



RICHARDSON OLMSTED COMPLEX
MASTER PLAN

FINAL GENERIC ENVIRONMENTAL
IMPACT STATEMENT

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List of Abbreviations and Acronyms

AADT	Average Annual Daily Traffic
ADA	Americans with Disabilities Act of 1990
BPC	Buffalo Psychiatric Center
BSC	Buffalo State College
CAG	Community Advisory Group
DASNY	Dormitory Authority of the State of New York
DGEIS	Draft Generic Environmental Impact Statement
EAF	Environmental Assessment Form
ESDC	Empire State Development Corporation
ETC	Estimated Time of Completion
<u>FGEIS</u>	<u>Final Generic Environmental Impact Statement</u>
GBNRTC	Greater Buffalo Niagara Regional Transportation Council
GPP	General Project Plan
GSF	Gross Square Feet
<u>LOR</u>	<u>Letter of Resolution</u>
LOS	Level of Service
MPH	Miles per Hour
NFTA	Niagara Frontier Transportation Authority
NHL	National Historic Landmark
S/NRHP	State/National Registers of Historic Places
NYS	New York State
NYS DOT	NYS Department of Transportation
Olmsted	Frederick Law Olmsted
OMH	NYS Office of Mental Health
OPRHP	NYS Office of Parks Recreation and Historic Preservation
<u>PILOT</u>	<u>Payment in Lieu of Taxes</u>
RAC	Richardson Architecture Center
RCC	Richardson Center Corporation
Richardson	Henry Hobson Richardson
ROC	Richardson Olmsted Complex
SEQRA	New York State Environmental Quality Review Act
SUNY	State University of New York
UDC	NYS Urban Development Corporation
ULI	Urban Land Institute
Vaux	Calvert Vaux
WNY	Western New York

Executive Summary

The New York State Urban Development Corporation (UDC), d/b/a Empire State Development Corporation (ESDC), as Lead Agency, has prepared this Final Generic Environmental Impact Statement (FGEIS) to assess the potential economic, social, and environmental effects of undertaking the proposed Richardson Olmsted Complex (ROC) Master Plan (also referred to as the Project) (see **Appendix A**). The Project is composed of a collection of programs and activities involving the stabilization, rehabilitation, and adaptive reuse of the buildings and grounds of the historic Buffalo State Hospital located in the City of Buffalo, Erie County, New York. This FGEIS was prepared in accordance with the requirements of New York's State Environmental Quality Review Act (SEQRA) as prescribed by 6 NYCRR Part 617 State Environmental Quality Review [Statutory authority: Environmental Conservation Law Sections 3-0301(1)(b), 3-0301(2)(m) and 8-0113].

The purpose of the Project is to provide for the rehabilitation and reuse of the historically significant buildings to be acquired by the Richardson Center Corporation (RCC) (commonly referred to as Buildings 9, 10, 12, 13, 27, 30, 38, 39, 40, 41, 42, 43, 44 and 45), landscape/grounds, and supporting infrastructure in a manner consistent with the ROC Master Plan. The public need for the Project is to provide for the rehabilitation of the historically significant and currently vacant and deteriorating Henry Hobson Richardson (Richardson)-designed Buffalo State Hospital buildings and the Fredrick Law Olmsted (Olmsted) and Calvert Vaux (Vaux)-designed grounds and provide the local community the opportunity for economic development. The Project would involve expending State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan.

Background

The ROC encompasses approximately 91 acres of New York State Office of Mental Health (OMH) owned land situated in the northwest portion of the City of Buffalo. The ROC is composed of many individual buildings including the historic Buffalo State Hospital buildings, the newer Buffalo Psychiatric Center (BPC), landscaped open space, surface parking lots, and internal roadways and pathways. The ROC is bounded to the north by Rockwell Road, the west by Rees Street, the south by Forest Avenue, and the east by Elmwood Avenue. The ROC Master Plan provides a long-term vision for the entire 91-acre site and provides a framework for a cohesive and coordinated development program as site enhancements are implemented over time. Portions of the ROC, including the Buffalo State Hospital and the Olmsted and Vaux-designed grounds, are

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designated as a National Historic Landmark (NHL) and are listed on the State and National Registers of Historic Places (S/NRHP).

Of the 91-acre facility, ±42 acres—including the NHL and S/NRHP-listed Buffalo State Hospital (480,000 square feet of vacant building space) and grounds—have been designated as “surplus” property by OMH, and are available for redevelopment. The remaining ±49 acres of the site are expected to be retained by their current owner. The BPC facilities and grounds are and will remain under the control of the BPC and OMH until and unless plans to transfer additional lands to the RCC are developed and approved by all parties.

Scope of the EGEIS

This EGEIS evaluates the potential direct, indirect, short-term, and long-term impacts resulting from the Project on the human and natural environment. Resource areas examined in this EGEIS and potentially impacted include cultural resources, visual resources, land use and development policies, socioeconomics, traffic and transportation, hazardous materials, community services, utilities, air quality, noise, physical and ecological resources, public safety, and construction impacts. The EGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This EGEIS addresses impacts based on full build-out of all four development stages of the ROC Master Plan, including the Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding phases and assumptions made regarding foreseeable reuse of the property. The assumptions were based on the ROC Master Plan, current property use, existing and proposed land use and zoning regulations, and the build-out time line and development mix.

Alternatives

The EGEIS evaluates the potential impacts resulting from the Project and a No-Build Alternative. The Project would be implemented in four stages (i.e., Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding) over a 20-year build-out period. At full build-out, the Project would be composed of a maximum of 880,000 gross square feet (GSF) of building space, including the reuse of approximately 480,000 GSF of existing building space and the construction of up to 400,000 GSF of new building space. In addition, the Project includes the stabilization, rehabilitation, and reuse of the historic Buffalo State Hospital buildings, the rehabilitation of the Olmsted and Vaux-designed hospital grounds, and the reconfiguration of the on-site vehicle and pedestrian circulation system and parking areas.

Under the No-Build Alternative, the historic buildings and grounds of the surplus lands would be retained by NYS and no transfer of surplus lands would occur.

No reuse or redevelopment of the historic Buffalo State Hospital, its grounds, or new development in the northern parcels would occur under this alternative. The historic Buffalo State Hospital buildings would be left vacant and underutilized. Other alternatives were developed, evaluated, and eliminated during the ROC Master Plan planning process.

Summary of Potential Environmental Consequences

Cultural and Historic Resources

Implementation of the ROC Master Plan would not result in a significant adverse impact to properties included on, or eligible for, listing on the S/NRHP (i.e., Buffalo State Hospital buildings). Importantly, the implementation of the first three phases of the ROC Master Plan would be expected to have a beneficial impact. A conceptual design for a proposed addition to Building 45 and implementation of the proposed Development Landholding phase could result in impacts to the adjacent S/NRHP-listed historic properties and landscape. This would be the subject of subsequent reviews at the City and State levels in the future. ESDC will enter into a Letter of Resolution (LOR) with the New York State Office of Parks, Recreation and Historic Preservation (OPRHP), which will require RCC to undertake various programmatic activities and continued consultation with OPRHP and key stakeholders pertaining to the final design and construction of components of the ROC Master Plan that will be financed with State funds administered by ESDC. In turn, most on-site capital improvements outlined in the Master Plan, such as on-site internal drives or any new development, would be subject to site plan approval by the City of Buffalo Planning Board.

The ROC Master Plan identifies that any development in the northwest corner of the surplus lands to be acquired by the RCC will be used to enhance and complement the adjoining historic hospital buildings. New development will be compatible with the ROC Master Plan, and have a strong emphasis on green space with the built form dense and urban. The rehabilitation of the ROC buildings to be acquired by the RCC and grounds will be completed in accordance with federal and state historic preservation standards. Consultation with the OPRHP (as per the LOR) will be required after specific design and construction details are identified to make a determination if the implementation of the ROC Master Plan would result in a significant impact to the S/NRHP-listed historic properties and grounds and to develop measures to avoid, reduce, or mitigate any adverse effect on the historic property.

Archaeological Resources

The implementation of the ROC Master Plan would have the potential to impact archaeological resources, specifically in the northwest corner of the ROC where the Development Landholding phase would occur. Implementation of the first

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three phases of the ROC Master Plan would not be expected to have a significant adverse impact on archaeological resources. However, there is the potential for archaeological impacts during ground disturbing activities associated with new construction, landscape stabilization, utility improvements, vehicle, pedestrian driveway, and parking area reconfiguration components of the Project.

Implementation of the ROC Master Plan would require further consultation with OPRHP, in accordance with the LOR, regarding archaeological resources and additional investigations may be required prior to the start of any future work. In addition, any excavation or other type of ground disturbing activity would require a Phase 1B or other type of excavation-directed investigation in the location of that action to determine the potential extent of archeological resources and appropriate avoidance or treatment plans. Consultation with the OPRHP would identify potential impacts and to develop measures to avoid, reduce, or mitigate any adverse effect on the historic property.

Visual Resources

Implementation of the ROC Master Plan would not result in significant adverse impacts to visual resources at the ROC. Importantly, the implementation of the first three phases of the ROC Master Plan, including the Core Project, Expanded Core Project, and Full Reuse of All Historically Significant Structures, would be expected to have a beneficial impact. Implementation of the proposed Development Landholding phase could result in visual impacts on the adjacent S/NRHP-listed historic properties and landscape. Specifically, construction of the proposed Development Landholding phase would introduce up to 400,000 GSF of new building space into a portion of the ROC that has remained largely undeveloped throughout its history.

In addition, the ROC Master Plan also proposes constructing a structure at the north side of Building 45 that would serve as a functional visitor entrance to the ROC and include space for modern public accommodations (e.g., ADA compliance, elevators, restrooms, etc.).

The RCC would consult the OPRHP (as per the LOR) after specific design and construction details are identified to make a determination if the implementation of the ROC Master Plan would result in a significant impact to the S/NRHP-listed historic properties and grounds and to develop measures to avoid, reduce, or mitigate any adverse effect on the historic property. In addition, public review of the visual effects of such future activities would be conducted as part of City of Buffalo site plan review of these project components.

Land Use and Development Policies

Land Use

The Project would not have a significant adverse impact on existing land use or adjacent uses surrounding the ROC. Implementation of the proposed Development Landholding phase would introduce new structures into the northwest portion of the ROC, an area which has remained largely undeveloped throughout its history. The Project would result in the relocation of the BPC and Buffalo State College (BSC) maintenance facilities. Relocation of the maintenance facilities would require concurrence and consultation with the BPC, OMH, and BSC regarding the identification of acceptable replacement facility locations, funding, and other considerations for this future plan element. The RCC will work with the BPC, OMH, and BSC to consider relocation options for these uses that will meet the long-term needs of both the RCC and its neighboring institutional partners.

Internal Circulation Network

The Project would not result in a significant adverse impact to the site's internal circulation network or access. Implementation of the ROC Master Plan would result in the development of an improved system of internal drives and pedestrian paths on the ROC, providing improved site circulation.

The location and alignment for internal drives to the north of Building 45 (e.g., the "East-West Address Road") are conceptual. The RCC intends to redevelop the ROC in accordance with federal and state historic preservation standards, using the Secretary of the Interior Standards for the Treatment of Historic Properties ("Secretary's Standards") as guidance. An LOR with OPRHP will include programmatic provisions pertaining to the future redevelopment and reuse of the ROC's historic buildings and grounds related to the use of State funds administered by ESDC. As part of the provisions of the LOR, the RCC will establish a stakeholder committee, drawing from representatives of standing committees involved in planning efforts to date, to assist in ensuring that final designs for new internal drives are consistent with the intents and purposes of the Secretary's Standards, as well as the ROC Master Plan, the ROC Cultural Landscape Report, and the ROC Historic Structures Report.

Parking

Parking at the ROC is currently divided into surface lots in close proximity to the buildings they serve, with direct access to perimeter roads and some connections between lots. The ROC contains a total of 1,400 off-street parking spaces (BPC-589 spaces, BSC-713 spaces, Burchfield Penney Art Center-98 spaces).

Full build-out of the ROC Master Plan would result in the reconfiguration of the ROC's existing system of surface parking lots. By applying current parking

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requirements of the Buffalo Zoning Ordinance (which is presently undergoing a comprehensive review) to the use program contained in the ROC Master Plan, a total of 1,002 parking spaces would be required for ROC development. An additional 696 spaces also would be required to accommodate existing user requirements (BPC-589 spaces and Burchfield Penney Art Center-98 spaces). In total, full build-out at the ROC would require 1,698 parking spaces.

At this time, a detailed parking plan for the ROC has not been completed. Therefore, the RCC will assess potential parking impacts following the development of a site parking plan, which should include future parking demand and utilization analysis detailed parking configuration design and a parking management plan to better understand the needs of the users being served at the ROC, particularly as they relate to the design priorities of the ROC Master Plan. The ROC Master Plan does not anticipate any alteration (or restriction upon the alteration) in how BPC and OMH controls parking on the lands that it will retain.

Socioeconomics

Implementation of the ROC Master Plan would not result in a significant adverse impact, and would be expected to have a beneficial impact on regional and local socioeconomic conditions including:

One-Time Construction Impacts

Based on the proposed program, estimated construction activity would generate an estimated total of 3,539 job years (direct, indirect, and induced) for the Western New York (WNY) region. Total construction employment for NYS, including WNY, is an estimated 3,693 job years over the 20-year construction period.

Total personal income earned by construction-related workers (direct, indirect, and induced) in the region is estimated to be \$170.7 million over the 20-year construction period. Personal income earned by total construction-related workers in NYS, including WNY, is an estimated \$183.1 million.

Tax revenue collected by localities, primarily City of Buffalo and Erie County as a result of construction-related activity and employment is estimated to be \$13.6 million and \$16.9 million by New York State. These tax revenue estimates do not account for the potential use of Payment in Lieu of Taxes (PILOT) or other subsidy programs, which may reduce realized tax revenues.

Permanent Operational Impacts

The various activities of the permanent operations that may locate at the ROC would generate an estimated total of 866 jobs (direct, indirect, and induced) for

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the Western New York region. Total operations-related employment for New York State, including Western New York, is an estimated 893 jobs.

Total personal income earned by employees, (direct, indirect, and induced), at ROC operations in the region is estimated to be \$848.9 million over the 20-year period. Personal income earned by operations workers in New York State, including Western New York, is an estimated \$901.9 million.

Tax collections from operations-related activity and employment going to local governments in the City of Buffalo and Erie County, are estimated to be \$32.4 million over the 20-year period. Estimated total New York state tax revenues generated by permanent operations at the ROC are \$61.7 million. These tax revenue estimates do not account for the potential use of the PILOT or other subsidy programs, which may reduce realized tax revenues.

Traffic and Transportation

Implementation of the Project would not be expected to result in a significant adverse impact to traffic or transportation facilities. Overall, traffic impacts resulting from full build-out of the Project are minor and do not create over-capacity, operating conditions at any intersection. Improvements were identified to mitigate the potential impact of the Project-generated traffic on the operations along Traffic Study Area roadways and intersections and include signal timing improvements the intersection of Elmwood Avenue with Iroquois, Elmwood Avenue with Forest Avenue, and Elmwood Avenue with Rockwell Road. Also, the Project would not be expected to adversely impact public transportation including Metro Bus, Metro Link, pedestrian access, or bicycle access in the Traffic Study Area and in fact would expand and/or enhance these other transportation networks. The RCC will need to consult the City of Buffalo regarding future traffic conditions and to mitigate any potential traffic impacts.

Environmental Concerns

New on-site development and ground disturbing activities, associated with the Project, including the construction of an addition to Building 45, build-out of the Development Landholding phase (up to 400,000 GSF of building space), landscape activities, and reconfiguration of circulation paths and parking areas would not be expected to result in a significant adverse environmental management impact.

The ROC does include the BSC and BPC maintenance facilities which are currently utilized for vehicle maintenance and storage and plant operations. In addition, the facilities include fuel pumps and underground fuel storage tanks. Both of these facilities are proposed to be relocated and the land area redeveloped as new building space. There is the potential that previous maintenance activities (e.g., vehicle maintenance) and the presence of

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underground fuel storage tanks at these facilities have resulted in environmental concerns (e.g., fuel, industrial cleaners, oil leaks, etc.) at this site. Redevelopment of maintenance facility area will require the removal of the underground storage tanks and environmental testing to determine the presence of environmental contamination and if the area is suitable for future reuse.

Also, there are a reported seven USTs located at the ROC property that are still active. The location of the active tanks will need to be considered in the future reuse of the property. Environmental testing of these areas will be required, and if applicable, the tanks removed and soil remediated prior to redevelopment. The removal, management, storage, and disposal of these materials would be conducted in accordance with applicable state and federal safety and environmental regulations.

Community Services

Full build-out of the ROC Master Plan would not result in a significant adverse impact on hospitals and emergency services in the City of Buffalo. The BPC and OMH facilities are co-located on the ROC property. The BPC facilities and grounds are and will remain under the control of the BPC and OMH until and unless plans to transfer additional lands to the RCC are developed and approved by all parties.

Implementation of the Project would result in the relocation of the BPC Maintenance Facility, relocation of the BPCs existing surface parking areas, reconfiguration of the existing ROC circulation system, and it could potentially result in traffic and short-term construction impacts on the BPCs operations. The RCC will consult with BPC and OMH to ensure that future RCC activities and operations do not conflict with and can be integrated (if appropriate) with both the short- and long-term needs of the BPCs staff, patients, and visitors and OMH operations. Relocation of the maintenance facilities would require concurrence and consultation with the BPC and OMH regarding the identification of an acceptable replacement facility location, funding, and other considerations for this future plan element. Additionally, the RCC will designate a point of contact to coordinate and respond to specific concerns from the BPC and OMH during project construction and future operations. The RCC will enter into a Memorandum of Understanding (MOU) or similar formal instrument to formalize such protocols.

Full build-out of the ROC Master Plan would not result in a significant adverse impact on public and private elementary and secondary educational facilities located in the City of Buffalo. However, the BSC campus is located immediately adjacent to the northern boundary of the ROC. Implementation of the Project would result in the relocation of the BSC Maintenance Facility (upon approval by

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controlling agencies); relocation of BSC parking; and construction of the proposed internal drive, referred to as the "East-West Address Road," that would intersect and connect to Rockwell Road, a private roadway utilized by BSC. The relocation of the BSC maintenance facility and BSC parking spaces would be expected to necessitate relocation costs (e.g., capital and land) and could potentially result in BSC parking and operational impacts. In addition, it would be expected that the implementation of the ROC Master Plan would result in short-term construction impacts. The RCC will need to consider relocation options for these uses such that the long-term needs of the BSC are satisfied. Also, the RCC will need to work with BSC to ensure that future RCC activities and operations do not conflict with and can be integrated (if appropriate) with both the short- and long-term needs of the college.

Utilities

Under the Project, it is assumed that the RCC would take ownership of the existing on-site utility infrastructure following transfer of the surplus NYS owned lands. The RCC would be responsible for the maintenance, upgrade, and operation of all on-site utility infrastructure located within the transferred lands. The RCC fully anticipates providing new utility services onto the surplus lands to service the Project. Shared service of any active OMH utility is not anticipated.

There is the potential for archaeological impacts during ground disturbing activities associated with utilities upgrades and installations. Implementation of the ROC Master Plan would require further consultation with OPRHP (as per the LOR) regarding the presence of archaeological resources. Excavation or other type of ground disturbing activity may require a Phase 1B or other type of excavation-directed investigation in the location of that action to determine the potential extent of archeological resources and appropriate avoidance or treatment plans.

Water Supply

Implementation of the Project would not be expected to have a significant adverse impact on the regional water supply system. Upon full build-out, water demand would be expected to exceed existing demand. The existing municipal system is expected to have sufficient capacity to meet any future water supply demands resulting from implementation of ROC Master Plan. Upon disposition of the surplus ROC property, the RCC will need to consult with the City of Buffalo and Buffalo Water Authority to estimate the impact of development on the existing water system, including flow volume estimates; identify needed improvements to the water distribution system; and obtain all applicable local permits and approvals.

Executive Summary

Wastewater

Implementation of the Project would not be expected to have a significant adverse impact on the municipal wastewater system. Upon full build-out, the average daily volume of wastewater from the Project would be expected to increase above existing conditions. The Buffalo Sewer Authority would be expected to have the capacity within its existing system to meet any future wastewater flows resulting from the implementation of ROC Master Plan. Upon disposition of surplus NYS property, the RCC will need to estimate the impact of anticipated future development on the existing wastewater system; identify who is responsible for needed infrastructure improvements and what those improvements are; identify the ownership and management of installation infrastructure; and obtain all applicable local permits or approvals.

Stormwater

It is assumed that full build-out would result in the construction of new and reconfiguration of existing roadways, parking lots, and other impervious surface areas. The majority of runoff from reuse would be generated from roof structures and paved surfaces. As a result, stormwater could contain trace levels of contaminants typically found in residential, office, and commercial developments, as well as pesticides and fertilizers used on maintained lawns and landscaped areas.

The RCC will consult with the City of Buffalo and BSA to ensure that any new stormwater infrastructure is designed and installed in accordance with all rules, terms, and conditions of the BSA. Future development will require site plan review, permitting, and adherence to applicable City stormwater and sewer policies and regulations. Potential capacity and infrastructure impacts will have to be examined as specific details become available.

Air Quality

The Project would result in increased vehicular traffic to and from the project area and may cause at key intersections elevated ground-level concentrations of carbon monoxide (CO) associated with vehicular exhaust. Using guidelines provided in the NYSDOT Environmental Procedures Manual (EPM) a screening analysis was conducted to determine whether the Project will require a quantitative CO intersection analysis. The results of the screening analysis indicated there would be no significant CO impacts as a result of the proposed Project, and mitigation would not be required.

Noise

Implementation of the ROC Master Plan would result in temporary noise increases from construction operations and delivery vehicles traveling to and from the ROC. Noise generated would be temporary and would occur during regular daytime working hours. Long-term activities associated with the Project

(e.g., visitor center, commercial land use, etc.) are not expected to generate significant noise impacts both on-site and in the adjacent neighborhoods.

Physical and Ecological Resources

Implementation of the Project would not result in a significant adverse impact to general ecology and wildlife in the project area.

Construction Impacts

Potential construction-related impacts associated with the Project would include site preparation (e.g., grading) which may increase sediment loadings in site runoff; disposal of any contaminated soils/fill and building materials (i.e., lead based paints and asbestos), and potential exposure to on-site workers; and temporary impacts to air quality and ambient noise levels. In addition, construction workers could also be exposed to hazardous situations typically associated with construction activities. Construction activities would not result in any significant impacts with the application of appropriate construction techniques, compliance with local and federal regulations, inspection and monitoring associated with permitting processes, and mitigation measures as discussed below. Project construction would be expected to occur over the 20 year build-out period for the project.

Cumulative Impacts

No long-term, significant adverse cumulative impacts are expected from implementation of the ROC Master Plan along with the other planned construction projects. Minor traffic and parking impacts would be expected due to the growth in traffic associated with both the implementation of the ROC Master Plan and growth of the BSC campus and student population. Specifically, construction of the East-West Address Road interior drive (under its current conceptual alignment) would provide access to Rockwell Road, slightly affecting internal access patterns between the BSC and the ROC. Implementation of the Project would also result in the loss of BSC surface parking. It would be expected that the demand for parking generated by the reuse of the Buffalo State Hospital combined with the loss of BSC parking and the demand generated by the BPC and BSC (i.e., staff and students) would generate significant demand for parking on the ROC and in the neighborhoods adjacent to it.

An assessment of potential ROC and BSC parking impacts will need to be made following the development of a site parking plan which should include a future parking demand and utilization analysis, detailed parking configuration designs, and a parking management plan to better understand the needs of the users being served at the ROC and the BSC.

Executive Summary

Construction activities associated with the implementation of the ROC Master Plan and development and renovation of the BSC campus would be expected to result in short-term cumulative construction impacts. Construction impacts could include localized and temporary impacts to sound levels, air quality, on-site parking, traffic, and visual impacts. The RCC will consult with BSC to develop measures to maintain Project Area, ROC, and BSC parking, vehicular, and pedestrian traffic and circulation. In addition, the RCC will coordinate with BSC and other entities co-located (e.g., BPC, OMH, and Burchfield Penney Art Center, etc.) at the ROC in advance of the start of construction activities.

The RCC will establish a stakeholder committee, drawing from representatives of standing committees involved in planning efforts to date, including BSC, to ensure that future development activities and operations do not conflict with and can be integrated (if appropriate) with one another's short- and long-term operational needs.

1

Introduction

The New York State Urban Development Corporation (UDC), d/b/a Empire State Development Corporation (ESDC), as Lead Agency, has prepared this Final Generic Environmental Impact Statement (FGEIS) to assess the potential economic, social, and environmental effects of undertaking the proposed Richardson Olmsted Complex (ROC) Master Plan (also referred to as the Project) (see **Appendix A**), a collection of programs and activities involving the stabilization, rehabilitation, and adaptive reuse of the buildings and grounds comprising the former Buffalo State Asylum for the Insane located in the City of Buffalo, Erie County, New York (see **Figure 1-1**).

The Project would involve expending State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan, prepared by the Richardson Center Corporation (RCC), a not for profit 501(c)(3) New York State corporation established in 2006 to spearhead an effort to plan and undertake activities to secure new uses for the ROC.

In accordance with the requirements of the New York State Environmental Quality Review Act (SEQRA), in July 2008, ESDC issued notices to potentially involved agencies to solicit lead agency status for the SEQRA review of the Project. A list of the agencies notified and involved agencies is included in **Appendix B**. No objections to ESDC serving as SEQRA lead agency were received during the 30-day comment period for lead agency solicitation, and ESDC was properly established as the SEQRA lead agency.

ESDC issued a "Positive Declaration" for the Project in November 2009 requiring that a GEIS be prepared because the Project may potentially result in one or more significant adverse environmental impacts. Accordingly, ESDC adopted a general Project Plan and accepted a Draft Generic Environmental Impact Statement (DGEIS) on the Project in December 16, 2010. A public hearing was conducted on January 6, 2011 and a public review period to accept comments ran until January 17, 2011. The FGEIS responds to all substantive comments received during the public review period and includes revisions, clarifications, and/or corrections to the DGEIS text arising out of the public comments (see Section 1.5).

1. Introduction

1.1 Location

The ROC encompasses approximately 91 acres of New York State (NYS) Office of Mental Health (OMH) owned land situated in the northwest portion of the City of Buffalo, Erie County, New York (see **Figure 1-1**). The ROC is composed of many individual buildings, including the former Buffalo State Asylum for the Insane, also referred to as the “Buffalo State Hospital,” the newer Buffalo Psychiatric Center (BPC), buildings leased by OMH tenants (e.g., Margaret A. Stutzman Addiction Treatment Center, Transitional Service, Inc., etc.), landscaped open space, surface parking lots, and internal roadways and pathways. The ROC or “Project Area” is generally bounded to the north by Rockwell Road; the west by Rees Street; the south by Forest Avenue; and the east by Elmwood Avenue (see **Figure 1-2**).

The ROC Master Plan provides a long-term vision for the entire 91-acre site and provides a framework for a cohesive and coordinated development program as site enhancements are implemented over time. Portions of the ROC, including the Henry Hobson Richardson (Richardson)-designed Buffalo State Hospital and the Frederick Law Olmsted (Olmsted) and Calvert Vaux (Vaux)-designed grounds, which were previously used as a psychiatric treatment facility, are designated as a National Historic Landmark (NHL) and is on the State and National Registers of Historic Places (S/NRHP). NHL’s are nationally significant historic places designated by the Secretary of the U.S. Department of Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States.



Historic Buffalo State Hospital buildings, circa 1900

(Source: Goody Clancy, 2009)

Approximately 42 acres of the ROC site, including the NHL listed Buffalo State Hospital (480,000 square feet of vacant building space) and grounds, have been designated as “surplus” property by OMH and are available for redevelopment (see **Figure 1-3**). The remaining ±49 acres of the site are expected to be retained by their current owners, including:

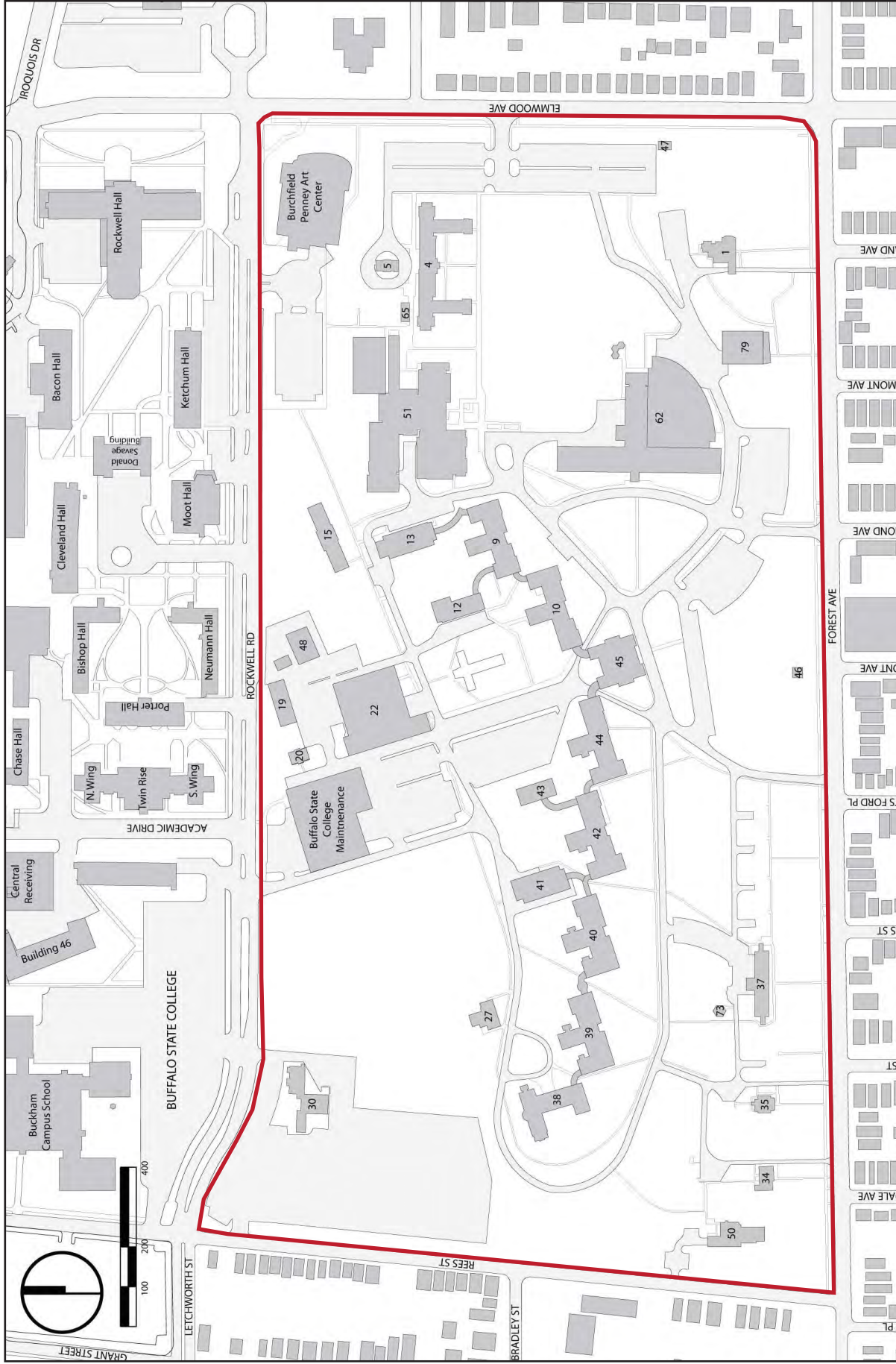


Source: Modified from RCC 2009

Figure 1-1
Richardson Olmsted Complex (ROC) Site Location Map
Buffalo, New York

1. Introduction

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Source: RCC 2009

Note: See Table 4.1-1 for building names, current uses, and years of construction.

