of life of its residents."

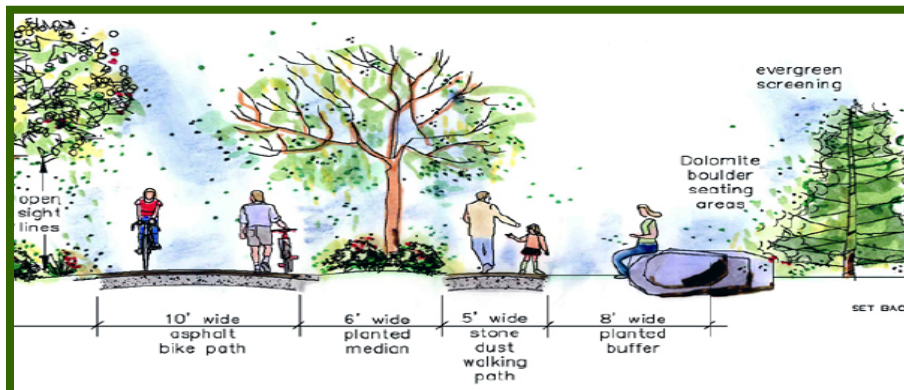
While this Study for the Village of Spencerport does not directly address recommendations in the Town of Ogden, it will be important to consider development and traffic patterns outside of the Study limits and ensure long-term connectivity between the Village and other regional nodes, including the City of Rochester and surrounding communities.

### MAIN STREET TRANSPORTATION TOOLS, 2003

This study, completed by the Genesee/Finger Lakes Regional Planning Council, identifies the various tools available to enhance “Main Streets” as viable community centers. This study summarizes information collected for the Village of Spencerport in order to clearly identify the Village’s assets and needs and how these can be applied to South Union Street as the focal point for improvement. Some key recommendations include: establish bike lanes, improve signage, improve crosswalks, and better designation of public transportation stops.

### SOUTHSIDE WATERFRONT REDEVELOPMENT CONCEPT PLAN, 2006

The purpose of the Southside Waterfront Redevelopment Concept Plan was to create a vision for the southeastern waterfront area in the Village of Spencerport (and portions in the Town of Ogden). The planning process resulted in three goals to support the overall vision of enhancing Canal Town character. These goals addressed 1) gateways, 2) the pedestrian experience and 3) redefining underutilized spaces. The Plan also included various concept plans as well as short, medium and long term improvements to be undertaken in order to achieve the vision. Furthermore, this document provides guidance for site development standards and architectural guidelines with specific checklists. The graphics shown below are excerpts from the plan. Figure 4 on the following page illustrates a conceptual layout for the alignment of an East Avenue Extension through the Village Plaza.



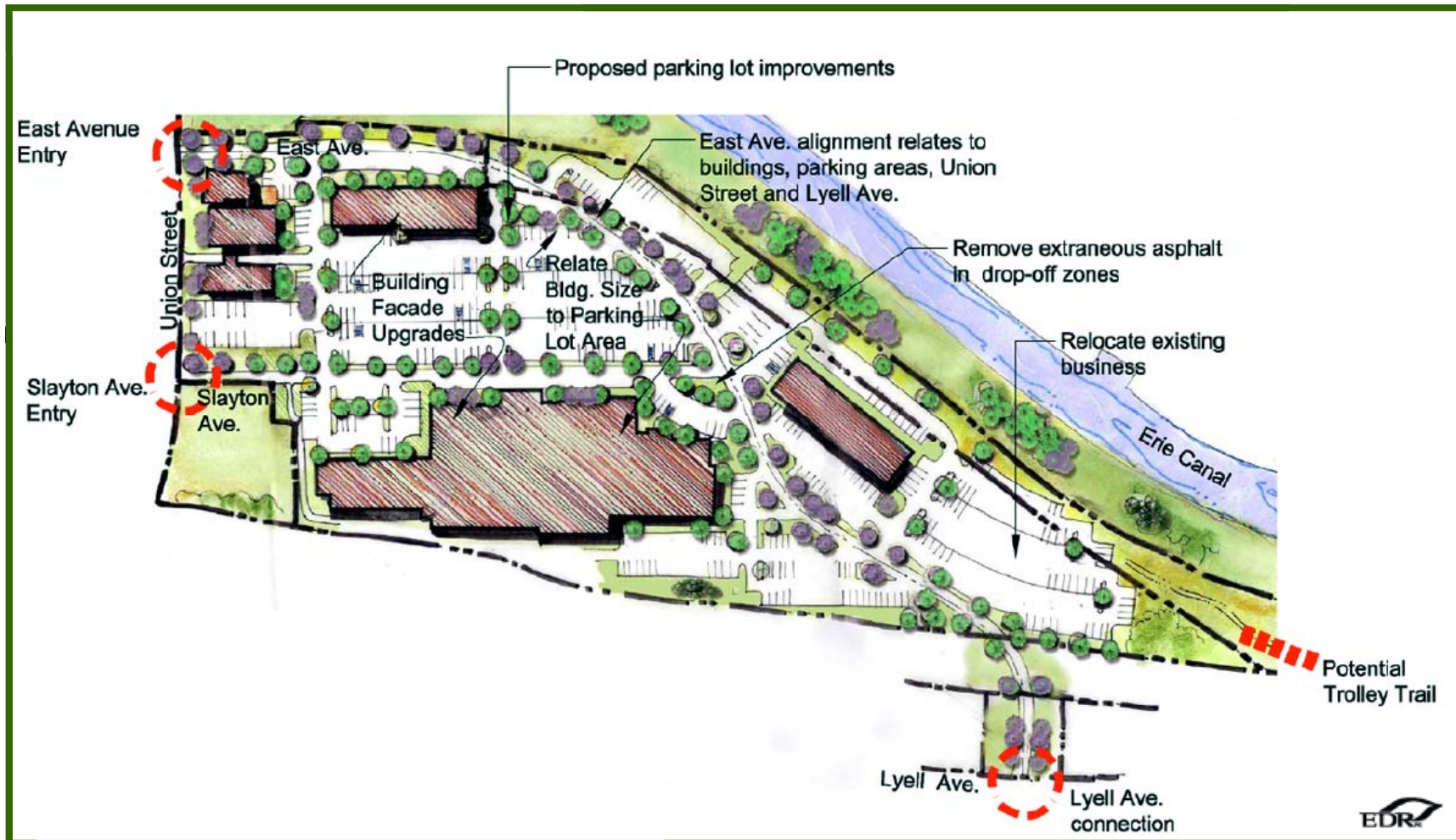
Rendering of a potential cross section of multi-use trail along the southern side of the canal, east of Village Plaza.  
(Source: EDR)



Rendering of a potential gateway enhancement of the railroad bridge over S. Union Street.  
(Source: EDR)



**Figure 4: Concept Plan  
For Village Plaza**



**SPENCERPORT REVITALIZATION STUDY (SECOND EDITION), 2008**

Barkstrom & Lacroix Architects provided the Village with a Master Plan for the Village Plaza and the portion of S. Union Street between West Avenue and the Railroad Bridge. This document is a collection of essays and sketches provided to the Village at no charge. This document includes several essays that provide the architect's impressions, thoughts, and ideas for Spencerport, as well as a collection of "visual notes" that include sketches and photographs of Spencerport's existing context and images of other villages with features that might be desirable for the creation of a successful and vibrant Village Center. It should be noted that the primary author was Mr. Dick LaCroix, a resident of Spencerport.

This plan was not undertaken as a formal assessment of the Village, but rather represents a creative design study and process to envision the long-term potential for the Spencerport Central Business Area.

One of the sketches produced through this effort to illustrate the design concepts and some of the architect's design considerations that could serve to revitalize the Village Plaza is shown in Figure 5.

**Figure 5: Concept Sketch for Housing Along the Canal within the Village Plaza**



### B. Current Land Use

As previously stated and shown in Figure 1, the primary focus of this study is the Central Business Area (CBA) of the Village of Spencerport. In addition, the major thoroughfares that accommodate traffic coming in and traveling out of the CBA will also be evaluated. These thoroughfares include West and East Avenues, S. Union Street, and Lyell Avenue.

*Residential* - As shown in the Existing Land Use Map — Figure 6, Lyell Avenue is predominately a residential street west of Coolidge Avenue. East of Coolidge Avenue the residential uses continue on the north side of Lyell Avenue. However, the residential lots are larger in size with more road frontage. The south side of Lyell Avenue, is dominated by Spencerport School District facilities, including an elementary, the middle and high school campuses.

*Commercial* - A majority of commercial activity within Spencerport is located within the Central Business Area (CBA) on or adjacent to S. Union Street, between the railroad bridge and the canal bridge. The land uses in the CBA consist primarily of retail, service, and office uses along with associated parking areas distributed behind the buildings fronting S. Union Street. A “Main Street” is characterized by one- and two-story buildings on both sides of the street. North of West Avenue, the character of S. Union Street is very traditional with a majority of buildings being built near the turn of the 19th century and having zero setbacks from the sidewalk. South of West Avenue, the character is dominated by more recent development that occurred in the 1950’s and 1960’s. The buildings are one story in height and the sites are designed to better accommodate automobile traffic.

*Community & Public* - The Community and Public Uses within the Village are shown in blue on the Existing Land Use Map. There are four public school campuses within the study area. These include;

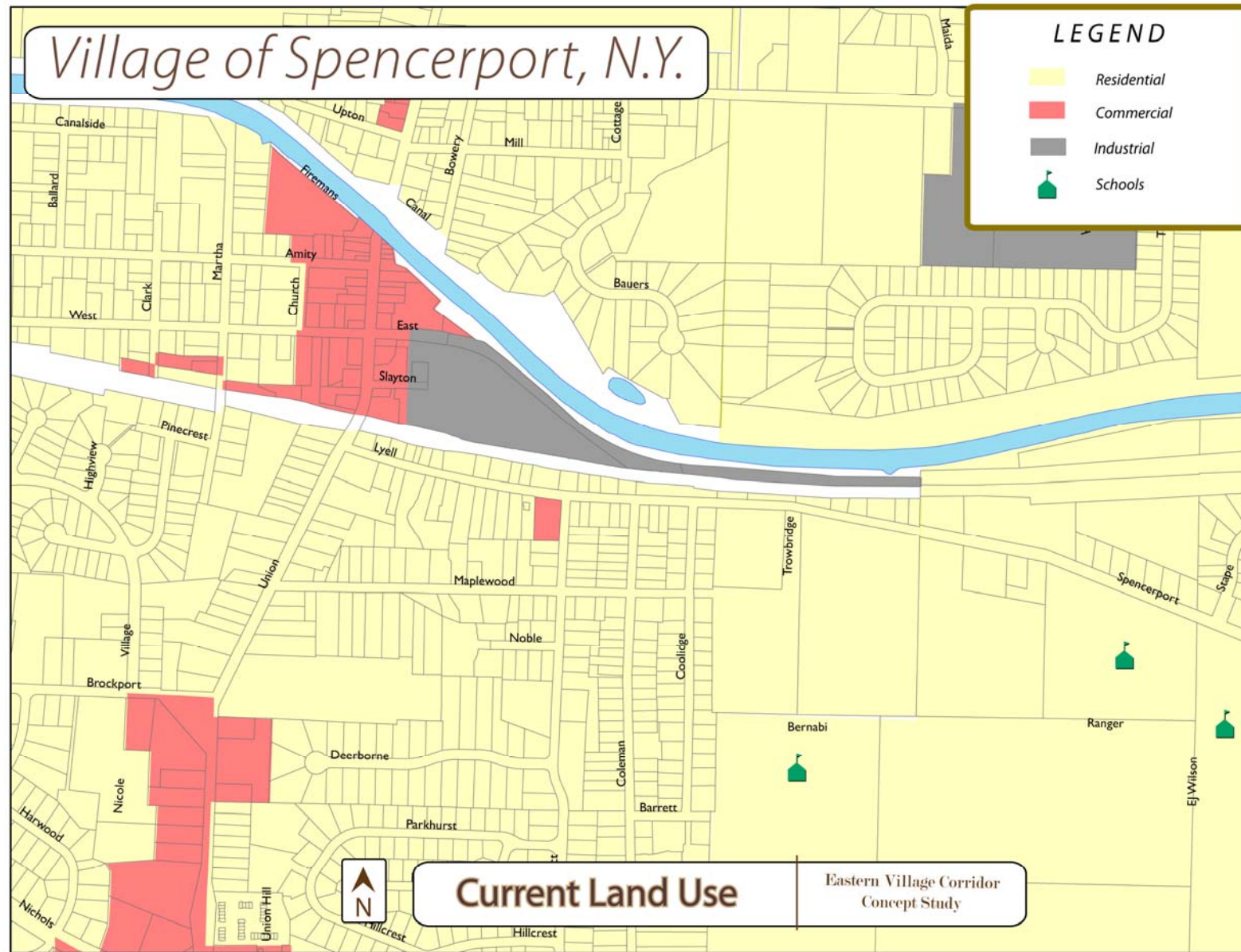
- 1) Spencerport High School;
- 2) Cosgrove Middle School;
- 3) Canal View Elementary School; and
- 4) Bernabi Elementary School

Other public uses and community uses include churches, the Post Office, Village Hall, Firehouse, Ambulance Station, and various public parks.

*Erie Canal* - One of the most prominent features in the Village is the Erie Canal, which travels east-west and is located at the north end of the CBA. There is a functional lift-bridge over the Canal at the north end of S. Union Street that accommodates motor vehicles and pedestrians. Within the CBA, the Canal has numerous public amenities on both sides, including a gazebo/bandstand, pavilion, the Spencerport Depot and Canal Museum, a hand powered boat launch, boater services, and the canal trail and trailhead.



Figure 6: Current Land Use Map



## *II. Inventory and Analysis*

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*Natural Features* - The primary channel of Northrup Creek enters the Village near the intersection of Hawthorne Drive and Thorncliff Road. It generally flows through the Village in a northeast direction and exits the Village near the intersection of Big Ridge Road and the Village boundary. Northrup Creek and its eastern tributary have been channeled beneath Union Street and a majority of the CBA. The presence of the creek, the low elevation of the Village Plaza, and the elevated southern bank of the canal contributes to occasional flooding within the plaza during periods of high run-off.

As previously stated and shown in Figure I, the primary focus of this study is the Central Business Area (CBA) of the Village of Spencerport. In addition, the major thoroughfares that accommodate traffic coming in and traveling out of the CBA will also be evaluated. These thoroughfares include Union Street, West Avenue, and Lyell Avenue.

*Union Street (NYS Route 259)* - A majority of the commercial activity within Spencerport is located along the Union Street corridor within the Central Business Area and near the NYS Route 259 / NYS Route 31 intersection. As shown in the Existing Land Use Map, the land uses in the CBA consist primarily of retail, service, and office uses along with associated parking areas distributed behind the buildings fronting Union Street. North of West Avenue, Union Street is characterized by two-story buildings on both sides of the street with a majority of the buildings being built near the turn of the 19th century and having zero setbacks from the sidewalk. South of West Avenue, the character is dominated by more recent development that occurred in the 1950's and 1960's. The buildings are one story in height and are arranged to better accommodate automobile traffic.

The dominant land uses adjacent to the intersection of NYS Route 259 / NYS Route 31 consist of automobile oriented retail establishments. North of this intersection, the retail activity continues along the west side of the roadway until Brockport Road. The east side of the roadway consists of some commercial activity and several single family homes south of Brockport Road. North of Brockport Road, there are large single family homes along both sides of the street that were generally built in the second half of the 19th or early 20th century. It should be noted that several of these properties have been converted to multi-family structures.

*West Avenue* - As shown in the Current Land Use Map, the mixing of commercial activity and public uses within the CBA continues along West Avenue until Church Street. Beyond Church Street, West Avenue is residential in character with single family homes along both sides of the street.

*Lyell Avenue* - As shown in the Current Land Use Map on page 11, Lyell Avenue is predominately a residential street west of Coolidge Avenue. East of Coolidge Avenue the residential uses continue on the north side of Lyell Avenue. However, the residential lots are larger in size with more road frontage. The south side of Lyell Avenue includes the newly constructed Fire Hall, and is dominated by Spencerport School District facilities, including an elementary, the middle and high school campuses.

### VILLAGE OF SPENCERPORT ZONING CODE

The Village of Spencerport's current zoning code was originally adopted in 1962. Various sections have been updated in the 1970's, '80's, and 90's. The Village currently has eight zoning classifications as outlined below:

- **R-1** Residential District
- **R-2** Residential District
- **R-3** Residential District
- **PRD** Planned Residential Development District
- **B-1** Commercial District
- **B-2** Commercial District
- **B-3** Commercial District
- **C** Industrial District

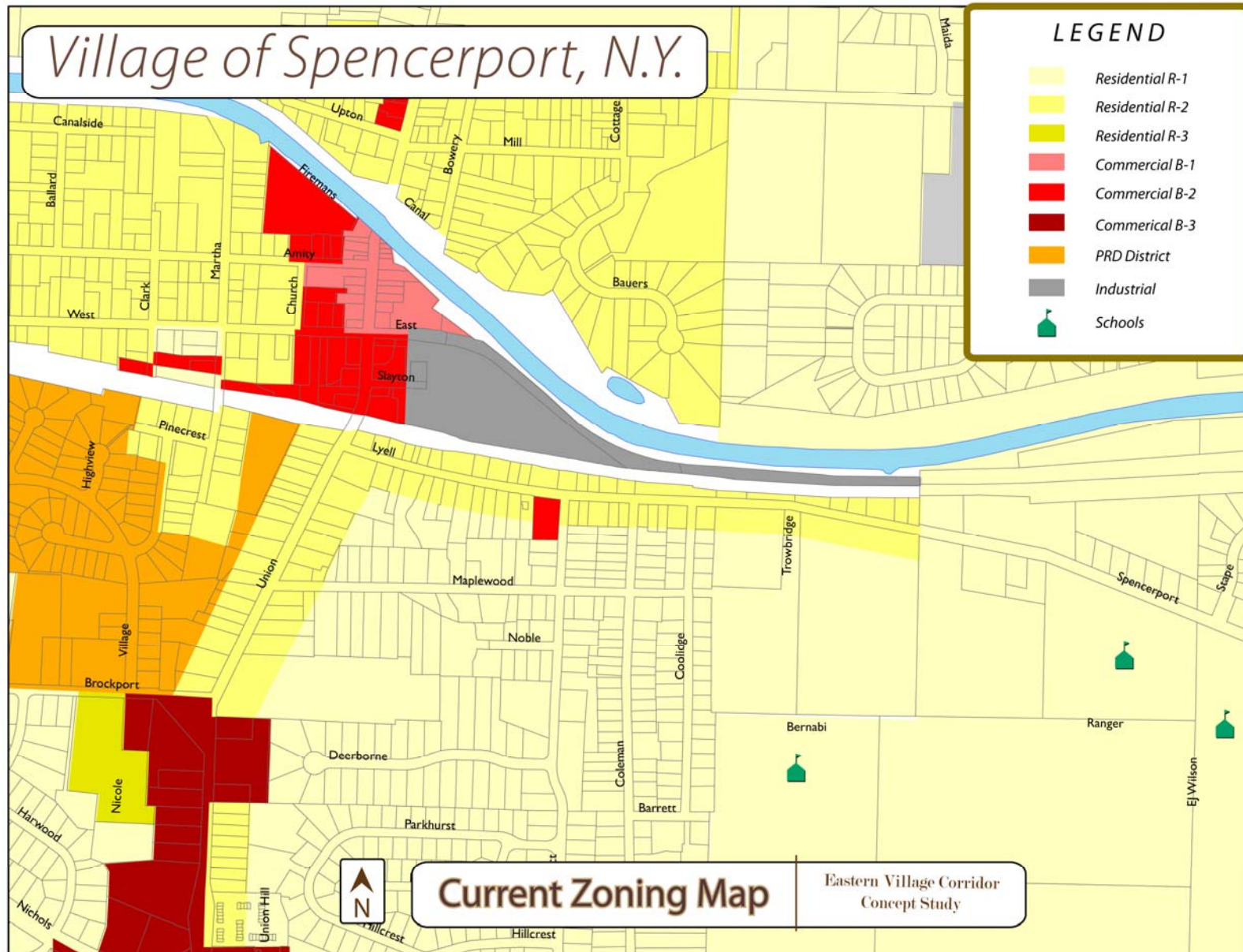
The primary study area of the Eastern Village Corridor Study contains three zoning districts: B-1 Commercial, B-2 Commercial, and Industrial. The location of these districts are described below and are shown in Figure 7:

- **B-1:** Encompasses both sides of S. Union Street from the canal bridge to West Avenue.
- **B-2:** Encompasses both sides of S. Union Street from West Avenue to the railroad overpass. On the east side of S. Union Street, the depth of the B-2 District is approximately 225 feet from the centerline of S. Union Street.
- **C:** Encompasses the area that is commonly known as the Village Plaza. It's northern boundary is the Canal and East Avenue. It's western limit begins approximately 225 feet from the centerline of S. Union Street. It's southern boundary is the abandoned rail line.

