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CITY OF LACKAWANNA  
COMPREHENSIVE PLAN  
UPDATE

JULY 6, 2016

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Lackawanna



The City of Lackawanna Comprehensive Plan was made possible through the efforts of the following:

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**And the Citizens of the City of Lackawanna**

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**Executive Summary**

**1 Vision and Goals**

- 1.1 Vision for the Future.....
- 1.2 Goals and Objectives.....

**2 Inventory of Existing Conditions and Analysis**

- 2.1 Natural Resources.....**
  - 2.1.1 Topography and Soil.....
  - 2.1.2 Surface Water Resources.....
  - 2.1.3 Water Quality.....
  - 2.1.4 Wetlands and Habitats.....
  - 2.1.5 Floodplains.....
  - 2.1.6 Brownfields, Inactive Hazardous Waste Sites and Areas of Concern.....
- 2.2 Infrastructure, Transportation and Utilities.....**
  - 2.2.1 Public Water Supply.....
  - 2.2.2 Wastewater Management.....
  - 2.2.3 Stormwater Management.....
  - 2.2.4 Solid Waste Management.....
  - 2.2.5 Utilities.....
  - 2.2.6 Clean Energy Production.....
  - 2.2.7 Transportation.....
- 2.3 Land Use, Land Use Regulation and Planning.....**
  - 2.3.1 Existing Land Use.....
  - 2.3.2 Zoning and Other Land Use Regulations.....
- 2.4 Socio-Demographics.....**
  - 2.4.1 Population Characteristics.....
  - 2.4.2 Income and Labor Force Characteristics.....
  - 2.4.3 Housing.....
- 2.5 Economic Trends.....**
  - 2.5.1 Labor Force/ Unemployment.....
  - 2.5.2 Industry.....
  - 2.5.3 Income.....
  - 2.5.4 City-Based Employment.....
  - 2.5.5 City Budget.....
  - 2.5.6 Homestead/Non-Homestead Tax.....
  - 2.5.7 Bethlehem Redevelopment Area.....
- 2.6 Community Services and Facilities.....**
  - 2.6.1 Parks, Recreation and Open Space.....
  - 2.6.2 Education.....
  - 2.6.3 Cultural Resources.....
  - 2.6.4 Health Care.....
  - 2.6.5 Emergency Services.....
  - 2.6.6 Social Services.....
- 2.7 Cultural Resources.....**
  - 2.7.1 Historical Resources .....
  - 2.7.2 Archaeological Resources.....



- 2.8 Mapping.....
  - Map 2-1 Environmental Considerations.....
  - Map 2-2 Transportation.....
  - Map 2-3 Existing Land Use.....
  - Map 2-4 Community Services.....
  - Map 2-5 Historic Resources.....
  - Map 2-6 Parks, Recreation & Open Space.....
  - Map 2-7 Current Zoning.....
  
- 3 Environmental Framework**
- 3.1 Opportunities for Green Infrastructure.....
- 3.2 Energy Resources and Initiatives .....
- 3.3 Sustainability Measures.....
  
- 4 Recommendations and Implementations**
- 4.1 Constraints and Opportunities.....
  - 4.1.1 Natural Resources.....
  - 4.1.2 Infrastructure, Transportation & Utilities.....
  - 4.1.3 Land Use, Land Use Regulations and Planning.....
  - 4.1.4 Socio-Demographics.....
  - 4.1.5 Economic Trends.....
  - 4.1.6 Community Services & Facilities.....
  - 4.1.7 Cultural Resources.....
  
- 4.2 Future Land Use Plan.....
  - 4.2.1 Low Density Residential.....
  - 4.2.2 Medium-Density Residential.....
  - 4.2.3 Mixed-Use Corridors.....
  - 4.2.4 Historic Central Business District.....
  - 4.2.5 Hamburg Turnpike Commercial Corridor.....
  - 4.2.6 Mixed-Use Redevelopment Area.....
  - 4.2.7 Open Space.....
  - 4.2.8 Waterfront Park.....
  - 4.2.9 Railroad Corridor.....
  
- 4.3 Goals, Recommendations and Implementation.....
  
- 4.4 Annual Review.....
  - 4.4.1 Benefits of Annual Review.....
  - 4.4.2 Responsibilities.....
  - 4.4.3 Monitoring and Reporting Progress.....
  - 4.4.4 Future Actions.....
  
- 5 Environmental Review**
- 5.1 Introduction.....
  
- 5.2 Environmental Setting.....
  
- 5.3 Impact Assessment.....
  - 5.3.1 Short Term/Long Term Cumulative Impacts.....
  - 5.3.2 Adverse Environmental Impacts that Cannot be Avoided.....
  - 5.3.3 Growth Inducing Aspects of the Plan.....



5.4 Mitigation Measures.....

5.5 Evaluation of Alternatives.....

5.6 Thresholds for Further Review.....

5.7 The SEQR Process.....

**Appendix**

- A Background Studies
- B Public Input
- C Sample Complete Streets Ordinance- City of Ogdensburg
- D Acronyms

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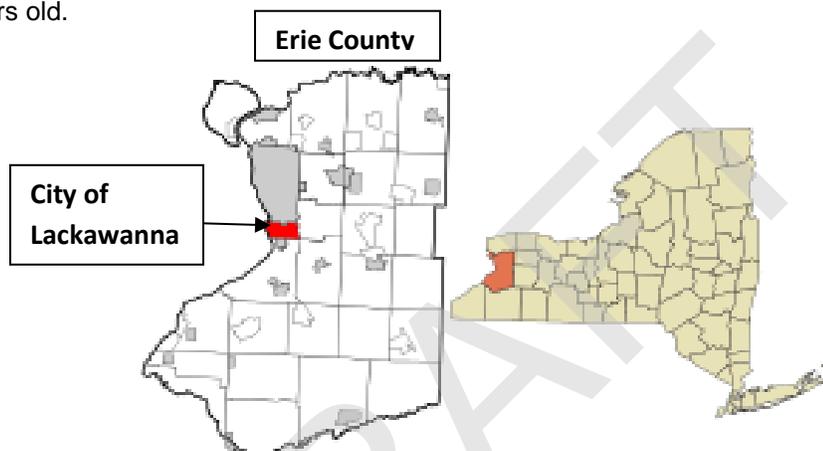


## INTRODUCTION

Stewardship of natural resources is a priority for any sustainable community. The following section discusses the natural environment in the City of Lackawanna (City) including its topography, soils, water resources, wetlands, floodplains and environmental hazards. Map 2-1, located in section 2.8, depicts the major environmental features of the City.

### Regional and Local Setting

The City is located along the shoreline of Lake Erie, in the central portion of Erie County, New York, with the City of Buffalo to the north, the Town of West Seneca to the east, and the Village of Blasdell and Town of Hamburg to the south. The City encompasses approximately 6.6 square miles in area. The 2014 population estimate was 17,955 persons, with a population density of approximately 2,720 persons per square mile. In 2013, there were 8,214 households in the City, with a median age of 41.6 years old.



The City lies in the Erie-Ontario lake plain. The City is generally flat or gently sloping (generally 0-8%), with little significant relief. Smokes Creek (named after the Seneca Indian Chief Sayenqueragha, who was nicknamed "Old Smoke") runs through the City before it discharges into Lake Erie. The only areas with slopes greater than 8% are found along the banks of Smokes Creek.

The City is currently governed by a Mayor and Council, which includes the Council President and four Council Members. A councilman is elected for each of the four wards in the City. The Mayor and Council President are elected at large. The Council meets the first and third Monday of each month. The City has a Planning and Development Board, Zoning Board of Appeals and Assessment Review Board that are advisory to the Council, and appointed by the Mayor. There is also an Ethics Board that is overseen and appointed by the Council. Fire and police services are also provided by City-run departments.

Established as a City in 1909, Lackawanna has a long and varied history. Today, a multitude of influences have combined to make the City a diverse community of culture and ethnicity. As the City moves forward, it is working to redefine its image, from a City that was virtually synonymous with the steel industry to a healthy, multi-cultural community with revitalized industry and with a renewed quality of life.

### Purpose of the Comprehensive Plan

New York State General City Law §28-a 2.(b) authorizes city governments to develop and adopt a Comprehensive Plan to help promote the health, safety, and general welfare of the community, with due consideration given to the needs of the people of the community. The Laws state that:

*“Among the most important powers and duties granted by the legislature to a city government is the authority and responsibility to undertake Comprehensive Planning and to regulate land use for the purpose of protecting the public health, safety, and general welfare of the citizens.”*

*“The Comprehensive Plan fosters cooperation among governmental agencies planning and implementing capital projects and municipalities that may be directly affected thereby.”*

The City last developed a Comprehensive Master Plan in 2001. Recognizing that this Plan has fallen out of date, and no longer adequately defines the issues and opportunities of the community, the City has chosen to prepare an update to the Comprehensive Plan. The City Council, in making a decision to authorize an update to the Plan, recognized that the Comprehensive Plan is the most important document for managing the physical growth of the area and maintaining the quality of life and character of the community.

There are many substantial benefits of a Comprehensive Plan. One critical benefit relates to the City's zoning authority. In New York State, municipalities are given the power to regulate land uses within the community, but these decisions should be based on sound planning principles and developed through a process that represents a consensus of the community. The process of developing a Comprehensive Plan provides a rational basis for decisions regarding zoning and other land use regulations. This helps ensure better decision making, while providing the City with a powerful tool to help direct growth in a manner and intensity that meets the community's vision for the future.

A Comprehensive Plan provides the vision for the future of the community and establishes goals and objectives that guide future growth, reflecting the principles and concepts that a community feels will enhance the character and quality of life therein. Therefore, another benefit of a Comprehensive Plan is that it helps guide local officials, who can look to the established vision and the goals and objectives in the Plan for assistance in making future land use decisions. These elements of the Comprehensive Plan also have an influence on other levels of government. All County, State or Federal governmental agencies that propose capital projects that would affect lands in the City must take the Comprehensive Plan into consideration as part of their own decision-making processes.

The Comprehensive Plan, developed with the support and input from both municipal officials and the general public, acts as a standard for ensuring that the City's land use regulations are built on a solid foundation and represent a consensus of the community. It demonstrates the cooperation and commitment of the community, which can aid in securing governmental grants and other funding assistance. In short, the City Comprehensive Plan provides an effective tool for shaping the City's future. It influences local actions on the part of the City and its citizens, as well as the actions of County and State and Federal agencies that are proposed and undertaken within the community.

New York State does not dictate what form a Comprehensive Plan must take. It suggests that a plan consist of written and graphic materials, including but not limited to maps, charts, studies, resolutions, reports, and other descriptive material that identify the goals, objectives, recommendations and implementation strategies that will help a community to achieve its vision for the future. The plan should examine the environmental, demographic, physical, and developmental aspects of the community, as well as the regulatory setting that guides these factors.

While municipalities are given the power to regulate land uses within their communities, these decisions should be based on sound planning principles, and must not be arbitrary or unreasonable. As previously noted, General City Law generally indicates that municipal planning, zoning, capital budgeting, and other land use regulation decisions made in the City should be done so in accordance with the Comprehensive Plan. A Comprehensive Plan provides an accessible and clear guide for entities seeking to undertake an action or project in their community.

The Comprehensive Plan addresses the issues and concerns specific to the City based on input from local residents and stakeholders, gathered through a variety of forums. The Plan provides a vision for the City and reflects the principals and concepts that the community feels will enhance and protect its character and quality of life.

Once adopted, the City should begin to implement the Comprehensive Plan by amending their land use regulations, as required, to conform to the Comprehensive Plan and consider the Plan in all of their land use making decisions (site plans, subdivisions and zoning actions) and capital budgeting actions. Copies of the completed Comprehensive Plan must be filed with County and State agencies and must be utilized by those agencies in planning projects and actions that could affect the community. The City should actively utilize the Plan as a tool, resource and guide for all future land use decisions in an effort to achieve their vision.

## ***EXISTING CONDITIONS***

Section 2 – Inventory of Existing Conditions provides a comprehensive description of the current physical and programmatic features of the City, identifying significant changes that have occurred since 2001. The Inventory of Existing Conditions includes subsections on the following.

### ***Natural Resources***

This subsection of the Plan (Section 2.1) describes in narrative and mapping the terrestrial and surface water features that make up, and surround, the City. Environmental considerations regarding floodplains, wetlands and legacy industrial land uses are identified, along with the identification of their applicable regulatory applications.

The predominant surface water resources in the City include Lake Erie and Smokes Creek, which are part of a larger, significant environmental ecosystem. Portions of the City are located within FEMA-regulated floodplains and contain identified wetland areas. Floodplains and wetlands are important natural resources to consider in the planning and design of redevelopment projects in the community.

Some former industrial sites in the western portion of the City are characterized as brownfields or as inactive hazardous waste sites. Several sites have been remediated under very specific regulations and are again suitable for development and reuse.

### ***Infrastructure, Transportation and Utilities***

This subsection of the Plan (Section 2.2) provides updated information on public infrastructure systems in the City. These include public water service, wastewater collection and disposal, stormwater management, solid waste management and clean energy production. Section 2.2 also describes transportation and utility services in the City.

The City purchases water from the Erie County Water Authority (ECWA). Under their direct services agreement, the ECWA owns and operates the municipal water system that provides service to all residences, businesses and other facilities in the City. The City is also located in Erie County Sewer District No. 6. The Wastewater Treatment Facility is located at 260 Lehigh Avenue, in the City, and provides treatment for all wastewater flows. This facility is owned and operated by Erie County; operation and maintenance of this facility, as well as the wastewater collection system, is provided by the County's Division of Sewerage Management.

Stormwater runoff generated in the City is conveyed through a combination of closed pipes and open ditches. The storm sewer system discharges runoff into Smokes Creek through a number of outfalls that are regulated by the State. The City is part of the Western New York Stormwater Coalition, which includes a group of municipalities in Erie County who are working together to develop a stormwater management program to protect local waterways and enhance quality of life in local communities.

The Coalition is a forum that enables these communities to share resources and work in partnership toward compliance with the EPA Phase II Stormwater requirements.

The City's Department of Public Works collects all residential and some commercial municipal solid waste and recyclables. The City requires residents, and all others who place waste at curbside for pickup, to separate recyclable materials from regular garbage. The City has instituted a garbage bin system to reduce rodent population throughout the City.

The City has a transportation system that includes State, County and City roadways, rail and waterborne transport services and public transportation. This roadway system provides good access and vehicular movement throughout the City, as well as excellent connectivity between the City, the wider Western New York region, the Interstate Highway System, and Canada. Narrative and mapping in Section 2.2 also describe the various transportation networks and systems and, where available, updated traffic and roadway statistics and long-range planning is provided. Unfortunately, little attention has been given to services effecting pedestrians and bicycles, as sidewalks, curbing and crosswalks remain in a deteriorated state of condition throughout the City.

Public utility services in the City include electricity, natural gas and telecommunications. Electrical service is provided by National Grid and natural gas by National Fuel Gas. Telephone and telecommunication services are provided by Verizon and Time Warner Cable.

Steel Winds (Phases I and II) is a wind energy project located along the shoreline of Lake Erie in the City. Steel Winds was built on a 30-acre brownfield site, the former Bethlehem Steel property, and generates a combined production capacity of 35 megawatts of power. Steel Sun (Phase I and II) is a solar energy project that will be constructed on approximately 70 acres of the former Bethlehem Steel site, east of the Steel Winds. Putting the large-scale solar panels on the site near Steel Winds will further elevate the City's status in the international green energy power generation industry.

### ***Land Use, Land Use Regulations and Planning***

As described in Section 2.3, the City contains a mix of land uses that is in most ways typical of an urbanized area. The City maintains an urban downtown core, with a dense mix of commercial, residential and institutional land uses, but also has elements of suburban style development in areas closer to the City boundaries. There is a large railroad corridor that cuts through the center of the City, isolating the lands to the west from the rest of the community. A large area of land in the western portion of the City was once fully dedicated to industrial use and occupied by the Bethlehem Steel Plant and associated industrial uses. Today, much of this area sits vacant and underutilized.

The City's Central Business District surrounds the intersection of South Park Avenue and Ridge Road. City Hall, the Our Lady of Victory Basilica and Baker Victory Services are primary land uses that are located within this area. Most commercial and retail development in the City has moved away from the Central Business District over the years, locating along the major transportation routes, including Abbott Road, southern portions of South Park Avenue, Ridge Road (west and east of the downtown) and Hamburg Turnpike (NYS Route 5). The decline in the City over the past decades has reduced the commercial core and the availability of retail and other services to the residents in this area.

The City also has a significant number of community and public service uses, which are primarily associated with the Our Lady of Victory Basilica, Baker Victory Services and related uses, including a large cemetery. Other community uses include schools, parks, athletic fields, playgrounds, the senior center and churches.

Land use within the City is regulated by the Chapter 230 of the City Code – the City of Lackawanna Zoning Law. This law establishes separate geographic districts for residential, commercial, and industrial land uses, as well as the regulation of open space, the Bethlehem Redevelopment Area and planned unit development. There are also three zoning overlay districts that apply additional regulation over the Seaway Trail (NYS Route 5), McKinley Parkway and Smokes Creek. Several

other sections of the City Code address land use issues that impact the construction, operation or maintenance of property in the City. The City is currently in the process of adopting Subdivision Regulations.

## ***Socio-Demographics and Economic Trends***

Subsections 2.4 and 2.5 describe the City's demographic characteristics, including population and household trends, age distribution, income and labor force characteristics, industry sectors and occupations.

The 2014 population estimate for the City was 17,955 persons. The overall trend for the City shows a reduction in total population from 1990 to 2013. The statistics, however, indicate that the rate of population decline is slowing. The average population loss per year, between 2000 through 2010, was 0.51 percent per year. Based on data gathered by the American Community Survey, the average population loss between 2010 through 2013 is 0.13 percent per year. Population projections show that the population in the City is expected to increase in 2025 and 2030 to over 19,000 persons. Although predominantly white, the diversity of the population in City is also increasing.

Despite population losses, the number of households in the City has grown from 8,192 in 2000 to 8,214 in 2013. Household size, on the other hand, has decreased from 2.3 persons to 2.17 persons during this same time period. Approximately 53% of all households are families; a decrease from 2000. Approximately 42% of the population in the City lives alone, which is an increase from 37% in 2000.

Persons over the age of 65 decreased from approximately 33% in 2000 to just over 17% in 2013. The median age of the population in 2013 was 41.6 years old. In 2013, persons aged 35 to 59 years of age comprised the largest segment of the City's population (37.3%).

In 2013, the City had approximately 9,315 housing units, an increase of 364 units or 4.1% from the 2000 census. The occupancy rate in 2013 was 88.2%. Approximately 41% of existing housing was built prior to 1940; an additional 47% was constructed between 1940 and 1970. Housing prices in the City are affordable, with the median value of a home 2013 reported at \$84,200.

The estimated 2013 median income level in the City was \$35,072; in 2000, the median income was \$29,534. In 2013, approximately 23.2% of residents in the City were estimated to be living below the poverty level (a 2% increase since 2010). Of those living below the poverty level in the City, 35.7% are under the age of 18 years old, while 9.2 % are over the age of 65 years old.

As noted in Subsection 2.5, in 2013, 56.9% of the population in the City was in the workforce; the unemployment rate was reported at 7.3%. The City has a high percentage of workers employed in the health care and social assistance industries; this is the largest employment sector in the City. There was a lower proportion of workers employed in arts and entertainment related occupations, management and legal occupations. In general, the City has a stronger blue collar than white collar workforce.

## ***Community Services and Facilities***

Subsection 2.6 presents narrative information on community services, facilities and programs that serve City residents and support local government. These include municipal buildings, parks and recreation, senior services, libraries, schools, religious facilities, emergency services and cemeteries.

Subsection 2.6.1 provides narrative that describes the major athletic fields, playgrounds, parcels of open space and other recreational facilities in the City that are owned and maintained by the City, as well as other facilities that are not maintained by the City and facilities owned by the Lackawanna School District. Recreational programs operated by the City and programs or leagues sponsored by non-profit organizations are also discussed.

Subsection 2.6.2 describes educational opportunities that are offered to residents in the City through public and private school systems and services. These include the Lackawanna City School District, Our Lady of Victory Elementary School, Global Concepts School and Al-Rasheed Academy. The programs and facilities offered by each of these entities is described in the narrative.

Subsection 2.6.3 describes various cultural resources in the community. These include various churches that provide opportunities for worship, social organizations and clubs.

Residents in the City and surrounding region have access to a variety of medical services and facilities that are described in Subsection 2.6.4. These include local hospitals and medical care; services for aging adults and veterans; organizations and facilities that provide support and residential services to individuals with development disabilities; programs offering educational assistance and instruction, foster care, mental health outpatient services, counseling, and preventative services; and early childhood care and educational programs for school-aged children.

Subsection 2.6.5 describes emergency services that are provided in the City. These include ambulance services, fire protection, law enforcement and disaster response. Programs offered by Erie County for seniors, and the Lackawanna Senior Center, are discussed in Section 2.6.6. This subsection also describes programs and services for indigent persons and youth, including pre-school programs.

### **Historic and Archaeological Resources**

The City has an interesting history, attested to by its wide variety of historic buildings and sites. The City contains numerous properties that played a significant role in the growth of western New York. Many of these sites continue to provide important reminders of the area's heritage.

McKinley Parkway is recognized as an integral part of South Park (which is located just over the Lackawanna boundary, in the City of Buffalo). Both of these resources were designed by Frederik Law Olmsted and are listed on the National and State Registers of Historic Places. In addition, there are a number of other resources and sites that are of local significance in the history of the City. These include the Our Lady of Victory Basilica, the Colonel John B. Weber House and the Lackawanna Public Library.

According to New York State Office of Parks, Recreation and Historic Preservation records, no known sites of archaeological significance have been identified or are known to exist along the Lake Erie shoreline or along the shorelines of both creeks. Most of the Lake Erie waterfront, and extensive portions of the land along the corridors of both branches of Smokes Creek, have been disturbed by clearing and development over the years. There are some larger areas of undisturbed lands in the central portion of the City, which surround the creek corridors. There is also a large area of undeveloped land located south of Martin Road and the Martin Road Elementary School that surrounds the south branch of Smoke Creek. The archaeological sensitivity of these areas is unknown.

## **CONSTRAINTS AND OPPORTUNITIES**

The inventory of existing conditions was analyzed and the evaluation of this information generated a number of findings. These findings were reviewed in conjunction with the input gathered from the public at the visioning workshop. The result of these analyses was the identification of a number of constraints and opportunities, which are discussed in detail in Section 4.1. Constraints and opportunities were identified for all of the subject areas included in the Section 2 Inventory. This includes:

**Natural Resources**

- Surface Water Resources
- Water Quality
- Wetlands and Habitats
- Brownfields and Environmental Concerns
- Clean Energy Production

**Infrastructure, Transportation and Utilities**

- Roadways
- Bicycle and Pedestrian Facilities
- Public Transportation

**Land Use, Land Use Regulations and Planning**

- Code Review

**Socio-Demographics**

- Housing

**Economic Trends**

- Economic Trends

**Community Services and Facilities**

- Parks & Recreation
- Family, Youth and Senior Services

**Cultural Resources**

- Historic Resources

**PUBLIC PARTICIPATION OVERVIEW**

The City is committed to the idea that a critical and necessary element of the comprehensive planning process is continuous and effective public participation. Hence, this Plan was prepared from the beginning with the acknowledgement of public concerns and desires, and included on-going public outreach to build support of the Plan. The City established a Steering Committee that included broad representation from the community to oversee the development of the Comprehensive Plan. The Steering Committee included representatives from the City planning and zoning boards, the Lackawanna Community Development Corp., the Chamber of Commerce, the City Recreation Department and local schools, as well as local citizens, who helped to ensure that the Plan expressed a clear vision of the City. The Committee initially met on March 5, 2015, and held meetings on a regular basis thereafter to offer guidance and insight into the planning process, and to ensure that the final comprehensive plan document considered the concerns and ideas of City residents and others in the community.

In conjunction with the Steering Committee, two public meetings were held to gather input from the community at large. Project information, and information on the meetings, was also made available on the City's website.



The first Public Visioning Workshop was held on June 18, 2015, at the Lackawanna Senior Center, to introduce the comprehensive plan project and gather comments from the general public on important issues and opportunities that should be addressed in the Comprehensive Plan. Input from this meeting was essential for identifying local concerns and ideas for the future of the community, and for drafting a set of goals and objectives. More than 150 people attended the

event. Participants filled out workbooks individually and work in groups to identify issues on a map. Priority issues identified at the meeting include:

- Develop Bethlehem Steel Property with Public Access to the Waterfront
- Commercial development along Ridge Road/Central Business District
- Access to Smokes Creek
- Develop Commercial Properties along Route 5
- Add another connection between Route 5 & South Park over the Railroads
- Add Housing and Mixed Use Development in the Neighborhoods

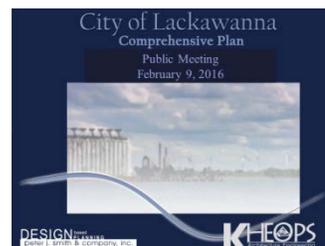


A community survey was distributed to attendees to gauge public opinion on City services. Additional surveys were made available at the City’s Development Department. Significant results from the survey include:

- General Satisfaction with Emergency Services
- Dissatisfaction with Parks & Recreation
- Need for Housing Redevelopment
- The City Needs a Positive Sense of Identity
- Land should be Available for Economic Development
- Need for more Cultural Facilities
- Trails and Sidewalks are Needed
- Restoring Smokes Creek should be a Priority
- Open Waterfront Access
- More Recreational Opportunities are Needed
- Support Business Development
- Make the City more Visually Appealing
- Improve the Education System

A second Public Focus Meeting was held on February 9, 2016 at the Lackawanna Senior Center. The purpose of this meeting was to confirm the goals and objectives, preview the proposed future land use map, and present the findings, recommendations, and implementation strategies for the Comprehensive Plan. Input from this meeting was used to finalize the draft comprehensive plan, including the future vision for the community. Substantive issues raised at the meeting include:

- Desire to Change the Unequal Real Property Tax Rate Affecting Business Creation



- Compatibility of New Development and Waterfront Access
- Need to Improve Central Business District Character through the potential Removal of the City Hall Addition

## **GOALS AND OBJECTIVES**

This section of the Comprehensive Plan Update presents the goals and objectives that have been developed for the City. These goals and objectives were devised using input from the general public, stakeholders and City representatives, which was combined with the findings of an analysis of the inventory of existing conditions. They represent a framework for achieving the City's vision for the future.

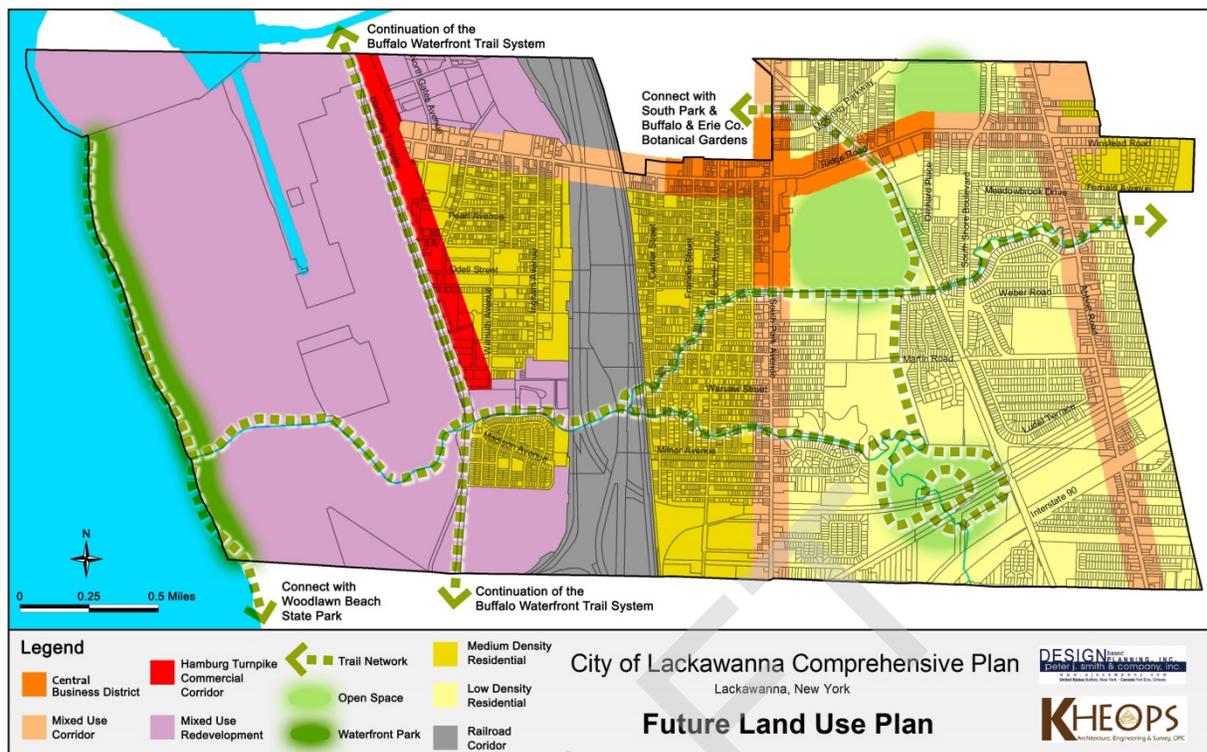
The goals and objectives are focused on major issues and opportunities identified during the planning process, and reflect the needs and desires of the residents of the City for their future. They are designed to help guide future growth and development in the City. They offer direction for decision making and were utilized in the development of recommendations and action strategies for implementing the Comprehensive Plan. The goals are as follows.

- Goal A – To Beautify the Community, Creating an Enhanced Sense of Place and Identity
- Goal B – To Improve Commercial Corridors with Mixed-Use Opportunities and Streetscapes
- Goal C – To Create a Community that is Mobile, Linked and Accessible
- Goal D – To Improve Housing Quality, Quantity and Diversity
- Goal E – To Diversify and Grow the Economy, Offering Entrepreneurial Opportunities
- Goal F – To Develop the Central Business District and Waterfront as Visitor Attractions in a Growing Tourism Economy
- Goal G – To Employ Modern Urban Design in Building a New Community
- Goal H – To Improve the Linkages between the Waterfront, Parks and Open Spaces
- Goal I – To Improve the Ecology, Wildlife and Natural Environment
- Goal J – To Diversify and Improve Waterfront Land Use and Access
- Goal K – To Keep the Community Engaged in the Decision Making Process Regarding the Future of the City
- Goal L – Improve the availability, accessibility and quality of community services

## **RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES**

### **Future Land Use Plan**

A Future Land Use Plan recommends desired land use patterns in the near and distant future and is a guide for future land use decisions. Zoning changes should be consistent with the Future Land Use Plan. Existing zoning districts do not require immediate amendment upon adoption of the Comprehensive Plan, but the Zoning Ordinance should be revised, as needed, to reflect the recommendations set forth on the Future Land Use Plan. Current land uses will change over time, where appropriate, as amendments to the City of Lackawanna's Zoning Ordinance are written and adopted in conformance with the Comprehensive Plan Update to achieve the City's vision for the future. Future development that requires a rezoning must also be consistent with the Future Land Use Plan. The Future Land Use Plan purposely does not indicate defined boundaries between different future land uses to allow for flexibility in establishing various land uses in the areas illustrated on Plan. Section 4.3 includes descriptions of the proposed land use areas shown on the Plan map.



### Recommendations and Implementation Strategies

Planning is an on-going effort and updating the City’s Comprehensive Plan is only the first step. The next important step is to undertake actions to address the constraints and capitalize on the opportunities outlined in the Plan. The following table provides a listing of actions to be undertaken to achieve the goals and objectives and implement the Plan.

Projects/Recommendation	Implementation Steps
<b>Organization for Moving Forward</b>	Adopt the Comprehensive Plan
	Appoint an Implementation Committee
	Continue efforts in developing a relationship with regional agencies to coordinate and cooperate on mutual initiatives
<b>Develop Community Outreach Program</b>	Hold semi-annual community involvement meetings
	Continue to support and communicate with neighborhood associations and neighborhood watch groups
	Develop and distribute educational pamphlets about city services and events and post on City’s website
<b>Complete Current Planning Initiatives</b>	Complete and implement recommendations of the BOA Study
	Complete and implement recommendations of the LWRP

<b>Central Business District Revitalization</b>	Develop a Downtown Revitalization Plan
	Implement plan strategies
	Construct public realm improvements to support commercial revitalization
	Seek New York Main Street Improvement Funds
	Establish a Central Business Improvement District
<b>Attract Business to Increase Tax Base</b>	Commission a study to determine the impacts of the current homestead/non-homestead tax system and recommend potential alterations to the system that will increase the economic vitality and sustainability of the City of Lackawanna
	Continue efforts with current property ownership, Erie County and New York state to market property to create tax revenue and employment opportunities
	Market available space & alternative energy cluster
	Establish revolving loan for business façade improvement
	Develop incentive programs aimed at attracting new businesses
<b>Zoning Update</b>	Utilize the Zoning Board of Appeals
	Rezone for higher density mixed use corridors
	Establish a steering committee to review and report on potential historic preservation regulations.
	Prepare design standards
	Establish "green" regulations
	Incentivize infill development
	Review storm water regulations for compliance with Erie County Stormwater Coalition
	Adopt new zoning regulations
<b>Neighborhood Redevelopment</b>	Target CDBG funds to address home repairs
	Enforce property maintenance regulations
	Support the work of the Lackawanna Housing Development Corp.
	Work with Buffalo-Niagara Land Bank to address abandoned properties
<b>Develop a Community Center</b>	Create a development plan for a community center that identifies location and funding
	Construct improvements
	Establish a budget for proposed construction and programming for proposed community center
<b>Improve Community Services</b>	Develop a Youth Engaged in Service (YES) Program
	Increase afterschool programming for youth
	Improve/increase food options for residents
	Better Utilize Catholic Charities Community Center

<b>Sanitary Sewer Repair</b>	Work with ECSD 6 to ensure that sewers are continually being maintained
	Construct necessary improvements and upgrades
<b>Streambank Erosion Remediation</b>	Work with NYSDEC to identify appropriate mitigation actions
	Undertake necessary improvements and repairs
<b>Preserve Historic Resources</b>	Develop historic preservation regulations as part of zoning update
	Develop mechanism for historic review
	Inventory the community's historic resources
	Nominate buildings and districts to the state and national registers
	Become a Certified Local Government
<b>Park Development</b>	Utilize State & Federal resources to preserve historic resources
	Establish public/private partnership
	Design Waterfront/Alternative Energy Park
	Develop designs for a nature park around Smokes Creek (South of Martin Road)
	Construct improvements for Smokes Creek Nature Park
<b>Trail Network Development</b>	Construct Phase I of the Erie County Shoreline Trail
	Connect Erie County Shoreline Trail to Waterfront Park
	Acquire easements along Smokes Creek for trail development
	Construct trail along Smokes Creek
	Negotiate with the Catholic Diocese to extend trail to downtown through Holy Cross Cemetery
<b>Develop Complete Streets Program</b>	Adopt a Complete Streets Ordinance
	Develop street designs based on hierarchy
	Prioritize street improvements with Ridge Road as the highest priority
	Construct improvements
<b>Transportation Improvements</b>	Increase influence and participation on the NFTA Safety Board
	Increase bus service on weekends

## ENVIRONMENTAL REVIEW

According to §28-a.9 of General City Law, a comprehensive plan and any amendment thereto is subject to the provisions of the State Environmental Quality Review Act (SEQRA). To meet the SEQRA content requirements, this Comprehensive Plan Update is drafted to serve as a Generic Environmental Impact Statement (GEIS). Section 5 of the Plan describes the SEQR process, assesses potential environmental impacts, and evaluates alternatives to the proposed action.

The Inventory of Existing Conditions (Section 2) of this Comprehensive Plan provides an updated description of the environmental setting in the City as it exists now. Table 5-1 links required SEQR content to the corresponding location in the comprehensive plan.

Potential impacts that may result from the implementation of the Lackawanna Comprehensive Plan, which are assessed in this Section, include: land, water, air quality, plants and animals, aesthetic and cultural resources, open space and recreation, transportation, noise, odor and light, human health, and community character. Alternatives to achieve the City's vision for the future were evaluated, and the recommendations set forth in Section 4 of the Plan represent the actions that are considered the most effective means to best express the goals and objectives, as presented in Section 1. Section 5 also discusses how implementing the recommendations will help mitigate any potential impacts of future growth.

Subsequent development actions that occur after the adoption of the Comprehensive Plan Update, including those recommended in this document, are subject to separate SEQR on a project-specific basis. The preparation of this Comprehensive Plan Update as a GEIS will help to facilitate the future assessment of those planned actions.

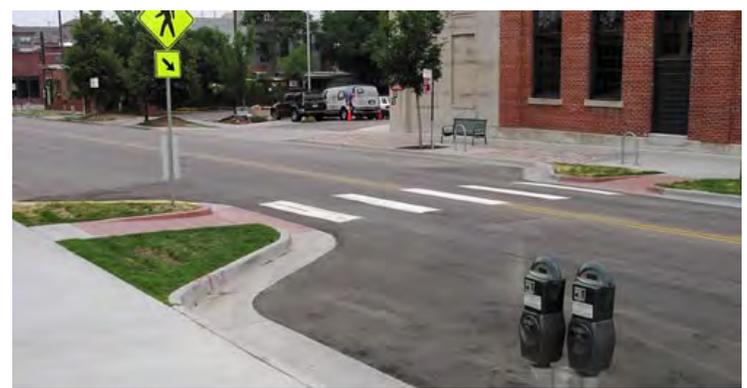
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**ABOUTFACE** CITY OF LACKAWANNA - DEPARTMENT OF DEVELOPMENT  
**“FOOD, ARTS, CULTURE, AND EVERYTHING ELSE!”**



1 - VISION AND GOALS



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1.1

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VISION FOR THE FUTURE

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## 1.1 VISION FOR THE FUTURE

The City of Lackawanna was a destination for immigrants seeking freedom, respect and a better life. It was a hard-working community in an industrial economy. It is a community with significant history and today it has one of the most diverse populations in the region, reflecting the global economy with an ethnic diversity and celebrating the development of a new community with open minds and a resolve for opportunity.

Lackawanna offers the magnificent landmark Our Lady of Victory Basilica as a signature in the centralized downtown core and proximity of Buffalo's adjacent Olmsted-designed South Park and Botanical Gardens in the remarkable Conservatory building. Remnants of a unique industrial heritage are reflected in both historic commercial buildings and unique working class residential neighborhoods with mixed residential and commercial conversions.

With approximately two miles of Lake Erie shoreline, the City is a waterfront community, but there is virtually no access. Lackawanna's waterfront is the only local urban area with potential future direct access on Lake Erie. It should be a continuation of the revitalization of Buffalo's outer harbor greenway and should be an iconic signature and flagship in the region. The vision for the waterfront should not be limited by former use and character but should reflect the view of recycling the area to its highest and best use.

Lackawanna is now embracing a transition to a 21<sup>st</sup> Century city/community focusing on redevelopment, while building on the diversity of activities, places and people that is reflected with a new action program and brand: "ABOUT FACE".

### *Vision*

The City of Lackawanna will be a model city for the future and a desirable place to live, work, and raise a family. It will be a new and sustainable City, recycling large areas of brownfield, waterfront and other underutilized properties. The City will be pedestrian friendly, linked, attractive and offer a unique lakefront identity that is a symbol of renewal. The once isolated waterfront of Lackawanna will be an anchor linked to a central business district with an inviting Ridge Road redesigned utilizing Complete Street design guidelines to accommodate vehicles, pedestrians and bicycles.

Lackawanna will be recognized as an urban community with a renewed waterfront that provides open space and opportunity for job creating businesses. The waterfront has the potential to provide areas of public access on Lake Erie and will be a destination that attracts visitors as well as businesses to the adjacent business park.

A revitalized central business district will highlight the City's heritage, offer a brand that identifies the community personality and personal scale with appropriate small-scale shopping and restaurants integrated around the iconic Our Lady of Victory Basilica that is a symbol of charity and the spirit of giving.

Enhanced commercial corridors will offer goods and services in attractive and mixed-use walkable areas. Lackawanna will be a physically and socially unified community, in spite of the railway corridor, and offer a series of interconnected, attractive and vibrant residential neighborhoods with greenspaces for recreation, environmental enhancement and access.

The City will be a model in sustainability: economically, environmentally and socially. It will express the concept for the "new community" offering diversity of choice in goods and services, housing and employment. Lackawanna will be a leader and work with shared goals to improve the region and build on the natural beauty of Lake Erie and its shoreline.

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1.2

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GOALS AND OBJECTIVES

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## 1.2 GOALS AND OBJECTIVES

This section of the Comprehensive Plan Update presents the goals and objectives that have been developed for the City of Lackawanna. These goals and objectives were devised using input from the general public, stakeholders and City representatives, which was combined with the findings of an analysis of the inventory of existing conditions. They represent a framework for achieving the City's vision for the future.

The goals and objectives are focused on major issues and opportunities identified during the planning process, and reflect the needs and desires of the residents of the City for their future. They are designed to help guide future growth and development in the City. They offer direction for decision making and were utilized in the development of recommendations and action strategies for implementing the Comprehensive Plan.

### Identified Issues

The following outlines the main issues identified through public outreach:

- Improve and diversify housing
- Increase waterfront access and use
- Develop more parks and open space
- Improve recreation opportunities
- Improve economic development opportunities and programs
- Improve identity and character
- Beautify downtown core and commercial corridors
- Preserve historic resources

### Goals and Objectives

The following goals and their respective objectives address the issues as identified:

#### Goal A – To Beautify the Community, Creating an Enhanced Sense of Place and Identity

1. Focus on redevelopment, infill and/or stabilization of functionally obsolete, abandoned and underutilized lands and properties
2. Improve the quality of new and renovated buildings
3. Preserve the identity of distinct neighborhoods within the community
4. Promote diversity in land use
5. Promote mixed-use districts and appropriate design guidelines
6. Promote the preservation of heritage buildings
7. Support and encourage the remediation and reuse of brownfield properties

#### Goal B – To Improve Commercial Corridors with Mixed-Use Opportunities and Streetscapes

1. Improve the quality and character of all commercial areas
2. Develop complete streets that encourage safe pedestrian and bicycle circulation
3. Reuse, preserve and upgrade vacant and underutilized land and heritage buildings
4. Strengthen the design character and quality of residential, industrial and commercial areas

#### Goal C – To Create a Community that is Mobile, Linked and Accessible

1. Develop a hierarchy of streetscapes to enhance community character and neighborhood identity
2. Improve all modes of transportation and inter-modal opportunities in safe and enjoyable environments
3. Improve the connections between commercial areas attracting residents and visitors
4. Improve transit opportunities, increasing frequency and destinations
5. Institute access management requirements along major roadways, where appropriate
6. Prioritize and address sidewalk repair

**Goal D – To Improve Housing Quality, Quantity and Diversity**

1. Develop a broad range of and integrate housing types for all income groups
2. Improve the quality, choice and diversity of housing options
3. Promote housing styles compatible with the expression of the desired neighborhood character and location
4. Promote mixed use development along with a variety of housing types and densities

**Goal E – To Diversify and Grow the Economy, Offering Entrepreneurial Opportunities**

1. Promote readily available sites for appropriate land uses
2. Offer a variety of incentive programs for various economic and entrepreneurial opportunities
3. Reuse and recycle land and buildings to increase space available for employment creating businesses
4. Facilitate development with an easy and understandable approvals and guidance process
5. Educate the community and promote the use of site-sensitive quality development

**Goal F – To Develop the Central Business District and Waterfront as Visitor Attractions in a Growing Tourism Economy**

1. Enhance Lackawanna's opportunities as a visitor destination with improved amenities and services
2. Interpret and build on the unique and multi-faceted social and natural history of the city
3. Improve lake access, amenities and facilities to enhance the lake as a destination for visitors
4. Improve the visual appearance, character and brand of the community
5. Enhance economic development and tourism through economic enhancements

**Goal G – To Employ Modern Urban Design in Building a New Community**

1. Promote safe, attractive and inviting residential neighborhoods
2. Take a leadership role in the Greater Buffalo Area by developing and promoting a model for new and sustainable communities
3. Reduce the carbon footprint and develop alternative energy resources within the community
4. Adopt a regional approach for environmental sustainability and governance with surrounding communities and agencies
5. "Green" the city to increase its sustainability and health and to enhance the quality of life for all residents

**Goal H – To Improve the Linkages between the Waterfront, Parks and Open Spaces**

1. Acquire strategic land to facilitate public access and linkages and for future redevelopment
2. Establish parks, trails and open spaces to serve residential and commercial neighborhoods
3. Increase and improve access to active and passive recreation areas including the waterfront, South Park and neighborhood parks
4. Continue to integrate with the Buffalo waterfront greenway and park system along the waterfront
5. Incorporate institutional greenspace into the parks and open space system with trails and public amenities

**Goal I – To Improve the Ecology, Wildlife and Natural Environment**

1. Promote and restore wildlife and aquatic habitat and corridors for education and interpretation of the natural environment
2. Conserve, enhance, and restore natural stream corridors, floodplains and wetlands
3. Decrease impervious surface coverage community wide
4. Increase shade tree plantings to reduce radiant heat effect
5. Encourage rain gardens and alternative storm-water detention and retention
6. Promote low-carbon footprint transportation choices such as walking, biking and renewable energy vehicles

**Goal J – To Diversify and Improve Waterfront Land Use and Access**

1. Promote waterfront-related attractions, amenities and events in appropriate areas proximate or adjacent to the waterfront

2. Establish recreation and waterfront related activities on the waterfront and surrounding urban areas as appropriate
3. Link the waterfront, parks, trails and open spaces to community destinations and neighboring waterfront communities

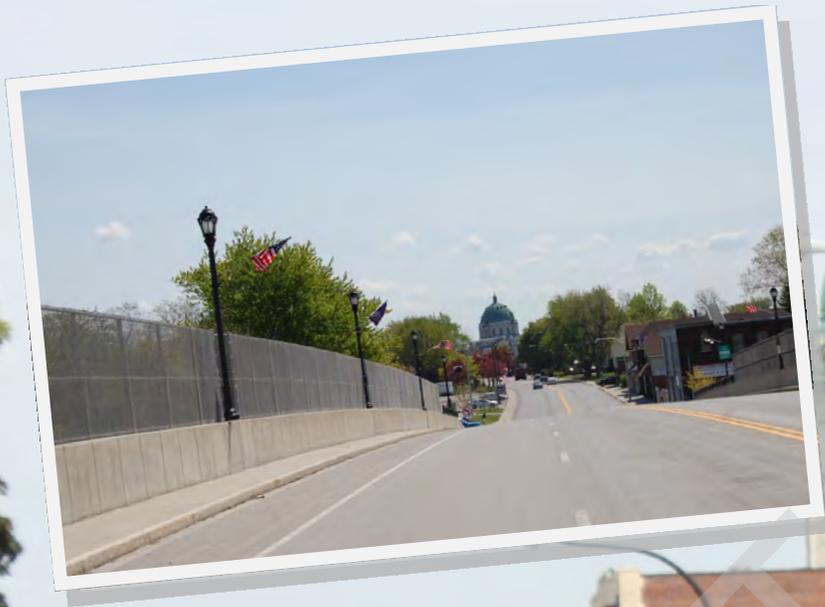
**Goal K - To Keep the Community Engaged in the Decision Making Process Regarding the Future of the City**

1. Promote the dissemination of “welcome” packets about the City that provide information about services and policies, committees, meeting schedules, neighborhood watch information, schools, etc.
2. Continued support of neighborhood associations and neighborhood watch groups
3. Provide programs that are flexible and suited to the changing demographic needs and demands of the City
4. Facilitate improved outreach to small businesses in the community to coordinate improvement efforts
5. Develop community centers for community interaction

**Goal L – Improve the availability, accessibility and quality of community services**

1. Increase opportunities for youth.
2. Increase and improve shopping opportunities and the availability of fresh, affordable nutritious food.
3. Re-establish a community center for public gathering and services.
4. Maintain and enhance senior services in the community.

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2.1

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NATURAL RESOURCES

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## 2.1 NATURAL RESOURCES

Stewardship of natural resources is a priority for any sustainable community. The following section discusses the natural environment in the City of Lackawanna (City) including its topography, soils, water resources, wetlands, floodplains and environmental hazards. Map 2-1 depicts the major environmental features of the City.

### 2.1.1 Topography and Soils

#### Topography

The northern and western portions of Erie County lie in the Erie-Ontario lake plain. These areas have little change in grade. Typical of the Erie-Ontario plain communities, the City is generally flat, with most of the land nearly level (0-3% slope) or gently sloping (3-8% slope). The only areas with greater slopes are those along the banks of Smokes Creek. There are no areas in the City that are considered to be steep slopes (greater than 15%).

#### Soils

Most of the information for this section was obtained from the Soil Survey of Erie County, New York, published by the U.S. Department of Agriculture's Soil Conservation Service in cooperation with Cornell University (December 1986). The majority of the land within the City is assigned an Urban Land classification. This classification applies where 80 percent or more of the soil surface is covered by asphalt, concrete, buildings or other impervious structures. This land includes parking lots, commercial areas and industrial sites. The largest expanse of undeveloped land in Lackawanna lies in the southeastern portion of the City, south of Martin Road, east of the South Park Avenue and northwest of the NYS Thruway (Interstate 90). Although this land is large enough to accommodate development, it presents several environmental obstacles associated with wetland sites, as the South Branch of Smokes Creek meanders through this area. Table 2-1 below contains a breakdown of specific soil types found in the City and their characteristics.

**Table 2-1: Specific Soil Types**

<i>Soil Type</i>	<i>Approximate Percent of Area</i>	<i>Description</i>
BrA - Brockport silty clay loam	0.1%	This nearly level soil is found in till plains, benches, and ridges and is somewhat poorly drained. It is derived from clayey till or congeliturbate, which was derived from neutral or calcareous shale.
Cb - Canadice silt loam	0.1%	This nearly level soil is found in depressions and is poorly drained. It is derived from clayey glaciolacustrine deposits.
Cc - Canandaigua silt loam and Cd - mucky silt loam	2.4%	This nearly level soil is found in depressions and is poorly drained. It is derived from silty and clayey glaciolacustrine deposits.
CfB - Cayuga silt loam	0.1%	This nearly level soil is found in till plains and lakes plains and is moderately well drained. It is derived from clayey glaciolacustrine deposits over loamy till which was derived from limestone, dolomite, sandstone, or shale.
CoA - Churchville silt loam	1.5%	This soil is found in till plains and lake plains and is somewhat poorly drained. It is derived from clayey glaciolacustrine deposits over loamy till.
CsA - Collamer silt loam	3.2%	This gently sloping soil is found in lake plains and is derived from silty and clayey glaciolacustrine deposits.
Cv - Cosad loamy fine sand	0.4%	This nearly level soil is found in lake plains and is somewhat poorly drained. It is derived from sandy glaciofluvial or deltaic deposits over clayey glaciolacustrine deposits.

<i>Soil Type</i>	<i>Approximate Percent of Area</i>	<i>Description</i>
Fu - Fluvaquents and Udifluvents, frequently flooded	0.1%	This soil is found in flood plains and is very poorly drained. It is derived from alluvium with highly variable texture.
GaA - Galen fine sandy loam, till substratum	1.1%	This soil is found in deltas on lake plains and is a moderately well-drained soil. It derived from deltaic deposits with a high content of fine and very fine sand.
HoA - Honeoye loam	0.2%	This soil is found in drumlins and till plains and is well-drained. It is derived from loamy till from limestone, dolomite, and calcareous shale, and from lesser amounts of sandstone and siltstone.
NfA - Niagara silt loam	11.7%	This nearly level soil is found in lake plains and is somewhat poorly drained. It is derived from silty and clayey glaciolacustrine deposits.
RaA - Raynham silt loam	0.3%	This nearly level soil is found in lake plains and is somewhat poorly drained. It is derived from glaciolacustrine, eolian, or old alluvial deposits, comprised mainly of silt and very fine sand.
RfA - Remsen silty clay	0.9%	This soil is found in till plains and is somewhat poorly drained. It is derived from clayey till predominantly from calcareous or neutral shale.
RgA - Rhinebeck silt loam and gravelly loam	1.1%	This nearly level soil is found in lake plains and is somewhat poorly drained. It is derived from clayey and silty glaciolacustrine deposits.
Sw - Swormville clay loam	0.7%	This nearly level soil is found in lakes plains and is somewhat poorly drained. It is derived from silty glaciolacustrine deposits overlaying sandy glaciolacustrine, deltaic, or glaciofluvial deposits.
Te - Teel silt loam	3.4%	This soil is found in flood plains and is moderately well drained. It is derived from silty alluvium.
Uc - Udorthents, smoothed	9.4%	This soil is a moderately well drained soil.
Wd - Wayland soils complex	2.6%	This soil is found in flood plains and is poorly drained. It is derived from silty and clayey alluvium derived from interbedded sedimentary rock.