Figure 1-2
Richardson Olmsted Complex (ROC) 2010
Buffalo, New York

1. Introduction

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Figure 1-3
ROC Property Ownership

1. Introduction

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1. Introduction

- **Buffalo Psychiatric Center (BPC).** A total of ± 41.6 acres would be retained by OMH and utilized to provide services to adults with mental illness and for other uses.
- **Buffalo State College (BSC).** Approximately 2.5 acres is utilized by BSC, whose campus is located immediately north of the ROC, for a large maintenance facility.
- **Burchfield Penney Art Center.** The art center is located on ± 4.9 acres in the northeast corner of the ROC.

The BPC facilities and grounds are and will remain under the control of the BPC and OMH until and unless plans to transfer additional lands to the RCC are developed and approved by all parties.

Initial RCC actions would focus activities on the surplus ± 42 acres of land (see **Figure 1-3**). At a later date, the RCC may seek appropriate property rights to gain title or an easement to additional lands along Rockwell Road in order to create a stronger visual connection to BSC on the northern side of the original Buffalo State Hospital.

1.2 ROC Master Plan – Overview

In 2007, the RCC initiated a master planning effort to assess the ROC's buildings and site, adjacent neighborhoods, and with extensive public outreach, create a plan for the long-term development of the historic buildings and grounds. The master planning process included substantial public engagement in the form of open public meetings, one-on-one interviews and small group meetings, as development constraints and considerations were evaluated. **Chapter 2** provides a discussion of activities comprising the ROC master planning process.

The planning process resulted in a multi-year vision with flexibility to accommodate future market conditions. The ROC Master Plan envisions four phases of development based on market conditions and availability of funding (Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structure, and Development Landholding). The four phases of development are described in detail in **Chapter 3**.

1.3 The Project – Purpose and Public Need

The purpose of the Project is to provide for the rehabilitation and reuse of the historically significant buildings to be acquired by the Richardson Center Corporation (RCC) (commonly referred to as Buildings 9, 10, 12, 13, 27, 30, 38, 39, 40, 41, 42, 43, 44 and 45), landscape/grounds, and supporting infrastructure in a manner consistent with the ROC Master Plan. The public need for the Project is to provide for the rehabilitation of the historically significant and currently vacant and deteriorating buildings and grounds and provide the local community the opportunity for economic development, including the

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facilitation of tourism and to strengthen neighborhood assets and direct economic development activity to the surrounding area.

It should be noted that the Project purposefully and expressly involves “rehabilitation” rather than “restoration” in the context of accepted definitions in the treatment of historic resources. Whereas in “restoring” a historic property, it could be used only as it was historically or be given a new use which directly reflects the property’s restoration period (i.e., in this case, a mental health facility), this Project involves preserving the architectural and historic integrity of the ROC buildings and grounds to be adapted for compatible new uses and purposes intended to prolong the life of these resources and make them more accessible for appreciation.

The Project would involve expending State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan, prepared by the RCC. The ROC Master Plan involves a program for the stabilization, rehabilitation, and adaptive reuse of the buildings comprising the former Buffalo State Hospital and the Olmsted and Vaux-designed grounds. The ROC Master Plan seeks ways to reuse the existing buildings and aspires to integrate additional facilities in a manner complimentary to the original spirit of the site.

This EGEIS addresses the potential impacts resulting from the full build-out of the ROC Master Plan, including the Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures (on the ±42 acres of surplus land), and Development Landholding development stages. The four stages would comprise a maximum of 880,000 gross square feet (GSF) of redeveloped and new building space and also includes the prioritizing of landscape investments, stabilizing buildings, increasing public access, and creating a mixed-use destination centered around, and identified jointly with, the iconic towers of Building 45 (Administrative Building).

To implement the Project, the RCC and ESDC would undertake or cause to be undertaken the following three key actions:

- **Disposition of State-Owned Lands.** The disposition of designated NYS OMH-owned surplus lands and pending non-surplus lands, including the vacant Buffalo State Hospital and Olmsted and Vaux landscaped grounds located on the ROC site to the RCC. The RCC is seeking to gain title of the property through special legislation by the State of New York. Special legislation was identified as the most direct and expedient means of transferring the property from the State to the RCC. Consultation with the

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City of Buffalo will be required for modification or waiving its “reversionary rights” to the property.¹

- **Amendment to City of Buffalo Zoning Ordinance.** The Project would require an amendment to the City of Buffalo Zoning Ordinance to permit and support the new land uses anticipated in the ROC Master Plan. The zoning change would include the rezoning of surplus lands from its current Dwelling District (R2) classification to the Community Business District (C2) classification or an equivalent classification to specifically permit uses anticipated under the ROC Master Plan. Review and approval of any future zoning amendment is under the sole purview of the City of Buffalo Common Council, through recommendation of the Buffalo Planning Board. Both entities are classified as “involved agencies” in this SEQRA review.
- **Expenditure of State Funds for the Rehabilitation of ROC Buildings and Grounds.** The State of New York has targeted \$76.5 million in funds to assist in undertaking efforts to advance the ROC Master Plan. In accordance with the requirements of the NYS UDC Act, ESDC would adopt and, if necessary, affirm the GPP to authorize funding activities to further these objectives. The GPP would be subject to public review and approval by the ESDC Board of Directors and review/approval of the NYS Public Authorities Control Board. ESDC would enter into a grant agreement with the RCC to undertake/administer a program of expenditures of State funds, and as applicable, other public and private funds, for the rehabilitation of the ROC buildings, landscape/grounds, and supporting infrastructure in accordance with the GPP. The actions and spending plan authorized by the GPP would be an outgrowth of the ROC Master Plan to facilitate the master plan’s overall goals, objectives, and recommendations. Of note, a portion of the targeted funds has been expended by the RCC for stabilization and planning activities. To date, the RCC has expended approximately \$1.9 million on planning and other preconstruction costs and obligated \$9.9 million for stabilization activities, of which \$1.4 million has been spent (Pellegrino-Faix 2010).

A more detailed description of the Project is included in **Chapter 3**.

1.4 Scope of the FGEIS

This FGEIS evaluates the potential direct, indirect, short-term, and long-term impacts on the human and natural environments resulting from the Project. Resource areas examined in this FGEIS and potentially impacted include cultural resources, visual resources, land use and development policies, socioeconomics, traffic and transportation, hazardous materials, community services, utilities, air

¹ Note: The City of Buffalo originally provided the land for use as Buffalo State Hospital with a provision that the land would revert to the City upon ceasing such usage.

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quality, noise, physical and ecological resources, public safety, and construction impacts. The EGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This EGEIS addresses impacts based on full build-out of all four development stages of the ROC Master Plan, including the Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding phases and assumptions made regarding foreseeable reuse of the property. The assumptions were based on the ROC Master Plan, current property use, existing and proposed land use and zoning regulations, and the build-out time line and development mix.

The information and data used in the preparation of this EGEIS was obtained by reviewing existing documents and studies, including literature, maps, and planning documents; conversations and coordination with local, state, and federal stakeholders and officials. Specific studies and reports utilized in preparing this EGEIS include:

- *Final Scoping Report for Generic Environmental Impact Statement, Richardson Olmsted Complex, February 2010.*
- *Master Plan for Richardson Olmsted Complex, September 2009 (RCC2009).*
- *Historic Structures Report, the Richardson Olmsted Complex, July 2008 (Goody and Clancy 2008).*
- *Cultural Landscape Report, the Richardson Olmsted Complex, October 2008 (Heritage Landscapes 2008).*

See **Chapter 9** for a complete list of references included in this DGEIS.

1.5 SEQRA Process and Public Involvement

SEQRA establishes a process to systematically consider environmental factors early in the planning stages of actions that are directly undertaken, funded or approved by local, regional and state agencies. By incorporating environmental review early in the planning stages, projects can be modified as needed to avoid adverse impacts on the environment.

Because the Project is based upon a conceptual development plan involving both well-defined elements and certain less-defined components that would be designed and developed in the future as part of subsequent phases, it was determined that a GEIS was the most appropriate way of addressing the environmental review for the Project. GEIS's are permitted under SEQRA to allow for a comprehensive review of possible scenarios in future, outlining potential future review activities as project components come on-line. This is done through establishing "thresholds" for review of future project components. These are discussed in **Section 7.5** of this EGEIS.

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In accordance with SEQRA, the ESDC has prepared this EGEIS to assess the potential impacts resulting from the Proposed Action. The SEQRA process included the following steps:

1. **Establish Lead Agency.** By notice dated July 1, 2008, ESDC circulated to potentially involved and interested agencies a completed Part 1 of an Environmental Assessment Form (EAF) on the Project and solicited lead agency status. No objections to ESDC serving as SEQRA lead agency were received within the required 30-day comment period ending August 1, 2008. A list of the agencies solicited is included in **Appendix B**.
2. **ROC Planning Process.** The nearly two-year long master planning process involved identification and analysis of development constraints and considerations, vetting of alternative development schemes, and selection of various "phases" of future redevelopment. The master planning process included three open public meetings, seven Community Advisory Group meetings, and numerous agency and stakeholder meetings.
3. **Determine Significance.** In November 2009, ESDC made a Positive Declaration that identified that there may be one or more significant adverse environmental impacts resulting from the Project. The Positive Declaration required that an EIS be prepared.
4. **Public Scoping Period.** ESDC, as lead agency, initiated a public scoping process with the purpose of informing the community of the Project and to seek input on concerns/issues that should be addressed in the DGEIS. The public scoping process included a Public Scoping Comment Period and one Public Scoping Meeting. Federal, state, and local agencies and members of the public were encouraged to provide comments on issues that need to be addressed in the DGEIS. The primary purpose of the public scoping process was to focus the DGEIS on potentially significant adverse impacts and to eliminate consideration of those impacts that are irrelevant, non-significant, or unnecessary. In addition, the scoping process provided an opportunity for early participation by involved agencies and the public in the review of the Project.

Prior to the initiation of the Public Scoping Comment Period, a Draft Scoping Report was made available to the public. The report provided a brief overview of the Project and a summary of those resources that would be evaluated in the DGEIS. The Draft Scoping Report was made available on the RCC website and hard-copies were made available for public review at the Central Branch and Crane Branch of the Buffalo and Erie County Public Library and upon request through ESDC's Buffalo office.

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The Public Scoping Comment Period began on December 1, 2009, and concluded on Friday, January 15, 2010, for a total of 46 calendar days. A notification letter (i.e., Notice of Public Scoping Meeting and Intent to Prepare a Draft Generic Environmental Impact Statement) and a scoping meeting announcement postcard was mailed to over 500 federal, state, and local agencies and members of the public. A formal public notice was published in the ENB and *The Buffalo News* to announce the Public Scoping Comment Period and Public Scoping Meeting date and location. The Public Scoping Meeting was held on Thursday, December 17, 2009 (6:00 P.M.) at Rockwell Hall Auditorium, Buffalo State College, 1300 Elmwood Avenue, Buffalo, New York 14222. The scoping meeting was open to the general public and featured displays, fact sheets, a presentation, and ended with an open comment period. The Public Scoping Meeting was used to inform the public on the SEQRA process and the Project and to solicit comments from the public on the scope of the DGEIS.

A total of 61 people attended the Public Scoping Meeting, and at the conclusion of the 46-day scoping period, the ESDC received a total of 15 verbal, written, and email comments from other agencies and the public. A large portion of comments received during the Public Scoping Comment Period focused on the content of the ROC Master Plan.

Based on comments received during the public scoping process, no change to the overall scope of assessments in the DGEIS was required. This was because the scope of the DGEIS already included an examination of those issues identified by the public including potential cultural, visual, land use, traffic and transportation, and hazardous material impacts. Certain comments received however, will be used to help refine and/or shape assessments in these categories.

The issues and concerns that were raised during the scoping process that will not be specifically addressed in the DGEIS include those comments regarding the content of the ROC Master Plan (i.e., except where such issues relate to a specific environmental assessment) and requests to specifically evaluate the impact of a potential fee-based parking management system. While important, these comments were determined to be related to the previously conducted master planning process or the future operation and management of the ROC and not relevant or environmentally significant in regards to the scope of the DGEIS. Of note, the DGEIS includes a general examination of parking demand, parking requirements, and any potential direct or indirect parking impacts on- and off-site. If an adverse parking impact is experienced, applicable mitigation measures could be implemented. At this time, no specific parking-management plan has been developed for

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the ROC, and the analysis of a fee-based system is speculative and not reasonably foreseeable at this time.

A summary of the comments received during the Public Scoping Period are included in the *Final Scoping Report for the Generic Environmental Impact Statement, Richardson Olmsted Complex Master Plan*, Buffalo, New York, April 2010.

5. **Draft GEIS.** This DGEIS was prepared and made available for public review and comment. The DGEIS documents the methodology, analysis, and findings associated with the proposed action. The DGEIS was accepted by the ESDC Board of Directors on December 16, 2010, which initiated a public comment period that ended on January 17, 2011. A public hearing was held on January 6, 2011. A notice for the public comment period and public hearing was publicized in the *Environmental Notice Bulletin* and *Buffalo News*. Additionally, notices were distributed via email to involved and interested agencies and persons; news blurbs were run in the *Buffalo News*; and postcards were mailed to more than 500 interested parties. At the public hearing, 83 persons were present (including the presenters). Seven people submitted verbal comments at the public meeting, and 11 sets of written comments were received during the public comment period. All substantive comments are part of the official record. Some comments and/or clarifications of prior comments were submitted by agencies and organizations as late as January 20, 2011; these were accepted and incorporated into this FGEIS.
6. **Final GEIS.** The FGEIS was completed after considering the public comments received on the DGEIS. The FGEIS responds to all substantive comments received on the DGEIS and includes refinements, clarifications, and/or revisions to the DGEIS necessary to address such comments, if necessary. The ESDC accepted the FGEIS as complete on March 23, 2011.
7. **Findings Statement.** After an FGEIS has been accepted as complete, the Lead Agency and any involved agencies having jurisdiction for components of the project will be afforded a reasonable time period, not less than 10 calendar days, in which to consider the relevant environmental impacts presented in the FGEIS, weigh and balance them with social, economic and other essential considerations, provide a rationale for the agency's decision, and certify that the SEQRA requirements have been met. In addition, the Lead Agency or other involved agencies may make findings statements that may include mitigation measures.

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1.6 Regulatory Framework

The future owner or developer(s) of the ROC will be responsible for acquiring applicable building permits, zoning approvals, and environmental permits for redevelopment and/or reuse of the property. **Table 1-1** identifies the permits, approvals and other discretionary actions that may be required for project implementation. Consistency with other federal, state, and local plans, policies and regulations is further detailed, as applicable, in **Chapters 4 and 5** of this EGEIS.

Table 1-1 Regulatory Framework

Regulatory Authority	Potential Requirement
New York State	– Special legislation transferring surplus OMH lands to the RCC
Dormitory Authority of the State of New York	– Site improvements – Relocation of OMH and BSC maintenance facilities
New York State Office of Mental Health	– Land transfer to ESDC or RCC – Relocation of surface parking lots and access/circulation improvements on OMH lands – Relocation of OMH maintenance facilities
New York State Department of Environmental Conservation	– SPDES General Permit for Construction Activities – Petroleum and/or Chemical Bulk Storage Permits
New York State Office of Parks, Recreation, and Historic Preservation	– Consultation with ESDC and other state agencies under Section 14.09 of NYS Historic Preservation Law on potential effects to S/NRHP listed and eligible resources.
Empire State Development Corporation	– General Project Plan
New York State Public Authorities Control Board	– Review/approval of ESDC General Project Plan
Buffalo State College	– Vehicular access to Rockwell Road – Maintenance facility relocation
City of Buffalo Common Council	– Modification or waiver of reversion rights – Amendment of City Zoning Ordinance/zoning classifications – Dedication of new public streets, if applicable
City of Buffalo Planning Board	– General Project Plan recommendation – Recommendations regarding Zoning Ordinance amendments – Site plan review
City of Buffalo Sewer Authority	– Design for sanitary and storm sewer lines and connections
City of Buffalo Department of Public Works, Streets and Parks	– Street modifications, utilities, sidewalks, curb cuts, etc. in the public right-of-way
City of Buffalo Water Board	– Design of water lines and connections

Note: This list does not include potential approvals for governmental funding sources for the Project.

2

Project Background

2.1 Richardson Olmsted Complex History

Construction of the original Buffalo State Hospital (originally called the Buffalo State Asylum for the Insane) began in 1870 and was completed almost 20 years later. At the time of construction, it was a state-of-the-art facility, incorporating the most modern ideas in psychiatric treatment. The original buildings and grounds were designed by noted architect Richardson and famed landscape designers Olmsted and Vaux. The design of the original buildings and grounds were intended to complement the innovations in psychiatric care practices at the facility. At the time Richardson was commissioned to design the Buffalo State Hospital, he was still relatively unknown, but he was later to become the first American architect to achieve international fame. The Buffalo State Hospital was ultimately the largest building of his career and the first to display his characteristic style—what came to be known as “Richardsonian Romanesque”—and is internationally regarded as one of the best examples of its kind. The original name of the Buffalo State Asylum for the Insane was changed to the Buffalo State Hospital in 1890 and to the BPC in 1972. Today the buildings and grounds of the Buffalo State Hospital and the more modern BPC are referred to as the ROC.

The original Buffalo State Hospital was originally situated on 203 acres of largely undeveloped farmland. The V-shaped design consisted of a central tower building (i.e., Building 45) with five buildings flanking each side, branching out in a “flock of geese” formation, and connected by curved corridors, (see **Figure 2.1**). This design was based upon a specific typology known as the Kirkbride Plan, which was created by Dr. Thomas Story Kirkbride. The Kirkbride Plan was a system of congregate care that classified patients according to affliction and degree, in wards designed for maximum light, ventilation, privacy, and a home like atmosphere. As a stage of development in the classification and treatment of mental illness, Kirkbride’s system used an architectural response to create a humane treatment environment. This curative system was premised in the belief that one’s physical and social environment could cause and cure mental illness.

Building 45 (Administrative Building) and adjacent ward buildings were constructed using Medina Sandstone quarried in nearby Orleans County, New York. The remaining ward buildings were constructed with brick. The hospital

2. Project Background

grounds were designed by Olmsted and Vaux and were originally designed to be integrated with “The Park”, now known as Delaware Park (part of Buffalo’s Olmsted Park and Parkway System) and Forest Lawn Cemetery. In addition, Olmsted and Vaux contributed in the orientation and siting of the Buffalo State Hospital. The buildings were sited at an angle to maximize sunlight, create a public area to the south, and a private agrarian and service landscape to the north.

Curvilinear drives and walks were laid out to access the grounds and frame the outdoor recreation spaces and gardens. The grounds north of the Buffalo State Hospital were originally composed of a large (100-acre) farm, which extended to Scajaquada Creek.

The overall open character of the Buffalo State Hospital landscape shifted dramatically when in 1927 when the northern portion of the property was severed and the farmland portion was developed as the New York State Teachers College at Buffalo, later to become BSC. Modifications to the buildings and landscape of the Buffalo State Hospital continued to occur, as patient treatment and space programming needs changed over the years. For example, in 1965, the Strozzi Building was built as a modern inpatient facility, and, in 1969, the three brick buildings on the east-wing of the Buffalo State Hospital (Buildings 6, 7 and 8) were demolished to make room for an adolescent treatment facility.



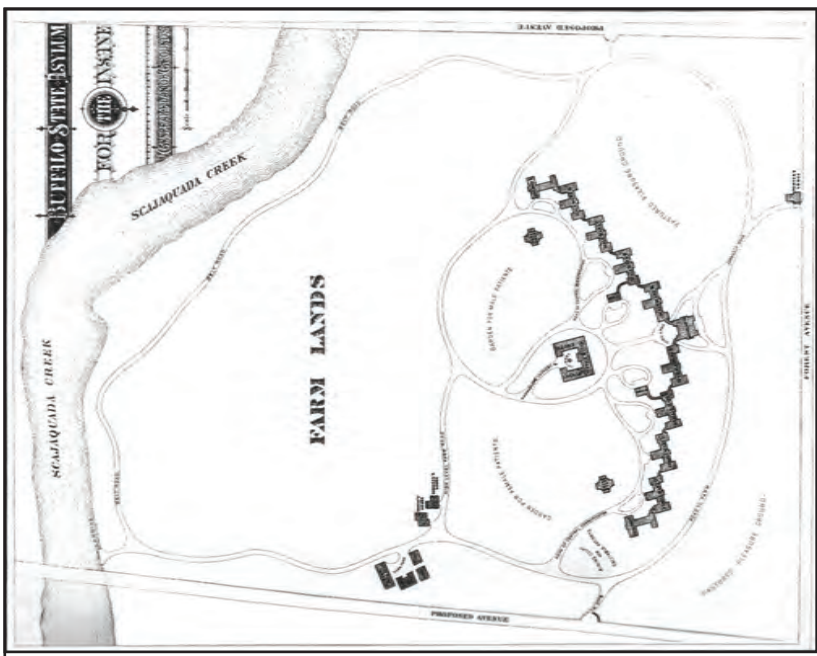
Strozzi Building

(Source: Buffalo Psychiatric Center)

Beginning in the late 1960s, changes began to occur in the care and treatment of mental illness. One of the primary changes was the movement to “deinstitutionalize” mental health patients who were permanent or semi-permanent inpatient residents of large state psychiatric centers. The goal was to



Source: Goody Clancy 2008



"Buffalo State Asylum for the Insane, General Plan of Grounds, 1871"
Source: Goody Clancy 2008

Note (photo to left): **Red line** illustrates approximate year 2010 ROC property boundary.

Figure 2-1
Buffalo State Hospital Site Plan (1899)
Buffalo, New York

2. Project Background

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2. Project Background

avoid prolonged hospitalization by treating patients in the “least restrictive environment.” For most patients this meant a move out of inpatient facilities and into community based housing in small residential facilities or completely unsupervised settings. Over time, with the successful introduction of therapeutic drug regimes, deinstitutionalization became even more prevalent. During this period of deinstitutionalization the inpatient population of the facility, now known as the BPC, fell from a high of nearly 3,000 to the current resident population of approximately 200. By 1974, all patients were removed from the Buffalo State Hospital buildings for treatment in new facilities on the site (e.g., Strozzi Building), and by 1994, all administrative functions were transferred to the new buildings. Since this time, the Buffalo State Hospital buildings have remained vacant and underutilized. During this time, the original buildings experienced extensive deterioration and were subject to vandalism (e.g., a fire caused an estimated \$200,000 in damage to Building 45 during April 2010).

In support of the Project, New York State appropriated \$100 million dollars of capital funds in 2004. The \$100-million appropriation was divided among a number of cultural and architectural projects in Buffalo, including the \$76.5 million for the Project. \$16.5 million was used to build the new Burchfield Penney Art Center, and \$7 million was allocated to the Frank Lloyd Wright Darwin Martin House Visitor Center. The \$76.5 million is being administered by ESDC to provide for planning/administrative activities and for direct construction/rehabilitation efforts, as well as to leverage other public and private funds to realize a full program of renovation and reuse.

Figure 2.2 illustrates the current configuration of the ROC including the original Buffalo State Hospital. Despite being reduced to 91 of its original 203 acres, the Buffalo State Hospital has been regarded as one of nation’s great architectural treasures. Since the early 1970s, interest has grown among professionals, politicians, and the general community in the preservation of this historically significant facility and in finding appropriate new uses for it. Interest by preservation enthusiasts was bolstered by the addition of the original Buffalo State Hospital to the NRHP in 1973. After years of effort, the original Richardson-designed buildings were designated a NHL in 1986 and is one of only 15 hospitals so distinguished in the United States and one of only ten sites in Western New York to have the distinction. The facility also was listed on the National Trust’s list of 12 nationwide “sites to save” and the Preservation League’s statewide list of seven “sites to save.” The Period of Significance for the site was determined to be 1870 through 1896.²

² The period of significance in the NHL is 1870 to 1896. The period of significance determined in the historic structures report (HSR) is 1870 to 1969.

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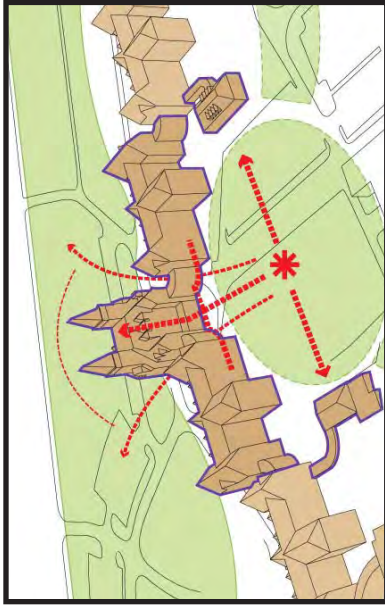
Despite these recognitions, the physical conditions of the buildings were continually deteriorating in the absence of a feasible reuse plan. Broken windows allowed the entrance of pigeons and inclement weather into the buildings and water infiltration through broken-down leaders, which deteriorated significant portions of the structures. The deteriorating condition prompted a number of proposals for demolition of the ancillary buildings and female brick wards. Fortunately, none of these were ever carried out due to mounting pressure from local and national preservation leaders and groups to maintain the sanctity of the entire historic complex.

The current condition of the original Buffalo State Hospital buildings ranges from good to poor. Recent repair and stabilization campaigns have addressed egregious problems, thereby improving the stone buildings to a fairly good extent and the brick buildings to a lesser degree. The wards have been vacant for more than 40 years. The entire complex is without electrical service, water or sewage service, and all buildings have serious degradation of the plaster walls. The buildings are currently uninhabitable. Despite these efforts, the effects of prolonged deterioration are still evident and additional measures are needed to fully stabilize the structures for future reuse, including:

- Re-grading localized portions of the site to drain water away from foundations.
- Providing gutters and downspouts at all buildings to better discharge stormwater.
- Reenergizing electric and install perimeter lighting.
- Sealing roof leaks.
- Providing repairs at areas of brick collapse.
- Providing shoring at areas of masonry collapse and weakness.
- Providing passive ventilation.

2.2 New York State Funding Commitment

After years of calls from preservationists, prominent Buffalonians, and elected officials, in January 2006, then New York Governor George Pataki and the NYS Assembly announced how \$100 million in legislative appropriations, which had been appropriated two years earlier, would be divided among a number of cultural and architectural renewal projects in Buffalo, including the ROC. Of the \$100 million, \$16.5 million was used to build the new Burchfield Penney Art Center and \$7 million was allocated to build a new Visitor Center for the recently-restored Darwin Martin House. The remaining \$76.5 million was dedicated to the rehabilitation of the ROC's buildings and surrounding landscape. These funds are being administered by ESDC both to provide for



1. Create a new identity for "the ROC" through the reuse of existing structures.



2. Rehabilitate the South Lawn.



3. Center Building 45



4. Extend the Olmsted Parks System



5. Preserve long-term development options.

Source: RCC 2009

Figure 2-2
ROC Master Plan
Guiding Principles

2. Project Background

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2. Project Background

planning/administrative activities and for direct construction/rehabilitation efforts, as well as to leverage other public and private funds to realize a full program of rehabilitation and adaptive reuse of the buildings and grounds of the ROC.

2.3 Project Sponsor and Vision

Rehabilitation of the ROC is the mission of the RCC, a New York State not-for-profit 501(c)(3) corporation established in 2006 to spearhead an effort to plan and undertake activities to rehabilitate and realize new uses for the property. The board of the RCC was tasked to chart the future course of the rehabilitation. The RCC Board's vision statement informs the rehabilitation process. The Richardson Architecture Center (RAC) board, also a not-for-profit 501(c)(3) corporation, is overseeing the development of a proposed architecture and visitor center at the ROC. In 2007, ESDC provided the RCC with start-up funds to undertake master planning, historic/environmental review, and administrative functions to formulate a strategy for stabilization, rehabilitation and reuse of the ROC.

The RCC and RAC are composed of the following community members and stakeholders. Note, given the historic significance of the ROC, the OPRHP sits on the ROC Board.