It should be noted that the properties along both sides of Lyell Avenue are currently zoned R-2 Residential. A detailed summary of the permitted uses, specially permitted uses, and area requirements for the B-1, B-2, and C Districts is contained in the Southside Waterfront Redevelopment Concept Plan completed in 2006.

In 1999, an Architectural Review District and Architectural Design Standards were created "...to prevent poor quality of design in the exterior appearance of any buildings erected, remodeled, or extended in any neighborhood." The Architectural Design District applies to all commercial and industrial districts within the Village.

Figure 7: Current Zoning Map





### C. Transportation Characteristics

NYS Route 259 is a State highway that travels in a north/south orientation through the Village of Spencerport. Route 259 is also known as Union Street. Union Street is also divided into North Union and South Union Street by the Erie Canal in the Village. Route 259 is an undivided principal arterial roadway, that generally provides one travel lane in each direction with auxiliary turn lanes at intersections, with the following characteristics, illustrated in Figure 8:

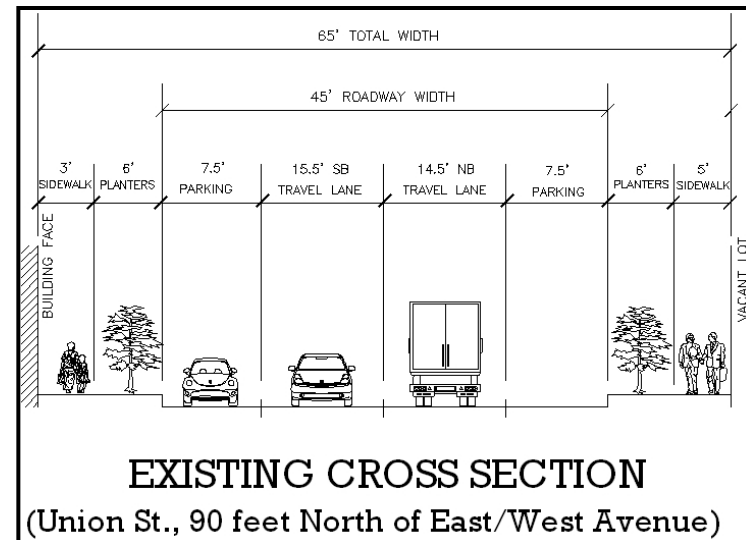
- Functional classification .....Principal arterial roadway
- Right-of-way .....66 feet. typical
- Sidewalks both sides .....3-5 feet plus 6 foot planters
- On-street parking .....7-8 feet wide parking lane on both sides
- Travel-way width .....45 feet with two 15 foot travel lanes
- Speed limit.....30 mph within village limits
- Transit .....Rochester Genesee Regional Transit Authority (RGRTA)/  
Regional Transit Service (RTS)
- Bicycle facilities.....Not a designated bicycle route
- One traffic signal.....Union Street / East-West Avenues

#### PEDESTRIAN AND BICYCLE ACCOMMODATIONS

There are currently no provisions on Union Street for bicyclists other than to travel with the motor vehicles sharing the travel lanes. In addition, there are currently no separate bicycle facilities within the overall study area. The current configuration of Union Street requires bicyclists to “share the road” with motorists. Given the existing traffic volumes, particularly during the morning and afternoon peak hours, Union Street as a shared roadway is adequate primarily for assertive, skilled bicyclists. However, the perceived “comfort level” of intermediate and beginner (e.g. children) bicyclists is less than desirable on Union Street.

Currently the Village does not have any designated bike lanes to better accommodate all bicyclists’ comfort and skill levels in the Village Center. There is an off-road shared use path along the north side of the canal for pedestrian and bicyclist use. The New York State Bicycle Route #5 passes through the study area along NY Route 31; however there are no direct connections from the Village to the State bike route.

**Figure 8: Existing Cross-Section**



#### Union Street Traffic Statistics

- One travel lane in each direction
- Average Annual Daily Traffic (AADT) 11,710 vehicles per day (vpd)
- <2% truck traffic
- Village Speed Limit 30 mph

## II. Inventory and Analysis



Photo looking East into plaza along Slayton

There are sidewalks along both sides of Union Street within the Village. Crosswalks are provided on Union Street at the East/West Avenue signalized intersection, and at the Amity Street and Lyell Avenue unsignalized intersections. There is also a mid-block crosswalk just north of the canal across Union Street. Marked crosswalks are the standard NYSDOT painted type; no high visibility crosswalks exist within the Central Business Area.

There are also sidewalks along both sides of Lyell Avenue until Coleman Avenue, where the sidewalk continues on the south side of Lyell Avenue to Trowbridge Road. At Trowbridge Road the sidewalk along the south side Lyell Avenue ends, however there is a paved path that leads directly to the Spencerport School District grounds. There is a crosswalk at the unsignalized intersection of Coleman Avenue / Lyell Avenue. While there are sidewalks along Lyell Avenue, many residents stated that large groups of school children walk along the shoulder of the road as opposed to the sidewalk.

Within the basin area of the Village the pedestrian environment is less than welcoming. There are no defined sidewalks through the basin area, the East/West intersection lacks adequate pedestrian signal heads, and the pedestrian is required to walk through parking areas and vehicle travel ways, as shown in the top photo to the left. Outside of the immediate basin area, sidewalks are present in approximately 20 % of the Village.



Photo looking South along sidewalk at West

The Union Street Bridge over the canal provides sidewalks on both sides for pedestrians, which creates a link from the canal trail path to the businesses along Union Street. However, the pedestrian experience feels “disconnected” from the north side of East Avenue to the south side of East Avenue and the Village Plaza. Once the pedestrian is south of East Avenue, there are numerous higher traffic commercial driveways to cross along Union Street.

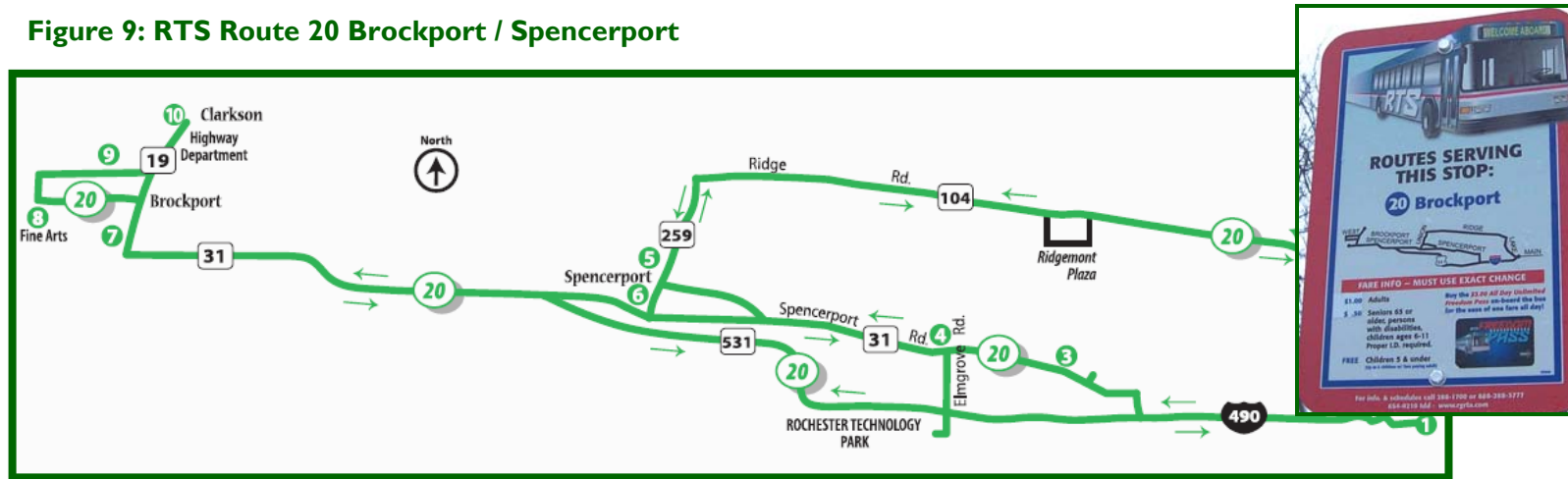
North of East Avenue the pedestrian experience is more inviting with limited vehicular conflict points and street trees, as shown in the photo to the left. South of East Avenue there is a bank, gas station, funeral home and Slayton Place driveways for pedestrians to contend with while walking along Union Street.

With the exception of sidewalks north of East Avenue, the difficult circulation and vehicular conflict points likely discourage those with mobility impairments, such as the elderly population from frequenting the central business area on foot.

## TRANSIT SERVICE

The Rochester Genesee Regional Transportation Authority (RGRTA) has one transit route, Route number 20, which services the Spencerport community. RTS Route 20 provides service from the Brockport / Spencerport communities to downtown Rochester during the weekdays. The transit stop in Spencerport is located on Union Street, opposite Slayton Place; which consists of a sign along side S. Union Street. There is no bus shelter or bus pull off area on S. Union Street. The first morning pickup leaves Hilton at 6:21 AM and service runs through the evening. For the complete travel route see the map in Figure 9.

**Figure 9: RTS Route 20 Brockport / Spencerport**



Based on information from RGRTA, the Route 20 has about 55 riders to and from Spencerport. Ridership for this route is stable and there are currently no plans to enhance or modify service.

## PARKING

The provision of conveniently located, adequate and safe parking is a key component to the success of a village business district. Figure 10 illustrates the location of parking facilities in the village center. On-street parking exists along both sides of Union Street within a 7 to 8-foot parking lane. Individual parking spaces are delineated with pavement markings. There are approximately 46 on-street parallel parking spaces (on Church, Amity, West and Union Street) and approximately 500 private off-street parking spaces located in the village plaza. There are also near-by public parking lots off East Avenue, West Avenue, Amity and Union Street south of the canal. The East Avenue lot has approximately 60 parking spaces, the Village office has approximately 38 spaces, the West Avenue lot has approximately 70 parking spaces, and the Amity Street lot has approximately 70 parking spaces. Therefore, there are approximately 285 parking spaces within the central business area available for public parking.

A parking and traffic flow study was performed for the Village in 1996 that documented existing parking supply, documented actual demands throughout the day, and recommended action items to alleviate parking problems. Although the study is 13 years old and businesses and parking supply within the Village have changed somewhat, some of the information is still applicable. The recommendations within the study are as follows:

- Implementation of the Village permit parking program for areas with parking congestion (a method for managing customer/resident short term parking needs with local business longer term parking needs),
- Assessment and implementation of lot redesign concepts for congested parking lots,
- Restriping current Village owned and leased lots for maximum parking (also suggested for private parking areas),
- Identification of all private parking areas and placement of signs,
- Placement of short term parking signs on Union Street (1 hour limit), and enforcement.

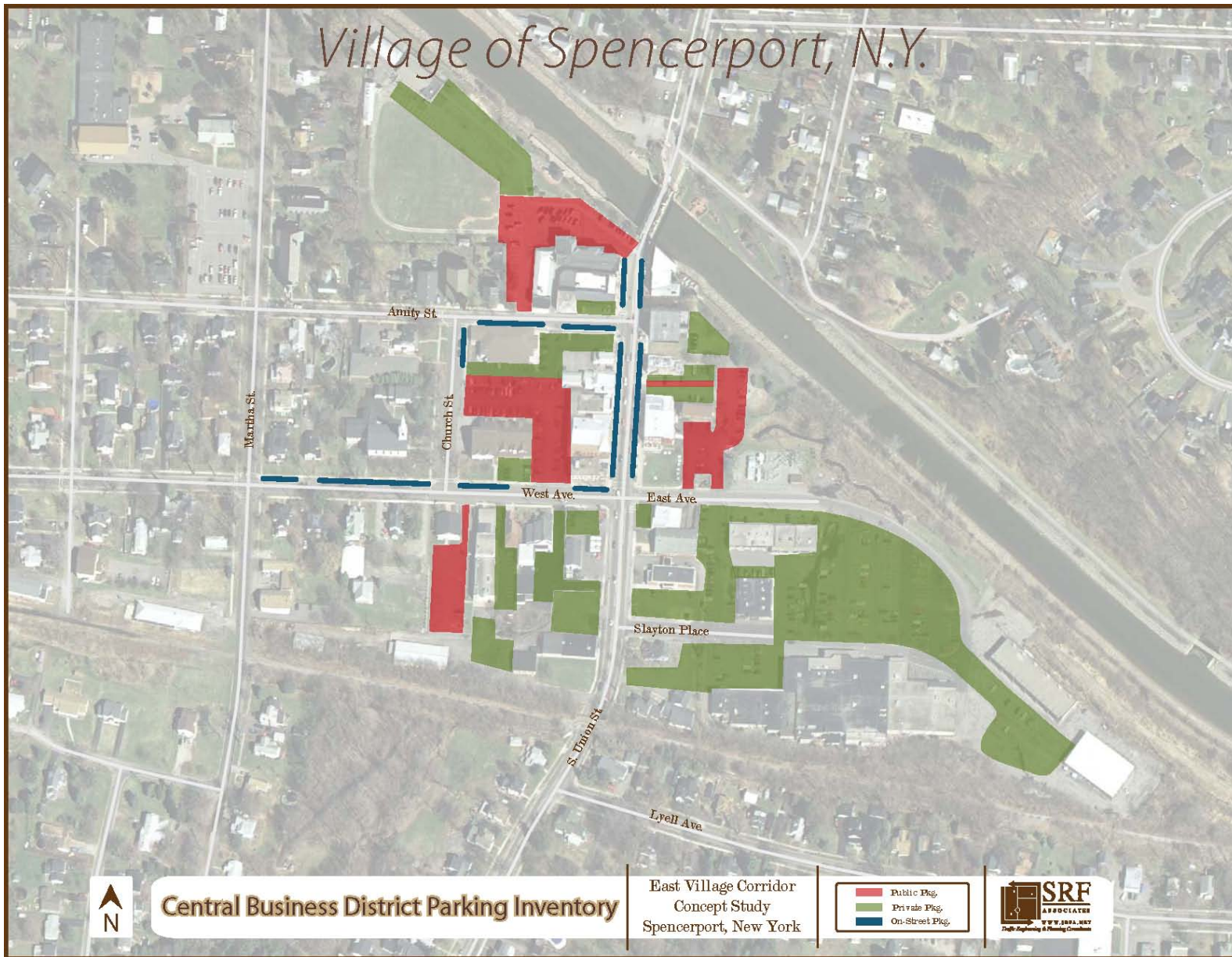
Based on current observations of parking demand during a normal business weekday, the public parking lots on West Avenue and Amity Street were about 80% occupied with parked vehicles. The public parking lots on East Avenue and behind the Village Hall were about 60% occupied. On street public parking spaces along Union Street were 90-100% occupied; while the on street spaces along West Avenue and Amity Streets were only about 25% occupied. The Village Plaza parking lot was approximately 40% occupied with parked vehicles; which is expectedly due to vacancies within the plaza area. Other private parking lots within the central business area had occupancy demands of about 50% or less.

The public parking supply appears to be adequate for normal weekday business operations and demands. However, there may a shortage of public parking spaces during peak times and special events within the central business area. The Village should continue to preserve and obtain (where possible) public parking spaces within the central business area.

Currently, there is parking, or docking, for boats along the canal to the east and west of Union Street.



Figure 10: Existing Parking



### D. Traffic Analysis

#### EXISTING TRAFFIC CONDITIONS

Existing traffic volumes during 2008 were examined within the project limits. Existing traffic conditions were obtained by conducting manual intersection turning movement counts. Manual intersection turning movement counts were conducted at eleven (11) intersections within the project study area during the weekday morning and evening peak traffic periods. The intersections where counts were conducted are listed below.

#### Project study area Intersections

1. Big Ridge Road – Canal Street / Union Street
2. East-West Avenue / Union Street
3. Slayton Place / Union Street
4. Lyell Avenue / Union Street
5. Brockport Road / Union Street
6. Route 31 / Union Street
7. Route 31 / Gillett Road
8. Lyell Avenue / Gillett Road
9. Trowbridge / Lyell Avenue
10. Big Ridge Road / Gillett Road (south)
11. Big Ridge Road / Gillett Road (north)

Intersection turning movement counts were conducted during May and August 2007 and February and December 2008. With the exception of one PM peak hour count at Big Ridge Road / Union Street intersection, all counts were collected during normal traffic conditions while schools were in session. Counts were conducted 7:00 to 9:00 AM and 4:00 to 6:00 PM. The peak hours were determined to be generally 7:00 to 8:00 AM and 4:45 to 5:45 PM. Because all the counts were not taken on the same day, some minor balancing was performed to develop consistency throughout the study network. Turning movement counts were compared to most recent Average Daily Traffic (ADT) information within the study area and found to be consistent. Therefore, the peak hour turning volumes represent typical operating conditions and will be used as a basis for this analysis. The existing peak hour volumes are provided in the Appendix.

The data collected was used to assess the quality of traffic flow for existing peak hour conditions. Two measures of effectiveness are used, Level of Service (LOS) and Intersection Capacity Utilization (ICU). Levels of Service provides an indication of the amount of delay that a motorist experiences while traveling through an intersection, with LOS 'A' indicating free-flowing traffic flow, and LOS 'F' representing long delays, traffic congestion and queuing. The Intersection Capacity Utilization can be thought of as an intersection-wide volume-to-capacity ratio. The method calculates a sum of the critical movements' volume to saturation flow rates. ICU is an ideal technique for traffic impact

studies, future roadway design considerations, and congestion management/mitigation programs. Suggested ranges of service capacity and an explanation of Levels of Service and Intersection Capacity Utilization are included in the Appendix. A Summary of LOS/ICU calculations for the study area are presented in Table I. It is important to note that ICU is primarily used for signalized intersections but can also be used on unsignalized intersections to determine the capacity utilization if the intersection were to be signalized.

Analyses of the existing conditions indicate that all of the intersections studied are operating at level of service “C” or better on all approaches during the peak periods with the following exceptions: Lyell Avenue westbound at Union Street during the PM peak hour; Brockport Road eastbound at Union Street during the PM peak. Under future 2028 no-build conditions, these two approaches will continue to operate with longer delays. In addition, the westbound approach at Canal-Big Ridge intersection is shown to operate at LOS “D” during the PM peak period under 2028 conditions.

The levels of service on Brockport Road and Lyell Avenue during the PM peak hour period are characteristic of an unsignalized minor street approach to a major street (such as Union Street). Input from local residents indicates that drivers are aware of the longer delays for left turning vehicles from the minor street to Union Street and will avoid this maneuver if possible. Evidence of this behavior is shown in the existing volumes because the right turn volume is significantly greater than the left turning volumes. The ongoing Lyell Avenue Reconstruction Project proposed providing an additional westbound lane at Union Street to improve intersection operations; however, the community of Spencerport and the Village opted not to add any new lanes.

All of the study intersections are currently operating at less than 78% of their capacity during both peak hours. These percentages indicate that there is excess capacity available at these intersections and opportunities may exist for pedestrian and bicycle enhancements without significantly compromising vehicular capacities. Under future 2028 no-build conditions, all intersections will operate at 75% or less of their capacity; with the exception of Canal-Big Ridge and Brockport Road intersections with Union Street.