The Erie County Soil Survey has not examined the underlying soils for those lands covered by impervious surfaces. On-site investigation would, therefore, be necessary to determine the suitability and limitations of abandoned areas for redevelopment. Some abandoned areas may be suitable for asphalt-covered playgrounds or other recreation uses requiring a hard, impervious surface.

### 2.1.2 Surface Water Resources

The City is a part of the Buffalo-Eighteen Mile sub-basin of the Niagara River/Lake Erie Basin watershed. The Niagara River/ Lake Erie basin drains an area covering 2,300 square miles, incorporating all of Erie County, and significant portions of the entire Western New York region. It includes 92 miles of Lake Erie shoreline.

Three waterbody segments in this sub-basin are located within the City, including Lake Erie, North Branch of Smokes Creek and the South Branch of Smokes Creek. All discharges from the City flow into Lake Erie, either directly or via discharges or runoff to Smokes Creek.

#### Lake Erie

The City is situated on the eastern shore of Lake Erie. Lake Erie is the fourth largest great lake. It is also the shallowest and smallest by volume, with a water replacement rate of three years. Lake Erie

is home to one of the world's largest freshwater commercial fisheries. Erie's primary inlet is the Detroit River; natural outflow is to the Niagara River. Lake Erie's fish populations are the most abundant of all the Great Lakes, partially because of the lake's relatively mild temperatures and plentiful supply of plankton. The lake also supports a strong sport fishery.

Lake Erie is used for a number of purposes (e.g. – drinking water supply, recreation and industrial use). The lake surface is used for public recreation and commercial transportation. Water is withdrawn and returned to the lake, either as treated wastewater or untreated stormwater discharges (i.e., runoff). The NYS Department of Environmental Conservation (NYSDEC) requires State Pollutant Discharge Elimination System (SPDES) permits for all discharges into Lake Erie and other local water bodies.

While the City is a waterfront community, waterfront usage has been limited by the lack of public access to the lakeshore due to the location of the former Bethlehem Steel plant. The waterfront land has been restricted by private use and ownership for more than a century.

### **Lackawanna Canal**

The Lackawanna Canal is located in the northwest corner of the City, on the northern portion of the former Bethlehem Steel property. It is currently an integral part of the Gateway Metroport (Port of Buffalo). This canal formerly serviced steel production activities on this site. The canal channel measures approximately 4,000 feet in length and 250 feet wide, with an average depth of 26 feet. The Lackawanna Canal has open access to the south end of the Buffalo Inner Harbor, and the South Entrance Channel to the Outer Harbor and Lake Erie. The Inner Harbor complex includes a series of authorized federal navigation channels designed and maintained so that deep draft commercial vessels can safely move through the harbor.

### **Smokes Creek**

Smokes Creek flows through the City, across the former Bethlehem Steel property and into Lake Erie. Smokes Creek splits into two stream corridors approximately 1.5 miles upstream of its mouth, on the east side of the railroad corridor complex. The main branch (or north branch) of Smokes Creek continues in a northeastern direction, crossing Warsaw Street, and then easterly, into the Town of West Seneca and beyond. Smokes Creek provides spawning ground for steelhead trout and other fish species that are part of the Lake Erie fishery resources.

As further discussed in Section 2.1.5, a flood control project was undertaken by the United States Army Corps of Engineers (USACE) and the NYSDEC on Smokes Creek in 1970. The USACE is completing a “modifications for improvement of the environment” project. They are currently in the feasibility phase of the project and are working on a Preliminary Site Assessment, more extensive H&H model and wetland delineation. USACE is looking at a possible jetty at the mouth of the creek and improving environmental cleanups throughout the Smokes Creek Corridor.

Sections of Smokes Creek have been polluted over the years by industrial operations. The lower reach of the creek, nearest Lake Erie, was dredged of sediment in 2009. Approximately 40,000 cubic yards of material was removed under this action as part of the NYSDEC cleanup of the adjacent former Bethlehem Steel Site. In 2015 Smokes Creek was dredged from Lake Erie, east to Wood Street, restoring this area to its former hydraulic capacity.

Although it flows through the center of the City, Smokes Creek does not provide any formal recreational opportunities for area residents. However, the Smokes Creek Shoals area (described below) is a known spawning site for many species of sport fish (walleye, yellow perch and smallmouth bass); the creek itself could provide for both fishing and recreational boating if sufficiently restored.

A City-wide trail could also be established along the creek banks, linking existing parks and providing an additional recreational opportunity for Lackawanna residents. New York State maintains a permanent easement along both branches of the creek for flood control purposes, and use of these lands for a public trail could be negotiated with the State.

**South Branch of Smokes Creek**

As noted above, the South Branch of Smokes Creek splits from main branch of the creek approximately 1.5 miles upstream of the mouth of the creek, on the east side of the railroad corridor. The South Branch flows in a southeastern direction then westerly direction from the Town of Orchard Park and beyond. There is a large pond located in the southeastern part of the City, immediately east of the Highview Circle subdivision, which is associated with the Creek. The South Branch of Smokes Creek provides spawning ground for steelhead trout and other fish species that are part of the Lake Erie fishery resources.

**2.1.3 Water Quality**

Article 15 of the New York State Environmental Conservation Law (ECL) requires that all waters of the State, including lakes, ponds, streams, and rivers, are provided a water quality classification and standard designation that is based on a determination of their existing or expected best usage of each water or waterway segment. This classification is based upon the characteristics of bordering lands, stream flow, water quality, present and past uses, and potential future uses. Waters with classifications A, B, and C may also have a standard of (T), indicating that it may support a trout population, or (TS), indicating that it may support trout spawning. Waterbodies that are designated as C (T) or higher (i.e., C (TS), B or A) are collectively referred to as “protected streams” and are subject to the stream protection provisions of the Protection of Waters regulations.

<u>Class</u>	<u>Best Use of the Water</u>
A, AA, A-Special	Drinking/potable water supply
B	Primary and secondary contact recreation
C	Fishing and fish propagation and survival
D	Fishing

There are three NYSDEC-classified waterbodies located in the City, including:

- Lake Erie (Northeast shoreline) - The lake shoreline, south of the southern end (base) of the Outer Harbor breakwater at Stony Point, and north of a line extending from First Street to the shoreline.
- Smokes Creek - The portion of the creek and selected/smaller tributaries, from the mouth of the creek in the City to Route 20 near Webster Corners.
- South Branch of Smokes Creek - This segment includes the portion of the Creek and all tributaries, from the mouth of the Creek in the City to Green Lake in Orchard Park.

All three of these waterbodies are classified C. The best usage of Class C waters is fishing, as well as fish, shellfish, and wildlife propagation and survival. The water quality in the lake and creeks is also considered to be suitable for primary and secondary contact recreation, although other factors may limit the use for these purposes.

The water quality classifications assigned to waterbodies do not necessarily reflect all existing water quality issues. Therefore, the Federal Clean Water Act requires states to periodically assess and report on the actual quality of waters in their jurisdiction. The NYSDEC has developed a State-wide inventory of specific waterbodies, based on monitoring and information drawn from other programs and sources, which characterizes general water quality, the degree to which water uses are supported, and progress toward the identification of quality problems and improvements. The NYSDEC Division of Water periodically publishes a list of the surface waters that cannot be fully used as a resource or have problems that can damage their environmental integrity. This “Waterbody Inventory/Priority Waterbodies List” (Table 2-2) is used as a base resource for NYSDEC Division of Water program management. Separate Waterbody Inventory/Priority Waterbodies List Reports are prepared and maintained for each of the major drainage basins in the State. The list includes an assessment of water quality for waterbodies under six categories, which include:

- *Waters with No Known Impacts* – waterbody segments where monitoring data and information indicate no use restrictions or other water quality impacts or issues.
- *Threatened Waterbody Segments* – waterbody segments for which uses are not restricted and no water quality problems exist, but where specific land use or other changes in the surrounding watershed are known or strongly suspected of threatening water quality; or waterbodies where the support of a specific and/or distinctive use makes the waterbody susceptible to water quality threats.
- *Waters with Minor Impacts* – waterbody segments where less severe water quality impacts are apparent, but uses are still considered fully supported (these waters correspond with waters that are listed as having “stressed” uses).
- *Waterbodies with Impacts Needing Verification* – these are segments that are thought to have water quality problems or impacts, but where there is insufficient or indefinite documentation. These segments require additional monitoring to determine whether uses should be restricted.
- *Impaired Segments* – these are waterbodies with well documented water quality problems that result in precluded or impaired uses.
- *UnAssessed Waterbodies* – waterbody segments where there is insufficient water quality information available to assess the support of designated uses.

**Table 2-2:  
Waterbody Inventory/Priority Waterbodies List Water Quality Assessment Information**

Water Body	Impaired Use	Severity	Type of Pollutant	Causes/Source	Comments
Lake Erie (Northeast shoreline)	FISH CONSUMPTION	Impaired (known)	Known: Priority Organics (PCBs)	Known: Contaminated / Toxic Sediments	Impaired Segment: Fish consumption in this portion of Lake Erie Shoreline is considered to be impaired due to PCB contamination from Lake sediments attributed to past/historic industrial discharges.
Smokes Creek	Aquatic Life	Stressed (known)	NUTRIENTS (phosphorus), Unknown Toxicity	Known: URBAN/STORM RUNOFF Suspected: INDUSTRIAL Possible: Municipal, Other Sanitary Discharges, Toxic/Contaminated Sediment	Minor Impacts: Aquatic life support and recreational uses in this portion of Smokes Creek is known to experience impacts from elevated nutrient and silt/sediment loads, sludge banks, and other pollutants associated with urban runoff and other nonpoint source inputs. Aquatic life is considered to be fully supported in the stream. Hydrologic modification of the lower creek for flood control is also a concern.
	Habitat/ Hydrology	Stressed (known)			
	Aesthetics	Stressed (known)			
South Branch of Smokes Creek	AQUATIC LIFE	Impaired (known)	Known: NUTRIENTS (phosphorus), SILT/SEDIMENT, Aesthetics (sludge, debris) Possible: Pathogens Unknown toxicity, Dissolved Oxygen/Oxygen Demand, Nutrients	Known: Streambank Erosion/ Urban and Storm Runoff Possible: Industrial, Other Sanitary Discharges	Impaired Segment: Aquatic life support and recreational uses in this portion of South Branch Smokes Creek are thought to be impaired by nutrient enrichment, silt/sediment loads and other pollutant associated with urban runoff, and other nonpoint source pollution inputs.
	RECREATION	Impaired (suspected)			
	Aesthetics	Stressed (known)			

<sup>1</sup> Capital letters indicate MAJOR Use Impacts/Pollutants/Sources  
Source: NYSDEC.

Table 2-2 above, outlines the use impairments, types of pollutants and sources for each listed waterbody in the City. As indicated by a NYS Department of Health advisory, fish consumption has been impaired in certain segments of the Lake Erie. This advisory recommends restricted consumption of some fish species due to elevated PCB levels.

Impaired waterbodies are deemed waters that frequently do not support appropriate uses. Impaired segments, waters with Minor Impacts and Threatened Waterbody segments are the focus of remedial/corrective and resource protection activities by the NYSDEC.

#### 2.1.4 Wetlands and Habitats (Map 2-1)

##### **Wetlands**

Wetlands (swamps, marshes and similar areas) are low-lying areas saturated by surface or ground water for extended periods of time sufficient to support distinctive vegetation adapted for life in saturated soil conditions. Wetlands serve as natural habitat for many species of plants and animals and absorb the forces of flood and tidal erosion to prevent loss of upland soils. In New York, wetlands are divided into two categories, those regulated by the NYSDEC, and those designated and regulated by the USACE and the US Fish and Wildlife Service. A wetland can also be regulated by New York State and the federal government concurrently. Regulating authority is determined individually based upon the specific regulations that define the criteria by which a wetland is identified. The definition of what is classified as a wetland differs between these two entities.

- *Federal Wetlands* – These wetlands are delineated based on the hydrologic condition of the land and the presence of hydric soils and wetland vegetation. The federal government uses a broader definition of wetlands, regulating areas, regardless of their size, in accordance with the Clean Water Act. These areas are mapped by the U.S. Fish and Wildlife Service as designated wetlands if they meet certain vegetation, hydrology and soils parameters. Federal policy is evolving with regard to federal wetlands, particularly smaller isolated areas that are not associated with navigable waters of the United States. Most of the federal wetlands in the City fall into this category.

Any activity undertaken within federal wetland areas requires a permit from the USACE. A federal wetland does not need to be on the National Wetland Inventory Map in order to be regulated by USACE; determinations of regulatory jurisdiction are typically made by this agency through field investigations.

There are scattered areas of federal wetlands in the City, primarily in areas that are not presently used by the general public. These wetland areas can be found on lands situated along the Lake Erie waterfront, south of Smokes Creek; areas northwest of and along the NYS Thruway corridor (Interstate 90); and in areas adjacent to the railroad corridor complex that extends through the western portion of the City.

Federal wetlands are likely associated with the South Branch of Smokes Creek, in the southeastern part of the City, south of Martin Road. This is where the Smokes Creek corridor meanders around a large area of open space, before flowing beneath the NYS Thruway and into Orchard Park. As noted above, this is the section of the creek that is associated with a large pond that lies between the active and abandoned rail lines of the Norfolk Southern Railroad, just east of the Highview Circle subdivision.

- *New York State Wetlands* – The NYSDEC identifies freshwater wetlands based upon a number of factors, primarily by the types of vegetation that are found in the area. Plants found in State designated wetlands prefer wet soils or flooding conditions. By definition, a State regulated freshwater wetland must be a minimum of 12.4 acres in size or greater, unless it has been determined by the NYSDEC Commissioner to have unusual local importance (See 6 NYCRR Part 663.2(p)). State regulations also apply to a 100-foot buffer area that is designated around the boundary of the wetland area. A permit from the NYSDEC is required, subject to their review and approval, prior to the disturbance of any State-designated wetland or the one hundred-foot area

adjacent to the wetland. Activities subject to regulation include draining, dredging, excavation, filling, building construction, road construction or discharging sewage or other liquid waste.

As shown on Figure 2-1, there is one area of State-designated wetlands that are located within the City. This wetland, which is designated as BU-14, is an approximately 35-acre area complex of wetlands located in the south central portion of the City. It is situated immediately east of, and within the railroad corridor near the City boundary, extending south into the Village of Blasdell.

**Figure 2-1: NYSDEC Freshwater Wetlands**



<http://www.dec.ny.gov/chemical/8654.html>

### **Significant Wildlife Habitats**

There is one designated Significant Coastal Fish and Wildlife Habitat (SCFWH) in the City. New York State designates these habitats based on the determined importance of the resource(s) to local ecology and economy. For each designated SCFWH site, a habitat map and narrative are created to provide site-specific information. The habitat narrative constitutes a record of the basis for designation of the SCFWH and provides specific information regarding the fish and wildlife resources that depend on this area. General information is also provided to assist in evaluating impacts of proposed activities on characteristics of the habitat which are essential to the habitat's values.

### **Smokes Creek Shoals**

Smokes Creek Shoals is located on the shoreline of Lake Erie, on the boundary between the City of Lackawanna and the Town of Hamburg. This habitat is comprised of an approximate 500-acre area of open water, generally located within a one-half mile radius of the mouth of Smokes Creek. This area encompasses a broad, productive, littoral zone, where water depths are generally less than 20 feet below mean low water, and the bottom substrate is a mixture of sand, gravel, and rubble. The entire shoreline bordering Smokes Creek Shoals has been modified through filling or bulkheading in conjunction with former industrial development along the adjacent shoreline.

The Smokes Creek corridor drains approximately 33 square miles of industrial, residential and abandoned agricultural land, and much of the creek channel has been modified for flood control purposes (as discussed in Section 2.1.4, below). Much of the land located along the Smokes Creek corridor is comprised of forest or old field. In addition, the NYSDEC acquired a permanent easement along the main creek corridor, as well as the north and south branches of the creek, for administration of the flood control project. Smokes Creek is classified by the NYSDEC as a Class C stream, which is defined as being suitable for fish propagation and survival, with water quality expected to be suitable for primary and secondary contact recreation. Additionally, the main stem of Smokes Creek flows through the former Bethlehem Steel property, discharging into Lake Erie. This property formerly housed a large steel production facility that resulted in disposal of contaminants. The contamination in and around the Smokes Creek corridor impairs the floral and faunal diversity of the creek.

Smokes Creek Shoals is one of only a few sizeable areas of relatively shallow, gravely shoals in the Erie County portion of Lake Erie. Apparently, wave action and inflows from Smokes Creek provide adequate water circulation in this area to prevent siltation of the bottom substrate. This extensive littoral zone likely serves as an important spawning area for a variety of warm water fish species, especially walleye, along with yellow perch and smallmouth bass. Evidence of walleye in and around the mouth of Smokes Creek during the spawning period (generally mid-March through early May) suggest that the adjacent shoals attract a major lake-spawning concentration. Concentration areas such as this are unusual in Erie County. As a result of the abundant walleye population at Smokes Creek Shoals, this area attracts significant recreational fishing activity during late spring and early summer. Reproduction of walleye at Smokes Creek Shoals may also contribute to the Lake Erie commercial fishery for this species, located farther offshore in Lake Erie waters greater than 55 feet deep.

Any activity that substantially degrades water quality, increases temperature or turbidity, alters water depths, or reduces physical diversity of bottom substrate at Smokes Creek Shoals could affect the fisheries resource of this area. Discharges of sewage, stormwater runoff, or industrial wastewater, containing heavy sediment loads or chemical pollutants would result in adverse impacts on fish populations. Temporary habitat disturbances would be most detrimental during fish spawning and nursery periods (mid-March through July for most warm water species); any unavoidable human disturbance of the littoral zone should be scheduled during fall or winter to minimize potential impacts to this area.

### 2.1.5 Floodplains

Regulated floodplains are areas that the Federal Emergency Management Agency (FEMA) has determined would experience a 0.1% chance of flooding during what is known as a 100-year storm event, when excessive precipitation would lead to creeks and rivers overflowing their banks. Floodplains, or Special Flood Hazard Areas, are areas that have been designated by FEMA. Since 1980, the City has been a participating community in the National Flood Insurance Program (NFIP) by adopting and enforcing a local floodplain management law to reduce future flood damage. In exchange, the NFIP provides federally backed flood insurance to homeowners, renters and business owners in these areas.

Flood zone mapping is available on Flood Insurance Rate Maps (FIRM). Zone A on the FIRM maps indicates the Flood Hazard Area boundary (100-year flood plain), which is the area likely to experience a flood once every 100 years. FIRM maps for the City are dated July 2, 1980. The maps show an extensive 100-year floodplain due to the presence of the two branches of Smokes Creek and the flatness of the land. As shown on Map 2-1, the 100-year floodplain generally covers a considerable area in south central and central portions of the City, encompassing the Smokes Creek corridor and the area surrounding both the north and south branches of the creek. The floodplain covers extensive portions of the First and Second Wards (including the residential areas located within). The flood zone in the Fourth Ward is generally located in the area south of Martin Road, where the South Branch of Smokes Creek flows.

The area of the City experiencing the most flooding problems is the mobile home park on Van Wyck Street in the southern part of the City. The presence of the 100-year floodplain and the State-designated wetland BU-14 (discussed above) combine to hamper drainage in this neighborhood. Although flooding here is recurrent, it is normally not severe enough to cause property damage.

The location of the 100-year floodplain in the City has not restricted development. Most of the land in the flood zone contains older established neighborhoods, with a mix of residential, commercial, institutional and transportation land uses. Most property owners recognize the need to update the City's FIRM maps to reflect current conditions.

Streambank sections of the Smokes Creek experience streambank erosion from high water events. Areas of the South Branch of the Creek, at Sharon Parkway and Warsaw Street, are suffering from severe erosion and the streambank is now encroaching upon residential properties. On the North

Branch of the Creek, the West Elmview area is suffering from similar erosion. These areas are of great concern.

### **Smokes Creek Flood Control Project**

As previously discussed, a flood control project was built by the USACE and the NYSDEC on Smokes Creek in 1970. As noted above, the floodplain around the creek corridor (and its branches) is extensive and localized flooding impacted surrounding residential areas. Therefore, the flood control project was constructed to mitigate flood impacts. The USACE is completing a “modifications for improvement of the environment” (Section 1135) project. They are currently in the feasibility phase of the Section 1135 project and are working on a Preliminary Site Assessment, more extensive H&H model and wetland delineation. USACE is looking at a possible jetty at the mouth of the creek and improving environmental cleanups throughout the Smokes Creek Corridor.

The flood control characteristics and channel configuration of the lower reach of Smokes Creek, which includes sheet piling, have adversely affected attributes necessary for successful spawning of walleye and other fish species known to frequent this area. Currently, sediment fills at the mouth of the creek, restricting fish movement. Limiting conditions that have developed in this area include a lack of suitable substrate, unsuitable temperature regime, low stream velocity and low flow.



These conditions are a consequence of the enlarged and channelized bed that was created by the flood control project. Changes in the area(s) near the flood control project, including constructing eddies and developing fish habitats, are necessary in order to support successful fish spawning in the lower reach of Smokes Creek. If improvements to this area are not pursued, the mouth of Smokes Creek will be devoid of suitable critical spawning habitat. To remedy these problems, the USACE, in conjunction with the NYSDEC and the City of Lackawanna, has proposed mitigations to restore the ecological functions that have been eliminated or degraded in this area. This project will enhance fish and wildlife habitat along Smokes Creek and restore the suitability of this area for fish spawning activity.

As noted above, since portions of Smokes Creek are located on the former Bethlehem Steel property, sediment sampling was completed by the U.S. Environmental Protection Agency in 2011. The results indicate that the overall sediment quality is not likely to cause chronic toxicity to sediment-dwelling organisms; however, some metals and organic substances were found to be present at elevated levels. Tecumseh Redevelopment, Inc. (Tecumseh), who is the present owner of the Bethlehem Steel property, is progressing with remedial activities in the area under a Resource Conservation and Recovery Act (RCRA) and a Corrective Measures Study. Therefore, the USACE project will need to be coordinated with the ongoing environmental remediation efforts. Both of these efforts will help to improve the degraded environmental conditions in the Smokes Creek corridor, thereby improving conditions in the Smokes Creek Shoals habitat area.

## ***2.1.6 Brownfields, Inactive Hazardous Waste Sites and Areas of Concern***

### **Environmental Hazards**

New York State Environmental Conservation Law defines a brownfield site as “...any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant.” Remediating and reinvesting in these properties relieves development pressures on undeveloped open land, improves the City’s quality of life, and protects the environment. Like most cities in Western New York, the historical use of properties throughout the City has left a legacy of properties with the stigma of contamination, both real or perceived. Steel plants and heavy industry dominated Lackawanna’s economy for most of the 20<sup>th</sup> Century. The departure of the steel industry has had devastating impacts on the community as it redefines its economy and deals with the environmental conditions left behind by nearly 100 years of heavy industrial development.

The City understands that brownfield redevelopment is critical to its revitalization and has taken the steps necessary to realize a vision for a, once-again, thriving community, including the development of a brownfields clean-up program. To address the issues of brownfields, abandoned, underutilized and vacant sites, this program included the use of assessment funds from the U.S. Environmental Protection Agency (EPA) to begin to address some of the more problematic brownfield sites, and planning funds from the State under the Brownfield Opportunity Area (BOA) program.

In 2005, brownfield sites were identified and prioritized throughout the City. As a part of this effort, two key properties were investigated, including a group of six vacant lots on Ridge Road and the former City incinerator on Reddon Street. Following these efforts, the City secured BOA funding from the NYSDEC for the preparation of a BOA Pre-Nomination Study for the First Ward to help plan for the reuse of stigmatized properties in this area. This study was submitted to the NYSDEC and the New York State Department of State (NYSDOS) and, in 2006, the City was awarded two new Brownfield Assessment grants from the EPA.

The Lackawanna First Ward BOA is located on the western edge of the City, Erie County, New York. It borders with the City of Buffalo to the north and the Village of Blasdell to the south (Figure 2-2). The First Ward BOA encompasses 2,062 acres situated around Ridge Road and NYS Route 5. Historically, this portion of the City was the epicenter of Bethlehem Steel operations.



In 2006, the City completed interim remedial measures on the complex of six vacant lots through the New York State Environmental Restoration Program (ERP) in an effort to prepare these sites for redevelopment, with minor restrictions. These properties are located on the south side of Ridge Road, between NYS Route 5 and the Ridge Road Bridge. Since 2006, the City has also been in negotiations with the NYSDEC to fund the remediation of the City incinerator site, which is a Class 2 Superfund site.

In 2007, the City completed Phase I Environmental Site Assessments (ESAs) for six properties, including:

- Former Spanish House
- West End of Edna Place
- 2380 Hamburg Turnpike
- Former Lakefront Recycling
- Former Friendship House – 264 Ridge Road
- Former Friendship House – 100 Dona Street

This was followed by the completion of Phase II ESAs on three key properties in 2008:

- Former Lakefront Recycling
- Former Friendship House – 264 Ridge Road
- Former Friendship House – 100 Dona Street

In 2010, the City was awarded a grant for the preparation of a *Step 2 BOA Nomination Study*, which was completed in February of 2012 and provided to the NYSDEC. This study created a plan for community engagement to garner local support and create a vision for the future. It identified more specific information on the area that was utilized to analyze economic and market trends. The Step 2 process combined the community's goals and vision with the analysis of physical characteristics and market conditions to develop a redevelopment strategy for revitalization of the First Ward study area.

In 2014, the City was awarded an additional grant from the NYSDEC to complete a *Step 3 BOA study*. This third and final step of the BOA program is the Implementation Strategy and/or Site Assessments phase. This phase includes strategic planning to define the specific activities necessary to achieve the successful redevelopment of high-priority sites and the area as a whole.

Where appropriate, site assessments will be used to evaluate the environmental conditions of targeted brownfield sites and determine any necessary remedial efforts necessary to make those sites shovel-ready. This study was commenced in 2015.

The Lackawanna First Ward BOA represents a unique opportunity for the community and the City to work together to capitalize on core strengths, mitigate environmental and market challenges and capture projected local and regional growth industries, making economic growth and community renewal the focus for the First Ward.

In addition to the brownfield sites in the First Ward, the following sites have been listed in New York State Environmental Site Remediation database. These include:

- **Bethlehem Steel** – Tecumseh is the owner of a large, approximately 1,100-acre property located south of the City of Buffalo and west of NYS Route 5. It extends south of the City of Lackawanna, into the Town of Hamburg. The Tecumseh property once was home to the Bethlehem Steel Corporation Lackawanna Works and was used for the production of steel, coke and related products. Steel production operations on the property were discontinued in 1983; the coke ovens ceased activity in 2000. Portions of the Tecumseh property were impacted by contaminants associated with the former steel and coke production.

The steel plant property was the subject of an Administrative Order on Consent entered into between Bethlehem Steel Corporation and the EPA in August 1990. Subsequent to the entry of the Order, Bethlehem Steel Corporation filed for bankruptcy protection and Tecumseh acquired the site in April 2003. Thereafter, Tecumseh assumed all related remediation obligations.

In 1988, the EPA conducted a RCRA Facility Assessment of the site. This investigation identified 104 solid waste management units (SWMUs) and six surface water bodies (watercourses) that received or could have received solid wastes containing hazardous constituents. In 1990, Bethlehem Steel agreed to perform a RCRA Facility Investigation (RFI) to identify the nature and extent of any releases of hazardous constituents from the SWMUs to the environment, and to mitigate any emergency situations that might be discovered during the course of this investigation. The RFI report provides the basis for identifying SWMUs, watercourses and resources (e.g., groundwater) that would be further studied in the Corrective Measures Study phase. In general, the source of chemical constituents found in groundwater, surface water and sediments at the site are attributed to waste materials historically discharged from or stored at the facility. Groundwater contaminants are primarily associated with historic coke making operations. The chemicals of concern include metals, chlorinated volatile organic compounds (VOCs), petroleum VOCs, and volatile and semi-volatile organic compounds (SVOCs).

Tecumseh completed and submitted the RFI report to the EPA in 2006. The RFI identified approximately 40 discrete SWMUs on the property that exhibit soil/fill and/or groundwater contamination. At that time, the EPA and NYSDEC determined that these locations required further investigation and/or remediation to the site.

In response to the RFI, several interim remedial actions have been undertaken by Tecumseh to restrict the migration of contamination from the site, including:

- Installing and operating a groundwater collection and treatment system in the coke by-products yard, near the southeastern end of the coke batteries;
- Installing a slurry wall, interior groundwater collection system, leachate/groundwater treatment system, and an interim cover system at the acid tar pit;
- Collecting, treating and disposing or recycling residual wastewater and tar from various pipes, tanks, vessels and containment areas; and
- Dredging contaminated sediment and restoring flood water flow capacity from the lower reach of Smokes Creek to reduce the potential for upstream flooding.

The former Bethlehem Steel property is listed on the current registry of NYSDEC Superfund sites (site code 915009). In order to facilitate remediation and redevelopment, the property was divided into separate sites (NYSDEC site code numbers C915197, C915218, C915198, C915199, C915199G and C915205). Tecumseh signed a Memorandum of Understanding with Erie County and the City of Lackawanna to promote and implement redevelopment of the former property, following cleanup. In 2006 and 2007, approximately 30 acres on the western edge of the Tecumseh property was remediated and developed for a clean energy project (Steel Winds). On June 30, 2009, Tecumseh signed a consent order with the NYSDEC to complete the Corrective Measures Study. The purpose of this study is to develop and evaluate the corrective action alternative(s) and to recommend corrective measures be taken to clean up the property. The NYSDEC held public meetings in May and June 2015 to gather comments on the proposed Corrective Measures program.

- **Lehigh Industrial Park (NYSDEC site code 915145)** – This 5.7-acre site is located at 31 South Street. It is bordered by train tracks and a rail yard to the east, industrial parcels to the south, the Erie County Sewer District #6 wastewater treatment plant to the north, and residential uses to the west. This site was formerly operated as the Roblin Steel Company Scrap Metal Yard and Scrap Processing Facility. In 1988, the NYSDEC investigated a report of a transformer oil spill on the site and identified numerous environmental issues, including PCB contamination. Remedial action was completed in 1997, including the complete demolition of abandoned site structures, asbestos abatement, removal and disposal of PCB contaminated soil, on-site consolidation of non-hazardous waste soil and debris, construction of an infiltration basin to control surface water run-off, installation of a clean soil cover over the entire site, and the planting and establishment of a grass cover over the entire site. The property is now designated as Class 4 State Superfund site, which requires long-term operation and maintenance (O&M), which is in progress. The integrity of the clean soil cover over the consolidated fill is being monitored, and groundwater quality is being assessed as part of the O&M program. Approximately 3.3 acres of the site are considered appropriate for industrial use. The remainder of the site could be maintained as wooded or open space land.
- **Lackawanna Incinerator (NYSDEC site code 915206)** – The Lackawanna Incinerator site is a Class 2 Superfund site. This 7.6-acre, City-owned property is located at 2960 South Park Avenue, along the south embankment of the north branch of Smokes Creek. The site's main structural features are two red-brick, multi-story buildings and associated chimneys that housed municipal solid waste incinerators. The southern incinerator building was constructed in 1927 and the northern incinerator building was constructed circa 1950. In the center of the site is a large ramp-like mound of fill (approximately 20 feet in elevation at its highest point) that provides access to the northern incinerator's third floor. There is a primarily unpaved area on the southern portion of the property with a framed shed currently used to house equipment for the City Department of Public Works (DPW). The primary use of the site is as a materials staging and an equipment/vehicles storage area for the DPW. The basement of the northern incinerator is currently being used by the City animal control officer. The site is immediately surrounded by mix of commercial and residential uses. A storm sewer system exists on-site, with two catch basins on the east and west of the northern incinerator building. Two reinforced concrete conduits (one 12-inch and one 24-inch) convey storm water runoff from the site to Smokes Creek.

In 2005, the City conducted an environmental investigation of the site. Results indicated that elevated concentrations of lead, arsenic and polycyclic aromatic hydrocarbons (PAHs) are present in the incinerator ash in the fill mound. A Remedial Investigation (RI) was initiated in June 2012 to determine the nature and extent of contamination at the site; the final RI Report was approved in October 2014. The RI field investigation activities included completion of soil borings, including seven monitoring well installation, and the collection of soil, groundwater, surface water, and sediment samples for laboratory analysis. The site is partially enclosed and secured by a 6-foot chain link fence that extends to the DPW garage property to the south where a gate provides access to both properties. Contaminants present on the creek banks and people may come into contact with these substances while entering or exiting the creek during recreation activities.

- **Lackawanna Business Park (NYSDEC site code B00080)** – This property is included under the State's Environmental Restoration Program. It is now listed as a Class C Superfund site and has been satisfactorily cleaned up under this remedial program. This site was originally owned by the Lackawanna Steel Company (predecessor to Bethlehem Steel Company), which built company houses on the property around 1902. The area, a cul de sac extending off of Alliance Drive, was known as Smokes Creek Village or Old Village. Reportedly, the houses were demolished in the 1930s and the land remained vacant until the City began using the site as a recreation area. The property was purchased by the Amadoril Mark Roberts Construction Companies in 1973 and used to store, repair and maintain construction equipment. The City took ownership of the property in 1996. To determine the nature and extent of any soil contamination, the City completed a Site Investigation/Remedial Action Report in March 1999. The investigation found that the placement of fill materials, consisting of ash and slag, had resulted in the presence of hazardous substances, including chromium and lead at the site. Remedial actions included the excavation and disposal of the contaminated fill materials and the placement of deed restrictions on the property to limit future development of this site for commercial or industrial use.
- **Lackawanna Landfill Site (NYSDEC site code 915094)** – This 15+/- acre site, which is located near the end of Willett Road between the railroad tracks and the NYS Thruway, has not been used as a municipal landfill for more than 20 years. A 1987 Phase I Report noted that this site previously accepted municipal incinerator residue, non-toxic sewage sludge, and construction and demolition debris. No other waste material has been documented, although access to the site has been largely unrestricted. The landfill was closed in 1981, but NYSDEC inspectors noted various violations of Part 360 regulations. A Phase II Environmental Site Investigation was completed in July 1991, which noted that while sampling revealed elevated levels of lead and polynuclear aromatic hydrocarbons in the soil and groundwater, there was no documentation found of hazardous waste disposal at the landfill. This Superfund site was given a Class N designation, indicating no further action is required. Although the site was removed from the current State Superfund registry in 1991, this property should undergo soil testing prior to any potential building development in the future. The City has been working with the NYSDEC to secure funding to remediate this site.

In association with this project, an expedited remediation action is being undertaken for an off-site area adjacent to the Lackawanna incinerator site. A remedial investigation found that the 17-acre Baker Hall property, located at 150 Martin Road, immediately east and southeast of the incinerator site, was contaminated. Elevated concentrations of inorganic constituents (primarily arsenic and lead) were found in surface and subsurface soil samples on this property, which are associated with former operations of the incinerator. Coordination of site remedial action, which was to commence in the fall of 2014, is being overseen by the NYSDEC.

- **Lackawanna Foundry (NYSDEC site code 915174)** – The Lackawanna Foundry is located at Jackson and Elm Streets. This site was the location of a foundry that produced cast iron molds for more than 60 years. The site is located in an area that contains a mix of residential and heavy industrial uses. In 1999, the NYSDEC ordered the property owner to provide information about chemical use on the site. It was determined that PCB waste was present due to transformers. In addition, over 100 drums were found stored in a deteriorated condition. After the owner was not able to conduct the remediation due to financial constraints, the EPA performed a removal action at the property. The removal of all PCB transformers, capacitors, contaminated soil, drums, laboratory chemicals and compressed gas cylinders was accomplished in 2000. The building was demolished, the site was covered with topsoil, and a wetland area was restored. Problems associated with hazardous waste storage and disposal at this site have been addressed. This Superfund site was given a Class N designation, indicating no further action is required.

There are a number of additional facilities that store bulk amounts of hazardous materials. These facilities are listed and regulated by the NYSDEC. The NYSDEC also tracks spills of hazardous materials. A list of documents spills can be found on their website ([www.dec.ny.gov](http://www.dec.ny.gov)).

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**INFRASTRUCTURE, TRANSPORTATION & UTILITIES**

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## 2.2 INFRASTRUCTURE, TRANSPORTATION AND UTILITIES

Municipal infrastructure in the City of Lackawanna (City) includes water supply and distribution, wastewater collection and treatment, stormwater management, transportation facilities and utility services that support residential, commercial and other land uses. Each of these services or systems are provided for the benefit and convenience of the public to reduce health risks and address essential needs for living and doing business in the City.

### 2.2.1 Public Water Supply

The City purchases water from the Erie County Water Authority (ECWA). Under their direct services agreement, the ECWA owns and operates the municipal water system. ECWA is responsible for customer service, billing, maintenance and capital improvements. Potable water is provided throughout the City. The residents and businesses purchase an average of 47,500 million gallons of water per month from the ECWA.

All water is pumped from the Sturgeon Point Water Treatment facility, which is located south of the City, in the Town of Evans. The water supply system requires no booster pumps, water storage towers or facilities to maintain adequate pressures throughout the system. Based on information received from the ECWA, the distribution system is in generally good condition. Piping is made of cast iron, ductile iron and reinforced concrete; pipe sizes range from 6 inches to 36 inches in diameter. As with any system, pipe breaks and leakage are common especially during winter months.

The ECWA does not perform regular pressure and flow tests on hydrants. When a request is received for information on a specific location for planned development, their standard practice is to check records and conduct testing if none has been performed in the past two years. There are isolated areas with the City that may have lower than desired water pressure and fire protection flow rates. In general, however, water pressure and flow rates are adequate. Backflow preventers are required for large commercial and all industrial development projects.

### 2.2.2 Wastewater Management

The City is located in Erie County Sewer District (ECSD) No. 6. The Wastewater Treatment Facility (WWTF), which is located at 260 Lehigh Avenue, provides treatment for wastewater flows from the City. The WWTF is owned and operated by Erie County; operation and maintenance of this facility, as well as the wastewater collection system, is provided by the County's Division of Sewerage Management. All wastewater flow collected through the system enters the WWTF through a 30-inch force main at the Willmuth Avenue pump station, which is located approximately  $\frac{1}{4}$  mile from the WWTF. Following treatment, effluent is discharged through a 30-inch outfall to Smokes Creek. No other permitted discharge points exist within the system, aside from this outfall. Four pump stations aid wastewater flow from residential areas situated east of the WWTF; two pump stations convey flow from residential areas located west of the WWTF.

The WWTF has a design treatment capacity of 4.5 million gallons per day (mgd) and a peak capacity of 11.75 mgd. The present average daily flow rate is 3.37 mgd, which is within the limits of the State Pollution Discharge and Elimination System (SPDES) permit. The WWTF provides primary and secondary treatment, and phosphorus removal. A combination of on-site and off-site treatment processes are provided for wastewater generated in ECSD No.6. All wastewater flows are provided primary treatment (coarse screening) before being conveyed from the Willmuth Avenue pump station to the WWTF. In general, the on-site/off-site treatment process includes aeration of excess flow retention, screening and grit removal, primary settling, biological treatment, secondary clarification, chlorination, phosphorus removal, and sludge thickening, digestion and dewatering. The wastewater collection system was originally constructed as a combined system, conveying both sanitary and

stormwater flows. A separate storm sewer system was constructed to separate the flows in an effort to address water quality issues.

An Overflow Retention Facility (ORF) is located on A Street, approximately one-half mile from the WWTF. During wet weather flows (heavy rain events), stormwater flows can exceed the treatment capacity of the WWTF due to inflow and infiltration (I&I) into the collection system. To mitigate this problem, the ORF stores wastewater until treatment capacity is available at the WWTF. Hence, this facility serves to equalize peak flows into the WWTF, enabling the treatment plant to operate within the limits of the NYSDEC SPDES permit for most wet weather events.

All structures in the City that are used for human occupancy, employment, recreation, or other purposes must be connected to the sanitary wastewater system. This wastewater collection system includes laterals, gravity sewer lines and force mains that range in size from 8 inches to 42 inches in diameter. The wastewater collection piping is constructed of vitrified clay tile, brick, concrete, ductile iron and polyvinyl chloride (PVC). The general age of the sewer pipes is 80+/- years, with piping repaired or replaced as needed. Maintenance of the wastewater collection system is an ongoing process.

Due to their age, I&I is a problem throughout the City. Broken and leaking sewer pipes allow stormwater to infiltrate the system, increasing flow and capacity. Stormwater that enters into the system through manhole covers and/or illegal residential storm drain hook ups also contribute to the problem. The ECSD No.6 does not have a long-term capital improvements plan in place to address system deficiencies. Therefore, the identification and correction of inflow and infiltration problems is a continuous effort. It is recommended that the County develop a long-term plan for improving the system, allowing them to more effectively schedule and budget for both critical and non-critical repairs to the system. This plan could also evaluate necessary improvements in the future that result from water quality classification upgrades to Smokes Creek.

The WWTF appears to have excess capacity for growth in the City. The plant currently processes approximately 3.37 mgd, which is below the design treatment capacity of 4.5 mgd. This is important as redevelopment of the Bethlehem Steel property will require wastewater collection and treatment service. It is expected that new uses in this area will be industrial and commercial in nature, generating a lower volume of wastewater than residential uses.

### 2.2.3 Stormwater Management

Stormwater runoff generated in the City is conveyed through a combination of closed pipes and open ditches. Although stormwater collection and conveyance infrastructure has been installed throughout much of the City, there are some areas with open ditches. A Stormwater Management Officer has been designated to oversee drainage in the City and enforce the provisions of Article IX of Chapter 185 of the City Code (discussed below). The storm sewer system discharges runoff into Smokes Creek through a number of outfalls that are regulated by the NYSDEC.

Forty-two communities in Erie and Niagara Counties, including the City, have joined together to develop a stormwater management program to protect local waterways and enhance quality of life in local communities. The Western New York Stormwater Coalition (Coalition) is a forum for these regulated communities to share resources and work in partnership toward compliance with the EPA Phase II Stormwater requirements.

The overall goals of the Coalition are to utilize regional collaboration to identify existing resources and develop programs to reduce the negative impacts of stormwater pollution. The Coalition prepared a Stormwater Management Program Plan (SWMPP), which was prepared to comply with the NYSDEC General Permit for Stormwater Discharges from Municipal Separate Storm Sewer Systems (GP-0-15-002). This is a shared SWMPP, providing policy and management guidance to the regulated municipalities and agencies that are members of the Coalition.

The SWMPP is based on the Federal Stormwater Phase II rule, issued in 1999, which requires municipal separate storm sewer system (MS4) owners and operators, in U.S. Census-defined urbanized areas, to develop a SWMP. There are six program elements designed to reduce the discharge of pollutants to the maximum extent practicable. These program elements include:

- Public Education and Outreach;
- Public Involvement / Participation;
- Illicit Discharge Detection and Elimination;
- Construction Site Runoff Control;
- Post-Construction Stormwater Management; and
- Pollution Prevention / Good Housekeeping for Municipal Operations.

Each minimum control measure, and the best management practices that have been implemented to maintain compliance with the NYSDEC GP-0-15-002 General Permit, are described in the plan. The responsibilities for achieving each best management practice are clearly defined in the Plan.

Article IX of Chapter 185 of the City of Lackawanna Code (Storm Drainage) specifically addresses stormwater runoff associated with developed properties and explains the requirements for stormwater management, such as:

- Requirements for the preparation of Stormwater Pollution Prevention Plans (SWPPPs);
- Prohibition of illicit discharges and connections to the storm sewer system;
- Prevention, control and reduction of stormwater pollutants by use of best management practices;
- Maintenance, inspection and repair of stormwater facilities;
- Notification of spills;
- Corrective measures, injunctive relief and alternative remedies for violations; and
- Administration and enforcement procedures.

Section 185-20 of Article V (Use of Public Sewers), prohibits the discharge of any stormwater, surface water, groundwater, roof runoff, subsurface drainage, contaminated cooling water, and unpolluted industrial process water to any public sanitary sewer. Additionally, Section 185-22 prohibits the discharge of any other liquids or solid waste products or materials into any public sewer, including wastewater containing toxic pollutants.

### 2.2.4 Solid Waste Management

The DPW collects all residential and some commercial municipal solid waste and recyclables. Solid waste collection and disposal is regulated under Chapters 190 and 191 of the City Code. The City Council establishes annual user fees for public waste collection; the 2014-15 rate for waste pick up and disposal is \$155 per user. All solid waste and recyclables collected by the City is disposed of at a transfer station in the Village of Blasdell that is operated by Modern Corporation.

All customers are provided totes for the collection of garbage and recyclables, which must be separated from regular solid waste. The City will collect a maximum of two totes of waste from residential and commercial businesses. Businesses that exceed 300 pounds of solid waste must utilize dumpsters and private waste collection services. The City also services multiple dwellings with six or less units, up to a maximum of four totes. Multi-family developments that exceed six dwelling units must use dumpsters and contract with private waste haulers. The City does not provide collection and disposal for churches, group homes, non-profit organizations, or private schools or clubs.

The City requires residents, and all others who place waste at curbside for pickup, to separate recyclable materials from regular garbage. The City collects commingled recyclables, including:

- Paper – office paper, newspaper (including inserts), junk mail, catalogs, magazines, telephone books, paper bags, non-metallic wrapping paper, books and file folders.
- Cardboard – paperboard (without liners), corrugated cardboard, lightly soiled pizza boxes, juice and milk cartons.
- Metal – cleaned steel and tin cans, cleaned aluminum food and beverage containers, empty aerosol cans, and kitchen cookware.
- Glass – glass jars and bottles.
- Plastic – plastic bottles and containers.

Unless there is a special collection for leaves during October and November or for Christmas trees in December and January, the City collects yard waste with its regular garbage pickup. Yards waste includes brush, tree parts and wood, which must be tied in bundles not exceeding 48 inches in length, 12 inches in diameter and weighing no more than 40 pounds, as well as grass clippings. Grass clippings and other landscape waste generated by commercial lawn care contractors, pool installers, fence contractors and other similar contractors must be removed by the contractor. Similarly, all construction and demolition debris produced by commercial contractors, builders, and private owners and occupants must be removed by the entity that generates it.

The City collects bulk items, including major appliances, small appliances, air conditioners and household furnishings. No more than five items may be placed at curbside for pickup. The City designates four weeks each year (spring, fall and two times during the summer) for the collection of bulk items. Customers who arrange with the DPW for the collection of bulk items outside of this time frame are charged a fee of \$50 per item. Electronic devices are also picked up by the City and disposed of with Sunning Electronics Recycling.

The City will not collect vehicular tires, lead-acid batteries, waste oil used for mechanical purposes, or fencing, sheds or decks. Anything dangerous, including items with broken glass, protruding nails or jagged edges, is prohibited from being placed in a tote for collection. Any hazardous waste, including anything ignitable, corrosive, reactive, or toxic is prohibited and must be disposed of in accordance with NYSDEC rules and regulations. This also includes medical waste and paint (oil-based, latex or enamel-based, alkyd-based). Empty, dry paint containers can be thrown away with regular garbage.

### 2.2.5 Utilities

#### **Electricity**

Electrical service is provided by National Grid. For the most part, adequate service is available to accommodate current and future development. It should be noted, however, that the southeast section of the City, which is served by the Lackawanna /Blasdell substation, has reached its capacity for the distribution of power. The areas of the City where new development could occur, however, have reserve capacity.

#### **Natural Gas**

Natural Gas is provided by National Fuel Gas. Natural gas service is available to all residential, commercial and industrial properties in City. Large capacity lines are located in close proximity to existing and planned industrial properties, and there is capacity available for future development projects. Additionally, energy deregulation now provides an opportunity for residential, commercial and industrial customers to purchase natural gas from several suppliers.

#### **Telecommunications**

The City has access to an excellent telecommunications infrastructure. Telephone services are provided by Verizon and Time Warner Cable. Both companies also provide television and high-speed internet service. Additionally, wireless communication services are readily provided by a number of telecommunications companies.

### 2.2.6 Clean Energy Production

### **Wind Energy**

Steel Winds (Phases I and II) is a wind energy project, located along the shoreline of Lake Erie in the City. The first phase of this wind farm became operational in 2007; the second phase came online in 2012, for a combined production capacity of 35 megawatts of power. This project can generate enough electricity to service the needs of approximately 6,000 average homes in Western New York. Steel Winds is one of the largest urban wind farms in the world, using turbines that were manufactured in Cedar Rapids, Iowa to harness the power of the steady winds that blow across Lake Erie. The electricity generated at this site is being sold into the local grid for sale to retail customers. The project is owned by First Wind, which is a part of SunEdison.

Steel Winds was built on a 30-acre brownfield site on the former Bethlehem Steel property, which encompasses approximately 1,100 acres of brownfields, under the NYSDEC Brownfield Cleanup Program. By using much of the existing infrastructure, including roads and transmission lines, costs for this project were reduced. Where Bethlehem Steel once supported an earlier industrial revolution, the steel winds project is bringing new jobs and clean energy technology to the Western New York region.

### **Solar**

Steel Sun is a solar energy project that will be constructed on approximately 70 acres at the former Bethlehem Steel site, east of the Steel Winds. Putting the large-scale solar panels on the site near Steel Winds will further elevate the City's status in the international power generation industry. Steel Sun is being undertaken by BQ Energy, a Poughkeepsie, New York based renewable energy development firm, who was a partner in the building of Steel Winds. Steel Sun will allow the former Bethlehem Steel property to be one of the first projects in the world that will have utility-scale solar and wind at the same site. This project is expected to commence in 2016.

Solar technology converts energy from solar radiation directly into electricity. The solar panels will be capable of generating 4 megawatts a year, about the same number as two wind turbines. One megawatt of solar energy can currently power a national average of 164 homes, according to the Solar Energy Industries Association. According to Lynda Schneekloth, a University at Buffalo professor emeritus and Chairwoman of the Niagara Section of the Sierra Club, public utilities view the two sources of energy differently because each source provides energy at different times of the day. The wind is active late at night and the sun is active mostly during the day, so you can get a 24-hour cycle of energy, which makes the system more reliable. This will enable the energy grid to be more reliable.

## ***2.2.7 Transportation***

### **Roadway Network**

The City has a roadway network system that includes State, County and City roadways. This roadway system provides good access and vehicular movement throughout the City, as well as excellent connectivity between the City, the wider Western New York region, the Interstate Highway System, and Canada. Map 2-2 illustrates the existing City roadway network.

Traffic operations, traffic safety and the needs of residents create different demands on roadways, which sometimes are in conflict with each other. For example, slower speeds may impede traffic flow, but may also improve safety. With a growing emphasis on accommodating other types of traffic in addition to motorized vehicles, these conflicts are becoming increasingly more common.

### **Roadway Classification**

In Erie and Niagara Counties, the Greater Buffalo Niagara Regional Transportation Planning Council (GBNRTC) has categorized roadways according to their primary function and classification. The functional roadway classifications and recent average annual daily traffic (AADT) counts are summarized in Table 2-3. Roadway classification is a hierarchical method for categorizing roads, and

assists in balancing these roadway management priorities. It is also a useful tool for planning and prioritization of issues such as traffic calming, access management and accommodations for non-motorized traffic.

Roadways are classified as expressways, principal arterials, minor arterials, collectors or local roads. Each street is given a designation, as defined by the Federal Highway Administration (FHWA), based on the type of service it is designed to provide. The higher the level of traffic, the more likely speed limits, lane widths and road widths will be increased. Also, the higher the level of traffic, the greater the potential for conflict between motorized traffic and other non-motorized modes of travel (parked cars, pedestrians and bicyclists). Traffic volumes on arterials and collectors vary greatly, depending on location. Minor arterials, collectors and local roadways are narrower, with lower travel speeds. Public transportation is usually located along arterials, as part of the regional transportation system.