- Carol Ash – Board member (RCC), Executive Director, Alliance for New York State Parks. Ms. Ash previously served as the first director of the Office of Environmental Policy and Management for the Port Authority of New York and New Jersey in 1992. For seven years she was the director of the New York City region of the State Department of Environmental Conservation. Following her recent tenure as the Commissioner of NYS Office of Parks, Recreation, and Historic Preservation, she formed the Alliance for New York State Parks as a public private partnership aimed at protecting and enhancing the state's parks and historic sites. She brings a wealth of experience in parks and the protection of open space.
- Peter J. Atkinson, National Board member (RAC), Director of Facilities Planning and Management, Harvard University Art Museums. Mr. Atkinson has spent the last 17 years working on a variety of planning initiatives and building projects in Cambridge, Massachusetts. He is currently working on the rehabilitation of the historic Fogg Museum and addition with Pritzker Prize winning architect Renzo Piano. In addition, he is the Director of Harvard University's museum physical plant, which encompasses five structures and 600,000 square feet of space. Mr. Atkinson's experience in museum projects and historic renovations is a tremendous asset to the board.
- Anthony Bannon, National Board member (RAC), Director, George Eastman House. The Eastman House is one of the oldest film and photography

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archives in the United States and is now considered to be among the top cinematic collections worldwide. Mr. Bannon's experience in historical preservation is essential for the Richardson project.

- Clinton Brown, Board member (RCC and RAC). Mr. Brown is a heritage architect and President, Clinton Brown Co. Architecture, PC., which collaboratively designs the revitalization of heritage existing buildings and communities to attract re-investment and to create new performance. He is Commissioner, Erie Canalway National Heritage Corridor Commission and Vice Chair of the Board, Willowbank National Historic site and School of Restoration Arts. Mr. Brown's background is vital to the Richardson project due to his experience in projects such as the Richardson Complex.
- Barbara A. Campagna, FAIA Graham Gund Architect of the National Trust, National Trust for Historic Preservation. Ms. Campagna is the Past President of the Board of Directors of the Association for Preservation Technology International and oversees the buildings and landscapes at 29 historic sites of the National Trust as the chief architect for that organization. As one of the country's leading preservation architects and a native of Buffalo, she brings a breadth and depth of understanding of the unique issues facing this board.
- Brian Carter, Architect. Prior to taking up an academic appointment in the US, Mr. Carter worked in practice as an architect in Europe. The designer of award-winning buildings he is also the author of several books and a frequent contributor to international architectural journals. Brian Carter has curated exhibitions on the work of Charles and Ray Eames, Eero Saarinen, Albert Kahn and the engineer Peter Rice. A former chair of architecture at the University of Michigan he was Pietro Belluschi Distinguished Visiting Professor in Architectural Design at the University of Oregon in 2002. Mr. Carter is the former Dean of the University at Buffalo School of Architecture and Planning and is a registered architect in the United Kingdom and a Fellow of the Royal Society of Arts.
- Paul Ciminelli, Vice Chairman (RCC), President & CEO, Ciminelli Real Estate Corporation. Mr. Ciminelli has overseen many successful Western NY projects including the redevelopment of the Cyclorama Building in downtown Buffalo, the Concourse Center (former Peter J. Schmitt Warehouse) across from the Buffalo Niagara International Airport, and a redevelopment program design for the former Federal Reserve Bank building (now the New Era Cap headquarters). Ciminelli Real Estate Corporation was the first area developer with LEED Accredited professionals on staff. They have 9 completed LEED projects to date, provide Green and LEED consulting services to third parties, and have instituted green programming and design throughout their own portfolio. Mr. Ciminelli is a

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strong leader in real estate development who can navigate the complexities of the Richardson Olmsted Complex adaptive reuse.

- Louis Grachos – Board Member (RAC), Executive Director, Albright-Knox Art Gallery. Mr. Grachos is recognized as a highly successful arts entrepreneur. He brings to Buffalo and the Albright-Knox an unbridled enthusiasm for and knowledge of contemporary art as well as dynamic leadership.
- Christopher Greene, Secretary (RCC and RAC), Damon Morey, LLP. Mr. Greene is a Senior Partner at Damon Morey and the Chairperson of the firm's Management Committee. He works primarily with closely-held businesses and not-for-profit corporations. He is engaged in matters involving health care corporate and regulatory matters, corporate and partnership formations, business start-ups, mergers, acquisitions and divestitures, debt and equity financing and franchising.
- Eva Hassett, Board member (RCC), Executive Director, International Institute of Buffalo. Ms. Hassett is a Buffalonian with experience in both the public and private sector. She had a long and distinguished career in city government under Mayor Masiello followed by real estate development with Savarino Companies and Clover Management. She is a resident of the Elmwood Village active in the art, culture and civic affairs and brings to the board a leadership of the public engagement process.
- Kelly Hayes McAlonie, Board member (RCC and RAC). Ms. Hayes McAlonie, AIA, LEED AP, is the Associate Director of Capital Facilities Development at the University at Buffalo where she specializes in educational programming and planning. Previously she was Associate Vice President at Cannon Design. In 2008 she was a recipient of the American Institute of Architect's National Young Architects Award. Ms. Hayes McAlonie is President-elect of the AIA New York State and active in the Buffalo/Western New York Chapter, founding and facilitating youth educational programs. Her experience is valuable in shaping the Buffalo Architecture Center programming and exhibits.
- Thomas Herrera-Mishler, Board member (RCC and RAC), President and CEO, Buffalo Olmsted Parks Conservancy. Mr. Herrera-Mishler is a landscape architect who has worked in on various projects around the US and abroad, specializing in the non-profit sector since 1992. He brings valuable experience regarding plans to rehabilitate the historic Olmsted landscape for contemporary times.
- Paul Hojnacki, Treasurer (RCC and RAC), President, Curtis Screw Co. Curtis Screw, founded in the shadows of the Richardson Olmsted Complex, has been active in the Buffalo community since 1905. Mr. Hojnacki's business experience combined with a background in engineering is valuable in this endeavor.

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- *Gail Johnstone, Board member (RCC and RAC), Executive Director, Prentice Family Foundation, formerly President/CEO, Community Foundation for Greater Buffalo; Vice President for Planning, Roswell Park Cancer Institute; and Director of Planning, City of Buffalo.* Ms. Johnstone directed a major revision of Buffalo's Landmark and Preservation Code and Preservation Board while at the City, led a \$250 million Major Modernization at Roswell Park, and increased assets at the Community Foundation during her ten year tenure by an amount that exceeded all funds raised in the Foundation's prior 80 plus years. She brings extensive public sector and non-for-profit leadership experience in mega project and preservation development, civic planning processes and fund raising.
- *William Jones, Board member (RCC), President, CityView Construction Management.* Mr. Jones has spent the last twenty five years in real estate development and management, most recently the successful renovation of the historic Larkin at Exchange Building and the Genesee Gateway. Mr. Jones brings to the board a wealth of experience to oversee the stabilization and construction activities.
- *Stanford Lipsey, Chairman (RCC and RAC), Publisher, The Buffalo News.* Mr. Lipsey is the Pulitzer Prize winning publisher of The Buffalo News. A former Vice President of the Board of the Darwin Martin House Restoration Corporation, serving over 15 years, he personally funded the purchase of the Frank Lloyd Wright Gardener's Cottage on the property, along with the rebuilding of the Martin's Greenhouse. For his numerous endeavors in the field of architecture, he was awarded the Wright Spirit Award by the Frank Lloyd Wright Conservancy, the New York State Governor's award for Parks, Preservation and Historic Restoration, and the Buffalo/WNY Chapter of the AIA's Friends of Architecture and Community Service Award. Mr. Lipsey's vast experience, combined with a vision and business sense, guides the ROC project.
- *Lynn J. Osmond, National Board member (RAC), President, Chicago Architecture Foundation.* Osmond became President of the Chicago Architecture Foundation (CAF) in November of 1996. The CAF presents a comprehensive program designed to enhance public awareness and appreciation of Chicago's outstanding architectural history. This knowledge applies directly to Buffalo's unique architectural legacy.
- *Chase Rynd, National Board member (RAC), Executive Director, National Building Museum.* The National Building Museum is America's premier cultural organization dedicated to the built environment, and one of the preeminent institutions of its kind internationally. Mr. Rynd is a nationally recognized leader in the museum and arts sectors, and brings expertise and appreciation to the ROC project.

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- Richard Tobe, Board member (RCC and RAC). Mr. Tobe is an attorney and guest lecturer at the University at Buffalo Law School. In addition to his teaching duties, he engages in a consulting practice where he specializes in the needs of business corporations and not-for-profit entities, particularly those that have involvements with state or local government. He was the former Commissioner of Economic Development, Permit and Inspection Services for the City of Buffalo. He previously served in a similar position with Erie County and also served for 12 years as the chief of staff to the late New York State Assemblyman William B. Hoyt. His expertise in city, state and federal government is a great asset to the board.
- Howard Zemsky, Board member (RCC and RAC), President, Taurus Capital Partners, LLC. As a past President of the Darwin Martin House Restoration Corporation Board, Mr. Zemsky's stewardship was critical to the success of the restoration effort. Recently he spearheaded one of Buffalo's largest adaptive reuse projects, the Larkin at Exchange, a historic terminal warehouse built in 1912 that now houses Class A office space. Mr. Zemsky's skill guiding and executing complicated historic building projects is critical to the board.

2.3.1 Richardson Center Corporation Vision Statement

The RCC envisions the rehabilitation of the ROC, composed of the Buffalo State Hospital and grounds, to be the crowning jewel of a mixed-use, multi-purpose campus of public and private activities.

By combining contemporary ideas with the City's 19th-century heritage, the RCC intends to create to the highest standards a nationally significant, 21st-century, economically self-sustaining and environmentally sound ROC as a place for architectural, educational, cultural, and recreational activities for the benefit of the residents of and visitors to the City of Buffalo's Museum District, the Elmwood Village, and the entire Buffalo Niagara Region.

2.3.2 Richardson Architecture Center Vision Statement

The RAC would celebrate the region's architecture, design, landscaping and cultural institutions. The center would provide a setting for the public to learn and understand the artifacts, stories and significance of Buffalo's more than 200 years of world class architecture and urban design.

2.3.3 Regional Visitor Center

The Regional Visitor Center would serve as a point of welcome, information and orientation for visitors to the many offerings and attractions of the surrounding community including the Museum District, the Elmwood Village and the Greater Buffalo Region. The Regional Visitor Center would be established through

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collaboration between the RCC, Erie County, the Buffalo Niagara Convention and Visitors Bureau, and other cultural and visitor entity.

2.4 Activities Taken to Date

2.4.1 Building Stabilization

Various building stabilization activities have been implemented at the ROC to stabilize and protect the structures from further deterioration. These activities are classified as Type II Actions under SEQRA, as these actions would not have a significant impact on the environment. Type II Actions include maintenance and repair involving no substantial changes in the existing structure and maintaining existing landscaping. These activities are precluded from environmental review under Environmental Conservation Law, article 8.

The following stabilization activities were undertaken by the RCC in close consultation with OPRHP:

- **Initial Stabilization Efforts.** In 2004 and 2005 (prior to the formation of the RCC), \$7 million in stabilization funds were set aside by the State for securing and stabilizing the Buffalo State Hospital buildings. Utilizing \$5 million of the allocated \$7 million, the Dormitory Authority of the State of New York (DASNY) focused on emergency repairs to roof and roof leaders to stop water damage, roof framing repair, masonry and window repairs, passive ventilation, and measures to further secure the buildings against vandals such as fencing in the entire complex, blocking off ground level points of entry.
- **Phase I Stabilization Activities.** In fall 2007, the ESDC entered into a grant agreement to provide the RCC \$2.1 million to continue stabilization of the buildings. Additional measures were taken to prevent further deterioration and vandalism. Work included the assessment and repair of roof leaks, structural shoring of vulnerable areas, and the design of a more extensive lighting, security and fire alarm system. Roofs were sealed on the twin towers of Building 45 and the adjacent wards (Buildings 44 and 10), and gaping holes covered on the roof of Building 39 (the second building east of Rees Street). The collapsing connectors between Buildings 39 and 40; Building 38 and 39; and Buildings 40 and 42 were stabilized. Structural shoring was completed on Building 43, the former female kitchen located behind Building 45, thereby stabilizing the building from collapse and sealing the roof from further water damage. The roof of the connector between Buildings 42 and 43 was also sealed. Electrical service is also planned to be reactivated to enhance security through perimeter lighting and smoke/heat detection systems.

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- **Phase II Stabilization Activities.** Utilizing \$7.8 million from the \$76.5 million State allocation, another round of stabilization measures by the RCC commenced in December 2009. Phase II stabilization activities are focused on Buildings 45, 44, and 10 and include asbestos abatement and cleanup, ventilation, roof repairs to prevent of water infiltration, and creation of a “mockup space” in Building 45 to hold events and showcase for developers. Other activities are focused on the brick buildings and connectors and include temporarily sealing open areas in perimeter walls, stabilizing Buildings 38 and 39, and select regrading of the site to divert water and extending downspouts in order to prevent water infiltration. In addition to work on buildings, emergency landscape work will be completed to improve safety, including trimming dead and dying trees. The overall objective of this work is to further protect the buildings and to begin preparing the ROC for reuse.

2.4.2 Other

2007 Urban Land Institute Advisory Panel

The reuse of the ROC is of importance to the community and the RCC. In order to assist in the process, the RCC invited the Urban Land Institute (ULI) to Buffalo in May 2007 to study the site, the neighborhood, and the city. After a week of touring the city and surrounding neighborhoods, intensive evaluation of the ROC site, and interviews with nearly 100 community stakeholders and regional experts, ULI made recommendations for RCC and community consideration. ULI recommendations included architecture, visitor and hotel conference centers, condominiums, and rehabilitation of the landscape. This visioning exercise was considered an initial starting point for possible reuses that led to more detailed analysis and refined master planning efforts undertaken by RCC. The ULI report titled *An Advisory Services Panel Report, H.H. Richardson Complex, Buffalo, New York, May 2007* (ULI 2007) can be viewed at:

<http://www.richardson-olmsted.com/documents.php>

Historic Structures Report

In July 2008, the professional consulting firm Goody Clancy submitted to the RCC the *Historic Structures Report, the Richardson Olmsted Complex, Buffalo, NY* (Historic Structures Report). This document, which followed National Park Service guidelines, was issued to provide detailed documentary, graphic, and physical information about the ROC’s history and existing conditions. The recommendations and guidance contained in the Historic Structures Report provide the RCC with a framework for future rehabilitation. The Historic Structures Report can be viewed at:

<http://richardson-olmsted.com/documents.php>

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Cultural Landscape Report

In October 2008, the professional consulting firm Heritage Landscapes submitted to the RCC the *Cultural Landscape Report the Richardson Olmsted Complex, Buffalo, NY* (Cultural Landscape Report). This document was issued as the principal tool to document the history, significance and preservation treatment of the historic landscape designed in 1871 by Frederick Law Olmsted and Calvert Vaux. The recommendations and guidance in the Cultural Landscape Report provide the RCC with a framework for future rehabilitation of the ROC landscape. The Cultural Landscape Report can be viewed at:

<http://richardson-olmsted.com/documents.php>

2.5 ROC Master Planning Process

In September 2009, the professional consulting firm Chan Krieger Sieniewicz concluded a nearly two-year-long master planning effort, and submitted to the RCC the ROC Master Plan. This document was issued to assess the ROC's buildings and site, adjacent neighborhoods and, with a public process, create a plan for long-term development of the historic buildings and grounds. The recommendations and guidance in the ROC Master Plan provide the RCC with a vision to implement and measures for sound stewardship. The ROC Master Plan can be viewed at:

<http://richardson-olmsted.com/documents.php>

2.5.1 Community Involvement as Part of the Master Planning Process

The RCC provided many avenues for community involvement through the master planning process. Open public meetings as well as numerous interviews and small group meetings were held during each aspect of the process. In addition, the RCC has maintained a website (<http://richardson-olmsted.com/>) that provides archived documents and reports, information about the ROC and ongoing rehabilitation efforts, and is a forum for public comments and feedback.

Community Advisory Group

In an effort to include broad-based community involvement in the master planning process, a Community Advisory Group (CAG) was established. The CAG included representatives from the adjacent neighborhoods, business districts, cultural institutions, BPC, BSC, and the historic preservation community. The CAG had three main tasks:

- Advise the RCC regarding community values related to the ROC Master Plan.

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- Facilitate the process of broad public engagement throughout the planning process. This included convening public meetings as well as routine CAG meetings.
- Review the ROC Master Plan work products as they were produced and provide feedback.

The CAG vision statement and meeting minutes can be viewed at:

<http://richardson-olmsted.com/community.php>

Public Meetings

The RCC held three public meetings as part of the ROC master planning process.

- Public Meeting/Presentation No. 1, August 12, 2008. This meeting at the Buffalo and Erie County Historical Society focused on planning and stabilization updates and an interactive community visioning session. During this open public meeting, attendees had a chance to comment on ideas presented by the master plan team. Public comments were collected in real-time utilizing a public participation voting system.
- Public Meeting/Presentation No. 2, January 27, 2009. This meeting in the Performing Arts Center at Rockwell Hall of BSC provided the public with project updates on rehabilitating and stabilizing the Buffalo State Hospital buildings, creating architecture and visitor centers and reviving the Olmsted-designed landscape.
- Public Meeting/Presentation No. 3, July 14, 2009. This meeting in the Performing Arts Center at Rockwell Hall of BSC was held to unveil the draft ROC Master Plan.

Additional information pertaining to these public meetings, including meeting summaries, can be viewed at:

<http://richardson-olmsted.com/communityPrev.php>

2.5.2 ROC Master Plan Goals and Objectives

In the early stages of the master planning effort, the RCC defined a series of goals and objectives to provide general guidance for development of the ROC Master Plan. These goals and objectives included the following:

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GOAL 1: Rehabilitate the historic Richardson-designed buildings for a mix of public and private uses.

OBJECTIVES

- Stabilize buildings to prevent further deterioration pending future development.
- Rehabilitate buildings according to federal and state historic preservation standards, using the *Historic Structures Report* and *Cultural Landscape Report* as guidance.
- Focus internal rehabilitation efforts on Buildings 45, 44, and 10.

GOAL 2: Rehabilitate the landscape and improve site circulation, access and parking.

OBJECTIVES

- Rehabilitate the Olmsted-Vaux landscape utilizing recommendation from the *Cultural Landscape Report*.
- Create a new cohesive landscape plan for the site that serves contemporary uses and users.
- Reduce the amount of surface parking in the "South Lawn" by relocating spaces.
- Address the BPC parking needs within active portion of center.
- Relocate the BSC and BPC maintenance buildings (non-historic structures) to more suitable locations.
- Establish pedestrian and vehicular circulation through the site connecting BSC with area neighborhoods.
- Rationalize parking on site to meet requirements for new uses.

GOAL 3: Create a place for architectural, educational, cultural, residential, hospitality, and recreational activities for the benefit of the residents of and visitors to the Richardson Community, the Museum District, the Elmwood Village, and the entire Buffalo Niagara Region.

OBJECTIVES

- Create Architecture and Buffalo Visitor Centers that showcase the architecture and cultural amenities of Buffalo-Niagara and the bi-national regions.
- Encourage new uses that complement and support the Museum District.
- Create synergies with the BSC campus.

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- Focusing on uses that improve the surrounding communities and become the foundation for neighborhood revitalization.
- Respect the needs and rights of the BPC patients and families.

GOAL 4: Create a campus that would succeed economically.

OBJECTIVES

- Use public dollars to leverage private investment.
- Place the highest development priority on the reuse of the historic buildings rather than on the construction of new facilities.
- Create a mixed-use, multi-purpose campus.
- Develop a reuse plan for the ROC that is economically self-sustaining.
- Focus on a tenant mix of public and private sector uses.

GOAL 5: Create an environmentally sound Richardson Olmsted Complex.

OBJECTIVE

- Apply sustainable design principles in ROC reuse.

2.5.3 Guiding Principles of the ROC Master Plan

The framework of the ROC Master Plan was built upon the following five principles (see **Figure 2-3**):

1. **Create a New Identity for “the ROC” through the Reuse of Existing Structures.** The highest priority of the ROC Master Plan is the reuse of the historic structures and grounds. Revitalizing the complex can be accomplished by repurposing it as a mixed-use destination. The iconic towers of the Administration Building can serve as a unifying identity for a mix of uses within the buildings.
2. **Rehabilitate the South Lawn.** The ROC Master Plan places priority on the stabilization and rehabilitation of the lawn between the structure and its historic approach from Forest Avenue. Rehabilitation of the South Lawn requires removal of the invasive circulation and parking patterns that have eroded the continuity of the space over time. Reinstating the loop road on the south side of the complex and heavily replanting the area will initiate the rehabilitation of the site.
3. **Center Building 45.** Enhancing the back (or north side) of Building 45 so that it can function as an additional entrance is a guiding principle of the ROC Master Plan. The result would be two entry points to Building 45: a south entrance that is historically significant; and a north entrance that

2. Project Background

would be historically compatible but serve modern needs. Creating the north entrance accomplishes a number of important objectives: (1) it preserves the bucolic character of the South Lawn; (2) it allows for a greater intensity of use and access to the complex from the north without diminishing the importance of the historic south entrance; and (3) it diminishes the visual presence of the modern Strozzi Building when entering from the north.

4. **Extend the Olmsted Parks System.** The close proximity of Delaware Park offers a remarkable possibility to capture and extend Buffalo's open space system. Strengthening the connection between the ROC and Olmsted's network reestablishes a relationship that has been diminished over time, through new pedestrian and vehicular connections, open space interventions, and art.
5. **Preserve Long-term Development Options.** If any long range development at the north and northwest portion of the site does occur, it shall be used to enhance and complement the adjoining historic buildings and neighborhoods. Any new development will continue the existing land use ratios to provide major landscaped open space and complement the historic buildings in form and use. As the concepts and design advance in the future, long-term development options would include continued consultation and coordination with local stakeholders, regulators, and land owners, including OPRHP, BSC, and BPC and OMH.

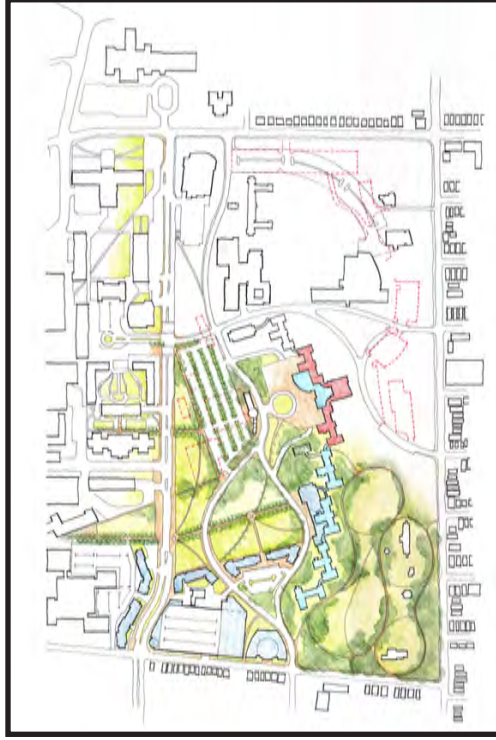
2.5.4 Design Constraints and Considerations

The following are pre-existing features within the ROC buildings and grounds that present development constraints and considerations:

- **Project Scale and Condition.** With over 480,000 square feet of vacant historic building space located on ±42 acres of surplus land, the ROC is an extremely large facility that is unlikely to secure a single user who could programmatically utilize all or most of the space. In addition, rehabilitation, and deferred maintenance costs associated with this amount of space are high and would not be feasible to incur these costs at one time. Consequently, redevelopment of the site would likely be phased over many years to realize full build-out and reuse. As project redevelopment is phased in over time, future phases of rehabilitation work must be staged so as to not disrupt or temporarily displace initial phase tenancies and existing BPC and OMH access and operations.



East West Address Road Alternative



Northwest Quadrant Alternative



Central Development Alternative



Rockwell Loop Alternative

Source: RCC 2009

Figure 2-3
Alternative Planning Concepts

2. Project Background

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2. Project Background

- **Building Layout / Configuration.** The buildings were designed to treat patients with mental disabilities. Layout of the buildings included single-loaded corridors with large hallways on the south side of the building to provide natural lighting and small patient rooms on the north side. This configuration limits reuse options, especially given the desire to preserve the integrity of the historic buildings.
- **Buffalo Psychiatric Center.** The OMH is anticipated to continue operation of the BPC on site into the foreseeable future. The BPC facilities and grounds is a separate and discrete entity and is and will remain under the control of the BPC and OMH until and unless plans to transfer additional lands to the RCC are developed and approved by all parties. The OMH desires to integrate its operations with the ROC and surrounding uses. Therefore, the ROC's Master Plan must balance integrating the BPC into its long-term plan while at the same time respecting the operation, policies, and needs of the BPC. Additionally, site needs of the BPC such as parking and access must be maintained or adequately replaced.
- **Buffalo State College / Buffalo Psychiatric Center Maintenance Facilities.** Access to the ROC from the north provides the best connection to complementary district assets. In addition, the visibility of Building 45 and its towers from Rockwell Road provides dramatic views to the ROC, and its setback from Rockwell Road provides a unique opportunity to provide a striking arrival sequence whether arriving by foot or by vehicle. This viewshed and this arrival sequence is interrupted and partially blocked by the BSC and BPC maintenance buildings currently located along Rockwell Road. These maintenance facilities must remain operational at their current locations until and unless agreement is reached with the respective owners to relocate the facilities and suitable sites and funding are identified to enable such relocations.
- **Rockwell Road.** The northern boundary of the ROC abuts Rockwell Road, a private road associated with the BSC. This roadway is a main entrance corridor to the college that provides vehicular and pedestrian access throughout the academic year and during major college events. Any future use of this road by the ROC would need to be negotiated with the college to minimize potential impacts to college access, traffic flow, and safety.
- **Historic Cultural Landscape.** The significance of the Olmsted and Vaux-designed grounds as a cultural landscape would influence much of the redevelopment of the ROC. As noted in the *Cultural Landscape Report*, the grounds retain some character-defining features of Olmsted and Vaux's original intentions (Heritage Landscapes 2008). However, much of the original landscape has been depleted over time, either by neglect or by the slow aggregation of parking lots, circulation, and new structures. The Project would follow recommendations in the Cultural Landscape Report by

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rehabilitating the depleted landscape where possible and reinterpreting Olmsted's intentions to be compatible with new uses. New plantings, site circulation, and parking would need to be integrated in a way that are both respectful of the historical character of therapeutic landscape that once existed, and flexible enough in design to incorporate new requirements that did not exist when Olmsted first designed the grounds.

- **Site and Buildings Access.** While the property is owned by a public entity (i.e., OMH), the buildings and site currently are not open for public use. To gain interim access to the property, the RCC executed in July 2007 an access permit with the DASNY. This agreement titled *Permit by Dormitory Authority of the State of New York for Office of Mental Health Psychiatric Center for Premises located at: Buffalo Psychiatric Center Richardson Complex* grants members of the RCC access to the ROC. Under the terms of this agreement, the RCC is permitted only to escort visitors on site for planning, engineering, and other professional consulting purposes. General public access is not permitted under this agreement.

The RCC envisions future public access and use of the ROC once ownership is obtained and safety/liability considerations are addressed. For example, the site contains several dead or decaying trees, creating potentially hazardous conditions for visitors. More significantly, many of the buildings on site are currently in various states of disrepair with the potential from which brick or debris could fall. Consequently, security fencing has been installed around the perimeter of the site to protect public safety and welfare. This is a temporary constraint until site and building conditions are stabilized.

- **ADA Accessibility.** Because the ROC was constructed well before the Americans with Disabilities Act of 1990 (ADA), the site and buildings are not fully ADA compliant. As the property transfers to the RCC, improvement to both the site and buildings would be implemented to allow for public use of the ROC, and would be required to address ADA accessibility requirements. The challenge of incorporating such improvements would be balancing ADA requirements with historic integrity – both important factors to the public.

2.5.5 Selection of the ROC Master Plan and Alternatives Considered but Eliminated from Detailed Study

Other alternatives were considered during the master planning process undertaken by the RCC. Specifically, the Development Committee of the RCC participated in a design charrette with the Master Plan team on August 13, 2008 to evaluate four emerging alternatives, which included different development options (also referred to as schemes). In the fall of 2008, the East-West Address Road alternative (see **Figure 2-4**) was selected from the four emerging alternatives and advanced by the RCC in the ROC Master Plan. This alternative

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was selected because it best aligned with project planning goals and objectives and site organization strategies that were identified at the outset of the planning process. Specifically, the East-West Address Road alternative focused on the rehabilitation of the historic structures, rehabilitation of the landscape, creation of a cohesive landscape, and would allow for an economically viable project through incremental mixed use development. The original East-West Address Road alternative was vetted to the CAG on January 6, 2009 and presented at a public meeting on January 27, 2009. This original alternative was then advanced and refined to become ROC Master Plan.

The following are descriptions of the alternatives considered but eliminated from detailed study. For the purposes of the DGEIS, these alternatives were considered not to be reasonable and foreseeable reuses of the property.

Northwest Quadrant Alternative

The North Quadrant alternative (see **Figure 2-3**), concentrates development on the Northern Lands (also referred to as the "Northwest Quadrant"). This alternative was not selected because the focus on new development could supersede focus on the historic buildings. While not selected, the Northwest Quadrant was identified as a reasonable location for infill development and was integrated into the East-West Address Road alternative. The Northwest Quadrant has the least landscape integrity and was the location of the working agricultural lands and not a pastoral Olmstedian landscaped area of the grounds.

Central Development Alternative

The Central Development alternative (see **Figure 2-3**) is premised on the development of a campus for one large institutional user. This alternative was not selected because the focus on new development could supersede the focus on the historic buildings. Additionally, the likelihood of securing one institutional user did not seem likely and did not meet the goal of creating an economically viable mixed-use campus.

Rockwell Loop Alternative

The Rockwell Loop alternative (see **Figure 2-3**) exclusively concentrates new development to the north and northwest of the historic buildings, while forgoing improvements to the historic buildings themselves. This alternative was not selected because the focus on new development would supersede focus on the historic buildings. More pointedly, expending the allocated funds on new development, rather than on the historic buildings, would allow the historic buildings to further deteriorate, which was in contrast to the mission of the RCC.