## II. Inventory and Analysis

**Table I: Existing & Future No-Build Intersection Capacity Analysis Results**

Intersection	Existing (2008)		Future No-Build (2028)	
	AM	PM	AM	PM
<i>Canal-Big Ridge / Union</i>	<i>Signalized</i>			
Eastbound	B	B	B	C
Westbound	B	C	C	D
Northbound	A	B	A	C
Southbound	B	A	B	B
<b>Overall</b>	<b>B(11.1)</b>	<b>B(14.0)</b>	<b>B(12.9)</b>	<b>C(25.1)</b>
<b>ICU</b>	<b>D(73%)</b>	<b>B(63%)</b>	<b>E(87%)</b>	<b>D(75%)</b>
<i>Slayton Place / Union</i>	<i>Unsignalized</i>			
Southbound Left	A	B	A	B
<b>ICU</b>	<b>A(44%)</b>	<b>B(55%)</b>	<b>A(48%)</b>	<b>B(56%)</b>
<i>West-East Ave / Union</i>	<i>Signalized</i>			
Eastbound	B	B	B	B
Westbound	B	B	B	B
Northbound	A	B	A	B
Southbound	B	A	B	B
<b>Overall</b>	<b>A(9.3)</b>	<b>A(10.0)</b>	<b>B(11.1)</b>	<b>B(11.4)</b>
<b>ICU</b>	<b>B(58%)</b>	<b>B(60%)</b>	<b>C(67%)</b>	<b>C(70%)</b>
<i>Lyell Ave / Union</i>	<i>Unsignalized</i>			
Westbound	C	F	F	F
Southbound	A	B	B	B
<b>ICU</b>	<b>A(51%)</b>	<b>C(65%)</b>	<b>B(62%)</b>	<b>C(71%)</b>
<i>Brockport Road / Union</i>	<i>Unsignalized</i>			
Eastbound	C	D	D	E
Northbound Left	A	A	A	A
<b>ICU</b>	<b>A(47%)</b>	<b>D(78%)</b>	<b>B(56%)</b>	<b>E(88%)</b>

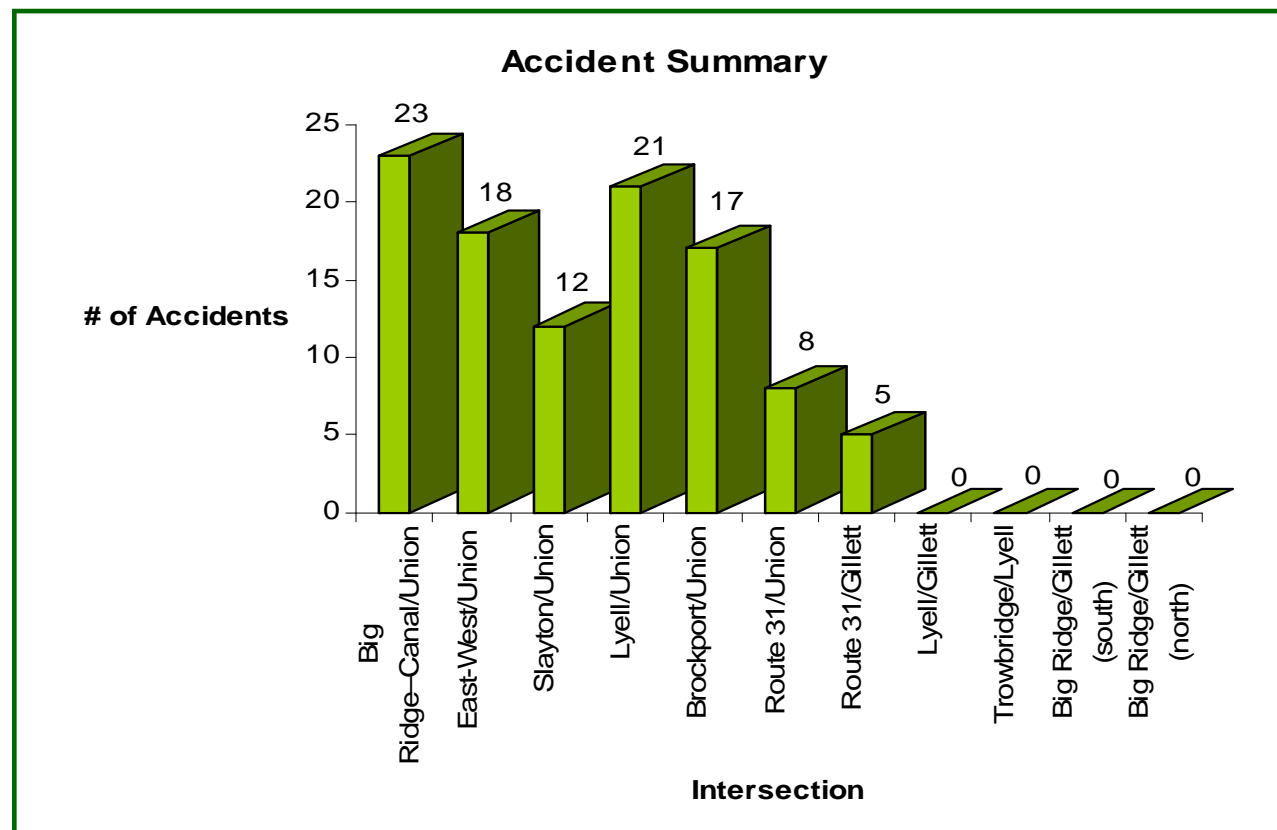
<i>Route 31 / Union</i>	Existing (2008)		Future No-Build (2028)	
Eastbound	B	C	B	C
Westbound	B	C	C	C
Northbound	B	B	B	B
Southbound	B	B	B	B
<b>Overall</b>	<b>B(14.0)</b>	<b>B(18.0)</b>	<b>B(15.8)</b>	<b>C(20.2)</b>
<b>ICU</b>	<b>A(51%)</b>	<b>C(67%)</b>	<b>B(59%)</b>	<b>C(71%)</b>
<i>Big Ridge / Gillett (north)</i>	<i>Unsignalized</i>			
Eastbound	B	B	B	B
Northbound Left	A	A	A	A
<b>ICU</b>	<b>A(39%)</b>	<b>A(38%)</b>	<b>A(43%)</b>	<b>A(41%)</b>
<i>Big Ridge / Gillett (south)</i>	<i>Unsignalized</i>			
Westbound	B	B	B	B
Southbound Left	A	A	A	A
<b>ICU</b>	<b>A(34%)</b>	<b>A(37%)</b>	<b>A(37%)</b>	<b>A(40%)</b>
<i>Route 31 / Gillett</i>	<i>Signalized</i>			
Eastbound	B	A	B	A
Westbound	B	B	B	B
Northbound	B	B	B	B
Southbound	B	B	B	C
<b>Overall</b>	<b>B(14.2)</b>	<b>B(13.8)</b>	<b>B(15.9)</b>	<b>B(15.7)</b>
<b>ICU</b>	<b>C(68%)</b>	<b>C(67%)</b>	<b>C(70%)</b>	<b>D(74%)</b>
<i>Lyell / Gillett</i>	<i>Unsignalized</i>			
Eastbound	B	B	B	B
Northbound Left	A	A	A	A
<b>ICU</b>	<b>A(44%)</b>	<b>A(26%)</b>	<b>A(45%)</b>	<b>A(27%)</b>
<i>Lyell / Trowbridge</i>	<i>Unsignalized</i>			
Westbound Left	A	A	A	A
Northbound	B	B	C	B
<b>ICU</b>	<b>A(38%)</b>	<b>A(22%)</b>	<b>A(39%)</b>	<b>A(23%)</b>



**MOTOR VEHICLE SAFETY**

Accident summaries provided by Monroe County Sheriff's Department and New York State Department of Transportation were investigated to assess the safety history at the intersections within the study area. The accidents included in the current review covered a three-year period from January 2006 through December 2008. During this time, 104 accidents were documented within the study area.

**Figure 11: Accident Summary**



## II. Inventory and Analysis

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The highest number of accidents within the study area occurred at the Canal-Big Ridge intersection. Based on the summary information provided for this intersection, a majority of the accidents were “Property Damage Only” and not injury type accidents. The Lyell Avenue / Union Street intersection has the second highest number of accidents within the study area.

### PEDESTRIAN AND BICYCLE CONDITIONS

Providing safe routes of travel for cars, bicycles, and pedestrians is a responsibility and priority for all communities. The safety of the Pedestrian Realm is appraised based on factors such as sidewalk width and quality, and the presence of a buffer zone, sometimes called the tree-lawn or the furnishings and edge zones. Pedestrian safety factors present in the travelway include crosswalk length and quality and the presence (or absence) of medians as well as the type of median. Bicycle safety is judged on the presence or absence of a dedicated bicycle facility, shared lane widths including the on-street parking lane, and the amount of space a cyclist needs to safely maneuver. Other considerations which affect bicycle safety are speed limit, average annual daily traffic (AADT) volumes, percent of heavy vehicles, number of driveways, and any obstructions to the public realm, including overgrown landscaping and road grates. Table 2 provides an overview of these features in the Village of Spencerport.



Highways can also be evaluated to determine their user friendliness as it relates to bicycle or pedestrian users as opposed to the traditional motor vehicle. As mentioned earlier in this section, the most common measure of effectiveness used for vehicular traffic, level of service (LOS), is based on capacity of the roadway and delay incurred by motorists. Levels of service can also be calculated for bicyclists and pedestrians using the same highway by considering the users' comfort level with the highway as it relates to buffer areas, sidewalk widths, vehicular volumes and speeds, landscaping, obstructions, conflicts, crossing opportunities, etc. These features are some of the factors that are used in evaluating the bicycle and pedestrian levels of service and compatibility levels. Levels of service for bicyclists can be compared to those used to describe intersection operating conditions where LOS A and B generally describe above average conditions, C and D describe acceptable roadway performance, and E and F describe deficient facilities. For the pedestrian levels of service, it is important to note how the ranking differs from traditional motor vehicle levels of service. For example, the motor vehicle LOS ranking would consider LOS C to be acceptable and average. However, the pedestrian levels of service rankings consider LOS C and below to be inadequate due to a number of pedestrian realm characteristics that negatively impact the safety and comfort of the pedestrian. It is important to note that not all roadways in a community should be expected to rate LOS A or B which indicates a performance level well above average. LOS A or B may be expected in locations such as college campuses, downtowns, tourist centers, and activity centers. LOS ratings of E and F describe degrees of unacceptable performance.

The Level of Service/Compatibility analysis, summarized in Table 3, indicates that East and Slayton provide acceptable bicycle LOS; while Union Street has moderately low compatibility for bicyclists. The analytical results for pedestrians indicate that all roads analyzed have LOS C

**Table 2: Summary of Pedestrian & Bicycle Features in Spencerport**

Feature Adequate/Appropriate? (Y/N)	East Avenue	Slayton Avenue	Union Street
Sidewalk width (ft)	6'/Y	No	5'/Y
Sidewalk quality	Y	No	Y
Curb Ramps	Y	Y	Y
Buffer zone (ft)	No	No	6'/Y
Crosswalk length (ft)	24'/Y	32'	46'/Y
Crosswalk quantity	1	1	3
Crosswalk quality	Y	Y	Y
Medians	No	No	No
Bike lanes	Y <sup>†</sup>	Y <sup>†</sup>	Y <sup>†</sup>
Left-turn lanes	1	0	1
Travel lane width (ft)	11'/Y	15'/Y	Varies/Y
On-street parking width (ft)	No	No	7.5'/Y

<sup>†</sup> Bicycles use shared travel lanes

**Table 3: Existing Pedestrian & Bicycle Levels of Service/Compatibility Analysis Results**

SEGMENT	Bicycle		Pedestrian	
	LOS	Compatibility Level	LOS	Compatibility Level
East Avenue	B	Very High	C	Average
Slayton Avenue	B	Very High	C	Average
Union (East-Slayton)	D	Moderately Low	C	Average
Union (Amity-East)	D	Moderately Low	B	Moderately High

### E. Infrastructure / Utilities

Providing safe and efficient access to the Central Business Area for all users is one critical component to the economic success of this area. Currently the plaza is served by East and Slayton Avenues; which are considered a “one-way pair”. Currently, Slayton Avenue provides ingress access into the plaza and East provides egress access from the plaza. Both East and Slayton are owned by the Village of Spencerport for a short length (~300') into the plaza area; the remainder is privately owned property.



**Photo of abandoned CSX railroad overpass on Union Street**

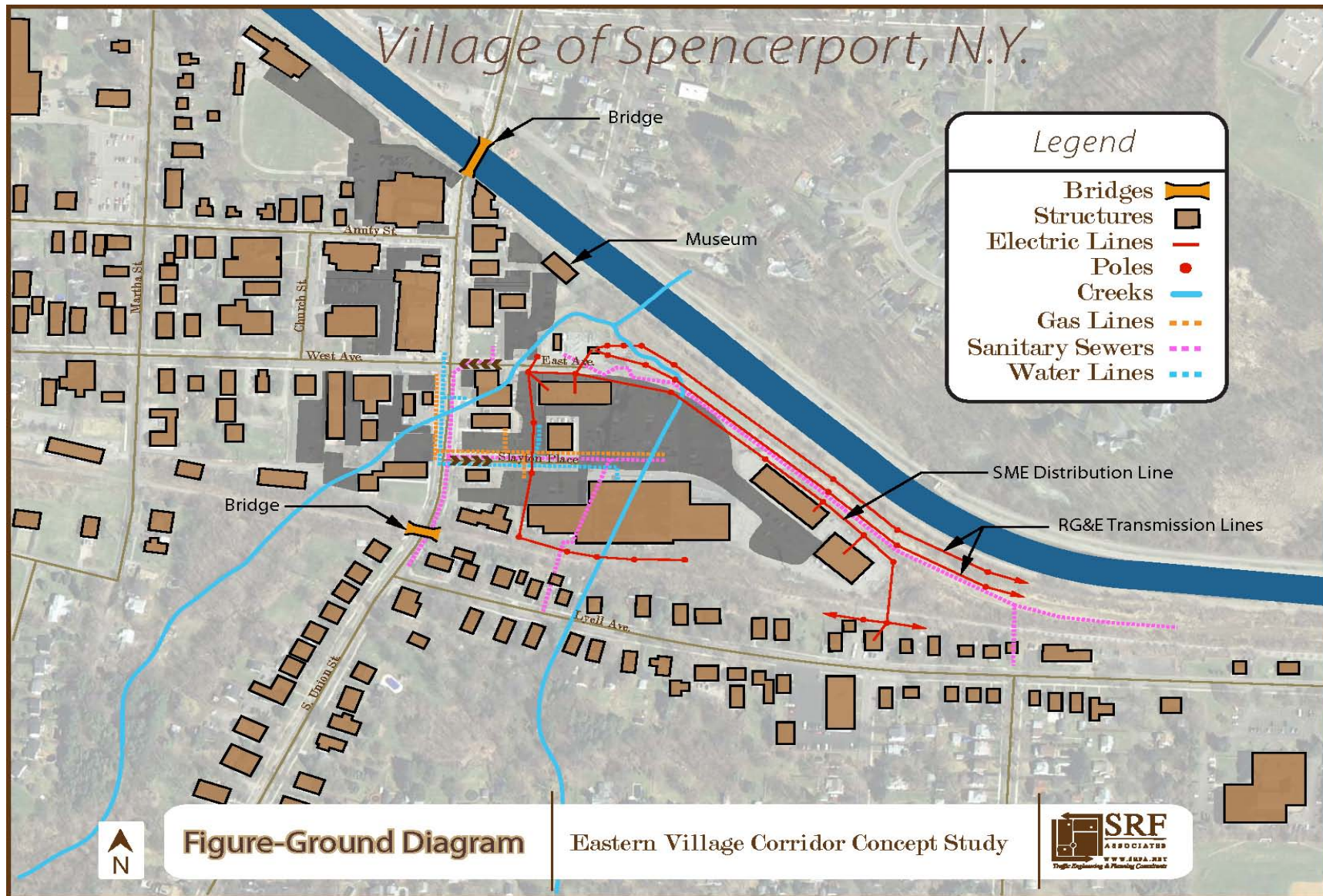
As shown in the adjacent photo, access to the central business area of the Village is limited via a height restriction at the former CSX railroad bridge overpass. The height clearance is 11 feet 7 inches. This allows buses (school and public) and normal delivery vehicles (UPS, Fedex, etc.) to pass under; however, large semi-trucks can not go under the bridge. This is supported by data collected at Brockport Road, where the percentage of semi-trucks on Union Street at Brockport Road is less than 1% during the AM and PM peak hour periods. Therefore, large semi-trucks and larger delivery vehicles access the central business area via the canal bridge on Union Street.

The existing plaza is owned by a single entity and is bordered by Union Street to the west, the abandoned CSX railroad to the south (formerly Penn Central RR), and the canal and Monroe County right-of-way to the north.

The adjacent central business area and plaza are currently served by Village sanitary sewers and electric. Monroe County Water Authority provides water service to the central business area and the plaza. RG&E is the natural gas supplier, Frontier is the local telephone carrier, and Time Warner is the local cable access television provider.



Figure 12: Figure-Ground Diagram \*



\* Note—This figure is intended to show the major utilities within the Village Plaza, and not depict all underground and/or overhead utilities.

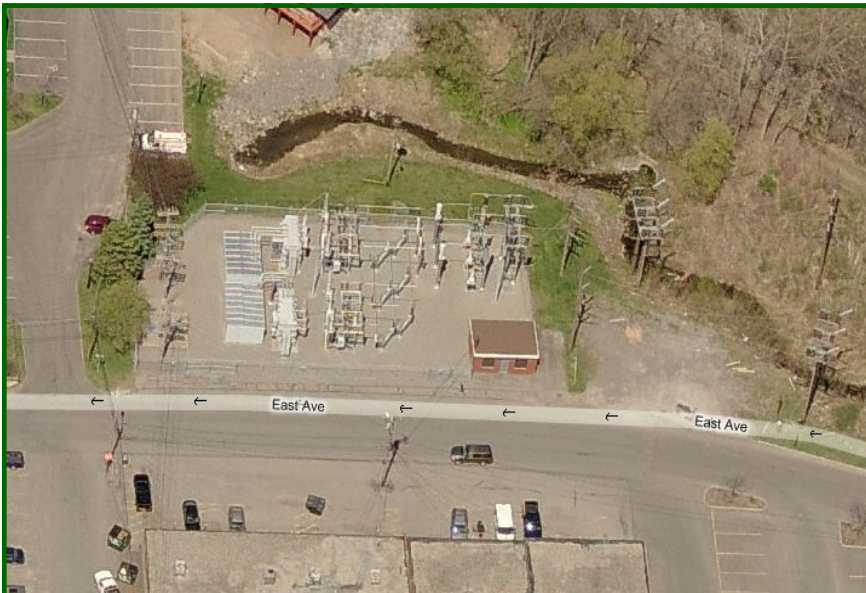
## *II. Inventory and Analysis*

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The Village of Spencerport is somewhat unique in that it has its own electric service—Spencerport Municipal Electric (SME). Located adjacent to the Village Plaza is a substation that is powered by a Rochester Gas & Electric (RG&E) transmission line; which runs along the canal through the Village Plaza. SME provides low cost reliable electric as compared to public power electric rates. Providing low cost electric is and should continue to be marketed by the Village to perspective land owners.

The RG&E transmission line runs between the plaza and the canal with overhead wires and is referred to as circuit #917. This transmission line carries high voltage and is an important in RG&E's western network. This line is also critical to SME as this is the power supply for the Village of Spencerport. One picture below illustrates an aerial photograph of the SME substation located adjacent to the Village Plaza. The other photograph illustrates the RG&E transmission line and SME distribution lines that run through the plaza.

Currently, the SME substation is clearly visible from the back of the plaza and East Avenue and is surrounded by a chain link fence with barbed wire. There are multiple utility poles and overhead wires at the back of the plaza (south side of East Avenue) in the middle of parking areas. Screening of the substation is limited to a couple of trees on the west side of the substation adjacent to the public parking area.



**Aerial view of the existing Spencerport  
Municipal Electric Substation**



**Photo of overhead transmission lines through  
existing plaza**



### **III. Village of Spencerport – Needs and Opportunities Assessment**

#### **A. Public Open House**

Meaningful community participation is critical in developing a reality based plan with support from local residents, business owners, and property owners. In order to gather meaningful public input, the Steering Committee and the Consulting Team held a community planning and design open house on Monday March 16, 2009 at the Village of Spencerport's Fireman's Exempt from 7:00-9:00 PM. The purpose of the workshop was to present:

- Project scope and study area,
- Past planning studies,
- Existing inventory,
- Needs and opportunities,
- Urban design concepts,
- Preliminary concept plans.