- **Interstates and Expressways**

Expressways, which include interstate highways, are intended to facilitate smooth vehicular-only traffic flow throughout the wider region. These roadways are generally limited access, multi-lane roads, with higher posted speed limits. They are designed to carry high volumes of traffic at relatively high speeds, and do not provide direct access to the adjacent land uses. There are two expressways that extend through the City. Both of these roadways are under the jurisdiction of the New York State Department of Transportation (NYSDOT), who monitors their conditions and usage.

- *New York State Thruway (Interstate 90)* – Located in the eastern section of the City, Interstate 90 extends in a southwesterly direction through the City. Interstate 90 is the major transportation route that runs from the Pennsylvania State line to the south to New York City to the east. The segment that runs through the City has two lanes in each direction. This divided, limited access highway provides access to the City via Exit 55 at Ridge Road.
- *New York State (NYS) Route 5* – NYS Route 5, from the City line to Ridge Road, is classified as an expressway. This roadway is a limited access, four-lane, divided highway that runs from north to south through the western portion of the City, connecting Lackawanna with the City of Buffalo to the north and the Town of Hamburg to the south. NYS Route 5 enters the City from the north as an elevated highway, with a ramped access interchange at Ridge Road. It is a primary north-south route in the region, carrying a high volume of traffic through the City.

- **Principal and Minor Arterials**

There are several principal and minor arterials roadways that fall under the jurisdiction of New York State and Erie County. Arterial roadways accommodate relatively high traffic volumes and speeds, but also allow for access to properties along their routes. Principal arterials are generally higher volume roads that are important links between different areas of the community and region. Minor arterials are lesser important to the regional transportation network, but typically accommodate larger volumes of traffic in the local community.

- New York State controls two principal arterials in the City. NYS Route 5, also known as the Hamburg Turnpike, extends at-grade from Ridge Road to the City line, with signalized intersections at Odell Street, Dona Street and Madison Avenue. NYS Route 62 (South Park Avenue) runs north to south, through the center of the City. To the north, South Park Avenue is classified as a State route until it intersects with Abbott Road and Bailey Avenue, in the City of Buffalo (the Route 62 designation follows Bailey Avenue further north). It continues south from the City, all the way to the New York State boundary with Pennsylvania. NYS Route 62 has one travel lane in each direction, with on-street parking. It is a primary means of access to the City of Buffalo and carries a significant volume of traffic.
- Erie County has jurisdiction over one principal arterial (Ridge Road – CR 137) and one minor arterial (Abbott Road – CR 4). Ridge Road extends from west to east, cutting across the northern portion of the City. Ridge Road is a well-traveled route, providing access from NYS Route 5 to the New York State Thruway. As shown in the Table above, it carries a significant volume of traffic through the City. Although designed as a two-lane roadway, there are sections of this roadway (east of South Park Avenue) where vehicles informally travel in two

lanes. To the west, this road widens to four lanes between Center Street and NYS Route 5.

Abbott Road carries a similar volume of traffic through the eastern portion of the City. Running from north to south, this roadway connects the City with the City of Buffalo to the North, and the Towns of Hamburg and Orchard Park to the south. Abbott Road has two travel lanes in each direction.

**Table 2-3: Functional Roadway Classifications and Traffic Counts**

Route Name	Segment	Lanes	AADT Count	Year
<b>INTERSTATES</b>				
NYS THRUWAY	Route 179 (Milestrip Road Exit 56) to Ridge Rd.	4	45,729	2013
<b>EXPRESSWAYS</b>				
NYS ROUTE 5	Tiftt Street to Ridge Road	4	42,497	2014
<b>PRINCIPAL ARTERIALS</b>				
NYS ROUTE 5	Ridge Road to City of Lackawanna boundary	4	35,635	2013
RIDGE ROAD	NYS Route 5 to South Park Avenue	4/2	11,918	2013
RIDGE ROAD	South Park Avenue to Abbott Road	2	11,234	2013
RIDGE ROAD	Abbott Road to the Lackawanna City Line/I-90	4	21,331	2013
SOUTH PARK AVE	City of Buffalo boundary to Ridge Road	2	8,895	2013
SOUTH PARK AVE	Ridge Road to Blasdell Village boundary	2	11,186	2013
<b>MINOR ARTERIALS</b>				
ABBOTT ROAD	City of Buffalo boundary to Ridge Road	4	10,500	2013
ABBOTT ROAD	Ridge Road to Martin Road	4	13,440	2013
ABBOTT ROAD	Martin Road to Blasdell Village Line	4	16,415	2013
MCKINLEY PKWY.	South Park Avenue to City of Buffalo boundary	2	4,170	2013
<b>COLLECTORS</b>				
MARTIN ROAD	South Park Avenue to Shamokin Drive	2	5,496	2013
MARTIN ROAD	Shamokin Drive to Abbott Road	2	6,593	2013
DORRANCE AVE	South Park Avenue to McKinley Pkwy.	2	2,157	2013
DORRANCE AVE	McKinley Pkwy. to South Shore Blvd.	2	8,588	2013
DORRANCE AVE	South Shore Blvd. to Abbott Road	2	6,386	2013
<b>LOCAL</b>				
ELECTRIC AVE	Ridge Road to Kirby Avenue	2	4,582	2013
ELECTRIC AVE	Kirby Avenue to Blasdell Village boundary	2	3,407	2013
KIRBY AVENUE	Center Street and South Park Avenue	2	1084	2013
WARSAW STREET	Kirby Avenue to Seal Place	2	769	2013
WOOD STREET	Warsaw Street to Roland Avenue	2	352	2013

Source: GBNRTC, 2015

- **Collector and Local Roads**

All other roads in the City are classified as either collector or local roads, and are under local jurisdiction. Collector streets are intended to “collect” and distribute traffic between local streets and arterials. They are the intermediate link between the local roadway network and the regional arterial system. Traffic counts are not generally taken on local roads, which have a relatively low traffic volume. Local streets are intended to primarily provide access to the homes, businesses and other properties in the surrounding area. Their primary role is to facilitate connectivity and access to and between local services and amenities. Traffic speeds on local roadways are low, and priority is placed on the needs of the local residents, not just the efficiency of moving traffic.

As shown in Table 2-4, traffic counts were recorded for Martin Road, Dorrance Avenue, Electric Avenue, Warsaw Street and Wood Street. Martin Road, Dorrance Avenue and Electric Avenue each carry a considerable volume of traffic, which is likely why their usage is monitored. Dorrance Avenue is a primary east-west connector that extends between Abbott Road and South Park Avenue, along the northern boundary of the City. Martin Road also provides a direct connection between those two roadways, further to the south. Electric Avenue is a primary travel route between Ridge Road and Lake Avenue in the Village of Blasdell to the south. Electric Avenue is under Erie County control south of the City (CR 512), but under local jurisdiction within City boundaries.

**Traffic Volumes and Roadway Conditions**

The GBNRTC studies capacity issues for the regional roadway network. Although roadway improvements do not address all capacity issues, they can correct many deficiencies. According to the GBNRTC, all roadway segments that are monitored in the City operated above a Level of Service (LOS) of D (K. Smith, GBNRTC, November 2015). An LOS of D indicates a potential need for improvement.

The GBNRTC rates County, State and Federal roadways in the region on a scale of 1 to 10 according to their pavement condition. The GBNRTC uses a road condition scale of one through ten, one being the worst and ten being the best. One through five are considered to be “poor,” six is rated as “fair,” seven and eight are “good,” and nine and ten are “excellent.” A total of 14 roadway segments were rated in the City, as shown in Table 2-4.

According to the data available, half of the roadways in the City are in good condition; two are in fair condition. South Park Avenue and the central segment of Ridge Road are in the poorest condition. In 2015, the City began the reconstruction of this roadway, which will be completed in 2016.

Local roads are not rated, but the City has a systematic program for roadway resurfacing. These roadways are prioritized and repaved to the extent that funds are available, although the number of roads that need resurfacing generally exceeds available funds. DPW also maintains curbs and sidewalks damaged by tree roots, as needed.

**Table 2-4: Roadway Condition Ratings**

Route	Segment	Score
ABBOTT ROAD	City line (north) to Ridge Road	7
ABBOTT ROAD	Ridge Road to Martin Road	7
ABBOTT ROAD	Martin Road to City line (south)	6
BERG ROAD	Abbott Road to City line (east)	5
MARTIN ROAD	South Park Avenue to Shamokin Drive	7
MARTIN ROAD	Shamokin Drive to Abbott Road	7
MCKINLEY PKWY.	South Park Avenue to Dorrance Avenue	6
NYS THRUWAY	Rt. 179 (Exit 56) to Ridge Road (Exit 55)	7

RIDGE ROAD	NYS Route 5 to Center Street	7
RIDGE ROAD	Center Street to South Park Avenue	8
RIDGE ROAD	South Park Avenue to Abbott Road	5
RIDGE ROAD	Abbott Road to City line	7
SOUTH PARK AVENUE	City line (south) to Ridge Road	5
SOUTH PARK AVENUE	Ridge Road to City line (north)	4

Source: GBNRTC, 2015

**Bicycle and Pedestrian Facilities**

According to GBNRTC data, existing bicycling facilities in the City are limited. This would include on and off-road bike lanes, paths or trails. The Skyway section of NYS Route 5, Ridge Road (between NYS Route 5 and South Park Avenue), and South Park Avenue (south of Ridge Road) are all designated New York State Bike Routes. Bicyclists who travel along these routes, however, are advised to use caution (as discussed below). The GBNRTC Online Bicycle Route Guide shows an off-road trail that extends along NYS Route 5, from the City of Buffalo to a point just north of Smokes Creek. There are no other off-road facilities located within the City.

There are proposals, however, to improve certain areas with facilities for bicyclists and pedestrians. The most notable plan is for the construction of Phase I of the Bethlehem Steel section of the Erie County Shoreline Trail, which is supported by the Transportation Improvement Program (TIP) for 2014-2018 (GBNRTC, 2013). This \$1.2 million project includes approximately 8,000 linear feet of 10-foot wide multi-use pathway that will enable Lackawanna residents the ability to safely access the Outer Harbor, Tiff Nature Preserve and Erie Canal Harbor, among other things. The project would be an extension of the Shoreline Trail that currently extends along the Buffalo Outer Harbor, and would enable the County to get another step closer to connecting with the multi-use trail system in the Town of Hamburg. The Erie County Legislature (ECL) allocated funding for their share of the preliminary design phase of this project in February 2015; additional funding will come from the federal government. The County must approve additional funding prior to project construction.

The Erie County Regional Bikeway Network, as mapped in the GBNRTC 2008 Bicycle & Pedestrian Master Plan, includes a proposal for the development of a multi-use trail along the main branch of Smokes Creek. This is a proposal for an off-road trail that would extend along the creek corridor, from Ridge Road and on into the Town of West Seneca. In the City, this trail would be located within the boundaries of the Smokes Creek Overlay District that was established to protect the ecological corridor of the Creek. The Overlay creates a 15 foot vegetative buffer and precludes development within 50 feet of the stream bank.

In addition to off-street multi-use trails, certain local streets have been selected for bicycle usage by the GBNRTC. In order to assist bicyclists to understand how comfortable they might feel riding along one of the suggested routes, the GBNRTC rates bicycle routes with a Bicycle LOS (Table 2-5). These ratings are based on a quantitative formula that takes into account a number of factors including the surface condition of the road, the width of the shoulder, posted speed, percentage trucks, existence of parked cars, frequently of sewer grates and the adjacent land use (e.g. commercial vs. residential). The formula generates an A to F rating system, where A indicates the extreme ease of movement along the route and F indicates that the route could be dangerous to the rider. These ratings are shown in Table 2-5.

**Table 2-5 : Bicycle Level of Service**

<b>A</b>	Suitable
<b>B</b>	Caution Advised
<b>C</b>	Caution Advised
<b>D</b>	Caution Advised
<b>E</b>	Extreme Caution - Experienced cyclists
<b>F</b>	Extreme Caution - Experienced cyclists

Most of the roads in the City are narrow and/or carry a high volume of vehicular traffic. Therefore, bicyclists who utilize the main roadways in the City, including Abbott Road, Ridge Road, South Park Avenue and NYS Route 5, are advised to use caution. These roads have a poor level of service of D through E, as designated by the GBNRTC.

The GBNRTC considers roadway with poor levels of service (on-road routes not meeting the minimum performance measure 'C') as a high priority for the provision of quality on-street bicycle facilities. The goal of this agency, as described in the 2008 Bicycle & Pedestrian Master Plan, is to identify opportunities where bike lanes could be implemented by widening roadways or reconfiguring travel lanes, where feasible and appropriate. Roadways in the City that are considered as high priority and potential locations for on-road improvements include NYS Route 5, Ridge Road, Abbott Road, McKinley Pkwy. and the eastern section of Dorrance Avenue, between McKinley Pkwy. and Abbott Road.

The majority of roadways in the City have sidewalks, therefore, residents have the ability to walk to local destinations. The condition of sidewalks varies, with sidewalk in the older neighborhoods, such as the First Ward, likely to be in poorer condition. The City repairs sidewalks on an as needed basis and is currently implementing a project to construct or upgrade sidewalks and curb ramps for handicapped accessibility on NYS Route 5 and South Park Avenue.

### **Public Transportation**

Public Transit services in the City are provided by the Niagara Frontier Transportation Authority (NFTA), which offers three bus lines that service the community. These routes are summarized as follows:

- **Route 14 - Abbott**

This route operates on Monday through Friday between downtown Buffalo and Erie Community College South Campus in Orchard Park. There is a central stop at Ridge Road and Abbott Road in the City, with additional stops along Abbott Road to the north and south of Ridge Road. Other major stops along this route include McKinley Mall, Bryant and Stratton College and Mercy Hospital. Service is also provided on Saturday, Sunday and holidays between downtown Buffalo and McKinley Mall.

- **Route 16 - South Park**

This route operates on Monday through Saturday between downtown Buffalo and McKinley Mall. Limited service is offered on Saturday, Sunday and on holidays. It has one primary stop in the City at Ridge Road and South Park Avenue, with numerous additional stops along Electric Avenue, South of Ridge Road and South Park Avenue, north of Ridge Road.

- **Route 36 – Hamburg**

This route operated on Monday through Friday between the Village of Hamburg and downtown Buffalo. Limited service is also provided on Saturday; there is no service on Sunday. Buses travel along South Park Avenue to the Victory Transit Center, on South Park at Baker Alley, and then along Ridge Road to Furhmann Blvd. and on into Buffalo via Ohio Street.

- **Route 42 - Lackawanna**

This route provides service between Southgate Plaza in West Seneca and Odell Street, at NYS Route 5 in the City. It runs along Ridge Road, following Steellawanna Avenue to Odell Street. Buses operate Monday through Friday, stopping at the Lackawanna Victory Transit Center, on South Park Avenue (at Baker Alley) in the City, as well as numerous other locations along Ridge Road and Steellawanna Avenue.

The four bus routes that travel through the City provide strong service during the week. However, service on weekends is limited and travel to McKinley Mall, Southgate Plaza, and downtown Buffalo is complicated by long waits and/or long walks to bus stops.

### **Current, Strategic and Long Range Transportation Planning and Improvements**

At present, there is one NYSDOT project under construction in the City, and one in development for future implementation.

- NYSDOT Project 580829 involves the construction efforts for ADA compliance. This project involves the construction or upgrade of sidewalks and curb ramps to improve pedestrian mobility on NYS Routes 5 and 62 in the City of Buffalo and Lackawanna. It is currently under construction and is estimated to be complete by August 2016.
- NYSDOT Project 580974 is in the development stage. It involves the installation of a Phase 4 Regional Arterial Management System to coordinate traffic signals in the City central business district.

### **2040 Long Range Plan Update**

The GBNRTC, as the Metropolitan Planning Organization (MPO), is responsible for developing a long range Metropolitan Transportation Plan (MTP) for the region that reflects both regional needs and local concerns. The MTP serves a number of purposes. It provides a vision of the region's future growth and development; identifies regional transportation needs for future transportation improvements and services; and provides guidance and direction for infrastructure investments in the region. The plan sets the foundation and priorities for the distribution of federal transportation funds and serves as the framework for the development of the TIP, the capital program of all federally funded transportation projects in the region.

The GBNRTC approved a 2040 Long-Range Plan Update in May 2014. The GBNRTC 2040 MTP outlines major proposed transportation projects for the next 25 years. This document is primarily based on the 2035 Long-Range Transportation Plan Update that was adopted in May 2010, and thereby reaffirms key elements of that plan. While much of the 2035 Plan is unchanged, the 2040 MTP Update has allowed for the incorporation of 2050 work accomplished to-date, thus improving the consistency of the plans and evolving visions for the region. In addition to this, the demographics and traffic conditions outlined in the 2040 MTP reflect the most current data. Goals guiding long-term transportation planning by the GBNRTC focus on preserving the existing roadway network, improving mobility and accessibility, and supporting economic development. Overall, approximately 70% of funds will be dedicated to maintaining existing infrastructure in Erie and Niagara Counties.

### **Transportation Improvements Program (TIP)**

As discussed above, the GBNRTC, in cooperation with the NYSDOT, uses the 2040 MTP to establish the TIP for all communities in the two-county region. As part of the GBNRTC's long-range planning mandate, the TIP includes all federally funded transportation projects being considered for implementation over a five-year period. The current TIP includes 260 transportation projects totaling \$680 million that are scheduled for implementation during Federal Fiscal Years 2014 through 2018. The only project listed on the TIP for the City is the Bethlehem Steel section of the Erie County Shoreline Trail, which was awarded \$980,160 in Federal Transportation Alternatives Program funding. This project is expected to be commenced in the fall of 2016.

While the 2040 MTP Update must be fiscally constrained, the GBNRTC can include projects that have merit, but are beyond the constrained funding available to the area. These transit and highway projects and programs reflect desirable, but unmet transportation needs for the Buffalo-Niagara region. The projects listed below would be considered for implementation if additional funds became available to the region. This illustrative projects will be prioritized and advanced based on availability of future federal discretionary funds.

- Southtowns Access – infrastructure improvements along NYS Route 5, from Ridge Road to NYS Route 179 in Hamburg.

### **Rail Transport**

The Buffalo-Niagara region is currently served by four Class I railroads, one Class II (or Regional) railroad, and two Class III (or Short Line) railroads. Class I Railroads are line-haul railroads earning

revenues of more than \$319.3 million. Four of the seven US Class I Railroads operate in the region, including CSX Transportation (CSX), Norfolk Southern (NS), Canadian Pacific Railway (CP), and Canadian National Railway (CN).

Regional railroads, often referred to as Class II railroads, as defined by the American Short Line and Regional Railroad Association, operate over at least 350 miles or earning revenue between \$40 million and the \$319.3 million (the Class I threshold). The Buffalo & Pittsburg Railroad (BPRR), a subsidiary of the Genesee & Wyoming Railroad (GWRR), is the only Regional/Class II Railroad in the area.

Short Line railroads, often referred to as Class III railroads, earn revenue below the Regional Railroad criteria of \$40 million. These railroads are comprised of local line-haul railroads, or switching and terminal railroads that join two railroads for the purpose of transferring cars within a facility or group of facilities or between separate railroads. The short line or terminal railroads that operate in the City include the Buffalo Southern Railroad (BSR) and the South Buffalo Railway (SBR). The South Buffalo Railway is owned by GWRR; the Buffalo Southern Railroad is owned by Erie County Industrial Development Agency (ECIDA).

There is a major railroad corridor for commercial rail traffic that bisects the western half of the City, from north to south. The railroad companies that own track line and operate through this corridor include CSX and NS (Class I) and the BSR (Class III). CSX has yard operations in Lackawanna corridor; NS and GWRR have yard operations in the vicinity of Tiftt Street in Buffalo.

The SBR (Class III) operates throughout the former Bethlehem Steel property, servicing the Port of Buffalo. Erie County has plans to move certain rail lines in this area further away from NYS Route 5 to allow for development of the west side of the property. An additional rail line extends through the eastern portion of the City. This line services the BPRR (Class II).



As previously noted, the BPRR and the South Buffalo Railway operate on tracks owned by the GWRR.

Amtrak is the sole provider of passenger service in the area. There are three rail passenger stations in the area located in Buffalo, Depew, and Niagara Falls with service to Toronto, the Northeast, and Midwest via their Maple Leaf, Empire, and Lake Shore Limited routes. Amtrak trains travel on the CSX line through the City, between the Buffalo and Erie, PA.

According to a study prepared by the GBNRTC, rail traffic through the region (and the Lackawanna corridor) is expected to increase, particularly multi-modal traffic. In this area, intermodal facility locations include the Buffalo-Niagara and Niagara Falls airports, Gateway Metroport (Port of Buffalo) and rail yards.

### **Waterborne Transport**

Buffalo is part of the Great Lakes St. Lawrence Seaway system. The Port of Buffalo, also known as the Gateway Metroport, is located at the northern end of the former Bethlehem Steel property. The port includes the Lackawanna Canal and the western end of the Union Ship Canal. Gateway Metroport is located directly on the lakefront with an unrestricted approach from Lake Erie. The port is located with a New York State Economic Development Zone and a U.S. Foreign Trade Zone, offering benefits and incentives to patron businesses.

The Gateway Metroport is not a large port by comparison with other Great Lakes ports. However, unlike many Great Lakes ports, which are focused on one commodity, the Gateway Metroport is highly diverse. It handles a variety of commodities, with a multiplicity of trading partners. While the volume is relatively small, the port handles domestic and international freight, both import and export.

Gateway Metroport provides access to markets in southern Ontario and the northeast U.S., as well as world markets via the St. Lawrence Seaway. This port is a major bulk cargo storage and transfer facility with approximately 20 acres of bulk storage space and 10 acres of paved, open storage area. Gateway Metroport is equipped with approximately 9,000 linear feet of dock space along the east and west sides of the Lackawanna Canal and on the south side of the mouth of the Union Ship Canal. It can accommodate up to eight large vessels. The channels in the Buffalo Harbor area are maintained at a depth of 27 feet to support waterborne commerce. The full seaway depth of the port provides easy access, eliminating the need for tug service (depths at the dock is 26 feet). The port offers a range of cargo handling equipment, including two heavy lift movable cranes and a 230-ton gantry crane, portable conveyors and forklifts.

Gateway Metroport includes a 40,000 square-foot terminal building that provides heated space for warehousing and distribution. This building has ready access to local truck, water and rail routes (multi-modal capability). As noted above, it is adjacent to a major railway corridor that has track connections into the port. The South Buffalo Railroad serves the harbor area and maintains switching rights with all other major trunk line railroads in the area.

#### **Air Transportation**

There are no airports or other air transportation facilities located in the City. Passenger and commercial air travel services are provided at the Buffalo-Niagara International Airport, which is located about 13 miles northeast of the City, in the Town of Cheektowaga.

DRAFT

**2.3**

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**LAND USE, LAND USE REGULATIONS AND PLANNING**

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## 2.3 LAND USE, LAND USE REGULATIONS AND PLANNING

### 2.3.1 Existing Land Use

The City of Lackawanna (City) contains a mix of land uses that is in most ways typical of an urbanized area (see Map 2-3). The City maintains an urban downtown core, with a dense mix of commercial, residential and institutional land uses, but also has elements of suburban style development in areas closer to the City boundaries. There is a large railroad corridor that cuts through the center of the City, isolating the lands to the west from the rest of the community. A large area of the land in this western portion of the City was once fully dedicated to industrial use and occupied by the Bethlehem Steel Plant and associated industrial uses. Today, much of this area sits vacant and underutilized.

The City's Central Business District (CBD) surrounds the intersection of South Park Avenue and Ridge Road. City Hall, the Our Lady of Victory Basilica and Baker Victory Services are primary land uses that are located within this area. Most commercial and retail development in the City has moved away from the CBD over the years, locating along the major transportation routes, including Abbott Road to the east, southern portions of South Park Avenue, Ridge Road (west and east of the CBD) and the east side of the Hamburg Turnpike (NYS Route 5). The decline in the City over the past decades has reduced the commercial core and availability of retail and other services to the residents. In particular, Ridge Road has high levels of vacancy along what was historically the City's primary commercial corridor.

The City also has a significant number of community and public service uses, which are primarily associated with the Our Lady of Victory Basilica, Baker Victory Services and related uses, including a large cemetery. Other community uses include schools, parks, athletic fields, playgrounds, the senior center and churches.

In reviewing the total land area of the City, the following general land use features are noted:

- The City is divided into four distinct political wards that are highly identifiable to residents.
- Solid residential areas are located throughout the City, comprising cohesive and distinctive neighborhoods in each ward.
- An active CBD is located immediately around the intersection of South Park Avenue and Ridge Road. This area constitutes the true 'heart' of the City.
- A second business district is centered at the intersection of Ridge and Abbott Roads, and continues north to the Abbott Road Plaza, which is located at the City line. Businesses in this area include a mix of retail and commercial and service a wider, more regionally-oriented clientele.
- Other commercial uses line the major transportation corridors in the City, including South Park Avenue, Abbott Road and Ridge Road, and to a lesser extent, Electric Avenue. Some commercial areas, particularly Ridge Road (in the First Ward) and South Park Avenue, have experienced business closures during the past few decades, reducing the variety of retail establishments available to residents.
- Industrial land comprises over one-third of the total land area in the City. The largest portion of industrial acreage is located between NYS Route 5 and the Lake Erie shoreline, on lands formerly owned by the Bethlehem Steel Corporation. Additional industrial and commercial uses, and smaller industrial parcels and parks, are situated between NYS Route 5 and the railroad corridor to the north of Ridge Road and south of Lincoln Avenue.
- A substantial amount of land in the City is devoted to community services such as schools, churches, social service facilities and cemeteries, consequently removing this land from the City

tax rolls. Our Lady of Victory Basilica, the Baker Victory Services facilities and Holy Cross Cemetery, as well as the public school facilities, are some of the larger properties included in this land use category.

A discussion of the categories of land uses that can be found in the four Wards in the City is as follows.

### **Residential**

Most residents consider the City a good place to live, as evidenced by the many families that choose to remain in Lackawanna for generations. The City offers many solid residential neighborhoods, with nearly one-fourth (23%) of the total land area in the City, or 871 acres, devoted to such use. Residential areas include single-family and multi-family residences, as well as apartment complexes and public housing developments. The layout of residential properties and neighborhood streets varies among the different sections of the City.

- **First Ward**

Residential development in the First Ward is among the oldest in the City. Situated between the railroad corridor and Route 5, this area once housed many of the employees for the Bethlehem Steel Company. The Bethlehem Park neighborhood, located at Route 5 and Madison Avenue south of Smokes Creek, is a neighborhood of well-kept single-family homes constructed for the steel company's management.

The majority of the homes in the First Ward are situated on typical urban lots ranging from 25 to 40 feet in width. Streets in this section of the City follow a basic grid pattern. Residential uses in the First Ward are interspersed with small neighborhood-scale commercial uses and vacant lots, as older homes have been converted to non-residential use or demolished. The First Ward has been priority location for new housing to replace older, deteriorated residential structures. Newer single-family detached housing can be found in the vicinity of Wilmuth Avenue and Holbrook Street. There are also two large public housing developments in the First Ward, which are managed by the Lackawanna Municipal Housing Authority. These areas, which provide two-story, multi-family housing, include the Glover Gardens (125 units) at Gates Avenue and Church Street, and Baker Homes located between Steelawanna Avenue and Wilmuth Avenue (270 units).

- **Second Ward**

The Second Ward is almost entirely built out with residential use, with a stable stock of housing units found throughout the neighborhoods in this area. The majority of the housing is comprised of single-family or two-family dwellings that are located on urban lots ranging between 25 and 40 feet in width. The Parkview Towers, a 94-unit apartment complex for seniors that is managed by the Lackawanna Municipal Housing Authority, is located on the north side of Ridge Road in the Second Ward. There is also a mobile home development located at the south end of Electric Avenue, at Van Wyck Street.

- **Third Ward**

Much of the Third Ward is built out with residential uses. The neighborhoods located in the west and northwest portion of this ward are older, more traditional urban style housing. Housing east of the cemetery properties has more suburban style design elements (particularly in the vicinity of South Shore Blvd.), with larger lots that measure between 40 and 60 feet wide, cul-de-sacs and loop roads. Housing in this area is comprised of single-family detached dwellings and senior apartments.

A large apartment complex is located at the southwest corner of Abbott Road and Dorrance Avenue. Other multi-unit apartment buildings are found along Abbott Road. Ridgewood Village is a unique, cooperatively-run residential development located immediately southeast of Abbott and Ridge Roads. This housing was constructed post-WWII as temporary housing, but has been

adapted for permanent residence. Ridgewood Village contains a combination of single and multi-family structures, with a common recreational space in the center of the development.

- **Fourth Ward**

The Fourth Ward contains some of the newest housing in the City. Residential lots tend to be among the largest in the City, often 60 feet in width. Some residential streets in subdivision developments, south of Martin Road and east of South Park Avenue, are configured in a suburban-style design, with cul-de-sacs. The vast majority of the homes in the Fourth Ward are single-family detached dwellings, with smaller apartment buildings found along Abbott Road and South Park Avenue.

### **Commercial**

Commercial uses are concentrated along the major roadway corridors in the City, primarily Ridge Road, Abbott Road and the southern extent of South Park Avenue and, to a lesser extent, NYS Route 5 and Electric Avenue. Land devoted to commercial use in the City includes retail outlets, restaurants, personal service establishments and office uses.

- **First Ward**

Prior to the mid 1960's, the First Ward was a vibrant downtown shopping district in the City. Since that time, many businesses, in particular along Ridge Road, have closed or moved to other locations in the City or region. Although this area saw a measure of redevelopment in the 1990's, some older remaining businesses would benefit from upgrading to improve their physical appearance and to encourage reuse and economic revitalization.

The major commercial corridors in the First Ward include the western extent Ridge Road and NYS Route 5. NYS Route 5 (Hamburg Turnpike) contains many larger regional uses, such as auto-related businesses, NOCO Gas Station, Premium Coffee and the Park Avenue Coat Factory. Smaller neighborhood commercial uses are found on Lehigh Street, Ingham Avenue and Steelawanna Street. Many of these neighborhood uses contain residential uses on the second floors.

- **Second Ward**

Second Ward commercial uses are found primarily on Ridge Road and South Park Avenue, and to a lesser extent on Electric Avenue and Center Street. The City's CBD is included in the Second Ward, with a mix of restaurants, shops and services found here. As previously noted, however, this area is not as prosperous as it was in the past. In general, the commercial uses along this section of Ridge Road appear healthier and better maintained than those at the western end of Ridge Road, in the First Ward.

- **Third Ward**

Commercial uses in the Third Ward are concentrated along the Abbott Road, Ridge Road and South Park Avenue corridors. The largest single commercial development is the 14.6 acre Abbott Road Plaza, which is located at the north end of Abbot Road at the City line. Due to its location, the plaza meets the shopping needs of the local region that includes South Buffalo and West Seneca, in addition to the City. The plaza includes a variety of shops and services including a supermarket, bank, and other retail establishments.

- **Fourth Ward**

Commercial uses in the Fourth Ward include a mix of small retail, restaurant and personal service establishments that are located along the east side of South Park Avenue and the southern extent of Abbott Road. These uses primarily service surrounding residential development.

### **Industrial**

Industrial uses once represented the largest land use in the City. Today, with the Bethlehem Steel Corporation lands now vacant and significantly diminished in use, the extent of industrial use in the City has been reduced in nature and extent.

- **First Ward**

The predominant land use in the First Ward was industrial, with the entire land area in the City west of Route 5, as well as half the area east of Route 5, once in industrial use. At present, the vast majority of the industrial acreage that was formerly owned by the Bethlehem Steel Corporation is abandoned and is slated for future redevelopment. A portion of the property, which has frontage on NYS Route 5, is operated as the Gateway Metroport (Port of Buffalo). This port is a major bulk cargo storage and transfer facility with approximately 20 acres of bulk storage space and 10 acres of paved, open storage area. It is located within a New York State Economic Development Zone and a U.S. Foreign Trade Zone, offering benefits and incentives to patron businesses. The South Buffalo Railroad serves this harbor area and maintains switching rights with all other major trunk line railroads in the vicinity.

Tecumseh Redevelopment, Inc. now owns the 1,100-acre Bethlehem Steel Corporation property, a portion of which extends into the Town of Hamburg. These lands, referred to as the Bethlehem Redevelopment Area, are being investigated and remediated for future reuse for commercial and light industrial purposes (see Section 2.1.5). About 30 acres on the western edge of the Tecumseh property was cleaned up and redeveloped for a clean energy project (Steel Winds). Solar panels are also proposed for installation in this area. The Bethlehem Redevelopment Area offers the potential for large amounts of land to be revitalized for new industry and business. The site is also in close proximity to the newly emerging industrial activity in the South Buffalo area.

The Lackawanna Business Park site, located on the east side of NYS Route 5, north of Bethlehem Park, is approximately 75% vacant and is a site that is targeted for redevelopment under the BOA. Owned by the City, this property is included under the State's Environmental Restoration Program; it is listed as a Class C Superfund site and has been satisfactorily remediated for reuse.

The Steel Works Industrial Park is located at the south end of the First Ward, on the east side of NYS Route 5 at the City line. This 95-acre facility operates on the site of the former Bethlehem Steel galvanizing plant, cold mill and hot mill operations. This site is occupied by a number of industrial users and offers additional space for similar use.

Other industrial uses in the First Ward are primarily concentrated on the north side of Ridge Road, east of NYS Route 5. The Steelawanna Industrial Park and New Village Industrial Park are located in this area and include a number of light and medium-scale industrial operations. Industrial uses in this area include Hazmat Environmental Group, Kenworth Truck, Quickcrete, Byrne Dairy, Sampla Belting North America and the Iroquois Bar Corporation, among others.

- **Third Ward**

The sole industrial use in the Third Ward is Steel City Recycling, which is located on the east side of South Park Avenue, at Dorrance Avenue near the City line.

- **Fourth Ward**

Industrial uses in the Fourth Ward are limited to the Industrial Growth Complex of Lackawanna and Erie County, which is located on Abbott Road, adjacent to the NYS Thruway overpass. Another industrial site in the Fourth Ward is SoPark Corporation, which is located on South Park Avenue just north of the Conrail tracks.

### **Public Utility Services**

The majority of acreage devoted to public service uses is developed with rail lines. A vast network of railroad tracks traverses the City in a north-south direction, approximately mid-way between South Park Avenue and New York Route 5, in the First Ward. These lands measure roughly 1,000 to 1,500 feet in width, resulting in a physical separation between the First and Second Wards. Rail lines also extend across the southern part of the City, from east to west through the Fourth, Second and First Wards, crossing Abbott Road and South Park Avenue, with a spur running northwest to cross Ridge Road and McKinley Parkway into the City of Buffalo, in the Third Ward. A portion of this track system, which is located near Electric Avenue and Van Wyck Street, has been abandoned and may be suitable for recreational use.

Other public service lands located in the City belong to Niagara Mohawk for power transmission line rights-of-way. Additionally, the City wastewater treatment plant is located on Lehigh Street in the First Ward. The overflow retention facility for Erie County Sewer District No.6 is located further south, off of A Street, and a sewer district pump station is located at the corner of Wilmuth Avenue and Well Street. Erie County Sewer District pump stations are also located on Jackson Avenue in the First Ward and Dorrance Avenue, near South Park Avenue, in the Third Ward.

### **Community Services**

Community service land uses serve the public at large. This includes cemeteries, libraries, schools, churches, social services facilities and other similar uses.

- **First Ward**

Community services in the First Ward include several churches and church-related buildings on Ridge Road, Church Street, Wasson Street, Steelawanna Avenue and Ingham Avenue. The former St. Hyacinth Church on Ridge Road is the location of the Community Action Organization (CAO) of Erie County and the Lackawanna Head Start program. The Lackawanna Fire Department Station #1 is located at the corner of NYS Route 5 and Ridge Road. The main office for the Lackawanna Municipal Housing Authority is located on O'Dell Street at Wilmuth Avenue, between O'Dell and Holbrook Streets.

- **Second Ward**

The Second Ward contains the City government buildings which include City Hall, the City Court and the Police Department. This section of the City is also the home of a number of churches and church buildings that are located on Ridge Road, Pulaski Street, and Warsaw Street. The Global Concepts Charter School also operates a high school on Johnson Place, at Roland Avenue, in the Second Ward.

- **Third Ward**

Third Ward has the largest percentage of land area devoted to community service uses, due to the large Holy Cross Cemetery properties and the Baker Victory Services facilities. The older cemetery covers most of the land bordered by Ridge Road, South Park Avenue, Smokes Creek and the railroad tracks; this site contains many historical gravesites including the former burial site of Father Baker, whose remains were moved to the Basilica. The newer cemetery lands are located on the north side of Ridge Road and extend to the Buffalo City line, at Dorrance Avenue.

The most identifiable community service feature in the City is the site of Our Lady of Victory Basilica, which is located on the southeast corner of South Park Avenue and Ridge Road. Related uses in this vicinity include the Baker Victory Services facilities, which is located on the northeast corner at this intersection.

Other community services in the Third Ward include McKinley School on South Shore Boulevard (which houses the administrative offices for the Lackawanna School District), and on churches

Ridge Road and Abbott Road. Baker Victory Services operates the Monarch early learning center on Ridge Road. Global Concepts Charter School also has a K-8 school on Ridge Road, adjacent to the Monarch facility.

- **Fourth Ward**

The Fourth Ward contains a number of properties designated for to community services use; many of these are located on Martin Road. Lackawanna Senior High School, Lackawanna Middle School, Martin Road Elementary School, the Lackawanna Senior Center, and Baker Victory Homes and Administrative Offices are all found on Martin Road. Other community services uses in the Fourth Ward include churches on Abbott Road and the Truman Elementary School on Inner Place. The Lackawanna Fire Department operates Fire Station #2 on Abbott Road and Fire Station #3 on South Park Avenue in the Fourth Ward.

### **Forest/Old Field**

This category of land use encompasses those areas that are in a natural, undisturbed state and that may have a variety of ground covers including mature trees, scrub or open field. Some of these areas remain undeveloped due to the existence of natural resources; others are limited because of their location near (or between) railroad lines or the NYS Thruway corridor.

- **First Ward/Second Ward**

Although much of the First and Second Wards is densely developed with residential housing and other uses, areas of undeveloped open space are limited. The stream banks along the Smokes Creek corridor, including the north and south branches, provide narrow reaches of designated open space. Some areas along the creek, particularly the north branch through the Second Ward, include narrow expanses of forest. Furthermore, the NYSDEC has acquired a permanent easement along the creek lands (both north and south branches, as well as the main creek corridor) for administration of its flood control project.

Additionally, in this part of the City, the large railroad complex that separates the First and Second Wards is occupied by a series of track lines. There are long sections of undisturbed open space located in between some of the lines. The north and south branches of Smokes Creek cross through this area. There is a section of track in this area that was removed. This abandoned railroad line extends into the Second and Third Wards, where it is separated from active rail traffic, and could represent an opportunity for an off-road trail through the southern portion of the City.

- **Third Ward**

As in the First and Second Wards, areas designated as forested or open field in the Third Ward are found along the Smokes Creek corridor. Certain locations along the banks are wooded, offering a natural setting for enjoyment of the creek. Most of the open parcels in this area are considered unbuildable and have been purchased by the City; these are generally located to the rear of existing residences, east of South Shore Boulevard. The NYSDEC has also acquired a permanent easement along the creek lands for administration of its flood control project in this Ward. Aside from the creek corridors, there are not significant areas of forest or old field in the Third Ward.

- **Fourth Ward**

The Fourth Ward contains the most land area classified as forested or open field. The vast undeveloped area on the south side of Martin Road presents the largest natural area in all of the City. The south branch of Smokes Creek meanders through this area, which has limited its potential for development due to the wetness of the soil. This approximate 115-acre area of open space is owned by the City and contains extensive areas of mixed deciduous woodlands, scrubland vegetation, some wetlands, a large pond and the Smokes Creek corridor. There is also an abandoned railroad corridor that extends through the southern portion of this area.

An active rail line extends from northeast to southwest, just beyond this large area of open space. Vacant land exists between this rail line and the NYS Thruway. The City owns just over 22 acres of open space in this area. Other portions are owned by the Consolidated Railway Corporation and Niagara Mohawk. This area is comprised of open field and scrubland, with some limited woodlands. The creek corridor divides the area in half. This area is situated at the eastern terminus of Willet Road, at the City line, and it is unlikely that it could be developed.

### **Vacant Land**

Vacant lands in the City vary from small residential lots with infill potential to larger tracts that could accommodate new development. As with the previous land uses, the characteristics of vacant areas vary by Ward.

- **First Ward**

Some of the largest tracts of vacant land in the City are found in the First Ward. Most of land is located on the west side of NYS Route 5, on the land that was formerly utilized by the Bethlehem Steel Corporation. This land is presently being investigated and remediated for light industrial or commercial use. Vacant lands are also found at the Steelawanna Industrial Park and New Village Industrial Park on the north side of Ridge Road. The City is currently marketing these parcels for appropriate commercial and industrial use.

Many of residential streets in the First Ward have scattered vacant lots, where older dilapidated structures have been demolished. Some areas in this ward have been redeveloped by the Lackawanna Housing Development Corporation for residential use. There are other vacant lands, particularly south of Holbrook Street, which provide opportunities for redevelopment with commercial or residential uses.

- **Second Ward**

As the area is densely development, primarily with residential uses, there is very little land in the Second Ward that is vacant. A few vacant properties are located at the end of Edna, Cook and Caldwell Streets adjacent to the railroad tracks. Other vacant sites are found along the path of the north and south branches of Smokes Creek, which could be useful for the creation of a trail along the creek. The few remaining vacant properties are small lots scattered among the residential neighborhoods.

- **Third Ward**

As in the Second Ward, the Third Ward has very few vacant properties. The only areas of note include the undeveloped lands located adjacent to the north branch of the Smokes Creek corridor, which contain forested open space, as previously discussed.

- **Fourth Ward**

The Fourth Ward contains several areas that are currently vacant. The largest area is located between Martin Road and the railroad tracks. Land at the end of Michelle Drive has been identified as the site of a residential subdivision; only 18 of the planned 90+ subdivision lots have been constructed, and another 21 have been platted, due to environmental constraints that exist in this vicinity. The wetness of the south branch of Smokes Creek, which extends through this area, has prohibited extensive development in this area. This also explains why the Sharon Parkway subdivision has not been expanded to the east. The City owns these vacant lands.

The Genesee Wyoming Railroad operates an active rail line that extends from northeast to southwest through the southern section of the Fourth Ward, just beyond the large area of open space. Vacant land exists between this rail line and the NYS Thruway. The City owns just over 22 acres of open space in this area. Other portions are owned by the Consolidated Railway Corporation and Niagara Mohawk; a few smaller parcels are privately owned. This area is comprised of open field and scrubland, with some limited woodlands; the Smokes Creek corridor divides the area in half. This area is situated at the eastern terminus of Willet Road, at the City

line, and it is unlikely that it could be developed due to its location and existing environmental constraints.

### 2.3.2 Zoning and Other Land Use Regulations

Land use in the City is regulated by the Chapter 230 of the City Code – the City of Lackawanna Zoning Law. The Zoning Law establishes separate geographic districts for residential, commercial, and industrial land uses. Additional districts are established for the regulation of open space, the Bethlehem Redevelopment Area and planned unit development. There are also three zoning overlay districts that apply additional regulation over certain areas in the City. The Zoning Law also establishes supplemental requirements that regulate such things as parking, site lighting, signage and landscaping; and special requirements that apply to certain uses, such as temporary and accessory structures, mobile homes, adult uses and telecommunication towers, among other things.

#### Zoning Districts (see Map 2-3)

- **Residential**
  - **SFR – Single Family Residential (230-10)**  
The SFR Zone is dedicated to the preservation of single family neighborhoods. Maximum density is 7 units per acre. There are no provisions for accessory apartments. Some community and public facilities are permitted with site plan review.
  - **MR – Mixed Residential (230-11)**  
The MR District permits single family and two family dwellings. Multiple dwellings and mobile home parks are permitted as accessory uses. Multiple dwellings are undefined. Public uses are permitted with site plan review.
- **Commercial**
  - **CBD – Central Business District (230-12)**  
The CBD is intended to foster a vibrant mixed-use community center. A variety of uses are permitted. Front yard setback is a maximum of 5 feet or equivalent to adjacent buildings. Maximum height is 4 stories. There is a maximum building coverage of 50%.
  - **NC – Neighborhood Commercial (230-13)**  
The purpose of the NC District is to establish smaller commercial centers to serve the immediate neighborhood. A mix of uses are permitted including residential. Apartments of a mixed use building needs to be better defined. A maximum front yard is established at 10 feet. Maximum height is 3 stories. There is a maximum building coverage of 50%.
  - **RC – Regional Commercial (230-14)**  
The RC District designates areas of the City for large scale commercial uses. Apartment buildings are permitted. Maximum height is 3 stories.
  - **MCI – Mixed Commercial Industrial (230-15)**  
The MCI District permits a mix of office, light industrial, and auto-oriented retail uses in the City's First Ward. Residential uses are excluded. Minimum lot size is one acre. Maximum height is three stories. There is a provision for a buffer bordering a residential district.
- **Industrial**
  - **I – Industrial (230-16)**  
The I District provides a location for employment based light industrial and office uses. Medium industrial uses and warehouse facilities are also permitted. Minimum lot size is one acre. Maximum height is 4 stories.
- **Other Zoning Districts**

- ***BRA – Bethlehem Redevelopment Area (230-17)***  
The BRA is divided into 4 subzones. The BRA-BP (Business Park) zone is for developments that front NYS Route 5 and is intended for office park and research related facilities. There are three different intensities of industrial sub-districts permitted at the site. There is also an Intermodal sub-district intended to make use of shipping facilities. Residential and school uses are prohibited by deed restriction. There is a Lakefront Overlay district intended to encourage vegetation to screen the industrial uses from lake travelers. Commercial renewable energy production is permitted and encouraged on the site. The district contains supplemental regulations for developments. The BRA District regulations are poorly organized and confusing. There are additional regulations for the BRA-BP sub-district contained in the BRA-LI sub-district section. The District is intended to be general guidelines for development without strictly establishing the location of each subzone.
- ***OS – Open Space (230-18)***  
The OS District is established to protect the natural and open space resources within the City.
- ***PUD – Planned Unit Development (230-22)***  
The PUD creates a mechanism for establishing a unified development with a mix of uses and flexibility in design. The regulations establish general guidelines to be followed. Approval of a PUD is the responsibility of City Council.
- **Zoning Overlay Districts**  
There are three zoning overlay districts that establish additional regulations in certain areas of the City. These include:
  - ***MPOD – McKinley Parkway Overlay District (230-19)***  
The MPOD adds additional design standards for development along McKinley Parkway. Standards include architectural design, setbacks, type of trees, and paving.
  - ***STO – Seaway Trail Overlay (230-20)***  
The STO provides additional regulations along NYS Route 5 in order to preserve views of Lake Erie. These regulations are impractical because Lake Erie is nearly a mile from NYS Route 5 for almost the entire length through the City, with the Bethlehem Steel site in between. The regulations contradict standards set forth in the BRA, particularly the Lakefront Overlay, which is designed to screen Lake Erie from development on the site.
  - ***SCO – Smokes Creek Overlay (230-21)***  
The SCO was established to protect the ecological corridor of Smokes Creek. The Overlay creates a 15 foot vegetative buffer and precludes development within 50 feet of the stream bank.

### Existing Zoning

The generalized zoning in the four Wards in the City is as follows (and shown on Map 2-3):

- **The First Ward**  
Zoning in the First Ward includes the BRA, which is applied to the Tecumseh Redevelopment Co. lands on the west side of NYS Route 5. The lands north of Ridge Road (and east of NYS Route 5) and the railroad corridor complex are zoned I-Industrial. The residential area located north of Smokes Creek is zoned MR; the Bethlehem Park residential area is zoned SFR. The commercial and industrial properties in the southern portion of the First Ward are zoned MCI. Properties zoned RC are located along the east side of NYS Route 5, north of Holbrook Street. The properties along the south side of Ridge Road, from Gates Avenue to Lehigh Street, are zoned NC. The parks and playgrounds in the First Ward are zoned OS. The SCO District applies to the

full extent of the creek corridor through this area. The STO applies to all the lands located east of NYS Route 5, but extends further inland south of Kane Street.

- **The Second Ward**

The majority of the Second Ward is zoned MR. The properties along both sides of Ridge Road are zoned CBD. Properties along the west side of South Park Avenue, south of Maple Grove Avenue, are zoned NC. Neighborhood parks and playgrounds, and the vacant lands in the southern portion of the Second Ward are zoned OS. The SCO District applies to the full extent of the north and south branches of the Smokes Creek corridor through this area.

- **The Third Ward**

Zoning in the Third Ward includes the CBD, which is applied to the properties fronting both sides of South Park Avenue, north of Maple Grove Avenue; the Baker Victory Services property at the corner of Ridge Road and South Park Avenue is also zoned CBD. The residential area located north of Ridge Road is zoned MR, with the exception of the properties fronting both sides of South Shore Blvd. and the properties along the north side of Ridge Road, east of South Shore Blvd., which are zoned SFR. The residential areas located south of Ridge Road are zoned SFR, while residential areas situated east of Abbott Road are zoned MR. The lands located east of Abbott Road and north of Ridge Road are zoned RC. The properties along the east side of South Park Avenue, Ridge Road, and Abbott Road are zoned NC. The parks and playgrounds in the Third Ward, as well as the two large cemetery properties, are zoned OS. The SCO District applies to the full extent of the north branch of the Smokes Creek corridor through this area. The MPOD applies to the portion of the parkway corridor that runs through the Third Ward.

- **The Fourth Ward**

A large portion of the Fourth Ward is zoned OS, including the parks, playgrounds, schools, community service facilities and undeveloped lands. The Industrial Growth Complex of Lackawanna and Erie County, which is located off Abbott Road near the NYS Thruway, is zoned I. Properties fronting the east side of South Park Avenue and both sides of Abbott Road are zoned NC. Most residential areas are zoned SFR, with the exception of areas located at the east end of Martin Road, between the two branches of Smokes Creek and residential areas situated in the southeast corner of the City. These residential areas are zoned MR. The SCO District applies to the full extent of the south branch of the Smokes Creek corridor through this area.

### Other Land Use Regulations

Several other sections of the City Code address land use issues that impact the construction, operation or maintenance of property in the City. These include the following. The City is currently in the process of adopting Subdivision Regulations

- Chapter 57: Air Pollution - Prohibits the emission of soot, cinders, noxious acids, fumes or gases determined to be a nuisance;
- Chapter 66: Animals - The Animals Law prohibits the keeping of animals not determined to be domestic pets, as well as unreasonable noise created by animals and the feeding of wild animals, including the feeding of birds with a bird feeder;
- Chapter 75: Building Code Administration - Chapter 75 established the Office of Code Enforcement Officer for the receipt, review, and approval or disapproval of applications for building permits, certificates of occupancy, temporary certificates and operating permits for compliance with building codes, zoning regulations, and property maintenance;
- Chapter 83: Buildings Unsafe - The Unsafe Buildings Ordinance authorizes the Code Enforcement Officer to determine if buildings are unsafe based on a prescribed definition, and to require necessary repairs or authorize demolition of the structure in the event that repair is impractical;
- Chapter 110: Empire Zones – This chapter establishes Empire Zones within the City of Lackawanna;
- Chapter 114: Environmental Review - Chapter 114 requires environmental review pursuant to

the State Environment Quality Review Act (Part 617) before approving or funding any Type I or Unlisted action;

- Chapter 119: Fire Prevention - The Fire Prevention Law requires a permit for operations that handle or store materials that could potentially present a fire hazard and enables the Fire Chief, as the enforcement officer of this law, to inspect facilities from time to time to make sure they are in compliance with the State Fire Code and to establish rules for fire safety as may be necessary;
- Chapter 135: Health and Sanitation - The Health and Sanitation Law establishes a Sanitation Advisory Board to make recommendations regarding threats to public health, and an Environmental Board responsible to oversee threats to air and water;
- Chapter 139: Housing Standards - The Housing Standards Law empowers the Department of Development to conduct inspections and issue certificates of compliance to ensure that all structures are in compliance with housing codes;
- Chapter 154: Mobile Homes and Mobile Home Courts - This Law prohibits the location of a mobile home anywhere in the City except in mobile home courts, and provides minimum standards for size, materials and utilities for mobile home units;
- Chapter 159: Noise - Chapter 159 makes it unlawful to produce noise at a level that would constitute a nuisance and set standards for determining what constitutes a nuisance;
- Chapter 185: Sewers - The Sewers Law requires connection to the public sewer system and provides specifications for connection, maintenance, and use of the sewer system;
- Chapter 190: Solid Waste Management - The Solid Waste Law provides regulations for the disposal and removal of solid waste;
- Chapter 194: Streets and Sidewalks - The Streets and Sidewalks Law establishes regulations regarding the use of the public right-of-way;
- Chapter 210: Trees Unsafe – Chapter 210 requires the removal of trees deemed to be unsafe to the public; and
- Chapter 223: Waterfront Revitalization - The Waterfront Revitalization Program (LWRP) Law requires that all Type I, Unlisted actions and development proposals affecting the LWRP area be reviewed by City Council for consistency with the LWRP as part of State Environmental Quality Review (SEQR).