3

Project Description and Alternatives

This EGEIS evaluates the potential impacts resulting from a No-Build Alternative and the Project. Other alternatives were developed, evaluated, and eliminated during the master planning process (see **Section 2.5.5**).

3.1 No-Build Alternative

The No-Build Alternative is considered in order to establish a baseline to help qualitatively and quantitatively assess the benefits and impacts associated with identified feasible alternatives. The No-Build Alternative would assume buildings are left in their current state of deterioration with the exception of emergency repairs. Emergency repairs would include attaching plywood covers to unprotected windows and anchoring bricks likely to fall to the ground. Masonry peeling away from the elevation would be braced with stainless steel anchors. Existing downspouts would be reconnected and/or extended to the ground and missing downspouts would be installed. Stormwater would be redirected away from the buildings by re-grading the soils away from build foundations. Public use to the site would remain prohibited. On-site surface parking would remain in its current location and in its current size. Landscape improvements to the grounds would not occur. Property ownership would remain in the hands of the OMH. No pedestrian or vehicular improvements would be made to the grounds. The historic structures would remain vacant with no economically viable reuse strategy.

3.2 The Project

The Project would involve leveraging State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan, prepared by the RCC. The ROC Master Plan involves a program for the stabilization, rehabilitation, and adaptive reuse of the buildings comprising the former Buffalo State Hospital and grounds. The ROC Master Plan seeks ways to reuse the existing buildings and aspires to integrate additional facilities in a manner complimentary to the original spirit of the site. The ROC Master Plan does not seek to restore the buildings to their original function.

The Project would be implemented in four stages (i.e., Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding) over a 20-year build-out period with flexibility to accommodate market conditions and as improvements to on-site capacity is

3. Project Description and Alternatives

developed. At full build-out, the Project would be composed of a maximum of 880,000 gross square feet of redeveloped and new building space. The four development stages are summarized in **Table 3.2-1** and described below.

Table 3.2-1 Project Build-Out Summary

Project Phase/Proposed Land Use Program	GSF
Core Project (Buildings 10, 12, 43, 44, and 45)	
Visitor Center	8,332
Architecture Center	33,434
Conference/Event Space	41,766
Hotel	104,468 (96 rooms)
<i>Subtotal</i>	188,000
Expanded Core Project (Buildings 9, 13, 15, and 42)	
Arts-related Use	53,946
Academic-related Use	107,054
<i>Subtotal</i>	161,000
Reuse of All Historically Significant Buildings (Buildings 38, 39, 40, and 41)	
Institutional Use	131,000
<i>Subtotal</i>	131,000
Development Landholding: The Northern Lands	
Commercial/Professional Office Use	
<i>Subtotal</i>	400,000
TOTAL	880,000

Source: RCC 2010

Note: The build-out totals are utilized throughout this EGEIS to assess potential future impact.

3.2.1 Core Project

The Core Project is the first stage of development and includes the prioritizing of landscape investments, stabilizing buildings, increasing public access, and creating approximately 188,000 GSF of development (i.e., architecture center, visitor center, boutique hotel, and conference and event space). The development plan creates an integrated, multi-use real estate project with Building 45 and its iconic towers as the central element of the project.

The Core Project would prioritize the limited resources that are available to help shape the future of the ROC by directing monies into strategic actions that would return the broadest impact in the near term and be a catalyst for future investment. As such, the Baseline Priorities for the Core Project were developed that call for short-term incremental projects (see **Figure 3-1**) which would build upon one another to enable the long-term ROC Master Plan to become feasible. Much of the focus of the Baseline Priorities would involve organization, stabilization, and cleanup, in an effort not only to prepare the facility for future investment, but to also increase public access and awareness of the project. The Baseline Priorities would include the following actions.

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3.2.1.1 Rationalize the Site and Prioritize Landscape Investment

The original visions of Richardson, Olmsted and Vaux, and Kirkbride for the site have largely been depleted over time. The needs of a contemporary mental health facility on the property have compromised many of the features of the 1895 facility and grounds. In particular, the addition of new streets and surface parking lots, the construction of the Strozzi Building, and the presence of BSC on the property have all altered the original physical character of the site. Rationalizing the site would attempt to remedy site circulation to create a more unified design, through the incremental relocation of existing surface parking and the beginnings of a site-wide circulation system of Olmstedian character. This would be achieved by:

- Stabilizing the South Lawn. The “South Lawn” of the ROC now contains surface parking for the BPC, confusing vehicular circulation patterns, and service areas for buildings. Substantial areas of open space are in need of rehabilitation. Within the Core Project, the significance of the South Lawn as a space of gathering and recreation would be recaptured.
- Relocating Surface Parking. The relocation of these surface parking spaces, currently used by the BPC, would need to have minimal or no adverse impact on their operations. The RCC is progressing construction plans so that the replacement parking lots are constructed and put into service in advance of current “South Lawn” parking lot demolition. Construction may be phased so that new parking is provided in amounts sufficient to replace south lawn parking that is being discontinued as an ongoing process. The ROC Master Plan does not anticipate any alteration (or restriction upon the alteration) in how BPC and OMH controls parking on the lands that it will retain.
- Relocating Existing Parking and Create a New South Entrance Loop. With the removal of the surface parking spaces to the south of the Building 45, a new entry drive would be created that resembles the historical alignment of Olmsted’s “cart way”. The new roadway would help to define landscape improvements to the south of Building 45. The south entrance to Building 45 would remain a ceremonial point of entry and would be complemented by a new vehicular entrance loop and pedestrian paths on the South Lawn reminiscent of the historical alignment intended by Olmsted and Vaux.
- Creating an East-West Address Road. In conjunction with the rehabilitation of the parkland to the south, improvements to the north of Building 45 would be a priority in order to provide a new northern entrance point. A new East-West Address Road would provide access and create an address for the buildings from the north. This road, whose proposed alignment is conceptual and will be refined as the development planning progresses, is envisioned in the conceptual stage as an internal private drive that would

3. Project Description and Alternatives

also minimize the impact on the South Lawn by creating a functional entrance for tour buses and service deliveries and unique “addresses” for new development.

- New North Entrance Loop and ROC Drop-Off. A new vehicular entrance from the north branching off of the proposed East-West Address Road and would provide drop-off and initial parking for the proposed new Central Building Access and proposed architecture center. The North Entrance Loop would allow the South Lawn to retain its park-like character when the site begins to be used more heavily. The north approach to the ROC would be for heavier traffic, service, and large group access.
- Constructing Paths. Improved pedestrian circulation would be constructed in all rehabilitated landscaped areas.
- Planting New Trees to Reinststate the Once Pervasive Canopy. Trees would be planted throughout the site to subsume all structures into a unified park setting.

3.2.1.2 Building Stabilization

Building stabilization efforts beyond initial emergency repairs would be undertaken in consultation with OPRHP in accordance with the U.S. Secretary of Interior’s Standards for Rehabilitation in order to preserve the potential for future historic preservation tax credits. Additional stabilization funds would be dispersed across the entire complex to prevent further deterioration. This stabilization phase would include:

- Removing hazardous materials.
- Repairing wooden floors.
- Removing debris.
- Providing water and electric services.
- Patching loose plaster.
- Reinstating passive ventilation.
- Exterior masonry would be repaired and re-pointed.
- Older asphalt shingles on the roofs would be replaced.
- The ward buildings (Buildings 38, 39, 40, and 42) to the west of the administrative building would be “mothballed” until an economically viable reuse could be found.

No buildings would be occupied at the conclusion of this phase.

3. Project Description and Alternatives

3.2.1.3 Increase Public Access

Currently, the public is prohibited from accessing the historic buildings and portions of the historic grounds. The Baseline Priorities assume that the RCC would gain control of the property from OMH. This transaction would provide greater authority on the part of the RCC to allow future public access onto the property. The chain link fence that surrounds the historic structure would be removed in areas deemed safe for occupation. To mitigate liability issues associated with public access of the site, increased on-site security and lighting would be initiated. The site lighting also would perform the function of increasing visibility of the complex as a destination and as a backdrop to a partially rehabilitated landscape until further development is realized.

3.2.1.4 Building Reuse and Preparation

Once the above-mentioned priority investments have been implemented, the remainder of the Core Project would begin with substantive development in the historic structures.

Buildings 10, 12, 43, 44, and 45

The development plan of the Core Project calls for full redevelopment of Buildings 10, 12, 43, 44, and 45 which collectively would create a mixed-use destination centered around, and identified jointly with, the iconic towers of Building 45 (see **Figures 3-1**). Also, all connectors would be utilized for a potential indoor connection amongst all of the core structures.

The Core Project would redevelop and reuse 188,000 GSF of existing building space. While the exact distribution of the Core Project program is not yet determined, the following anticipated uses would include:

- Architecture center (33,434 GSF);
- Visitor center (8,332 GSF);
- Boutique hotel (104,468 GSF); and
- Conference and events space (41,766 GSF).

Central Building Entrance

The buildings would be accessed jointly via a new entrance, possibly glass, at the north side of Building 45. This new entrance would help protect historic features at the main entrance of the building and facilitate adaptive reuse of the ROC by addressing contemporary safety and building codes, providing vertical circulation, and accommodating large groups of visitors. The plan for the new entrance is conceptual. The final design would be completed in consultation with OPRHP and other regulatory agencies in accordance with federal and state historic preservation standards, using the *Secretary of the Interior Standards for the Treatment of Historic Properties* as guidance.

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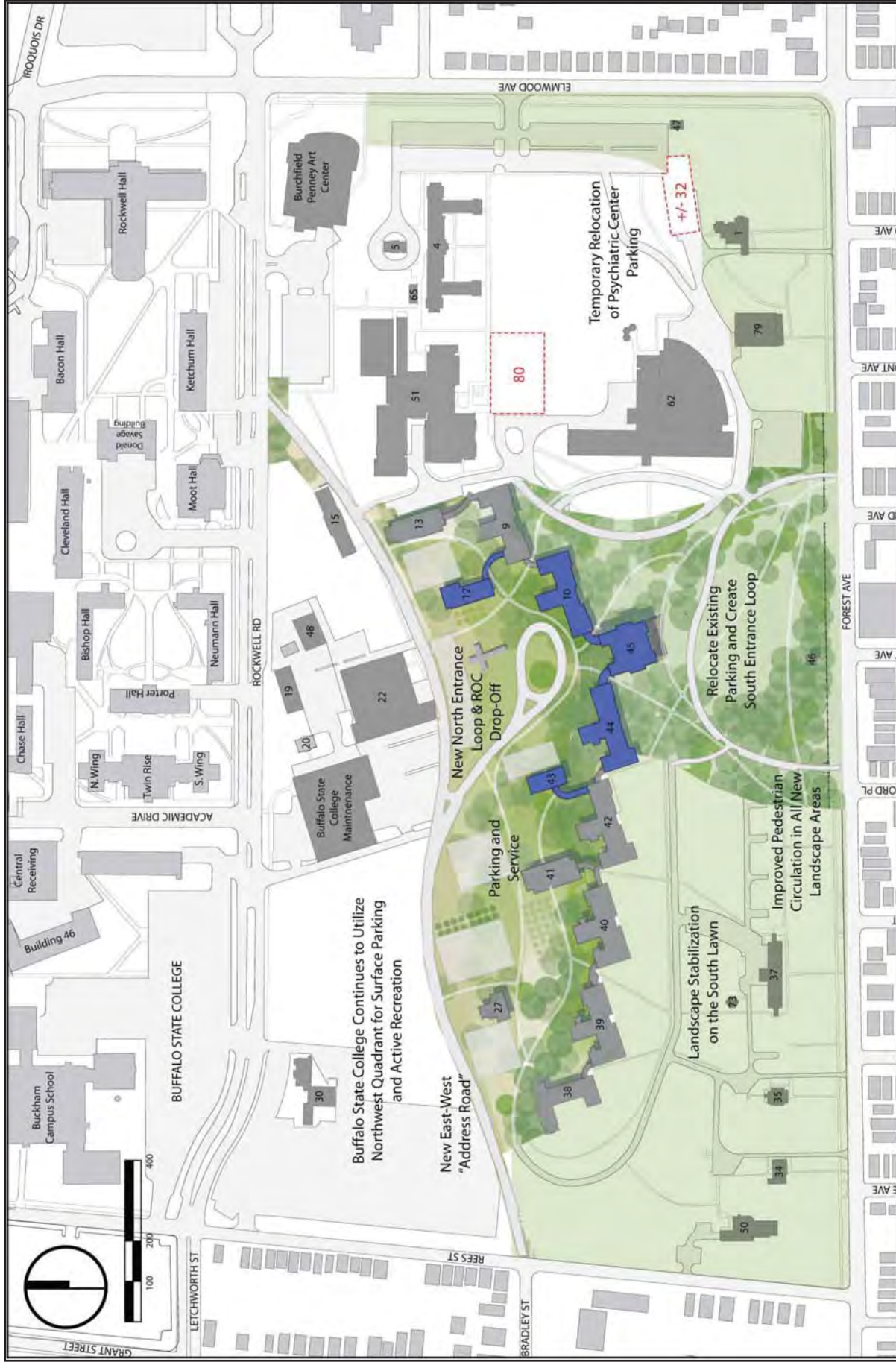
Conceptual Rendering – Building 45 Entrance
(Source: RCC 2009)

3.2.2 The Expanded Core Project

Building on implemented components of the Core Project, an expansion of programming would occur with complementary uses that could serve and be served by close proximity to the core programs. These uses would advance the creation of a mixed-use destination at the ROC. For example, expanded cultural and academic uses could provide benefits and increased visitation to the core programs while enjoying the advantages of the exhibits, event space, and hotel rooms available at their doorstep.

Accordingly, the scope of the Expanded Core Project would include redeveloping Buildings 9, 13, and 15 to the east of the Core Project and Building 42 to the west (see **Figure 3-2**). Collectively, these buildings would house an additional 161,000 GSF of active uses, as market demand permits. While the exact distribution of the Expanded Core Project program is not yet determined, the following anticipated uses would include:

- Arts-related use (53,946 GSF); and
- Academic-related use (107,054 GSF).



Source: RCC 2009

Figure 3-1
 ROC Master Plan, "Core Project" Phase
 Buffalo, New York

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The remainder of the historic structures (Buildings 38–41) would be stabilized and mothballed, pending the identification of a suitable use. In addition, this stage includes removing the BPC maintenance facility, landscape stabilization along Rockwell Road, additional landscape improvements at Elmwood and Forest Avenues, removal of unnecessary roads and parking lots, and pedestrian and vehicular circulation system improvements.

3.2.3 Full Reuse of All Historically Significant Structures

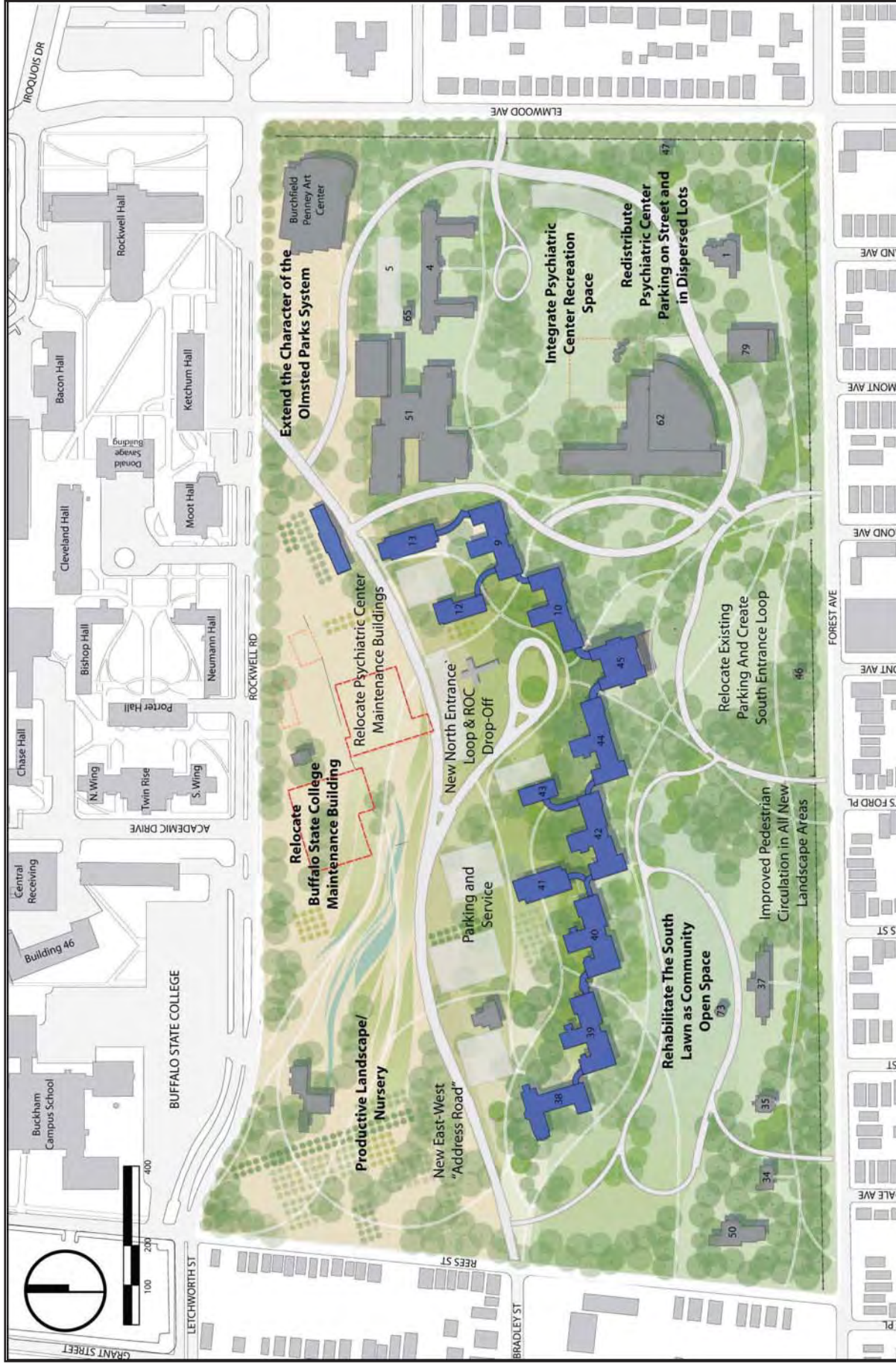
This ambitious build out would include the full stabilization and reoccupation of the remaining historic structures of the ROC including Buildings 38, 39, 40 and 41 (see **Figure 3-3**). In consideration of the high repair costs associated with these brick buildings, it is anticipated that this stage of development for the ROC would occur once the Core and Expanded Core Projects have been implemented and if market demand continued to be strong. Comprising an additional 131,000 GSF, these buildings could be occupied by a single institutional user, residential programs, or in condominium-style commercial development. Uses for these structures have not yet been determined, but it is recommended that the reuse of these facilities be compatible with the quasi-public programs of the Core and Expanded Projects. While the exact distribution of the Full Reuse of All Historically Significant Structures program is not yet determined, it is assumed for the purposes of this environmental analysis that this stage of development would include 131,000 GSF of institutional type land uses. Landscape improvements would extend to the entire 91-acre site, and the BSC maintenance facility would be relocated. Site access and circulation improvements would continue to support new development and facilitate shared use of the site by the BPC.

3.2.4 Development Landholding

A 21.5-acre portion of the ROC, referred to as the “Northern Lands” (see **Figure 3-4**), represents potential opportunities for up to 400,000 GSF of new development that could enhance the complex and bring necessary revenue to the ROC. While the exact distribution of the Development Landholding program is not yet determined, it is assumed for the purposes of this environmental analysis that this stage of development would include a maximum of 400,000 GSF of commercial type land uses. Should such new development occur, the goal would be to attract uses that enhance, rather than detract from the historic complex and bring additional vitality to the surrounding landscape. Strategic clustering of development in specific zones would allow for a more cohesive relationship between the buildings and the land. Multiple development scenarios are possible in this area, and if developed, would be designed in manner that respects the character of historic buildings and preserves vast portions of the property as open space.

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The realization of new development in the Northern Lands area is not anticipated to be advanced through the use of state funds administered by ESDC. Further, it would require review and approval of the City of Buffalo Planning Board and Common Council associated with the necessary zoning revision and site plan review and consultation with the OPRHP with respect to potential impacts to history and archaeological resources (i.e., buildings, grounds, view sheds). Because anticipated uses, scale, and development types in the Northern Lands are now pre-conceptual, future development of these areas may necessitate supplemental environmental/public review. Therefore, it is anticipated that certain thresholds for such future uses would be established through the SEQRA process to identify necessary future review/documentation requirements (see **Chapter 7**).

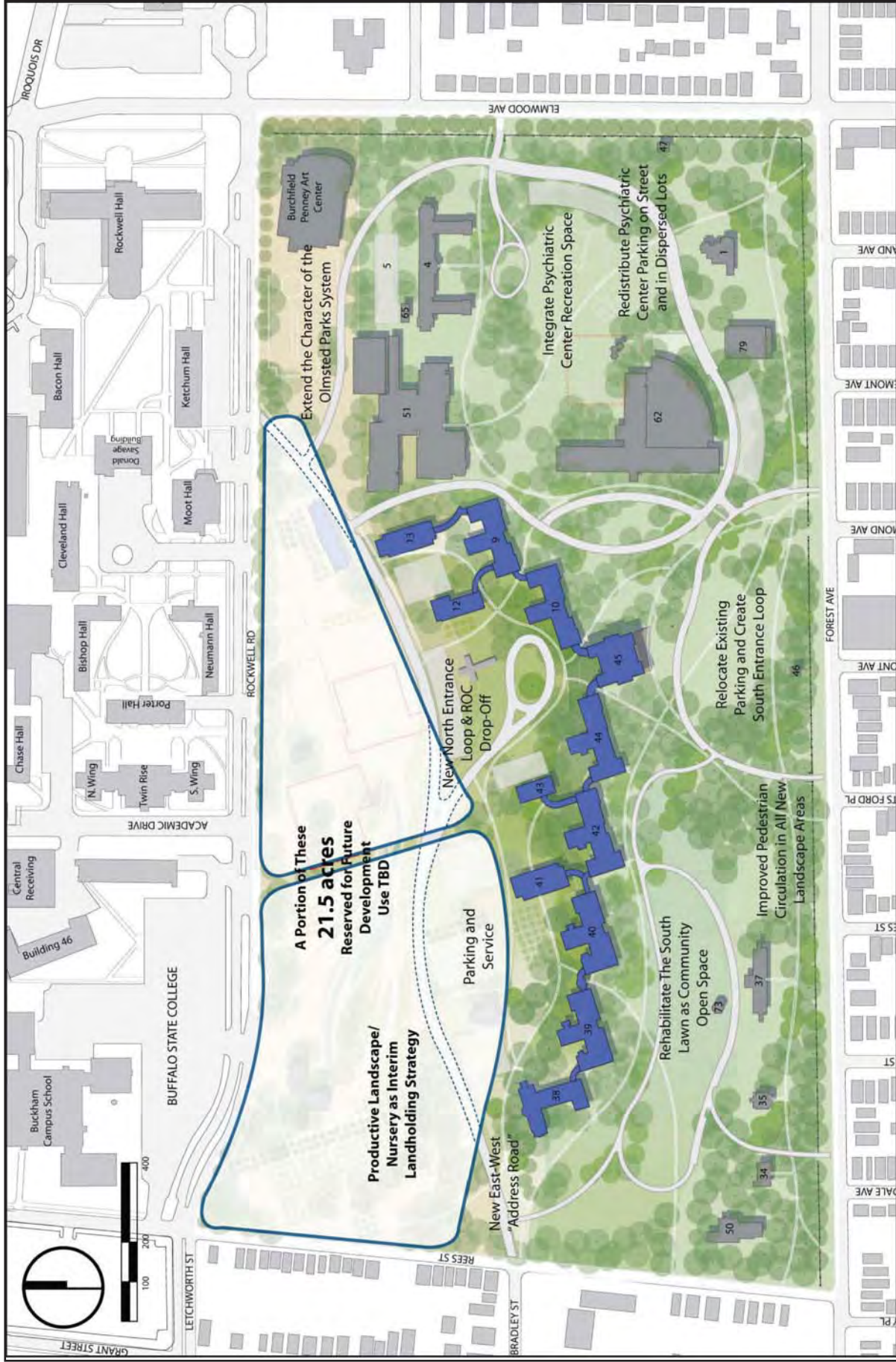


Source: RCC 2009

Figure 3-3
 ROC Master Plan, "Full Reuse of All Historically Significant Buildings" Phase
 Buffalo, New York

3. Project Description and Alternatives

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Source: RCC 2009

Figure 3-4
 ROC Master Plan, "Development Landholding Phase" (full build-out)
 Buffalo, New York

3. Project Description and Alternatives

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4

Environmental Setting

This section describes the environmental and socioeconomic resources that would potentially be affected by the Project and No-Build Alternative. It also provides information to serve as a baseline (i.e., existing conditions) from which to identify and evaluate environmental and socioeconomic consequences likely to result from implementation of the Project. The baseline is then measured and compared to the environmental consequences of the alternatives considered in this FGEIS. The resources analyzed in this FGEIS include cultural/historic, visual, land use, socioeconomic, traffic and transportation, hazardous materials, community services, utilities, air quality, noise, physical and ecological resources, and public safety.

The information and data used in the preparation of this FGEIS were obtained by reviewing existing documents and studies, including literature, maps, and planning documents; conversations and coordination with local, state, and federal stakeholders and officials; and fieldwork and studies conducted specifically in support of this FGEIS.

An analysis of the potential impacts on these resources is presented in **Chapter 5, Environmental Impacts**.

4.1 Cultural and Historic Resources

4.1.1 Historic Overview

Construction of the original Buffalo State Hospital began in 1870 and was situated on 203 acres of largely undeveloped farmland. At the time of construction, it was a state-of-the-art facility, incorporating the most modern ideas in psychiatric treatment. The design of the original buildings and grounds were intended to complement the innovations in psychiatric care practice at the facility.

The general historical periods of the ROC development include:

1. Construction Phase (1872–1899);
2. Expansion Phase (1900–1945);
3. Post WWII Development and Deinstitutionalization (1946–1974); and
4. Partial Vacancy and Interest in Historic Preservation (1975–2008).

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More information on the historic and cultural resources located at the ROC and its development timeline can be found in the *Historic Structures Report, the Richardson Olmsted Complex, Buffalo, NY* (Goody and Clancy 2008) and *Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY* (Heritage Landscapes 2008).

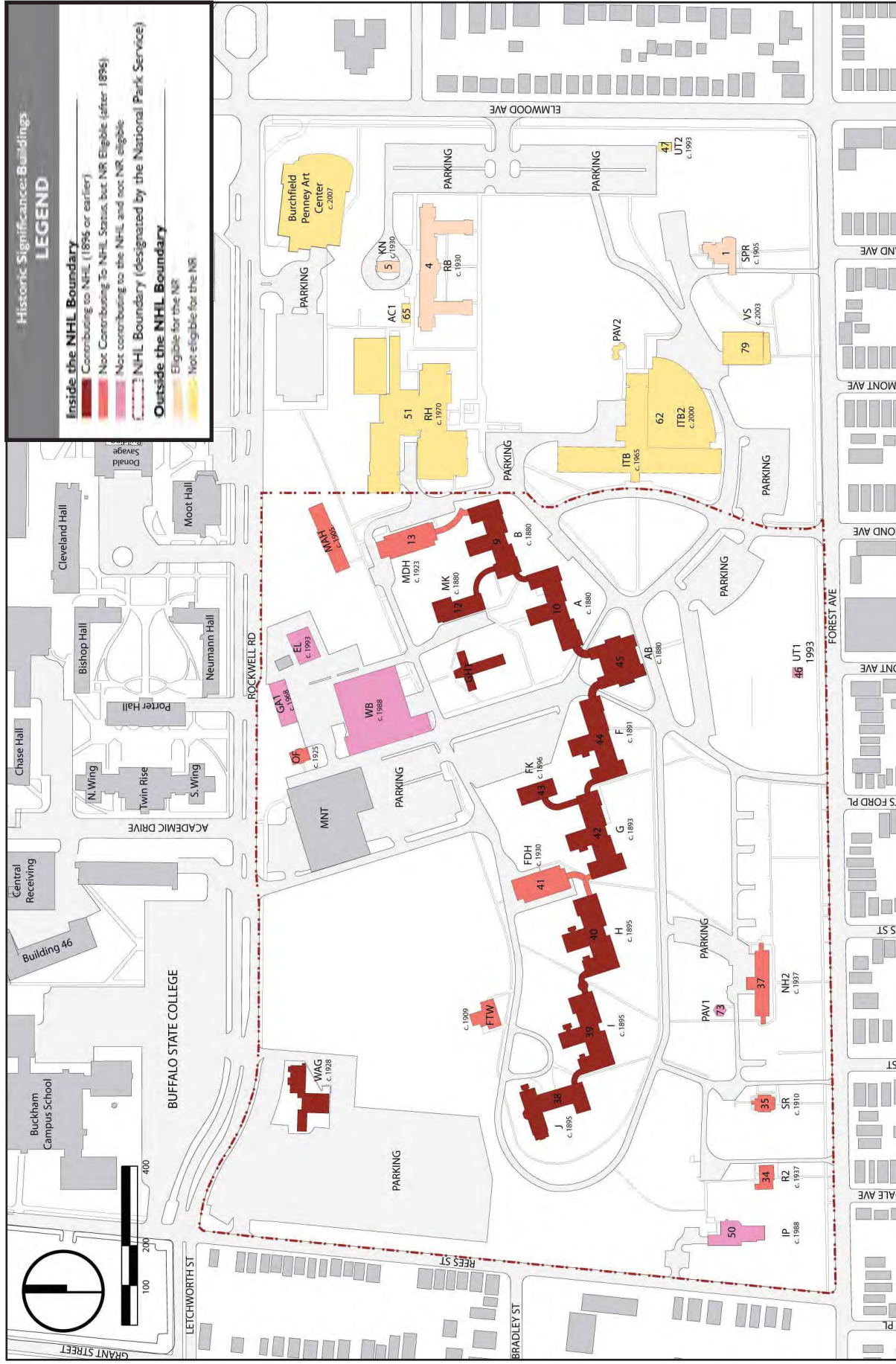
It is important to note that because this Project would involve the expenditure of State funds, it is evaluated in this EGEIS for its potential effects to cultural resources that are on or eligible for the State and National Registers of Historic Places in accordance with Section 14.09 of the NYS Historic Preservation Law only, and not Section 106 of the National Historic Preservation Act. Should funding sources change or be augmented with federal funds, a Section 106 review would also be necessary. While the technical aspects of 14.09 and 106 reviews are generally similar, they vary in terms of the progression of steps in each respective process.