The public open house allowed local residents the opportunity to look at, ask questions, and make suggestions on all of the information gathered on the project to date. Members of the consultant team, steering committee and Village of Spencerport were present at the open house to explain displayed information. Comment sheets were available for open house attendees to submit their comments, questions, and concerns in writing.

#### **Key Points from the Open House:**

- **In favor of Lyell Avenue connection,**
- **Provide trail/sidewalk connection from Plaza to school,**
- **Construct buildings along Canal,**
- **Plaza needs to become a destination point,**
- **Relocate utility lines away from canal**

A summary of the comments gathered from the public open house was prepared and used to guide the design decisions for transportation related issues, opportunities, and the potential for improvements in the Village. Approximately 70 people attended the workshop.

#### **B. Economic Feasibility Assessment**

An economic feasibility assessment was performed as part of this study to determine what redevelopment scenarios and land use types may be feasible within the Central Business Area (CBA) of the Village of Spencerport based on current conditions and future projections. This information provided a basis for the generation and analysis of traffic and parking (vehicles, pedestrians, and bicycles) within the CBA. The results of the transportation analysis guided development of the transportation alternatives and recommendations.

### III. Needs and Opportunities

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Encouraging strategic investment in a compact village environment which contains an appropriate mix of land uses, gives greater emphasis to access, and creates a unique sense of place is critical to the renaissance of the Spencerport Village.

The Village business district of Spencerport is characterized by a variety of land uses such as shops, offices, restaurants, cafés, etc. However, the Village Plaza is not integrated into the Village and the task of the current study is finding a way for this integration to occur in a successful and economically feasible manner. Before specific land uses are discussed, it is important that five planning attributes are considered and understood: Permeability, Legibility, Paths, Edges and Nodes.

**Permeability** is the degree to which a person has choice and ease of movement through a Village, from one point to another. The more connections there are between places within a Village, the greater the choice and ease of movement is for all people.

The Village Plaza critically suffers from a lack of permeability. Access to the plaza through the Village from one point to another is often achievable only in a roundabout way. There is rarely a choice of routes between places. Choice and ease of movement through the Village to the Plaza is therefore restricted. The existing network of pedestrian paths and cycle ways is generally fragmented. Established pathways also lack appropriate directional signage.

The limited extent of established pedestrian paths/cycle ways and the discontinuity of the existing network discourage pedestrian movement through the Village to the Plaza.

The term “**Legibility**” refers to the way the structure of a village is perceived by a person as he or she moves through the village.

Individual elements of a village, such as its streets and buildings, all have a role to play in creating the overall villagescape. It is the ability to define these individual elements and recognize their role in creating the villagescape that makes a village legible. Good village design and planning can make a village more legible by recognizing and reinforcing key villagescape elements.

**Paths** are the channels along which people move. Since people observe the Village while moving along paths, the image of the Village is generally structured around the paths. The Paths from the central village to the Village Plaza need concerted effort.

**Edges** are those elements, which effectively form an identifiable boundary to an area. They are generally breaks in continuity or boundaries of development. In Spencerport, the Village is an area defined by recognizable edges. The design and location of the Village Plaza is such that it forms a perceivable edge to the Village Center rather than being an integral part of the Village.

**Nodes** are intensive areas of activity within a village in which a person can enter and move through. Nodes may be in the form of junctions between roads, or may be cores of activity such as a shopping plaza or a market place.

In the case of Spencerport, the core business area is a node. The shops and restaurants and other storefront businesses and curbside parking



make it a focal point of activity. The Village Plaza is not a node at this time and desperately needs to become one.

#### REQUIREMENTS

In addition, in order to revitalize the Village and the Village Plaza the following are critical elements:

- Celebrate and restore the area's waterfront heritage.
- Foster sustainable economic development.
- Connect the community's past with its future.
- Promote well-planned, proportioned, high quality tourism development with an ecological emphasis
- Promote the area's importance in the canal corridor and coordinate projects celebrating the Canal Way's heritage.
- Support agricultural economic development through buy-local campaigns, farmer's markets and stands, etc.

#### DEVELOP TOURISM AS AN ECONOMIC ENGINE

- Promote greater waterfront use through Regional marketing, special events and better public access.
- Conduct a tourism market study to outline needed hospitality, dining, and other amenities such as rest stations, visitor kiosks, tour bus parking and bike racks.

One of the strategies for revitalizing the Village is to provide capital improvements that leverage private investment and enhance pedestrian, boat, bike and vehicular access. Three levels of public investment will help spur development in the Village.

- 1) The Village may provide off-site improvements throughout the Village such as infrastructure, streetscape and landscape improvements, thereby creating a more positive image and climate to attract redevelopment.
- 2) Second, the Village may provide specific community facilities such as structured parking, water and sewer service, roadways and sidewalks, boat launch, Harbor Master or other public amenities to support a significant private sector development. This can bring amenities to the development while at the same time delivering public services.
- 3) The Village may also collaborate with developers and investors on a specific development, by facilitating the approval process, thereby leveraging the private investment

**Landmarks** are highly recognizable physical objects visible from within the Village. Landmarks may take the form of a distinctive building or object such as a unique shopping centre, a sculpture or even a sign.

The shopping plaza, because of its location and access size and signage, is not visually dominant and does not function as a landmark.

#### THE VILLAGE OF SPENCERPORT COMMUNITY: DEMOGRAPHIC ANALYSIS

In order to provide an empirical basis for the economic development component of the current study a preliminary demographic analysis was undertaken. The results indicate that the proposed development along the canal holds promise and that the housing and retail development strategies may possibly be supported by current proximal populations within a five mile radius of the site.

Further study that is beyond the scope of this study should be performed to more clearly identify a precise residential product mix and to plan the retail development more precisely. In addition, efforts should be made to determine the probability of inducement of the new development on residential and retail prospects currently living outside of the Spencerport area.

#### DEMOGRAPHIC OVERVIEW

The Village of Spencerport is located approximately 20 minutes west of downtown Rochester, New York in Monroe County. The Village of Spencerport is well positioned for convenient access to and from the City of Rochester and the Rochester Region in general.

#### METHODOLOGY

The findings and recommendations set forth in this report are based on a combination of several data resources and research methods. Listed below are the tasks completed for the demographic overview and market analysis of Spencerport:

- Conducted interviews with representatives of the real estate industry regarding Spencerport and the market conditions in the community
- Statistically and physically surveyed residential units, both attached and detached, recently completed residential developments, and projects currently under construction to help assess the future residential potentials in Spencerport.
- Surveyed the existing retail development areas in Spencerport to determine current market conditions and potential future competition.
- Analyzed secondary data describing demographics, employment, and real estate trends at the trade level, municipal, and regional levels. Sources include the United States Census Bureau, Bureau of Labor Statistics, Claritas, Inc.,
- Statistical data was compiled on 1, 3 and 5 mile radius circles of the Village
- Collected supplementary information from the Village of Spencerport's website.

#### GENERAL OVERVIEW

In order to understand market conditions and potentials within the area, the Consultant analyzed demographic trends at the Village level in 1, 3, and 5-mile radii. Demographic characteristics of the population play an important role in the development and redevelopment of Spencerport. Population, age, income, race, employment, and education variables influence which retailers will consider locating in Spencerport, as well as indicate the potential buyer profile for residential units. Currently, there is approximately 100,000 square feet of retail space in the Village Plaza area; of which, approximately 55,000 square feet is occupied.

This report provides an evaluation of historic trends in population and housing change within Spencerport. An understanding of the growth and composition of the local population provides an important foundation for the development of Spencerport. The analysis highlights the key findings and conclusions reached by the Consultant. The demographic overview includes an assessment of (1) population and household characteristics; (2) racial and ethnic identification; (3) housing unit characteristics; and (4) income and employment statistics. In order to analyze trends, 1990 and 2000 data have been included.

#### VILLAGE OF SPENCERPORT: SUMMARY OF TRENDS

Spencerport is a well-known community, particularly because of its location on the historic Erie/Barge Canal. Spencerport is a stable middle-class community experiencing little population growth. Between 1990 and 2014, the overall increase in population within a five-mile radius of the Village will average 1% growth annually. The population is very family-oriented. The housing stock is older, but solid and well maintained. Most of the residents of Spencerport are long-term residents. While population, social, and housing characteristics have remained stable over the last 20 years, there are still some key elements in Spencerport that have implications for long-range planning.

The following highlights the major demographic characteristics that describe the Village of Spencerport:

- Little population change
- Homogeneous population in terms of racial/ethnic identification
- Low residential vacancy rate
- Stable housing stock
- Solid, middle-class income
- Very low poverty rate

#### DEMOGRAPHIC ISSUES AND CONCERNS

Based on the demographic analysis, some issues and concerns related to population and housing have been identified and should be considered as the Village continues to plan for the future:

1. Little population change - Current trends suggest that Spencerport will continue to experience little population growth. This could have an impact on the overall image and character of the Spencerport community in the future, as well as on the local tax base, housing stock, local businesses and municipal services.
2. Spencerport will likely continue to be a stable residential community, but the Village should consider marketing and promoting itself to ensure that the community continues to attract new residents. In some ways, the Village is one of the area's best-kept secrets.
3. Very low vacancy rate and stable housing stock - Spencerport housing stock is affordable and well maintained. Housing values are above average and vacancy rates are low. However, the majority of the housing stock is mature, 60% having been built before 1980 and almost 25% built before 1960.

4. The Village should continue to ensure adequate housing maintenance through the establishment and enforcement of a property maintenance code. Recognizing that the housing stock is mature, the Village should increase its provision of home improvement assistance grants to maintain its older and architecturally diverse housing stock. As new housing development occurs, either through teardowns or new development on vacant land, new trends in housing needs and preferences should be considered. The Village may want to promote different types of infill housing development, and take the changing needs of the population into consideration.
5. Solid median household income and very low poverty rate - Spencerport has a middle-class population. This suggests not only the continuance of support for local businesses, but also the ability of the Village to continue to provide community services in the future. Based on household income, residents have different needs for public services, and the Village should take those needs into consideration when planning for municipal services and events. In addition, the quality and type of the housing stock are influenced by the household incomes in the community, which also need to be considered. With a growing “well-educated” population; the Village is becoming more “white collar”. The Village should seek to retain and attract well-educated residents (45% within 1 mile of the village have an associates degree or higher and 71% are considered white collar) by providing high quality municipal services, cultural amenities, well-maintained housing stock, and an overall superior quality of life.

Specific numbers and percentages are presented in detail in the Appendix of this report.

#### POPULATION AND HOUSEHOLDS

1. Within a 5-mile radius of the Village Spencerport, the official population count in 2000 was 48,142 persons.
2. The population of Spencerport within the 5-mile radius has slowly increased over the last two decades. From 1990-2009, the population increased by about 6,000 citizens, a 14% increase.
3. The population is projected to be around 50,156 in 2014, according to projections done by Claritas.
4. Household formation generally exceeds the rate of population growth, largely as a result of the increase in single-person households, longer life expectancies, single-parent households and the rate of divorce.
5. Spencerport is generally following the larger regional and national trends; Spencerport had 14,895 households in 1990. Looking at the twenty-five year trend, Spencerport will see an increase in the number of households by 2014 to 18,590 (25%), even though the overall population has increased only 16% in the same period. Household formation translates into residential demand—more study is needed to determine how best to satisfy this trend.
6. Spencerport’s 2009 average household is 2.65 persons/household.
7. The overwhelming majority (62.4%) of households in Spencerport is family households; 52.5% are married-couple families, and only 3.5% are non-family households, indicating a strong family orientation.



#### AGE DISTRIBUTION

1. Spencerport has a slightly older population profile as compared to the region. In Spencerport, the percent of the population over eighteen is estimated at 78%
2. The 2000 median age of Spencerport residents is 39.3 years
3. The elderly population - Individuals 65+ years amount to nearly 6500 citizens within a five-mile radius. This is a solid base for the planning of age-restricted housing as proposed along the canal. Further study is warranted to determine the need for other senior services and whether the housing should include services.

#### RACIAL/ETHNIC IDENTIFICATION

The vast majority of Spencerport's population identifies themselves as "White" (92.81%). The only other race classification of any significance is "Black or African American Alone" at 3.4%

#### HOUSING

The Village has a very low vacancy rate. The vacancy rate has stayed low over the last twenty years. The low vacancy rate is a sign of high demand for housing. Spencerport is a community of homeowners. In the most recent estimate, most of the housing units in Spencerport are owner-occupied (80%) as opposed to renter-occupied (20%).

#### INCOME AND EMPLOYMENT

1. Spencerport has a fairly well educated population, with almost all of its residents 25+ having a high school diploma or higher, about 40% of residents have a college education (Associates degree or higher).
2. Spencerport's work force is mainly white collar. The largest segment of the employed population is in the management, professional and related occupations (38%). Sales and office occupations comprise the next largest segment of the population, approximately 28% percent in 2009.
3. Much of the population of Spencerport is in the medium-to-medium/high income brackets. The median household income in 1999 was estimated at \$73,504.
4. The poverty rate in Spencerport is comparatively low. Spencerport's estimated individual poverty rate in 2009 was less than 3% of families.

#### RETAIL DEVELOPMENT

Retail, more so than any other type of land use, does not lend itself to formulas or simple equations of supply and demand, such as residential development where one can easily assume so many households will need so many housing units. Retail more than any other type of development is subject to a wide range of demand factors and pressures; including the shopping whims of customers, the general state of the economy, current retail supply, and work and travel patterns. Much more work is needed on how to truly achieve a successful retail or mixed use development.

#### RESIDENTIAL DEVELOPMENT

Many factors point to the probable success of a mixed-use retail development along the canal. The population income data suggest that a phased development with possible senior and income-restricted components may enjoy success and help solidify the Village's development plans. The consultant developed a preliminary Pro Forma of such a development that is included in the Appendix of this report. This type of analysis needs to be refined but the preliminary results indicate that it is reasonable.

These types of mixed income projects are often done in cooperation with a not-for-profit provider and conversations with an established regional provider were extremely positive and should be pursued further.

#### Key Points from Economic Assessment

- Incorporate mixed use land uses along the canal,
- Phased residential development with buildings directly along the canal,
- Village should build on its efforts to market and promote the community,
- Village should consider promoting different types of infill housing development.

### *C. Circulation*

NY Route 259 (Union Street) is the main north/south roadway in the project study area that provides circulation to all users and not just motor vehicles. Besides being the main roadway or spine through the study area, Union Street provides access to the Route 531 expressway to the south and access to the canal and parks to the north. Maintaining acceptable traffic circulation through the town and village is critical to the economic success of these areas. Gillett Road is a secondary north/south road through the study area that serves as a link from Lyell Avenue to Route 31 for school traffic. Coleman and Prospect are also north/south, local residential roadways within the study area which connect Lyell Avenue to Route 31.

There are three main east/west roadways within the study area: Big Ridge Road, Lyell Avenue, and NY Route 31 (Nichols Street). Although Lyell Avenue is somewhat of a secondary roadway (as compared to NY Route 31), it plays an important role in circulation for the entire study area because of its location through the middle of the Village. Lyell Avenue is also important because it links the Village of Spencerport to the Town of Ogden and the Spencerport School District. Brockport Road is also an east/west roadway within the study area that connects Route 31 to Union Street and provides access for local residents.

The village plaza is somewhat unique in that vehicular traffic can only access the plaza from Union Street. The plaza is bordered by the railroad right-of-way, residences, and then Lyell Avenue to the south and the canal to the north. The existing circulation only allows vehicles to enter the plaza via Slayton Avenue and exit the plaza via East Avenue. This circulation pattern is somewhat confusing to non-residents and not very well defined along Union Street and within the plaza.

Other than the issues stated above with the Village Plaza, there are longer delays on Brockport Road and Lyell Avenue at Union. Also, cut-through traffic that uses Prospect and Coleman streets to avoid sections of Union Street to get to Route 31.

The current circulation pattern (with two one-way streets) is also known as a “one-way couple” or “one-way pair”. One-way pairs have advantages over traditional two-way streets in that there are generally less conflict points and they can usually accommodate higher traffic volumes. However, the long term goal for East and Slayton Avenues may not be to carry higher traffic volumes, but instead be an opportunity to improve circulation not only for vehicles, but also pedestrians and bicyclists.



### III. Needs and Opportunities

There are three different possible opportunities to change the circulation within the plaza that are considered in this study.

The first option would be to remove East Avenue completely from the plaza and convert Slayton Avenue to a two-way street. If Slayton Avenue was converted to two-way traffic flows, a new traffic signal may be needed on Union Street for the plaza, as shown in the diagram below. The traffic signal at East Avenue would likely remain in its current location under this option. Both East Avenue and Slayton Place are public roads owned by the Village of Spencerport for a certain distance into the plaza.

A second possible option for vehicular circulation in and out of the plaza involves converting East Avenue from one-way out (existing) to two-way traffic flows, as shown in the diagram below. Conversion of East Avenue to two-way would likely require some lane use treatment along Union Street to accommodate southbound left turning motorists into the plaza. New York State Department of Transportation may require a left turn lane be installed on Union Street to accommodate southbound left turning vehicles. Installation of a turn lane on Union Street would likely require the need for removal of on-street parking spaces as well.

The third possible option would involve the conversion of both East and Slayton Avenues to provide two-way traffic flows into and out of the plaza.

One key component to improving the economic vitality of the area, specifically the village plaza, is to increase the amount of activity within the plaza. Increasing activity does not only mean vehicle traffic, but pedestrian and bicyclists as well. Pedestrians and bicyclists can generally be accommodated with desirable sidewalks and shared use paths; however motor vehicles need convenient points of access.





As previously discussed, the plaza is somewhat lacking in clear and convenient points of access for motor vehicles, and is limited for access by the canal. Therefore, the only possible remaining option is to connect the plaza to Lyell Avenue.

Some benefits of connection to Lyell Avenue are:

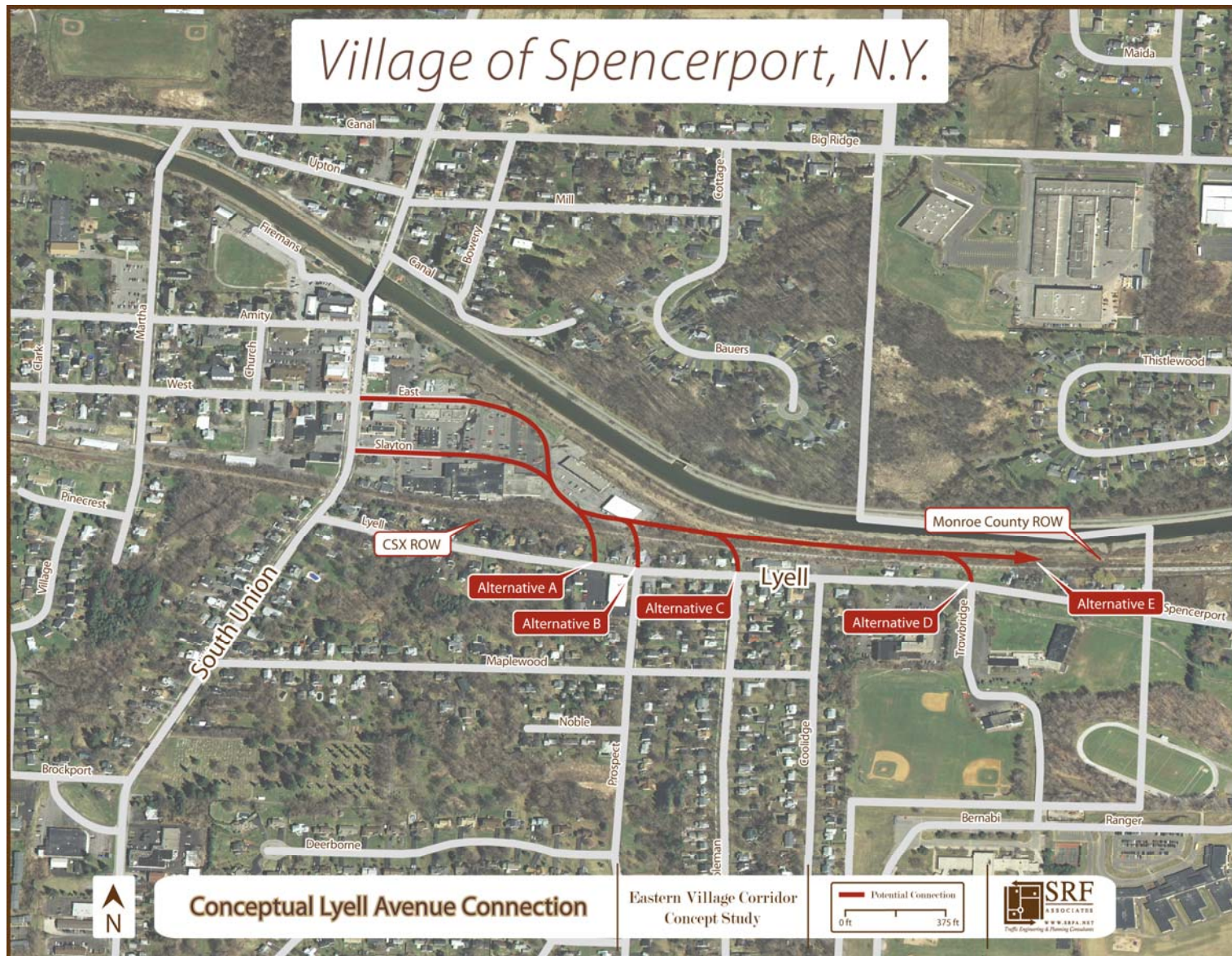
- Development potential increases within plaza,
- Decrease in traffic along Union Street,
- Decrease in traffic in the primarily residential area of Lyell Avenue west of Prospect Street,
- Potential for reduced traffic congestion at the Lyell Avenue/Union Street intersection,
- Greater Village access for all users; motorized and non-motorized,
- Improved access for large delivery trucks to the central business area,
- Option for left turns to Union Street from the signal at East, instead of longer delays at Lyell Avenue.