DRAFT

2.4

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SOCIO-DEMOGRAPHICS

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## 2.4 SOCIO-DEMOGRAPHICS

### 2.4.1 Population Characteristics

The total population for the City of Lackawanna (City) is presented in Table 2-6 below. Erie County's and New York State's population is presented as a reference for comparison to the City. The overall trend for the City shows a reduction in total population from 1990 to 2013. The statistics, however, indicate that the rate of population decline is slowing. The average population loss per year, between 2000 through 2010, is 0.51 percent per year. Based on data gathered by the American Community Survey, the average population loss between 2010 through 2013 is 0.13 percent per year, (it should be noted that this survey is not an official count like the decennial census taken every ten years, but a statistical analysis based on a small percentage of the population each year.) According to the American Community Survey, although the City's population is still declining, since 2010, the rate of out migration/population loss is also declining.

**Table 2-6: Change in Population 1990 -2014**

	Population 1990 <sup>1</sup>	Population 2000 <sup>2</sup>	Population 2010 <sup>3</sup>	Population 2014 <sup>4</sup>	Percent Change in Population from 1990 to 2000	Percent Change in Population from 2000 to 2010	Percent Change in Population from 2010 to 2014
Lackawanna	20,585	19,064	18,141	17,955	-9.0%	-5.1%	-1.0%
Erie County	968,584	950,265	919,040	919,230	-1.9%	-3.4%	0.02%
New York State	17,990,778	18,976,457	19,378,102	19,746,227	5.2%	2.1%	1.9%

<sup>1</sup>Source: U.S. Census Bureau, 1990 Census.

<sup>2</sup>Source: U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100-Percent Data.

<sup>3</sup>Source: U.S. Census Bureau, 2010 Census.

<sup>4</sup>Source: U.S. Census Bureau, 2009-2013 American Community Survey estimates.

#### **Population Projections**

The GBNRTC completes population projections for all communities in Erie and Niagara Counties. These projections are important for the City, as future policy decisions are made about the types of services and facilities that will be offered in the City using this information. It is important to note that these population projections were completed for transportation purposes to allow the GBNRTC to plan for future transportation needs. The projections are used based on the regional approach taken in determining future trends for all of Erie County. The population estimates may not predict actual future population for the City, but these forecasts offer a good starting point for determining future needs.

The methodology used for completing the population projections includes development of high and low forecasts for the region. Current projections were based on trends in regional population between 1980, 1990 and 2000. The GBNRTC reviews the high and low projections and agrees upon a single set of estimates. Regional totals are then analyzed and disaggregated at the municipal level.

The projected population for the City for the years 2025 and 2030 was determined, as shown in Table 2-2. These projections show that the population in the City is expected to increase in 2025 and 2030, which is somewhat consistent with American Community Survey data, which indicates that population declines in the City decreased, between 2010 and 2013, to a rate of 0.4% (as compared to the rates for prior population declines – see Table 2-7).

**Table2-7: Population Projections Years 2025 and 2030**

	2010 <sup>1</sup>	2025 <sup>2</sup>	2030 <sup>2</sup>	Percent Change from 2010 to 2025	Percent Change from 2010 to 2030
Lackawanna	18,141	19,000	19,538	4.5%	7.1%

<sup>1</sup> U.S. Census Bureau, 2010 Census.

<sup>2</sup> Greater Buffalo Niagara Regional Transportation Council.

**Ethnicity and Age Characteristics**

The United States is becoming increasingly diverse. Although predominantly white, the diversity of the population in City is also increasing. Having an understanding of different races and ethnicities within the City can help to increase the effectiveness of programs and policies offered in the community. Table 2-8 shows the population break down by race and ethnicity. The population data for Erie County and New York State is presented as a reference and comparison with the City of Lackawanna.

**Table 2-8: Ethnicity - 2013**

Municipality	White*	Hispanic or Latino	Black or African American	American Indian and Alaska Native	Asian	Other*
Lackawanna	80.0%	7.1%	9.9%	0.3%	0.7%	2.0%
Erie County	77.4%	4.7%	12.9%	0.4%	2.8%	1.8%
New York State	58.3%	17.6%	15.9%	0.6%	7.3%	0.3%

\* Not Hispanic or Latino

Source: U.S. Census Bureau, American Community Survey 2009-2013 estimates.

**Age**

The age breakdown for residents of the City is an important factor in determining the expected users of various programs and institutions. Table 2-9 shows the percentage of the population by age group. This table includes data for Erie County and New York State as a reference for comparison with the City. According to the data, the population in the City is slightly younger than the County and State populations, but the persons over 65 years of age group and the median age of the population is higher. This could be an indicator for why the population of the City has experienced declines, but is not considered a statistically significant factor.

**Table 2-9: Age Distribution - 2013**

Municipality	Ages 0-14 years	Ages 15-34 years	Ages 35-59 years	Ages 60+ years	Median Age
Lackawanna	17.6%	25.9%	37.3%	19.2%	41.6
Erie County	17.2%	26.8%	40.1%	15.9%	40.4
New York State	18.1%	28.0%	40.0%	13.9%	38.1

Source: U.S. Census Bureau, American Community Survey 2009 – 2013 estimates.

**Households and Household Characteristics**

Census information on household characteristics in the City indicates that there is great diversity in the community. As shown in Table 2-10, in 2013, approximately 52.8 percent of households in the City were families, while non-family households comprised approximately 47.3 percent. This data shows that the number of family households has decreased since 2000 and non-family households increased during that same period. Householders living alone make up approximately 41.6% of all

households in the City; of these, 16 percent are over the age of 65. Data for Erie County indicate a similar trend, but to a lesser degree. The number of persons per household in 2013 was estimated to be 2.17; this is a decrease from the 2000 figure of 2.30 persons.

**Table 2-10: Household Characteristics**

Household Type	Lackawanna				Erie County			
	2000		2013		2000		2013	
	Total	%	Total	%	Total	%	Total	%
Total Households	8,192	100	8,214	100	380,873	100	380,152	100
Family Households	4,778	58.3	4,238	52.8	243,359	64.4	231,113	60.8
Married Couple Families	3,046	37.2	2,450	29.8	177,089	46.8	164,871	43.4
Male Householder Families <sup>1</sup>	--	--	633	7.6	--	--	15,296	4.0
Female Householder Families	1,349	16.5	1,256	15.3	52,284	13.8	50,946	13.4
Non-Family Household	3,414	41.7	3,886	47.3	137,514	36.4	146,967	38.7
Single Person –Living Alone	3,032	37.0	3,451	42.0	116,309	30.8	123,315	32.4
Individuals 65 Years or Older	2,723	33.2	1,407	17.1	47,751	12.6	47,413	12.5
Household Size	2.30		2.17		2.41		2.34	

<sup>1</sup>Data for Male Head of Household was not collected in 2000.  
Source: US Census Bureau; American Community Survey 2009-2013 estimates.

**2.4.2 Income and Labor Force Characteristics**

The estimated 2013 median income level in the City is \$35,072; in 2000, the median income was \$29,534. When the 2013 figures for the City are compared to the median income figures for Erie County (\$50,653) and New York State (\$58,003), the median income in the City is considerably lower. Almost 38% of household incomes are below \$25,000 in the City; this is higher than the County (26%) and the State (23%), supporting the lower median income in the City.

Table 2-11 and Figure 2-3 summarize the income levels and distribution in the City, Erie County and New York State. The percentage of household incomes above \$100,000 in the City is considerably lower than Erie County and New York State, as well. In the City, approximately 7.5% of households have incomes over \$100,000 (an increase over the 2000 rate of 3.5%), as compared to Erie County with approximately 12.3% of its households over \$100,000 and New York State with just above 14%.

Income levels in the City, however, have increased, with an estimated 34.3% of households earning \$50,000 or more annually. This is an approximate 10% increase since 2000, when the rate was reported to be 24.6%.

**Table 2-11: Income Distribution**

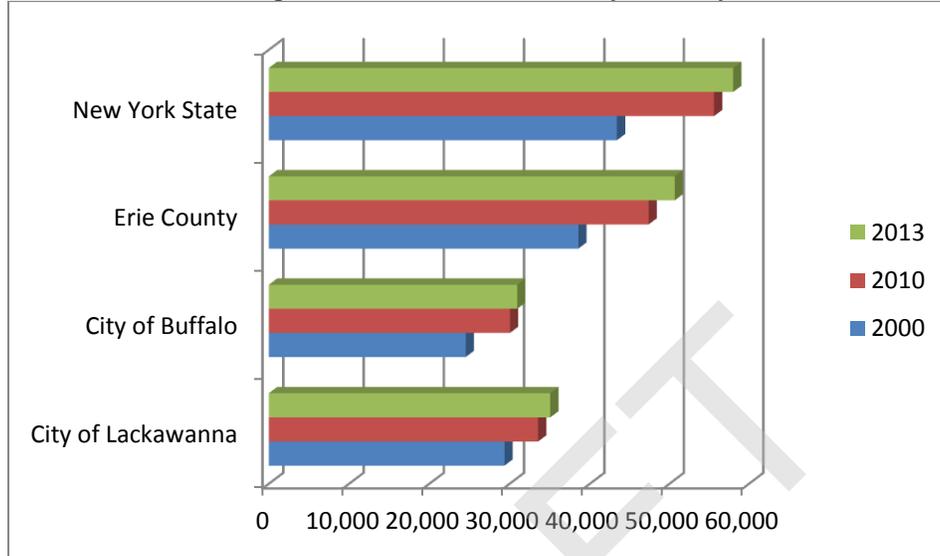
Income Levels	Lackawanna	Lackawanna	City of Buffalo	Erie County	New York State
	2000	2013 <sup>1</sup>			
Less than 10,000	15.3%	9.5%	17.3%	8.5%	7.8%
10,000 - 14,999	11.5%	8.3%	9.4%	5.8%	5.2%
15,000 – 24,999	15.8%	19.8%	15.9%	11.6%	10.0%
25,000 – 34,999	14.4%	12.3%	12.2%	10.3%	9.1%
35,000 – 49,999	18.3%	15.7%	12.8%	13.2%	11.9%
50,000 – 74,999	16.2%	17.3%	15.2%	18.4%	16.6%
75,000 – 99,999	4.9%	8.1%	7.7%	12.5%	12.0%
100,000 – 149,000	2.2%	7.5%	6.3%	12.3%	14.2%
150,000 to 200,000	0.5%	0.9%	1.7%	4.1%	6.2%
200,000 or More	0.8%	0.5%	1.5%	3.2%	7.0%

<sup>1</sup>2013 Inflation Adjusted Dollars  
Source: US Census Bureau, American Community Survey 2009-2013 estimates.



This information combined with information from the Census on per capita income, illustrates that the City is poorer than both Erie County and New York State. Per capita income is the amount of income earned by each person in a community. The City's per capita income in 2013 was \$21,574, while the figures for Erie County and New York State were estimated to be \$27,978 and \$32,382, respectively.

**Figure 2-3: Income Trends by Locality**



The poverty status of a community helps to gauge the economic well being of the population. The higher the percent of people living below poverty level, the more likely that community is suffering from a lack of employment opportunities, low education levels or a high number of residents with special needs. Many of these characteristics describe the City. As shown in Table 2-12, the 23.2% of residents in the City were estimated to be living below the poverty level in 2013 (a 2% increase since 2010). In Erie County, this percentage was approximately 14.6%, while the State estimate is approximately 15.3%. Of those living below the poverty level in the City, 35.7% are under the age of 18 years old, while 9.2% are over the age of 65 years old. The percentage rate for persons under the age of 18 years old in the City is significantly higher than the rates for Erie County and New York State.

**Table 2-12: 2013 Poverty Status**

<i>Population Category</i>	<i>Lackawanna</i>	<i>Erie County</i>	<i>New York State</i>
All people (residents)	23.2%	14.6%	15.3%
Families living below poverty rate	18.8%	10.9%	10.8%
Families with children under 18	35.7%	18.9%	18.1%
Persons 65 years or older	9.2%	8.3%	11.3%

*Source: US Bureau of the Census, American Community Survey 2009-2013 estimates.*

**Labor Force Characteristics**

The types of employment sectors and occupations within a community correspond with education levels, household income and other population characteristics outlined in this section. In the City in 2013, an estimated 14,700 residents were over the age of 16. Of these residents, 8,742 were in the labor force (57.6%). Of those in the labor force, 50.6% were employed, while 7.0% were reported as unemployed. Table 2-13 summarizes the labor force characteristics in the City, as well as Erie County and New York State. This data in this table indicate that there were fewer residents in the labor force and employed in the City than in the County and the State. Unemployment levels correspond with these rates.

**Table 2-13: 2013 Labor Force Characteristics**

	Lackawanna		Erie County		New York State	
	Number	%	Number	%	Number	%
Number of Persons 16 years old and older	14,706		748,045		15,717,283	
In labor force	8,742	57.6	475,757	63.6	10,011,909	63.7
Employed	7,445	50.6	434,614	58.1	9,068,872	57.7
Unemployed	1,027	7.0	41,142	5.5	927,320	5.9
Not in labor force	6,234	42.4	272,288	36.4	5,705,374	36.3

Source: US Bureau of the Census, American Community Survey 2009-2013 estimates.

**Table 2-14: Employment Sectors**

Industry	Lackawanna		Erie County 2013	New York State 2013
	2000	2013		
Employed Persons, 16 years and older		7445	434,684	9,062,757
Construction	3.7%	3.7%	4.2%	5.6%
Manufacturing	17.0%	11.7%	10.6%	6.7%
Wholesale trade	3.9%	2.4%	2.8%	2.5%
Retail trade	21.2%	14.2%	11.5%	10.8%
Transportation, warehousing, utilities	6.7%	6.9%	4.7%	5.1%
Information services	- -	1.2%	1.7%	2.9%
Finance, insurance, and real estate	6.7%	6.0%	7.6%	8.2%
Professional and management	4.0%	8.6%	9.8%	11.1%
Education, health care, social work	18.8%	25.7%	28.6%	27.4%
Arts, entertainment, recreation and food services	4.2%	8.8%	9.2%	9.0%
Other services	6.3%	4.6%	4.4%	5.1%
Public administration	6.6%	6.2%	4.6%	4.8%

Source: US Census Bureau, American Community Survey 2009-2013 estimates.

Table 2-14 outlines employment sectors for the City, Erie County and New York State. The industry categories that are most prevalent in the City include education, health care and social assistance (25.7%), retail trade (14.2%), manufacturing (11.7%), and professional and management services (8.6%). Aside from a few variations, the data are similar for each locality, particularly Lackawanna and Erie County. New York State exhibits a higher number of persons employed in construction (5.6%), information services (2.9%) and professional and management jobs (11.1%). Erie County has the highest percentage of persons employed in education, health care or social work sectors. The City has the highest percentage of persons employed in the manufacturing, retail trade, public administration, and the transportation, warehousing and utilities sectors.

There have been significant changes in the industry sectors in the City since 1990. The percentage of persons employed in the manufacturing sector decreased from 17.0% to 11.7%, while the percentage of persons employed in the education and health services sector increased by 7%. The professional and management services sector also increased by over 4%. The loss of industrial and manufacturing jobs throughout Western New York affected the City, as indicated by the data. The percentage of persons employed in wholesale and retail trade also decreased, declining from 3.9% to 2.4%, and 21.2% to 14.2%, respectively. The majority of the other employment sectors remained relatively unchanged or showed slight variations.

The Census Bureau also tracks occupations within a community. Table 2-15 summarizes the U.S. Census information on occupations in the City, Erie County and New York State. In the City, the most prominent occupations include jobs in management, business, science and the arts (19%), service occupations (20%), and sales and office occupations (24.4%). The data for Erie County and New York State are quite similar to the City, with a few variations. New York State reported the highest percentage of jobs in all of the occupational sectors except management, business, science

and the arts. In Erie County, management, business, science and the arts, and sales and office occupations were the second most prominent occupational sectors when compared to the City and State.

Since 1990, the percentage of residents employed in certain occupations has changed. The most significant changes are found in the production/transportation and sales and office sectors, which both showed dramatic decreases in employment. The percentage of persons employed in the management, business, science and the arts occupational sector significantly increased from 19.9% to 38.7%.

**Table 2-15: Occupational Sectors**

Occupation	Lackawanna		Erie County	New York State
	1990	2013	2013	2013
Management, business, science and arts	19.9%	38.7%	37.6%	34.6%
Services	18.9%	20.0%	18.4%	24.6%
Sales / Office	32.3%	24.4%	26.6%	28.5%
Construction, maintenance, natural resources	5.5%	7.4%	6.2%	7.0%
Production / transportation	22.4%	9.5%	11.2%	15.4%

Source: US Bureau of the Census, American Community Survey 2009-2013 estimates.

**2.4.3 Housing**

**Total units**

In 2013, the City had approximately 8,820 housing units, a decrease of 131 units, or 1.5%, from the 2000 census. The decrease is consistent with other first rings communities of the City of Buffalo. Table 2-16 presents the number and change in housing units from 2000 to 2013.

**Table 2-16 – Change in Housing Units 2000-2013**

	Lackawanna	Erie County	Buffalo	Tonawanda (city)	Cheektowaga	Tonawanda (town)
2013*	8,820*	419,815	134,839	7,210	41,143	33,999
2000	8,951	415,868	145,574	7,119	41,901	34,634
% Change	-1.5%	0.9%	-7.4%	1.3%	-1.8%	-1.8%
Ave HH size	2.17	2.34	2.24	2.24	2.27	2.26

\*Due to an error in the 2013 estimates on the housing count for the City of Lackawanna, 2014 estimates were used  
Source: U.S. Census, 2013 & 2014 ACS 5-yr estimates

**Occupancy/Vacancy Status**

Table 2-17 presents occupancy/vacancy rates of housing units in the City and comparison communities. While there was an increase in the number of housing units, the City has a significant percentage of vacant units. At 11.8%, the vacancy rate is well below that of the City of Buffalo, but higher than that of the first-ring suburbs.

**Table 2-17 – Occupancy/Vacancy 2013**

	Lackawanna	Erie County	Buffalo	Tonawanda (city)	Cheektowaga	Tonawanda (town)
Occupied	88.2%	90.6%	83.1%	93.1%	93.0%	95.1%
Vacant	11.8%	9.4%	16.9%	6.9%	7.0%	4.9%

Source: U.S. Census, 2013 ACS 5-yr estimates

Table 2-18 presents the status of the vacant units. The category of “Other Vacant” includes abandoned housing units. More than half of the vacant units fall into this category in all of the communities with the exception of the Town of Tonawanda. The City’s percentage in this category is

less than that of the City of Buffalo and equivalent to the Town of Cheektowaga and Erie County as a whole.

**Table 2-18 – Vacancy Status 2013**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
For rent	24.7%	18.6%	17.9%	40.6%	16.3%	28.4%
Rented, not occupied	4.7%	4.5%	4.5%	1.4%	6.0%	5.0%
For sale only	7.6%	5.7%	2.8%	4.6%	10.3%	5.4%
Sold, not occupied	0.0%	4.4%	4.1%	0.0%	6.9%	11.0%
For seasonal, recreational, or occasional use	2.2%	5.1%	1.8%	0.0%	1.6%	2.2%
For migrant workers	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
Other vacant	60.8%	61.5%	68.9%	53.3%	58.8%	48.0%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Housing Value**

Housing value is a strong indicator of housing quality and a contributor to the tax base of a community. The value of housing in the City is generally higher than it is in the City of Buffalo, but is slightly lower than in the other first-ring suburbs. While the City has a higher percentage of homes valued at less than \$50,000, 3.8% of its homes are valued at greater than \$250,000. The same pattern is true for the City of Buffalo to greater extremes.

**Table 2-19 – Housing Value**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Less than \$50,000	18.6%	10.3%	33.1%	6.2%	6.5%	3.2%
\$50,000 to \$99,999	47.7%	25.1%	36.8%	60.4%	48.6%	31.0%
\$100,000 to \$124,999	18.7%	15.1%	6.7%	19.6%	23.3%	29.4%
\$125,000 to \$149,999	7.2%	11.2%	4.9%	8.3%	11.3%	18.0%
\$150,000 to \$174,999	2.7%	10.3%	4.1%	2.4%	4.6%	10.9%
\$175,000 to \$199,999	0.6%	6.3%	2.1%	1.6%	1.5%	2.9%
\$200,000 to \$249,999	0.7%	8.5%	3.4%	0.8%	1.7%	2.4%
\$250,000 or more	3.8%	13.3%	9.0%	0.6%	2.6%	2.3%
2013 Median Value	\$84,200	\$124,300	\$66,600	\$90,200	\$96,700	\$113,400
2000 Median Value in 2013 dollars	\$97,740	\$119,070	\$79,380	\$98,685	\$109,890	\$114,885

Source: U.S. Census, 2013 ACS 5-yr estimates

**Rent**

The rent distribution is an indicator housing quality as well as general affordability. The median rent in the City, at \$573, is significantly less than all of the comparison areas including the City of Buffalo. The Town of Cheektowaga has the highest median rent at \$755 per month.

**Table 2-20 –Monthly Rent**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Less than \$100	0.3%	0.6%	0.8%	0.0%	0.0%	0.0%
\$100 to \$199	4.3%	1.2%	1.4%	0.7%	0.3%	1.1%
\$200 to \$299	3.6%	3.9%	5.2%	8.3%	1.4%	3.2%
\$300 to \$399	6.7%	4.5%	5.0%	3.1%	2.8%	4.6%
\$400 to \$499	18.0%	7.0%	8.2%	10.0%	6.4%	3.2%
\$500 to \$599	25.0%	12.5%	15.0%	21.3%	9.1%	10.2%
\$600 to \$699	20.6%	16.4%	17.6%	21.7%	18.7%	20.8%
\$700 to \$799	11.2%	15.9%	15.9%	12.1%	18.4%	22.5%
\$800 to \$899	3.6%	12.7%	11.2%	11.2%	17.9%	13.9%
\$900 to \$999	3.9%	8.7%	7.0%	1.5%	11.2%	10.6%
Over \$1,000	2.8%	16.6%	12.8%	10.1%	13.8%	9.8%
Median Gross Rent	\$ 573	\$ 724	\$ 682	\$ 623	\$ 755	\$ 734

Source: U.S. Census, 2013 ACS 5-yr estimates

**Affordability**

Examining residents’ monthly costs for housing and other items can provide an indication of the affordability of living in a particular community. The U.S. Department of Housing and Urban Development (HUD) considers monthly housing costs (including utilities) of 30% or more to be burdensome or unaffordable. The following tables present the percentage of household income spent on housing costs for both homeowners with a mortgage and renters. Despite modest housing values and rents, a large percentage of the City residents still spend more than 30% of their incomes on housing. Among comparison communities, the City has the highest percentage of homeowners paying more than 30% of their incomes on housing. The percentage of renters spending more than 30% is less than that of the City of Buffalo and equivalent to that of the other communities.

**Table 2-21– Housing Costs as a percentage of household income (Homeowners w/ mortgage)**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Less than 20.0 percent	44.8%	46.9%	46.0%	45.6%	47.5%	50.3%
20.0 to 24.9 percent	11.3%	17.2%	13.8%	20.9%	16.1%	17.6%
25.0 to 29.9 percent	7.6%	10.2%	8.6%	11.0%	8.8%	10.6%
30.0 to 34.9 percent	12.9%	7.2%	7.1%	7.9%	7.6%	6.0%
35.0 percent or more	23.5%	18.5%	24.4%	14.6%	20.0%	15.4%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Table 2-22 – Housing Costs as a percentage of Household income (Renters)**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Less than 15.0 %	20.9%	15.2%	14.1%	20.3%	14.7%	15.9%
15.0 to 19.9 %	10.4%	12.0%	10.5%	13.4%	12.4%	14.3%
20.0 to 24.9 %t	10.7%	11.7%	9.2%	11.4%	16.1%	18.1%
25.0 to 29.9 %	11.1%	10.4%	9.8%	6.8%	11.3%	10.5%
30.0 to 34.9 %	8.9%	8.3%	7.5%	10.7%	7.1%	10.8%
35.0 % or more	38.0%	42.4%	48.9%	37.4%	38.4%	30.5%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Units in Structure**

The number of units in housing structure can give an indication of a community’s character, density of development, and the type of housing units available in a community. Less than half of the housing units in the City are single-family detached dwellings. The City has the highest percentage of housing units that are in structures with between 10 and 19 units, including the City of Buffalo. The City also has the highest percentage of mobile home units. The following table displays the percentage of housing units by the type of housing in terms of units in structure.

**Table 2-23 – Units in Structure**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
1-unit, detached	45.9%	57.6%	33.3%	71.3%	64.1%	68.1%
1-unit, attached	3.0%	3.2%	2.9%	2.2%	2.1%	1.7%
2 units	23.1%	19.4%	39.4%	14.7%	17.4%	13.2%
3 or 4 units	14.7%	6.2%	8.4%	5.9%	5.3%	3.5%
5 to 9 units	4.4%	4.6%	4.2%	2.2%	3.3%	5.8%
10 to 19 units	1.0%	2.4%	2.7%	0.3%	3.4%	2.7%
20 or more units	4.5%	5.3%	8.8%	3.1%	2.0%	4.6%
Mobile home	3.0%	1.4%	0.2%	0.1%	2.4%	0.4%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Year Structure Built**

The year a structure was built statistically depicts the age of the housing stock within a community. Older housing stock could be indicative of poor quality housing and the need in the community for housing rehabilitation and repair programs.

**Table 2-24 – Year Housing Built**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Built 2010 to 2013	0.0%	0.3%	0.2%	0.1%	0.0%	0.3%
Built 2000 to 2009	1.0%	4.9%	1.8%	0.4%	2.6%	1.0%
Built 1990 to 1999	1.9%	6.5%	2.7%	2.7%	3.6%	1.9%
Built 1980 to 1989	2.2%	6.4%	2.0%	2.7%	5.4%	2.7%
Built 1970 to 1979	7.0%	10.3%	3.5%	3.4%	12.8%	6.2%
Built 1960 to 1969	13.1%	11.2%	4.8%	9.3%	23.3%	10.1%
Built 1950 to 1959	22.3%	18.7%	10.9%	31.3%	27.8%	40.8%
Built 1940 to 1949	11.8%	9.4%	10.3%	11.2%	12.0%	16.0%
Built 1939 or earlier	40.7%	32.3%	63.8%	38.7%	12.6%	21.0%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Year Moved In**

The mobility of the community's population can be an indicator of stability. Among comparison communities, the City's population exhibits patterns similar to the others. A higher proportion of City residents have been living in their homes since before 1969.

**Table 2-25 – Year Moved In**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Moved in 2010 to 2013	15.5%	14.9%	20.6%	11.4%	12.6%	13.4%
Moved in 2000 to 2009	43.0%	41.8%	45.7%	41.9%	39.7%	38.9%
Moved in 1990 to 1999	11.3%	17.5%	13.8%	15.1%	17.0%	16.8%
Moved in 1980 to 1989	8.6%	10.4%	8.2%	10.1%	9.6%	10.9%
Moved in 1970 to 1979	7.8%	7.2%	5.7%	9.3%	7.8%	8.2%
Moved in 1969 or earlier	13.9%	8.2%	6.0%	12.1%	13.2%	11.8%

Source: U.S. Census, 2013 ACS 5-yr estimates

**Community Development**

The City opted to join the Erie County CDBG consortium of municipalities for the disbursement of HUD funds for community development and affordable housing. The Consolidated Annual Progress Report for Program Year 2014 was completed in July of 2015. The report describes program goals and highlights the progress made by each program for each of the communities in the consortium. Recent accomplishments in the City include the rehabilitation of 11 units, Lackawanna Housing Development Corporation's construction of 47 single family homes and a community center built on isolated vacant lots for the rent of sale to low to moderate income households, as well as the demolition of 8 deteriorating housing structures.

**Lackawanna Municipal Housing Authority (LMHA)**

The LMHA currently operates 489 affordable housing units in the following housing developments:

- 270 units – Baker Homes
- 125 units – Glover Gardens
- 94 units – Parkview Towers

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**2.5**

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**ECONOMIC TRENDS**

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## 2.5 ECONOMIC TRENDS

### 2.5.1 Labor Force/Unemployment

The labor force is a reflection of the number of people who are willing and able to work. The size of the labor force can be affected by the number of people who have retired; the number of single-income families; and to some extent by the number of people who are discouraged by a failure to obtain employment and have dropped out of the workforce. The size of the labor force is an important consideration for employers who are seeking a location for their business. The following table depicts the labor force characteristics in the City of Lackawanna (City) and comparison communities.

**Table 2-26 – Labor Force & Unemployment 2013**

	<i>Lackawanna</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Percent in Labor Force	56.90%	62.40%	58.40%	65.90%	62.20%	62.20%
% in Labor Force, Unemployed	7.30%	7.30%	12.50%	4.70%	4.60%	4.20%

Source: U.S. Census, 2013 ACS 5-yr estimates

Among comparison communities, the City has a lowest percentage of people in the workforce at 56.9%. This proportion is less than it is in the City of Buffalo as well as in the other first-ring suburbs. The City’s high percentage of seniors is a contributing factor in the low percentage of workforce. The City’s unemployment rate is equivalent to the Erie County as a whole and lower than the City of Buffalo.

### 2.5.2 Industry

The industry of employment by place of residence is an indicator of the quality and type of jobs held by the residents of Lackawanna. This statistic also characterizes the labor pool, which is useful to perspective employers. The following table presents the percentage of workers in each of the industries. The location quotient (LQ) is a measurement of the percentage of City workers within a given industry compared to the percentage of workers within that industry nationwide. An LQ over 1 indicates that the industry employs proportionally more workers locally than the national average. In the City a number of sectors including manufacturing have location quotients well over 1.

Table 1-27 – Industry of Employment

	Lackawanna	Location Quotient	Erie County	Buffalo	Cheektowaga	Tonawanda (city)	Tonawanda (town)
Agriculture, forestry, fishing and hunting	0.00%	<b>0</b>	0.20%	0.10%	0.20%	0.00%	0.10%
Mining, quarrying, and oil and gas extraction	0.00%	<b>0</b>	0.10%	0.10%	0.10%	0.00%	0.20%
Construction	3.70%	<b>0.6</b>	4.20%	3.30%	4.00%	3.50%	4.00%
Manufacturing	11.70%	<b>1.12</b>	10.60%	9.10%	11.30%	11.10%	8.90%
Wholesale trade	2.40%	<b>0.87</b>	2.80%	1.90%	4.20%	3.70%	2.60%
Retail trade	14.20%	<b>1.23</b>	11.50%	10.20%	13.50%	15.00%	12.90%
Transportation and warehousing	5.60%	<b>1.38</b>	4.00%	4.40%	4.30%	6.80%	3.90%
Utilities	1.30%	<b>1.48</b>	0.70%	0.60%	0.50%	0.40%	0.80%
Information	1.20%	<b>0.54</b>	1.70%	1.50%	1.80%	1.40%	1.80%
Finance and insurance	4.80%	<b>1.01</b>	6.20%	5.40%	7.20%	7.90%	8.20%
Real estate and rental and leasing	1.10%	<b>0.6</b>	1.30%	1.50%	1.10%	0.80%	1.00%
Professional, scientific, and technical services	3.70%	<b>0.56</b>	5.80%	4.80%	4.40%	5.10%	5.20%
Administrative and support and waste management services	4.90%	<b>1.17</b>	4.00%	5.60%	4.20%	3.40%	3.90%
Educational services	7.30%	<b>0.77</b>	11.40%	11.20%	7.10%	8.30%	11.50%
Health care and social assistance	18.40%	<b>1.34</b>	17.20%	20.40%	17.10%	17.10%	17.20%
Arts, entertainment, and recreation	0.70%	<b>0.32</b>	1.90%	1.80%	1.20%	1.10%	2.30%
Accommodation and food services	8.10%	<b>1.12</b>	7.30%	8.90%	7.90%	5.80%	7.10%
Other services, except public administration	4.60%	<b>0.92</b>	4.40%	4.60%	4.90%	4.60%	4.30%
Public administration	6.20%	<b>1.26</b>	4.60%	4.60%	5.00%	3.90%	4.20%

Source: U.S. Census, 2013 ACS 5-yr estimates

The City has the highest percentage of workers in the health care and social assistance industries (Individual and Family Services; Community Food and Housing, and Emergency and Other Relief Services; Vocational Rehabilitation Services; Child Day Care Services) as well as public

administration. The lowest percentage of workers can be found in arts, entertainment, recreation and information industries.

**Occupation**

Occupation of employment is similar to industry of employment in that it is an indicator of the quality and type of workforce. Occupation is a greater determinant of income levels; where as industry of employment is a greater indicator of the types of business in the area. The following table shows the proportion of working individuals by type of occupation in each of the comparison areas. Again, a location quotient is present which compares the City to the nation as a whole.

**Table 2-28 – Occupations**

	<i>Lackawanna</i>	<i>Location Quotient</i>	<i>Erie County</i>	<i>Buffalo</i>	<i>Tonawanda (city)</i>	<i>Cheektowaga</i>	<i>Tonawanda (town)</i>
Management occupations	3.70%	<b>0.38</b>	8.50%	6.10%	4.20%	6.70%	7.40%
Business and financial operations occupations	3.80%	<b>0.8</b>	4.90%	3.70%	4.50%	4.40%	5.30%
Computer and mathematical occupations	1.70%	<b>0.66</b>	2.10%	1.60%	2.40%	1.70%	2.10%
Architecture and engineering occupations	1.70%	<b>0.94</b>	1.60%	0.80%	1.80%	1.10%	1.40%
Life, physical, and social science occupations	0.30%	<b>0.37</b>	0.70%	0.70%	0.80%	0.50%	0.40%
Community and social service occupations	2.10%	<b>1.29</b>	2.20%	2.60%	1.50%	1.90%	2.60%
Legal occupations	0.60%	<b>0.55</b>	1.40%	1.70%	1.30%	0.70%	1.40%
Education, training, and library occupations	5.70%	<b>0.93</b>	7.70%	7.50%	4.50%	4.50%	7.70%
Arts, design, entertainment, sports, and media occupations	0.20%	<b>0.09</b>	1.60%	1.90%	0.80%	1.10%	1.10%
Health diagnosing and treating practitioners and other technical occupations	3.00%	<b>0.77</b>	4.90%	3.30%	3.90%	3.70%	4.50%
Health technologists and technicians	1.70%	<b>0.99</b>	2.00%	1.90%	2.40%	2.60%	1.80%
Healthcare support occupations	4.40%	<b>1.74</b>	2.90%	4.90%	2.40%	2.80%	3.10%

Fire fighting and prevention, and other protective service workers including supervisors	1.60%	<b>1.32</b>	1.20%	1.60%	2.20%	1.00%	1.10%
Law enforcement workers including supervisors	2.80%	<b>2.83</b>	1.50%	1.10%	0.80%	1.60%	1.20%
Food preparation and serving related occupations	7.40%	<b>1.3</b>	6.10%	7.70%	5.40%	6.60%	5.70%
Building and grounds cleaning and maintenance occupations	4.40%	<b>1.1</b>	3.40%	4.90%	3.60%	3.70%	3.30%
Personal care and service occupations	4.00%	<b>1.09</b>	3.40%	4.40%	2.20%	3.80%	3.00%
Sales and related occupations	12.70%	<b>1.16</b>	11.20%	9.80%	12.00%	11.90%	12.20%
Office and administrative support occupations	15.80%	<b>1.15</b>	15.40%	15.00%	22.20%	19.40%	18.90%
Farming, fishing, and forestry occupations	0.00%	<b>0</b>	0.10%	0.10%	0.00%	0.20%	0.10%
Construction and extraction occupations	3.80%	<b>0.75</b>	3.40%	3.30%	3.00%	3.40%	3.30%
Installation, maintenance, and repair occupations	3.20%	<b>0.96</b>	2.70%	2.10%	3.10%	2.80%	2.60%
Production occupations	7.80%	<b>1.31</b>	5.80%	6.90%	6.50%	7.50%	4.90%
Transportation occupations	3.90%	<b>1.09</b>	3.40%	3.90%	5.90%	3.70%	3.20%
Material moving occupations	3.70%	<b>1.45</b>	2.00%	2.40%	2.50%	2.70%	1.70%

Source: U.S. Census, 2013 ACS 5-yr estimates

The City has more than double the proportion of workers in the law enforcement occupations than the comparison communities including the nation as a whole. The City also has a higher proportion of workers in material moving occupations; production occupations; and sales occupations. A large proportion of the City workers are in healthcare support occupations, although the City of Buffalo has a slightly more. The City has a lower proportion of workers in arts and entertainment related occupations; management occupations; legal occupations; and healthcare practitioner and diagnosis occupations. In general, the City has a stronger blue collar than white collar workforce.

### 2.5.3 Income

Median household income is the level at which the number of households with a higher income is equal to those with a lower income and it is an indicator of how income is distributed in the community. The income levels of residents reflect the community's ability to pay taxes as well as its ability to support local commercial activity. The following table presents the distribution of incomes in the City and the comparison areas, as well as the median income and the change in constant dollars from the year 2000.

**Table 2-29 – Income**

	Lackawanna	Erie County	Buffalo	Tonawanda (city)	Cheektowaga	Tonawanda (town)
Less than \$10,000	9.50%	8.50%	17.30%	9.70%	5.50%	5.30%
\$10,000 to \$14,999	8.30%	5.80%	9.40%	5.60%	5.50%	4.90%
\$15,000 to \$24,999	19.80%	11.60%	15.90%	12.30%	12.20%	11.00%
\$25,000 to \$34,999	12.30%	10.30%	12.20%	10.60%	13.00%	10.20%
\$35,000 to \$49,999	15.70%	13.20%	12.80%	13.70%	16.00%	15.80%
\$50,000 to \$74,999	17.30%	18.40%	15.20%	22.80%	21.40%	20.40%
\$75,000 to \$99,999	8.10%	12.50%	7.70%	13.80%	13.60%	15.60%
\$100,000 to \$149,999	7.50%	12.30%	6.30%	10.30%	10.00%	12.00%
\$150,000 to \$199,999	0.90%	4.10%	1.70%	0.90%	1.90%	3.40%
\$200,000 or more	0.50%	3.20%	1.50%	0.40%	0.70%	1.30%
<b>Median income (dollars)</b>	<b>\$35,072</b>	<b>\$50,653</b>	<b>\$30,942</b>	<b>\$48,062</b>	<b>\$47,842</b>	<b>\$53,001</b>
<b>2000 Median Income (In 2013 dollars)</b>	<b>\$39,628</b>	<b>\$52,065</b>	<b>\$33,124</b>	<b>\$50,656</b>	<b>\$51,463</b>	<b>\$55,962</b>
<b>Percent Change</b>	<b>-11.50%</b>	<b>-2.70%</b>	<b>-6.60%</b>	<b>-5.10%</b>	<b>-7.00%</b>	<b>-5.30%</b>

Source: U.S. Census, 2013 ACS 5-yr estimates

While City residents have lower median incomes than do residents of first-ring suburbs, the median income in the City is greater than that of the City of Buffalo. Real wages have decreased across the board, but have decreased significantly in the City.

### 2.5.4 City-Based Employment

County Business Patterns, also given by ZIP code, reflects economic activity by place of business, as opposed to residence. Therefore, it is a better indicator of the types of businesses present within the City. The following table presents the distribution of business establishments by industry sector in the 14218 ZIP code. This ZIP code area very nearly follows the borders of the City, with a few minor exceptions. Due to this discrepancy, a few businesses on Abbott Road southeast of I-90 are not reflected in the table.

**Table 2-30 – Lackawanna Employment Sectors**

Industry Description	Total Establishments	'1-4'	'5-9'	'10-19'	'20-49'	'50-99'	'100-249'	'250-499'
Total for all sectors	302	152	69	37	24	10	9	1
Construction	25	17	6	1	0	0	1	0
Manufacturing	24	7	5	5	5	2	0	0
Wholesale Trade	13	5	5	1	0	1	1	0
Retail Trade	51	24	14	9	3	1	0	0
Transportation and Warehousing	10	5	1	2	0	0	2	0
Information	1	1	0	0	0	0	0	0
Finance and Insurance	8	3	3	2	0	0	0	0
Real Estate and Rental and Leasing	7	5	2	0	0	0	0	0
Professional, Scientific, and Technical Services	15	9	4	2	0	0	0	0
Management of Companies and Enterprises	1	0	0	0	0	1	0	0
Administrative and Support and Waste Management and Remediation Services	22	14	1	1	5	0	1	0
Educational Services	3	1	0	0	0	0	2	0
Health Care and Social Assistance	38	17	6	8	4	0	2	1
Arts, Entertainment, and Recreation	6	3	1	2	0	0	0	0
Accommodation and Food Services	39	15	13	1	6	4	0	0
Other Services (except Public Administration)	39	26	8	3	1	1	0	0

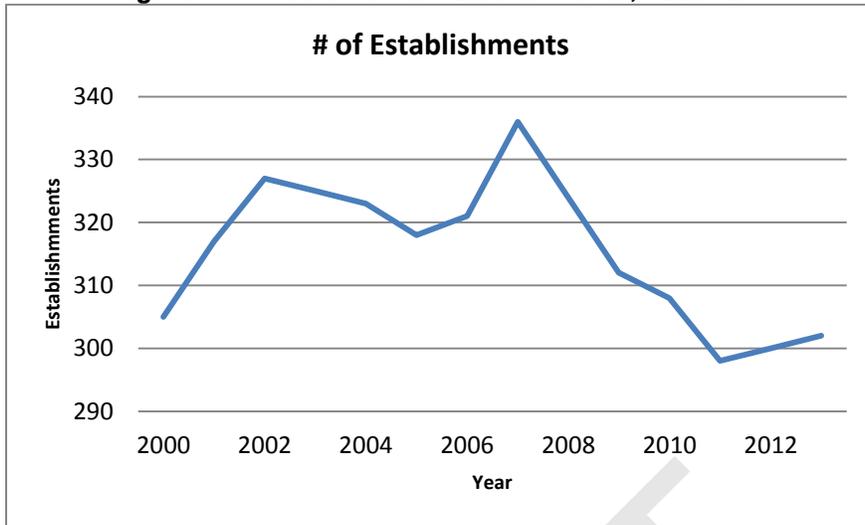
Source: U.S. Census, 2013 Zip Code Business Patterns (14218)

The largest employer in the City is in the healthcare and social assistance industry. Baker Victory Services operated several institutions in the City. There are nine other establishments in the City with more than 100 employees. Roughly half of the business establishments in the City have four or fewer employees.

Aside from the number of establishments, County (ZIP code) Business Patterns also present aggregate figures of the total number of employees and annual payroll. The following graphs present these statistics from 2000-2013.

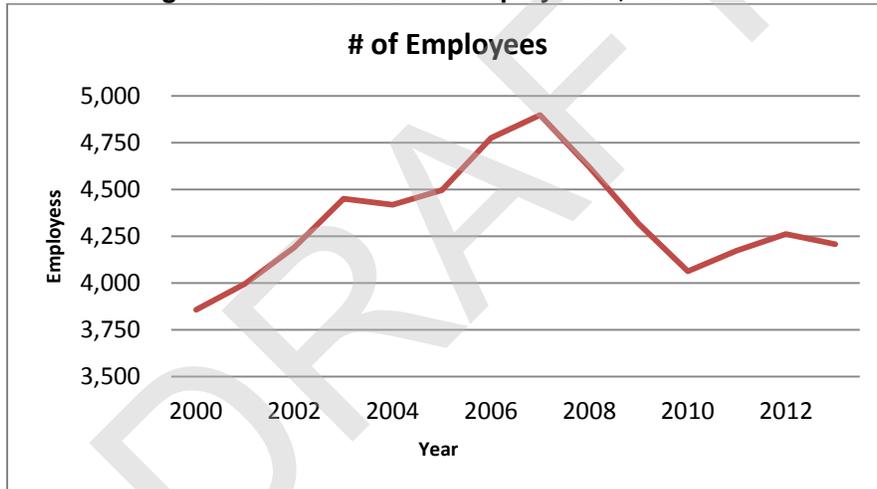
These graphs present a City that has been trying to recover from the closing of the Bethlehem Steel plant in the 1980's that was again set back by the recession of 2007. The City has been on the rise again in recent years.

**Figure 2-4 – Lackawanna Establishments, 2000-2012**



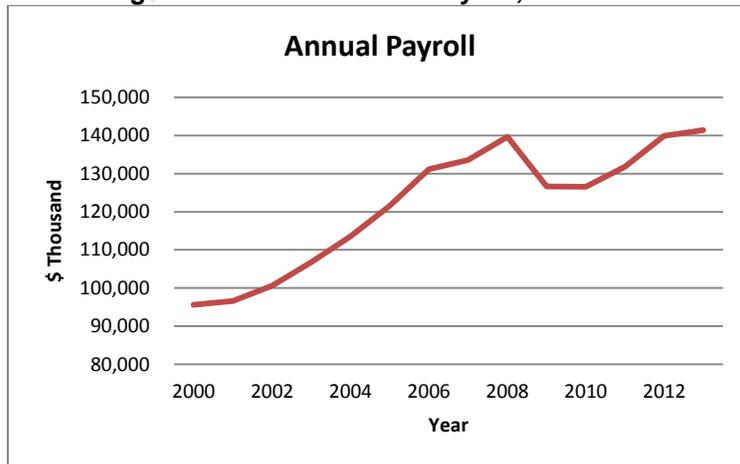
Source: U.S. Census, 2013 Zip Code Business Patterns (14218)

**Figure 1-5 – Lackawanna Employment, 2000-2012**



Source: U.S. Census, 2013 Zip Code Business Patterns (14218)

**Figure 2-6 – Lackawanna Payroll, 2000-2012**



Source: U.S. Census, 2013 Zip Code Business Patterns (14218)

### 2.5.5 City Budget

In 2015, the City was operating on a \$23.9 million budget. Property tax accounts for \$10 million or 41.8% of the revenue. Non-property taxes, mainly county distribution of sales tax accounts for \$5.6 million or 23.4% of the revenue. Another \$6.7 million or 28% is obtained through state aid. The remaining \$1.6 million in revenue is generated from other sources such as fines, and fees, and includes \$1 million left over from the previous year. Major expenditures include \$8.8 million for public safety, \$7.7 million for employee benefits, \$2.8 million for public works, and \$0.9 million on debt retirement.

### 2.5.6 Homestead/Non-Homestead Tax

The City utilizes a real property tax assessment system that has a distinct Homestead and a Non-Homestead Tax Rate. The Current structure allocates that the Homestead assessment represent 53.1% of the total assessed value for the City. The Homestead rate is currently \$15.25/\$1,000 while the Non-Homestead rate is at \$32.14/\$1,000 of assessed valuation. The current structure has the effect of reducing real property tax payments for Homestead properties while establishing a real property tax payment rate for Non-Homestead properties that hinders the ability to attract and maintain a sustainable business community.

### 2.5.7 Bethlehem Redevelopment Area

The Bethlehem Redevelopment Area is nearly 1,260 acres of land between Route 5 and Lake Erie. It was the site of the massive, Bethlehem Steel Plant which closed in 1982. Since then, the site has undergone a series of environmental assessments and restoration efforts. Work is still needed in some areas, but the site is beginning to open up for new uses. Some industries have already located at the site. Currently the site is part of a BOA study. The Bethlehem Redevelopment Area offers the potential for large amounts of land for new industries and businesses. The site is also in close proximity to the newly emerging industrial activity in South Buffalo. The site is a prime location for new industrial development. The site has its own internal sea port with connections to rail service and easy access to the interstate system. Recently, the relocation of two miles of tracks has opened up 400 acres of shovel-ready sites for redevelopment. Welded Tube has recently located on the site with plans for expansion. Steel Winds has been producing clean electricity on the site since 2007 and current has a capacity of 35 KW. Steel Sun is currently being developed on the site which will establish 13,000 solar panels producing even more clean energy. There are currently plans to develop a multi-use trail along Smokes Creek to provide waterfront access for residents.

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**COMMUNITY SERVICES AND FACILITIES**

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## 2.6 COMMUNITY SERVICES AND FACILITIES

Community services in the City of Lackawanna (City) include those facilities, institutions and organizations that provide recreational, religious, social, educational, health care and emergency services for residents. These are discussed as follows.

### 2.6.1. Parks, Recreation and Open Space

#### **Park Facilities**

One measure of the quality of life in any community is the availability of recreational amenities and opportunities for residents. This includes pocket parks and playgrounds, neighborhood parks, athletic playfields, and sports stadiums, as well as indoor recreational amenities.

In general, the recreational facilities in the City are well maintained. Playground equipment and benches are freshly painted. Playfields are mowed and landscaping is maintained on a regular basis; most fencing is in good condition and there are no signs of graffiti. With the exception of Veterans' Stadium, the parks in the City lack formal entrances with signage. Major athletic fields, playgrounds and other recreational facilities include the following.

- **Major Athletic Fields**

- ***Veterans' Stadium***

Veterans' Stadium is a 12-acre facility located on South Park Avenue, just south of Holy Cross Cemetery. Formerly Ron Jaworski Stadium, Veterans Stadium is the pride of City athletics. The stadium is host to Little League and high school football games as well as adult softball league games. The stadium has a large seating capacity. City festivals are held here with crowds as large as 3,000 people. Outside the stadium there is a memorial dedicated to veterans from all branches of military service. Recreational facilities include a multi-use playfield and ball diamond with lights and bleachers, and a children's play area.

- ***Avery Field***

Avery Field is a 4.5-acre facility located at the end of Avery Street. The park can also be accessed from McKinley Parkway via Vincent Street. Adult softball games are played at the park. Recreational facilities include a softball diamond, basketball court, children's play area and passive open space.

- ***Memorial Field***

Memorial Field is a 4-acre facility located on north side of Ridge Road in the Second Ward. The field hosts adult softball league games. The park also serves as a gateway to South Park for City residents. Recreational facilities include softball fields with lighting, two tennis courts and passive open space.

- **Playgrounds**

- ***Bauder Street Playground***

Bauder Street Playground is a small, half-acre, playground located in the First Ward. The park appears to be fairly new. Most of the playground equipment is for smaller children. The park has seating for parents to watch their children and socialize with other parents. Recreational facilities include a children's play area, tot-lot, picnic tables and passive open space.

- ***Bethlehem Park Playground***

Bethlehem Park Playground is located on both sides of Spruce Street in the Bethlehem Park neighborhood on the south side of the First Ward. Together the two park sections comprise 2.3 acres of play area that include a basketball court, a tennis court, a roller hockey rink, a

children's play area and passive open space . The tennis court needs repainting and the net is deteriorating. The rest of the park is in good condition.