4.1.2 Historic Properties/Architectural Resources

The Buffalo State Hospital was listed on the S/NRHP in 1973 and designated a National Historic Landmark in 1986 (NPS 2010). The NHL designation (National Register number 86003557) subsumed and significantly expanded the boundaries documenting the intact portion of the campus. The NHL nomination defined the period of significance as extending from the years 1870–1896. This refers to the construction phase of the main hospital buildings (Buildings 9, 10, 11, 12, 30, 38, 39, 40, 42, 43, 44, and 45). The NHL boundary covers almost the entire ROC site except for the eastern portion, which contains the newer (after 1950) and active BPC, which is located along Elmwood Avenue. Buildings and structures within the NHL boundaries that were built before 1896 and which retain integrity are by definition contributing elements of the NHL designation. The NHL boundary is illustrated in **Figure 4.1-1** and **Table 4.1-1** identified the historic significance of the buildings and structures at the ROC.

The original Buffalo State Hospital is significant because the site and its structures serve as an example of a 19th-century mental-health institution in the United States; they also exemplify principles of the then dominant typology, namely the Kirkbride Plan. Moreover, the site and buildings are a collection of works by a number of significant architects and designers—most importantly, Richardson (regarded as one of the most prominent American architects of the 19th century), and landscape architects Olmsted (often referred to as the father of landscape architecture in the United States) and Vaux.

In addition, the fence and gateposts along Forest and Elmwood avenues were erected in 1895 are currently contributing to the NHL, but only those portions west of the main access drive from Forest Avenue (Goody and Clancy 2008).



Source: RCC 2009

Figure 4.1-1
National Historic Landmark Boundary, Buffalo State Hospital
Buffalo, New York

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Table 4.1-1 Historic Significance – Buildings, ROC

Building	Name	Current Use	Year(s) Built
Inside the NHL Boundary			
Contributing to the NHL (1896 or earlier)			
9	Male Ward – B	Vacant	1871–80
10	Male Ward – A	Vacant	1871–80
11	Greenhouse	Remnant – foundation only	1888
12	Male Kitchen	Vacant	1872–80
30	Wagon Shed	SUNY Storage Facility	1930
38	Female Ward – J	Vacant	1894–95
39	Female Ward – I	Vacant	1894–95
40	Female Ward – H	Vacant	1894–95
42	Female Ward – G	Vacant	1893–95
43	Female Kitchen	Vacant	1893–94
44	Female Ward – F	Vacant	1889–91
45	Administrative Building	Vacant	1871–80
Not Contributing to the NHL Status, but NR Eligible (after 1896)			
13	Male Dining Hall and Kitchen	Vacant	1923–24
27	Female Tuberculosis Ward	Vacant	1909
15	Male Attendants Home	Vacant	1904–05
20	Office	Utilities	1925
34	Staff Residence	Penthouse Social Club	1937
35	Steward's Residence	Transitional Services, Inc. Hostel House	1909–10
37	Nurses Home	OASAS Addiction Treatment Center	1929–30
41	Female Dining Hall and Kitchen	Vacant	1928–30
Not Contributing to the NHL Status and not NR Eligible			
19	Garage	Utilities	1968
22	Plant Operations	Plant Operations	1872–95
46	Valve House	Utilities	1991
48	n/a	Utilities	1990
50	Inpatient	Olmsted Residence	1987–88
73	Pavilion	Pavilion	2000
Outside the NHL Boundary			
Eligible for the NR			
1	Superintendent's Residence	Management Services	1904–05
4	Reception Building	Cudmore Heights Residential Care Center for Adults	1929–30
5	Kitchen	Storage	1930
Not eligible for the NR			
47	Valve House	Utilities	1991
51	Rehabilitation Building	Butler Rehab Center	1969–70
62	Strozzi Building – Reception and Intensive Treatment Building	Inpatient Residential Services	1962–65
65	Utility Building	Utility Building	1987
79	Vocational Services	Vocational Services	2002–03

Source: Goody and Clancy, 2008

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4.1.4 Existing Building Conditions

As previously identified, many of the original Buffalo State Hospital buildings and surrounding grounds have sat vacant and underutilized since the early 1970s. The current condition of the original buildings and structures range from good to poor (see **Table 4.1-2**).

Table 4.1-2 Building Condition, ROC

Building	Name	Current Use	Year(s) Built	Exterior	Interior
9	Male Ward – B	Vacant	1871–80	Good	Fair–Poor
10	Male Ward – A	Vacant	1871–80	Good	Good–Fair
12	Male Kitchen	Vacant	1872–80	Good	Poor
13	Male Dining Hall and Kitchen	Vacant	1923–24	Good	Good
15	Male Attendants Home	Vacant	1904–05	Unknown	Unknown
38	Female Ward – J	Vacant	1894–95	Fair–Poor	Fair
39	Female Ward – I	Vacant	1894–95	Fair–Poor	Fair
40	Female Ward – H	Vacant	1894–95	Fair	Good
41	Female Dining Hall and Kitchen	Vacant	1928–30	Good–Fair	Good
42	Female Ward – G	Vacant	1893–95	Good	Fair
43	Female Kitchen	Vacant	1893–94	Fair–Poor	Poor
44	Female Ward – F	Vacant	1889–91	Good	Fair
45	Administrative Building	Vacant	1871–80	Fair	Fair

Source: Goody and Clancy, 2008

Note: Building connector conditions vary from good to poor.

The following describes the general condition of the original hospital building components:

- **Exterior.** Past repair and stabilization campaigns have stabilized the stone buildings to a fairly good extent. The brick buildings have not received the same level of stabilization and continue to deteriorate at an accelerated rate. In general, the exterior masonry walls are in poor condition where the internal downspouts are broken. The deterioration associated with the downspouts is typically localized and does not necessarily compromise the entire wall structure (Goody and Clancy 2008).
- **Roofs.** The roofs are mostly asphalt, and have been replaced within last 20-years. Some roofs have the original copper flashing and gutters in place. Other roofs have had the flashings and gutters removed and the new roof extended to the eave. At various times in the past, roofs have had holes in them, allowing water into the core of the building. Due to broken downspouts, active water infiltration has occurred throughout the buildings, in most cases for many years or decades (Goody and Clancy 2008).
- **Windows.** Most of the original wood windows are covered with sheet plastic, plywood, or the original iron bars (Goody and Clancy 2008).

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- **Interior.** Due to the stabilization and repair campaigns that have happened over the years, some of the damage that is visible on the interior of the buildings no longer correlates with the exterior deterioration. There are many buildings where the exterior has been stabilized and the evidence of past water infiltration is still evident on the interior. Most of the damage to the interior of the buildings is due to interior water infiltration and saturation of the walls. The buildings have not been heated or ventilated for an extended period of time, causing high interior humidity levels and condensation on walls and ceilings. This moisture has caused accelerated deterioration of the interior plaster and paint surfaces, rusting of the tin ceilings, and deterioration of the wood elements (Goody and Clancy 2008).

A detailed description of the conditions of the buildings, including interior and exterior conditions, is contained in the *Historic Structures Report, the Richardson Olmsted Complex, Buffalo, NY* (Goody and Clancy 2008).

4.1.5 Landscape

In 1870, 203 acres of open land situated in northern Buffalo and bordered to the north by the Scajaquada Creek were selected as the site for the Buffalo State Hospital. The following year, Olmsted and Vaux were selected to design and lay out the grounds for the Buffalo State Hospital and Richardson was secured as the architect for the original hospital buildings. While it remains unclear how the City of Buffalo selected the exact location to offer for the hospital grounds, it is likely that Olmsted and Vaux aided in this decision. The site selected was directly west of Olmsted and the 300-acre Vaux's Park (now Delaware Park) constructed in 1869 and Forest Lawn Cemetery, laid out in 1849 (Heritage Landscapes 2008). At the time of the original planning for the hospital, the contiguous open space of cemetery, park, and asylum grounds totaled over 500 acres, and was connected to the city center by Olmsted's parkway system.

Working together, Richardson, Olmsted and Vaux ultimately located the main hospital buildings near the south edge of the site and placed them on a diagonal with Forest Avenue, which provided for greater amounts of air and sunlight within the patient wards. Much of the remaining acreage was left open for use as productive farmland and sculpted grounds, which contributed to a therapeutic park-like setting and provided outdoor recreational opportunities for patients. Vegetation was concentrated in the area south of the main building complex while the northern area was left open for agricultural lands. The plant massings through the southern area not only defined a scenic landscape character, but they also served to frame views of the building complex, highlighting Building 45 and its soaring towers. Additionally, the plantings provided a screen between the hospital grounds and the surrounding public roadways. Curvilinear drives and walks were laid out to access the grounds and frame outdoor recreational spaces.

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Historic view to Buffalo State Hospital from Forest Avenue

(Source: Buffalo Psychiatric Center)

The original hospital grounds and landscape and its character-defining features played a vital role in patient care at the hospital throughout the 19th and early 20th centuries and were designed to not only contrast against the urban environment, but also provide calming surroundings that could restore one's mental health (Heritage Landscapes 2008). During the time of the original hospital's design, treatment began to focus on the relationship between mental health and the environment and the hospital grounds were designed to evoke a park-like setting, which at the time marked a shift in the treatment of mental illness. The creation of therapeutic landscapes provided scenic settings with recreational opportunities and pleasant strolling grounds intended to ease the minds of troubled patients. Patients were actively encouraged to stroll about the grounds, use recreational facilities, and work outdoors in the agricultural fields and greenhouses.

Up until the 1920s, the Buffalo State Hospital was mostly composed of an open campus landscape. Although the northern half had few built structures, it was an important element in the broader landscape that greatly contributed to the overall scenic and pastoral character of the hospital grounds, provided necessary produce, and engaged patients in the therapeutic landscape. The angle of the main hospital complex to the south and the Elmwood Complex (demolished) to the east framed the open farmlands and defined prominent frontages along the public streets. In 1927, the overall open character of the Buffalo State Hospital landscape shifted dramatically when the northern portion

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of the hospital grounds, almost 100 acres, was severed for the construction of an educational institution (now BSC). The lands encompassed virtually all hospital agricultural lands, farm and support service buildings, and the Elmwood Building (later demolished in 1928), entry landscape, and ornamental pond.



Historic patient recreational activities, circa 1920–1930s

(Source: Frank Kowsky)

Through the 1920s and 1940s, the landscape and grounds of the hospital continued to evolve, but retained much of the original Olmsted and Vaux design through the end of the 1940s. Then, beginning in 1950, due to changes in the mental health profession, patient care shifted from active engagement in the landscape to a focus on built facilities and pharmaceutical treatments (Heritage Landscapes 2008). Continuing throughout the 1950s, '60s and '70s, new structures were built, decreasing the open space and fragmenting the historic, park-like landscape. Specifically, construction in the 1950s and 1960s (e.g., Strozzi Building, Building 51, etc.) altered the eastern half of the grounds, impacting the spatial organization of the Buffalo State Hospital buildings and of the broader landscape. The placement of the new buildings required the demolition of Buffalo State Hospital's three most eastern ward buildings (Buildings 6, 7 and 8), removal of the patients' baseball field, realignment of the original drive that once curved from the main entrance drive at Forest Avenue, and the construction of new automobile access drives and parking lots, resulting in a landscape that became more built up with fewer open, scenic spaces available for patient recreation. In contrast to the construction that occurred during earlier periods, the construction during the 1950s and 1960s did not emphasize the creation of settings for the new buildings that matched the overall character of the therapeutic hospital grounds.

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Contrast between Building 45 (left) and Strozzi Building (right)

(Source: Buffalo Psychiatric Center)

Today, the original Buffalo State Hospital landscape remains mostly intact and still exhibits remnants of the historical Olmsted and Vaux landscape. The overall ROC landscape is dominated by the vacant and underutilized Buffalo State Hospital buildings and surrounding grounds which lack the original architectural and spatial cohesion due to changes in site conditions including the addition of new buildings, construction of parking lots, and decline and removal of vegetation. The newer hospital buildings along the eastern portion of the ROC remain in active use as a mental health facility by the BPC and the northwestern portions of the site are utilized by BSC for maintenance facilities and surface parking. In addition, the newly constructed Burchfield Penney Arts Center occupies the northeast corner of the ROC. The areas to the northwest and directly south of the main complex, at the main site entrance, remain relatively open. Expansive surface parking has become a prominent landscape feature.

Overall, change to the site over the years, including the loss of agricultural land, new hospital structures, demolished structures, changes to vehicular and pedestrian circulation patterns, and added parking lots, has resulted in the fragmentation of the spatial cohesiveness of the site. The original intent of unified park-like drive and path system has been lost and the once pervasive canopy is broken and in ailing condition. The intrusion of the Strozzi Building not only encroaches on the Olmsted and Vaux grounds, it also usurps the view of the buildings.

While still vast at 91 acres, the reduction and consolidation of the campus subsequent to the severing of the northern farmlands ultimately led to the

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reduced use and decline of the engagement with the site. The additions of the Medical and Surgical Building (later demolished in 1998) and the Strozzi Building dramatically affected the character of the campus. Inconsistent siting of new buildings, a significantly depleted tree canopy and removal of understory trees, adjustments to the alignment of drives and elimination of pedestrian walkways and the addition of sizeable surface parking lots have all led to a predominantly compromised spatial definition and loss of character on the site. In addition, as the hospital transitioned from the Kirkbride model toward the de-institutionalized hospital of today, the majority of open space dedicated to patient recreation was lost to new buildings, and the engagement with the landscape as integral to the treatment of patients reduced. As engagement with the site reduced, it did not receive the maintenance and management required.

Furthermore, the once pervasive canopy of trees in the southern park grounds has been depleted—reduced from over 2,000 trees and shrubs in 1879, to just 1,100 trees today. Of those remaining, over half are in poor/failing condition, leaving approximately 250 good to fair existing deciduous trees (Heritage Landscapes 2008).

More information on the historic and cultural resources located at the ROC and its development timeline can be found in the *Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY* (Heritage Landscapes 2008).

4.1.6 Stabilization Efforts

There have been repair and stabilization activities in the past to stabilize portions of the buildings and to protect them, to the greatest extent possible, from further deterioration. Previous activities to stabilize the original Buffalo State Hospital buildings included:

- **Building 10 (1989)** – A significant step towards restoration and reuse of the complex was taken in 1989 when \$3.5 million were spent in the interior and exterior rehabilitation of Building 10 (Male Ward A) for administrative offices of the Office of Mental Health. The interior work involved restoring of finishes such as plaster walls and ceilings, plaster moldings, ceiling medallions, and refurbishment of windows and doors to make them operationally sound. The exterior restoration carried out at this time involved removal of the wrought iron porches on the south façade, replacement of the doors to the porches with windows to match the original, removal of ivy and vegetation from the exterior, and replacement of the asphalt roof on the building. Elevators and fire escape staircases were introduced and the building was made code compliant with the prevailing specifications. After rehabilitation was completed, OMH continued to occupy Building 10 until 1994, but the building was vacated after that time. In addition, due to acts of vandalism and security concerns within the

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historic buildings, most of the windows were boarded up to prevent unauthorized access.

- **Initial Stabilization Efforts (2004-2005)** – In 2004 and 2005 (prior to the formation of the RCC), \$7-million in stabilization funds were set aside by the State for securing and stabilizing the Buffalo State Hospital buildings. Utilizing \$5-million of the allocated \$7-million, the DASNY focused on emergency repairs to roof and roof leaders to stop water damage, roof framing repair, masonry and window repairs, passive ventilation, and measures to further secure the buildings against vandals such as fencing in the entire complex, blocking off ground level points of entry.
- **Phase I Stabilization Activities (2007)** – In fall 2007, the ESDC entered into a grant agreement to provide the RCC \$2.1-million to continue stabilization of the buildings. Additional measures were taken to prevent further deterioration and vandalism. Work included the assessment and repair of roof leaks, structural shoring of vulnerable areas and the design of a more extensive lighting, security, and fire alarm system. Roofs were sealed on the twin towers of Building 45 and the adjacent wards (Buildings 44 and 10), and gaping holes covered on the roof of Building 39. The collapsing connectors between Buildings 39 and 40, Buildings 38 and 39, and Buildings 40 and 42 were stabilized. Structural shoring was completed on Building 43, the former female kitchen located behind Building 45, thereby stabilizing the building from collapse and sealing the roof from further water damage. The roof of the connector between Buildings 42 and 43 was also sealed. Electrical service is also planned to be reactivated to enhance security through perimeter lighting and smoke/heat detection systems.
- **Phase II Stabilization Activities (2009)** – Utilizing \$7.8 million from the \$76.5 million State allocation, another round of stabilization measures by the RCC commenced in December 2009. Phase II stabilization activities are focused on Buildings 45, 44, and 10 and include asbestos abatement and clean up, ventilation, roof repairs to prevent of water infiltration, and creation of a “mockup space” in Building 45 to hold events and showcase for developers. Other activities are focused on the brick buildings and connectors and include temporarily sealing open areas in perimeter walls, stabilizing the north corner of Buildings 38 and 39, and select regrading of the site to divert water and extending downspouts in order to prevent water infiltration. In addition to work on buildings, emergency landscape work will be completed to improve safety, including trimming dead and dying trees. The overall objective of this work is to further protect the buildings and to begin preparing the ROC for reuse.

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4.1.7 Archaeological Resources

In general, the ROC potentially contains cultural resources associated with a variety of cultural periods of human occupation. Specifically, there is the potential that the site may contain archaeological resources. As stated by the OPRHP, due to the relationship of the site to the Scajaquada Creek, and the potential for Native American resources, the entire area has been determined archeologically sensitive. Because of this broad acceptance of sensitivity, OPRHP identified that a conventional Phase IA Cultural Resource Investigation, which is typically limited to secondary data collection/assessment to determine sensitivity, would not be necessary (Adams, 2008).

4.2 Visual Resources

This section discusses existing visual resources at the ROC. Visual resources can be characterized by the various elements that form a viewer's perception and aesthetic response to a place, object, or setting. Visual quality results from the way elements of the natural and built environment relate to each other to create a sense of harmony, and to give viewers the ability to orient themselves in the area. This section incorporates by reference the *Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY* (Heritage Landscapes 2008).

4.2.1 Existing Site Conditions

The buildings and surrounding grounds comprising the ROC are a significant surviving example of a 19th century therapeutic landscape for patient treatment by architect H.H. Richardson and landscape architects Olmsted and Vaux (Heritage Landscapes 2008). Originally laid out in 1872, the land on which the original hospital was established was chosen because of its naturally scenic character, availability of land, its proximity to the city, and the opportunity it afforded for the creation of a therapeutic landscape. Spatially, the landscape is organized with the original hospital buildings set on a diagonal axis with Forest Avenue, optimizing views and sunlight and additional buildings clustered to the east and north. The wings of the historic hospital step back forming a "V" shape with Building 45 (Administrative Building) and its two towers positioned at the center of the site, visually serving as the iconic structure of the ROC. At the time, much of the remaining site was left open for use as productive farmland, which also provided outdoor recreational opportunities for the patients. The ROC landscape is also a contributing resource to the larger context of the Buffalo Olmsted Park and Parkway System, including Delaware Park and Forest Lawn Cemetery.

The original design of the Buffalo State Hospital and surrounding grounds were rooted in the concept that one's physical and social environment could cause or cure mental illness. Therefore, calm, peaceful and safe surroundings were believed to be curative and therapeutic for patients. The pastoral or park design

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of the original hospital grounds included an internal therapeutic landscape of gentle topography, curvilinear drives, open lawns, trees and shrubs that was choreographed as a sequence of spatial and visual relationships. Importantly, the original grounds were designed to shield views of the hospital grounds and patients from the street. However, external views of the hospital buildings and towers of Building 45 were prominent.

The grounds of the ROC developed and evolved over time. Limited improvements were made in the 1870s and early 1880s with the entry drive, walks, and perimeter fences. Circulation routes and vegetation patterns were improved from 1881 to 1899 in addition to the construction of a railroad line and multiple service buildings. By 1927, continual improvements had led to the full development of the campus landscape with numerous character-defining features. That same year, the northern agricultural lands were sold to the City of Buffalo for the development of an educational institution, BSC. Between 1927 and 1949, the landscape character of the asylum began to shift with the loss of the northern lands. By the 1950s, emerging medical technologies for the care of mental health patients moved in new directions, away from the therapeutic landscape model. This resulted in degradation and disuse of the landscape, as new buildings were erected in areas of the therapeutic landscape, which altered the original spatial organization and views. Other additions, buildings, and alterations to the landscape were undertaken without regard to the historic landscape character, leaving the campus with no clear unity with the style of historic features.

Today, the landscape of the site retains remnants of the original therapeutic design with the majority of the original hospital buildings remaining and segments of curving drives, open lawns and vegetative scenery that date to the late 19th and early 20th centuries. Larger patterns of the historic landscape remain. Some historic trees remain with segments of historic drives and walks, including the curved entry drive, that form a skeleton of the former design. The period of significance for the ROC landscape spans from 1870 when the site was first selected to 1927 when the northern agricultural lands were divided off for the development of the BSC. The period of significance is based on the span of time during which the property attained the significance and retained its historic landscape character.

4.2.2 Existing Views

Views into the landscape from the surrounding public streets (e.g., Forest Avenue, Rees Street, and Elmwood Avenue) call attention to the soaring towers of Building 45 (Administration Building). Asphalt parking lots and open turf interspersed with trees define the foreground to the historic buildings. Visual relationships through the landscape are further defined by the generally flat ground plane. While historically massing of trees and shrubs framed scenic

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vistas, today, the landscape is more open. Traces can still be seen of the scenic, park-like character of the former landscape.



Historic framed view of Building 45

(Source: Frank Kowsky)

However, much of the original hospital footprint and landscaped grounds have been altered overtime as new buildings were constructed, old buildings demolished, and landscape features were changed. Various interventions after 1927 began to fragment the spatial character of the site. In particular, the additions of the Medical and Surgical Building (later demolished in 1998) and the Strozz Building dramatically affected the character of the campus. Inconsistent siting of new buildings, a significantly depleted tree canopy and removal of understory trees, adjustments to the alignment of drives and elimination of pedestrian walkways and the addition of sizeable surface parking lots have all led to a predominantly compromised spatial definition and loss of character on the site.

Today, portions of the complex remain in active use as a mental health facility by the BPC and the original Buffalo State Hospital remains mostly intact, but the overall landscape lacks architectural and spatial cohesion. Construction and additions in the landscape have occurred in both building form and landscape spatial organization during the latter half of the 20th century and do not evoke the distinct character created by the original Buffalo State Hospital landscape.

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Remnant landscape features remain visually dominant today, particularly the original Buffalo State Hospital and segments of curving drives.

Similarly, the original landscape has also changed over time. The overall size of the property has decreased through the loss of agricultural lands for the development of the adjacent BSC to the north and expansive surface parking has become a prominent landscape feature throughout the site. The remaining grounds exhibit remnants of the historic Olmsted and Vaux landscape, but exhibit change through the addition of new buildings, construction of parking lots, and decline and removal of vegetation.

The views from the surrounding street frontage and the internal primary and secondary views and the current visual relationships are shown in **Figure 4.2-1**. A constant, strong visual element is the landscape passage directly south of the Building 45 that affords views from the central zone of the Forest Avenue frontage under and between tree canopies to the central Richardson structure. The character of this central view, historically over a surface of lawn, dotted with tree and shrub groups with limited paving, has been altered by additional surface parking and drive and walk changes that degrade the scenery. The open views along Rees Street across the agricultural land have also been altered with only partial views into the landscape today.

4.2.3 Landscape Units

To assess the visual resources of the ROC, the EGEIS utilizes the landscape units as described in the *Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY* (Heritage Landscapes 2008). Landscape units are loosely defined based on land use, topography, vegetation, circulation, structures, spatial organization, and views and visual relationships.

The landscape unit boundaries are illustrated in **Figure 4.2-2**. The six landscape units for the ROC are:

- **Landscape Unit 1: Elmwood & Forest Avenues Park Landscape** — encompasses the southeast corner and the eastern edge of the ROC. The edges of this landscape unit are visually defined by a combination of structures, site furnishings, and circulation features. Elmwood and Forest Avenues define the east and south boundaries. The western boundary is marked by the Strozzi Building, which houses the active BPC. The new Burchfield Penney Art Center marks the north edge. A secondary entrance drive from Elmwood Avenue is also located in the area. A long, rectangular parking lot defines the character of much of the eastern street frontage, although a row of evergreen trees provides a screen, partially obscuring direct views of the expansive asphalt area.

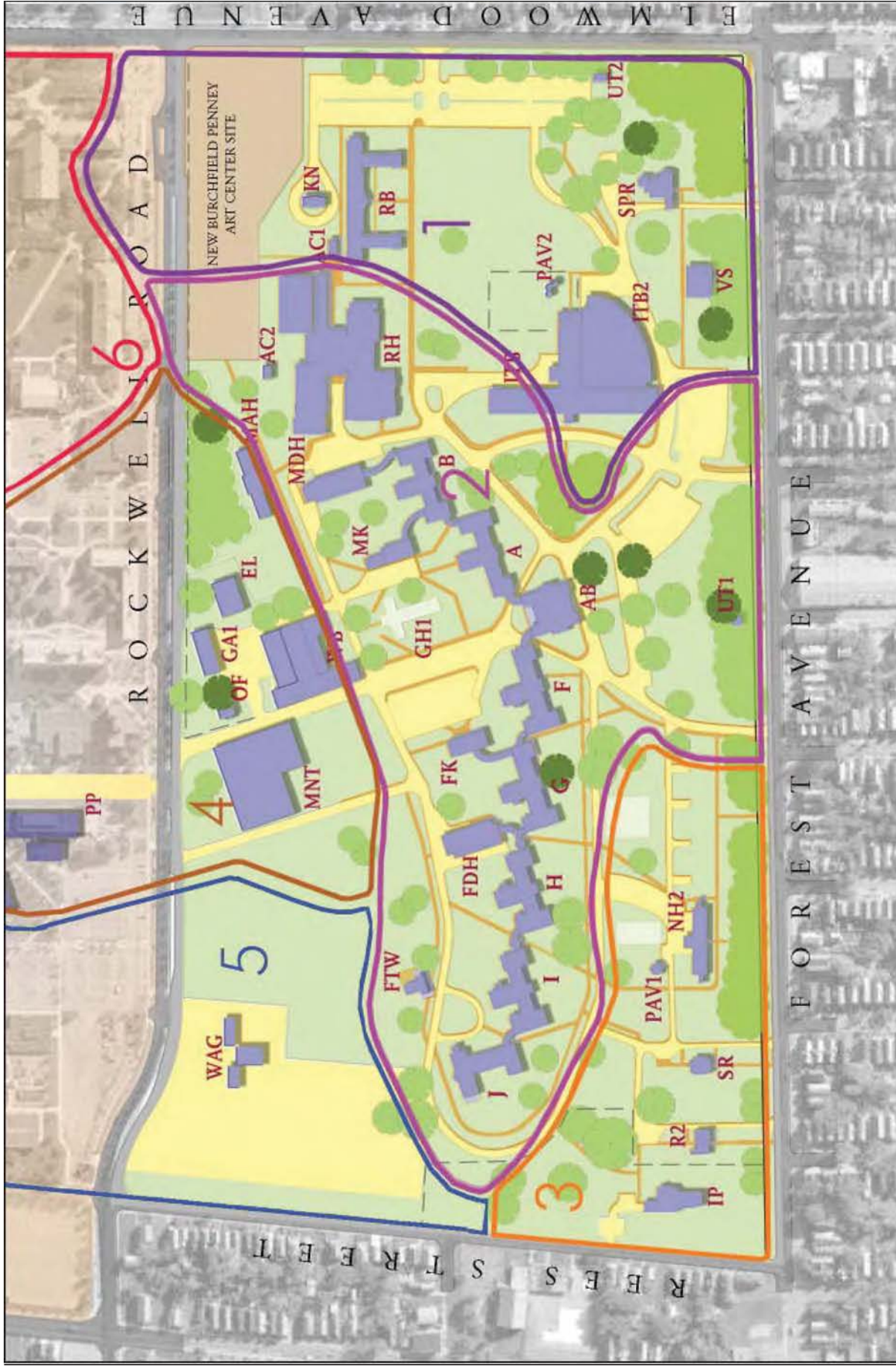


Source: Heritage Landscapes 2008

Figure 4.2-1
 ROC Primary and Secondary Views (2008)
 Buffalo, New York

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Source: Heritage Landscapes 2008

Key:

- 1 - Elmwood Forest Park Landscape
- 2 - Complex Entrance & Main Building Landscape
- 3 - Rees Shed & Forest Ave.
- 4 - Service Area
- 5 - Former Farmland
- 6 - Former Elmwood Complex

Figure 4.2-2
 ROC Landscape Units (2008)
 Buffalo, New York

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The relationship between the mown turf ground plane, the asphalt circulation routes, the scattered mature trees, and the BPC facilities characterizes this unit. Spatially this unit is generally open with cluster patterns defining the overall organization and visual relationships. The ground plane is defined largely by mown turf interspersed with individual and small groupings of trees and shrubs. Near the center of the landscape unit, the ground plane gently slopes to the north, creating a park-like character in the midst of the hospital facilities with expansive open lawn and few trees. A grouping of mature evergreen and deciduous trees at the southeast corner retains the former park-like quality that once defined the overall character of the site.