Some possible conflicts include:

- Crossing the railroad right-of-way,
- Removal of existing business or residences along Lyell,
- Overhead utility relocations.

Similar to different circulation options for Union Street, there are multiple access options for connection to Lyell Avenue, as shown in Figure 13. Alternative A would utilize a vacant parcel to connect to Lyell; however this is the westernmost connection point and would not benefit residents to the east of this location. Alternative B would align opposite Prospect Street and would require relocation of an existing business. Concerns with this option include potential increase in cut through traffic on Prospect Street. Alternative C would connect to Lyell opposite Coleman Avenue and would require removal of an existing residence. Similar to Alternative B this alignment could encourage cut through traffic on Coleman. Alternative D would connect to Lyell opposite Trowbridge and would require removal of an existing residence. This option would provide the greatest benefit to residences along Lyell Avenue by decreasing traffic. This option would also utilize the existing horizontal curve in Lyell Avenue and could provide a smooth transition to an East Avenue Extension. Alternative E is the easternmost connection and would require the longest extension of East Avenue to connect to Lyell Avenue, which could be cost prohibitive.

Figure 13: Lyell Avenue Connections



## ***D. Urban Design Overview***

The character of the built environment in the 'basin' area is inconsistent with the traditional village character that is present on most of Union Street. Redevelopment presents opportunities to reconnect the area to the central business area with unified urban design principles for the public realm that involve buildings, streets, and the Canal. From an urban design perspective, the objective should be to seamlessly integrate the 'basin' area into the village fabric with buildings that engage the public realm and streets and other public spaces that are inviting and pedestrian friendly.

### **BUILDING CHARACTER AND RELATIONSHIPS**

The building street wall along Union Street between the Canal and East Avenue is substantially intact with few interruptions. However, from the northeast corner of Union Street and East Avenue south to the CSX bridge, the street wall is fragmented and lacks the desirable rhythm that is needed on urban commercial streets. Infill multistory buildings with first floor facades that engage the street with storefronts and entrances would have a tremendous impact on the function and feel of Union Street. Unlike what currently exists, on-street parking should be included on Union Street and off street parking should be located behind the buildings with access from East Avenue and/or Slayton Avenue.

Visibility is critically important for retail and commercial businesses. The plaza and adjacent buildings in the 'basin' suffer from poor visibility from Union Street and from the lack of both vehicular and pedestrian traffic. Unlike buildings that line Union Street, the plaza is oriented perpendicular to Union Street which limits views from the street to storefronts. There are two ways to bring more visibility to the plaza. The first is to open site lines from Union Street by eliminating the buildings between East Avenue and Slayton Avenue. Although this might bring more visibility to the plaza it exasperates the fragmentation of the building street wall on Union Street. It also creates views from Union Street to the vast parking lots that are needed to support the basin area businesses. A community park could be developed between the parking area and Union Street. However, to make it feel comfortable, it would require trees to be planted along the streets and within the park to develop the desired enclosure and structure that would ordinarily be provided by buildings. This would help break up views to the open parking lots but could also limit views to the plaza, which would be counterproductive. An alternative to eliminating all the buildings along Union Street between East Avenue and Slayton Avenue would be to consider replacing the small bank building near the north corner of Slayton Avenue with a small park. This would increase the view into the plaza, especially for motorist traveling south. In addition to the park, if Slayton Avenue were to be redesigned to village streets standards including sidewalks and if a connection were to be made to Lyell Avenue via East Avenue or Slayton Avenue it could substantially increase vehicular and pedestrian traffic through the basin area. Much of this traffic could travel near or in front of the plaza building.

### **STREETSCAPE**

As stated above, neither East Avenue or Slayton Avenue are designed as village streets. They lack curbs, sidewalks, street lights, trees, and amenities such as benches, bike racks, and trash receptacles. Both streets should be reconstructed to create pedestrian friendly public spaces that accommodate all users. On-street parking should be included and sidewalks should connect from the street to building entrances and, where appropriate, should include adequate space for outdoor seating, display areas, and other opportunities to interface the private and public realms. Screening should be considered to deemphasize undesirable views to such things as vast parking lots and the utility substation.



#### **ERIE CANAL**

The Canal is an underutilized asset that must become an integral part of the redevelopment of the basin area. Currently, access to and along Canal is limited. If the utilities along the Canal can be relocated mixed-use development should be considered. Some retail uses could be included, including a restaurant. These uses could be included on the first floor of buildings that spill out onto a waterfront promenade which would add substantial value to the development as a vibrant local destination. The promenade should be large enough as to accommodate pedestrian, bicyclists and outdoor seating. Any new development along the south side of the canal should consider the adjacent Spencerport Trolley Depot as an asset to provide compatible architecture and a seamless canal side promenade. The south side of the canal in front of the Trolley Depot has been recognized as a future location for municipal dockage. A canal side multi-use trail should be developed with a connection to the Spencerport Schools on Lyell Avenue and a separate trail along the canal to Gillett Road.

#### ***E. Planning and Zoning***

There are a number of plans and studies that address the revitalization of the central business area and the Village Plaza. The key issues, goals, and recommendations of these documents should be synthesized and incorporated into the updated Comprehensive Plan for the Village. Once the Comprehensive Plan is adopted, it will provide the legal foundation for any necessary zoning changes as well as improve the Village's chances of obtaining outside funding to implement the various recommendations.

The market assessment completed as part of this study indicates that a mix of residential, retail, and office uses is most desirable for the Village Plaza site. More specifically, the presence of residential units along the canal would be financially beneficial to the plaza owner but also add to the vitality of the plaza and the Central Business Area. In order to accomplish this, the Village Zoning Code needs to be modified. As previously stated, the current zoning for the plaza site is Industrial. As the Code is currently written, residential uses are prohibited within an Industrial District. In other words, there is no legal mechanism to allow residential uses within the plaza, including a use variance.

It is recommended that the Village re-zone the Village Plaza site to allow a blend of commercial and residential uses. This can be accomplished through two different scenarios:

Scenario 1: Extend the B-2 District to include the Plaza. This would allow residential uses by Special Permit from the Zoning Board of Appeals. The purpose of the B-2 District is also more consistent with the current and potential future use of the plaza than the industrial zoning provisions. This change would also eliminate the possibility of adult uses being placed in the plaza. The Village may also want to consider combining the B-1 and B-2 Districts into a single Village Center District.



Scenario 2: According to the NYS Legislative Commission of Rural Resources, “a Planned Unit Development (PUD) provides greater design flexibility and economies of scale in the development of particular land area within the community. Above all, PUD provisions target specific goals and objectives included in the municipality’s comprehensive plan. Generally, PUD regulations anticipate projects that develop a tract of land as a unit (typically a relatively large scale property) in a unified manner. For example, a community that anticipates receiving a rezoning or site plan application for the development of a large shopping mall could use a mixed-use PUD law to negotiate significant design and use changes instead of ending up with yet another commercial strip.”

A majority of the Village Plaza is situated on a single, large parcel (over 9 acres) under single ownership. Codifying the orientation of future streets, parking, and buildings will be difficult using conventional zoning techniques due to the site’s existing constraints such as the canal, the rail bed, and the electrical station. As a result, the Village and the property owner may want to consider the creation of a Planned Unit Development (PUD) for the entire Village Plaza Site. The PUD language should include an appropriate list of permitted uses, shared parking provisions, and design language to ensure appropriate relationships between the buildings, the street network, the Canal and S. Union Street are achieved.

## IV. Village of Spencerport – Recommendations

### A. Preliminary Alternatives

A plan for the Central Business Area (CBA) must incorporate previously identified community goals and vision, recommendations from the economic assessment, input from steering committee members as well as public input and comments as it relates to transportation. Therefore, four alternatives were prepared, evaluated and presented to obtain comments, thoughts and ideas for further refinement.

All four of the alternatives assume that a connection to Lyell Avenue will be made via the extension of East Avenue. Two of the alternatives assume that East Avenue will remain and the other two options consider the removal of East Avenue and conversion of Slayton Avenue to two-way traffic flows.

Based on findings from the economic assessment and concurrence from the steering committee, mixed use development was favorable within the CBA. New residential uses could be situated within the village plaza directly along the canal. Residential development along the canal has proven to be desirable in other canal villages as well as within the City of Rochester along the river. In order to accommodate residential uses along the canal, the overhead electric transmission lines have to be relocated; either underground or overhead.

Preliminary input from Spencerport Municipal Electric and Rochester Gas & Electric indicate that transmission line relocation is an involved process that can have very significant costs. If it is determined that electric line relocation is too expensive to accommodate residential uses along the canal then other alternatives need to be considered. Therefore, two of the alternatives include residential uses along the canal with the electric lines relocated, and the other two alternatives consider residential uses elsewhere within the village plaza and the electric lines would remain in the current location.

The four alternatives are shown in Figure 14.

Each steering committee member was asked to complete a value matrix and rank each alternative by categories, such as: village form/character, relationship to canal, enhanced gateways, economic feasibility, pedestrian safety, and vehicular circulation. A sample value matrix and the tabulated results are included in the appendix of this report.

Figure 14: Preliminary Alternatives

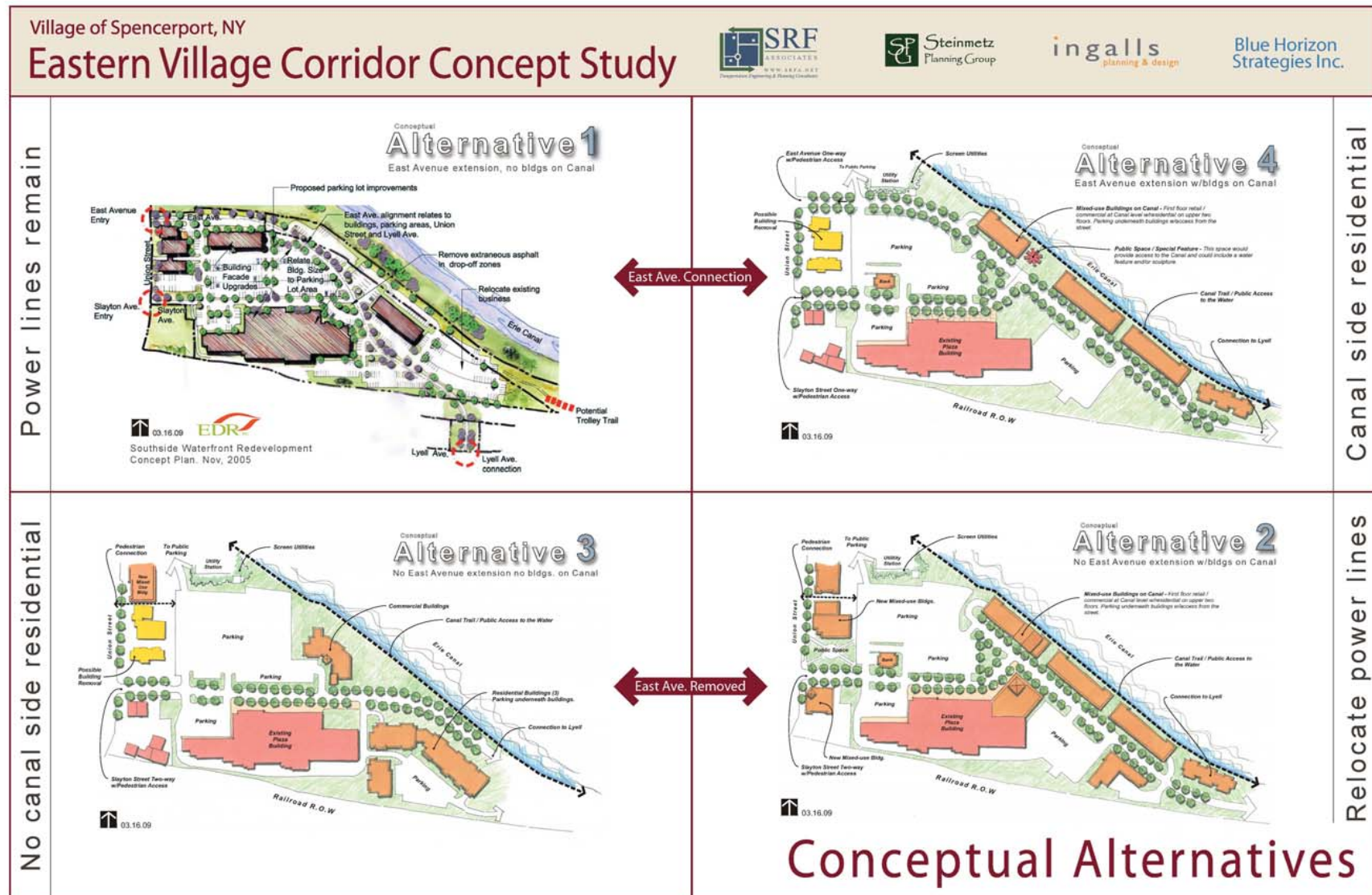


Figure 15: Alternative 1





### Figure 16: Alternative 2



Figure 17: Alternative 3



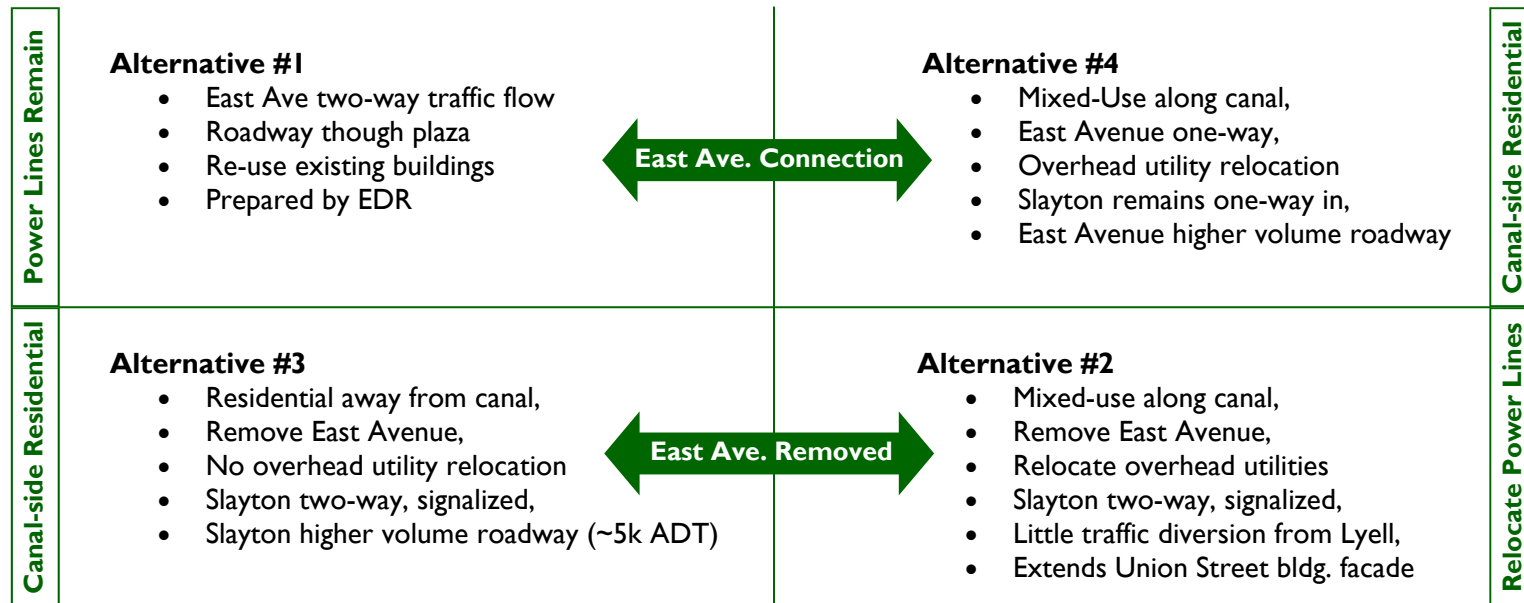


Figure 18: Alternative 4



## IV. Recommendations

The key points from each alternative are listed below.

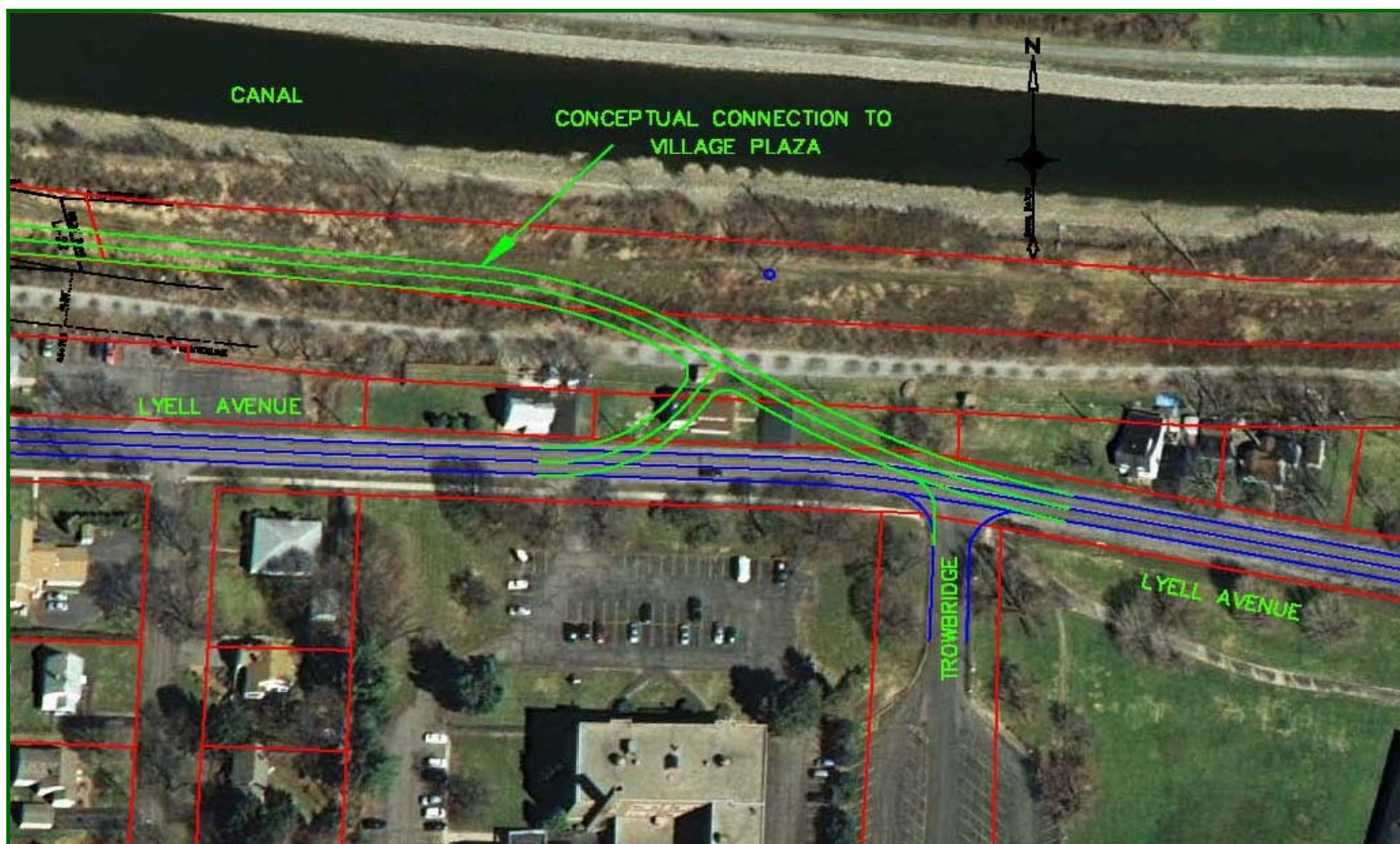


New York State Department of Transportation (NYSDOT) indicated that the existing traffic circulation pattern (East Avenue one way westbound and Slayton one way eastbound) is their preferred alternative. This option would provide the best levels of service during the critical PM peak hour period within the study area. The future build levels of service are discussed in detail in the following section of this report.