- ***East Avenue Playground***  
East Avenue playground is located of East Milnor Street in the Fourth Ward. The 8.6-acre park has a back stop and an outfield fence, but it appears that the baseball diamond is no longer used. Some of the park's area is wild vegetation. Recreational facilities include a multi-use field and ball diamond, basketball court and children's play areas.
- ***Franklin Street Playground***  
Franklin Street Playground is a 5-acre facility located in the Second Ward. The park features a large open area which could be used for field sports. Recreational Facilities include a multi-use field and ball diamond, basketball court and a children's play area.
- ***Lehigh Avenue Playground (Yemen Soccer Field)***  
Lehigh Avenue playground is located next to the railroad tracks in the First Ward. The 1.3-acre park is actively used by the Yemen Soccer Club for practice and league games. Recreational facilities include multiple soccer fields and a children's play area.
- ***Martin Road Park***  
Martin Road Park, once named "Fun When it's Done" is a 16-acre facility located behind the senior center on Martin Road in the Fourth Ward. The park was developed by parent organizations and features a fitness trail with exercise stations. The trail connects to Veterans Stadium. Much of the park is a wooded area.
- ***Odell Street Playground***  
Odell Street Playground is a 5-acre facility located in the First Ward, adjacent to the Baker Homes public housing development. The park, known as the Jeffery A. Taggart Memorial Playground, is posted for use by residents of the adjacent Lackawanna Municipal Housing Authority residential development. Recreational facilities include a multi-use playfield and ball diamond, basketball courts (one full and two half courts), and a children's' play area.
- ***Ridgewood Village Playground***  
The 4.1-acre playground is centrally located in the Ridgewood Village housing development which includes a combination of single- and multi-family housing. The park is located in the Third Ward in the north eastern corner of the city. Facilities include a multi-use field and ball diamond, basketball court (one and one-half courts), and a children's play area.
- ***Victory Avenue Playground***  
Victory Avenue Playground is a 1.5-acre facility that has access from South Park Avenue. Facilities include two basketball courts and a half-size multi-use playfield. The children's play area contains swing sets and child rocking characters.
- ***Our Lady of Victory School Park***  
This tot-lot was constructed in 2012 by the United Way and the Buffalo Bills' PLAY 360 program. The park includes a performing arts stage, benches, swings and a play set.
- **Other Facilities**  
There are recreation facilities within the City that provide recreational opportunities, but are not maintained or operated by the City. These include the following:
  - ***Van Wyck Street Fields (B.O.Y.S. Association)***  
The Van Wyck Street Fields is leased to the B.O.Y.S. Association. The 14-acre park is located in the Second Ward on the south side of the City between South Park and Electric Avenues. The City is not responsible for field maintenance. Facilities include a baseball field complex with six ball diamonds and a multi-use playfield.

- ***Amadori Bocce Court***  
The Amadori Bocci court is located on a 1.4-acre open field at the end of Madison Avenue, in the First Ward Bethlehem Park neighborhood, that is owned by the City. This property includes open field play area and an equipment house.
- **Lackawanna School District Recreational Facilities**  
The school district provides recreational facilities for student use. There are no agreements between the school district and the City for shared public use or for use of these facilities for City programs, except as noted below. School district facilities include the following:
  - ***Lackawanna High School***  
Lackawanna High School has a football field with lighting and bleachers, a running track, a multi-use field, softball diamond, baseball diamond and five tennis courts.
  - ***Martin Road Elementary***  
This school has one soccer field.
  - ***McKinley School (school district administration building)***  
This school has one multi-use field (that is not utilized) and two paved pads (which are also not actively utilized).
  - ***Truman Elementary School***  
This school has a playground facility.
- **City-Owned Open Space**  
The City owns several open space parcels that are not developed for organized recreational activities. These include:
  - ***Ridge Road***  
The City owns a parcel on Ridge Road that was the location of the Friendship House, which was recently demolished.
  - ***Smokes Creek***  
The City owns several parcels adjacent to Smokes Creek behind the Martin Road Elementary School. The space has a series of multi-use trails.

#### **City of Lackawanna Recreational Programs**

The City operates an adult softball program that has leagues for men's fast and slow pitch and co-ed slow pitch. Games are played at Veterans Stadium, Memorial Field and Avery Field. During the summer, playgrounds are staffed with youth attendants who provide arts and crafts instruction. There is also a free meal program for youth who attend the playgrounds in the summer. From January to Easter, the City runs an open gym program that includes pool access. School facilities are used for these programs. Sessions are divided into younger and older youth groups. These programs are well attended.

In addition to City run recreational programs, several non-for-profit organizations sponsor recreational athletic leagues. These include the following:

- B.O.Y.S. Association Little League
- Lackawanna Little Loop Football
- Lackawanna Soccer League
- Yemen Soccer Club

2.6.2 Education

Educational services are offered to residents in the City through public and private school systems and services. These include the following:

**Lackawanna City School District**

The Lackawanna City School District operates four school buildings in the City that include:

- Lackawanna High School – 550 Martin Road; Grades 9 – 12
- Lackawanna Middle School – 550 Martin Road; Grades 6 – 8
- Martin Road Elementary School – 135 Martin Road; Grades 2 – 5
- Truman Elementary School – 15 Inner Drive; Pre-Kindergarten – Grade 1

• **Enrollment**

For the 2014–15 school year, enrollment in the district was 1,712 students. Of these students, 66% were white, 18% black, 13% Hispanic and 3% multi-racial or other races. The total number of students in the district has increased since the 2013-14 school year, when enrollment was 1,615 students. The respective enrollment and teacher levels for 2013-14 were: Truman Elementary 412 students with 40 teachers, Martin Road Elementary 479 students with 38 teachers, Middle School 250 students with 15 teachers, and the High School 474 students with 34 teachers. At Truman Elementary School, for the 2014-15 school year, 24% of the students have limited English proficiency (LEP), Martin Road has an 18% LEP rate, and the Middle School has a 16% rate, and the High School has a 10% LEP enrollment. District-wide the LEP rate is 17%, which is an increase over prior years; the LEP students are primarily of Yemeni descent. Additional statistics for the school district are shown in Table 2-31.

**Table 2-31  
Lackawanna City School District Statistics**

	2010-11	2011-12	2012-13	2013-14
<b>Total Enrollment</b>	1,817	1,770	1,687	1,615
<b>Average Class Size</b>	19	20	21	21
<b>Total Number Teachers</b>	172	160	162	151
<b>Attendance Rate</b>	91%	90%	91%	91%
<b>Drop Out Rate</b>	4%	8%	6%	5%

Source: New York State Education Department, 2015.

Based on information from the New York State Education Department, all schools in the Lackawanna City School District offer school-wide programs and are Title 1. All teachers are rated highly qualified. The School District is rated as a “high need urban district”, having high student needs in relation to district resources. An estimated 90% of students in the Lackawanna School District are economically disadvantaged. The Free Lunch Program participation rate for the district is 68%; the participation rate for the Reduced Lunch program is 10%. In addition, some schools in the district struggle with achievement of Adequate Yearly Progress (AYP) in improving the student graduation rates and standardized test scores.

• **Graduate and Post-Secondary Status**

Ninety-two (92) percent of City high school graduates earned a New York State Regents Diploma in 2013-14; 12% of those were with advanced designation. Of the students who did not graduate in 2014, 18% remained enrolled in school. Approximately 3% received General Education (GED) or Individualized Education (IED) diplomas in 2014. Table 2-32 shows the percentage of students from Lackawanna High School who graduated and went on to post secondary school or other endeavors.

**Table 2-32  
Graduate and Post-Secondary Performance (by%)**

	2010-11	2011-12	2012-13	2013-14
<b>Overall Graduation Rate</b>	66	63	77	64
<b>Post-Graduate status:</b>				
- % to 4-year college	34	51	29	35
- % to 2-year schools	50	39	53	42
- % to other post-secondary	1	1	2	0
- % to the military	3	1	5	4
- % to employment	7	2	3	9
- % to other sources	6	5	7	10

Source: New York State Education Department, 2015.

- **Fiscal Information**

According to the New York State Department of Education, the Lackawanna City School District expended approximately \$10,357 per student for general education and \$27,352 for special education for the 2013-14 school year. This is lower than the average expenditure of all school districts in the State, which was \$11,260 and \$29,922, respectively, for that time period.

The total expenditure per student for the 2013-14 school year was \$19,109. This is lower than the State average of \$21,118. Total Expenditures include district spending for classroom instruction, as well as transportation, debt service, community service and district-wide administration. School district expenditures were allocated as follows: 78% instruction, 3% administration, 7% transportation, 2% debt service and 11 % miscellaneous. The District allocated slightly more than the County and State averages for instruction (excluding fringe benefits), transportation and central administration. However, slightly less was allocated for fringe benefits, debt service and miscellaneous expenses than the County and State averages.

The Lackawanna City School District passed a bond referendum in December 2015 to undertake a \$27.3 million capital improvement program to address items that were identified in a building conditions survey that was completed earlier in the year. That survey identified \$54 million in infrastructure needs in the school buildings. The bond issue will fund high priority improvements including upgrades to the security and safety of building entries, replacement of windows and doors, heating system upgrades and roof replacements, educational programming at the middle school and high school, and technology enhancements throughout the district. These improvements will be paid for with state building aid and EXCEL aid grant funding, allowing the school district to present a project that is tax neutral for local tax payers.

- **Computer and Internet Access**

The goals of the Lackawanna City School District is to utilize technology to enhance student learning and achievement, design and maintain effective instructional systems, promote lifelong learning, and develop employment skills for all members of the community through the application of electronic communication and information systems.

The school district completed a large Broadband and Fiber Connectivity Project. This project converted the individual school LANs to a district-wide WAN with Fiber cable connectivity for data and internet between the individual schools and administration buildings. The Martin Road Elementary School houses the server farm and provides for central district-wide network management.

According to the School District's Technology Plan for 2012 – 2015, in 2012 a total of 275 computer work stations were installed in computer labs, 367 in classrooms, 72 in media centers, 100 in administrative offices and 6 at other locations throughout the district. Another 60 computer stations were to be set up in 2013, 80 in 2014 and another 80 in 2015. A total of 175 laptop computers were available for use in 2012, with 80 proposed for purchase in 2013, 40 in 2014 and another 40 in 2015. A wide array of software programs are available on all of these computers, including Windows XP, MS Office 2010, Adobe Reader, and MS Publisher. Additional programs are installed on computers at the different schools depending on the age level and academic

need. A number of peripheral devices are also available for use, including printers, scanners, video and digital cameras, TV monitors, VCR and projection devices. The Technology Plan for the District is being updated in an effort to continue meeting the goals of the District and improving technological capabilities at the schools.

- **College Preparation**

Lackawanna High School Guidance Office offers a computer software program called “Bridges” to all high school students at no cost. The Bridges program contains two powerful databases for learning, Choices Planner and TestGEAR. Choices Planner is a comprehensive online career information delivery system that helps students build personal plans as they compare, connect, and choose from a vast network of career and education options. TestGEAR gives students the practice they need to reach their full potential on college entrance exams such as the SAT®, PSAT and ACT™. This online learning system adapts to each student's needs by targeting their weaknesses and helping them to build necessary skills. It can be accessed from any computer at home or at school.

The Pathways In Technology Early College High School Program (P-TECH) is a unique program that allows students to complete high school and work toward a free associates degree from Trocaire College, and be career ready by the time they graduate. The length of enrollment in this program is customized to meet the learning needs and goals of the student and tailored to be completed in six years. This program prepares students for a career in Health Information Technology, Radiological Technology, Nutrition and Dietetics, and Surgical Technology. Students receive mentoring and work-based learning opportunities. The P-TECH program was created in collaboration by the Lackawanna City School District, Erie 1 Boces, Trocaire College and Catholic Health.

The Southtowns campus of Bryant and Stratton College offers free college courses to 11th and 12th grade high school students through their Jump Start Program. Students will receive an accredited transcript (3 credit hours). Students are responsible for purchasing their required textbooks. Classes are held on Saturdays and weekday evenings. Students are allowed to take a maximum is two courses per semester. Course offerings include such things as Introduction to Criminal Justice, Business Principles, Ecology, Introduction to Psychology, Introduction to Health Care and Introduction to Law, Research and Ethics, among other things.

#### **Our Lady Victory Elementary School**

Our Lady of Victory Elementary School (OLV) is located at 2760 South Park Avenue. OLV Elementary provides education for grades Kindergarten through 8, as well as a pre-K program for four-year olds and an afterschool program. The mission of OLV Elementary School is to provide quality Catholic education that is modeled after the ideals of Father Baker by fostering Christian values, academic excellence and global awareness.

OLV follows the curriculum of the Board of Regents of the State of New York and the Diocesan Department of Education and conducts standardized testing at various grade levels. The School has a staff of 16 teachers who provide instruction in religion, reading, language arts, science, social studies, math, health, computer education, Spanish, art, music and physical education. OLV also offers a writing to read program for students in kindergarten and first grade and remedial reading for students with special needs.

#### **Global Concepts Charter School**

Global Concepts Charter School provides an alternative form of public education to residents in the City. The mission of this Charter School is to provide top-quality education to enable students to achieve high academic results and career opportunities. This School follows and adheres to New York State and Common Core Learning Standards, and participates in state-wide standardized testing of students in grades three to eight. Students must be enrolled through an application process to attend either school. Applications are accepted from mid-January through the first of April. If enrollment capacity or the available seating in a particular grade level is exceeded, student selection is completed through a lottery process.

Global Concepts Charter School operates two schools in the City. Their school at 1001 Ridge Road offers education for grades K through 8. The high school, which is located at 30 Johnson Place, provides education for grades 9 through 12, offering college preparatory learning.

Global Concepts School offers bus service and afterschool activities. Their facilities and services include a guidance office, health office, library media center, special education, hot breakfast and lunch service, athletics, an English as a New Language learning and the Ruben Santiago-Hudson Fine Arts Center.

#### **AL-Rasheed Academy**

AL-Rasheed Academy is the first & only Islamic school in the City. The School was established in order to provide a stable Islamic environment that supports the proper understanding, recitation and memorization of the Quran and learning the Arabic language. Al-Rasheed Academy also strives to exceed the New York State formal education standards while encouraging the total development of each student. The school is located at 109 Ridge Road.

#### **Regional Private Schools (K-12)**

There are several private religious schools available in the City and the Southtowns region, the majority of which are members of the Buffalo Roman Catholic Church Diocese. A number of non-catholic private schools also exist in the region, providing alternatives to public school enrollment.

### **2.6.3 Cultural Resources**

#### **Lackawanna Public Library**

The Lackawanna Public Library is located at 560 Ridge Road, between NYS Route 5 and South Park Avenue, and is part of the Buffalo and Erie County Public Library system. The Library is open Monday through Thursday and on Saturday, offering over 25,000 printed volumes, 21,000 audio-visual materials, as well as 100 magazine subscriptions. Computers providing internet access and Microsoft Office applications, as well as printers, are available for use by library patrons. The library contains old City directories, microfilm of the City's local newspapers and "The Victorian", a publication devoted to the memory of Father Nelson H. Baker. It also houses a local history and steel plant museum, in tribute to the region's rich industrial heritage. The library is an important community resource and civic gathering place. Monthly services for all ages include movie nights, book clubs, story times, bingo and computer classes.

#### **Religious Facilities and Services**

With the many different ethnic groups represented in the City, several churches have located in the community to provide opportunities for worship. The churches that are found in the City are listed below, by denomination.

- ***African Methodist***  
St. Mark's African Methodist Episcopal Zion Church – 108 Dona Street
- ***Baptist***  
Ebenezer Baptist Church – 195 Ridge Road  
First Baptist Church – 320 Ingham Avenue  
Mount Olive Missionary Baptist Church – 74 Wasson Avenue  
Second Baptist Church– 18 Church Street  
St. Paul's Missionary Baptist Church – 93 Dona Street
- ***Church of God in Christ***  
Lackawanna (Potters House) Church of God in Christ – 279 Ingham Avenue
- ***Eastern Orthodox***  
St. Stephens Serbian Orthodox Church – 177 Weber Road

- **Islamic**  
Lackawanna Islamic Mosque – 154 Wilkesbarre Street
- **Pentecostal**  
True Church of the Lord Jesus Christ – 36 Pearl Avenue
- **Polish National Catholic**  
The Holy Trinity Polish National Catholic Church – 21 Pulaski Street (Vacant)
- **Presbyterian**  
Bethel Presbyterian Church – 682 Ridge Road
- **Roman Catholic**  
Our Lady of Bistrica Roman Catholic Church – 1619 Abbott Road  
Our Lady of Victory Basilica & National Shrine Rectory -767 Ridge Road  
Queen of Angels Church (Formerly known as St. Michaels) – 144 Warsaw Street  
St. Anthony's Church – 360 Ingham Avenue
- **Ukrainian Catholic**  
Our Lady of Perpetual Help – 1182 Ridge Road

#### **Social Clubs and Organizations**

Additionally, there are a number of social clubs and organizations in the community, including the following:

- **Ethnic**  
Lake Erie Italian Club – 3200 South Park Avenue
- **Religious**  
Lackawanna Catholic Club, Inc. – 2838 South Park Avenue  
Knights of Columbus Father Baker Council No. 2243 – 2838 South Park Avenue  
Al-Rasheed Academy – 109 Ridge Road
- **Veterans**  
VFW John B. Weber Post 898 – 2909 South Park Avenue  
Matthew Glab VFW Post 1477 – 1965 Abbott Road  
Marine Corps League-Bett-Toomey – 1794 Electric Avenue  
American Legion Post #63 – 144 Kirby Avenue
- **Fraternal**  
Lackawanna Lodge – 682 Ridge Road  
Loyal Order of Moose Club Lodge No. 959 – 121 Fernald Avenue

### **2.6.4 Health Care**

#### **Medical Services and Centers**

Residents in the City and surrounding region have access to a variety of medical services and facilities. These include the following:

- **Mercy Hospital**  
With the closing of Our Lady of Victory Hospital, which was located on Melroy Avenue at Ridge Road, residents are now served by one Catholic Health System hospital, Mercy Hospital. Mercy Hospital is located on Abbott



Road in South Buffalo, just south of the City. This Hospital offers a full range of services and is one of the largest hospitals in the region. The Marian Professional building, located next to the hospital, includes a OB/GYN center, a blood testing lab, and cardiothoracic surgical services, which are all directly affiliated with the hospital. The emergency department is staffed with a team of certified trauma care physicians, physician's assistants, nurses and nursing attendants 24 hours a day, everyday.

- **Our Lady of Victory Senior Neighborhood**

The OLV Senior Neighborhood is located at 55 Melroy Avenue, on the site of the former OLV Hospital. This facility offers a wide range of services for older adults. These include the following.

- ***Program of All Inclusive Care for the Elderly (PACE)***  
PACE offers long-term care for older adults who wish to live at home but qualify for nursing home care. It provides outpatient medical care including diagnostic testing and lab services, medical specialty care (such as cardiac care and ophthalmology), dental care, mental health services, eye care (exams and glasses), hearing exams and aids, foot care and alcohol and substance abuse treatment.
- ***LIFE Center***  
Catholic Health's LIFE Center is located on the OLV Senior Neighborhood campus. It offers physician services, nursing, rehabilitation therapies, social work services, spiritual care, nutritional services, personal care and recreations and educational activities. Transport services are provided to and from the center.
- ***Mercy Nursing Facility at OLV***  
The Mercy Nursing Facility at OLV is a nursing home with four floors and 84 private rooms. This facility offers a variety of services including a skilled nursing for seniors, sub-acute rehabilitation and assistance with daily activities. The skilled nursing services include rehabilitation and recovery from injury, illness or chronic conditions. These services are provided by registered nurses, licensed practical nurses and other health care professionals. Sub-acute rehabilitation is provided for patients who were recently hospitalized and are not yet healthy enough to return home. Short –term care is offered, typically for up to 28 days, including nursing care and therapy.
- ***Assistance with Daily Living Activities***  
To help seniors maintain independent living, aides provide individuals with bathing and personal grooming, light housekeeping, help with exercise, and errands and grocery shopping, as well as offering companionship.
- ***Memory Cafe***  
The Memory Café is a place for family members to gather for shared fun activities in a dementia-friendly setting.

- **Baker Victory Services**

The Baker Victory Services (BVS) is dedicated to providing support and residential services to individuals with development disabilities that enable them to achieve the highest possible quality of life. BVS provides a wide range of services including residential services, educational assistance and instruction, foster care, mental health outpatient services and counseling, and preventative services.

- ***Residential Services***  
BVS provides a variety of living opportunities for individuals with mild to profound developmental disabilities, specialized medical needs, dual diagnosis and dementia. BVS operates numerous residences throughout western New York, including locations in the City. These include individualized residential alternatives to provide independent living skills and community inclusion. Memory houses provide support for persons with age-related memory

issues. Non-certified residences support individuals in independent living environments, such as apartments or small homes.

- **Service Coordination**

BVS helps families find appropriate services and funding sources to support the necessary care required for developmentally disabled family members.

- **Adaptive Equipment Lending Program**

BVS lends equipment to children of all ages who have disabilities. This includes mobility devices (walkers, scooters, etc.) and therapy equipment.

- **Preventative and Wraparound Services**

BVS provides services to persons experiencing difficulty with parenting, educational issues, substance abuse or alcoholism, family or community violence or sexual abuse. In certain cases they will provide case work services and direct therapeutic care to reduce or avoid the need for foster care.

- **Early Childhood Care**

BVS operates the Monarch Learning Center at 1025 Ridge Road. This center provides daycare for children between the age of 6 weeks and 18 months old. The Toddlers and Two's Program serves children between the ages of 18 months and 26 months old. Their Pre-School Program is for children aged 2 ½ years old to 5 years old. They also offer an Early Intervention Program (EIP) for children from birth to three months old. This is a Statewide program that is administered by the New York State Department of Health and the Erie County Department of Health. The EIP program offers assistance to any child with a developmental delay, disability or condition that affects development. They also offer other related services for kids between 3 and 5 years old. This includes occupational therapy and cognitive skills activities, as well as social work and counseling for parents.

- **School-Aged Programs**

BVS offers school-aged educational services through three programs, two of which are offered at their facilities in the City. The third program, Baker Academy, provides structured education to grades K through 8 at a facility in the Town of Cheektowaga.

Baker Hall School, which is located at 777 Ridge Road, serves challenged students in grades 6 through 12. These students typically experience emotional disturbance, intellectual disability, multiple disabilities and/or traumatic brain injuries. The Day Treatment Center, located at 650 Ridge Road, provides a combination of schooling and treatment for special needs students. This facility includes the Office of Mental Health Certified Day Treatment, which offers occupational and speech therapy, as well as special areas for art, music, technology, gym, home, careers and health.

BVS also operates the Work Appreciation for Youth (WAY) Program to help youth and young adults realize the value of education and work while developing individual strengths. This helps them achieve both academic and personal success. The WAY Program provides tutoring, job counseling, job readiness training, crisis intervention, life skills workshops and career exploration. WAY operates several workshops and partners with community businesses to help students build skills they will need to find a job and keep it.

- **Dental Care**

BVS also provides a dental clinic that is located at 790 Ridge Road. This clinic provide a wide range of services including preventive and diagnostic care, fillings and extractions, restorative care (dentures, crowns and bridges) periodontal and orthodontic care and specialty referrals. It is open to the general community, Monday through Friday.

- Our Lady of Victory Family Care Center**  
 Operated as a department of Mercy Hospital, the OLV Family Care Center is located at 227 Ridge Road. This facility provides primary care, pediatrics and nutrition counseling. Staffing includes three doctors, a physician's assistant, and a nurse practitioner; this facility is open Monday through Friday.
- Veterans Affairs of Western New York - Lackawanna Community Outpatient Clinic**  
 The U.S. Department of Veterans Affairs operates an outpatient clinic at 1234 Abbott Road in the City. This facility provides primary care services to veterans in Southern Erie County. The staff includes a physician, nurse and clerical staff who provide medical care, stress health maintenance, phlebotomy, and preventive medicine. Behavioral health care is also administered at this location, including individual and group psychotherapy for veterans suffering with personal and emotional problems, including drug abuse and alcoholism.

### **Ambulance Services**

Rural-Metro Ambulance Company provides emergency and non-emergency ambulance transfer services in the City. Requests for ambulance services are received by the Lackawanna Police Department and forwarded to the Fire Department, which contacts Rural Metro for a pick-up. The company regularly houses ambulances at Mercy Hospital in South Buffalo. They also operate a satellite facility and ambulance base at the Scranton Volunteer Fire House in Hamburg. The Rural-Metro Company provides ambulance transport to 20 hospitals and over 100 nursing homes and health care facilities in the Western New York region. Qualified paramedics staff each ambulance.

## **2.6.5 Emergency Services**

### **Fire Protection**

The City maintains a Fire Department with approximately 50 active firefighting employees. The department operates three fire stations, which are located at 1630 Abbott Road, 2990 South Park Avenue and 55 Ridge Road. For fire alarms, all three companies respond. For emergency medical service (EMS) calls the individual company responds in their district. It owns two ladder trucks, five pumpers and a light rescue vehicle. Fire calls are dispatched through the Central Dispatch office located at 2990 South Park Avenue. In extraordinary circumstances, the City of Buffalo Fire Department provides aid to the Lackawanna Fire Department.

- Fire Station #1 - 55 Ridge Road, services the First Ward for EMS calls. It is manned by a Lieutenant and two firefighters. A 1997 Spartan Pumper truck is based there. It has a 1,500 gallon per minute pump and carries 750 gallons of water for a quick attack.
- Fire Station #2 - 1630 Abbott Road, covers the Third and Fourth Wards for EMS calls. It is manned by a Lieutenant and two firefighters. A 2006 American LaFrance 100-foot aerial platform truck is based there. It has a 2,000 gallon per minute pump and a 300 gallon water tank. Due to the size of the truck and the many dead end streets in the Third and Fourth Wards, a 2009 Ford F-350 is used to answer EMS calls in place of the ladder truck. The Fire Chief's Office is attached to this firehouse.
- Fire Station #3 - 2990 South Park Avenue, covers the Second Ward for EMS calls. It is manned by a Captain and two firefighters. A 1996 Spartan Pumper truck is based there. It has a 1,500 gallon per minute pump and a 750 gallon water tank. The dispatching center Alarm Room is manned by one firefighter.

According to the City of Lackawanna Fire Division 2013 Annual Fire Report, the Department responded to 2,793 calls in 2012. Of the calls, 2,065 were rescue and emergency calls, 334 were false alarms. The department responded to 48 structure fires, which is a decrease from 2011.

In addition to active fire fighting and emergency calls the Department performs building code fire inspections and visits Lackawanna City Schools to discuss fire prevention and safety. Currently, fire inspections are performed by a firefighter on a part-time basis.

In 2012, the Fire Department initiated two new programs. The department used grant funding to purchase 20 Knox Boxes, which are loaned to local citizens. These boxes are designed to be installed over top of a residential front entry door. In an emergency, the responding crews are able to access house keys that are stored in the Knox Box to allow entry into the house without forcing entry or waiting for a key holder. Initiated along with this program was the Medical File Program. This program enables the fire department to obtain a quick medical history when the patient is unable to offer one. Information is provided by local residents using forms that are provided by residents during community events or through the City's website.

### **Law Enforcement**

The Lackawanna City Police Department provides law enforcement services for the City. The Department staff includes a chief, two captains, five lieutenants, forty-two patrolmen, five crossing guards, and seven civilian support staff.

Ten marked police cars and eight unmarked cars are used by the Department, which responds to approximately 12,000 calls annually. Calls are dispatched through the Police Department Dispatch System. In extraordinary circumstances, the City of Buffalo Police Department provides back-up support to the Department.



Between 1997 and 1998 serious crime in the City fell 17.8% after slowly rising in the early 1990s. While the drop mirrored falling crime rates nationwide, the Lackawanna Police Chief noted the influence that community policing has had on the City's crime rate. Three neighborhood watch groups exist within the City with one particularly active groups organized in the First and Second Wards. The Lackawanna City Police team up with these organizations to promote national Night-Out every August.

Police action in the City is largely in response to narcotics related activity and domestic violence calls. The officers make presentations at nursery schools, pre-kindergarten classes, and parents' organizations. In addition, the City operates a Drug-Court program.

The City Police department works closely with the Erie County District Attorney's office to address domestic violence in the City. City officers work with Erie County Crises Services to ensure officers have the information and tools necessary to effectively address domestic violence situations. For example, officers responding to domestic violence calls provide victims with information regarding the myriad of social and protective services available to victims in Erie County.

### **Disaster Response**

The Fire and Police Chiefs coordinate disaster response in the City in accordance with the City's Disaster Response Plan. Fire and Police Department staff undergo comprehensive disaster readiness training to ensure they are capable and prepared to respond to a wide range of disaster situations.

The City, Erie County and surrounding communities have joined together to update the 2005 Erie County Multi-Jurisdictional Hazard Mitigation Plan for continued compliance with the Disaster Mitigation Act of 2000 and its implementing regulations. To meet FEMA's requirements for plan approval, municipal staff members must participate in the plan update process through attending meetings, providing various types of information and feedback, identifying and assessing mitigation actions, and reviewing draft documents.

After the unprecedented November 2014 Snow Storm, the City implemented the CodeRed Community Notification System. This system provides an interface to quickly disseminate critical information to City residents via phone calls, texts and email notification.

### **Animal Control**

Animal control services are provided by the City Animal Control Officer, who is employed by the City and works out of the Lackawanna Police Department. If the Animal Control officer is unavailable, the Lackawanna Police Department responds to animal control calls. Animal control problems in the City primarily involve dogs, cats, deer, skunks, squirrels and woodchucks. Captured dogs and cats are held at the Department of Public Works Dog Pound for five days after which they are transported to the Erie County SPCA.

## **2.6.6 Social Services**

### **Parent and Family Services**

- **Parent and Family Resources Center**

The Lackawanna School District operates the Parent and Family Resources Center at the Martin Road Elementary School. This center provides information and referrals on needed services. The center connects parents and their children with vital social services and programs including free and reduced lunch assistance, supplemental nutritional assistance (SNAP), home energy assistance (HEAP), and health insurance (including Medicaid and Medicare). Information is available on local food pantry services and food stamps, parenting skills and training, health and drug prevention, and child care. The center also provides computer and internet access and hosts guest presenters on various topics of interest. This center provides an alternative for residents who would otherwise have to travel to downtown Buffalo for this information and assistance.

- **ACCESS of WNY**

The Arab American Community Center for Economic and Social Services (ACCESS) provides residents, primarily in the First Ward, with assistance and support in obtaining many vital case management services including temporary emergent assistance, Medicaid and Medicare, Supplemental Nutrition Assistance Program (SNAP), Home Energy Assistance Program (HEAP), rental assistance, home subsidy, utility assistance, and food vouchers. ACCESS partners with Neighborhood Legal Services to provide New York State healthcare navigation once a month. They also provide information, assistance and referrals for domestic violence, employment and job training, tax preparation and among other things. The organization plays a very important role in assisting those with limited reading and writing skills.

Since its inception, ACCESS has taken the lead in providing social programs to assist hundreds of low income families, at-risk youth, immigrants, and unemployed of the Lackawanna community. The agency strives is to provide a welcoming environment for clients and assist them with vital services required to achieve a high level of self-sufficiency. They also serve as a voice for the Arab American community, which is an important and growing segment of the City's population.

- **Lackawanna Community Resource Hub - Willie Cotton Community Center**

The Lackawanna Community Resource Hub operates out of the Willie Cotton Community Center, which is located on 52 Gates Avenue. The Hub, which opened in 2015, is a one-stop resource for residents of all ages in search of legal, medical, employment services and more. The center is open on Tuesdays, from 2PM to 6PM and provides free information on youth programming, health



and wellness, health insurance enrollment, senior and caregiver services, financial education, legal support, veterans support, education and job placement, family needs and case management, and public benefits, among other things.

The community resource hub was enabled by the Lackawanna Coalition, which represents a number of service organizations in the area including ACCESS of WNY, Baker Victory Services, the Boys and Girls Club of Buffalo, Catholic Health, and many City organizations. The coalition was created by the John R. Oishei Foundation's Mobile Safety-Net Team, which seeks to strengthen the region's safety net through an assessment of what human services are available to communities and by identifying access barriers and areas of unmet need.

- **Catholic Charities Community Center**

Located at 75 Caldwell, this center offers a food pantry as well as a "Tomorrow's Youth Today" program which provides educational post-secondary education planning and job readiness training to youth ages 16-24.

### Senior Services

Senior citizens, or individuals age 60 or older, comprise approximately 19% of the City population. Services available to meet the needs of seniors within the City are as follows:

- **Erie County Senior Services Department**

The Erie County Department of Senior Services was created in 1971 and is the designated Area Agency on Aging under Title III of the Older Americans Act. The primary responsibilities of this department focus on planning to address the priority needs of older persons in Erie County; advocacy to represent the needs, interests and concerns of older persons to public officials and others; and activities coordination to promote the most efficient use of existing resources and promote new and expanded benefits for the elderly.

The Erie County Department of Senior Services provides a broad range of services to the elderly, including: adult day care, adult protection and elder abuse, case management, fall prevention, food services, home care, legal services, health insurance information counseling and assistance, senior vision services, telephone assurance and transportation.

- **Food and Nutrition Services** – The Stay Fit Dining program serves hot, nutritious lunches Monday through Friday at the Lackawanna Senior Center. Anyone 60 years old or older can benefit from this program. Although a \$3.00 contribution is requested, no one is ever denied a meal if they are unable to contribute. Erie County Department of Senior Services also provides information on nearby food pantries, dining rooms or soup kitchens, grocery stores that deliver food to seniors; information on other programs offered by the Salvation Army, Catholic Charities; or information on Federal Nutrition Programs such as food stamps.
- **Case Management** – Case Management is available to help seniors and their family members assess their situation and determine what services might be helpful. These include such things as home care, day care, weatherization, home-delivered meals and financial benefits, among other things.
- **Transportation** – The County provides a van for senior transportation as part of their "Going Places Transport Program". The van operates from 9:00am to 4:00 pm, assisting seniors with travel for health related matters, food and nutrition, personal business and social activities. This van operates out of the Lackawanna Senior Center.



- **Lackawanna Senior Center**

The Lackawanna Senior Center, located at 230 Martin Road, provides programming for City seniors weekdays from 8AM to midnight. Arts and crafts, sewing, games and Senior Fit and Stay Fit exercise programs are available. The Center provides books, information and computer access. The senior nutrition lunch program is offered Monday through Friday; advanced reservations are required. The Center coordinates a van service and mobile assistance program with the County (as noted above).

- **Orchard Place Senior Apartment**

Orchard Place is private residential community for adults 55 years of age and older. It offers 113 one and two-bedroom, handicapped accessible, apartment units that are equipped with appliances, air conditioning, and internet access. This community includes a fitness center, laundry facilities, a beauty/nail salon, library and community center. Orchard Place accepts Section 8 vouchers.

### Indigent Services

- **Western New York Food Bank**

The Food Bank of Western New York collects and distributes food resources. They serve a coalition of food pantries throughout Western New York, distributing more than 1.2 million meals a month. Food pantries in the City that are affiliated with the Western New York Food Bank include the Catholic Charities Lackawanna Food Pantry at 75 Caldwell Place, the OLV St. Vincent De Paul Society Food Pantry at 767 Ridge Road, and the Second Baptist Church food pantry at 18 Church Street. Additional food resources may be available to each program through local food drive efforts, corporate donations and community partnerships.

### Pre-School Programs

Pre-school programs in the City serve a number of community interests. Specifically, pre-school programs build a solid educational foundation for students entering the Lackawanna School District's academic curriculum, provide high quality child care services for children in need, and deliver important nutritional, developmental and social services to children and families. Pre-school services and programs in the City include Community Action Organization Head Start and the Lackawanna School District Pre-K program. The early childhood care program that is offered through Baker Victory Services was previously discussed in Section 2.6.4.

Community Action Organization of Erie County offers Head Start programs throughout the area. In the City, Head Start is conducted at St. Hyacinth's campus at 257 Ridge Road. This is a comprehensive program for children ages three and four years of age that includes education, mental health services, nutrition, parental involvement and disability services. Speech therapists, physical and occupational therapists and special education teachers work directly with the students and teachers in the classrooms. This program is offered free of charge to the neediest, meaning children from households with incomes at or below the poverty level.

The Lackawanna City School District offers Pre-K education at the Truman Elementary School for children four years of age. There are 90 children enrolled in this program for the 2014-15 school year.

### Youth Services

- **Lackawanna Youth Board and Youth Bureau**

The Lackawanna Youth Board is a youth advocacy and juvenile delinquency policy advisory board. The Youth Bureau is an administrative office that develops and oversees youth programs, provides youth advocacy services, prevents juvenile delinquency, rehabilitation and positive youth development.

The Lackawanna Youth Bureau plans, promotes and organizes recreational and cultural activities for youth in the City. The Bureau organizes events that bring youth together in a positive manner to encourage community involvements. Activities include such things as a WinterFest; a Youth Recognition Program to honor youth, youth groups and adults who service youth in the

community; the Father Baker Chess Tournament; and National Night Out, which bring youth, their families and the community together with law enforcement officers and firemen for an evening of fun. The Youth Bureau currently provides funding for City Recreation Department programs, a first offender program for juveniles arrested for non-violent crimes, and a Catholic Charities youth intervention program. In addition to the existing programs and events offered by the City, Youth Bureau, and Scots, more opportunities are needed for the youth of Lackawanna.

- **ACCESS of WNY Youth Programs**

The Arab American Community Center for Economic and Social Services (ACCESS) of WNY was founded in 2005 by a group of local Arab American community members who had great concern for the future of youth in the community. One of their main objectives is to empower and educate students to help them become well-rounded members of society. ACCESS provides a successful afterschool drop-in center, youth cultural arts, and summer youth programs, and offer programming such as STEM enrichment, Tech Savvy Girls, Girl Scouts, and one on one tutoring. They provide free use of computers and printers, free afternoon snacks, career counseling and writing workshops, movie nights and many other programs. Youth in the community are also provided with volunteer opportunities in the community.

ACCESS of WNY provides mentoring and assist youth and young adults with college and career pathways. Over the past five years, they have been able to provide two \$500.00 scholarships for graduating high school seniors. One is awarded to a student at Lackawanna High School and the other goes to a student at Global Concepts Charter High School.

- **Boy Scouts**

The mission of the Boy Scouts of America's Mission is to "prepare young people to make ethical and moral choices over their lifetime by instilling in them the values of the Scout Oath and Scout Law". The Boy Scout Greater Niagara Frontier Council has programmed activities in the area since 1910. In 2014, the Council had approximately 17,138 youth participants in over 400 Packs, Troops and Posts.

Within the City, the Council oversees three Cub Scout and three Boy Scout units. The Lackawanna Cub Scout program, meets at St. Anthony's RC. Church, the JB Weber Post and Bethel Presbyterian Church, servicing boys ages 7 through 10. The Boy Scout program, which meets at St. Anthony's, Bethel Presbyterian and the Father Baker Knights of Columbus, accommodates boys ages 11 to 18.

- **Girl Scouts**

The Girl Scouts organization is "uniquely dedicated to preparing girls and young women for tomorrow's challenges by providing opportunities today." The Girl Scout Council of Buffalo and Erie County operates seven Girl Scout troops in the City. The Lackawanna-South Buffalo scout unit #314 provides opportunities for young girls in the Lackawanna community. ACCESS of WNY also offers a Girl Scout program.

The City Girl Scout troops are organized into four age groups:

- One (1) Daisy Girl Scout Troop, ages 5-6
- Two (2) Brownie Girl Scout Troops, ages 6-8 Q
- Two (2) Junior Girl Scout Troops, ages 8-11 Q
- Two (2) Cadette Girl Scout Troops, ages 11-14

All troops meet at the Bethel Presbyterian Church in the City.

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**2.7**

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**CULTURAL RESOURCES**

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## 2.7 HISTORIC AND ARCHAEOLOGICAL RESOURCES

### 2.7.1 Historic Resources

The City of Lackawanna (City) has an interesting history, attested to by its wide variety of historic buildings and sites. The City contains numerous properties that played a significant role in the growth of western New York. Many of these sites continue to provide important reminders of the area's heritage.

The Lackawanna Historical Society plays an active role in organizing and publicizing the historic resources in the City. The future designation of historic structures and landmarks will generate funding for building rehabilitation and improvement, as well as public interest in these historic resources.

The National Historic Preservation Act of 1966 and the New York State Historic Preservation Act of 1980 established the National and State Registers programs. In New York State, the Commissioner of the NYS Office of Parks, Recreation and Historic Preservation is also the State Historic Preservation Officer and administers these programs. Historic resources of significance, that meet program criteria, are listed on these registers, which provide certain protections for these resources. To date, there are only one resources in the City that is listed on the National and State Register of Historic Places. This includes:

#### **McKinley Parkway**

McKinley Parkway, from McKinley Circle at Dorrance Avenue to South Park Avenue, is part of the historic Frederick Law Olmsted system of parks, landscaped circles, parkways and avenues that are found throughout the City of Buffalo. McKinley Parkway is recognized as an integral part of South Park. Olmsted designed McKinley Parkway as a main entrance to the Park; this roadway serves as an important physical and visual gateway to this significant historic and scenic resource. The entire Olmsted Park system was designated as a Local Historic District in the City of Buffalo and was listed on the National and State Register of Historic Places in 1982.

In addition to these resources, there are a number of other historic structures and sites in the City that are considered to be of local historic significance. Many, if not all, of these sites are eligible for listing on the Historic Registers. These sites include the following:



#### **Father Nelson Henry Baker's "City of Charity"**

Father Nelson Henry Baker was a Roman Catholic priest and church administrator in the City. Prior to his death in 1936, he helped to establish the "City of Charity", which was comprised of Our Lady of Victory Basilica, an infant home, a home for unwed mothers, a boys' orphanage, a boys' protectory, a hospital, a nurses' home and a grade school and high school. Since 1986, the Our Lady of Victory parish and the Diocese of Buffalo have been working to secure Father Baker's canonization. He has been designated as "Venerable" by the Roman Catholic Church. The significant structures are a testament to his tireless devotion to help the poor and unshakable faith.

#### **Our Lady of Victory Basilica**

The onset of World War I and increased steelmaking activity brought a great influx of steelworkers seeking schools and services in the City. This prompted Father Baker to consider establishing a larger parish in the community. St. Patrick's had been damaged by fire, prompting Father Baker to unveil his plans for a shrine to the Blessed Mother Mary. The new church would be located on the site occupied by St. Patrick's Church and



parish school, at the southeast corner of Ridge Road and South Park Avenue. The magnificent National Shrine of Our Lady of Victory, dedicated in 1926, was described in the official Vatican newspaper as one of the most superb churches in America. In that year, Pope Pius XI elevated the church to a minor Basilica by apostolic decree, with unique honors and privileges. Father Baker was in charge of the Basilica and the parish's various institutions of charity until his death on July 29, 1936.

The exterior of this ornate baroque structure is clad in Georgia and Carrara marble. The interior is noted for its rich use of materials, including different types of marble, mahogany woodwork, and fixtures of gold, silver, copper and bronze. Our Lady of Victory Basilica is a prestigious national shrine that receives countless visitors and worshipers each year. Its prominence in the City has made Lackawanna closely identified with this treasure. This structure warrants recognition as an historic structure as well as an historic landmark.

#### **Our Lady of Victory Homes of Charity**

Father Baker set out in 1906 to build a home for unwanted infants. Completed in 1909, Our Lady of Victory Infant Home offered full nursing and medical care for infants and children up to five years of age. Located at the corner of South Park Avenue and Ridge Road, the Home was immediately filled, and within two years of its opening received over 700 homeless infants and young children, many of whom were adopted. With this new building, the Homes of Charity at Limestone Hill, was established as the largest and most comprehensive center of charity in the country.

#### **Our Lady of Victory Hospital**

With the Infant Home filled beyond its capacity, in 1914, Father Baker undertook construction of a large addition to this home that would become a full-service general hospital. Opened in 1919, the Our Lady of Victory Hospital included additional facilities for infants, as well as a nursing school and private quarters for unwed mothers. At Father Baker's insistence, no one was to be denied care because of their inability to pay.



After the hospital became a part of Catholic Health, Our Lady of Victory Hospital was combined into Mercy Hospital, which is located on South Park Avenue in the City of Buffalo. Faced with closure in 1999, Catholic Health promised the Lackawanna Community that it would develop a viable re-use of the facility. Research showed the needs of the frail and elderly in the Southtowns were not being met. Therefore, a comprehensive plan was developed, and the former Hospital was repurposed to include low-to-moderate income apartments, a nursing home, and a program of all-inclusive care for the elderly, with community spaces inside and out. In 2008, the facility became the Our Lady of Victory Senior Neighborhood, a comprehensive, state-of-the-art living facility for senior citizens. Today, this facility remains an important part of the history of the community.

#### **Colonel John B. Weber House**

Located on 67 acres on the west side of Abbott Road, the estate of Colonel John B. Weber, "Shamokin," featured an impressive residence, fountain, circular drive, elaborate pump house, windmill and several barns. Constructed in 1868, the home was considered an excellent example of a fashionable country residence and was pictured in the Erie County Atlas of 1880.

The numerous accomplishments of Colonel Weber have been catalogued by the Lackawanna Historical Society. Born in 1842 in Buffalo, John Weber followed a distinguished military career that began with his enlistment as a private in the 44th New York Volunteer Infantry in 1861. Weber earned many promotions, advancing to Corporal, Second Lieutenant, Captain and Lieutenant. While not yet 21 years of age, he was promoted to Colonel of the 89th United States Colored Infantry, making him the Union's youngest colonel.

After his military service, Colonel Weber was elected to two terms as Congressman from the 33rd Congressional District (which included Niagara County, country towns in Erie County and the 12th ward of Buffalo). He worked to pass the Rivers and Harbors Bill, which led to the building of the Buffalo Harbor break wall on Lake Erie. He also served on the Pan-American Exposition Committee, securing funding for the construction of several buildings and exhibits.

Colonel Weber was instrumental in convincing Lackawanna Steel to locate south of Buffalo. He led the Buffalo Municipal Affairs Committee in a drive to buy land for Cazenovia and South Parks and ensure their future use as public park land.

The Colonel John B. Weber home is currently owned by the Catholic Diocese of Buffalo and is used as a parish house for the adjacent Our Lady of Bastrica Roman Catholic Church on Abbott Road. The Lackawanna Historical Society arranges tours of this facility, upon request. In recognition of the significance of this property, it warrants listing on the National and State Registers of Historic Places or landmark designation.



#### **Lackawanna Public Library**

The Lackawanna Public Library is a beautiful colonial style building with magnificent oak woodwork. Located on Ridge Road, between NYS Route 5 and South Park Avenue, the library was built in 1922 with money donated by Andrew Carnegie. A rear portion was added to the original structure in 1937. Carnegie was a 19<sup>th</sup> century steel tycoon who became one of the 20<sup>th</sup> century's most famous national philanthropists. The Lackawanna Public Library was one of the last libraries in the nation that was funded by the Carnegie Foundation. The library contains unique collections of local and regional interest and is

eligible for listing as a National and State Register as a Historic Landmark.

The site that was chosen for the construction of the library had been used since 1858 as Howard's Cemetery, a burial ground for paupers and the unknown dead of Buffalo. The work of exhuming the remains of over 3,800 bodies took more than a year, but it rendered the highly visible site perfectly suitable for public use. In 1994, a monument was erected on the site to honor the dead who had been buried there.

#### **Lackawanna City Hall**

Opened in 1914 by Mayor John Widmer, this building's stately construction was representative of City's prosperity and growth in the early part of the 20th century. In 1970, a modern steel frame addition was erected at the front of the original building to accommodate the growing City government. Additional alterations were made to the original building to make it suitable for the Police Department and City Council quarters.



#### **Dom Polski Association Building**

Located on Ridge Road, in the First Ward, the Dom Polski building was originally designed as a hotel and was known as the Lenahan Building. Plans for the hotel were abruptly stopped when Prohibition was instituted. The Polish Home Association bought the building in 1919, and renovated it for use as the Polish Home. Following its opening, it immediately became popular with Slavic people, as well as Polish. Over the next decades, the building hosted numerous club meetings, banquets, weddings and other social occasions and became a social and cultural center for many area residents. The Dom Polski building underwent extensive remodeling in 1932 and again in 1950.

Currently vacant, the Dom Polski building was recently saved from demolition by the Lackawanna Historical Society. Although the Historical Society is seeking an agency or individual to rehabilitate the structure for potential use once again as a multi-cultural center in the First Ward, the building's future is in question.

#### **Hale Nursery House**

Mrs. J. Hale, a florist in Buffalo, built her home and greenhouses on Electric Avenue, near Ridge Road. The home still stands, although it is now surrounded by urban development. The private owner has given permission to the Lackawanna Historical Society to place a marker on the building to commemorate its history.

#### **Lackawanna Firefighters and Historical Preservation Museum**

Originally located in the Lackawanna Public Library, the Firefighters Museum is temporarily housed on the second floor of Fire House #3, on South Park Avenue. The incorporated museum contains display cases with first aid and firefighting implements on display. The museum is not open to the public due to the building's lack of handicapped access; however, school classes are allowed to tour the museum by appointment.

#### **First Ward Fire House**

Located at 205-207 Ridge Road, the First Ward Fire House holds significance to the City as a remnant of its early emergency response system. The building was continuously used as a fire house until approximately 1980.

#### **Marine Corps League Building (Bett-Toomey Post)**

This building, currently owned by the Marine Corps League, is over 100 years old. The building was named after two deceased Marines from the City: Edward L. Bett and William Toomey. Located at 1794 Electric Avenue, in the Second Ward, the building has historically served a variety of public uses, having previously been an I.O.O.F. Hall and a fire hall. The League is in the process of renovating the interior of the building, which is used for Scout troops, rifle range and public gatherings.

#### **Reed Cemetery**

This Civil War cemetery is located at the northern end of Electric Avenue, between Ridge Road and Nason Parkway, in the Second Ward. Tucked amongst older residences, the cemetery property once belonged to Nelson Reed, one of the largest landowners in the area through the 1800's.

#### **Old Toll House**

In the latter part of the 19th century, when the City was still part of the Town of West Seneca, a tollgate was placed on what is now Dorrance Street, after the road was improved with planks on one side. The tolls were discontinued when districts were set up by the Town to keep the roads in good condition, and the toll house was moved to Nason Parkway. The building was used as a key shop for many years and is currently a private residence.

### **2.7.2 Archaeological Resources**

The location of the City, along the Lake Erie waterfront, and the presence of the Smoke Creek corridors indicate that these areas may have been attractive for Native American settlement. According to New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP) records, no known sites of archaeological significance have been identified or are known to exist along the Lake Erie shoreline or along the shorelines of both creeks. Most of the Lake Erie waterfront, and extensive portions of the land along the corridors of both branches of Smokes Creek, have been disturbed by clearing and development over the years. There are some larger areas of undisturbed lands in the central portion of the City, which surround the creek corridors. These areas include the southern and southeastern portion of Holy Cross Cemetery, which borders along the north branch of Smokes Creek, as well as the undeveloped land located behind the Lackawanna Senior

Center, which extends along the south side of the creek. There is also a large area of undeveloped land located south of Martin Road and the Martin Road Elementary School that surrounds the south branch of Smokes Creek. There is also a large area of undeveloped land located between the Norfolk Southern railroad tracks and a residential area that is situated south of Ridge Road and east of Abbott Road. The archaeological sensitivity of these areas is unknown.