A distinct character-defining feature of this unit is the iron fence that encloses the site along Elmwood and Forest Avenues. A single brownstone pier marks the fence line intersection at the two public avenues and remains from the historic period. Three openings in the fence along Forest Avenue provide access to two pedestrian walkways and one former carriage entrance, another opening along Elmwood Avenue served as a former carriage drive entrance. The original gates remain in place and pickets arranged in an ornamental circular pattern remain to either side of both pedestrian gates. These circular markers are missing from the carriage path gates, indicating that the current gates may not match the precise historic alignment of former gates and drives. While overall the fence remains in fair condition, considerable amounts of erosion have occurred on the ground plane along the fence line, exposing the footings of the fence.



View of southeast corner of ROC

(Source: Heritage Landscapes 2008)

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- **Landscape Unit 2: Complex Entrance and Main Building Landscape** – The Complex Entrance and Main Building Landscape spans the center of the ROC, extending south to Forest Avenue to include the main site entrance. The partially remnant original entry drive defines the southwestern edge of the area with a new parking lot at the southeast edge. Historic iron fencing lines the Forest Avenue frontage of the landscape and three brownstone piers mark the entry drive and adjacent pedestrian walkway. The curvilinear drive that wraps around the west and north edges of the main building complex provides visual definition between this landscape unit and adjacent areas. A cluster of buildings, walks, and drives that have been added define the east portion of the landscape unit, beyond the historic hospital buildings.

The relationship between the original hospital buildings, the surrounding mown turf ground plane, tree plantings, gracefully curving drives and cluster of additional buildings characterize this unit. Spatially this area is defined by the sprawling historic building complex that extends on a diagonal axis across the center of the landscape. The historic buildings remain the visually dominant feature not only in this unit, but in the overall ROC landscape. The soaring twin towers draw views toward the central landscape, highlighting the former character of the landscape.

The ground plane is generally flat with subtle slopes falling away from the building foundation. Because of the sloping ground plane, the north side of the building was constructed at a lower elevation than the south side. The two diagonal carriage drives that were constructed to each side of Building 45 provide important access routes through the landscape. These drives and associated features, including simple retaining walls, remain in the landscape today, and provide clues to the historic circulation patterns and movement through the central landscape. Erosion has occurred at the building foundation exposing the foundation materials.

Tree plantings throughout the unit greatly contribute to site character. The majority of trees in this area are located to the south of the hospital buildings, although overall, the vegetation in this area is considerably less prolific than during the historic period. This is likely due to a combination of natural decline, construction of new parking lots and drives, and damage sustained during winter storms. A temporary gravel drive has been laid out around much of the main building complex as part of building stabilization efforts. This has created additional stress to the trees, many of which are already in decline.

The street trees planted along the frontage of Forest Avenue also exhibit signs of decline with several missing from the once continuous, double staggered row. A number of young trees have recently been planted in an effort to recapture the former landscape character along the street front. Additional circulation routes include two entrance drives at Forest Avenue, a

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network of curvilinear drives with some segments on historic alignments, and an abundance of parking to the south of the historic hospital buildings.



View from Forest Avenue looking toward the historic entry drive

(Source: Heritage Landscapes 2008)

- **Landscape Unit 3: Rees Street & Forest Avenue** – Rees Street and Forest Avenue is situated at the southwest corner of the site and extends east along Forest Avenue to the main entry drive. Rees Street and Forest Avenue define the west and south unit boundaries, respectively. The iron fence that lines Forest Avenue extends to the intersection with Rees Street, creating a clear visual edge to the unit. The Rees Street frontage is open, though a chain-link fence to the east spatially divides the unit into two smaller areas. The curvilinear drive that wraps around the west and north edges of the main building complex defines the northern edge and creates visual separation between this landscape unit and the adjacent area.

The open spatial and visual relationship between the few buildings, surrounding mown turf ground plane, scattered tree plantings, dense evergreen grove, and adjacent drives characterizes this area of the landscape, although the evergreen grove creates a more sheltered, enclosed space within the unit. Few buildings and structures are located in this area and remnant drive segments indicate the locations of buildings that have been removed. A few recreational features are located in this area, including two asphalt tennis courts, basketball hoops, and a covered pavilion. The mown turf ground plane is flat and open with trees and shrubs interspersed throughout. In particular, a row of evergreen trees lines a portion of the chain link fence, reinforcing the separation between this unit and adjacent areas. The ground plane is also defined by the presence of asphalt parking areas, connected by straight, paved drives. While a number of evergreen

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trees are located along Rees Street, with some large deciduous trees along the Forest Avenue frontage, the former pattern of double rows of staggered tree plantings are no longer evident in the landscape. A number of young trees have recently been planted along Forest Avenue. As these trees mature, they will help recapture the original landscape character.

In spite of the loss of street trees, the character along the street edge is partially retained by the historic iron fence along Forest Avenue and the brownstone curbing that lines Rees Street from Forest Avenue north to Rockwell Road. Seven openings in the iron fence provide access into the landscape unit including five pedestrian walkways and two former carriage paths. Gates are located at four of the five pedestrian paths and at both carriage paths. Some welded posts within the fence indicate that alterations have likely been made to the original fence. The existing openings in the fence appear to match historic widths of both pedestrian paths and carriage drives.

The openness of this unit and the scenic character created by the open lawn, evergreen grove, tree plantings and adjacent curving drives somewhat conveys a park-like character, though vegetation in this area of the site is less dense than that found in the southeast area.



View along Rees Street

(Source: Heritage Landscapes 2008)

- **Landscape Unit 4: Service Area** – The Service Area landscape unit is located north of the historic hospital buildings. The area south of Rockwell Road is defined by a cluster of buildings that function primarily as maintenance facilities for BSC. The open turf fields in Landscape Unit 5 define the western edge of the unit and the BSC facilities in Landscape Unit 5 and Landscape Unit 6 mark the northern and eastern edges, respectively. In contrast to

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other landscape units at the ROC, few visual cues exist to reinforce the boundaries of the area. The original Buffalo State Hospital service area land is only partially extant today. Nearly all of the former landscape north of Rockwell Road, which includes the service area, farmlands, and Elmwood Complex (demolished), is part of the BSC campus.

The clustered development of support facilities and the campus-like quality of Rockwell Road define the overall character of this unit. The character of landscape features in this area, particularly buildings and circulation features, generally contrast with the character of the overall landscape. Visually, this unit is fragmented; the northern section particularly reads as part of the BSC campus and has little spatial, visual, or architectural cohesion with the ROC landscape. The ground plane is relatively open with a change in grade toward the east boundary along the southern edge of Rockwell Road where a concrete wall retains the elevation change. The cluster of maintenance facilities is surrounded by open turf with mature trees interspersed and growing along the edge of Rockwell Road. The northern area is defined primarily by an asphalt ground plane that provides parking, access, and walkways for the campus. The overall style of the buildings and circulation features visually disconnects this unit from the broader ROC landscape, although the open turf and scattered trees located in the southeast corner of the unit provide a character that is more cohesive with the former Buffalo State Hospital grounds. Young trees have recently been planted in a row along Rockwell Road. Although formal tree rows did not exist here historically, this effort creates a character along the new street frontage that is comparable with the character along the other bordering streets.



Northern area of Landscape Unit 4

(Source: Heritage Landscapes 2008)

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- **Landscape Unit 5: Former Farmland** – The Former Farmland unit encompasses the area of the site located along Rees Street north of Landscape Unit 3. It extends north to the BSC campus, north and west of Landscape Unit 4. Today only a small portion of the original farmlands is included within the ROC. This area today includes open recreational fields, a parking lot, and a circa 1928 asylum wagon shed located along Rees Street, south of Rockwell Road. The majority of the farmland became part of the BSC campus in 1927. Since then this northern area has been incrementally developed by the college, and today it presents a campus-like landscape character.

The open spatial and visual relationships between the minimal landscape features define the overall character of this unit. The ground plane is entirely open with the eastern half characterized by mown turf recreational fields and the western half by an expansive asphalt parking lot. Street tree plantings mark the edge of the area with a row of recently planted deciduous trees along Rockwell Road and a near-continuous offset row of evergreen trees along Rees Street. The expansive asphalt parking lot was constructed around the wagon shed and now serves as parking for BSC. The style of the wood-frame barnlike wagon shed provides a sense of the historic character of the farm landscape, though it is disparate from its immediate surroundings.



Turf field – portion of former farm land

(Source: Heritage Landscapes 2008)

- **Landscape Unit 6: Former Elmwood Complex Landscape** — The Former Elmwood Complex Landscape is located north of Rockwell Road along Elmwood Avenue. The historic landscape that was created in this area has been removed and replaced by the BSC campus. Most notably, the scenic ponds that marked the entrance to the Elmwood Complex have been filled.

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4.2.4 Historic Character - Features

Distinct zones are evident that indicate former and existing land uses and hold variable levels of historic, character-defining features. As outlined in **Figure 4.2-3** areas of the ROC contain varying levels of remaining historic landscape features. Zones are ranked accordingly based on overall integrity and the density of remaining historic features. Zone A, shown in blue, encompasses the most intact portion of the original landscape design, spanning the area between the historic Buffalo State Hospital and Forest Avenue. Zone B outlines the area in which modest remnants of the original landscape are located, while Zone C contains a few features of the historic service and therapeutic landscape. Zone D, outlined in orange, is a large area where virtually no remnants of the historic landscape are found today.



Eastern portion of BSC Campus, north of Rockwell Road

(Source: Microsoft 2010)

4.3 Land Use and Development Policies

This section summarizes the existing land use conditions at the ROC and its surroundings. Also provided is a discussion of regulations and development policies that influence the development and use of this land.

4.3.1 Existing Land Use

The ROC encompasses approximately 91 acres of mostly OMH-owned land (i.e., BSC owns approximately 4.9 acres which contains the Burchfield Penney Art Center) situated in the northwest portion of the City of Buffalo. The ROC is composed of many individual buildings, including the vacant Buffalo State Hospital, the more modern and active BPC, landscaped open space, surface

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parking lots, and internal roadways and pathways. The ROC is generally bounded to the north by Rockwell Road; the west by Rees Street; the south by Forest Avenue; and the east by Elmwood Avenue. The site of the ROC is currently zoned Residential 2 (R2) Dwelling District (City of Buffalo, 2010).

Today, ± 41.6 acres, including the more modern BPC, remain in active use by the OMH as a mental health facility. Other active portions of the property include the BSC maintenance facility (2.5 acres) to the north and the BSC surface parking lot in the northwest corner. Additionally, the recently constructed Burchfield Penney Art Center (4.9 acres) is located in the northeast corner of the site. Other portions of the property, including the original Buffalo State Hospital and surrounding grounds, are vacant and underutilized (see **Figure 1-2**). A list of existing buildings and current use is included in **Table 4.3-1**.

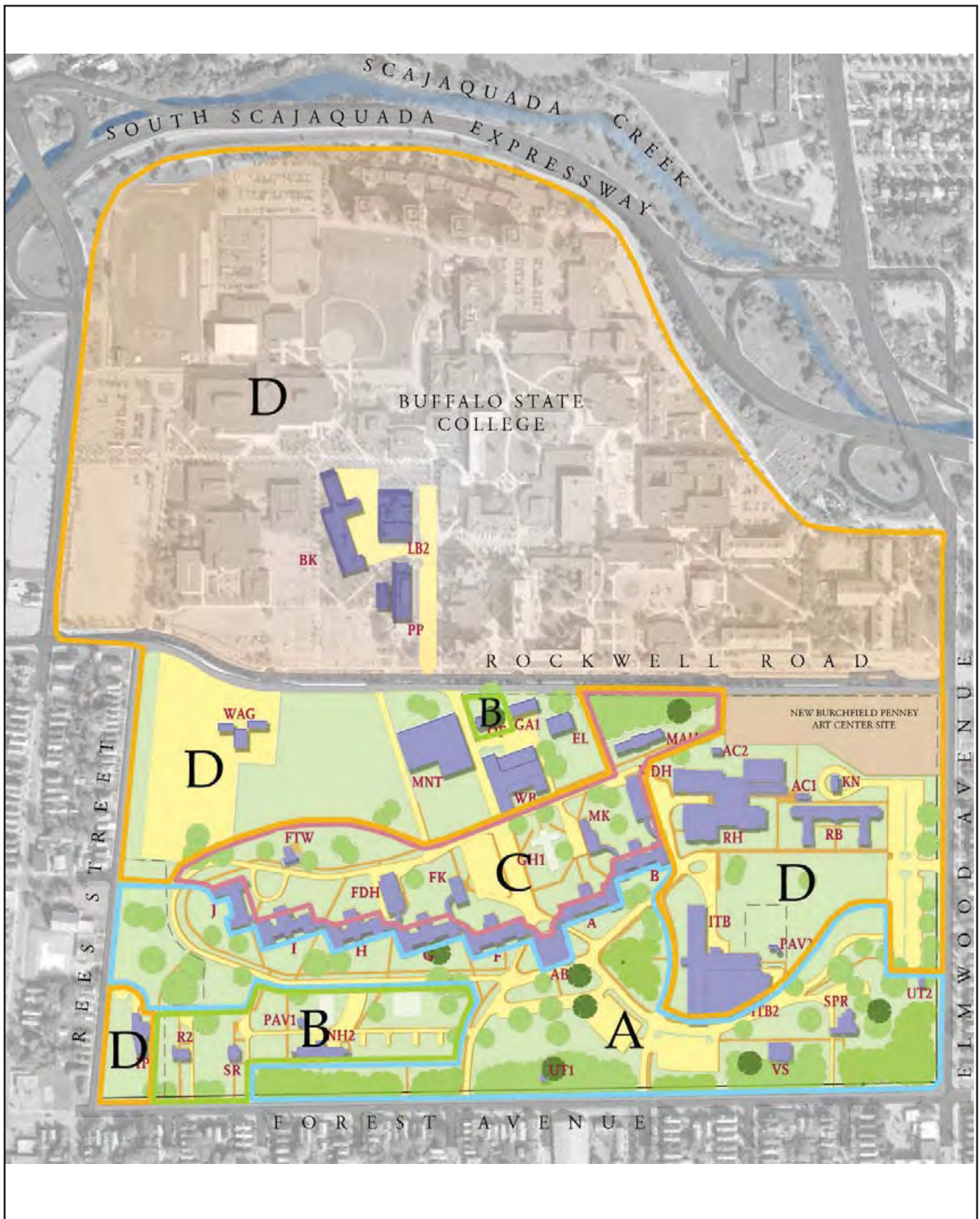
Approximately 42 acres of the ROC site have been designated as "surplus" property and are available for reuse/redevelopment (see **Figure 1-3**). The remaining ± 49 acres of the site are expected to be retained by their current owner, including ± 41.6 acres retained by OMH, ± 2.5 acres utilized by BSC for a large maintenance facility and 4.9 acres by the Burchfield Penney Art Center. **Table 4.3-2** identifies the ROC land area and summarizes its existing land use.

Table 4.3-2 Existing Land Use, ROC

Land Use	Acres
OMH – Buffalo Psychiatric Center	± 41.6
Original Buffalo State Hospital (surplus land)	± 42.0
Buffalo State College	± 2.5
Burchfield Penney Art Center	± 4.9

4.3.2 Internal Road Network, Site Access, and Parking

Vehicle circulation at the ROC connects the existing buildings and provides service and parking for the operating facilities of the BPC. Entrance/exit points providing limited access to the ROC property are located along Elmwood Avenue, Forest Avenue, and Ketchum Place. An additional curb cut on Rockwell Road brings vehicles to the existing maintenance buildings controlled by the BPC and BSC. The south entrance located at the intersection of Forest Avenue and Richmond Avenue is the most prominent access point.



Source: Heritage Landscapes 2008

- Key:**
- A - Most intact portion of Olmsted/Vaux landscape design.
 - B - Modest remains of the therapeutic landscape.
 - C - Few features of historic service and therapeutic landscape.
 - D - Virtually no remnants of the historic asylum landscape.

Figure 4.2-3
 ROC Historic Character - Features (2008)
 Buffalo, New York

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Table 4.3-1 Existing Buildings, ROC

Building	Name	Current Use	Owner	Year(s) Built	Gross Square Feet
1	Superintendent's Residence	Management Services	OMH	1904-05	10,320
4	Reception Building	Cudmore Heights Residential Care Center for Adults	OMH	1929-30	59,768
5	Kitchen	Storage	OMH	1930	3,199
9	Male Ward – B	Vacant	OMH	1871-80	49,446
10	Male Ward – A	Vacant	OMH	1871-80	51,080
11	Greenhouse	Remnant - foundation only	OMH	1888	0
12	Male Kitchen	Vacant	OMH	1872-80	8,120
13	Male Dining Hall and Kitchen	Vacant	OMH	1923-24	34,950
15	Male Attendants Home	Vacant	OMH	1904-05	23,772
19	Garage	Utilities	OMH	1968	1873
20	Office	Utilities	OMH	1925	2,090
22	Plant Operations	Plant Operations	OMH	1872-95	34,090
27	Female Tuberculosis Ward	Vacant	OMH	1909	3,548
30	Wagon Shed	SUNY Storage Facility	OMH	1930	6,556
34	Staff Residence	Penthouse Social Club	OMH	1937	4,811
35	Steward's Residence	Transitional Services, Inc. Hostel House	OMH	1909-10	4,589
37	Nurses Home	OASAS Addiction Treatment Center	OMH	1929-30	23,151
38	Female Ward – J	Vacant	OMH	1894-95	19,200
39	Female Ward – I	Vacant	OMH	1894-95	37,731
40	Female Ward – H	Vacant	OMH	1894-95	37,731
41	Female Dining Hall and Kitchen	Vacant	OMH	1928-30	33,362
42	Female Ward – G	Vacant	OMH	1893-95	53,182
43	Female Kitchen	Vacant	OMH	1893-94	12,538
44	Female Ward – F	Vacant	OMH	1889-91	53,430
45	Administrative Building	Vacant	OMH	1871-80	63,241
46	Valve House	Utilities	OMH	1991	608
47	Valve House	Utilities	OMH	1991	611
48	n/a	Utilities	OMH	1990	1,120
50	Inpatient	Olmsted Residence	OMH	1987-88	13,172
51	Rehabilitation Building	Butler Rehab Center	OMH	1969-70	76,284
62	Strozzi Building – Reception and Intensive Treatment Building	Inpatient Residential Services	OMH	1962-65	284,780
73	Pavilion	Pavilion	OMH	2000	0
79	Vocational Services	Vocational Services	OMH	2002-03	9,925
MTN	SUNY Maintenance Office	SUNY Maintenance Office	BSC	1978	35,600
Other	Burchfield Penney Art Center	Burchfield Penney Art Center	BSC	2008	83,740

Source: Goody and Clancy, 2008

4. Environmental Setting

Many of the original interior roads of Olmsted's design, which are private internal drives, have been altered or removed to fit current parking and access demands. In general, the ROC's perimeter roads act as feeders to destination points within the complex, where entrance and exit occur at the same location for most visitors. While circulation of the entire site is possible via interior access roads, they are generally not used for this purpose. Most of the activity, vehicular and pedestrian, is concentrated near the Strozzi Building.

A narrow two-lane internal drive encircles the Richardson's historic buildings, where access to the buildings themselves is restricted by a chain-link fence. This perimeter circulation road did not exist on the site until 1930. During this time, existing site roads were widened to accommodate automobiles and provide access to fire hydrants (RCC, 2009). In addition, the creation of BSC split the original site, which resulted in further changes to the original circulation system.

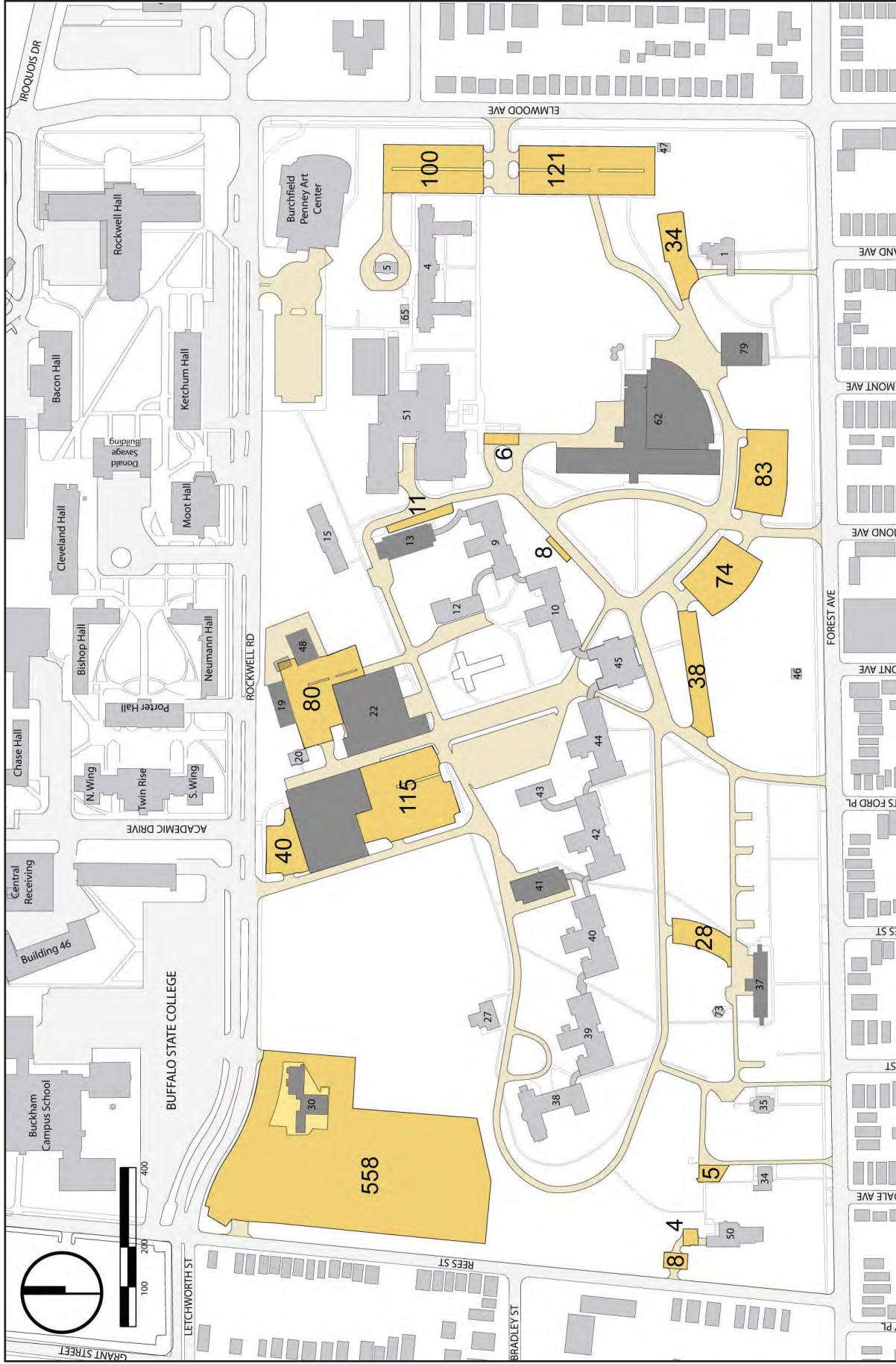
Parking at the ROC is divided into surface lots in close proximity to the buildings they serve, with direct access to perimeter roads and some connections between lots. Of the total of 1,400 cars accommodated on the site, the majority of parking is dedicated to concentrations of lots on the south and east sides of the Strozzi Building, and a 558-car lot at the northwest corner for the use of the BSC. In addition, the maintenance buildings along Rockwell Road have parking for 235-cars (i.e., 155 BSC and 80 OMH) and service vehicles, plus the required service spaces for equipment and deliveries. The number of existing parking spaces at the ROC are identified in **Table 4.3-3** and illustrated in **Figure 4.3-1**.

Table 4.3-3 Existing Parking Spaces, ROC

User Group	Total
Buffalo Psychiatric Center	589
Buffalo State College	713
Burchfield Penney Art Center	98
Total	1,400

4.3.3 Surrounding Land Uses

The ROC is located within a densely built urban setting. The majority of the built environment surrounding the ROC was constructed during the late 1890s and early 1900s. The land uses surrounding the ROC comprises a mix of residential, commercial, education, institutional, recreational, and natural areas. Additionally, the ROC lies at the confluence of several distinct neighborhoods, which include the following (also see **Figure 4.3-2**):

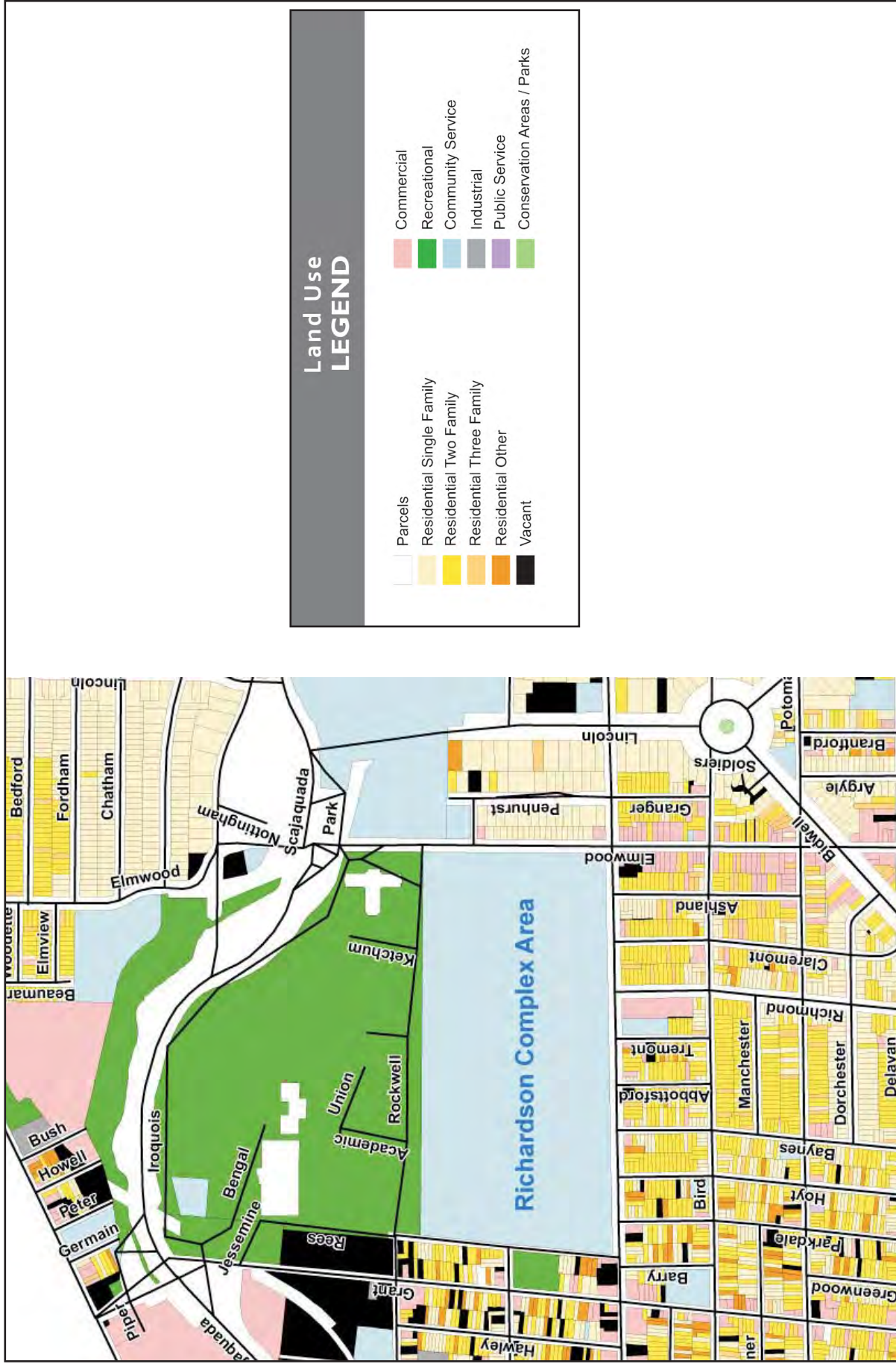


Source: RCC 2009

Figure 4.3-1
 ROC Existing Vehicle Parking Areas
 Buffalo, New York

4. Environmental Setting

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Source: City of Buffalo 2010

Figure 4.3-2
Project Area, Surrounding Land Use
Buffalo, New York

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- **Olmsted Crescent.** To the northeast of the ROC is the “Olmsted Crescent” or Buffalo’s Museum District, which is an area largely composed of cultural institutions, parks, residential dwellings, and recreational and community amenities. The Olmsted Crescent includes portions of the Buffalo Olmsted Park and Parkway System (e.g., Delaware Park, Hoyt Lake, etc.), Forest Lawn Cemetery, the Darwin Martin House Complex and Visitors Center, Albright-Knox Art Gallery, Buffalo & Erie County Historical Society, and the newly-constructed Burchfield Penney Art Center.
- **Buffalo State College.** BSC occupies the area to the immediate north of the ROC. The BSC is a large urban campus in the State University of New York (SUNY) college system and comprises numerous large-scale buildings that house various collegiate programs. During the 2008 school year there were 9,371 undergrad and 1,863 graduate students attending BSC. In addition, the college employs 1,793 faculty and staff. The division between the ROC and the BSC (approximately 91 acres and 100 acres in size) is Rockwell Road. Rockwell Road is a primary entrance approach for students, faculty, staff and visitors to the campus. BSC has expanded some uses across Rockwell Road within the ROC. These uses include a large surface parking lot, and a maintenance building directly north of Building 45. The BPC maintenance facility is also located here, and both maintenance buildings include surface parking area.
- **Grant/Ferry Neighborhood.** To the west of the ROC, along Rees Street, is the Grant/Ferry Neighborhood, which is composed of mostly residential and commercial land uses. The presence of the Asarese-Matters Community Center is a focal point in the neighborhood and provides educational and recreational services.
- **Forest Avenue & Vicinity.** To the south of the ROC is a dense residential neighborhood, comprising many early 20th century single- and multi-family homes located along Forest Avenue, Richmond Avenue, Ashland Avenue, Claremont, Baynes Street, and others. Forest Avenue has defined the approach to ROC from its conception, and the intersection of Forest and Richmond Avenue continues to be the primary entrance to the ROC.
- **Elmwood Village.** To the southeast of the ROC is the Elmwood Village, which is composed of commercial and residential land uses. The Elmwood Village includes a mixed-use, vibrant, and walk-able district that connects the Olmsted Crescent to Downtown Buffalo and is lined with over 200-locally owned shops, galleries, and restaurants.