Regardless of which alternative layout is preferred or advanced, the extension of East Avenue and connection to Lyell Avenue can be included. Based on comments from steering committee members and the public, connection to Lyell Avenue closer to Trowbridge (as opposed to opposite Prospect Street) was preferred. Therefore, a conceptual alignment of the East Avenue extension was prepared, and is shown in Figure 15. This type of alignment would encourage motorists to travel through the village plaza to travel between Lyell Avenue and Union Street. Final alignment for an East Avenue extension connection to Lyell Avenue is subject to numerous factors and will need to be discussed with CSX railroad to cross the right-of-way, Monroe County Department of Transportation, and private landowners. Further detailed design should be done to determine if avoiding removal of a residence is possible.



Figure 19: Conceptual Lyell Avenue Connection



### *B. Preferred Alternative*

The Conceptual Master Plan in Figure 20 is an illustrative example of how the plaza and the surrounding area could be redeveloped to create an exciting mixed-use canal side development that capitalizes on the close proximity of the Erie Canal and embraces urban character, density, and connectivity. In order for people to want to live, work, and visit here the area must have a sense-of-place that makes it unique and special. The buildings must have character and contain a mix of uses that actively engage the pedestrian realm. Streets must be inviting, walkable, and accommodate all users.

As previously discussed, transmission line relocation is an involved process that can have very significant costs. The preferred alternative involves relocation of transmission and other overhead electric lines. Any development along the canal will need to take this into consideration and would need to include a 20' wide (minimum) easement for the new routing of transmission lines.

A map illustrating the preferred alternative is contained on the next page.



Figure 20: Conceptual Master Plan



**ingalls**  
planning & design

## IV. Recommendations

### STREETS

Streets are the bones of the public realm. They are our primary public spaces and should be designed to accommodate all users. Currently, Union Street is a vibrant urban street with a traditional “Main Street” feel. However, neither Slayton Avenue nor East Avenue are inviting public spaces. When reconstructed, they must be pedestrian and bicycle friendly, include on-street parking, effectively move motor vehicles, and include ‘place-making’ design characteristics. The existing sidewalks width on Union Street should be maintained throughout the corridor. Sidewalks should be included on both sides of Slayton Avenue and East Avenue and should be a minimum 14 feet in areas where commercial buildings front the street and a minimum of 5 feet in all other areas. In areas where commercial buildings do not front the street, sidewalks should be separated from the curb by a 6 foot (minimum) tree lawn or landscape area. Surface materials should include concrete or a combination of pavers and concrete. Due to maintenance requirements, stamped concrete and asphalt should be avoided. It is more effective to use scored concrete accented with pavers than to blanket the commercial district with a stamped material that is costly to maintain and typically looks unauthentic.



**Graphic illustration of Slayton Avenue extended & redeveloped**

Clearly identifiable crosswalks are critical in creating a safe and pedestrian friendly streetscape. Brick pavers and stone will help to bring prominence to the commercial district but are expensive to install. This treatment should be limited to gateway areas. Stamped concrete and stamped asphalt do not work well in crosswalks and should be avoided. The patterns and colors cannot withstand high levels of traffic. Piano key type crosswalks are an effective, low cost alternative to pavers.

The Village should move forward with the palette of furnishings as outlined in the EDR report. Strategically placed benches, trash receptacles, bike racks and planters will provide the needed amenities for both residents and visitors and add color and life to the streetscape. Pedestrian level street lights with poles that are 12 to 14 feet high from the sidewalk should be included on all streets. Fixtures and poles should match those on Union Street and along the Canal. This type of lighting would help to integrate Slayton Avenue and East Avenue with Union Street and add to the human scale of the pedestrian realm.

Street trees are an important defining element for many cities and villages. As with historic architecture, porches, granite curbs, and sidewalks, street trees are features that are not often found in typical suburban developments. They provide shade which is not only beneficial to people but it extends the life of pavement as well. Along with aesthetic benefits, trees can improve the function and feel on the street by creating enclosure which makes the street feel narrower, therefore slowing traffic. They also bring life to the street and have proven to enhance the overall experience of a place. Trees should be included on all streets. They should be strategically placed with a tree canopy of 8 to 10 feet as to limit the obstruction of views to signs and into storefronts.



## BUILDING CHARACTER AND PLACEMENT

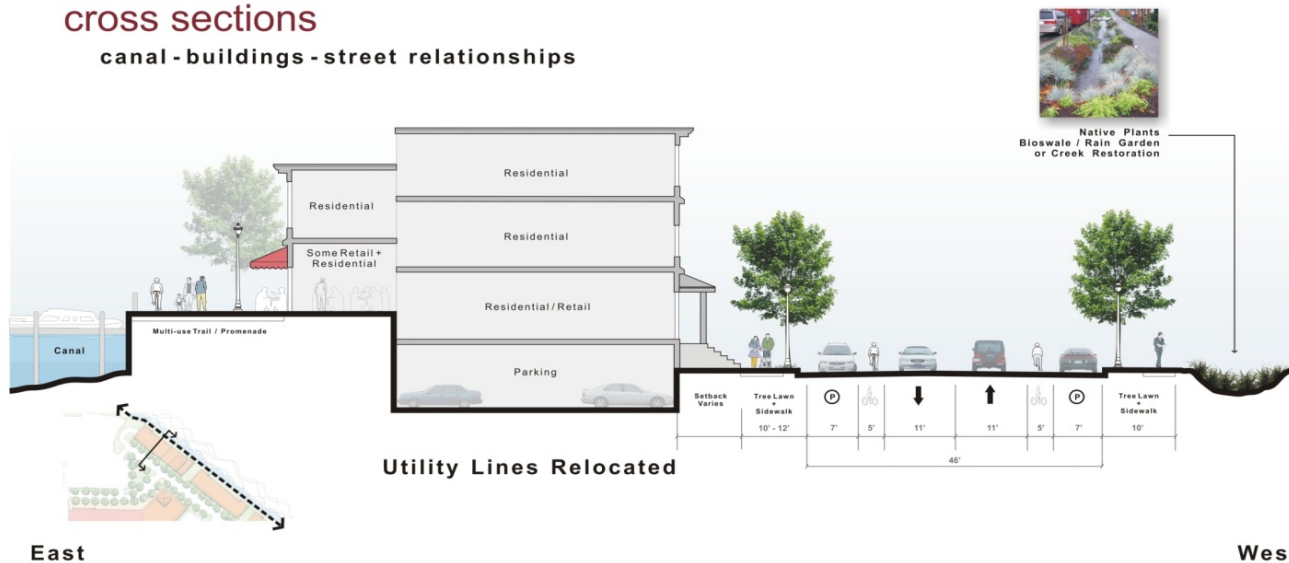
In an urban environment, like the Village of Spencerport, buildings help to define the public realm. Facades should actively engage the street with entrances, windows, and architectural details. Most buildings along Union Street in the business district do engage the street. However, there are a few buildings on the east side between East Avenue and Slayton Avenue that do not. Those buildings are inconsistent with typical multi-story “Main Street” mixed-use buildings. Over time, those buildings should be replaced with multi-story buildings with first floor uses that favor activity on the street. They should be carefully placed as to not cover the creek and consideration should be given to creating space for outdoor seating and merchant displays such as sidewalk sales. It is important to create a contiguous street wall along Union Street with a rhythm of buildings and storefronts that people expect on a village Main Street.

New buildings, whether they be located on Union Street, East Avenue or Slayton Avenue should reflect the scale and massing of traditional village commercial district architecture. Buildings should be placed close to the street with entrances and windows that engage the pedestrian realm. When appropriate, fenestration and architectural detailing should respect adjacent buildings. A consistent on and off-street lighting scheme should accompany building placement and character and be considered by the Village with every project.

Existing buildings along Union Street should be evaluated based on condition and architectural / urban design significance. A facade improvement program should be considered for buildings in need of improvements. Special attention should be given to facades that help to define the public realm which include streets, Canal, public parking areas, parks, plazas, and other public gathering areas.

### cross sections

canal - buildings - street relationships



### PARKING

The Central Business Area (CBA) appears to have enough parking for normal weekday business conditions; however, the Village of Spencerport should attempt to obtain additional parking areas within the CBA for municipal use. Public / private parking agreements should also be explored and obtained where applicable within the CBA. During peak times throughout the year, additional parking within the CBA may be desirable.

As mentioned in the previous parking study for the Village, Public or Municipal Parking way finding signs should be installed along Union Street to direct people to lots within the CBA. Some examples of Public Parking way finding signs are shown below.

Modifications to the current parking space requirements are included in the Zoning and Regulatory Recommendations section of this report.

Furthermore, additional boat parking or public docks could be installed on the south side of the canal east of Union Street to provide easier access to the Village Plaza and the Central Business Area.



### **LEVEL OF SERVICE**

A Summary of LOS/ICU calculations for the study area are presented in Table II for the Full Build 2028 Conditions.

Analyses of the future 2028 conditions indicate that all of the intersections studied operate at level of service “C” or better on all approaches during the peak periods with the following exceptions: Lyell Avenue westbound at Union Street; Brockport Road eastbound at Union Street; west and northbound approaches during the PM peak at Canal-Big Ridge/Union intersection.

The levels of service on Brockport Road and Lyell Avenue during the PM peak hour period are characteristic of an unsignalized minor street approach to a major street (such as Union Street). Input from local residents indicates that drivers are aware of the longer delays for left turning vehicles from the minor street to Union Street and will avoid this maneuver if possible. Evidence of this behavior is shown in the existing volumes because the right turn volume is significantly greater than the left turning volumes. Although the west and northbound approaches at Canal-Big Ridge are shown to operate at LOS “D” during the PM peak period only, the overall intersection operates at “C” during the PM peak period.

All of the study intersections are currently operating at less than 75% of their capacity during both peak hours; with a few exceptions: Canal-Big Ridge, East-West Avenues and Brockport Road intersections with Union Street and Route 31/Gillett intersection. These percentages indicate that there is excess capacity available at these intersections and opportunities may exist for pedestrian and bicycle enhancements without significantly compromising vehicular capacities.

The future 2028 build levels of service are shown in Figure 21.

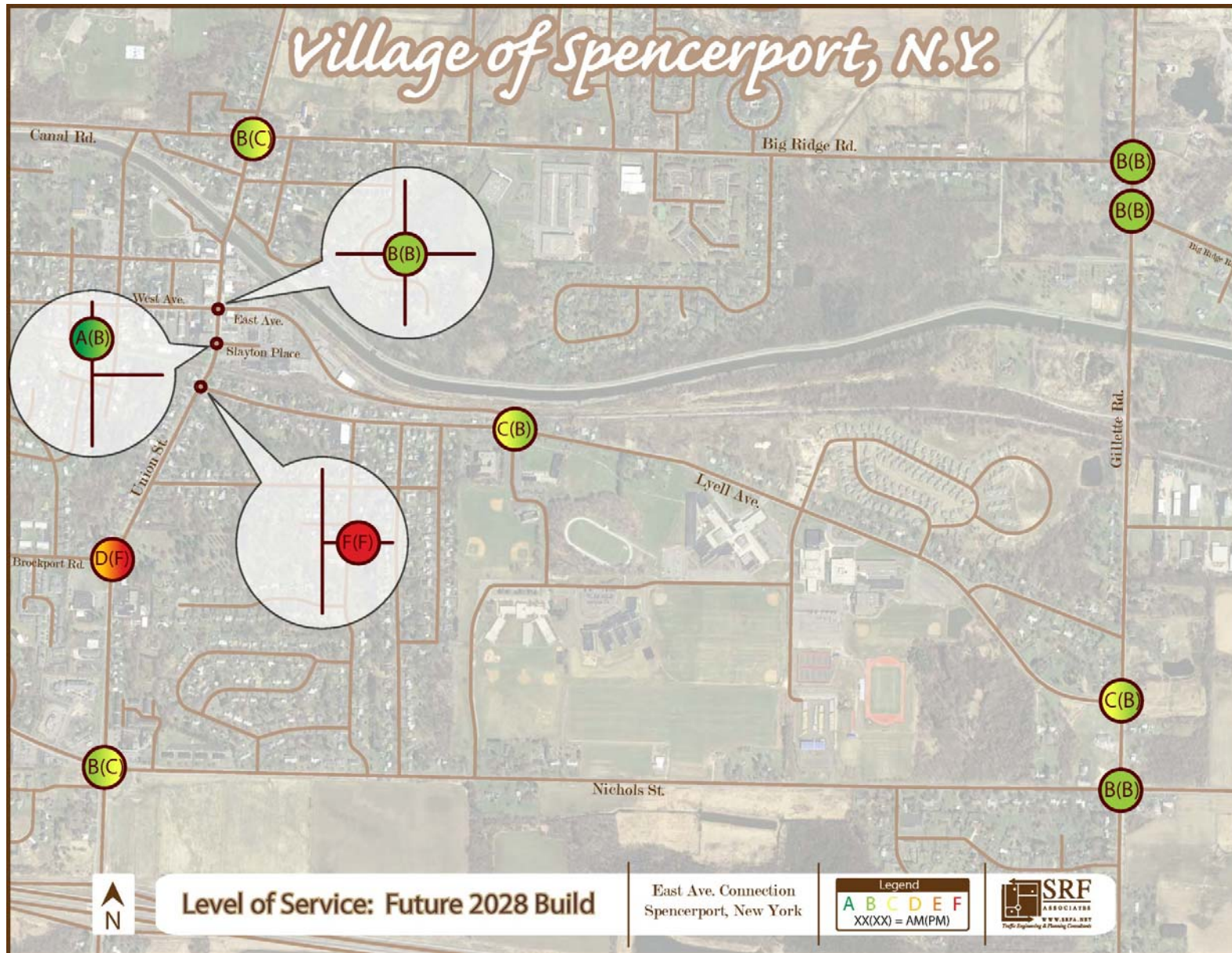
**Table 4: Future Build Intersection Capacity Analysis Results**

Intersection	Future Build (2028)	
	AM	PM
<i>Canal-Big Ridge / Union</i>		
Eastbound	B	C
Westbound	C	D
Northbound	A	D
Southbound	B	B
<b>Overall</b>	<b>B(13.3)</b>	<b>C(31.7)</b>
<b>ICU</b>	<b>E(88%)</b>	<b>E(82%)</b>
<i>Slayton Place / Union</i>		
Southbound Left	A	B
<b>ICU</b>	<b>A(49%)</b>	<b>C(68%)</b>
<i>West-East Ave / Union</i>		
Eastbound	B	B
Westbound	B	B
Northbound	A	B
Southbound	C	B
<b>Overall</b>	<b>B(16.1)</b>	<b>B(18.2)</b>
<b>ICU</b>	<b>C(68%)</b>	<b>D(81%)</b>
<i>Lyell Ave / Union</i>		
Westbound	F	F
Southbound	B	B
<b>ICU</b>	<b>B(61%)</b>	<b>C(72%)</b>
<i>Brockport Road / Union</i>		
Eastbound	D	F
Northbound Left	A	A
<b>ICU</b>	<b>B(58%)</b>	<b>F(97%)</b>

<i>Route 31 / Union</i>		
Eastbound	B	C
Westbound	C	C
Northbound	B	B
Southbound	B	B
<b>Overall</b>	<b>B(16.1)</b>	<b>C(21.6)</b>
<b>ICU</b>	<b>B(60%)</b>	<b>D(75%)</b>
<i>Big Ridge / Gillett (north)</i>		
Eastbound	B	B
Northbound Left	A	A
<b>ICU</b>	<b>A(43%)</b>	<b>A(42%)</b>
<i>Big Ridge / Gillett (south)</i>		
Westbound	B	B
Southbound Left	A	A
<b>ICU</b>	<b>A(37%)</b>	<b>A(41%)</b>
<i>Route 31 / Gillett</i>		
Eastbound	B	A
Westbound	B	B
Northbound	B	B
Southbound	B	C
<b>Overall</b>	<b>B(16.3)</b>	<b>B(16.6)</b>
<b>ICU</b>	<b>C(71%)</b>	<b>D(76%)</b>
<i>Lyell / Gillett</i>		
Eastbound	C	B
Northbound Left	A	A
<b>ICU</b>	<b>A(45%)</b>	<b>A(28%)</b>
<i>Lyell / East Ave. Extension</i>		
Westbound Left	A	A
Northbound	B	B
<b>ICU</b>	<b>A(41%)</b>	<b>A(36%)</b>



Figure 21: Future Build Level of Service Results



## IV. Recommendations

### PARKS AND SPECIAL FEATURES

Public gathering spaces and special features such as parks, public art, and clocks are important elements in 'place making'. They can be very meaningful and memorable if well thought out and placed appropriately. There are several opportunities within the Spencerport business district to include these features, especially at the south corner of Union Street and East Avenue and near the proposed intersection of East Avenue and Slayton Avenue adjacent to the Canal. These areas are ideal for small public spaces with furnishings, kiosks, public art. Due to the change in grade, the proposed public space connecting Slayton Avenue to the Canal will likely need to include terraced walkways, ramps, and walls. This areas needs to be carefully designed to make it inviting. The Creek should be made a feature. The 'leg' near Union Street could become an integral part of a park at the corner of East Avenue.

### PEDESTRIAN / BICYCLE CIRCULATION

In order to improve the experience and encourage more activity for non-motorized users within the study area multiple recommendations are offered.

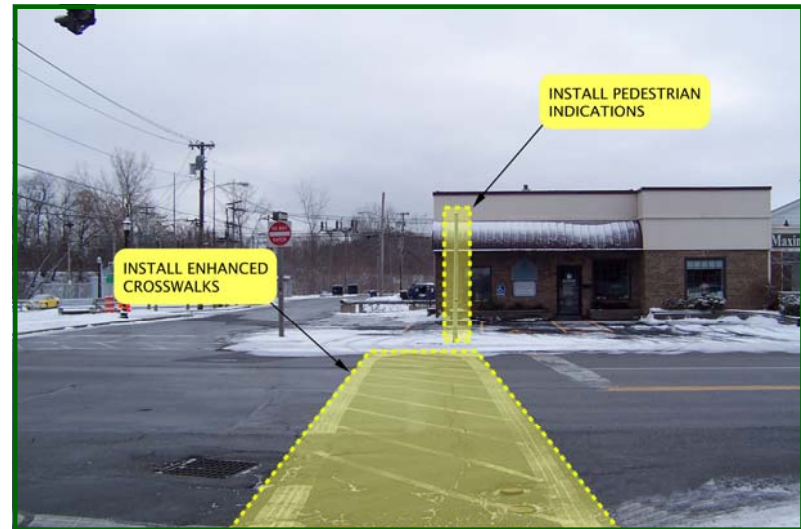
First, high visibility or enhanced crosswalks can be installed at all locations on Union Street and Lyell Avenue. Clearly identifiable crosswalks are critical in creating a safe and pedestrian friendly streetscape. Concrete or brick pavers will help bring prominence to the Central Business Area and send a visual cue to motorists that pedestrian crossings are critically important. Stamped concrete and asphalt do not work well in crosswalks and should be avoided. The patterns and colors cannot withstand high levels of traffic. Piano key type crosswalks are an effective, low cost alternative to pavers.