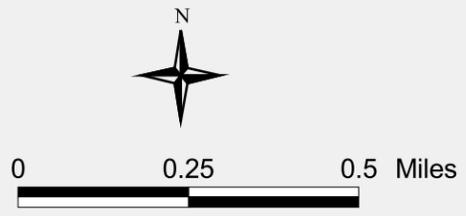
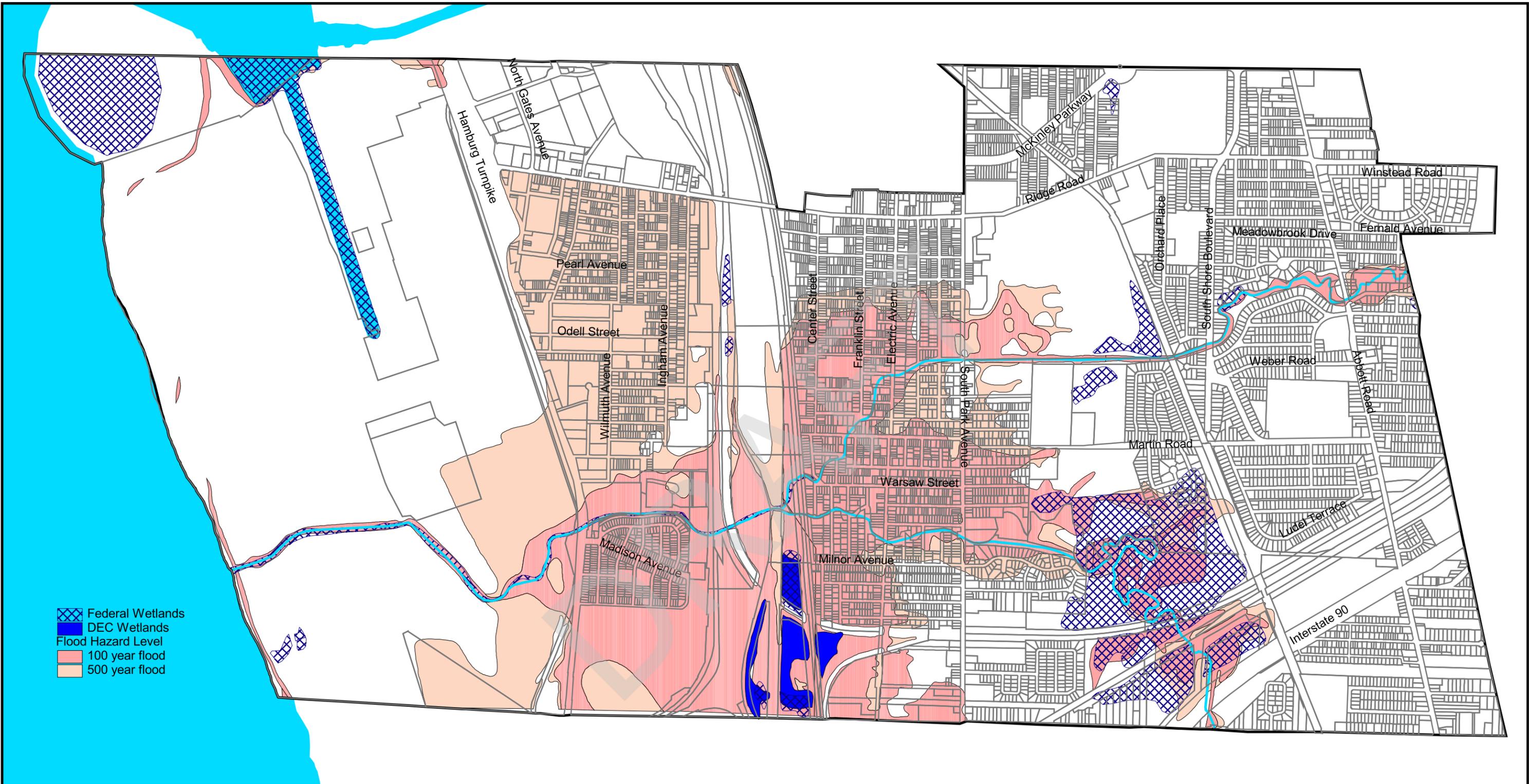
The NYSOPRHP Cultural Resources Information System mapping identifies two areas within the City where Archaeological Sensitivity Assessments have been conducted. These areas (which are shown in bright green on Figure 2-7) include a Phase I Cultural Resources Investigation for the Martin Road Subdivision, and a Phase IA Cultural Resource Investigation for the proposed Nortel-NY Cricket Cellular Communications project. A Phase I Cultural Resources Investigation was also prepared for the Aquatic Ecosystem Restoration Project in the lake at South Park. The NYSOPRHP should be contacted prior to undertaking any development projects within the City, particularly in those areas that have not been previously disturbed.



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**2.8**

**MAPPING**

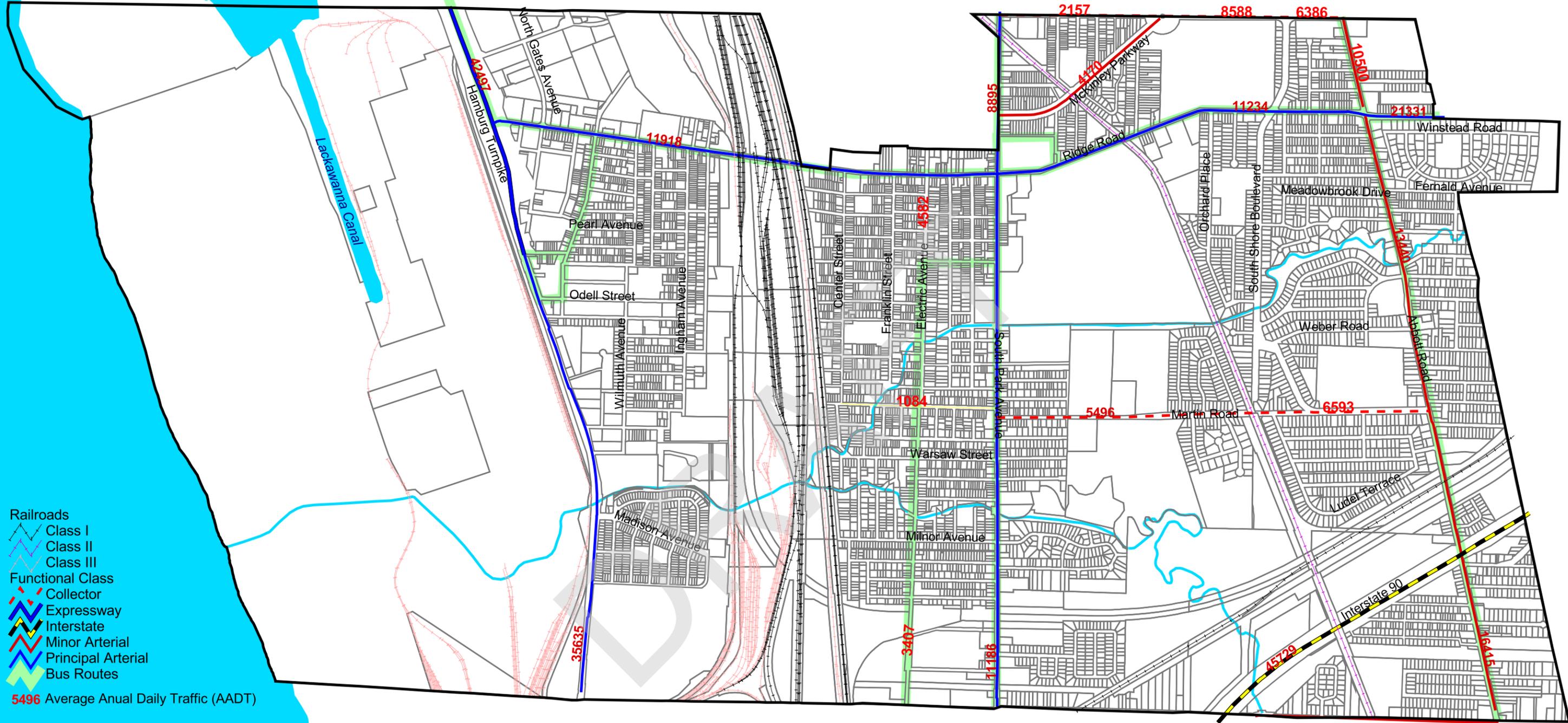


City of Lackawanna Comprehensive Plan  
 Lackawanna, New York

**Map 2-1: Environmental Considerations**

DESIGN based PLANNING, INC.  
 peter j. smith & company, inc.  
 www.djpsc.com  
 United States Du. Iso, New York - Canada For. Erie, Ontario

**KHEOPS**  
 Architecture, Engineering & Survey, DPC



- Railroads
- Class I
- Class II
- Class III
- Functional Class
- Collector
- Expressway
- Interstate
- Minor Arterial
- Principal Arterial
- Bus Routes
- 5496 Average Annual Daily Traffic (AADT)

# City of Lackawanna Comprehensive Plan

Lackawanna, New York

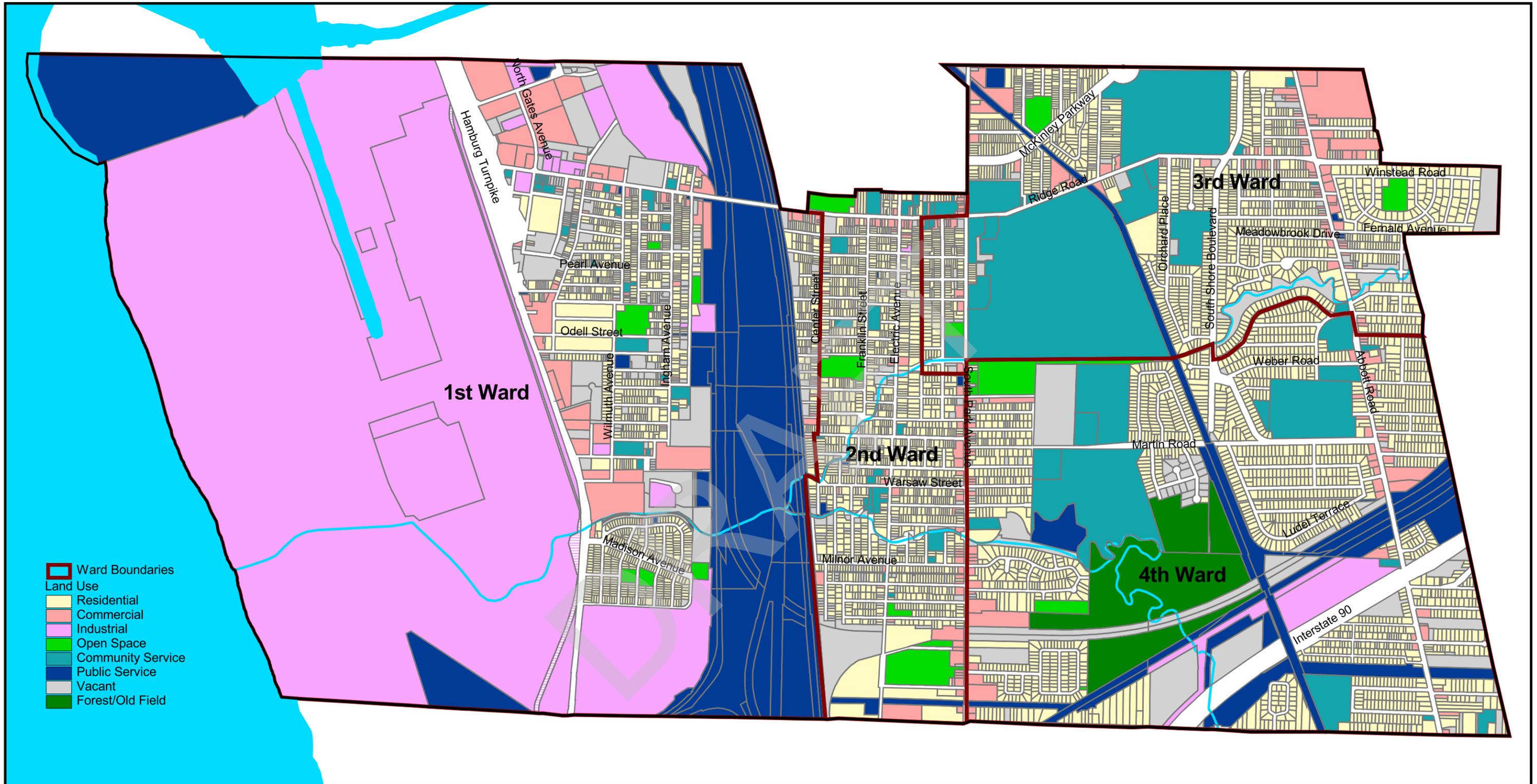
## Transportation



0 0.25 0.5 Miles

**DESIGN** based  
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peter j. smith & company, inc.  
www.sjcscompany.com  
United States Buffalo, New York - Canada Fort Erie, Ontario

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Architecture, Engineering & Survey, DPC



- Ward Boundaries
- Land Use
- Residential
- Commercial
- Industrial
- Open Space
- Community Service
- Public Service
- Vacant
- Forest/Old Field

# City of Lackawanna Comprehensive Plan

Lackawanna, New York

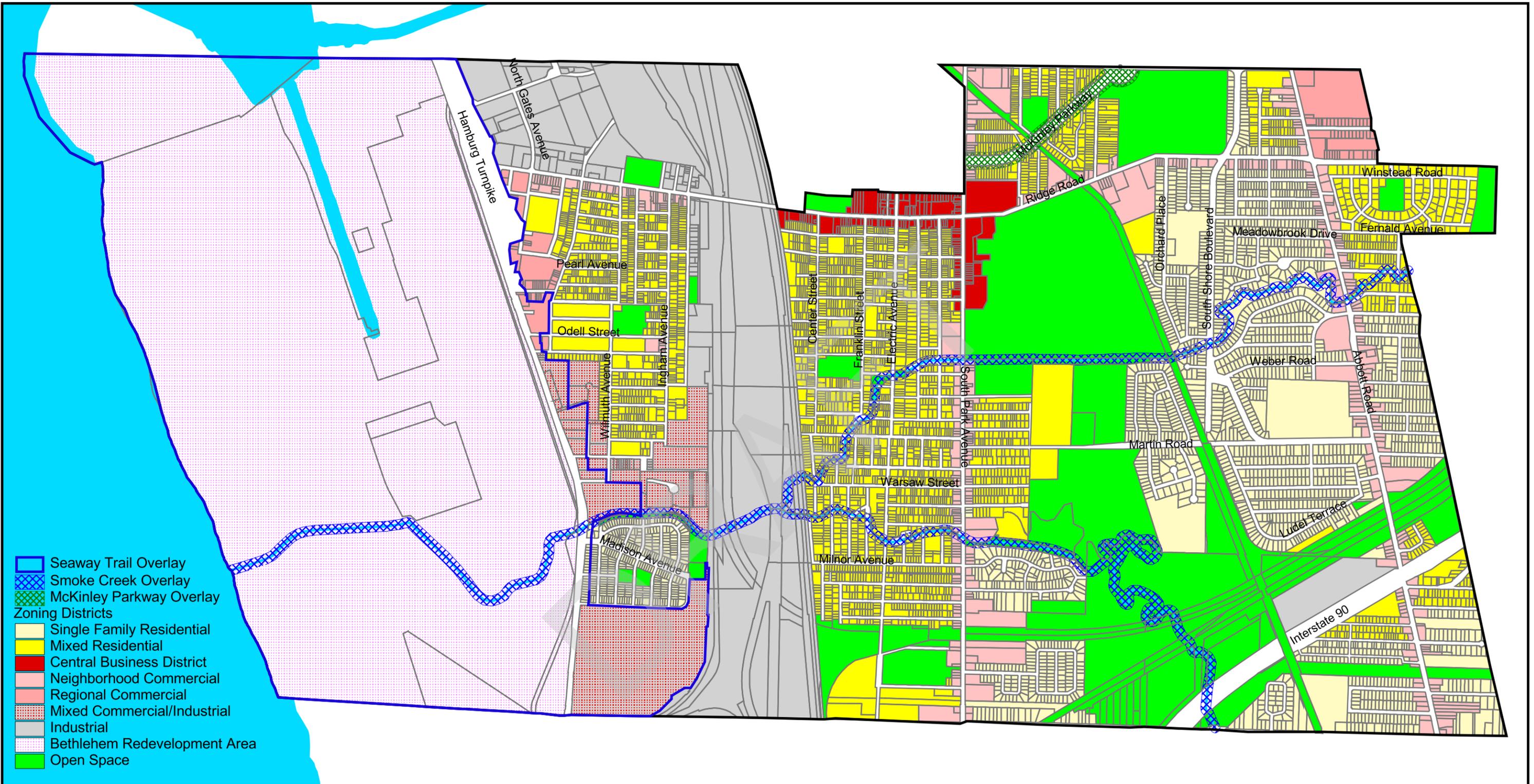
## Map 2-3: Existing Land Use



0 0.25 0.5 Miles

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- Seaway Trail Overlay
- Smoke Creek Overlay
- McKinley Parkway Overlay
- Zoning Districts
- Single Family Residential
- Mixed Residential
- Central Business District
- Neighborhood Commercial
- Regional Commercial
- Mixed Commercial/Industrial
- Industrial
- Bethlehem Redevelopment Area
- Open Space

# City of Lackawanna Comprehensive Plan

Lackawanna, New York

## Map 2-4: Current Zoning

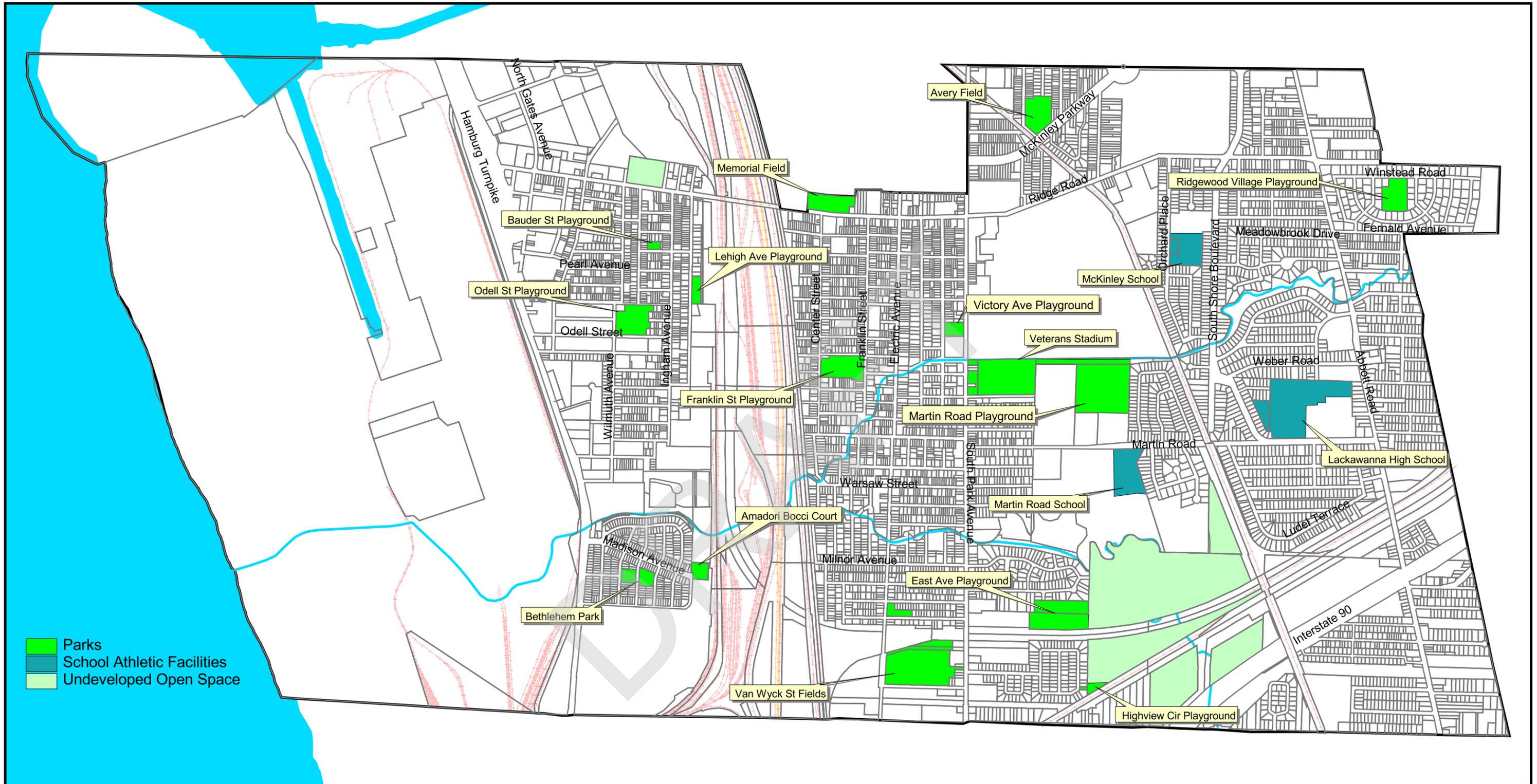


0 0.25 0.5 Miles



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# City of Lackawanna Comprehensive Plan

Lackawanna, New York

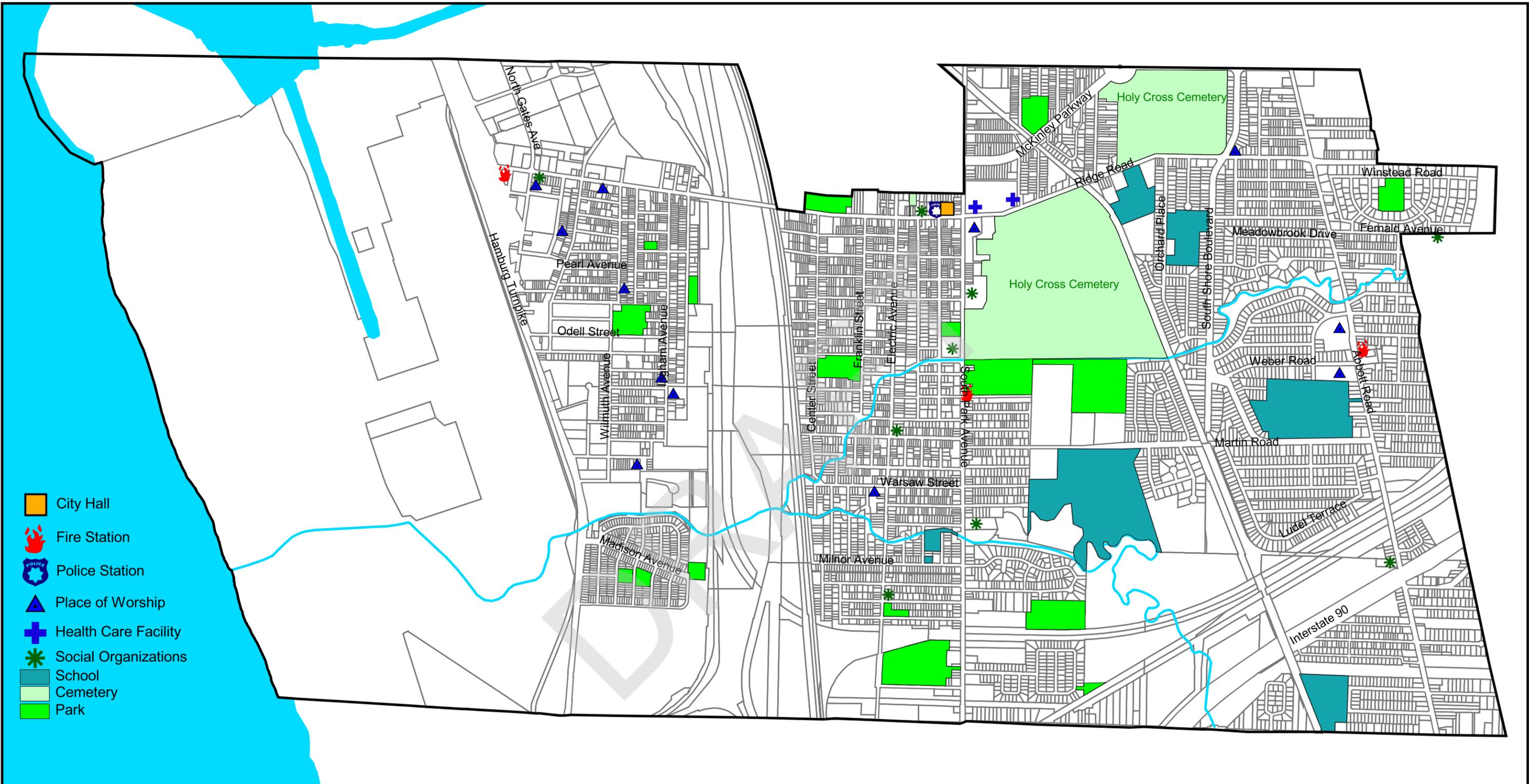
## Map 2-5: Parks, Recreation & Open Space

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 Architecture, Engineering & Survey, DPC



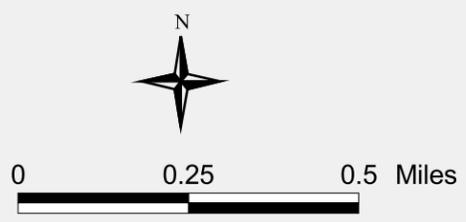
0 0.25 0.5 Miles



-  City Hall
-  Fire Station
-  Police Station
-  Place of Worship
-  Health Care Facility
-  Social Organizations
-  School
-  Cemetery
-  Park

City of Lackawanna Comprehensive Plan  
Lackawanna, New York

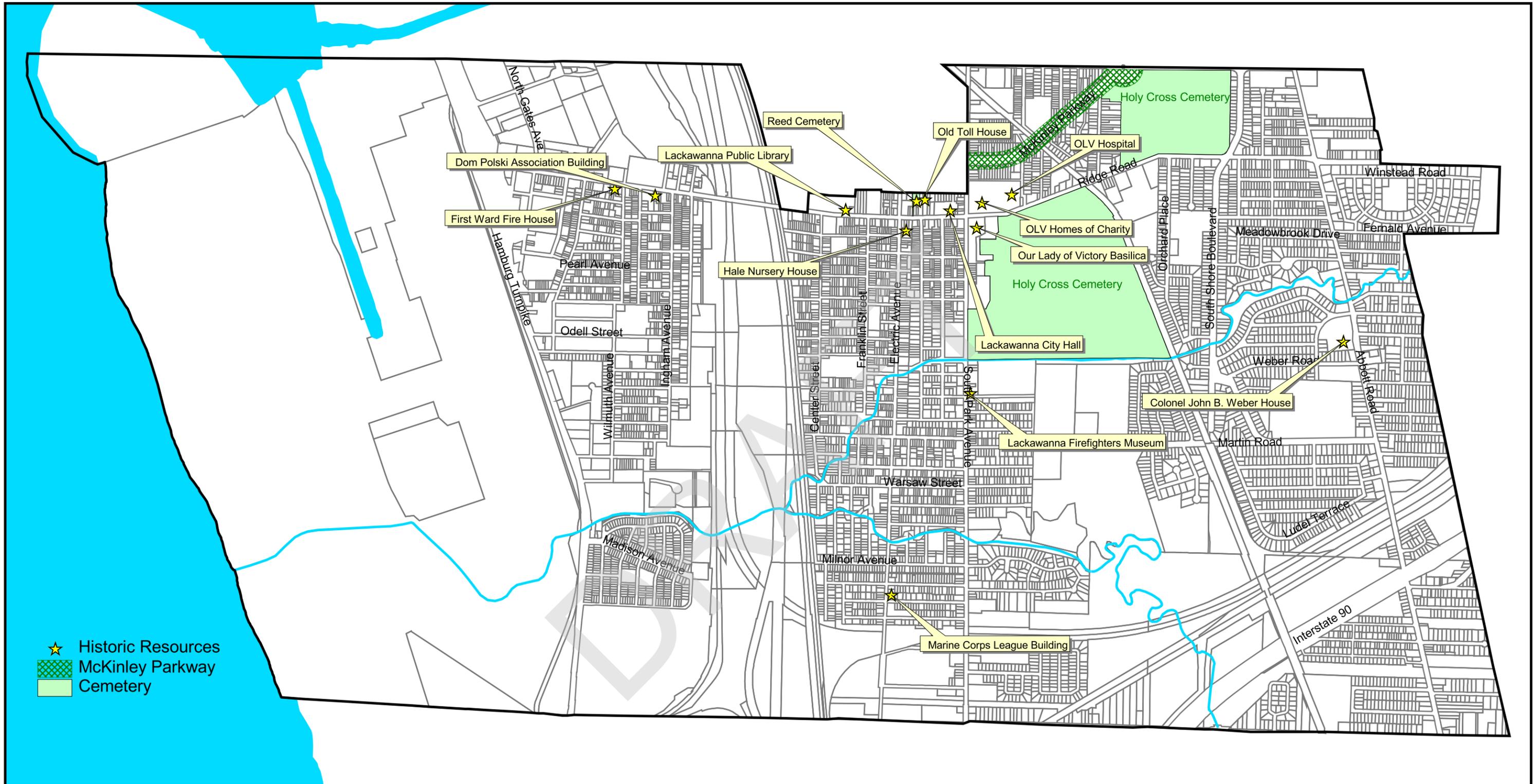
## Map 2-6: Community Resources



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**Map 2-7: Historic Resources**

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**OPPORTUNITIES FOR GREEN INFRASTRUCTURE**

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### 3.1 OPPORTUNITIES FOR GREEN INFRASTRUCTURE

Stormwater runoff is one of the leading sources causing water pollution and flooding. Stormwater runoff collects pollutants such as oil, pesticides, sediments, bacteria and deposits them into waterbodies. The Center for Watershed Protection's research has demonstrated that as little as 8% impervious coverage of a watershed can result in degradation of water quality. At 25% impervious coverage, the waterways have lost most of their biological diversity and have significant impairments. A two-acre single home lot has approximately 13% impervious cover and a shopping center has over 90% impervious cover. This data collected from the Center for Watershed Protection stresses the need for green infrastructure to protect waterways. The following opportunities have been identified to mitigate stormwater runoff:

#### **Low Impact Development (LID)**

Low Impact Development (LID) is a green infrastructure approach that the City of Lackawanna (City) can implement to maintain healthy waterbodies and a balanced approach to managing altered hydrology. LID approaches can be used in any type of development scenario including new development, redevelopment, or retrofitting existing conditions. When constructing a natural filtration process into developed infrastructure it provides stormwater management, flood mitigation, air quality management and much more.

LID is an approach to land development that works with nature to help better manage stormwater as close to the source as possible. LID applies principles including preserving and recreating natural



landscape features and limiting impervious surfaces to allow a natural stormwater cycle. There are many practices used to implement these principles including green sidewalks/parking lots, green (vegetated roofs), green parks, rain gardens, rain barrels, enhanced street tree plantings, permeable pavements, and bioretention areas. Implementing these LID practices allows stormwater to be better managed by reducing the impact of developed areas and provides the natural movement of water within an ecosystem.

#### **Green Streets and Alleys**

Green Streets and alleys use the existing construction of roadways to allow the public right of way area to manage stormwater runoff that it creates. The most cost effective implementation process occurs when reconstruction activities occur. Impervious surfaces can be replaced with porous pavements or construct inlets routed into a storage or filtration bed beneath standard pavements. Any open space can be occupied by street trees, curb extensions, or sidewalk planters.

#### **Green Sidewalks**

Green infrastructure technologies that can be incorporated to sidewalks include curb extensions, sidewalk planters (as shown), tree trenches, and porous pavements. Silva cells and root barriers can be installed into the design which will provide minimal root upheaval and sidewalk displacement.

#### **Green Parking Lots**



Green infrastructure parking lots are generally constructed by excavating the existing surface and installing a stone subsurface infiltration bed in conjunction with porous pavement, stormwater inlets, and catch basins redirected into the stone bed. Runoff from adjacent gray infrastructure can be rerouted into the filtration bed and bioretention can be integrated with the design to increase tree canopy, promoting evapotranspiration.



**Green Roofs**

Green roofs reduce the amount of stormwater runoff and delay the time at which runoff occurs. Water is stored by the substrate and then taken up by the plants from where it is returned to the atmosphere through transpiration and evaporation. In summer, depending on the plants and depth of growing medium, green roofs retain 70-90% and in winter 25-40% of precipitation that falls on them.

**Enhanced Tree Planting**

Enhanced tree planting can be integrated with sidewalks and roadway improvements to manage stormwater and achieve tree canopy goals. In addition to stormwater management, enhanced tree planting benefits include energy, air quality, carbon, and property value benefits.

**Private Downspout Disconnection**

There is a range of green technologies that can be used on private properties. Rain gardens are vegetated depressions designed with an engineered soil layer that promotes infiltration of stormwater runoff from surrounding impervious surfaces. Cisterns and Rain Barrels are watertight receptacles designed to catch and store stormwater off of roofs and other impervious services.



Implementation of green infrastructure technologies on park properties can manage stormwater on-site including adjacent impervious surfaces such as surrounding neighborhood streets and through downspout disconnections to manage stormwater from surrounding roofs. The benefits of green parks include a natural source of irrigation for these green spaces. Public schools typically occupy larger-sized parcels, with a large percentage of their area consisting of impervious surfaces. Schools can provide a variety of green infrastructure techniques that manage stormwater generated on-site and also manage additional impervious area from adjacent properties similar to green parks.

The City has teamed up with other communities in Western New York to develop the Western New York Stormwater Coalition to protect waterways and enhance the quality of life in their region. The overall goal of the Coalition is to utilize regional collaboration to identify existing resources and develop programs to reduce the negative impacts of stormwater pollution. The City's municipal codes specifically addresses stormwater runoff associated with developed properties and explains requirements such as Stormwater Pollution Prevention Plans (SWPPP), performance and design criteria, maintenance, inspection and repair of stormwater facilities (Chapter 230 ZONING Article XII - Stormwater Management).



Given the green infrastructure practices listed above, not all are suitable for every community. The following recommendations for green infrastructure in the City include:

- Replace impervious surface areas with porous pavements.
- Integrate enhanced tree planting with sidewalks, roadways, and recreational areas.
- Incorporate curb extensions, sidewalk planters, and tree trenches in sidewalks.

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**ENERGY RESOURCES AND INITIATIVES**

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### **3.2 ENERGY RESOURCES AND INITIATIVES**

As presented in Section 2.2.6, the City of Lackawanna's (City) electrical service is provided by National Grid. Adequate electrical service is available to accommodate both present and future development. Natural gas is provided by National Fuel Gas and is available to all residential, commercial and industrial properties in the City.

Renewable energy sources are energy sources that are continually replenished. These include energy from water, wind, the sun, geothermal sources, and biomass sources. Renewable energy resources offer clean alternatives to fossil fuels, pollution or greenhouse gases, and they will never run out. The production and use of renewable fuels has grown more quickly in recent years as a result of fluctuating prices for oil and natural gas, as well as a number of State and Federal Government incentives.

As previously stated, the City is home to one of the largest urban wind farms in the world. Steel Winds was built on a 30-acre brownfield site on one of the former Bethlehem Steel properties, encompassing approximately 1,600 acres. The total production capacity of 35 megawatts can generate enough electricity to service approximately 6,000 homes.

Steel Sun is a solar energy project of approximately 25 acres at the former Bethlehem Steel site, adjacent to Steel Winds. Steel Sun will consist of 13,000 solar panels capable of generating 4 megawatts a year and is expected to commence in 2016.

A NYSERDA FlexTech Study was completed for the City in May 2014 to identify potential energy savings within the municipal buildings and infrastructure. The following data was collected:

- Upgrades to municipal building would save approximately 663.4 MMBtu/year.
- Retrofitting the City street lighting system to replace the 2,386 High Pressure Sodium (HPS) street light fixtures with energy efficient Light Emitting Diode (LED) fixtures would reduce the annual energy consumption by 1,075,768 KWh/year. Assuming that the number of street light fixtures and energy rate will stay the same (\$0.089/KWh in May 2014), the change is anticipated to reduce the annual energy consumption by \$95,768/year. It is assumed that all fixtures would be replaced within the first 5 years.
- Additional municipal building and infrastructure modifications are anticipated to save an additional 224,238 KWh/year. These modifications include lighting retrofits, as well as replacement of various heating, ventilation, and air conditioning (HVAC) components at Lackawanna City Hall, the Department of Public Works facility, fire stations, and senior center.
- The use of electric vehicles for City fleet vehicles will result in gasoline savings. The GREET Fleet Footprint Calculator was used to determine the future gasoline savings. The gasoline savings were calculated assuming that one fleet vehicle will be replaced per year, and 12,000 vehicle miles traveled per vehicle per year.
- The use of electric vehicles for City fleet vehicles will result in diesel fuel savings. The GREET Fleet Footprint Calculator was used to determine the future diesel fuel savings. The diesel savings were calculated assuming one fleet vehicle will be replaced per year, and 12,000 vehicle miles traveled per vehicle per year.

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**SUSTAINABILITY MEASURES**

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### **3.3 SUSTAINABILITY MEASURES**

The western New York region seeks to create a future where social and environmental issues are addressed within the framework of a sustainable economy. The pursuit of this sustainability includes the creation and maintenance of conditions under which the region utilizes the resources given in the most effective ways to permit social and economic growth while preserving natural resources. The Western New York Sustainability Plan establishes a framework for measuring progress toward a more sustainable region. Sustainability indicators provide benchmarks to measure the success of quantifiable actions. The FlexTech Study completed for the City of Lackawanna (City) determined the following projected impacts on regional and local sustainability indicators.

#### **Energy Consumption Per Capita**

This indicator measures the energy consumption per capita for residential, commercial, industrial, and transportation uses. Per the United States Energy Information Administration, in 2010 the average energy consumption per capita in the western New York region was 181 MMBtu/year, as compared to the state average of 192 MMBtu/year, and a national average of 317 MMBtu/year. Methods of reducing the energy consumption rate in the City are described in 3.2 Energy Resources and Initiatives.

#### **Electricity Generated from Renewable Resources**

The Steel Winds helped contribute to the New York State goal to expand renewable energy to 30% of electricity used by 2015. The City will create policies to encourage continued development of renewable electricity generation throughout the City, including wind power and solar energy. The City will reduce regulatory hurdles required for businesses to develop renewable energy projects, and improve the infrastructure required to operate such businesses.

#### **Average Carbon Dioxide Emissions Per MWh of Electricity Generated**

Energy generation using carbon intensive fuels are a major source of greenhouse gas emissions in the region. Despite the 58% of electricity generated in the western New York region coming from non-emitting, renewable energy sources, the average carbon dioxide emissions per MWh of electricity generated in the region was 900 lbs CO<sub>2</sub>/MWh for 2010, which is higher than the upstate average for consumption of 500 lbs CO<sub>2</sub>/MWh. The Steel Winds project has contributed to reducing the use of fossil fuels and as a result of the Steel Winds, carbon dioxide emissions have been decreased by approximately 23,000 tons. The City will develop policies that will encourage the continued development of non-emitting, renewable energy sources.

#### **Total Installed Renewable Energy Capacity**

Renewable energy capacity provides an understanding of the willingness of the population to adopt newer, cleaner source of energy generation on their own, including wind, solar, and geothermal fields. The cost of small-scale renewable energy units can be prohibitive to a majority of consumers. This cost can be offset by funding through NYSERDA and United States Department of Energy incentives, which are eligible to residential, commercial, and industrial customers. The City can monitor the total capacity of on-site generation of renewable energy to monitor the impact of government incentives.

#### **Total Solid Waste Generated Per Capita**

The generation of solid waste, including municipal, industrial, construction and demolition, hazardous, and bio-solid waste is an indicator of the demands a community places on local landfills and emissions. The City may develop polices to monitor the solid waste generation from all sources throughout the City.

#### **Solid Waste Diverted Per Capita**

The City has instituted a rollout garbage tote policy within the City, including a curbside recycling program. The tote system creates cleaner, neater neighborhoods and rodent control. Studies have shown that the similar garbage collection programs have increased recycling rates by up to 35%.

The increase in recycling rates reduces the amount of waste that is sent to the landfill, which in turn reduces City costs for disposal. Recycled materials are sold for reuse, which creates a City revenue source. The City can monitor amount of waste recycled annually to measure the solid waste diverted from landfills, and the effectiveness of the recycling initiatives that are in place.

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4- RECOMMENDATIONS AND IMPLEMENTATIONS

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CONSTRAINTS AND OPPORTUNITIES

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## 4.1 FINDINGS- CONSTRAINTS AND OPPORTUNITIES

An analysis of the inventory of existing conditions (Section 2) and the results of the public participation efforts shed light on a number of findings and issues facing the City of Lackawanna (City). Public participation included public meetings, focus meetings with stakeholders, input from City officials and department heads, and comments gathered on the City's website. This section of the report highlights major findings and issues, which have been organized to correspond with the central themes established in the goals and objectives (Section 1).

### 4.1.1 Natural Resources

#### **Surface Water Resources**

- While the City is a waterfront community, waterfront usage has been limited by the lack of public access to the Lake Erie shoreline due to the location of the former Bethlehem Steel plant. The land along the waterfront has been restricted to private use for more than a century. As redevelopment is planned for this area, opportunities for access for passive recreation, and for the continuation of the Shoreline Trail multi-use trail system, should be explored to enable the public to enjoy the waterfront in this area.
- Although it flows through the center of the City, Smokes Creek does not provide any formal recreational opportunities for area residents. The Creek could be used for both fishing and some recreational boating if sufficiently restored. Additionally, a City-wide trail should also be established along the creek banks, linking existing amenities and providing an additional recreational opportunity for City residents. New York State maintains a permanent easement along both branches of the Creek for flood control purposes, and use of these lands for a public trail should be negotiated with the State.

#### **Water Quality**

- Water quality in Smokes Creek is degraded by contaminants, as well as non-point source pollution. Efforts should be undertaken to improve water quality in the Creek to enhance habitat for wildlife, as well as opportunities for public use.
- The ECSD No.6 does not have a long-term capital improvements plan in place to address system deficiencies. Therefore, the identification and correction of inflow and infiltration problems is a continuous effort. It is recommended that the County develop a long-term plan for improving the system, allowing them to more effectively schedule and budget for both critical and non-critical repairs in the City. This plan could also evaluate necessary improvements in the future that result from water quality classification upgrades to the Creek.
- The City is a member of the Western New York Stormwater Coalition. The Coalition has prepared a Stormwater Management Program Plan (SWMPP), which was developed to comply with the NYSDEC General Permit for Stormwater Discharges from Municipal Separate Storm Sewer Systems (GP-0-15- 002). This is a shared SWMPP, providing policy and management guidance to the regulated municipalities and agencies that are members of the Coalition.

The SWMPP is based on the Federal Stormwater Phase II rule, issued in 1999, which requires municipal separate storm sewer system (MS4) owners and operators, in U.S. Census-defined urbanized areas, to develop a Stormwater Management Program. There are six program elements designed to reduce the discharge of pollutants to the maximum extent practicable. These program elements include:

- Public Education and Outreach;
- Public Involvement / Participation;
- Illicit Discharge Detection and Elimination;
- Construction Site Runoff Control;

- Post-Construction Stormwater Management; and
- Pollution Prevention / Good Housekeeping for Municipal Operations.

Each minimum control measure, and the best management practices that have been implemented to maintain compliance with the NYSDEC GP-0-15-002 General Permit, are described in the plan. The responsibilities for achieving each best management practice are clearly defined in the Plan. The City should follow and implement the guidelines and recommendations in this plan to help improve water quality in local waterways.

#### **Wetlands and Habitats**

- Areas of freshwater wetlands exist in the City, particularly in the southeastern portion of the community. These areas provide benefits for wildlife and assist with flood control. Efforts should be made to prevent encroachment into regulated wetland areas.
- The area at the mouth of Smokes Creek is a New York State Designated Coastal Fish and Wildlife Habitat. This area is an important spawning area for a variety of warm water fish species, especially walleye, along with yellow perch and smallmouth bass. This area attracts significant recreational fishing activity during late spring and early summer. Reproduction of walleye at Smokes Creek Shoals may also contribute to the Lake Erie commercial fishery for this species.

Any activity that substantially degrades water quality, increases temperature or turbidity, alters water depths, or reduces physical diversity of bottom substrate at Smokes Creek Shoals could affect the fisheries resource of this area. Discharges of sewage, stormwater runoff, or industrial wastewater, containing heavy sediment loads or chemical pollutants, would result in adverse impacts on fish populations. Temporary habitat disturbances would be most detrimental during fish spawning and nursery periods (mid-March through July for most warm water species); any unavoidable human disturbance of the littoral zone should be scheduled during fall or winter to minimize potential impacts to this area.

#### **Flooding and Erosion**

- The USACE is completing a “modifications and improvement of the environment” project. They are currently in the feasibility phase of the Section 1135 project and are working on a Preliminary Site Assessment, more extensive H&H modeling and wetland delineation. USACE is looking at a possible jetty at the mouth of the Creek and improving environmental cleanups throughout the Smokes Creek corridor.
- An area along the South Branch of Smokes Creek is suffering from severe erosion problems and the streambank is now encroaching upon residential properties. Remedial action is required.

#### **Brownfields and Environmental Concerns**

- The City’s waterfront and the First Ward area have a long history of industrial use. The legacy of use remains in the form of brownfield properties. The City is currently engaged in a Brownfield Opportunity Area (BOA) Grant program funded by a New York State Department of State. The purpose of the BOA is to establish policies and procedures associated with the redevelopment of the City’s 1<sup>st</sup> Ward commercial, industrial and residential neighborhoods. The City is encouraged to promote the remediation and reuse of brownfield properties to bring these lands back to prosperous use.

#### **Clean Energy Production**

- The Steel Winds and Steel Sun projects are unique to western New York; few areas in the United States offer both forms of clean energy at one location. The expansion of these clean energy technologies is encouraged.

### 4.1.2 Infrastructure, Transportation and Utilities

#### Roadways

- Improve sections of Ridge Road that have a Greater Buffalo Niagara Regional Transportation Council (GBNRTC) road scores below 5, defined as poor and warranting reconstruction.
- The GBNRTC considers roadways with poor levels of service (on-road routes not meeting the minimum performance measure 'C') as a high priority for the provision of quality on-street bicycle facilities. The goal of GBNRTC, as described in the 2008 Bicycle & Pedestrian Master Plan, is to identify opportunities where bike lanes could be implemented by widening roadways or reconfiguring travel lanes, where feasible and appropriate. Roadways in the City that are considered as high priority and potential locations for on-road improvements include NYS Route 5, Ridge Road, Abbott Road, McKinley Pkwy, and the eastern section of Dorrance Avenue, between McKinley Pkwy and Abbott Road.

#### Bicycle and Pedestrian Facilities

- The Erie County Shoreline Trail ends at the boundary between the City of Buffalo and the City of Lackawanna. This facility is an important public amenity for recreation. Phase I of the Bethlehem Steel section of this trail, which is supported by the Transportation Improvement Program (TIP) for 2014-2018 (GBNRTC, 2013), should be constructed.
- The Erie County Regional Bikeway Network, as mapped in the GBNRTC 2008 Bicycle & Pedestrian Master Plan, includes a proposal for the development of a multi-use trail along the main branch of Smokes Creek (noted in Section 2.1.2). There is a proposal for an off-road trail that would extend along the creek corridor, from Ridge Road and on into the Town of West Seneca. In the City, this trail would be located within the boundaries of the Smokes Creek Overlay District that was established to protect the ecological corridor of the Creek. The Overlay creates a 15-foot vegetative buffer and precludes development within 50 feet of the stream bank. This is a good opportunity for trail development.
- The majority of roadways in the City have sidewalks, therefore, residents have the ability to walk to local destinations. The condition of sidewalks varies, with sidewalk in the older neighborhoods, such as the First Ward, likely to be in deteriorated condition. The City repairs sidewalks on an as needed basis; priority should be given to the First Ward and other areas with more significant needs.

#### Public Transportation

- Public Transit services in the City are provided by the NFTA, which offers four bus lines that service the community. Public transportation is important to local residents, and although service is sufficient during the week, weekend travel can involve long waits and/or long walks to bus stops. As one in five residents in the City does not have a car, adequate public transportation service is critical. The strong weekday service should be maintained and facilities should be improved to the greatest extent possible. Furthermore, weekend service should be provided on all routes and should be improved.
- The NFTA is adding bike racks to all buses, which improves access to the bus routes and enhances connectivity throughout the City and the region.
- The NFTA is implementing a pilot project along the Niagara Street corridor that uses new "next bus" technology and signal prioritization, and is looking into areas to implement this program. "Next bus" technology will assist riders by displaying the arrival time of the next bus on an electronic sign in the bus shelter. Signal prioritization will allow a sensor on a bus approaching an intersection to electronically send a signal to extend the green light, which will allow the buses to develop faster runs and increase the chance of being on schedule. The City should

work with the NFTA to facilitate the installation of new bus shelters that incorporate these technologies along transit routes in the community.

### 4.1.3 Land Use, Land Use Regulation and Planning

#### **Code Review**

- The City has no provision for complete streets. Complete streets is a statewide initiative to make communities safer, calms traffic and reduces reliance on automobile transportation. The City should embrace the complete streets concept to improve the quality of life for residents and local businesses.
- Mixed uses are permitted in commercial zoning districts, but not by physical design. While a variety of uses are permitted, they are rarely conducted in relationship to each other. Amendments to the zoning ordinance should emphasize integration of uses to establish a unified development pattern that improves the character of mixed use corridors.
- The City has no provisions for historic preservation. The City has a wealth of historic structures that should be maintained and highlighted. The City should work towards becoming a Certified Local Government (CLG) in order to make resources available. Establishing historic preservation regulations is a first step in becoming a CLG.
- There are no provisions for energy efficiency and “green” design. A thorough review and update of the zoning ordinance should address issues of energy efficiency to the maximum extent possible so that the City can market itself a “green” community to attract businesses and residents.

### 4.1.4 Socio-Demographics

#### **Housing**

- The City has a high percentage of vacant housing units at nearly 12%, with more than 60% of them likely abandoned. The City should aggressively address vacant housing so that blighted conditions do not detract from neighborhoods.
- One fourth of housing units are in multi-family structures. Monthly rents in the City are generally low compared to other municipalities outside of Buffalo. The City should continue to promote a mix of housing opportunities.
- From 2000 to 2013 the value of owner-occupied housing units has dropped in constant dollar value. Neighborhood stability needs to be addressed to improve housing conditions, encourage investment and ensure a source of affordable and quality housing stock.
- More than half of the housing units were built before 1950. Many of them date back to the period of the City’s most dramatic growth; the early 1900’s when the steel mill was built. There needs to be a concerted effort to rehabilitate or redevelop aging properties, where necessary, while maintaining the historic character of the City.
- The Lackawanna Municipal Housing Authority (LMHA) operates 490 units of affordable housing units.
- The Lackawanna Housing Development Corporation (LHDC) recently oversaw the development of 48 single-family homes and a community center on vacant properties in the First Ward. Similar activities should be promoted.

### 4.1.5 Economic Trends

**Economic Trends**

- The City has a high proportion of workers in the Health Care and Social Assistance industries and a low percentage of workers in Art and Entertainment. These statistics present industries that could be marketed as a cluster as well as identify areas that present opportunity.
- Baker Victory Services, which provides a wide range of services for children and families in need, is the largest employer in the City.
- The City should continue to support businesses and organizations that provide employment opportunities. The City should continue to develop programs, policies and procedures that will attract and maintain business and employment opportunities.
- There are over 1,200 acres of land at the Bethlehem Steel site that could be available for new development. This area provides tremendous opportunity. Redevelopment of the site should be a priority.
- The non-homestead tax rate is more than double the homestead tax rate per thousand dollars of assessed value. The City should find a way to reduce this disparity in order to attract new businesses ultimately maintaining a low homestead tax rate.
- The number of business establishments and employees declined significantly due to the 2007 recession. Since then the trend has been improving. The City should work to keep employment trends positive and establish resiliency to economic downturns.

**4.1.6 Community Services and Facilities****Parks & Recreation**

- Existing parks in the City are generally well maintained. Park quality is a priority that should be continued and improved where possible.
- Most youth athletic programs are operated by private organizations. The City should continue to work with all organizations to make sure that a variety of athletic programs are available.
- There is no public access to the Lake Erie waterfront for recreation. The potential waterfront providing access to the lake should be a priority as it could also become a tourist attraction.
- There is no trail system linking parks to the rest of the community. A trail system will improve connectivity, provide means for alternative transportation and improves quality of life within the City.
- Veterans Stadium is the centerpiece of the Lackawanna park system. The prominence of the Stadium should continue to be promoted for community interaction.
- The City owns a large area of land between the two branches of Smokes Creek and is currently underutilized. This area could be transformed into passive recreational space.
- The recreation programs that the City operates are well attended. The City should continue to provide recreational programming and expand programs where possible.

**Family, Youth and Senior Services**

- The closing of Friendship House has left a permanent void in the community. This facility provided programs and assistance for youth and seniors, including a food pantry, summer camp and foster care program. It was also a gathering place in the community. There is a need for a community center or something similar to fill the gap.