4.3.4 Local Land Use Policies and Development Plans

The ROC lies within the jurisdiction of the City of Buffalo. Land use and development within the city is regulated by the City of Buffalo Zoning Ordinance and guided by the *Queen City in the 21st Century: the Buffalo*

4. Environmental Setting

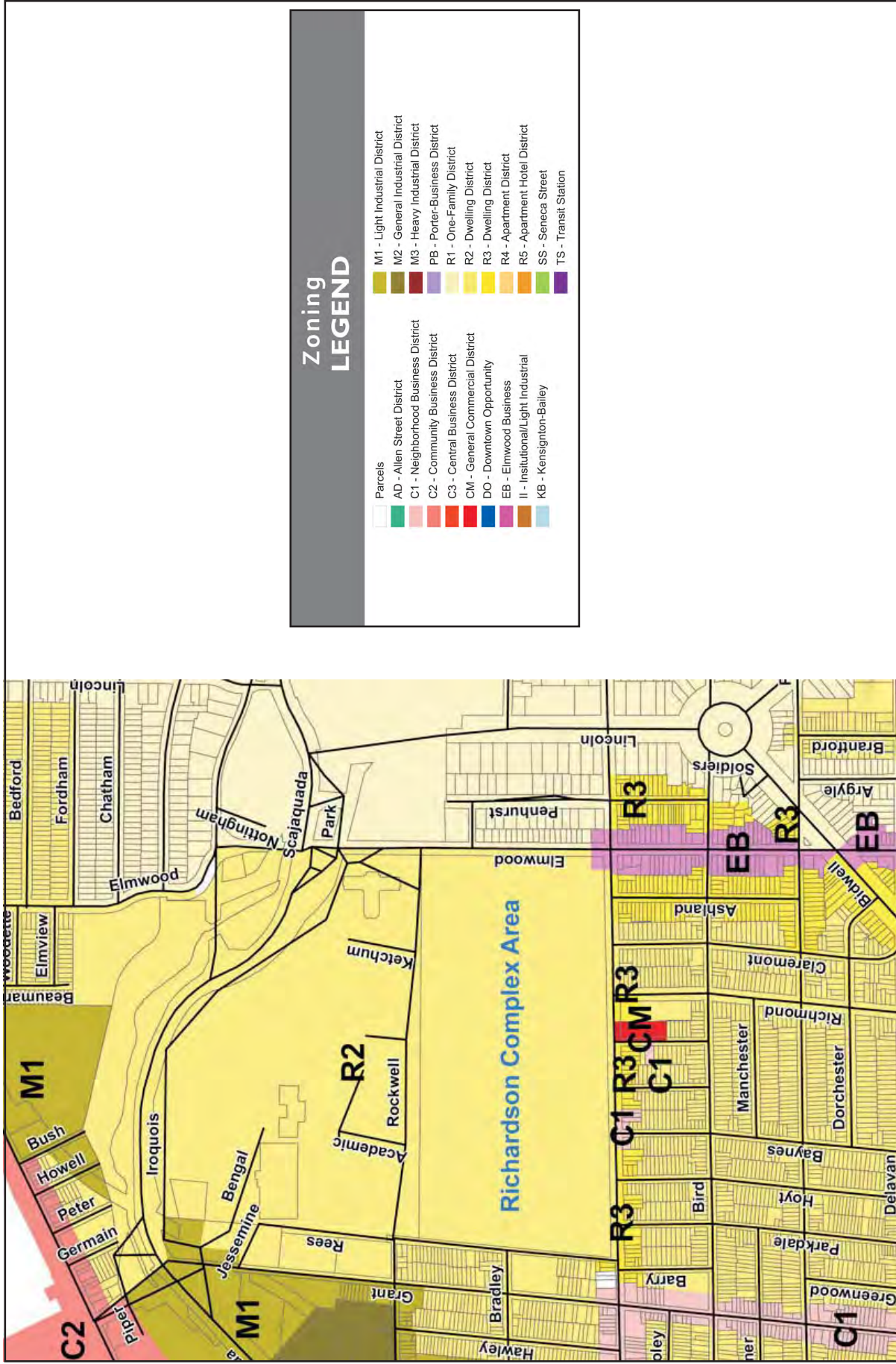
Comprehensive Plan (City of Buffalo, 2006 and 2010b). These land use controls and other relevant development policies are briefly summarized below.

City of Buffalo Zoning Ordinance. The site of the ROC is located within the City of Buffalo's Residential 2 (R2) Dwelling District. The area surrounding the ROC is zoned predominantly residential with business district zoning to the southeast (i.e., Elmwood Business District) and to the southwest (see Figure 4.3-3) (City of Buffalo, 2010a).

Queen City in the 21st Century: the Buffalo Comprehensive Plan. The comprehensive plan guides all development in the City of Buffalo and provides a policy framework for all other local planning efforts including plans for the downtown core, city neighborhoods, and the waterfront. The plan focuses on the delivery of quality public services, maintaining public infrastructure, transforming Buffalo's economy, reconstructing the schools, rebuilding neighborhoods, restoring the Olmsted park system, and protecting and restoring the urban fabric (City of Buffalo, 2006).

Buffalo Psychiatric Center Master Plan. In 1997, after completing an extensive statewide Master Plan, OMH announced its intention to divest itself of several psychiatric hospital sites including the original Buffalo State Hospital. Of the existing 91 acres, approximately 42 acres were identified as surplus. Factors in the decision to discontinue using portions of the OMH property included its declining physical condition and the absence of a feasible reuse plan. The remaining ±41.6 acres will be used by OMH primarily for the BPC to carry out its mission of services to adults with mental illness.

The Olmsted City, the Buffalo Olmsted Park System: Plan for the 21st Century. The Buffalo Olmsted Park System: Plan for the 21st Century is the Buffalo Olmsted Park Conservancy's blueprint for the future of Buffalo's unique cultural landscape. Charged with the management and operations of the City of Buffalo's Olmsted Park and Parkway System since 2004, the Buffalo Olmsted Parks Conservancy initiated an inclusive and comprehensive planning process with the goal of restoring the system and enhancing the parks and parkways in ways that respect their status as important neighborhood, regional, national, and international resources. The priorities of the plan include fixing the 'basics' of the parks, attending to the landscape and vegetation, the operations and management, paths and trails, recreational opportunities, branding and signage, and amenities such as water-features, restrooms, and benches. At the same time, the historic restoration goals are also a priority as addressing such are expected to enhance the Olmsted cultural landscape and build on a heritage tourism economy that is growing in the region. While the ROC is neither a component of the plan nor a facility maintained by the Buffalo Olmsted Parks Conservancy, the plan suggests efforts to integrate Delaware Park's perimeter with its surrounding neighborhoods.



Zoning LEGEND

- Parcels
- AD - Allen Street District
- C1 - Neighborhood Business District
- C2 - Community Business District
- C3 - Central Business District
- CM - General Commercial District
- DO - Downtown Opportunity
- EB - Elmwood Business
- II - Institutional/Light Industrial
- KB - Kensington-Bailey
- M1 - Light Industrial District
- M2 - General Industrial District
- M3 - Heavy Industrial District
- PB - Porter-Business District
- R1 - One-Family District
- R2 - Dwelling District
- R3 - Dwelling District
- R4 - Apartment District
- R5 - Apartment Hotel District
- SS - Seneca Street
- TS - Transit Station

Source: City of Buffalo 2010

Figure 4.3-3
Project Area, Surrounding Zoning
Buffalo, New York

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4.4 Socioeconomics

This section provides a discussion of the general socioeconomic conditions (i.e., population, age distribution, racial distribution, housing characteristics, income, labor force, unemployment trends, and resident and visitor market area) within the immediate Project Area and the City of Buffalo.

4.4.1 Population

The City of Buffalo had an estimated total population of 259,143 and Erie County had a population of 968,532 in 2008 (see **Table 4.4-1**). While estimated population numbers for the area surrounding the Project are not available, the 2000 Census identified that the immediate Project Area (Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) had a population of 14,222. Overall, the City of Buffalo has been losing population over the past decades, including a loss of over 320,000 people since 1950. As indicated in the City of Buffalo's Comprehensive Plan, it is projected that the City's population will continue to decline to less than 250,000 in the near future (City of Buffalo, 2010b). Furthermore, Erie County's population is projected to decline to 772,086 by the year 2035 (Cornell University, 2010).

Of note, while not captured in the Census population statistics, the immediate Project Area, due to its proximity to BSC, has a large population of college students. In 2008, approximately 11,234 full- and part-time students attended BSC, of which 2,000 lived on-campus in college operated dormitories during the school year (BSC, 2010). While not quantifiable, it is assumed that a large proportion of students also live in the neighborhoods surrounding the BSC campus.

Table 4.4-1 Population

	1990 ^a	2000 ^b	2008 ^c
Project Area (Census Tracts 60, 62.01, 62.02, 63.01, and 63.02)	16,011	14,222	n/a ^d
City of Buffalo	328,123	292,648	259,143

Source/Notes:

^a U.S. Census Bureau, Census 1990 Summary Tape File 1 (STF 1) 100-Percent Data

^b U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100-Percent Data

^c U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

4.4.2 Age Distribution

The overall population of the City of Buffalo is composed predominately of those between the age of 20 and 64 years (60 percent of total population). Those younger than 19 years comprise approximately 27 percent and those older than 65 comprise 12 percent of the total population (see **Table 4.4-2**). As noted, the immediate Project Area includes a large number of college students who attend and reside at BSC. This population of college students would not be

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reflected in the Census population numbers, and would be assumed to increase the overall youth population in the immediate Project Area on a seasonal basis. Of note, Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006-2008 ACS 3-Year Estimates.

Table 4.4-2 Age Distribution, City of Buffalo

Age (Years)	2000 ^a	2008 ^b
19 and under	85,955	72,194
20-64	167,366	155,281
65 and older	39,327	31,668
total	292,648	259,143

Source/Notes:

^a U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100-Percent Data.

^b U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates.

4.4.3 Racial and Ethnic Distribution

Table 4.4-3 presents the racial composition of the City of Buffalo. Of note, Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006-2008 ACS 3-Year Estimates.

Table 4.4-3 Racial Distribution, City of Buffalo

	2000 ^a	2008 ^b
Hispanic or Latino	22,076	22,584
White (alone)	151,450	126,051
Black (alone)	107,066	99,806
American Indian (alone)	2,010	1,783
Asian (alone)	4,045	4,296
Native Hawaiian and Other Pacific Islander (alone)	71	0
Some other Race	474	511
Two or more Races	4,556	4,112
total	292,648	259,143

Source/Notes:

^a U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100-Percent Data

^b U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

Note: Data for Project Area census tracts not available for the 2006-2008 ACS 3-Year Estimates.

4.4.4 Housing Characteristics

It is estimated that the City of Buffalo had 140,199 total housing units in 2008. A large percentage of these housing units are vacant (20.8 percent). Of the occupied units, only 42.9 percent are owner-occupied. Overall, the city has an older housing stock, with the majority of all housing units (70.6 percent) built before the year 1939. The median value of an owner occupied housing unit in 2008 was \$63,000 and the median rent was \$630. Housing characteristics for the City of Buffalo are identified in **Table 4.4-4**. Of note, Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006-2008 ACS 3-Year Estimates.

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Table 4.4-4 Housing Characteristics, City of Buffalo

	2000 ^a	2008 ^b
Total Housing Units	145,574	140,199
Occupied	122,720	111,045
Owner-Occupied	53,323	47,685
Renter- Occupied	69,397	63,360
Vacant	22,854	29,154
Year Structure Built		
2000 or later		1,825
1970 to 1999		9,758
1940 to 1969		39,443
1939 or earlier		98,931
Value - Owner Occupied (Median)		\$63,000
Gross Rent - Occupied Units (Median)		\$630

Source/Notes:

^a U.S. Census Bureau, Census 2000 Summary File 1 (SF 1) 100-Percent Data^b U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

4.4.5 Income

For 2008, the median household income in the City of Buffalo was \$29,845 and the mean household income was \$43,630 (see **Table 4.4-5**). A large proportion of the City's population can be defined as living below the poverty level. The percentage of the total City Population (i.e., all people) living below the poverty line for a 12-month period was 29.9 percent. Of note, Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006-2008 ACS 3-Year Estimates.

Table 4.4-5 Income, City of Buffalo (2008)

Median Household Income	\$29,845
Mean Household Income	\$43,630
Percentage of All People Below the Poverty Level	29.9%

Source: U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

4.4.6 Labor Force and Unemployment Trends

As identified in **Table 4.4-6**, the majority of the City of Buffalo's population is employed within the private work force (79.4 percent) and another 16.8 percent are classified as being employed by the government (local, state, and federal). Within the immediate Project Area, the largest employer would include BSC with 1,221 full-time and 563 part-time employees and the professional and medical staff of the BPC. Employment by industry sector for the City of Buffalo's population is identified in **Table 4.4-7**. The majority of Buffalo's population is employed within the education, health care, and social assistance sectors (29.9 percent), followed by the professional, scientific, management, and administrative sectors (10.8 percent) and Retail Trade (10.4 percent). Of note,

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Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006-2008 ACS 3-Year Estimates.

Table 4.4-6 Class of Worker, City of Buffalo (2008)

	Percentage
Private Wage and Salary Workers	79.4
Government Workers	16.8
Self-Employed Workers in Own Incorporated Business	3.7
Unpaid Family Workers	0.1

Source: U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

Table 4.4-7 Employment by Industry Sector, City of Buffalo (2008)

Industry	Percentage
Education Services, Health Care, and Social Assistance	29.9
Professional, Scientific, Management, Administrative, and Waste Management	10.8
Retail Trade	10.4
Arts, Entertainment, Recreation, Accommodation, and Food Service	9.7
Manufacturing	9.6
Finance, Insurance, Real Estate, Rental, and Leasing	7.8
Transportation, Warehousing, and Utilities	5.5
Other Services, except Public Administration	4.4
Public Administration	4.0
Construction	3.1
Information	2.4
Wholesale Trade	2.2
Agriculture, Forestry, Fishing, Hunting, and Mining	0.1

Source: U.S. Census Bureau, 2006-2008 ACS 3-Year Estimates

The average annual unemployment rate for the City of Buffalo is 8.4 percent. This is an increase of almost 3 percentage points from the most recent years. See **Table 4.4-8** for recent annual average unemployment rates for the City of Buffalo. Of note, Project Area census data (i.e., Census Tracts 60, 62.01, 62.02, 63.01, and 63.02) is not available for the 2006–2008 ACS 3-Year Estimates.

Table 4.4-8 Unemployment Rate, Buffalo-Niagara Metropolitan Statistical Area

Year - Annual Average	Percentage
2010	8.4
2009	5.8
2008	4.9
2007	5.1
2006	5.3
2005	5.8

Source: New York State Department of Labor, Local Area Unemployment Statistics Program, Buffalo-Niagara Falls, NY Metropolitan Statistical Area, accessed on May 11, 2010 at <http://www.labor.state.ny.us>

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4.4.7 Resident Market Area

The existing Resident Market Area is defined as the area whose residents would readily visit the Project Area as part of a day-trip. The Buffalo-Niagara metropolitan area population, which includes Erie and Niagara County, was estimated at 1.1 million people in 2007. In addition, Buffalo is within easy driving distance from a number of smaller and larger metropolitan areas in New York, Pennsylvania, Ohio, Michigan and Ontario, Canada. The Resident Market Area is divided into three basic market areas, defined by drive times to the site plus the Canadian Niagara Regional Municipality. For the purpose of this analysis, the resident markets for the proposed Project are defined in terms of “drive times” plus Canadian residents as follows:

- **Primary Market Area** – U.S. residents within a 0- to 30-minute drive time from the intersection of Elmwood Avenue and Forest Avenue in Buffalo, NY.
- **Secondary Market Area** – U.S. residents within a 30- to 60-minute drive time from the intersection of Elmwood Avenue and Forest Avenue in Buffalo, NY.
- **Tertiary Market Area** – U.S. residents within a 60- to 90-minute drive time from the intersection of Elmwood Avenue and Forest Avenue in Buffalo, NY, plus residents of the Niagara Regional Municipality of Ontario, Canada.

The Primary Market Area population was approximately 974,800 in 2007, and projected to decrease 2.3 percent to 952,200 in 2012 (see **Table 4.4-9**). The Primary Market Area represents 35.4 percent of the Total Resident Market Area. The Secondary Market Area represents 11.7 percent of the Total Resident Market Area, and the Tertiary Market (U.S. and Canada) 52.9 percent. When combined, the Total U.S. Resident Market and the Canadian Niagara Regional Municipality populations represent 2.76 million residents. The slight decline projected for the U.S. Resident Market is partially offset by a slight increase in the Canadian Tertiary Market, so that overall, the Resident Market Area is projected to decrease by just about 1 percent. The U.S. Resident Market Area also has a significant number of school-age children within easy day-trip travel time from the proposed Project for school trips (ConsultEcon, Inc. 2009).

Table 4.4-9 Resident Market Area, Estimated 2007 and Projected 2012 Population Data

	2007 Estimated	2012 Projected Population	Percent Change
Primary Market Area	974,800	952,200	-2.3
Secondary Market Area	323,000	316,800	-1.9
U.S. Tertiary Market Area	1,020,900	1,013,400	-0.7
Canada Tertiary Market Area	437,800	447,700	2.3
total	2,756,500	2,730,100	-1.0

Source: ConsultEcon, Inc. 2009

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Higher incomes are associated with visitation to cultural and educational attractions such as the proposed Project, both in terms of ability to visit (disposable income, available transportation and leisure time) and the desire to visit, as higher incomes frequently reflect higher educational attainment. **Table 4.4-10** presents the median household income for the U.S. Resident Market Area.

Table 4.4-10 Resident Market Area, Median Household Income

	2007 Median Household Income	2012 Projected Median Household Income	Percent Change
Primary Market Area	\$43,676	\$47,354	8.42
Secondary Market Area	\$48,157	\$52,228	8.45
U.S. Tertiary Market Area	\$47,783	\$51,095	6.93
Canada Tertiary Market Area	NA	NA	NA
total	\$46,040	\$49,624	7.8
State of New York	\$50,322	\$55,391	10.1
United States	\$49,314	\$54,551	10.6

Source: ConsultEcon, Inc. 2009

4.4.8 Visitor Market Area

An estimated 3 million travelers visit Erie County annually, with an additional 7 million visiting the City of Niagara Falls and Niagara County (ConsultEcon, Inc. 2009). Leisure trips comprised 79 percent of visitors to the Region. These may include couples and families on vacation, seasonal visitors, regional day trip visitors, international tourists, and persons visiting friends and relatives. The most popular mode of transportation for all travelers was by auto, which comprised 71 percent of travelers in the Region. Approximately 51 percent of travelers to the Region indicated that they stayed in paid hotels/motels and B&B's (ConsultEcon, Inc. 2009). Travelers to the Niagara Region tend to be slightly younger, compared to overall New York and U.S. domestic travelers, with an average age of 43.9. More travel parties to the Region had children in their households than did travelers to the State of New York and the U.S. as a whole—and most particularly, these households tended to have a high proportion of teenagers. The annual household income of travelers to the Region tended to be somewhat lower than that of travelers to New York and U.S. domestic travelers, with an average income of \$64,100. However, 55 percent of travelers are in the income range over \$50,000 (ConsultEcon, Inc. 2009).

Regional Economic Impacts

Within the State of New York, the Greater Niagara Region generated 4 percent of the State's total tourism sales in 2007. Tourism spending during the period 2006 to 2007 increased in the Region by 13 percent, and accounted for over

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44,000 jobs. Tourism in the Greater Niagara Region generated \$126 million in local taxes and \$127 million in State taxes in 2007, and the total visitor-driven expenditures in the Region were \$2 billion. Erie County accounted for approximately 70 percent of the region's tourism sales, Niagara County accounted for 23 percent, and the remaining counties of Genesee, Orleans and Wyoming combined made up the remaining 7 percent (ConsultEcon, Inc. 2009).

Tourism to Buffalo

The Buffalo Niagara Convention and Visitors Bureau estimates that approximately 3 million visitors come to Buffalo and Erie County annually. Large shares of tourists come to the region to visit Niagara Falls. Other attractions in the area include the many commercially oriented attractions on both the U.S. and Canadian sides of the Niagara region.

In 2007, approximately 40 percent of Erie County hotel/motel room nights were consumed by the corporate transient segment, 34 percent by non-group leisure visitors and 23 percent by group visitors in Buffalo for a convention, meeting, or amateur sports event, and 3 percent by group tours. Both the hotel occupancy rate and the daily room charge rate have improved in recent years. In 2007, the annual occupancy rate was 68.6 percent and the average room charge daily rate was \$85.09. Since 2006, the Buffalo Niagara Convention and Visitors Bureau have focused on branding and marketing Buffalo's art and architectural heritage using a variety of tactics (ConsultEcon, Inc. 2009).

Review of Project Area Attractions

Table 4.4-11 presents the annual number of visitors to some of the attractions located within or near the Project for the year 2007.

Table 4.4-11 Project Area Attraction Visitor Rates (Year 2007)

Attraction	Number of Visitors
Buffalo Zoological Gardens	391,729
Albright-Knox Art Gallery	136,800
Buffalo and Erie County Historical Society	65,000 (estimated)
Darwin Martin House Complex	21,286
Burchfield-Penney Art Center	21,000

Source: ConsultEcon, Inc. 2009

4.5 Traffic and Transportation

The Project Area consists of local roadways and intersections in a general urban grid pattern. The Traffic Study Area is bounded by Elmwood Avenue on the east and Grant Street on the west. The Scajaquada Expressway defines the northern and Forest Avenue defines the southern limits of the Traffic Study Area. Access to and from the Scajaquada Expressway is available via ramps from both Grant

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Street and Elmwood Avenue/Iroquois. The local roadway network provides connections to local businesses and neighborhoods.

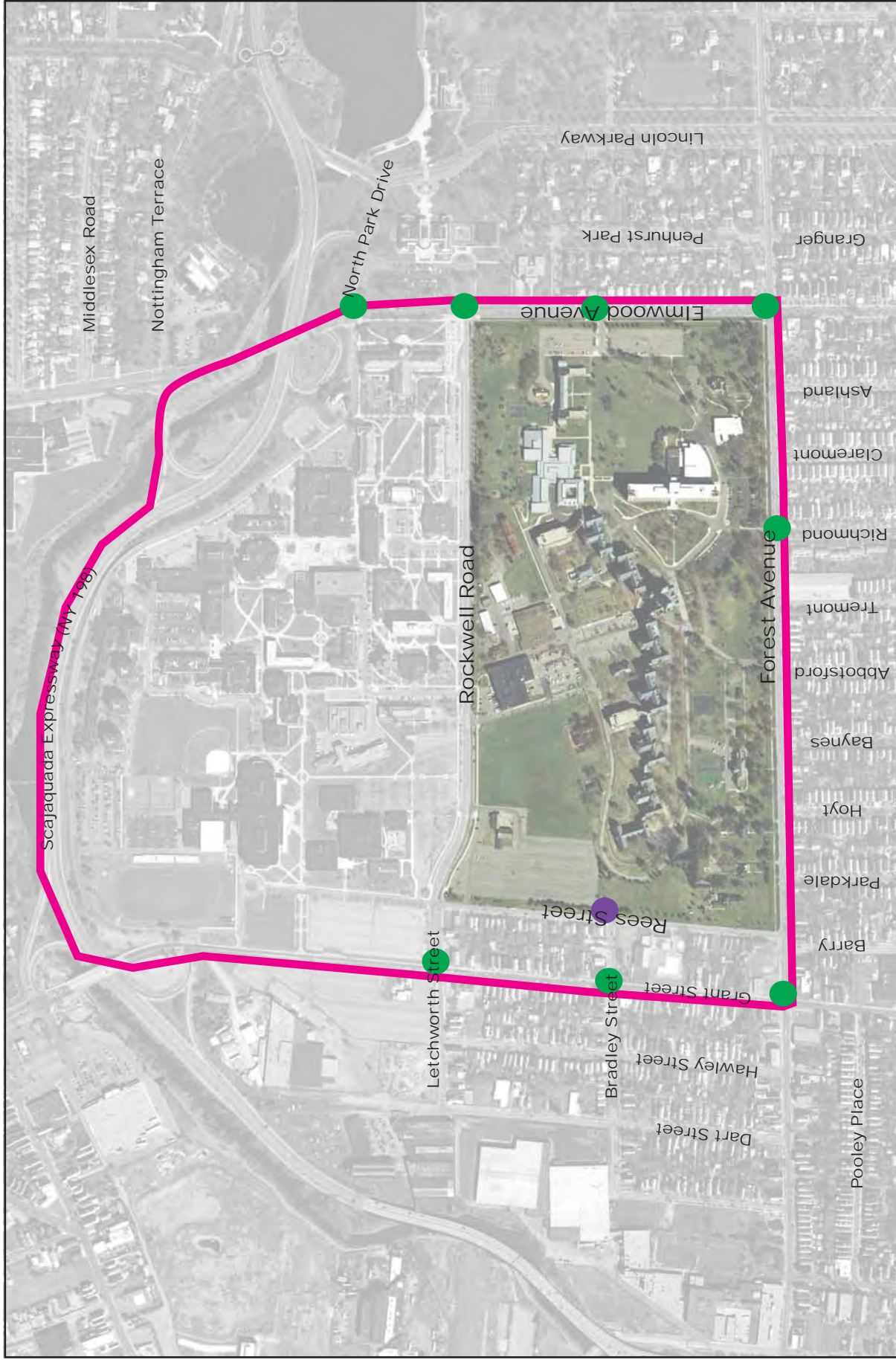
4.5.1 Existing Transportation Network

Local roadways in the study area provide connections to and from downtown and to local neighborhoods within the City of Buffalo. Regional access is available via the Scajaquada Expressways to and from the Traffic Study Area. Pedestrian and bicycle access, as well as public transit service is provided throughout the Traffic Study Area. Descriptions of the roadways, public transit service, pedestrian access and bicycle access are summarized below.

Street/Road Network

All at-grade streets within the Traffic Study Area are part of the City of Buffalo street system and are posted at the city-wide speed limit of 30 miles per hour (MPH). The primary local roadways serving the study area are and the analysis intersections are identified in **Figure 4.5-1**, and include the following:

- **Rockwell Road/Letchworth Street.** Rockwell Road and Letchworth Street provide an east/west connection from Elmwood Avenue to Grant Street at the northern edge of the ROC site. These roadways also provide primary access to BSC and the Burchfield Penny Art Center. Letchworth Street to the west is a four-lane divided roadway that runs from Grant Street to Rees Street within the Traffic Study Area. Rockwell Road continues from Rees Street to Elmwood Avenue to establish the northern boundary of the ROC. The Rockwell Road section contains on-street parking, two to four travel lanes and turn lanes into adjacent driveways. The roadway is divided with a variably sized landscaped median. Sidewalks are provided on the northern side of the roadway with grass sections along each side of the roadway. Signalized intersections are located at Grant Street to the east and Elmwood Avenue to the west.
- **Forest Avenue.** Forest Avenue is an east/west, two-lane minor arterial that serves as the southern boundary of the ROC. The pavement section is 38 feet wide with 11-foot-wide travel lanes provided in both directions. Sidewalks are provided on both sides of the roadway with grass sections along each side of the roadway. Signalized intersections are located at Grant Street to the west, at Richmond Avenue at the Study Area's main southern entrance, and Elmwood Avenue to the east. On-street parking is permitted on both sides of Forest Avenue between Grant Street and Elmwood Avenue.
- **Grant Street.** Grant Street is a north/south, two-lane minor arterial which serves as the western boundary of the Traffic Study Area. The pavement section is 37 feet wide with 10- to 12-foot-wide travel lanes provided in both directions. Sidewalks are provided on both sides of the roadway. Signalized intersections are located at Letchworth Street to the north, at Bradley Street and Forest Avenue to the south. On-street parking is permitted on both sides of Grant Street between Letchworth Street and Forest Avenue.



Source: Modified from RCC 2009

Traffic Study Area

Intersections Analyzed:

● Signalized

● Unsignalized

Figure 4.5 -1
Traffic Study Area
Buffalo, New York

4. Environmental Setting

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- **Rees Street.** Rees Street runs parallel and to the east of Grant Street and provides a north to south connection from Letchworth Street/Rockwell Road to Forest Avenue. Rees Street is a local road with residential housing units located on the western side of the roadway south of Letchworth Street/Rockwell Road. Sidewalks are provided on the west side of the roadway with grass sections along the east side of the roadway. On-street parking is permitted on the east side of Rees Street between Letchworth Street/Rockwell Road and Forest Avenue.
- **Elmwood Avenue.** Elmwood Avenue is a north/south, two to four-lane minor arterial which serves as the eastern boundary of the ROC. The pavement section is 46 feet wide with 10- to 12-foot-wide travel lanes provided in both directions. Sidewalks are provided on both sides of the roadway with tree pits and grass sections along each side of the roadway. Signalized intersections are located at Rockwell Road to the north, an existing ROC driveway and Forest Avenue to the south. Parking is restricted on both sides of Elmwood Avenue between Rockwell Road and Forest Avenue.