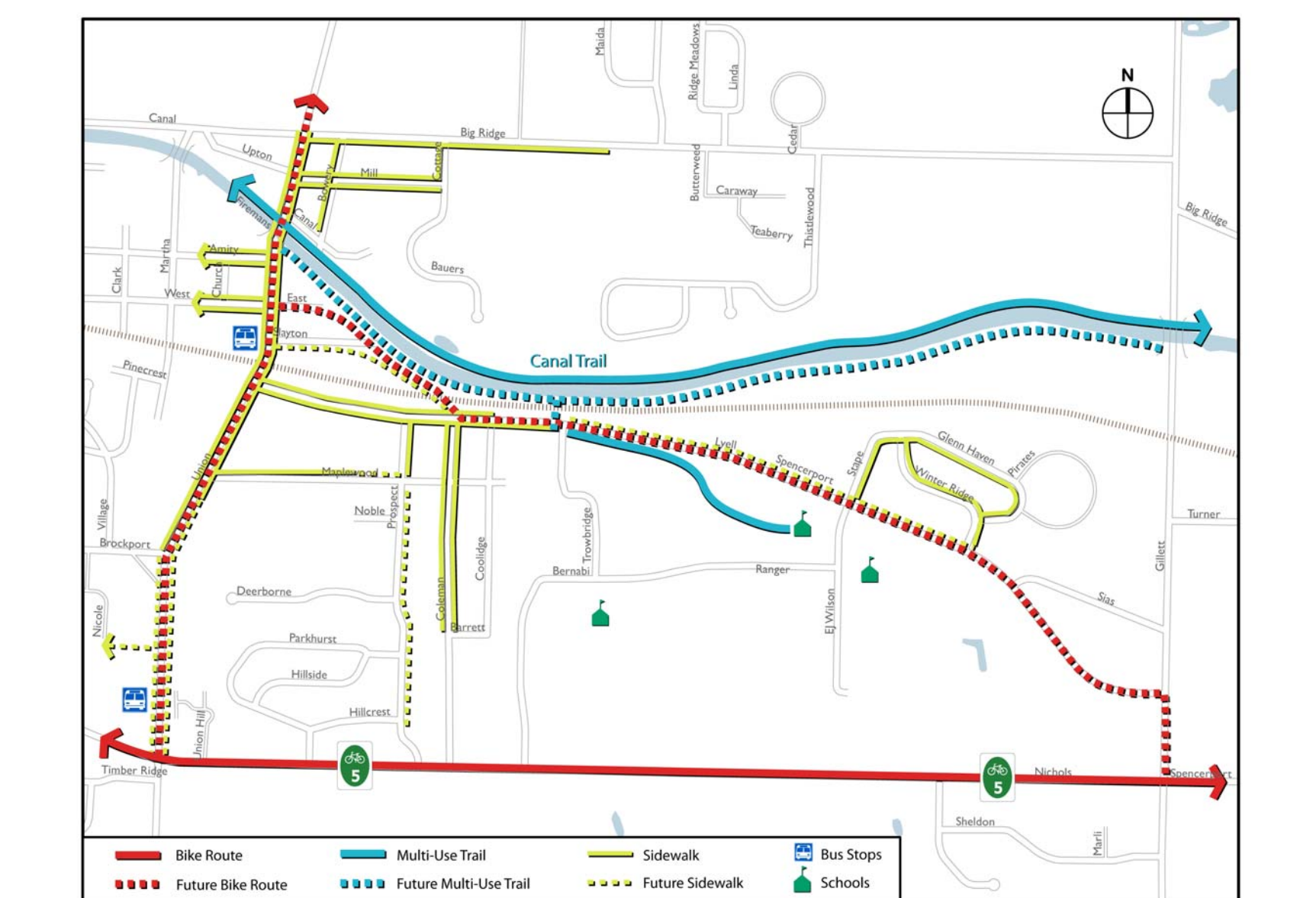
A second enhancement for pedestrian circulation can be made by installing pedestrian indications with count down timers at the Union Street / East-West Avenue intersection.

To provide a more connected sidewalk system within the study area, sidewalks along both sides of Union Street could be extended to Route 31 and the retail area. The sidewalk along Lyell Avenue could be extended to the east to the residences opposite the school. The sidewalk could be extended to the south along Prospect to Route 31. Continuity of sidewalks will encourage people of all ages to walk within the village.

Figure 22 illustrates the locations of existing and proposed sidewalks, bike routes and trails.

To improve the experience for bicyclists, it is recommended that bike lanes be installed from Lyell Avenue along the East Avenue extension,

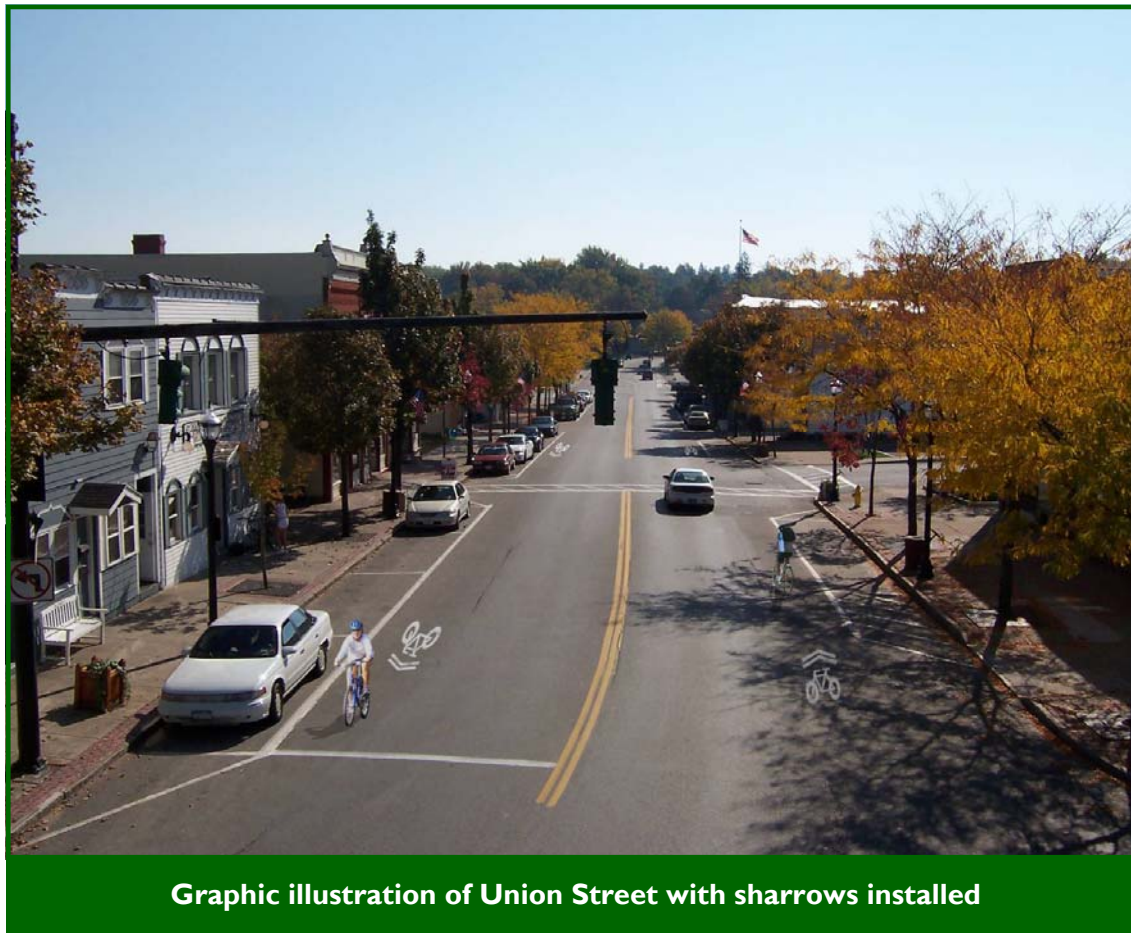






#### IV. Recommendations

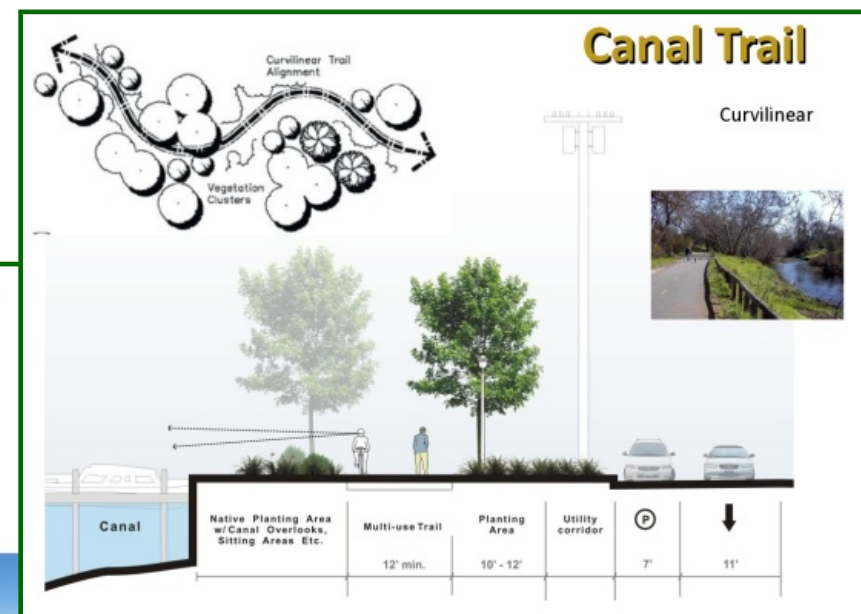
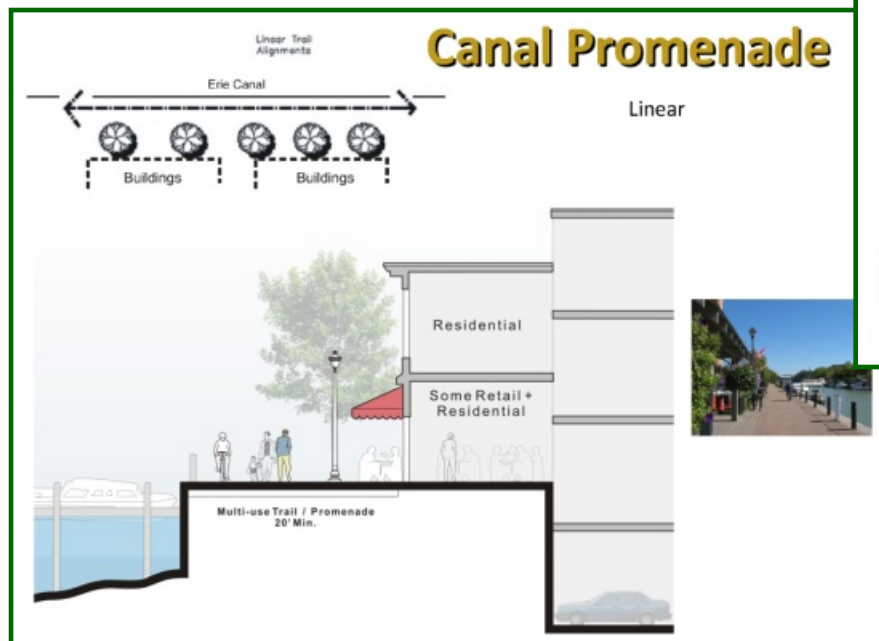
East Avenue, and then northerly along Union Street to the canal. In locations where it is not feasible to install separate bicycle lanes, “Share The Road” signs can be used. These signs could be placed along Union Street from East Avenue to Route 31 (to connect to existing NY Bicycle Route 5) and along Lyell Avenue from the East Avenue extension to Gillett Road. A new innovative tool that is being tested around the region is the use of “sharrows”. These are bicycle symbols with arrows that remind motorists to share the lane with bicyclists. These treatments, although unofficial at this time, are slated for inclusion in the next edition of the Federal Manual of Uniform Traffic Control Devices, (MUTCD). The “sharrow” treatment would then require adoption in New York State, and is currently being tested locally in Ithaca, New York. The picture below illustrates how Union Street (south of the canal) would look with sharrow pavement markings.





A multi-use trail along the south side of the Canal would not only provide a valuable recreational opportunity for residents and visitors, it would also provide a much needed connection between the downtown and the schools on Lyell Avenue and the residential areas to the south and east. Long term, the trail could run along the Canal from the downtown to Gillett Road. However, in the short term it could branch away from the Canal and connect to Trowbridge.

The character of the trail within the business district would be linear and function more as a promenade such as in downtown Fairport or at Schoen Place in the Village of Pittsford. However, the trail is envisioned to be more rural and curvilinear outside the business district with opportunities for Canal side overlooks and trailheads.



### IDENTITY

Marketers are applying 'branding' strategies to mixed-use developments just like any other product. Most new developments have an exciting name to help with marketing and branding the project. It is recommended that a new name be developed as part of the redevelopment plans for the 'Plaza' area. A name, such as "Slayton Place", could be used to help develop a new image/identity for the area.

### SUSTAINABILITY

In simplest terms, sustainability is the balancing of the social, economic, and environmental characteristics of a community. It has been a topic for discussion in planning and development for more than a decade. However, in recent years, sustainability has been moved to the forefront planning and development arena. It is slowly working its way into plans and development regulations. Now more than ever, people are talking about 'green' planning and design including ways to reduce energy use and costs, use recycled materials, and develop compact, walkable, and mixed-use communities as one way to help fight our Nation's childhood obesity epidemic. There are a number of sustainable practices that could be incorporated into the planning and redevelopment plans for Spencerport. It is recommended that the Village, property owners and developers explore sustainable practices such as green buildings, the use of rain gardens, bio-swales and other storm water management practices, solar friendly buildings placement, and reductions in parking requirement are just a few.



### **C. Zoning & Regulatory Recommendations**

The following regulatory recommendations are based upon the goals contained in the Village Comprehensive Plan, a review of the existing Zoning Code requirements, and feedback provided by the Steering Committee and at the two public meetings held as part of this project. In order to ensure that new development within the Central Business Area (CBA) complements the existing character of the downtown area, it is recommended that the Village consider incorporating some or all of the following recommendations into their existing regulatory framework.

It should be noted that these code recommendations should be considered a starting point for a future re-zoning discussion. The exact language and level of flexibility that is appropriate for Spencerport will need to be determined through a process that would involve elected officials, Planning and Zoning Board members, and property owners within the CBA.

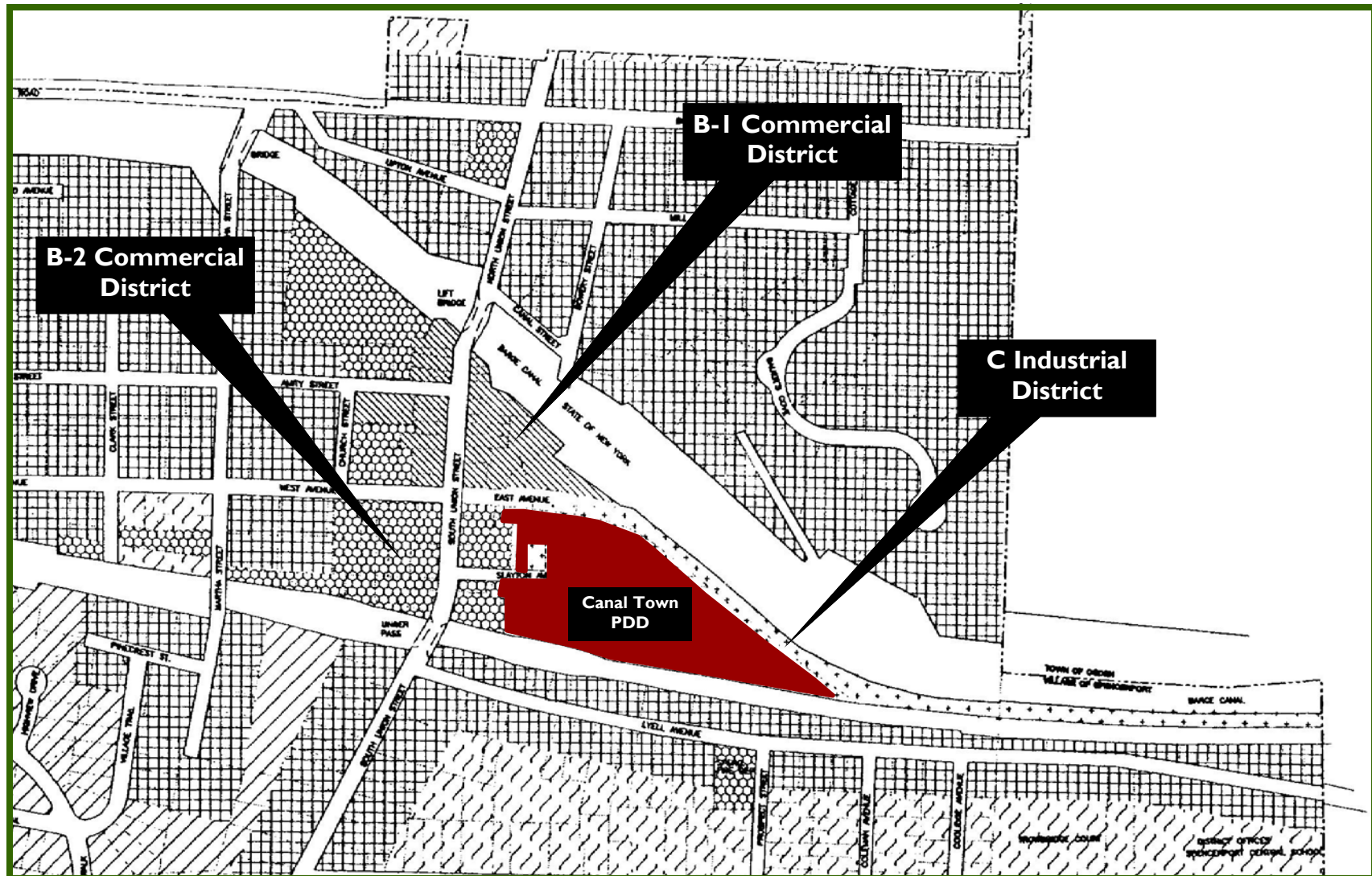
#### **PROPOSED CANAL TOWN PLANNED DEVELOPMENT DISTRICT**

As previously stated, a majority of the Village Plaza is situated on a single, large parcel (over 9 acres) under single ownership. Codifying the orientation of future streets, parking, and buildings will be difficult using conventional zoning techniques due to the existing site constraints such as the canal, the rail bed, and the electrical station. As a result, the Village and the property owner may want to consider the creation of a Planned Unit Development (PUD) for the entire Village Plaza Site. The purpose of a PUD or Planned Development District (PDD) is to provide for greater flexibility in the development and redevelopment process as compared to rather rigid development regulations common to traditional zoning districts. The PDD process provides for a joint planning/design effort by developers and Village officials rather than the Village establishing maximum limits within which developers may perform. It is not the intent of the PDD to allow for reductions or waivers to standard zoning requirements solely for the purpose of increasing overall density or allowing development that otherwise could not be approved. The limits of the proposed CT Planned Development District are shown in Figure 23.

#### **PROPOSED INTENT & PURPOSE STATEMENT FOR THE CANAL TOWN PLANNED DEVELOPMENT DISTRICT**

It is the intent of the Canal Town (CT) Planned Development District to support the goals, objectives, and policies adopted as part of the Village Comprehensive Plan. The purpose of this district is to provide flexible land use and design regulations through the use of performance criteria to foster the development of a mixed-use neighborhood that caters to the community in a manner that is consistent with the pedestrian-oriented and historical character of the central business area and the Erie Canal. More specifically, this district provides opportunities for a variety of residential housing types, shopping and services on both individual building sites and common property which are planned and developed as a unit. Such a planned unit is to be designed and organized so as to be capable of satisfactory use and operation as a separate entity without necessarily needing the participation of other building sites or other common property in order to function as a mixed-use neighborhood.