- There is only one (1) full service super market located in the City in the Abbott Road Plaza, however due to inadequate public transportation services access for some residents represents an extremely difficult issue. Residents must travel to other communities, primarily the Town of West Seneca, to shop. Food pantries fill gaps, as do smaller scale convenience stores. Working with farmers to operate farmer's markets in the summer and fall, and community gardens, are one way to increase the availability of fresh, nutritious food for local residents, particularly low-income families.
- Afterschool programming for youth is lacking in the community. This especially applies to families that don't have transportation. While the open gym program is available through the collaboration between the City and the School District, and the Public Library and ACCESS of WNY provide some afterschool programming for youth, more is needed. Options for public-private school collaboration should be explored for sports clubs or intramurals, among other things. Partnering opportunities with the LMHA should also be explored. Additionally, the capacity of the library as an after school hub should be strengthened. The City's Youth Bureau should also develop a Youth Engaged in Service (YES) program, similar to what is conducted in other western New York communities, including Hamburg, West Seneca, Cheektowaga and Amherst.

### 4.1.7 Cultural Resources

#### **Historic Resources**

- The City has an interesting history and contains a number of important sites and structures that are testimony to this heritage. The OLV Basilica is the most prominent structure in the City and is a prestigious national shrine. Its prominence in the City has made Lackawanna closely identified with this structure. This important historic resource creates an opportunity for greater tourism. Additionally, its close proximity to the significant sites that were designed by Frederick Law Olmsted, which include McKinley Parkway and South Park (in the City of Buffalo), increases the need for an overall strategy to advance and capitalize on historic and cultural tourism in the City.
- As previously noted, the OLV Basilica is an important historic and cultural resource in the City. This structure warrants recognition as an historic structure, as well as an historic landmark, and the City should work together with the Diocese of Buffalo to study and begin the process to identify the potential for inclusion on the National and State Register of Historic Places.
- There are other historic resources in the City that are eligible for listing on the National and State Registers of Historic Places. These include the Colonel John B. Weber House and the Lackawanna Public Library. Both of these structures are historic treasures and efforts should be made to effectively recognize their place in the history of the City.

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FUTURE LAND USE PLAN

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## **4.2 FUTURE LAND USE PLAN**

A Future Land Use Plan recommends desired land use patterns and represents a guide for future land use decisions. The Future Land Use Plan was developed utilizing input received from public meetings, steering committee input and an assessment of the existing conditions. Zoning changes should be consistent with the Future Land Use Plan. Existing zoning districts do not require immediate amendment upon adoption of the Comprehensive Plan, however the Zoning Ordinance should be revised, as needed, to reflect the recommendations set forth in the Future Land Use Plan. Current land uses will change over time, where appropriate, as amendments to the City's Zoning Ordinance are written and adopted in conformance with the Comprehensive Plan to achieve the City's vision. Future development that requires a rezoning must also be consistent with the Future Land Use Plan. The Future Land Use Plan purposely does not indicate defined boundaries between different future land uses to allow for flexibility in establishing various land uses in the areas that are identified below and on the Future Land Use Map.

### **4.2.1 Low Density Residential**

The Low Density Residential future land area is relative to urban densities. This area primarily consists of single-family housing with some areas having two-family structures. The existing land use pattern should be maintained. Parks and community services are also appropriate uses in this area.

### **4.2.2 Medium Density Residential**

The Medium Density Residential future land use area provides for a range of housing options and densities on smaller lots, including apartment buildings that are in scale with the surrounding development. The City should encourage infill development and rehabilitation of deteriorated properties through various programs. Some mixed commercial uses, such as storefronts with apartments above, may be permitted at intersections, where appropriate. Parks and community services are also appropriate uses in this area.

### **4.2.3 Mixed-Use Corridors**

Mixed-Use Corridors are characterized by enhanced walkable streetscapes with trees and public amenities, such as benches and bicycle racks. Buildings are close to the street with parking on the side or at the rear of buildings. Building heights can be increased to four stories, including residential units above commercial establishments. Outdoor seating areas are encouraged for eating establishments. Drive-through establishments are discouraged. Apartment buildings may also be located behind the corridor with access from intersecting streets. The increased density along these corridors should create a critical mass of pedestrian traffic for businesses.

### **4.2.4 Central Business District**

The Central Business District encompasses the original central business district in the heart of the City, centered at the intersection of Ridge Road and South Park Avenue. This area has a higher density than does the Mixed-Use Corridor land use areas. Heights can be six stories, except in the vicinity of OLV Basilica where heights and setbacks should preserve views of church. Streets are pedestrian friendly and additional apartment buildings may be located behind buildings with street frontage. This area will highlight its historic resources and new development shall be complementary to these resources. Interpretive signage should enhance the existing resources. OLV Basilica will remain the center piece for tourists. The presence of Holy Cross Cemetery, with access to South Park and connecting to the Botanical Gardens, will also serve as a tourist attraction. Access to these open spaces will be emphasized through signage and visible features. Parking should not be located along the streetscape. Auto-oriented uses will be restricted.

### ***4.2.5 Hamburg Turnpike Commercial Corridor***

The Hamburg Turnpike Commercial Corridor provides an area that permits more auto-dependent commercial development along both sides of NYS Route 5. Alternative modes of transportation should also be encouraged through the extension of the Outer Harbor Greenway. Access management should be practiced and safe crossings established in this area.

### ***4.2.6 Mixed-Use Redevelopment Area***

The Mixed Use Redevelopment future land use area provides for a variety of uses proximate to Lake Erie, the port and rail facilities, and NYS Route 5. Much of this area is vacant and holds tremendous opportunity for new development. There should be some coordination regarding the layout and establishment of different uses in this area.

### ***4.2.7 Open Space***

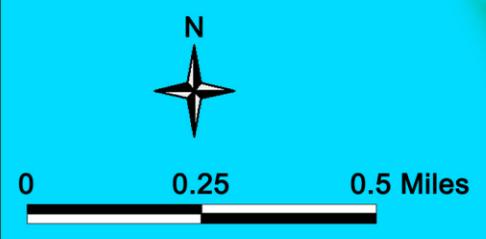
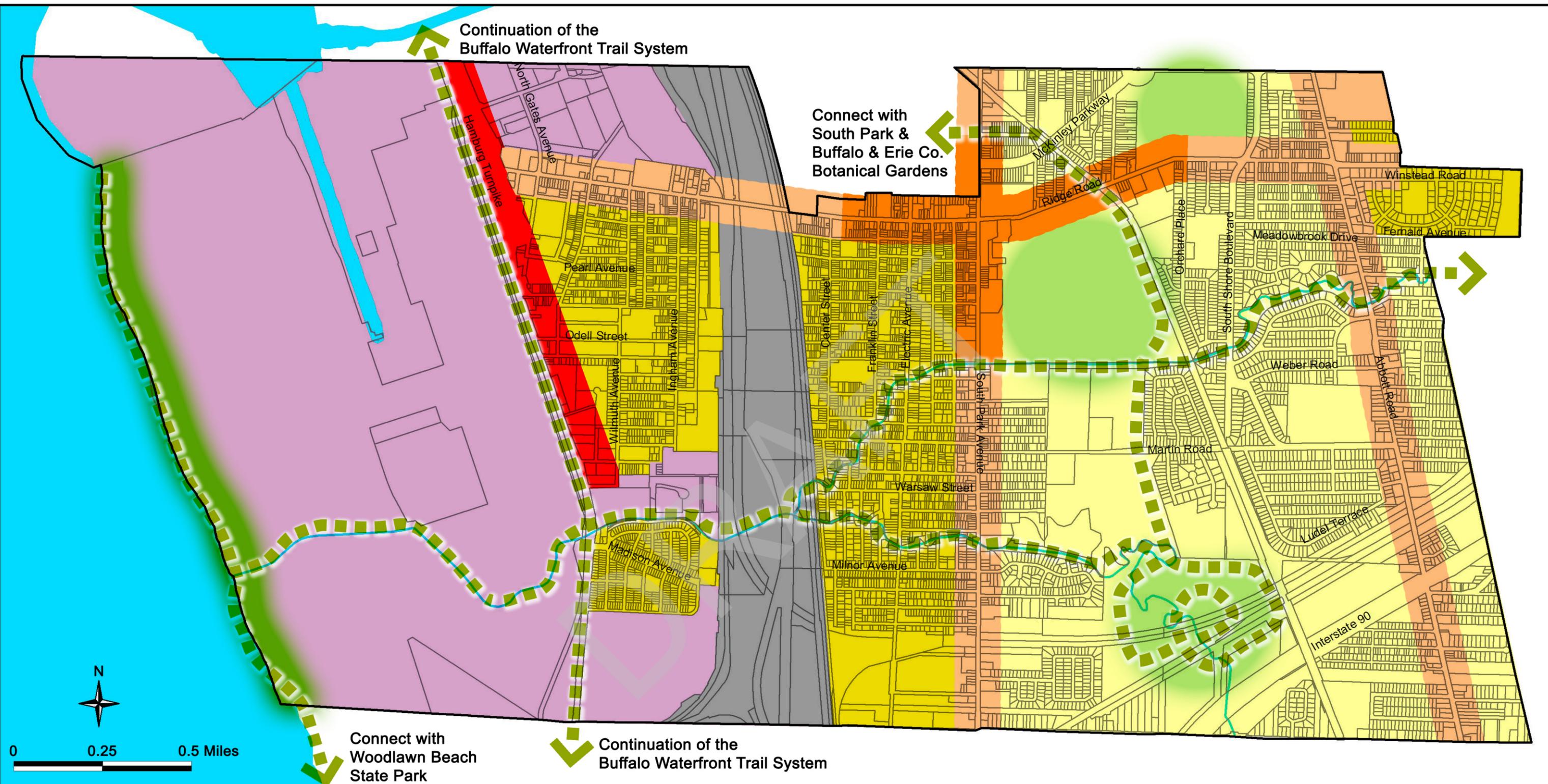
The Open Space future land use identifies large areas of passive open space that must be preserved and enhanced. These areas include both sections of Holy Cross Cemetery and the areas south of Martin Road between the two branches of Smokes Creek that should one day be developed as a nature park. Existing parks are not included in the future land use designation, but shall be preserved and enhanced in whatever future land use areas in which they are located. New recreational areas will be permitted in any future land use designation.

### ***4.2.8 Waterfront Park***

The Waterfront Park future land use area is separate from the open space area because it will be a unique destination for tourists and residents along the Lake Erie shoreline. The park will provide miles of waterfront access with a multi-use trail that extends along the water's edge, alongside the wind energy facilities. The park should be themed around the demonstration of alternative energy symbolizing the renewal of the City of Lackawanna. A wider area of open space could be developed immediately south of Smokes Creek.

### ***4.2.9 Railroad Corridor***

The Railroad Corridor is an area where active rail transportation will continue to be a vital component of infrastructure for the City and the region as a whole. Plans should be developed to grow access to existing rail service as a component of future business development employment opportunities.



<b>Legend</b>	Hamburg Turnpike Commercial Corridor	Trail Network	Medium Density Residential
Central Business District	Mixed Use Redevelopment	Open Space	Low Density Residential
Mixed Use Corridor	Waterfront Park	Railroad Corridor	

# City of Lackawanna Comprehensive Plan

Lackawanna, New York

## Future Land Use Plan

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**KHEOPS**  
 Architecture, Engineering & Survey, DPC

DRAFT

4.3

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GOALS, RECOMMENDATIONS AND IMPLEMENTATION

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### 4.3 Recommendations and Implementation

Planning is an on-going effort and updating the City of Lackawanna’s Comprehensive Plan is only the first step. The next important step is to undertake actions to address the constraints and capitalize on the opportunities outlined in the Plan. This section of the Comprehensive Plan Update provides a listing of actions to be undertaken to achieve the goals and objectives and implement the Plan. The information in the following table outlines recommended actions, implementation steps, key partners for implementation, estimated priority and timing for the implementing recommendations, cost type, estimated relative cost and potential funding source, and project objectives.

The table begins with the procedural actions that must occur in order to move forward with the City’s Comprehensive Plan Update and commence implementation of identified actions. These include the following administrative actions:

1. **Adoption of the Comprehensive Plan Update:** The Lackawanna City Council, after holding the appropriate public hearing and completion of the State Environmental Quality Review (SEQR) process, should adopt the Comprehensive Plan Update.
2. **Distribute Copies of the Plan:** The City should provide copies of this updated Comprehensive Plan document to appropriate City boards, departments and committees that play a role in its use and implementation. This will help to ensure that this Plan continues to be utilized and considered in City planning and decision making.
3. **Implementation Budget:** Each year when the City Council is developing their annual budget for the following year, they should estimate funding that would be needed for the coming year’s implementation actions. This should be determined based on the findings of the annual review (see Section 4.4) of the City’s Comprehensive Plan.

Projects/Recommendation	Implementation Steps	Key Partners	Priority/Timing	Cost Type	Cost Amount	Funding Source	Objectives Targeted
Organization for Moving Forward	Adopt Comprehensive Plan	CC	High Priority, Immediate	Administrative	N/A	N/A	All
	Appoint an Implementation Committee	CC	High Priority, Short Term	Administrative	N/A	N/A	
	Continue efforts developing a relationship with regional agencies to coordinate & cooperate on mutual initiatives	Mayor	High Priority, Ongoing	Administrative	N/A	N/A	

Projects/Recommendation	Implementation Steps	Key Partners	Priority/Timing	Cost Type	Cost Amount	Funding Source	Objectives Targeted
Develop Community Outreach Program	Hold semi-annual community involvement meetings	CC	High Priority, Ongoing	Administrative	N/A	N/A	All
	Continue to support & communicate with neighborhood associations and neighborhood watch groups	CC, PD	High Priority, Ongoing	Administrative	N/A	N/A	
	Develop and distribute educational pamphlets about city services and events and post on City's website	CC, Clerk	Medium Priority, Ongoing	Production Cost	\$	N/A	
Complete Current Planning Initiatives	Complete and implement recommendations of the BOA Study	Development, DEC, DOS	High Priority, Short Term	Consulting Fees	\$\$	DOS	F1, F4, G4-5, H1-5, K1-5
	Complete and implement recommendations of the LWRP	Development, DEC, DOS	High Priority, Short Term	Consulting Fees	\$\$	DOS	
Central Business District Revitalization	Retain consultant	CC, Development	High Priority, Short Term	Administrative	N/A	N/A	A2-6, B1, B4, E2, F1-2, F4
	Establish a Business Improvement District in the downtown area	Development, ECIDA	High Priority, Short Term	Administrative	N/A	ESD	
	Seek New York Main Street Improvement Funding	CC, Development	High Priority, Short Term	Consulting Fees	\$	HCR	
	Develop a Downtown Revitalization Plan	CC, Development, Consultant	High Priority, Short Term	Consulting Fees	\$\$	CDBG, ESD	
	Implement plan strategies	CC	High Priority, Medium Term	Varies	\$\$\$	CDBG, ESD	
	Construct public realm improvements to support commercial revitalization	DPW	High Priority, Medium Term	Capital Improvement	\$\$\$\$	CDBG, ESD	

<b>Attract Business to Increase Tax Base</b>	Address the impacts of the current homestead/non-homestead tax system and recommend potential alterations to the system that will increase the economic vitality and sustainability of the City of Lackawanna	CC	Medium Priority, Medium Term	Consulting Fees	SS	ESD	A1, A4, A7, E1-4, G3, K-4
	Continue efforts with current property ownership, Erie County and New York state to market property to create tax revenue and employment opportunities	Development	High Priority, Ongoing	Administrative	N/A	N/A	
	Market available space & alternative energy cluster	Development, ECIDA	High Priority, Short Term	Administrative	N/A	ESD	
	Establish revolving loan for business façade improvement	Development, ECIDA	High Priority, Short Term	Funding & Loan Program	\$\$\$	ESD	
	Develop incentive programs aimed at attracting new businesses	Development, ECIDA, ESD	High Priority, Short Term	Funding & Loan Program	\$\$\$	ESD	
<b>Zoning Update</b>	Utilize Zoning Board of Appeals	CC, CEO, ED, ZBA	High Priority, Short Term	Administrative	N/A	N/A	A1-6, B1, B3, B4, C5, D1-4, E1-2, F4-5, G1, G3-5, I-1-3
	Retain consultant	CC, CEO, ED	High Priority, Short Term	Consulting Fees	\$	LWRP, NYSERDA	
	Rezone for higher density mixed use corridors	ZC, Consultant	High Priority, Medium Term				
	Establish a steering committee to review and report on potential historic preservation regulations						
	Prepare design standards						
	Establish "green" regulations						
	Incentivize infill development						
	Review storm water regulations for compliance with Erie County Stormwater Coalition						
Adopt new zoning regulations	CC	High Priority, Medium Term	Administrative	N/A	N/A		

<b>Neighborhood Redevelopment</b>	Target CDBG funds to address home repairs	Development, EC Community Development	High Priority, Short Term	Funding & Loan Program	\$\$	CDBG	A1-3, D1-4
	Enforce property maintenance regulations	CEO	High Priority, Short Term	Administrative	N/A	N/A	
	Support the work of the Lackawanna Housing Development Corp.	CC	High Priority	Ongoing	N/A	N/A	
	Work with Buffalo-Niagara Land Bank to address abandoned properties	CEO, BENLIC	High Priority, Short Term	Administrative	N/A	N/A	
<b>Develop a Community Center</b>	Create a development plan for a community center that identifies location and funding	Parks	Low Priority, Long Term	Consulting Fees	\$\$	CDBG	K5 L3 L4
	Construct improvements	Public Works	Low Priority, Long Term	Capital Improvement	\$\$\$	CDBG	
	Establish a budget for proposed construction and programming for proposed Community Center	Parks, Public Works	Low Priority, Long Term	Budget Allocation	\$	N/A	
<b>Improve Community Services</b>	Develop a Youth Engaged in Service (YES) Program	Youth Bureau	High Priority, Short Term	Budget Allocation	\$	N/A	L1
	Increase afterschool programming for youth	City, School Districts, ECSS	High Priority, Short Term	Administrative, Budget Allocation, Funding	\$ - \$\$	CDBG, private	L1
	Improve/increase food options for residents	City, ECSS	Medium Priority, Ongoing	Varies	\$	N/A	L2
	Better Utilize Catholic Charities Community Center	City, Catholic Charities	High Priority, Short Term	Varies	\$	N/A	L1, L3, L4
<b>Sanitary Sewer Repair</b>	Work with ECSD 6 to ensure that sewers are continually being maintained	Public Works	High Priority, Ongoing	Administrative	N/A	N/A	G4, I2, G5
	Construct necessary improvements and upgrades	ECSD 6	High Priority, As Needed	Capital Improvement	\$\$\$\$	NYS Water Grants	
<b>Streambank Erosion Remediation</b>	Work with NYSDEC to identify appropriate mitigation actions	DEC, Public Works	High Priority, Short Term	Consulting	\$	FEMA, DEC	I2
	Undertake necessary improvements and repairs	DEC, Public Works	High Priority, Short Term	Capital Improvement	\$\$\$\$		

<b>Preserve Historic Resources</b>	Develop historic preservation regulations as part of zoning update	ZC, Consultant	High Priority, Medium Term	Include in Zoning Update			A2, A6, B3, F2, F4
	Develop mechanism for historic review	ZC, Consultant	High Priority, Medium Term	Include in Zoning Update			
	Inventory the community's historic resources	CEO, Historic Review Board	Medium Priority, Medium Term	Administrative	N/A	N/A	
	Nominate buildings and districts to the state and national registers	Historic Review Board	Medium Priority, Medium Term	Administrative	N/A	N/A	
	Become a Certified Local Government	CC, Development	Medium Priority, Medium Term	Administrative	N/A	N/A	
	Utilize State & Federal resources to preserve historic resources	CC, Development	Medium Priority, Medium Term	Administrative	N/A	N/A	
<b>Park Development</b>	Establish public/private partnership	CC, Recreation, Development, Private Business, NYSPRHP, DOS	High Priority, Short term	Administrative	N/A	LWRP, NYSPRHP, Business Sponsors	A1, F1-5, H1-5, I1, I5, J1-4
	Design Waterfront/Alternative Energy Park		High Priority, Medium Term	Consulting Fees	\$\$		
	Develop designs for a nature park around Smokes Creek (South of Martin Road)		Medium Priority, Long Term	Consulting Fees	\$\$		
	Construct improvements for Smokes Creek Nature Park		Medium Priority, Long Term	Capital Improvement	\$\$\$\$		
<b>Trail Network Development</b>	Construct Phase I of the Erie County Shoreline Trail	ECL, ECDPW, DPW	High Priority, Short Term	Capital Improvement	\$\$\$	NYSDOT, NYSPRHP, LWRP	B3, C2-3, F1, F3-5, G5, H2-5, J1-4
	Connect Erie County Shoreline Trail to Waterfront Park	ECL, ECDPW, DPW	Medium Priority, Medium Term	Capital Improvement	\$\$		
	Acquire easements along Smokes Creek for trail development	CC, DPW, Tecumseh	Medium Priority, Medium Term	Acquisition	\$\$	NYSDOT, NYSPRHP, LWRP	B3, C2-3, F1, F3-5, G5, H2-5, J1-3
	Construct trail along Smokes Creek	CC, DPW, Tecumseh	Medium Priority, Medium Term	Capital Improvement	\$\$\$\$		
	Negotiate with the Catholic Diocese to extend trail to downtown through Holy Cross Cemetery	CC, DPW	Medium Priority, Long Term	Capital Improvement	\$\$\$		

<b>Develop Complete Streets Program</b>	Adopt a Complete Streets Ordinance	CC	High Priority, Short Term	Administrative Consulting Fees	N/A \$\$	N/A DOT, USDOT	B1-2, C1-3, C5-6, F4-5, G1, G4, I3, I5
	Retain consultant	CC	High Priority, Short Term				
	Develop street designs based on hierarchy	DPW, Consultant	High Priority, Medium Term				
	Prioritize street improvements with Ridge Road as the highest priority		High Priority, Medium Term				
	Construct improvements	DPW, ECDPW, DOT	High Priority, Long Term	Capital Improvement	\$\$\$\$	DOT, USDOT	
<b>Transportation Improvements</b>	Increase influence and participation on the NFTA Safety Board	Mayor, NFTA	High Priority, Ongoing	Administrative	N/A	N/A	C2-4, F1, I6
	Increase bus service on weekends	NFTA	High Priority, Ongoing	Administrative & Funding	\$\$	N/A	C2-4, F1, I6

**Acronyms**

**Relative Cost**

BENLIC - Buffalo Erie Niagara Land Improvement Corporation	ECSD - Erie County Sewer District	N/A - No Cost
CC - City Council	ED - Should have been Development	\$ - under 25K
CDBG - Community Development Block Grants	ESD - Empire State Development Corp.	\$\$ - 25K - 100K
CEO - Code Enforcement Officer	FEMA- Federal Emergency Management Agency	\$\$\$ - 100K-500K
DEC - New York State Department of Environmental Conservation	HCR- Housing and Community Renewal	\$\$\$\$ - Over 500K
DOS - New York State Department of State	LWRP - Local Waterfront Revitalization Program	
DPW - Department of Public Works	NFTA - Niagara Frontier Transportation Authority	
EC - Erie County	NYSDOT - New York State Department of Transportation	
ECDPW - Erie County Department of Public Works	NYSRHP - New York State Office of Parks Recreation & Historic Preservation	
ECIDA - Erie County Industrial Development Agency	PD - Police Department	
ECSS – Erie County Department of Social Services	USDOT - U.S. Department of Transportation	
ECL - Erie County Legislature	ZBA- Zoning Board of Appeals	

## Goals and Objectives

### Goal A – To Beautify the Community, Creating an Enhanced Sense of Place and Identity

1. Focus on redevelopment, infill and/or stabilization of functionally obsolete, abandoned and underutilized lands and properties
2. Improve the quality of new and renovated buildings
3. Preserve the identity of distinct neighborhoods within the community
4. Promote diversity in land use
5. Promote mixed-use districts and appropriate design guidelines
6. Promote the preservation of heritage buildings
7. Support and encourage the remediation and reuse of brownfield properties

### Goal B – To Improve Commercial Corridors with Mixed-Use Opportunities and Streetscapes

1. Improve the quality and character of all commercial areas
2. Develop complete streets that encourage safe pedestrian and bicycle circulation
3. Reuse, preserve and upgrade vacant and underutilized land and heritage buildings
4. Strengthen the design character and quality of residential, industrial and commercial areas

### Goal C – To Create a Community that is Mobile, Linked and Accessible

1. Develop a hierarchy of streetscapes to enhance community character and neighborhood identity
2. Improve all modes of transportation and inter-modal opportunities in safe and enjoyable environments
3. Improve the connections between commercial areas attracting residents and visitors
4. Improve transit opportunities, increasing frequency and destinations
5. Institute access management requirements along major roadways, where appropriate
6. Prioritize and address sidewalk repair

### Goal D – To Improve Housing Quality, Quantity and Diversity

1. Develop a broad range of and integrate housing types for all income groups
2. Improve the quality, choice and diversity of housing options
3. Promote housing styles compatible with the expression of the desired neighborhood character and location
4. Promote mixed use development along with a variety of housing types and densities

### Goal E – To Diversify and Grow the Economy, Offering Entrepreneurial Opportunities

1. Promote readily available sites for appropriate land uses
2. Offer a variety of incentive programs for various economic and entrepreneurial opportunities
3. Reuse and recycle land and buildings to increase space available for employment creating businesses
4. Facilitate development with an easy and understandable approvals and guidance process
5. Educate the community and promote the use of site-sensitive quality development

### Goal F – To Develop the Central Business District and Waterfront as Visitor Attractions in a Growing Tourism Economy

1. Enhance Lackawanna's opportunities as a visitor destination with improved amenities and services

2. Interpret and build on the unique and multi-faceted social and natural history of the city
3. Improve lake access, amenities and facilities to enhance the lake as a destination for visitors
4. Improve the visual appearance, character and brand of the community
5. Enhance economic development and tourism through economic enhancements

**Goal G – To Employ Modern Urban Design in Building a New Community**

1. Promote safe, attractive and inviting residential neighborhoods
2. Take a leadership role in the Greater Buffalo Area by developing and promoting a model for new and sustainable communities
3. Reduce the carbon footprint and develop alternative energy resources within the community
4. Adopt a regional approach for environmental sustainability and governance with surrounding communities and agencies
5. “Green” the city to increase its sustainability and health and to enhance the quality of life for all residents

**Goal H – To Improve the Linkages between the Waterfront, Parks and Open Spaces**

1. Acquire strategic land to facilitate public access and linkages and for future redevelopment
2. Establish parks, trails and open spaces to serve residential and commercial neighborhoods
3. Increase and improve access to active and passive recreation areas including the waterfront, South Park and neighborhood parks
4. Continue to integrate with the Buffalo waterfront greenway and park system along the waterfront
5. Incorporate institutional greenspace into the parks and open space system with trails and public amenities

**Goal I – To Improve the Ecology, Wildlife and Natural Environment**

1. Promote and restore wildlife and aquatic habitat and corridors for education and interpretation of the natural environment
2. Conserve, enhance, and restore natural stream corridors, floodplains and wetlands
3. Decrease impervious surface coverage community wide
4. Increase shade tree plantings to reduce radiant heat effect
5. Encourage rain gardens and alternative storm-water detention and retention
6. Promote low-carbon footprint transportation choices such as walking, biking and renewable energy vehicles

**Goal J– To Diversify and Improve Waterfront Land Use and Access**

1. Promote waterfront-related attractions, amenities and events in appropriate areas proximate or adjacent to the waterfront
2. Establish recreation and waterfront related activities on the waterfront and surrounding urban areas as appropriate
3. Link the waterfront, parks, trails and open spaces to community destinations and neighboring waterfront communities

**Goal K - To Keep the Community Engaged in the Decision Making Process Regarding the Future of the City**

1. Promote the dissemination of “welcome” packets about the City that provide information about services and policies, committees, meeting schedules, neighborhood watch information, schools, etc.
2. Continued support of neighborhood associations and neighborhood watch groups
3. Provide programs that are flexible and suited to the changing demographic needs and demands of the City
4. Facilitate improved outreach to small businesses in the community to coordinate improvement efforts
5. Develop community centers for community interaction

**Goal L – Improve the availability, accessibility and quality of community services**

1. Increase opportunities for youth.
2. Increase and improve shopping opportunities and the availability of fresh, affordable nutritious food.
3. Re-establish a community center for public gathering and services.
4. Maintain and enhance senior services in the community.

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## 4.4 ANNUAL REVIEW

### 4.4.1 Benefits of Annual Review

A Comprehensive Plan is only useful if it reflects current conditions. In today's environment, where change is constant and unpredictable, it is important to continue to monitor conditions and assess whether the actions recommended in the plan remain valid, or whether a shift in emphasis is needed in order to remain consistent with the intent and substance of the plan. To this end it is recommended that the Lackawanna City Council create a Comprehensive Plan Implementation Committee (CPIC) that would be charged with conducting an annual review of the Comprehensive Plan to ensure that the plan remains an up-to-date and useful document. The CPIC should also be responsible for determining the accomplishments of the City in implementing and enforcing the goals and objectives of the Comprehensive Plan.

The CPIC should be assisted, as needed, by representatives from City Departments who are familiar with, and responsible for, the various recommendations and implementation action items. This will help to ensure that implementation actions are undertaken efficiently and are planned and/or undertaken in consideration of other City initiatives.

### 4.4.2 Responsibilities

All Site Plan approvals issued during the previous year should be reviewed in conjunction with the recommendations of the Comprehensive Plan to determine where this activity has occurred, if it has occurred consistent with the recommendations of the Comprehensive Plan, and the overall impact of these planning approvals on general land use trends in the City.

Any major rezoning decisions approved during the previous year should also be reviewed in conjunction with the Comprehensive Plan to determine if these actions were consistent with the recommendations of the plan and the overall impact of the rezoning decisions on the general land use trends in the City. The zoning actions specified in the Comprehensive Plan will be reviewed to determine which items were accomplished and which ones should be undertaken in the coming years. The overall impact of these rezoning decisions should be evaluated with respect to general land use trends in the City. The CPIC should also determine if there are any new zoning actions that should be added to this list.

A review of applications to the Zoning Board of Appeals can also indicate which provisions of the zoning should be reviewed and possibly updated to better reflect the changing land use patterns. The nature of area variance requests may also indicate practical difficulties from stringent application of the dimensional requirements in the zoning.

The list of other priority items, as contained in the Implementation Strategy Matrix (found in Section 4.3 of the Comprehensive Plan), should be reviewed to determine which items were accomplished during the previous year. It should also be determined if there is a need to update or amend this list.

### 4.4.3 Monitoring and Reporting Progress

Comments from the City Council, City departments and committees and public input gathered during the previous year should be evaluated in conjunction with the information ascertained from the reviews outlined above. Based on this evaluation, an action plan for Comprehensive Plan implementation activity in the coming year will be developed.

At the beginning of each year, the CPIC should prepare a statement outlining the accomplishments of the past year, including a list of accomplishments in terms of zoning code amendments and other implementation achievements, as specified in the Comprehensive Plan. This information, along with the action plan for the continuing implementation of the Comprehensive Plan, should be presented in an Annual Update Report to the City Council for their review and approval.

In addition to the identification of accomplishments and needs, the Annual Update Report should include a list of specific recommended actions to be undertaken in the coming year. The specific actions to be accomplished may differ from the list of actions in the implementation plan, as long as the intent is consistent.

Timing of the annual review should consider the City Council's budget cycle so implementation items to be undertaken the following year can be funded. Each spring, the CPIC should review their progress on the prior year's action plan and make specific recommendations for budget allocations to fund the next year's implementation items. For example, the Committee would make recommendations to the City Council in late spring 2016 for the allocation of funding for actions to be undertaken in 2016 – 2017 budget cycle.

By following this procedure, the City will be able to continually monitor the effectiveness of the Comprehensive Plan in achieving the vision it articulates for the future. It is anticipated that the CPIC will include implementation of the Comprehensive Plan as a recurring item on its monthly agenda. The CPIC should continually track the implementation of the priority action items.

The adjustments, amendments and changes recommended by the CPIC, as approved by the Lackawanna City Council, will be incorporated into the Comprehensive Plan by formal acceptance of the City Council, and documented in the Annual Update Report.

#### 4.4.4 Future Actions

Approximately every five years, as circumstances indicate the need, the Comprehensive Plan should be more thoroughly reviewed and updated, as necessary, to reflect current priorities, needs and goals. The annual update reports should be used to assist in this effort. At the end of this more extensive review and update effort, the City should incorporate all changes into an updated Comprehensive Plan, and undergo formal adoption procedures (including public hearings and SEQR review) to accept the updated plan. Unless there are major changes to circumstances or conditions in the City, it is anticipated that these reviews and re-adoption procedures will be simple. They are important, however, in order to ensure that the Comprehensive Plan remains a relevant and useful document to guide growth and development in the City, and help the citizens of the City of Lackawanna build a community that meets their goals for its future.



## 5.1 INTRODUCTION

According to §28-a.9 of the NYS General City Law, a city comprehensive plan and any amendment thereto, is subject to the provisions of the State Environmental Quality Review Act (SEQRA) under Article 8 of the Environmental Conservation Law and its implementing regulations (6 NYCRR Part 617). It is commonly accepted that a generic environmental impact statement (GEIS) is the most appropriate way to analyze the environmental impacts of a comprehensive plan. The potential impacts of the City of Lackawanna Comprehensive Plan Update (Plan) should be evaluated through a GEIS. To meet the SEQRA content requirements, the Plan itself is set up to serve as a GEIS. This format enables the City of Lackawanna (City), as the SEQR Lead Agency, all involved and interested agencies, and the public to review one comprehensive document that outlines the strategies for the future and the potential environmental impacts of implementing the Plan. This section of the Plan has been provided to assist with the environmental review of the Plan.

## 5.2 ENVIRONMENTAL SETTING

Similar to a conventional environmental impact statement, a GEIS includes a section on the environmental setting. The Inventory of Existing Conditions section of the Plan (Section 2) provides a description of the environmental setting in the City, as it currently exists. Section 2 has been designed to describe the features and conditions shown in Table 5-1.

## 5.3 IMPACT ASSESSMENT

The underlying purpose and a major goal of the Plan is to promote appropriate land use and guide development activity in the City, and to avoid potential significant adverse environmental impacts that may result from the implementation of the Plan. This section of the Plan addresses potential environmental impacts to the community that are related to land use and development, which may result from the implementation of the Plan.

### 5.3.1 Short Term/Long Term and Cumulative Impacts

The Plan is designed to properly guide growth in the City, to lessen the negative impacts of land use changes and development activities. Based on the environmental setting of the City, the following potentially significant adverse environmental impacts could occur if the community does not plan properly and provide/utilize the appropriate tools to manage growth and development. The discussions in this section are based on the general content and format of the SEQR Full Environmental Assessment Form Part 2 – Identification of Potential Project Impacts. The reader can also refer to Section 4 of the Plan (Recommendations and Implementation Strategies) to gain an understanding of potential impacts.

The following is a discussion of existing conditions and the potential short and long term impacts that may result from recommended patterns for growth and development and how these patterns may affect, or be affected by, the implementation of recommendations set forth in the Plan.

Table 5-1: Location of GEIS Content for Environmental Setting

GEIS TOPIC	LOCATION IN SECTION 2	APPLICABLE CORRESPONDING MAP
<b>Existing Natural Resources</b>	<b>Section 2.1</b>	Map 2-1: Environmental Considerations
Topography and Soils	Subsection 2.1.1	
Surface Water Resources	Subsection 2.1.2	
Water Quality	Subsection 2.1.3	
Wetlands and Habitats	Subsection 2.1.4	
Floodplains	Subsection 2.1.5	
Brownfields, Inactive Hazardous Waste Sites	Subsection 2.1.6	
<b>Existing Infrastructure and Facilities</b>	<b>Subsection 2.2</b>	Map 2-2: Transportation
Public Water Supply	Subsection 2.2.1	
Wastewater Management	Subsection 2.2.2	
Stormwater Management	Subsection 2.2.3	
Solid Waste Management	Subsection 2.2.4	
Public Utilities	Subsection 2.2.5	
Clean Energy Production	Subsection 2.2.6	
Transportation	Subsection 2.2.7	
<b>Land Use, Land Use Regulations and</b>	<b>Section 2.3</b>	
Existing Land Use	Subsection 2.3.1	Map 2-3: Existing Land Use
Zoning and other Land Use Regulations	Subsection 2.3.2	Map 2-4: Zoning
<b>Socio-Demographics</b>	<b>Section 2.4</b>	
Population Characteristics	Subsection 2.4.1	
Income and Labor Force Characteristics	Subsection 2.4.2	
Housing	Subsection 2.4.3	
<b>Economic Trends</b>	<b>Section 2.5</b>	
<b>Cultural Resources</b>	<b>Section 2.6</b>	
Parks, Recreation and Open Space	Subsection 2.6.2	Map 2-5: Parks, Recreation, Open Space
Education	Subsection 2.6.3	
Cultural Resources	Subsection 2.6.4	Map 2-6: Community Services
Health Care	Subsection 2.6.5	
Emergency Services	Subsection 2.6.6	
Social Services	Subsection 2.6.7	
<b>Historic and Archaeological Resources</b>	<b>Section 2.7</b>	Map 2-7: Historic Resources
Historic Resources	Subsection 2.7.1	
Archaeological Resources	Subsection 2.7.2	

- **Impacts on Land**

The existing land use pattern in the City provides a diverse range of uses, including residential, commercial, industrial, recreational and public uses, which are primarily built-out. In general, the City has limited areas for future development. It is anticipated that most development activities will consist of modification and/or full redevelopment of existing non-residential properties including, but not limited to, former industrial sites that are currently vacant or underutilized. There are areas of undeveloped lands, in particular in the First Ward and the waterfront area, where new development may occur. There are few green field sites available for new development. There are also opportunities for infill residential development, particularly in the First and Second Wards. Additionally, the adaptive reuse or redevelopment of existing commercial structures and properties along major roadways in the City (specifically Abbott Road, Ridge Road and South

Park Avenue) could help to improve these areas and revitalize economic activity. Of greatest importance, however, is the need to revitalize the central business district, which is recommended in the Plan to help bring vibrancy and economic activity back to this area. This includes taking advantage of tourism opportunities related to the existence of significant cultural resources in the area.

Desired land use patterns in the near and distant future will be guided by the Future Land Use Map that is included in Section 4.2 of the Plan. The Map helps facilitate the maintenance of stable land use patterns, and illustrates where new development and/or redevelopment could occur, minimizing potentially significant adverse environmental impacts and helping to ensure growth management in the City. Zoning changes should be consistent with the Future Land Use Plan to bring about the desired changes. (See associated maps noted in Table 5-1 that depict existing land use patterns and conditions). Therefore, the management of future land use, as specified in the Plan, is not anticipated to result in adverse impacts to the environment.

- **Impacts on Geological Features**

Potential changes in land use and environmental features that may result from adoption of the Plan are not anticipated to adversely impact underlying geology, soils or topological features, or result in the destruction of any unique land forms in the City.

- **Impacts on Surface Water / Groundwater / Flooding**

The major water features in the City include Lake Erie, which forms the western boundary of the City, and Smokes Creek, which bisects the City. All discharges from the City flow into Lake Erie, either directly or via discharges or runoff to Smokes Creek, including the north and south branches of the Creek. Water quality in these water bodies is important. There are areas of floodplains and State and Federal wetlands in the City. These areas will be protected from impacts associated with development, in accordance with current standards and regulations. (See Map 2-1 in Section 2 that identifies environmental considerations).

Municipal infrastructure in the City includes water supply and distribution, wastewater collection and treatment, and stormwater management services that support residential, commercial and other land uses. Each of these services or systems are provided for the benefit and convenience of the public to reduce health risks and address essential needs for living and doing business in the City. The City will continue to implement the Phase II Stormwater Regulations helping to protect the community's waterways, including protection from erosion and sedimentation. The City will also continue to work with Erie County to address inflow and infiltration problems to improve water quality.

Additionally, as the City transitions from the legacy of former industrial uses, and as properties are cleaned up and revitalized for redevelopment, impacts to water resources are lessened. The Plan does not support new industrial uses that could degrade water quality. Therefore, the adoption and implementation of the Plan is not anticipated to result in adverse impacts to surface water resources.

- **Impacts on Air**

As the land use in the City and the economic base is evolving, and the former heavy industrial activities that impacted air quality in the area no longer exist and air quality has improved. Land use plans for the City do not support the introduction of uses that would adversely impact air quality. Cleaner industrial uses and other uses suited for the waterfront and First Ward areas will not generate contaminants that would contravene existing air quality standards. Therefore, the adoption and implementation of the Plan is not expected to result in adverse impact to air quality.

- **Impacts on Plants and Animals**

As a built out urban community, the City does not have large continuous areas of natural wildlife habitat. Existing habitat areas are found along portions of the Smokes Creek corridors, in

isolated areas of open space in the vicinity of the railroad corridor in the First Ward, and in the undeveloped area located south of Martin Road, in the southeastern portion of the City. There is one State-designated Significant Coastal Fish and Wildlife Habitat located at the mouth of Smokes Creek in Lake Erie.

Adoption and implementation of the Plan will afford more protection to the City's waterways and associated wildlife habitats. The growth management actions set forth in the Plan will help to protect wetlands and other habitat areas that support non-threatened and non-endangered plant, avian, and animal species. These areas will be considered when making planning and development decisions so as to avoid or minimize potential impacts to the greatest extent possible. Therefore, the adoption and implementation of the Plan is not anticipated to result in significant adverse impacts to plant and animal resources in the City.

- **Impacts on Agricultural Land Uses**

There are no agricultural lands in the City; therefore, no impacts to such resources will occur from the adoption and implementation of the updated Plan.

- **Impacts on Aesthetic Resources**

As a fully developed community, most aesthetic resources are associated with parkland and man-made features, such as architecture, cultural resources and landscaping. Scenic vistas in the City are most plentiful around Lake Erie, where views of the water and shoreline have been improved with the removal of the Bethlehem Steel facility. The deterioration of buildings, as well as vacant, underutilized and abandoned properties can also be considered as an aesthetic issue.

The Plan supports the reuse of abandoned and deteriorated properties and appropriate infill development in the First and Second Wards to improve visual quality in these areas. Central business district revitalization and redevelopment along commercial corridors is also recommended. As the waterfront area is redeveloped over time, consideration will also be given to protecting scenic viewsheds to ensure that views of Lake Erie are preserved and protected. Adoption and implementation of the Plan will help to avoid or minimize actions that could potentially diminish the visual quality and character of the City. Therefore, no significant adverse impacts are expected.

- **Impacts on Historic and Archaeological Resources**

The City has an interesting history, attested to by its wide variety of historic buildings and sites. The City contains numerous properties that played a significant role in the growth of western New York. Many of these sites continue to provide important reminders of the area's heritage. Section 2.7 of the Plan recognizes the importance of these resources and includes provisions for their preservation, helping to ensure that the adoption and implementation of the Plan will not have significant adverse environmental impacts on historic resources.

The location of the City of Lackawanna along the Lake Erie waterfront, and the presence of the Smokes Creek corridors indicate that these areas may have been attractive for Native American settlement. According to New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP) records, no known sites of archaeological significance have been identified or are known to exist along the Lake Erie shoreline or along the shorelines of the creek corridors. Most of the Lake Erie waterfront, and extensive portions of the land along the creeks have been disturbed by clearing and development over the years. Any development projects in the City that occur on lands that have not been previously disturbed by development are subject to review by the NYSOPRHP. Therefore, no significant adverse impacts to archaeological resources is anticipated.

- **Impacts on Open Space and Recreation**

The Plan identifies the important open space and recreation features in the City, including parks, major athletic fields, and playgrounds, as well as recreational programs and services offered in

the community. The Plan provides recommendations for the continued provision of these amenities and services, as well as the development of new resources. The Plan also identifies the value, and encourages continued use, of school properties as neighborhood open space and recreation resources. The adoption and implementation of the Plan is not expected to result in significant adverse environmental impacts to open space and recreational resources.

- **Impacts on Critical Environmental Areas**

New York State has set criteria for municipalities designating specific geographic areas within their boundaries as “critical environmental areas”. To be designated as a critical environmental area, the area must have exceptional or unique character with respect to one or more of the following:

- A benefit or threat to human health;
- A significant environmental setting;
- Agricultural, social, cultural, historic, archaeological, recreational, or educational values; or
- An inherent ecological, geological or hydrological sensitivity to change.

There are no designated critical environmental areas in the City; therefore, no impacts to such resources will result from the adoption and implementation of the Plan.

- **Impacts on Transportation**

The Plan evaluates the existing conditions of the roadway network and hierarchy in the City. It also identifies other modes of transportation that exist in the area, including public transportation (NFTA operates four bus routes), commercial rail service in the First Ward and waterfront area (including line-haul, regional and short-line railroads), waterborne transportation service at Gateway Metroport, and bicycle and pedestrian facilities along local roadways. The Plan assesses issues that need to be addressed and opportunities for improved services. The adoption and implementation of the Plan is not expected to result in significant adverse environmental impacts to transportation.

- **Impacts on Energy**

The Steel Winds and Steel Sun projects, which are located along the waterfront, are unique to western New York; few areas in the United States offer both forms of clean energy at one location. The expansion of these clean energy technologies is encouraged in the Plan. No significant adverse environmental impacts are anticipated by this action, nor will the adoption and implementation of the Plan adversely impact energy resources in the community.

- **Noise, Odor or Light Impacts**

The Plan supports development and redevelopment that will benefit the City and revitalize the community. The impacts of new development and redevelopment, including noise, odors and outdoor lighting, should not adversely impact quality of life for City residents, as regulated by the City. The adoption and implementation of the Plan will not bring about development that results in significant adverse impacts to the community from noise, odors or lighting.

- **Consistency with Community Plans**

The recommendations and strategies outlined in the Plan are consistent with existing regional plans, including the *Framework for Regional Growth in Erie and Niagara Counties*, which identified the City as an area for redevelopment and revitalization (consistent with the Plan); the *2008 Bicycle and Pedestrian Master Plan for Erie and Niagara Counties*, which identifies locations for bicycle and pedestrian improvements that are consistent with the recommendations included in the Plan; the *Western New York Regional Economic Development Strategic Plan*, which is a comprehensive plan to create a more dynamic and sustainable economy for the region, ideas that are supported in the Plan; and the *Western New York Regional Sustainability Plan*, which was developed to create a future where social and environmental issues are addressed within the framework of a sustainable regional economy. This Plan promotes the use

of alternative energy sources, improved water quality, strategies for managing land use, sustainable transportation improvements. The issues identified in the *Western New York Regional Sustainability Plan* are all addressed in, and supported by, this Plan.

- **Consistency with Community Character**

The Plan recognizes the urban and suburban aspects of the City, as well as areas of special importance (including the central business district and the waterfront). The Future Land Use Map in the Plan outlines the vision for managing growth and development in the community in a manner that will protect the character of the City and ensure that new development and redevelopment enhances the community. Additionally, the Plan supports the City's "ABOUT FACE" branding that promotes food, arts, culture and everything else (economy, entertainment, education, ecology, etc.), as a means of marketing and enhancing the character of the City. The adoption and implementation of the Plan will have positive impacts on community character in the City.

### 5.3.2 Adverse Environmental Impacts that Cannot be Avoided

With or without the adoption and implementation of the Plan, the City will continue to have new development and redevelopment that will potentially impact the environment and the character of the City. The adoption of this Plan will allow the City to better manage growth and development, thereby, minimizing potential environmental impacts.

All site specific development actions that occur after the adoption of this Plan will be subject to SEQR review on an individual basis. Nothing contained in this Plan supersedes the necessity for adequate environmental review of future actions. However, this Plan will be a resource that can be used to facilitate the review of future development actions under SEQR. In addition to site plan review by the City Planning Board, this Plan will have the greatest impact on rezoning actions because zoning must be undertaken in accordance with a community's comprehensive plan.

### 5.3.3 Growth Inducing Aspects of the Plan

Most of the implementation strategies outlined in the Plan will help to control and better manage direct growth and development within the City. Certain implementation actions will enable particular types of development or redevelopment in specific areas of the City. The City is predominantly built out, and most of the anticipated development and redevelopment will consist of improvements to formerly developed lands. Growth is proposed to occur in areas best suited for development; proposed land uses will also be consistent with the character of the surrounding area. New development or redevelopment actions may incentivize other development activity to support new growth. This too, would occur in appropriate areas to help maintain and improve quality of life.

## 5.4 MITIGATION MEASURES

One objective of this Plan is to help reduce the likelihood that potential significant environmental impacts will result from the implementation of recommendations included in Section 4.3. This can be accomplished by providing and utilizing techniques for revising and improving development patterns and regulations, or techniques/tools for reducing potential impacts of development that in itself does not create other potential adverse impacts. The following section discusses the recommendations and logic that can be utilized to help mitigate the potential impacts of future growth and development. (See Section 4 in the Plan for more information on the recommendations).

- **Impacts on Land**

The Plan includes a Future Land Use Map that illustrates the vision for the future of the City for managed growth and development. The Plan also includes a number of strategies for addressing potential impacts from growth and enhancing future development, including: zoning updates (historic

preservation regulations, design standards, green design standards); public realm improvements; revitalization strategies for the central business district; strategies for targeted neighborhood development and infill; development of a community center; and improved community services, such as youth programs and food options.

- **Impacts on Geological Features**

Potential changes in land use are not anticipated to adversely impact geological features or require mitigation.

- **Impacts on Surface Water**

The City's Stormwater Management Office will continue to work with The Erie County Stormwater Coalition to implement the Stormwater Management Plan, and will implement the Phase 2 stormwater regulations (SPDES) as outlined in Article XII of Chapter 230 of the City Code, to help protect the community's waterways (including protection from erosion and siltation).

The City will enforce Chapter 185 of the City Code continue to coordinate with Erie County for the maintenance and continued investment in its public water and sewer infrastructure in order to protect water quality. This includes efforts to address inflow and infiltration.

In order to minimize impacts from flooding the City participates in the National Flood Insurance Program and enforces the Flood Damage Prevention law. The Plan recognizes the need to update the City's Flood Insurance Rate (FIRM) maps and will make efforts to coordinate this action with FEMA.

The City will continue to coordinate with the US Army Corps of Engineers (USACE) on plans for remedial dredging in Smokes Creek in an effort to address flood hazards and ensure protection of the NYS Significant Coastal Fish and Wildlife Habitat located at the mouth of the creek.

- **Impacts on Air**

The Comprehensive Plan Update does not encourage new industrial uses that would produce significant air emissions or in any way contravene existing air quality standards. As facilities are developed, expand or are re-used the City will continue to ensure that such operations comply with applicable air quality provisions to avoid significant adverse impacts. New uses that require air permitting will mitigate potential impacts through permit standards and conditions, as established by the New York State Department of Environmental Conservation (NYSDEC).

- **Impacts on Plants and Animals**

By encouraging development and redevelopment activity to appropriate areas and lands best suited for such action, important areas of open space will be preserved and impacts to plants and animals minimized or avoided, reducing or eliminating the need for mitigation.

The City will continue to collaborate with the USACE and NYSDEC on proposed mitigations to restore ecological functions that have degraded the mouth of Smokes Creek and adversely impacted the NYS Significant Fish and Wildlife Habitat that exists in this area. These efforts will enhance the habitat and restore the suitability of this area for fish spawning activity.

- **Impacts on Agricultural Land Uses**

There are no agricultural resources in the City; therefore, no impacts will result and no mitigation is required.

- **Impacts on Aesthetic Resources**

The Plan includes a number of recommendations to preserve and enhance the aesthetic resources in the City, such as the development of commercial design standards, the enforcement of property maintenance regulations, public realm improvements in commercial districts, the adoption of a Complete Streets law, and by promoting the use of "gateways" that define entrances into the City.

Impacts of new development in the waterfront area will also be assessed to ensure that views of Lake Erie are not compromised by inappropriate building massing or height.

- **Impacts on Historic and Archaeological Resources**

The Plan supports the protection of important historic and archeological resources in the City. The Plan further supports recognition of certain historic sites and structures for listing on the National and State Registers of Historic Places, and the identification of Our Lady of Victory Basilica as a National Landmark.

While there are no known significant archaeological sites in the City, the environmental review of major new development projects must document consultation with the State Historic Preservation Office, which will identify and mitigate impacts to cultural resources.

- **Impacts on Open Space and Recreation**

The Plan targets important open space areas for protection and preservation, in particular, the wetlands area located south of Martin Road. It recommends strategies aimed at protecting open space, parks, and recreational areas in the City. Furthermore, the development of multi-use trails along the waterfront and creek corridors is recommended to improve opportunities for public access and recreation in the City.