Figure 23: Proposed Canal Town Planned Development District





#### PROPOSED PERMITTED USE LIST

The following uses should be considered as permitted within the CT Planned Development District:

- Retail or service establishments;
- Professional services and offices;
- Boater service facilities;
- Boat rental establishments;
- Medical offices or clinics;
- Multi-family residential units;
- Pet grooming establishments;
- Dance, art, or music studios;
- Sit down restaurants, excluding drive-in and drive-thru restaurants;
- Artisans, craftsmen, or bakeries in conjunction with a retail operation;
- Drive thru facilities in conjunction with a permitted use. Stand alone drive thru facilities may be prohibited;
- Personal services;
- Theaters or Bowling Alleys;
- Bars or taverns;
- Lodging;
- Public or semi-public uses; and
- Parks or recreational facilities.

#### PROPOSED ARCHITECTURAL REVIEW & DESIGN REQUIREMENTS

Due to the nature of the CT Planned Development District, the following Village Code sections should apply:

- The District shall be part of the Architectural Review District as defined in §140-52; and
- Architectural Design Standards shall be as established in §140-63.

Any other regulations governing development and performance standards should be established at the time of district creation. For example, the Village may want to restrict the storage of merchandise, equipment or delivery vehicles along the Canal or outside of a building within the CT Planned Development District. The Village may also want to consider utilizing the Site Development Standards Checklist and the Architectural Guidelines Checklist contained in the Southside Waterfront Redevelopment Concept Plan in the development and administration of the CT District.

#### PROPOSED OFF-PARKING & CIRCULATION REQUIREMENTS

The parking requirements within the existing Zoning Code for the Village are intended to satisfy the parking demand of stand alone commercial and residential uses. They do not account for the sharing of parking spaces that typically occurs within mixed-use environments. For example, it is anticipated that patrons of the uses within the CT Planned Development District will park once and walk to multiple uses. As a result, the off-street parking requirement articulated in §140-28 may be too high and result in excess pavement at the expense of buildings, green space, or other public amenities. The following requirements are intended to provide a basis for the reduction in the off-street parking requirements within the CT Planned Development District. These figures may be increased or reduced based upon the exact mix of uses that are developed within the District.

#### IV. Recommendations

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<b>Land Use</b>	<b>Current Parking Space Requirement</b>	<b>Proposed Requirement</b>
1. Retail Establishments	4 per 1,000 sq. ft.	2 per 1,000 sq. ft.
2. Supermarkets or plazas	4 per 1,000 sq. ft.	3 per 1,000 sq. ft.
3. Banks or Offices	5 per 1,000 sq. ft. + 1 per two employees	2 per 1,000 sq. ft.
4. Medical or Dental Offices	5 per 1,000 sq. ft. + 1 per two employees	2 per 1,000 sq. ft.
5. Restaurant	1 per table or 1/200 sq. ft or 1 space for every four seats	6 per 1,000 sq. ft.
6. Lodging	1 per room + 1 for every two employees	No change
7. Bowling Alley	6 per lane + 1 space for every two employees	No change
8. Theater	1 for every four seats	1 for every three seats
9. Residential	2 per dwelling unit	1.5 per dwelling unit

As redevelopment occurs within the CBA and in the CT District, no new access driveways should be permitted to connect to NYS Route 259. All access should be provided via Slayton Avenue or East Avenue. This will serve to preserve the carrying capacity of the state road and increase the safety of motorists traveling through the Village.

#### PROPOSED ADMINISTRATIVE PROCEDURES

The Village Code currently has a well-defined procedure for establishing and administering its Planned Residential Development District articulated in §140-16. These procedures should be standardized in a separate code section and made applicable to all Planned Development Districts within Spencerport. The remaining district specific regulations can then be placed in subsequent code sections. The following is an example of how this could occur utilizing a separate Article at the end of the existing Zoning Code:

##### Proposed Article XII

- §140-69 - Planned Development Districts
  - Purpose;
  - General requirements for planned development districts;
  - Planned development application procedure and zoning approval process;
  - Site plan approval process;
  - Other regulations applicable to planned developments;
  - Financial responsibilities;
  - Fees and charges; and
  - Design and construction standards.
- §140-70 - Planned Residential Development District
- §140-71 - Canal Town Planned Development District

This framework will provide the legal foundation for administering existing and future Planned Development Districts in a more efficient manner.

#### **ADDITIONAL ZONING RECOMMENDATIONS**

As shown in Figure 7, the existing zoning classifications in the CBA consists of B-1 (Commercial), B-2 (Commercial), and C (Industrial) Districts. The Village should strongly consider eliminating the Industrial Zoning Classification that currently encompasses the Village Plaza. This zoning classifications allows for a number of light and heavy manufacturing type uses that may be in-appropriate in the heart of the community. In addition, Adult Uses are a permitted use that can be located within the Village Plaza. Adult Uses may not be desirable by Village residents and existing businesses located in the CBA. It is recommended that the Plaza be re-zoned to the CT Planned Development District described in the previous section or to the B-1 or B-2 Commercial District. A third scenario to consider is the consolidation of the B-1, B-2, and C Districts within the CBA to a single Village Center (VC) District. The intent of the VC District would be to allow a variety of retail and service uses that foster a traditional, pedestrian oriented environment.

## **V. Village of Spencerport – Implementation and Funding**

Recommendations for implementation of the proposed improvements are outlined on the following pages. They are subdivided into three categories: Immediate to Near Term (0-5 years), Medium Term (5-10 years), and Long Term (10-20 years). Many of the Immediate to Near Term recommendations can be implemented as part of ongoing maintenance. Meanwhile, others items in this phase of implementation are either relatively low cost modifications or funding for these improvements may be more readily available. Medium Term recommendations require more planning and funding to implement and can likely be accomplished in the 5 to 10 year timeframe. The Long Term recommendations are generally more expensive and are likely to require significant planning to implement. It is noted that the longer timeframes may more closely align with typical NYSDOT timeframes used for programming funding. Specific long term improvements may be made sooner if funding becomes available. Opportunities for funding and a description of the funding sources that are available are included on the following pages.

In February of 2009, the American Recovery and Reinvestment Act (ARRA) was signed into law. The ARRA consists of federal tax relief, expansion of unemployment benefits and other welfare provisions, combined with domestic spending in education, health care, and infrastructure. The combined fiscal expenditures and tax relief provisions contained in the ARRA total \$787 billion dollars. According to [www.recovery.gov](http://www.recovery.gov), approximately \$111 billion dollars is allocated to science and infrastructure projects across the country. These funds have been distributed to the states to allocate as they see fit. For example, New York State has been allocated \$1,120,684,723.00 in highway infrastructure spending as part of the ARRA.

As of the writing of this plan, there is evidence that New York State is choosing to allocate its ARRA funds through existing agencies and programs. In other words, the State is using ARRA funds to augment its own limited financial resources to sustain and expand existing initiatives. As a result, there has not been a large number of new funding opportunities that can assist the Village in implementing this plan's recommendations. Over the next 18 months, it is reasonable to assume that there may be new funding opportunities that will be announced as a result of ARRA. For example, the Transportation Investment Generating Economic Recovery or TIGER Grants were announced in June, 2009. These grants are to be awarded on a competitive basis for capital investments in surface transportation projects that will have a significant impact on the Nation, a metropolitan area or a region. TIGER Grants have a minimum project cost of \$20 million dollars and as a result, will not be applicable to Spencerport. In summary, the existing ARRA funding opportunities were evaluated and are not applicable to Spencerport at this time. The Village should continue to monitor emerging funding opportunities that may arise from the ARRA via New York State at <http://www.recovery.ny.gov> or directly from the Federal government at <http://www.recovery.gov>.

On the local level, the Village should consider establishing a Capital Improvement Program (CIP) as part of its regular operations. A CIP is an ongoing financial planning tool which identifies capital projects and equipment purchases to be completed over a five year period and identifies options for financing the projects and purchases. The CIP can provide a link between the Village, its various departments, other governmental entities (NYSDOT, etc), the recommendations contained in local plans and studies and Spencerport's annual budget. This process may include setting aside financial resources into reserve accounts in order to help fund necessary projects in the future. The use of reserve accounts combined with municipal bonds and outside grant funding constitutes an effective mechanism for funding capital projects in New York State.



**Table 5: Immediate to Near Term  
Funding Opportunities**

## FUNDING OPPORTUNITIES

RECOMMENDATIONS	CHIP	BPF	SRTS	DCR	TEP	CDBG	LIHTC	DHCR	STIP	RTP	MISC
<b>IMMEDIATE TO NEAR TERM (0-5 YEARS)</b>											
Install bicycle lanes and/or signage along Union Street			●		●						1
Install pedestrian “countdown” signals @ East & Union			●		●						1
Install high visibility crosswalks along Union Street at Lyell Avenue, East Avenue, & Amity Street crossings			●		●						1
Determine feasibility of using abandoned railroad bridge for gateway treatment					●						6,7
Determine requirements for crossing railroad right-of-way for connection to Lyell Avenue											6,7
Finalize preferred layout for East Avenue extension connection with Lyell Avenue											5,6
Determine options & associated costs for relocating overhead electric transmission line away from canal											6,8
Design East Avenue extension & detailed cost estimates				●							6
Update the Village Comprehensive Plan								●			6
Modify existing zoning regulations for the CBA											6

CHIP - New York State Consolidate Local Street & Highway Improvement Program; BPF - Upstate New York Blueprint Fund; SRTS - Safe Routes to School; DCR - New York State Division of Coastal Resources Program; TEP - Transportation Enhancement Program; CDBG - Community Development Block Grant; LIHTC - Low Income Housing Tax Credit; DHCR - New York State Department of Housing and Community Renewal; STIP - Statewide Transportation Improvement Program; RTP - Recreational Trails Program

**Table 6: Medium and Long Term Funding Opportunities**

**FUNDING OPPORTUNITIES**

RECOMMENDATIONS	CHIP	BPF	SRTS	DCR	TEP	CDBG	LIHTC	DHCR	STIP	RTP	MISC
<b>MEDIUM TERM (5-10 YEARS)</b>											
Screen Municipal Electric substation on East Avenue					•						6
Reconstruct Slayton Avenue to provide on-street parking & sidewalks	•		•		•						5,6
Construct East Avenue extension to Lyell Avenue	•	•		•		•					5,6
Construct residential uses along canal							•	•			5
Construct multi-use trail along south side of canal from Union Street to existing school path at Trowbridge			•	•	•				•	•	3
Provide signage for bicyclists along Union Street to Route 31 to connect to State Bicycle Route #5					•				•		1
<b>LONG TERM (10-20 YEARS)</b>											
Redevelopment of buildings along Union Street		•				•					4
Construct multi-use path from East Avenue extension to Gillett Road	•		•						•	•	3
Construct public boat docking along south side of canal east of Union Street				•		•					5,6

**MISC Funding Sources**

- |   |                                 |         |
|---|---------------------------------|---------|
| 1. NYSDOT ongoing programs                | 4. Private Developer            | 7. CSX  |
| 2. NYSDOT in partnership with the Village | 5. Public / private partnership | 8. RG&E |
| 3. GTC - Regional Trails Initiative       | 6. Village Budget               |         |

Table 7: Funding Opportunities

## FUNDING OPPORTUNITIES

NAME OF FUNDING SOURCE	DESCRIPTION	WEB SITE	APPLICATION DEADLINE	FUNDING AMOUNT AVAILABLE
NYS Grant Action News	Listing of Grants and Financial Assistance for NYS	<a href="http://assembly.state.ny.us/gan/">http://assembly.state.ny.us/gan/</a>		
New York State Consolidated Local Street & Highway Improvement Program (CHIP)	The objective of the New York State Consolidated Local Street & Highway Improvement Program (CHIP) is to assist localities in financing the construction, reconstruction, or improvement of local highways, bridges, sidewalks, or other facilities that are not on the State highway system. Projects must have a useful life of at least 10 years and be located in the public right-of-way.	<a href="https://www.nysdot.gov/portal/page/portal/programs/chips">https://www.nysdot.gov/portal/page/portal/programs/chips</a>	Requests can be made quarterly; Feb, May, August, & Nov 2009	The annual allocation is calculated according to the formula specified in Section 10-c of the Highway Law.
Upstate New York Blueprint Fund (BPF)	The Upstate New York Blueprint Fund program provides financial assistance from the Upstate Empire Development Corporation to businesses and municipalities for investment in three tracks: 1) Business Investment, 2) Infrastructure Investment, and 3) Downtown Redevelopment.	<a href="http://www.nylovesbiz.com/UpstateDownstateFund/">http://www.nylovesbiz.com/UpstateDownstateFund/</a>	Next deadline is September 15, 2009	Maximum of \$5,000,000 not to exceed 20% of the total project cost.
New York Safe Routes to School (SRTS)	Safe Routes to School (SRTS) is a federal, state and local effort to enable and encourage children, including those with disabilities, to walk and bicycle to school — and to make walking and bicycling to school safe and appealing.	<a href="https://www.nysdot.gov/portal/page/portal/divisions/operating/opdm/local-programs-bureau/srts">https://www.nysdot.gov/portal/page/portal/divisions/operating/opdm/local-programs-bureau/srts</a>	Most recent deadline was April 1, 2008	\$25K-\$150K for non-infrastructure projects; \$25K-\$400K for infrastructure projects
NYS Division of Coastal Resources (DCR)	The Department of State's Division of Coastal Resources works with communities throughout New York State to help them make the most of what their waterfronts have to offer. In 2008, Spencerport was awarded a \$242,500 grant for Southside Waterfront Dock Construction & East Avenue Extension Preliminary Engineering from DCR.	<a href="http://www.nyswaterfronts.com/grantopps.asp">http://www.nyswaterfronts.com/grantopps.asp</a>	Varies	Varies depending on the specific program.
Transportation Enhancement Program (TEP)	In recognition that transportation systems are influenced and impacted by more than the condition of the traditional highway and bridge infrastructure, this program enables funding for transportation projects of cultural, aesthetic, historic and environmental significance.	<a href="https://www.nysdot.gov/portal/page/portal/programs/tep">https://www.nysdot.gov/portal/page/portal/programs/tep</a>	June 27, 2008	Varies, 20% local match required

FUNDING OPPORTUNITIES

NAME OF FUNDING SOURCE	DESCRIPTION	WEB SITE	APPLICATION DEADLINE	FUNDING AMOUNT AVAILABLE
Community Development Block Grant (CDBG)	The Small Cities CDBG Program provides funding to eligible communities for the development of projects that address new or aging infrastructure. Although streetscape enhancement projects are not eligible, the Village could obtain funding to address the drainage issues under Union Street at the time the enhancements are put into place. Technical Assistance grants to develop strategic planning documents are also available by this agency.	<a href="http://www.nysmallcities.com/FundingOpportunities/fundingavailability.asp?gid=30">http://www.nysmallcities.com/FundingOpportunities/fundingavailability.asp?gid=30</a>	Most recent deadline was April 21, 2008	\$400K-\$650K for Towns, Cities, or Villages depending on the nature of the project
Low Income Housing Tax Credit (LIHTC)	The Low Income Housing Tax Credit is a tax credit created under the Tax Reform Act of 1986 that gives incentives for the utilization of private equity in the development of affordable housing aimed at low-income Americans. More specifically LIHTC offers tax-exempt credits that can then be used by the developer or sold at a discount on the secondary tax credit market.	<a href="http://www.nyhomes.org/index.aspx?page=203">http://www.nyhomes.org/index.aspx?page=203</a>	January 31, 2010	A tax credit of up to 14% of the value of the affordable units.
NYS Department of Housing & Community Renewal (DHCR)	The Community Planning grants were provided through the New York State Community Development Block Grant (CDBG) program. They are designed to help municipalities identify and prioritize community development needs and goals and create strategies to achieve them.	<a href="http://www.dhcr.state.ny.us/Funding/NYSCDBG/Fall2008/2008CommunityPlanningProgramNOFA.pdf">http://www.dhcr.state.ny.us/Funding/NYSCDBG/Fall2008/2008CommunityPlanningProgramNOFA.pdf</a>	Most recent deadline was November 21, 2008	60/40 matching grant up to \$25K.
Statewide Transportation Improvement Program (STIP)	The STIP includes both highway and transit projects as well as urban and rural projects on both State and local facilities. NOTE: STIP funds cannot be used for the extension of East Avenue or the redevelopment of the Village Plaza but can assist with improvements along NYS Route 259 and Route 31.	<a href="http://www.gtcmpo.org/Docs/TIP.htm">http://www.gtcmpo.org/Docs/TIP.htm</a>	Upcoming deadline is July 24, 2009.	Varies
Recreational Trails Program (RTP)	The Recreational Trails Program is a State-administered, Federal assistance program to provide and maintain recreational trails for both motorized and non-motorized recreational trail use.	<a href="http://www.nysparks.state.ny.us/grants/programs/recreation.asp">http://www.nysparks.state.ny.us/grants/programs/recreation.asp</a>	Last round, Oct 2006	Varies



## CONSTRUCTION COST ESTIMATES

The costs associated with many of the immediate to near term recommended improvements are relatively low and inexpensive. A number can be implemented with little or no cost, (e.g. pedestrian countdown signals at East/Union, gateway treatment, enhanced crosswalk striping), while other recommendations require a more significant infrastructure investment. The cost for these as well as the far more substantial improvements, such as the recommended East Avenue extension, were estimated based upon recent bid prices for comparable elements.

It should be noted that there is significant variability in the degree to which improvements can be implemented and the costs associated with the improvements. For example, the gateway treatment at the railroad overpass can include special features, decorative pedestrian lighting and significant landscaping, or other less expensive treatments with only plantings and bridge painting. Other improvements in the village transportation system such as the reconstruction of Slayton, East Avenue extension, electric line relocation, and trail additions, may likely evolve over an extended time through a combination of private/public partnerships.

**Table 8: Cost Estimates**

RECOMMENDATIONS	PLANNING LEVEL COST ESTIMATES
Install bike lanes on Union Street from East Avenue to Canal Bridge:	\$8,000
Gateway treatment at railroad overpass:	\$10,000 - \$30,000
Install pedestrian countdown signals at East Avenue / Union Street:	\$10,000
Install high visibility crosswalks along Union Street at Lyell, East and Amity (each location):	\$3,000
Relocate electric transmission lines:	\$800,000 - \$1,000,000
Screen municipal electric sub station:	\$10,000 - \$20,000
Construct East Avenue extension (from East Avenue to Lyell Avenue):	\$300,000
Reconstruct public portion of Slayton Avenue with on-street parking & sidewalks: (Union St. to ~250' east of Union)	\$80,000
Public boat docking along canal:	\$250,000
Multi-use trail from Trowbridge to Gillett Road:	\$30,000

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## CONSTRUCTION COST ESTIMATES (CONT'D)

Assumptions related to the cost estimate are explained in the table below:

**Table 9: Cost Estimate Assumptions**

RECOMMENDATIONS	ASSUMPTIONS
Install bike lanes on Union Street from East Avenue to Canal Bridge:	Pavement markings only, no curbing modifications or repaving
Gateway treatment at railroad overpass:	CSX will allow modifications to overpass
Install pedestrian countdown signals at East Avenue / Union Street:	No new pedestrian poles; pedestrian heads only on existing poles
Install high visibility crosswalks along Union Street at Lyell, East and Amity (each location):	Removal of existing markings and install new markings; no milling or repaving
Relocate electric transmission lines:	New overhead alignment for transmission lines within village plaza area <u>only</u> ; does not include relocation underground or outside the plaza boundaries
Screen municipal electric sub station:	New fencing and plantings only; no housing structure surrounding equipment
Construct East Avenue extension (from East Avenue to Lyell Avenue):	Construction of a Village street with sidewalks; does not include: right-of-way takings, street lighting, utilities, or other relocations / connections
Reconstruct public portion of Slayton Avenue with on-street parking & sidewalks: (Union St. to ~250' east of Union)	Reconstruction of a Village street; does not include: street lighting, utilities, or other relocations / connections
Public boat docking along canal:	Modification to canal edge to provide limited boat docking (similar to existing boat docking on canal west of Union Street)
Multi-use trail from Trowbridge to Gillett Road:	Construction of stone dust trail; does not include: right-of-way takings or acquisitions