The Comprehensive Plan recommends that the City identify opportunities for additional parks and recreational facilities that would benefit the residents. Included would be to develop a system of connecting greenways and multi-use trails that offer recreational opportunities as well as alternative transportation options.

- **Impacts on Critical Environmental Areas**

There are no designated critical environmental areas in the City; therefore, no impacts will result and no mitigation is warranted.

- **Impacts on Transportation**

Transportation in the City is heavily based on roadways and automobiles; however, the City does benefit from public transportation services. The Plan identifies opportunities to improve transportation facilities and services in the community. These include: structural improvements to roadways with low road score ranking (as determined by the GBNRTC); improved Metro Bus service on weekends, as well as new bus stop amenities and new technologies to improve existing service for riders; and the construction of multi-use trails to enhance multi-modal travel, as well as recreation. The adoption of a Complete Streets Law will also help to improve the functional capacity and quality of local roadways.

- **Impacts on Energy**

The Plan supports the development of new sources of alternative energy. These uses will be located in the waterfront area, consistent with existing uses of this nature and will benefit the community.

- **Noise, Odor or Light Impacts**

Potential impacts from noise, odors and outdoor lighting that may result from new development or redevelopment, as supported by the Plan, will be regulated by provisions in the Lackawanna City Code. These include Chapter 135 (Health and Sanitation), which regulates odors; Chapter 159, the City's Noise Ordinance; and Section 230-35 of Article V in the Zoning Ordinance, which regulates outdoor lighting.

## 5.5 EVALUATION OF ALTERNATIVES

Throughout the comprehensive planning process, alternatives for helping the City to achieve its goals and objectives were evaluated, and the recommendations set forth in the Plan represent the concepts that

best express residents' desires, as discussed in Section 1.2. The recommendations and implementation strategies were evaluated for not only their desired results, but also for their impact to the environment, the needs of local residents, encouragement of economic development, and the overall quality of life vitality of the community.

It must be noted that long-term recommendations have not been thoroughly evaluated in this section. These actions are optional, designed to be considered only when circumstances within the City indicate a need for more creative or aggressive techniques, or considered when Plan recommendations are not achieving the desired results.

The "No Action" alternative was considered. Under the "No Action" scenario, the City would not have a Plan, or would not continually review, update or implement the Plan. There would be no up to date document to guide growth and development, to properly plan for the City's vision, to protect important community and environmental features, and/or preserve the character of the City. There is also the potential that the No Action alternative could lead to increased adverse impacts, as the Plan encourages revitalization and enhancements to the City that may not be achieved without a plan in place to help facilitate and manage such actions. Therefore, the No Action alternative was deemed inappropriate; the Plan is determined to be preferable since it is designed to properly manage growth and mitigate potential impacts.

The adoption of the Plan will enable the City to address issues of land and water resources; community character and aesthetic resources; environmental features, including plant and animal habitats; archaeological, cultural, and historic resources; open space, parks, and recreation; economic development; public infrastructure and utilities; and transportation issues in a more effective manner. It forms the basis for zoning and other changes to the City's regulations, and helps guide future decisions regarding important issues, such as infrastructure and public spending.

The Plan more effectively allows the City to achieve its goals and vision, and provides greater protection to the environment than the continuance of present trends under the existing Plan or the No-Action alternative.

## 5.6 THRESHOLDS FOR FURTHER REVIEW

According to the guidance from the NYS Department of State and the NYS Department of Environmental Conservation, SEQR provides an important incentive for preparing a GEIS; namely, if a GEIS is prepared, further SEQR compliance may not be required for some future projects (actions) if those subsequent projects are carried out in conformance with the conditions and thresholds established in the GEIS. In this manner, the combined Plan/GEIS can function as a tool for pre-planning projects that require further action (such as implementing actions outlined in Section 4, including redrafting zoning laws or calling for transportation and infrastructure projects).

Subsequent development actions taking place after the adoption of the plan, including actions recommended in the Plan, will be subject to SEQR review on a site-specific basis, but this Plan can facilitate the future assessment of such planned development actions. The recommendations and implementation strategies established in the Plan will guide need for and extend of further review for future actions under SEQR.

## 5.7 THE SEQR PROCESS

The SEQR process for the City of Lackawanna Comprehensive Plan Update includes the following:

- Acceptance of the Draft Comprehensive Plan Update/GEIS by the Comprehensive Plan Steering Committee and recommendation of the Plan to the Lackawanna City Council.

- Review and Acceptance of the Plan by the City Council, and solicitation and establishment of the Council as Lead Agency to commence the SEQR review process.
- Commencement of a SEQR Coordinated Review of the Plan/GEIS, in conjunction with the required review by Erie County pursuant to Section 239m of NYS General Municipal Law.
- The City Council holding a Public Hearing on the Plan /GEIS, with a 30-day public review period.
- Comments received through the SEQR Coordinated Review and public review will be addressed.
- Assuming that it is determined that the adoption and implementation of the City of Lackawanna Comprehensive Plan Update will not result in potential significant adverse impacts to the environment, the City Council will issue a Negative Declaration to close the SEQR process.
- The City Council adopts the Comprehensive Plan Update/GEIS.

DRAFT



# APPENDIX A

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## BACKGROUND STUDIES

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## **APPENDIX B**

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**PUBLIC INPUT**

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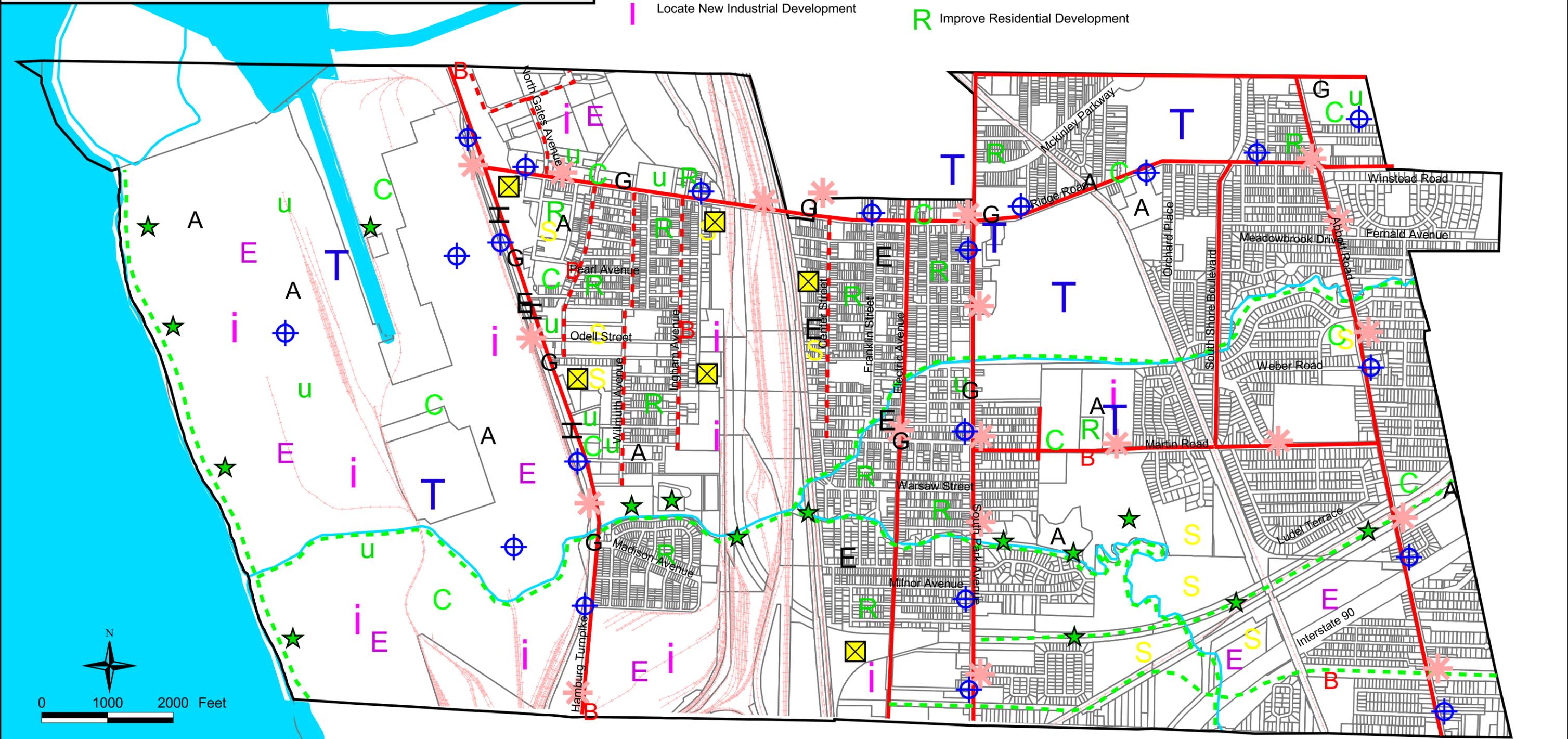


# Visioning Workshop Map Results

## City of Lackawanna Comprehensive Plan

Lackawanna, NY

- A Acquire for Recreation
- G Neighborhood Goods and Services
- I Other Infrastructure Improvements Needed
- E Improve Electrical Infrastructure
- T Develop as Tourist Destination
- i Locate New Industrial Development
- ⊕ Locate Commercial Development
- E Locate Clean Energy Businesses
- B Bus Stop Needed
- \* Traffic Issues
- U Acquire Abandoned Properties
- C Improve Commercial Development
- R Improve Residential Development
- ⊠ Locate Multi-Family Housing
- S Locate Single Family Housing
- ★ Public Access Needed
- ⋯ Establish Trails
- ⋯ Pedestrial Improvements
- ⋯ Sidewalk Improvements and Bike Lanes
- ⋯ Sidewalk Improvements



City of Lackawanna Comprehensive Plan Survey – PRELIMINARY RESULTS

		Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
1	I feel I know about <b>City services and offices</b>	25.3%	42.7%	13.3%	12.0%	6.7%
2	I feel <b>safe</b> in Lackawanna	30.8%	52.6%	7.7%	9.0%	0.0%
3	I am satisfied with the <b>value of City services</b> for taxes paid	8.0%	41.3%	17.3%	24.0%	9.3%
4	I am <b>satisfied</b> with the following services:					
	a Police and Fire	40.5%	41.8%	6.3%	10.1%	1.3%
	b Code Enforcement	13.9%	29.1%	19.0%	26.6%	11.4%
	c Ambulance	21.1%	43.4%	25.0%	7.9%	2.6%
	d Streets	7.9%	28.9%	21.1%	22.4%	19.7%
	e Water and Sewer	10.5%	35.5%	28.9%	14.5%	10.5%
	f Museums and Cultural Facilities	1.4%	9.6%	27.4%	41.1%	20.5%
	g Parks and Recreation	5.3%	23.7%	17.1%	38.2%	15.8%
5	There are adequate <b>health care facilities</b> in Lackawanna to serve residents' needs	2.9%	28.6%	22.9%	30.0%	15.7%
6	Lackawanna has a <b>positive sense of identity</b>	1.3%	21.8%	19.2%	30.8%	26.9%
7	The <b>character and appearance</b> of Lackawanna's commercial and public buildings is of high quality	1.4%	4.1%	10.8%	51.4%	32.4%
8	The City should <b>encourage commercial development in the following areas:</b>					
	a Downtown/City Hall/OLV/South Park area	63.2%	27.6%	5.3%	3.9%	0.0%
	b Lackawanna's First Ward	63.6%	22.1%	7.8%	3.9%	2.6%
	c Route 5 Development Corridor	61.3%	32.0%	4.0%	1.3%	1.3%
	d Abbott Road	54.1%	29.7%	5.4%	10.8%	0.0%
	e Residential Neighborhoods	26.3%	23.7%	11.8%	15.8%	22.4%
9	Lackawanna needs to identify areas to <b>redevelop housing</b> to better meet the needs of its residents	36.8%	50.0%	9.2%	3.9%	0.0%
10	The City has a <b>broad range of housing types</b> to meet residents' needs and is affordable for all incomes	17.3%	44.0%	25.3%	5.3%	8.0%
11	The City should encourage <b>more development</b> of:					
	a Industrial uses	52.9%	34.3%	1.4%	4.3%	7.1%
	b Offices	47.3%	36.5%	12.2%	4.1%	0.0%
	c Retail space	52.7%	43.2%	4.1%	0.0%	0.0%
	d Homes	47.9%	43.7%	5.6%	2.8%	0.0%
12	Land should be available for <b>economic development</b> projects	53.0%	39.4%	7.6%	0.0%	0.0%

City of Lackawanna Comprehensive Plan Survey – PRELIMINARY RESULTS

		Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	
13	The City should encourage additional <b>cultural facilities</b> (concert hall, theater, museum)	54.5%	29.9%	9.1%	5.2%	1.3%	
14	The City should encourage additional <b>cultural programs</b> (music and art programs and instruction, etc.)	55.3%	28.9%	10.5%	5.3%	0.0%	
15	Lackawanna needs to identify and preserve <b>historic and cultural resources</b>	48.7%	32.1%	14.1%	3.8%	1.3%	
16	There are enough <b>public libraries</b> in Lackawanna	31.9%	43.1%	11.1%	11.1%	2.8%	
17	There are adequate bus routes to serve Lackawanna residents' transportation needs	15.6%	22.1%	24.7%	15.6%	22.1%	
18	The <b>quality and safety</b> of our City road system is adequate for the current population and future growth	7.9%	17.1%	14.5%	43.4%	17.1%	
19	<b>Pedestrian safety</b> is an issue/problem in Lackawanna	18.7%	34.7%	22.7%	13.3%	10.7%	
20	To <b>solve traffic and safety issues</b> , the City should increase funding of:						
	a	Sidewalks to connect neighborhoods and/or retail	31.5%	35.6%	24.7%	4.1%	4.1%
	b	Greenways and trails (pedestrian/bike/walking trails)	54.8%	28.8%	12.3%	1.4%	2.7%
	c	Public transportation (bus, trolley)	25.0%	37.5%	23.6%	11.1%	2.8%
	d	East/West road connections	16.9%	40.8%	26.8%	9.9%	5.6%
21	Protecting and restoring <b>Smokes Creek</b> should be a priority		36.1%	37.5%	25.0%	1.4%	0.0%
22	Development should be planned to <b>open waterfront access</b>		69.9%	23.3%	5.5%	1.4%	0.0%
23	The City is doing a <b>sufficient job</b> to address the following issues:						
	a	Noise Pollution	8.3%	37.5%	36.1%	11.1%	6.9%
	b	Light Pollution	4.2%	42.3%	42.3%	5.6%	5.6%
	c	Air Pollution	5.6%	34.7%	44.4%	8.3%	6.9%
	d	Litter Control	4.2%	23.6%	25.0%	31.9%	15.3%
24	Appropriate steps are being taken to address erosion, storm water runoff, and other sources that pollute <b>surface and ground water resources</b>		1.4%	13.0%	58.0%	18.8%	8.7%
25	<b>Additional city parks</b> are needed in Lackawanna		30.6%	25.0%	26.4%	9.7%	8.3%
26	More <b>passive recreational opportunities</b> (bird watching, nature watching) are needed in Lackawanna		17.8%	37.0%	27.4%	11.0%	6.8%

City of Lackawanna Comprehensive Plan Survey – PRELIMINARY RESULTS

		Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
27	More <b>active recreational opportunities</b> (hiking, biking, swimming, fishing, golfing) are needed in Lackawanna	47.2%	41.7%	5.6%	1.4%	4.2%
28	<b>Additional community/recreation facilities</b> (baseball/softball, soccer, youth centers, etc.) are needed	47.9%	37.0%	5.5%	5.5%	4.1%
29	What specific <b>new community/ recreation facilities</b> should the City develop?	Open Ended, See Below				
30	More <b>community/recreation programs</b> are needed in Lackawanna	49.3%	35.6%	12.3%	0.0%	2.7%
31	What specific <b>new recreation/community programs</b> should the City develop?	Open Ended, See Below				
32	Opportunities for <b>water recreation on Lake Erie</b> (swimming, boating, beaches, picnic areas) should be developed in Lackawanna	54.8%	31.5%	6.8%	2.7%	4.1%
33	The City should support <b>business development and local small businesses</b>	74.3%	24.3%	0.0%	0.0%	1.4%
34	We need to promote Lackawanna as a <b>destination for sustainable energy companies</b>	60.5%	21.1%	13.2%	3.9%	1.3%
35	<b>Large-scale destination retail</b> is needed in Lackawanna	37.8%	29.7%	17.6%	12.2%	2.7%
36	We need an arena and civic center that can <b>attract shows and events</b> to Lackawanna	22.7%	28.0%	25.3%	13.3%	10.7%
37	We need to <b>promote downtown Lackawanna</b> as a regional destination for shopping and dining	42.3%	38.0%	15.5%	1.4%	2.8%
38	We need to <b>promote Lackawanna</b> to attract people to live and do business here	68.9%	27.0%	2.7%	0.0%	1.4%
39	Lackawanna's <b>image should be improved</b> and enhanced by:					
	a Concentrating on making the City more visually appealing	71.6%	27.0%	0.0%	0.0%	1.4%
	b Concentrating on making the City easier to get around	39.2%	25.7%	24.3%	8.1%	2.7%
	c Identifying land and sites for development and promoting them	62.5%	29.2%	6.9%	0.0%	1.4%
	d Developing additional incentives and tax breaks	57.5%	23.3%	8.2%	5.5%	5.5%
	e Improving the education system	81.1%	12.2%	4.1%	0.0%	2.7%
	f Improving housing	58.9%	30.1%	6.8%	2.7%	1.4%

**Question 29: What specific new community/ recreation facilities should the City develop?**

- 1st ward community facilities
- 4th ward community center
- A boys and girls club
- Boys & girls club, a new school in the 1st ward, water pad for kids
- Central community center for the whole city
- Central community center for youth
- City soccer leagues/ Ice rink
- City swimming pool, winter ice rink
- Community Center - The "senior" center should be a community center for all
- Community center for youth
- Community center, pool, ice rink
- Community centers
- Dog park
- Dog park, mini golf, restaurants
- Golf dome, Ice rink
- Hiking trails, waterfront access
- Historical building
- Indoor/year-round rec center for all residents
- Kids club to get them off the street
- More playgrounds, basketball, tennis courts
- None as it is not affordable
- Open up access to water
- Outdoor pool/spray pad
- Playground, youth center
- Pool, Ice rink, dog park
- Recreation for young children
- Recycling, farmers market during summer, theater
- Reopen entrance into south park
- Senior pool
- Swimming pool
- Swimming pools, bike paths
- Tennis courts
- Tree farm
- Use of school building
- Youth center
- Youth center, dog park
- Youth center. No more tax exempt
- Youth related

**Question 31: What specific new recreation/community programs should the City develop?**

- 1st Ward community facilities
- Access to waterfront, bike paths for sure
- Adult ed flower arranging, wood working
- After school kids club for working parents. Retiree mentors for kids also
- Boys/girls club - Lackawanna library currently provides many programs
- Community Center - The "senior" center should be a community center for all
- Family nights at the stadium - movies, concerts, kid friendly stuff
- For kids
- Food trucks/bands/yoga outside
- Improve softball/little loop
- None as it is not affordable
- outdoor volleyball court
- Something for the kids
- Swimming pools, bike paths
- Therapeutic seniors only pool
- Year round organized recreation
- YMCA type
- Youth after school
- Youth center
- Youth leagues - volleyball, flag football, basketball, etc.

**Question 39G: Lackawanna's image should be improved and enhanced by (open ended)**

- Active recreation & improving education is very important. Also segregation of cultures is a problem
- Allow and assist citizens already here to improved living standard
- Community gardens - flowerbeds/benches @ bus stops
- Do something about sinkholes
- Dump the 2 tier, unfair, business crushing tax system now!! Not tomorrow!!
- Education & housing most important
- Family friendly for kids
- Fix the curbs all over the city
- I-90 and Route 5 make Lackawanna easy to get to and easy to get from. Route 5 is a NYS scenic byway
- Larger signs so people can see
- Mayor not hiring father-in-law
- More should be done to ensure residents get jobs
- Opt out of the Erie County Consortium and apply for Community Development Block Grant funds as a small city to fund this plan in the future.
- Take steps to eliminate nepotism in the city hiring

### Visioning Workbook Results

Land Use	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The City should <b>reclaim and preserve unique natural features such as streams, vacant land and open space</b> to encourage public access.	52.3%	29.5%	17.0%	1.1%	0.0%
Lackawanna needs to develop <b>more affordable housing including single- and multi-family</b> .	34.8%	23.6%	21.3%	15.7%	4.5%
The <b>overall visual quality of residential and commercial development</b> in the City should be better.	64.7%	28.2%	4.7%	1.2%	1.2%
The city should <b>acquire abandoned and underutilized sites</b> for redevelopment.	66.7%	20.7%	3.4%	2.3%	6.9%
Circulation and Accessibility	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I am concerned with the <b>volume of traffic and traffic safety</b> in the City.	38.6%	17.0%	23.9%	18.2%	2.3%
Pedestrian safety is an issue in Lackawanna and there is a need for <b>more sidewalks</b> in the City of Lackawanna.	42.0%	28.4%	17.0%	11.4%	1.1%
There is a need for <b>official bike lanes</b> in Lackawanna.	65.5%	20.7%	9.2%	2.3%	2.3%
<b>Additional bus service</b> is needed in the City of Lackawanna.	31.0%	21.4%	31.0%	10.7%	6.0%
<b>Trail connections</b> to the waterfront and neighboring communities are needed for recreation and transportation.	72.1%	19.8%	3.5%	0.0%	4.7%
Business and Economy	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Lackawanna should become a center for excellence in <b>clean and renewable energy</b> .	58.5%	20.7%	17.1%	2.4%	1.2%
Lackawanna's <b>central business district should be a hub</b> for the community with offices, shopping and dining destinations.	70.9%	19.0%	6.3%	2.5%	1.3%
Lackawanna needs to bring back <b>manufacturing and light industrial development</b> .	59.0%	24.1%	6.0%	2.4%	8.4%
Lackawanna has tourism destinations that have potential <b>year round appeal</b> .	39.5%	32.1%	12.3%	7.4%	8.6%

<b>Community Services and Facilities</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
Lackawanna is doing a good job of keeping up with current and future needs for <b>infrastructure</b> , including gas, electric, cable and Internet.	11.7%	16.9%	20.8%	32.5%	18.2%
<b>There is adequate shopping for basic goods and services</b> in Lackawanna.	7.1%	8.3%	7.1%	42.9%	34.5%
The City should acquire land now for <b>future parks, open space, schools and community facilities</b> .	47.5%	22.5%	11.3%	6.3%	12.5%
There are adequate facilities and services for <b>special needs populations</b> in Lackawanna, such as for handicapped and those needing job training, English as a second language, senior citizens and youths.	9.1%	15.6%	27.3%	26.0%	22.1%

**Specific needs Include:**

Activities for youth - splash pad
Explore rails to trails; First ward redevelopment is critical to success
Job training - skilled labor
School system has to get better - Remove flood ins. For city - City & County work together to repair sink holes
St. Barbara's should become a park
To serve youth recreation and handicap needs
Waterfront development, rebuilding the face of the 1st ward
We need people to live in affordable housing. We need business, but I have owned commercial property and commercial taxes are way too high and we have very bad roads

**The Character of the City of Lackawanna is....**

A city that is coming back and starting to attract young people
A new industry
Blue collar
Changing (2)
Currently fading city of industry, holding on to the past..needing a plan for the future
Dividing, blue collar, hard-working family oriented
Diverse & in need of help/updating
Diversity
Down to Earth
Emerging

Hard working
Hardworking & diverse
Historical, needs improvement of image
Home, but we need more areas for children
In need of a new identity
In need of a new identity & positive growth
In need of a window dressing
In question
In reverse
In transition. We know what we want to be, I'm not convinced we know how to get there yet
Industrial
International flavor with people of all backgrounds living here
Is very unsettled because people that live outside the city have no reason to travel to Lackawanna
It's ugly, dark, and creepy
Losing ground at the moment
Multi-national
Myopic
Needs improvement - the taxes are low which is an incentive
No one agrees & all talk & no action
Not very appealing, sad for a city that was the gate to the future
OK at best. Needs help image wise
Old & dull, unclean, unwelcoming, dark and sad
Old and misused
Old; outdated
Old steel city with ruins of a good life and opportunity
Our Mayor Szymanski is doing a great job for the city improvements and character
People
Poor and in need of renovation
Poor image, the people are living in the dark ages & have let our city remain one with poverty/high taxes - businesses
Proud (2)
Proud hardworking, but some people are tired and depressed
Run down city, diverse populations, small community life
Rundown
Shabby, run down looks like a dumping ground
Small family oriented city
Small town, more beautiful than reputation, but divided citizens hold it back from its potential
Steel City. Patronage Capital of the USA
The character of those people that grew up here is strong blue collar family. Character of government is bad

The home of Father Baker
Underdeveloped waterfront and baron fields that need to be developed.
Unique
Very patronage very unfair
Waiting for something to happen. Need active leadership to get them moving
Working class to poor

**The thing I like most about living in Lackawanna is:**

"Small town" atmosphere - everyone knows everyone
A small town - easy to get around, lower taxes - full police & fire dept.
Accessibility
Affordable, easy to get anywhere in area, friendly neighbors
Basilica, Joe Jerge
Central located, reasonable taxes, small community feel without big city hassles
Close enough to everything
Close knit communities and all get along well
Community (2)
Community life - everyone knows everyone
Convenience
Cultural melting pot
Diverse neighborhoods
Diversity
Diversity and culture abundant
Everybody is very honest especially the politics of the city
Fairness of people
Family & Friends
Family atmosphere, good neighbors, quiet neighborhoods
Family environment, safety, churches
Family friendly, accessible
Father Baker's OLV, South Park Lake
Friendly people
Friendly people
Friends and families
I have a nice neighborhood, the people are friendly
I was raised here
It is a most caring and friendly city
It is located in a very convenient area close to shopping, medical facilities, theaters, waterfront, etc.
It is safe for families
It's affordable & close to the city of Buffalo & attractions

It's home, low taxes
It's safe & affordable (2)
I've been here for 3 generations - there's a sense of belonging
Lackawanna is safe
Location
Location & people
Location. It has easy accessibility to downtown buffalo, thruway, etc.
lowest taxes, everybody knows everybody
My family
My home & neighbors
My neighbors
My neighbors, the basilica
People (8)
People, low taxes, not congested, location
Possibilities & proximity to downtown, waterfront
Quiet streets, relatively low safety concerns, good regional location
Reasonable taxes, Good neighbors, Close to family
Remembering the beauty of the city in the past
Safe
Safety (2)
Small city
That people that live here are very genuine
The diversity
The diversity of people & cultural influence
The feeling of community
The people and history
The people that have been here for years. Lower taxes attract but would rather pay more to enrich our city
The people, recreation, and schools
The pride
We all try to get to know each other

**The thing that needs the most improvement in Lackawanna is:**

1st ward
A direction on how to move forward
A mind set to turn people to have more pride in their community
A more friendly environment for business growth and the waterfront
Access to information and transparency
All transportation options for waterfront access to Ridge Road

Beautification of city/every neighborhood/basilica area needs shops & restaurants for tourists
City Hall (2)
City Hall - get rid of orange part, refront the old
Communication between city hall and citizens
Community center, image, attract business
Derelict buildings
Develop Center St
Education and cultural events
Education system, recreation and parks
Education, preservation
Educational system, active recreation for kids and teens, desegregate races and cultures
Failing deteriorating buildings
Fair services for all. Access to more city information (first ward)
Family centered activities & schools - especially outcomes
First Ward
Fix city hall area
Good roads
Housing
Housing & business district
Housing & waterfront
Image, City Hall accessibility
Increase the business tax base
Its Image
Job creation for residents
Jobs, housing, more fair opportunity for everyone
Lot of run down homes in the second ward
lower taxes
More bike lanes, more restaurants/shops on ridge
More business to increase tax base
More clothing and food stores - lower taxes
One main business district (2)
Opening up the old steel plant site for businesses
Our image is that of a poor poverty stricken area with nowhere to go. Lackawanna is considered too much of a risk
Our image, especially in the first - more police presence
Our waterfront and economic revitalization across ridge road
Overall appeal
Planning and decisions need to be inclusive
Play parks, road help
Recreation

Recreation for children
Rental prop
Roads, business core
Roads, Police
School system/board, blight (2)
Schools, infrastructure (2)
Shift in attitude and commitment of citizens & leaders. How can Lackawanna design for the future, learning from past mistakes
Shopping, tourism, housing, something we can be very proud of
Small business development
Squandered/underutilized space along ridge Rd & Rt.5
Steel plant cleanup & a close second is the school system
Streets need improving w/curbs that will not disintegrate
Tax structure. Communication to public
The first ward area and the waterfront
The streets
The waterfront property and the east side of Rt 5 is very undeveloped
Things for kids to do. Town pool
Upgrading the overall looks of rundown areas
Visual Appeal to tourists and visitors. Improve curbs & storefronts
Visually. More recreational centers
We need more business & a water park, boys & girls club
We should include all the people that live in LA when making decisions for us just as you did today - Thank you
Youth programs, business development

***Tell us about yourself ...***

How many adults (18 or older) are living in your residence	<b>1</b>	<b>2</b>	<b>3-5</b>	<b>6 or more</b>		
	25.9%	42.0%	30.9%	1.2%		
How many children (under 18) are living in your residence?	<b>0</b>	<b>1</b>	<b>2</b>	<b>3-5</b>	<b>6 or more</b>	
	64.1%	9.0%	12.8%	14.1%	0.0%	
What is your age?	<b>18-20</b>	<b>21-30</b>	<b>31-40</b>	<b>41-50</b>	<b>61-65</b>	<b>65 plus</b>
	0.0%	7.5%	13.8%	15.0%	40.0%	23.8%
Do you own or rent the Lackawanna residence in which you live?	<b>Own</b>	<b>Rent</b>	<b>N/A</b>			
	82.3%	15.2%	2.5%			
Do you work in Lackawanna?	<b>Yes</b>	<b>No</b>	<b>N/A</b>			
	29.5%	46.2%	24.4%			

	Below HS	HS Grad	Some College	Associates Degree	Bachelors Degree	Post Graduate Degree
What is your highest level of education?	1.3%	18.2%	20.8%	26.0%	16.9%	16.9%

**Why would move from Lackawanna?**

Access to cheaper housing in Buffalo
Better schools for children
Deterioration, lack of public activities
Downsize to a smaller residence
Education, work, training
Graduate study
It is difficult to keep up my property - high commercial taxes etc.
Job opportunities, future for my children
Lack of housing opportunity as well as educational opportunities
Many reasons
neighborhood getting bad
NYS taxes and the weather
People are not keeping up properties, not enough professional people
Politics
Schools
Senior housing
The area
Weather conditions/aging

**Are there any other issues we should know about as we proceed with the Comprehensive Plan?**

Being disabled, I find there are a lot of problem areas in our city - sidewalks, curbs, etc.
Better representation. I am from Yemeni decent. I chose to live in Lackawanna although I can afford to live any place. The same goes for many of my professional friends. This town will look different in 10 years especially demographics. So please represent the citizens with a board that reflects the citizens.
Bury power lines along Ridge Rd - just like it is in front of the Basilica
City should feel like a village center and be more of a walkable community. Need to eliminate homestead/non-homestead separate tax rates
Clean up corner on South Park & Ridge
Clean up the politics & utilize the intelligent, talented people of our community.
Community level projects, things that include students in our public schools, make a plan that has a means of being measured in terms of its success. What happened to the goals of the 2001 Comp Plan? No terms/sense of accountability

Concerned about the brownfield areas in the first ward, lack of greenspace, lack of family centered activities
Create an industrial development area with a non-homestead rate equal to buffalo's rate
Hamburg Turnpike bike line connecting Ridge Road to Buffalo Waterfront
I just want to say thank you for this work shop. My opinion matters well that's how I feel
If you want to grow population, address education, housing, and public transportation. Young people will raise a family and buy a home in a city that has amenities, walkable, and access to quality education.
Immediate care centers, health care section was not addressed.
Impoverished need jobs need businesses, need favorable economics. 2-tier taxes are a death sentence.
Improve the education system
Lackawanna is highly political & resists change - We have to keep this plan from politics and people that have an alternative
LEED Knowledge
Lehigh playground should be available to the first ward; Farmers market & vendors on weekends; Could also use shelters like Buffalo has; Entrance to Ridge from Father Bakers -disastrous bridge. Our Downtown needs revitalization - need a real business district
Let's take care of our roads. Let's rebuild and help our business owners to stay & encourage others to start a business here.
Making sure that the people of the city are involved - all the people
Missing representation by all communities. Future work should be inclusive
Need to control the deer population
New housing is being built in the first & 4th ward. I think the second ward could warrant looking into redevelopment.
Pay attention to River Works & repeat it
Playground at McKinley School
St. Barbara's should be a park. Electric lines need to be upgraded in 2nd ward from Ridge Rd to Cleveland
The City should opt out of the Erie County Consortium and apply for CBDG as a small city to fund the initiatives identified and promulgate in the Comprehensive Plan. Development has no resources to fund any plan.
The people that are elected to lead this city do not work as a team. This cannot continue. The energy and spirit in this city is pathetic
Waterfront should be commercialized! I believe it would be excellent if the Lincoln School area was converted into recreation facility. If not, another place needs to be developed for this. Kids don't have much to do for fun during the winter weather or perhaps have a movie theater... Also, it appears there is so much hatred between different cultural groups. The education system remains 99 out of 100 and we always have to drive way out to go shopping. Need supermarket on Rt. 5
We need another connecting road from Rt. 5 to S. Park/Abbott. Need recycling totes - larger than current boxes

We need more owner occupied apts, homes. Fix City Hall's appearance, landscaping, new sidewalks.  
Keep absentee landlords accountable for property

We need to be proud of where we live & the way our city is seen, like other cities around us

We need to find ways to communicate to get ideas from others who can't participate. Maybe a survey  
via mail/phone/internet, twitter

# City of Lackawanna Comprehensive Plan Visioning Workshop

## Red Dots (Table Priorities)

- Development of Bethlehem Steel Property with public access provided (13 tables)
- Commercial development along Ridge Road/Downtown area (7 tables)
- Improve City Hall (3)
- Develop area around Commercial Street Extension (2)
- Access to Smokes Creek
- Add another connection from Route 5 to South Park over tracks
- Acquire the Lincoln school and convert to rec center
- Develop along Route 5
- Improve bridge on Ridge Rd over tracks
- Improve electrical infrastructure in 2nd Ward
- More attractive residential development around Lehigh
- More basic goods & services on Abbott
- Redevelopment of the 1st Ward
- Remove Baker Homes or pay fee for services

# City of Lackawanna Comprehensive Plan

## Public Visioning Workshop Comment Cards

- Difficult to increase economic development because city has highest business property taxes in WNY. "City Center" should be planned with expectation that Father Baker will become a saint and tourism it will draw.
- Oh how I would love a therapeutic pool for the seniors. Getting older - more aches & pains - need some warm water to sooth the tire bones. Plus, it would bring more people together and be beneficial for all at the same time. Could charge a fee - more for non-residents.
- Assigning table seating not necessary. When we start making this a city that people and businesses want to come to - keep them coming. We really need to make the center of our city vital again. Bring the shops, stores etc.
- It would be nice to have patio homes or some individual housing for the seniors who wish to downsize. As it is now, they have to move to Orchard Park or West Seneca or elsewhere - After being a Lackawanna resident most of all their lives. Worth a thought. I think we should focus business development of South Park-Ridge area, Abbott Rd Plaza, and Route 5 corridor. We need more youth programs and community activities.
- Not discussed - Absentee landlord control. Enforcement of existing regs on totes.
- I commend the city for these actions regarding the Master Plan. However, members of the steering committee is reflective of the city residence. So make sure that all are resulted in future work by this plan.
- I am excited about this plan! Representation. The Committee/Board should representative of the population of Lackawanna.
- Would like more bike paths from basilica/botanical gardens to the waterfront. Pool or splash pad for children. Connecting Rd from Rt. 5 to S. Park/Abbott. Need totes for recycling - boxes are too small.
- I have lived in Lackawanna for 27 years. This is the first time that I have seen this type of program. I applaud Fred Heinle and Mayor Szymanski for their sincere efforts to make this city a better and safe place to live. There is a lot of work to be done. The poor image of this city needs to change.
- Need community pool/multiple rec facility. Deer - standing, jumping over yard fences - need control of population. Some control of the unkempt properties in neighborhoods - trash, unmowed lawns. Restore smaller neighborhood playgrounds - brings communities together - miss ours (Weber & Cobb).
- A worthwhile evening. Would love to see more like this in the future.
- Please keep the meetings going! Use every possible method to advertise! People here are feeling down about their city and its prospects - movements like these will get people excited.
- Playground at McKinley School. Light or flashing light at Ferauld & Ridge. Waterpark. Splash pad.

## City of Lackawanna Comprehensive Plan Public Visioning Workshop Comment Cards

- Public needs closer access to planning department. Who's cleaning the former Bethlehem Steel property?
- Healthcare was not mentioned. Ambulatory services for senior citizens with severe disabilities is completely neglected in Lackawanna compared to other places such as West Seneca etc.
- Thank you for this opportunity! Another meeting in the future would be helpful. Also, updating your website with data, upcoming meetings and general monthly updates. This will encourage the momentum.
- Bring back horse drawn trolleys - at least two. Heavy penalties for abuses of trolley - Driver, horse, or passenger. On larger roads, make lanes for speedier drivers and one lane for slower drivers and sightseeing drivers.
- We really need a boys & girls club for kids. There is a great need for kids to go to play.
- Great representation of families.
- I am glad this process is happening
- I hope this meeting will be productive and change will come. We truly need a place for the children, especially young teens even 10-12 year olds - A boys & girls club - something. We also need a splash pad for the children. Where do children of Lackawanna go to cool off? And what about the parents in the 1st Ward? Why do we expect them to go? They need a school in their area.
- The city should opt out of the Erie County Consortium and apply for CDBG as a small city to fund the initiatives identified and promulgated as the city's Comprehensive Plan. Presently (historically) development has been handicapped because there are/ have not been funds available to plan or execute a plan.

## City of Lackawanna Comprehensive Plan Public Visioning Workshop Comments

Here are some of the comments received at the June 18 Public Visioning Workshop:

- ✓ City should feel like a village center and be more of a walkable community. Need to eliminate homestead/non-homestead separate tax rates.
- ✓ If you want to grow population, address education, housing and public transportation. Young people will raise a family and buy a home in a city that has amenities, is walkable and has access to quality education.
- ✓ I am from Yemeni descent. I chose to live in Lackawanna although I can afford to live any place. The same goes for many of my professional friends. This town will look different in 10 years especially demographics. So please represent the citizens with a board that reflects the citizens.
- ✓ We need to be proud of where we live and the way our city is seen, like other cities around us.
- ✓ We need more owner occupied apartments, homes. Fix City Hall's appearance, landscaping, new sidewalks. Keep absentee landlords accountable for property.
- ✓ Waterfront should be commercialized!
- ✓ I just want to say thank you for this workshop. My opinion matters.
- ✓ Our Downtown needs revitalization – need a real business district.
- ✓ Pay attention to River Works and repeat it.
- ✓ Let's take care of our roads. Let's rebuild and help our business owners to stay and encourage others to start a business here

**During the June 18 visioning workshop, tables of participants were asked to name their top priorities for the city's future.**

**Here they are:**

- Development of Bethlehem Steel Property with public access provided (13 tables)
- Commercial development along Ridge Road/Downtown area (7 tables)
- Improve City Hall (3)
- Develop area around Commercial Street Extension (2)
- Access to Smokes Creek
- Add another connection from Route 5 to South Park over tracks
- Acquire the Lincoln school and convert to rec center
- Develop along Route 5
- Improve bridge on Ridge Rd over tracks
- Improve electrical infrastructure in 2nd Ward
- More attractive residential development around Lehigh
- More basic goods & services on Abbott
- Redevelopment of the 1st Ward
- Remove Baker Homes or pay fee for services

## **APPENDIX C**

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**SAMPLE COMPLETE STREETS ORDINANCE– CITY OF OGDENSBURG**

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The vote was:

CARRIED, AYES ALL

3. Councillor Hosmer moved an ordinance to amend Chapter 189 entitled “Streets and Sidewalks” to add Article III entitled “Complete Streets”, and Councillor Stevenson seconded to wit:

ORDINANCE #3 OF 2014  
ORDINANCE AMENDING CHAPTER 189 ENTITLED "STREETS AND  
SIDEWALKS" OF THE CITY OF OGDENSBURG MUNICIPAL CODE

BE IT ORDAINED AND ENACTED by the City Council of the City of Ogdensburg, New York, as follows:

SECTION ONE: That Article III entitled “Complete Streets” is hereby added, as follows:

ARTICLE III  
Complete Streets

§ 189-18. Definition.

“Complete Streets” means streets that are designed and operated to enable safe access for all users, in that pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across a street.

§ 189-19. Policy.

The City shall develop a safe, reliable, efficient, integrated and connected multimodal transportation system that will promote access, mobility and health for all users, and will ensure that the safety and convenience of all users of the Public transit, people of all ages and abilities, motorists, emergency responders, freight providers and adjacent land users.

## CITY COUNCIL MEETING

February 13, 2014

Page 26

### § 189-20. Scope of Applicability.

- A. All City-owned transportation facilities in the public right-of-way including, but not limited to, streets, bridges and all other connecting pathways shall be designed, constructed, operated, and maintained so that users of all ages and abilities can travel safely and independently.
- B. Privately constructed streets and parking lots shall adhere to this policy.
- C. The City shall foster partnerships with the State of New York, St. Lawrence County, neighboring communities, business and school districts to develop facilities and accommodations that further the City's complete streets policy and continue such infrastructure beyond the City's borders.
- D. The City shall approach every transportation improvement and project phase as an opportunity to create safer, more accessible streets for all users. These phases include, but are not limited to: planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, operation and maintenance. Other changes to transportation facilities on streets and rights-of-way, including capital improvements, re-channelization projects and major maintenance, must also be included.

### § 189-21. Exceptions.

- A. Any exception to this policy, including for private projects, must be reviewed and approved by both the Director of Public Works and the Director of Planning and Development and be documented with supporting data that indicates the basis for the decision. Such documentation shall be publicly available.
- B. Exceptions may be considered for approval when:
  - (1) An affected roadway prohibits, by law, use by specified users (such as an interstate freeways or pedestrian malls), in which case a greater effort shall be made to accommodate those specified users elsewhere, including on roadways that cross or otherwise intersect with the affected roadway;

## CITY COUNCIL MEETING

February 13, 2014

Page 27

- (2) The activities are ordinary maintenance activities designed to keep assets in serviceable condition (e.g. mowing, cleaning, sweeping, spot repair and surface treatments such as chip seal or interim measures);
- (3) The Director of Public Works issues a documented exception concluding that the application of Complete Streets principles is unnecessary, unduly cost prohibitive, or inappropriate because it would be contrary to public safety; or
- (4) Other available means or factors indicate an absence of need, including future need.

### § 189-22. Design Standards.

The City shall follow accepted or adopted design standards and use the best and latest design standards available. These standards include, but are not limited to: ITE Designing Walkable Urban Thoroughfares: A Context Sensitive Approach; and AASHTO Guide for Planning, Designing and Operating Pedestrian Facilities.

In recognition of context sensitivity, public input and the needs of many users, a flexible, innovative and balanced approach that follows other appropriate design standards may be considered, provided that a comparable level of safety for all users is present.

### § 189-23. Performance Measures and Reporting.

- A. The City shall measure the success of this Complete Streets policy using, but not limited to, the following performance measures:
- (1) Total miles of bike lanes
  - (2) Linear feet of new pedestrian accommodation
  - (3) Number of new curb ramps installed along city streets
  - (4) Crosswalk and intersection improvements

## CITY COUNCIL MEETING

February 13, 2014

Page 28

B. An annual report will be made by the Complete Streets Active Living Task Force to the Ogdensburg City Council showing progress made in implementing this policy. The annual report on the annual increase or decrease for each performance measure contained in this ordinance compared to the previous year(s) shall be posted on-line for each of the above measures.

### § 189-24. Implementation.

A. The City of Ogdensburg shall view Complete Streets as integral to everyday transportation decision- making practices and processes. To this end:

- (1) The Department of Public Works, the Department Planning and Development, and other relevant departments, agencies, or committees will incorporate Complete Streets principles into all existing plans, manuals, checklists, decision-trees, rules, regulations, and programs as appropriate (including, but not limited to the Local Waterfront Revitalization Program, the Comprehensive Plan, Transportation Capital Program, and other appropriate plans);
- (2) The Department of Public Works, the Department Planning and Development, and other relevant departments, agencies, or committees will review current design standards, including subdivision regulations which apply to new roadway construction, to ensure that they reflect the best available design standards and guidelines, and effectively implement Complete Streets, where feasible;
- (3) When available, the City shall encourage staff professional development and training on non-motorized transportation issues through attending conferences, classes, seminars, and workshops;
- (4) City staff shall identify all current and potential future sources of funding for street improvements and recommend improvements to the project selection criteria to support Complete Streets projects;

## CITY COUNCIL MEETING

February 13, 2014

Page 29

- (5) The City shall promote inter-departmental project coordination among City departments with an interest in the activities that occur within the public right-of-way in order to better use fiscal resources;
- (6) Every Complete Streets project shall include an educational component to ensure that all users of the transportation system understand and can safely utilize Complete Streets project elements.

### § 189-25. Complete Streets Active Living Task Force.

- A. There is hereby created a Complete Streets Active Living Task Force for the City of Ogdensburg.
- B. The Task Force shall consist of seven (7) members holding staggered three-year terms appointed by the Mayor.
- C. The purpose of the Complete Street Active Living Task Force is to promote health through physical activity and active transportation for all users, specifically, the most vulnerable - children, older adults, and those with disabilities within Ogdensburg.

## SECTION TWO

This ordinance shall take effect ten (10) days after publication of a notice which shall give the title and describe same in summary form.

Councillor Morley asked if it is mandatory that we do this to every street we redo. City Manager John Pinkerton said it is mandatory that we review our complete streets policy when we do any improvements to a transportation byway. Councillor Morley asked if we are under contract for the Paterson Street project and if it requires a review of our complete streets policy. Mr. Pinkerton said a complete streets review is not necessary because that project was done prior to this change. Councillor Morley asked if all future projects will need to incorporate these additional walking and bicycling lanes. Mr. Pinkerton said if we can incorporate it into the system, we have to consider it. Councillor Morley asked if it will cost the City extra money to create these additional lanes.

## CITY COUNCIL MEETING

February 13, 2014

Page 30

Mr. Pinkerton said yes, but the cost for the complete streets portion would be taken into consideration and put before Council for a decision at that time. Councillor Hosmer asked if this means we are required to add the extra lanes. Mr. Pinkerton said no, we are only required to review it. Councillor Skamperle explained Clause 189-21 under Exceptions gives us leeway if it becomes too costly. Councillor Skamperle asked if the same leeway will be given to private developers because he does not want to restrict private developers with housing projects. Mr. Pinkerton said there is no intent to restrict private development, and variances are always an option. Councillor Stevenson said this requirement will enhance the waterfront and marina projects. Mr. Pinkerton explained the intent is to get people out moving, walking and biking.

The vote was:

CARRIED, AYES ALL

4. Mayor Nelson moved a resolution calling for a public hearing and public notice for the purpose of considering the application of Time Warner Cable Northeast LLC, for a franchise renewal to provide cable television services through the City of Ogdensburg, and Councillor Morley seconded to wit:

### RESOLUTION OF CITY COUNCIL INTRODUCING A RESOLUTION AND PROVIDING FOR PUBLIC NOTICE AND PUBLIC HEARING

BE IT RESOLVED, that a public hearing be held by the Ogdensburg City Council for the purpose of considering the application of Time Warner Cable Northeast LLC, for a franchise renewal to provide cable television services through the City of Ogdensburg, be and it hereby is introduced before the City Council of the City of Ogdensburg, New York, and

BE IT FURTHER RESOLVED, that the City Council shall hold a public hearing in the matter of the approval of the aforesaid to be held at the Council Chambers in the City of Ogdensburg, New York, on the 24th day of February, 2014 at 7:00 p.m., and

## APPENDIX D

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### ACRONYMS

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## Acronyms

**AA DT** – Average Annual Daily Traffic  
**ACCESS**- Arab American Community Center for Economic and Social Services  
**BENLIC** – Buffalo Erie Niagara Land Improvement Corporation  
**BOA**- Brownfield Opportunity Area  
**BPRR** – Buffalo & Pittsburg Railroad  
**BRA** – Bethlehem Redevelopment Area  
**BSR**- Buffalo Southern Railroad  
**BVS**- Baker Victory Services  
**CBD**- Central Business District  
**CC** – City Council  
**CDBG** – Community Development Block Grants  
**CEO** – Code Enforcement Officer  
**CN** – Canadian National Railway  
**CNG**- Certified Local Government  
**CP** – Canadian Pacific Railway  
**CPIC**- Comprehensive Plan Implementation Committee  
**CSX** – CSX Transportation  
**DEIS**- Generic Environmental Impact Statement  
**DPW**- Department of Public Works  
**ECIDA** – Erie County Industrial Development Agency  
**ECL** – Erie County Legislature  
**ECSD** – Erie County Sewer District  
**ECSS** – Erie County Department of Social Services  
**ECWA** – Erie County Water Authority  
**EPA**- U.S. Environmental Protection Agency  
**ESD** – Empire State Development Corporation  
**FEMA**- Federal Emergency Management Agency  
**FHWA** – Federal Highway Administration  
**FIRM**- Flood Insurance Rate Maps  
**GBNRTC** – Greater Buffalo Niagara Regional Transportation Planning Council  
**GWRR** – Genesee & Wyoming Railroad  
**HEAP**- Home Energy Assistance Program  
**HUD**- U.S. Department of Housing and Urban Development  
**I** – Industrial  
**I&I** – Inflow and Infiltration  
**LEP**- Limited English Proficiency  
**LID**- Low Impact Development  
**LMHA**- Lackawanna Municipal Housing Authority  
**LOS** – Level of Service  
**LQ**- Location Quotient  
**LWRP** – Local Waterfront Revitalization Program  
**MCI** – Mixed Commercial Industrial  
**MPO** – Metropolitan Planning Organization  
**MPOD** – McKinley Parkway Overlay District  
**MR** – Mixed Residential



**MTP** – Metropolitan Transportation Plan  
**NC** – Neighborhood Commercial  
**NFTA** – Niagara Frontier Transportation Authority  
**NS** – Norfolk Southern  
**NYSDEC** – New York State Department of Environmental Conservation  
**NYSDOS** – New York State Department of State  
**NYSDOT** – New York State Department of Transportation  
**NYSECL**- New York State Environmental Conservation Law  
**NYSRHP** – New York State Office of Parks Recreation & Historic Preservation  
**O&M**- Operations & Maintenance  
**OLV**- Our Lady of Victory  
**ORF** – Overflow Retention Facility  
**OS** – Open Space  
**PACE**- Program of All Inclusive Care for the Elderly  
**PD** – Police Department  
**P-TECH**- Pathways In Technology Early College High School Program  
**PUD** – Planned Unit Development  
**PVC** – Polyvinyl Chloride  
**RC** – Regional Commercial  
**RCRA** - Resource Conservation and Recovery Act  
**RFI**- RCRA Facility Investigation  
**SBR** – South Buffalo Railway  
**SCFWH**- Significant Coastal Fish and Wildlife Habitat  
**SCO** – Smokes Creek Overlay  
**SEQR**- State Environmental Quality Review  
**SFR** – Single Family Residential  
**SNAP**- Supplemental Nutrition Assistance Program  
**SPDES** – State Pollution Discharge and Elimination Systems  
**STO** –Seaway Trail Overlay  
**SWMPP** – Stormwater Management Program  
**SWMU**- Solid Waste Management Units  
**SWPPP** – Stormwater Pollution Prevention Program  
**TIP** – Transportation Improvement Program  
**USACE**- United States Army Corps of Engineers  
**USDOT** – United States Department of Transportation  
**WWTF** – Wastewater Treatment Facility  
**ZC** – Zoning Committee