Public Transportation

Various public transportation services are provided in and around the Traffic Study Area. The following public transportation services are provided by the Niagara Frontier Transportation Authority (NFTA):

- **Metro Bus.** Local Metro Bus service is provided within the Traffic Study Area via Elmwood Avenue (Route 20, 32), via Richmond Avenue (Route 7) and via Grant Avenue (Route 3). Metro Bus route 7A provides direct service into the existing Richardson Complex facility via driveway access from Forest Avenue. Public school service (Route 101, 112) is provided around the Traffic Study Area when school is in session in the AM and PM peak periods.
- **Metro Link.** Metro Link service is provided within the Traffic Study Area connecting BSC to the adjacent residential neighborhoods south of the ROC. Routes 206, 207 and 208 provide loop route transportation service between the college and adjacent neighborhood areas.

Pedestrian Access

Pedestrian access to the Traffic Study Area is accommodated mainly by sidewalks located along the roadways adjacent to the Project. The sidewalks have ramps for handicapped accessibility and crossing through the roadway intersections. Concrete sidewalks are currently provided on all site perimeter roadways and on all roadways within the ROC limits with the exception of the south side of Rockwell Road and the east side of Rees Street.

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Due to the nature of the adjacent land uses (residential, cultural, institutional) pedestrian activity in the Traffic Study Area is moderate. On site pedestrian activity is concentrated near the Strozzi Building. Project Area pedestrian connections between activity centers such as BSC, Burchfield Penney Art Center, and Albright-Knox Art Gallery, are provided along and across adjacent roadways. In addition, pedestrian access to and from adjacent parking facilities is provided through the Traffic Study Area and across the main roadway facilities.

Bikeways

No dedicated bicycle paths or routes are located within the Traffic Study Area. Bicycle access is provided via use of adjacent roadways in the vicinity of the Project Area. The Jesse Kregal Pathway (previously known as the Scajaquada Pathway) is located north of the Project Area adjacent to the Scajaquada Expressway along the Scajaquada Creek. A Buffalo Blue Bikes lending station is located along Forest Avenue near Elmwood Avenue and within the Buffalo State Campus.

Existing Intersection Control

Intersections within the study area consist of signalized and unsignalized vehicle control. Intersections analyzed on Elmwood Avenue and Grant Street are signalized, including the existing ROC driveway intersection with Elmwood Avenue. In addition, the intersection of Forest Avenue with Richmond Avenue is signalized. The intersection of Rees Street with Bradley Street is currently unsignalized.

4.5.2 Existing Average Annual Daily Traffic (AADT)

Average Annual Daily Traffic (AADT) volumes on roadways in the Traffic Study Area were obtained for use and reference in the ROC Master Plan analysis. Regional AADT count data is maintained by the Greater Buffalo Niagara Regional Transportation Council (GBNRTC) and the New York State Department of Transportation (NYSDOT). In addition to local roadway AADT volumes, the Traffic Study Area is influenced by traffic from the adjacent Scajaquada Expressway. The most recent AADT traffic data for selected roadway segments in the Project Area are listed below in **Table 4.5-1** and are illustrated in **Figure 4.5-2**.

Table 4.5-1 Annual Average Daily Traffic (AADT) Counts

Road	Segment	AADT	Count Year
Scajaquada Exwy (Rt. 198)	Elmwood Avenue to Delaware Avenue	37,700	2008
Forest Avenue	Grant Street to Elmwood Avenue	9,900	2008
Grant Street	Scajaquada Exwy (Rt. 198) to Letchworth Street	10,350	2008
Richmond Avenue	Forest Avenue to W. Delevan Avenue	6,600	2007
Elmwood Avenue	Forest Avenue to Scajaquada Exwy (Rt. 198)	19,400	2006

Source: GBNRTC, NYSDOT

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4.5.3 Existing Levels of Service

An existing conditions intersection Level of Service (LOS) analysis was conducted for the Traffic Study Area intersections. A total of eight existing intersections in the Traffic Study Area were analyzed as part of the intersection analysis. The intersection LOS is related to the average delay experienced by motorists traversing an intersection. LOS may range from A to F, with A being the best quality of service and F being the poorest. LOS E is the worst level of service that can occur before intersection volumes exceed capacity. When LOS F occurs, there are substantial queues on intersection approaches, and multiple changes of a signal are required to traverse an intersection. A summary of the average control delay along with qualitative descriptions of traffic flow associated with each LOS are listed **Table 4.5-2**. This description of delay is based on definitions established in the *Highway Capacity Manual, 2000 Edition* (Transportation Research Board 2000).

Table 4.5-2 Level of Service Criteria for Signalized Intersections

Level of Service	Average Control Delay (seconds/vehicle)	Traffic Flow Description
A	<10	Operations with very low control delay occurring with favorable progression and/or short cycle lengths.
B	>10 and <20	Operations with low control delay occurring with good progression and/or short cycle lengths.
C	>20 and <35	Operations with average control delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear.
D	>35 and <55	Operations with longer control delays due to a combination of unfavorable progression, long cycle lengths, or high V/C ratios. Many vehicles stop and individual cycle failures are noticeable.
E	>55 and <80	Operations with high control delay values indicating poor progression, long cycle lengths, and high V/C ratios. Individual cycle failures are frequent occurrences. This is considered the limit of acceptable delay.
F	>80	Operation with control delays unacceptable to most drivers occurring due to oversaturation, poor progression, or very long cycle lengths.

Source: Highway Capacity Manual, 2000 Edition.

The existing conditions LOS analysis was conducted for two analysis scenarios. The analysis scenarios include the following:

- Weekday AM Peak
- Weekday PM Peak

The two scenarios were identified based on anticipated traffic generation patterns from the Project and in conjunction with the City of Buffalo

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Department of Public Works, Street and Parks. The commuter-based weekday traffic patterns adjacent to the Scajaquada Expressway, weekday peak-period traffic patterns associated with Buffalo State College, and a majority of the proposed ROC reuse to include commercial office space focused the traffic analysis on the typical weekday peak periods.

Traffic turning movement volume data for the analysis scenarios was provided by the GBNRTC. Manual turning movement counts were recently conducted by the GBNRTC at the analysis intersections for both weekday peak periods.

4.5.4 Existing Peak Period Levels of Service

Existing LOS during the AM and PM peak periods for the analysis intersections in the Traffic Study Area are identified in **Table 4.5-3** and illustrated in **Figure 4.5-2**. As shown, all intersections are anticipated to operate at an overall LOS A or B. In urban areas, LOS A through D is typically considered acceptable. The intersections of Forest Avenue with Elmwood Avenue; Grant Street; Richmond Avenue and Elmwood Avenue with Iroquois operate at a LOS B condition in both the AM and PM peak periods. The remaining intersections in the analysis area operate with a LOS A condition in one or both peak hour periods. All individual approaches at the analysis intersections are also anticipated to operate with acceptable LOS A to C conditions.

4.6 Environmental Concerns

This section presents the existing environmental management conditions (e.g., lead and asbestos) of the existing structures and grounds of the ROC.

On-site operations at the Buffalo State Hospital historically included patient care areas/buildings, administrative offices, kitchens/dining halls, a tuberculosis ward and maintenance areas until it was vacated in the 1980s. In addition, a rail spur was historically located along the northeast side of the ROC and likely served the historic coal-fired (now off-site) power plant; a portion of the ROC near the former plant was also historically utilized as an ash landfill (MS Analytical 2010).

4.6.1 Lead and Asbestos

All the structures and connecting corridors comprising the Buffalo State Hospital were built between the years 1871 and 1894. In addition, various building upgrades and maintenance activities (e.g., painting, installation of building mechanicals, etc.) took place within these structures during subsequent years. Of concern is the presence of environmental hazards which may be present in existing building components, including lead-based paints and asbestos containing materials, which could be disturbed during renovation activities.



Source: Modified from RCC 2009

Key:

● Signalized

● Unsignalized

(10,000) - Average Annual Daily Traffic

Figure 4.5-2
Existing AADT and Levels of Service
Buffalo, New York

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Table 4.5-3 Existing Conditions Intersection Levels of Service

Intersection	AM Peak*	PM Peak*	Control Type
Forest Avenue and Grant Street	B/12.7	B/14.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	B	
Forest Avenue and Richmond Avenue	B/12.9	B/16.1	Signal
Eastbound Approach	B	A	
Westbound Approach	B	B	
Northbound Approach	B	C	
Southbound Approach	B	B	
Forest Avenue and Elmwood Avenue	B/14.6	B/16.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	C	
Bradley Street and Grant Street	A/6.4	A/5.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Bradley Street and Rees Street	A/7.5	A/7.6	Unsignalized
Eastbound Approach	A	A	
Westbound Approach	—	—	
Northbound Approach	A	A	
Southbound Approach	A	A	
ROC Driveway and Elmwood Avenue	A/7.0	A/7.5	Signal
Eastbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Letchworth Street and Grant Street	A/9.9	B/10.6	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	B	
Southbound Approach	A	A	
Rockwell Road and Elmwood Avenue	A/9.1	B/10.8	Signal
Eastbound Approach	B	B	
Westbound Approach	A	B	
Northbound Approach	B	B	
Southbound Approach	A	A	
Iroquois and Elmwood Avenue	B/10.2	B/10.5	Signal
Eastbound Approach	B	C	
Westbound Approach	B	C	
Northbound Approach	A	A	
Southbound Approach	B	B	

*Level of Service (LOS)/Average Delay (sec.)

Approach LOS reflects average of left-turn, straight-thru and right turn movements

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Environmental testing and site reconnaissance of these structures has identified that portions of the materials within these buildings contain either lead-based paint (e.g., baseboards, plaster walls and ceilings, doors, radiators, windows, etc.) or asbestos containing materials (e.g., pipe fittings, roofing, VAT, TSI, window glazing, etc.). Previous surveys include:

- **Lead-Based Paint Survey at the H.H. Richardson Complex Buildings 9, 10, 12, and 13, November 2000.** A pre-renovation survey for lead-based paint throughout Buildings 9, 10, 12, and 13 and the connections between the buildings was conducted between November 2 and 3, 2000. Testing identified lead-based paint on material (e.g., baseboards, plaster walls and ceilings, doors, radiators, windows, etc.) located within Buildings 9, 10, 12, and 13 (Foit-Albert Associates 2000a).
- **Pre-Renovation Survey for Asbestos-Containing Materials at the H.H. Richardson Complex Buildings 9, 10, 12 and 13, October 2000.** A pre-renovation survey for asbestos-containing materials throughout Buildings 9, 10, 12, and 13 and the connections between the buildings was conducted between September 15 and 27, 2000. Testing identified asbestos-containing materials (e.g., pipe fittings, roofing, VAT, TSI, window glazing, etc.) within Buildings 9, 10, 12, and 13 (Foit-Albert Associates 2000b).
- **Pre-Renovation Survey for Asbestos-Containing Materials for the Richardson Stabilization Project, April 2003.** A pre-renovation survey for asbestos-containing materials throughout Buildings 9, 10, 12, 40, 42, 44, and 45 was conducted on March 4, 11, and 31, 2003. Testing identified asbestos-containing materials (e.g., pipe fittings, roofing, VAT, TSI, window glazing, etc.) within Buildings 9, 10, 12, 40, 42, 44, 45, and the connections between Buildings 42 & 44 and 40 & 42 (Watts Engineers 2003a).
- **Asbestos Pre-Renovation Survey, Connectors between Buildings 38 & 39 and 40 & 42, November 2008. Asbestos Pre-Renovation Survey, Connectors between Buildings 38 & 39 and 40 & 42, November 2008.** No asbestos was detected in any samples of plaster and parge coats. Analysis confirms that the pipe insulation throughout the two basement connectors is asbestos containing (Watts Engineers 2008b).
- **Asbestos Analysis, Richardson Complex, Building 43, April 2008.** The analysis identified asbestos containing materials within portions of Building 43, including the walls of the second floor (Watts Engineers 2008c).
- **Asbestos Analysis, Richardson Complex, Connectors between Buildings 39 & 40, June 2008.** The analysis identified asbestos containing materials within portions of the Connectors between Buildings 39 & 40 (Watts Engineers 2008d).

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- **Prerenovation Survey for Buildings 10, 44 and 45 Abatement and Demolition Work, 2010.** Interior surveys for asbestos-containing materials and lead-based paint have been completed for Buildings 10, 44, and 45. The asbestos survey in Building 10 identified pipe and fitting insulation in the basement and floor tile and one sink with soundproofing on the first floor. In Building 45, there is asbestos-containing pipe/fitting insulation and flooring (floor tile and linoleum) throughout most of the building. In addition, there are some ACM electric panel boards in the basement and cementitious floor in stair S-2. For Building 44, all of the ceiling/wall plaster, floor tile/mastic and piping/duct insulation throughout the building is ACM. The testing for lead-based paint has determined that many of the surfaces throughout the buildings are covered with lead-based paint. Therefore, it is generally assumed that all surfaces are coated with lead-based paint. (Watts Engineering 2010).

There have been no recent testing for lead-based paints within Buildings 38, 39, 40, 41, 42, and 43 but due to their age and conditions within the other historic buildings, these structures are assumed to include components containing lead-based paints. Further testing would be required to determine the presence of lead paint. In addition, there have been no recent testing for asbestos-containing materials within Buildings 38, 39, and 41, but due to their age and conditions within the other historic buildings, these structures are assumed to include components containing asbestos-containing materials.

The RCC is currently completing stabilization activities to prevent the further deterioration of the complex and prepare it for future reuse. Of these ongoing activities, Phase II, which began in December 2009, includes specific asbestos abatement and clean up actions. Phase II stabilization activities (totaling \$7.8 million) include asbestos abatement and clean up, ventilation, and prevention of water infiltration.

4.7.1 Underground Storage Tanks (USTs) and Aboveground Storage Tanks (ASTs)

Site-wide, there are 13 USTs reported to be or to have been located at the ROC property. Of which, eight have been closed/removed and seven are still in service. The active tanks range in size from 4,000 gallons to 20,000 gallons (EDR 2010).

Table 4.6-1 presents additional site conditions that were identified during site reconnaissance activities and investigation conducted as part of the *Phase 1 Environmental Site Assessment (ASTM E1527-05), July 19, 2010* (MS Analytical, LLC 2010) for the property to be acquired by the RCC.

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Table 4.6-1 Site Reconnaissance - Underground Storage Tanks (USTs) and Aboveground Storage Tanks (ASTs)

Item	General Description	Comments
Storage Tanks	ASTs	<p>The ROC property is listed as a registered AST site. Several ASTs are listed as in service while at least one AST was identified as being closed or removed.</p> <p>ASTs were noted at Building 30 and included:</p> <ul style="list-style-type: none"> – Two 275-gallon fuel oil ASTs in secondary containment. Such are reportedly empty and were historically associated with a heating system that has been removed. – One 3,000-gallon magnesium/salt mix AST which is used by maintenance staff for roadways. No evidence of a UST was observed on-site at the time of the reconnaissance. According to the site contact an documentation provided to MSA for review, a UST was formerly located east of Building 30; see below for additional information.
Storage Tanks	USTs	<p>The greater parcel is listed as a registered UST facility and includes:</p> <ul style="list-style-type: none"> – Tank No. 301, a 1,000 gallon UST, is listed as being closed/removed on April 1, 1992 in the regulatory database; this tank was formerly located east of on-site Building 30, according to documentation provided to MSA. It should be noted that information provided by the site contact references a tank removal date of April 30, 1992. – Additional USTs identified in the database included off-site/adjacent tank Nos. 191, 192, 193, 361, 481, 537, 621. These tanks are listed as being closed or removed between 1992 and 2007. – Tank numbers 221, 223, 224, 225 and 622, also off-site, are listed as in service.
Hazardous or Regulated Materials	Miscellaneous/Maintenance Materials	<p>Hazardous/regulated materials are generally not associated with current on-site operations. A plastic 55-gallon drum of glycol is associated with the boiler system at Building 10. No staining or evidence of release was noted proximate to this drum.</p>
Unidentified Substance Containers	55-gallon Drums	<p>The three apparently empty 55-gallon drums noted above were unlabeled. MSA also noted the presence of two 55-gallon drum carcasses east of Building 39. No staining and/or evidence of release as noted proximate to these 55-gallon drums.</p>

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Table 4.6-1 Site Reconnaissance - Underground Storage Tanks (USTs) and Aboveground Storage Tanks (ASTs) (continued)

Item	General Description	Comments
Back-Up Generator	Building 10	A diesel-fired generator was noted in the basement of Building 10. Reportedly, diesel fuel was historically stored in an associated AST that has been removed. No staining or evidence of release was noted proximate to the generator.
Historic Spills		<p>The following spills were listed for the ROC. It is not clear which of these were on-site versus the adjacent property. None of the spills warrant further assessment based on the spill status provided by the NYSDEC.</p> <ul style="list-style-type: none"> – Spill No. 9213620 involved a gasoline release from an abandoned motor vehicle on March 10, 1993. The spill is classified as closed by the NYSDEC. – Spill No. 8907901 involved a spill in a sump pit and in a bermed area inside the boiler house. The spill is classified as closed by the NYSDEC. – Spill No. 9413831 involved equipment failure on January 1, 1995. Specifically, a sump in an elevator shaft backed up resulting in an oil/water mixture. The liquid was displaced into drums. The spill is classified as closed by the NYSDEC. – Spill No. 9002528 involved a formalin release on June 5, 1990. The spill is classified as closed by the NYSDEC. – Spill No. 9306358 involved a gasoline release from a hose on August 23, 1993. The spill is classified as closed by the NYSDEC. – Spill No. 9107289 involved an Askarel/PCB oil release from a leaking transformer on October 1, 1991. The transformer was decommissioned/removed and the area was cleaned; the spill is classified as closed by the NYSDEC. – Spill No. 9212206 involved residual contamination proximate to a No. 2 fuel oil UST that was removed on January 1, 1993. The spill is classified as inactive by the NYSDEC. – Spill No. 9103951, dated July 11, 1991, involved a diesel fuel release from a filler cap on a bus. The spill is classified as closed by the NYSDEC. – Spill No. 9110223, dated December 30, 1991, involved a hydraulic fluid/waste oil release from a truck. The spill is classified as closed by the NYSDEC. – Spill No. 0175445, dated November 1, 2001, involved a lube oil release and is classified as closed by the NYSDEC.

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Table 4.6-1 Site Reconnaissance - Underground Storage Tanks (USTs) and Aboveground Storage Tanks (ASTs) (continued)

Item	General Description	Comments
Leaking Tanks (LTANK)		<p>The following LTANKs were listed for the ROC. It is not clear which of these were on-site versus the adjacent property. None of the spills warrant further assessment based on the spill status provided by the NYSDEC.</p> <ul style="list-style-type: none"> – Spill No. 0750885 involved tank test failure associated with a 4,000-gallon diesel fuel tank (tank 481). This spill is classified as inactive by the NYSDEC. – Spill No. 9303410 involved contaminated soil discovered while removing a No. 2 fuel oil UST on June 1, 1993. The spill is classified as closed by the NYSDEC. – Spill No. 9201154 (also identified as 9200951) involved gasoline impacts discovered during a tank pull on either April 24 or 29, 1992. There is no indication relative to the location of the tank; however, based on the dates provided, it is suspected that this spill involved removal of on-site Tank 301 which is detailed above. This spill along with related spills are classified as closed by the NYSDEC.

Source: MS Analytical, LLC 2010

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Numerous additional spills and leaking underground storage tanks (LUSTs), some of which involved the ROC, were also listed. As these spills have been addressed to the satisfaction of the NYSDEC, environmental concern is significantly reduced and further confirmation on the location of the releases does not appear warranted. Adjacent properties were also listed in the regulatory database. None of the listings suggested on-site environmental concern. (MS Analytical, LLC 2010)

An *EDR Radius Map Report with GeoCheck* was conducted for the ROC property in June 2010 (EDR 2010). The report included a search of available environmental records to identify any potential existing environmental risk at the site. The report concluded that the ROC site is not identified on any of the following Federal, State, and local hazardous waste site lists: Federal National Priorities List (NPL); Federal Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS); Federal Resource Conservation and Recovery Act (RCRA); Federal institutional controls; State-equivalent CERLIS list; State leaking storage tank list; State registered storage tank list; State control/engineering control registries; State voluntary cleanup site; State brownfield site; local landfill/solid waste disposal site; local hazardous waste/contaminated site list. There are several reported incidents that have been reported to have occurred on-site including equipment failures resulting in fuel leaks and tank overfill incidents. Corrective actions were taken to remediate these incidents (EDR 2010).

Based on publicly available information and the history of the site, the presence of significant existing sub-surface environmental concerns and significant soil contamination of the ROC is minimal.

4.7.2 Other Concerns

The ROC property has been utilized as a mental health facility since first being developed in 1872. Prior to that time, the site was composed of undeveloped farmland. No known major industrial activities or bulk storage of hazardous materials are known to have occurred on the ROC property. Because of the site's land use history as a healthcare facility, the potential for significant environmental concerns are minimal. However, a BSC Maintenance Facility and BPC Maintenance Facility (Buildings 19, 20, 22, and 48) are located in the northern portion of the ROC property along Rockwell Road. Vehicle storage (e.g., maintenance and heavy equipment), vehicle maintenance, and plant activities occur within these facilities. In addition, fuel pumps which require the below-grade storage of liquid fuels are located at the BSC facility.

Table 4.6-2 presents additional site conditions that were identified during site reconnaissance activities and investigation conducted as part of the *Phase 1 Environmental Site Assessment (ASTM E1527-05), July 19, 2010* (MS Analytical, LLC 2010).

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Table 4.6-2 Site Reconnaissance - Other Concerns

Item	General Description	Comments
Solid, Hazardous or Regulated Wastes	None	No solid, hazardous or regulated wastes are currently generated on-site.
Miscellaneous Debris/Materials	Maintenance Related Materials, etc.	<p>Maintenance materials including paint, paint thinner and gasoline in containers of 5 gallons or less were noted at Building 30. Three apparently empty 55-gallon drums (also noted at Building 30) and numerous empty one-gallon floor cleaner/wax containers (noted at Buildings 38 and 39) were noted on-site. [The contents of these 1-gallon containers were reportedly transported off-site for proper disposal by others.]</p> <p>Miscellaneous materials including desks, carts, wheel chairs, propane tanks etc. were also noted on-site. No staining or evidence of release was noted proximate to these materials or containers.</p>
Staining/Spillage	Buildings 10 and 44	Minor black staining (likely oil) was noted to the intact ground surface within a former transformer room noted in the basement of Building 10. Black staining was also noted to the intact concrete ground surface proximate to three five-gallon containers in the basement of Building 44; the material is likely a sealer or mastic material.
Odors	Fire Damage	Other than odors associated with a recent fire at Building 45, no odors of concern (chemical, etc.) were noted on-site.
Unidentified Substance Containers	55-gallon Drums	The three apparently empty 55-gallon drums noted above were unlabeled. MSA also noted the presence of two 55-gallon drum carcasses east of building 39. No staining and/or evidence of release was noted proximate to these 55-gallon drums.
Paint Booth and Dust Collection System	Building 13	A paint booth along with associated exhaust system was noted at Building 13, such was historically utilized for wood staining, painting, etc. (This building was historically used by patients for arts/crafts and wood working.) Minor paint staining was noted to the walls within this paint booth. A dust collection system was also noted in this building; such is associated with historic wood working.

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Table 4.6-2 Site Reconnaissance - Other Concerns (continued)

Item	General Description	Comments
Suspect PCBs	Transformers and Light Ballasts	<p>Light ballasts noted within on-site structures could contain PCBs.</p> <p>Privately owned pad-mounted transformers were noted in exterior areas as well as the basement of Building 10. According to the site contact, these transformers reportedly do not include oils with PCBs. No staining or evidence of release was noted proximate to these transformers.</p>
Incinerators	Inactive/Decommissioned	Incinerators were historically utilized on-site in at least two buildings. According to the site contact, such have been cleaned (ash disposed of off-site) and decommissioned.
Suspect Mold	Moisture and Black Suspect Mold	Black suspect mold patches were noted on the ceiling of Building 12. The presence of moisture damage from roof leaks in addition to moisture within most basement areas. While mold was not observed in these areas at the time of the reconnaissance, the potential for such mold growth exists.
Maintenance Building (Building 30)		Operations at Building 30 (historic maintenance building) historically included equipment and vehicle repair from the 1940s through the 1980s, according to the site contact. This warrants further assessment. Specifically, an intrusive (Phase II) investigation should be completed to assess subsurface conditions proximate to this building.
Former Coal Ash Landfill		A 4.6-acre portion of the Site (currently mainly used as an athletic field) was identified by another consultant as being part of a former coal ash landfill. While metals were identified in water in contact with the ash, the concentrations did not exceed hazardous waste concentrations.

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Table 4.6-2 Site Reconnaissance - Other Concerns (continued)

Item	General Description	Comments
Former Coal Ash Landfill (cont'd)		The issue was discussed with the NYSDEC which indicated that this is not an uncommon occurrence and is not a problem provided the ash is covered clean soil. There would be a concern if the area were to be used agriculturally. While the coal ash is reportedly covered with approximately two feet of "clean" fill, no testing of the overlying material was completed. As such, it is recommended that the completion of an intrusive (Phase II) study in the area of the former coal ash landfill to assess the nature and thickness of the material over the coal ash.
Resource Conservation and Recovery Act (RCRA) Generator and Facility Index System /Facility Registry System (FINDS)		The BPC is currently listed as a RCRA non-generator of hazardous waste under the name Safety Kleen, Inc., who likely transported the wastes off-site for disposal. RCRA non-generators do not presently generate hazardous waste, but likely have at one time; the BPC was identified as a small quantity generator in at least 1999. As a result of the RCRA listings, the BPC is also listed in the FINDS database.
Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA) and Toxic Substance Control Act (TSCA) Tracking Systems (FTTS).		The ROC is listed within the FIFRA and TSCA FTTS. These listings are apparently associated with PCBs; violations (apparently dated 1988) relative to PCB labeling/marketing along with failure to maintain records are listed. Such have apparently achieved compliance.
Integrated Compliance Information System (ICIS)		ICIS database; such is associated with the national enforcement and compliance programs as well as the National Pollutant Discharge Elimination System (NPDES).

Source: M S Analytical, LLC 2010

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An *EDR Radius Map Report with GeoCheck* was conducted for the ROC property in June 2010 (EDR 2010). The report included a search of available environmental records to identify any potential existing environmental risk at the site. The report concluded that the ROC site is not identified on any of the following Federal, State, and local hazardous waste site lists: Federal National Priorities List (NPL); Federal Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS); Federal institutional controls; State-equivalent CERCLIS list; State leaking storage tank list; State registered storage tank list; State control/engineering control registries; State voluntary cleanup site; State brownfield site; local landfill/solid waste disposal site; local hazardous waste/contaminated site list. There are several reported incidents that have been reported to have occurred on-site including equipment failures resulting in fuel leaks and tank overfill incidents. Corrective actions were taken to remediate these incidents (EDR 2010).

Based on publicly available information and the history of the site, the presence of significant existing sub-surface environmental concerns and significant soil contamination of the ROC is minimal.

4.8 Community Services

This section summarizes the existing community facilities and services (i.e., police protection, fire protection, hospitals and emergency medical facilities, educational facilities, solid waste management, and parks and recreation) located in the Project Area. The Project Area includes the ROC and the neighborhoods and land area immediately surrounding it.

4.8.1 Public Safety

The ROC property, including the active BPC and original Buffalo State Hospital buildings are patrolled by OMH security staff. Access to the BPC buildings are limited to staff and patients and the original Buffalo State Hospital buildings are secured by a wire fence.

The Buffalo Police Department has principal jurisdiction over the Project Area. The ROC is located in the department's "D" District, with station facilities at 66g Hertel Avenue between Elmwood Avenue and Military Road, which is located approximately 2.1 miles away. Police headquarters are located approximately 3.9 miles south of the ROC at the corner of Franklin and Church Streets. In addition, the Buffalo State College – University Police Department is located north of the ROC on the BSC campus, which is approximately 0.6 miles away.

Fire protection within the Project Area is provided by the Buffalo Fire Department. The nearest fire station to the ROC is Engine 19, located at 209 Forest Avenue between Dart and Hawley Streets. Engine 19 is located

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approximately 0.5 miles west of the ROC. Fire headquarters are located approximately 3.5 miles south of the ROC at 195 Court Street.

4.8.2 Hospitals & Emergency Medical Facilities

The nearest emergency medical facility in the vicinity of the ROC is Millard Fillmore Gates Circle Hospital at 3 Gates Circle and is located approximately 1.3 miles east from the ROC. In addition, there are numerous hospitals, emergency/medical facilities, and doctors offices located within the City of Buffalo that are available to the local population.

4.8.3 Educational Facilities

The ROC is located within the Buffalo School District. District-wide, there are more than 37,000 pre-kindergarten through grade 12 students attending more than 80 public, private, and charter schools. Within 1 mile of the ROC there are six public schools, including Campus West (PS 96), Frederick Law Olmsted (PS 64), International School (PS 45), Native American Magnet (PS 19), McKinley Vocational HS (PS 305), and Lafayette HS (PS 204) and four private schools, including Our Lady of Black Rock School, Buffalo Seminary, Catholic Academy Lafayette Campus, and Nardin Academy.

In addition to the elementary and secondary educational facilities in the Project Area, Buffalo State College is located immediately adjacent to the northern boundary of the ROC. Approximately 11,234 students, both full- and part-time, attend classes at Buffalo State College (BSC, 2010). In addition, both Canisius College and Medaille College are located approximately 2 miles east of the ROC.

4.8.4 Solid Waste Management

Medical waste generated by the BPC is stored in a secure location then picked up monthly or as needed by a licensed medical waste. Other on-site waste is disposed of through a contract with a private waste disposal service. Dumpsters are located around the BPC campus and a compactor for kitchen trash.

The refuse collection system in the City of Buffalo is administered by the Department of Public Works, Streets and Parks. Municipal solid waste is collected at curbside and deposited at one of two privately managed transfer stations facilities in the City. Non-recyclable waste is taken by private hauler to a waste-to-energy facility in Niagara County or deposited in a regional landfill facility. Generally, solid waste collection at large commercial and institutional establishments are provided by private contractors.

4.8.5 Parks and Recreation

A variety of parks, cultural, and recreational amenities are located within the immediate Project Area and include the components of the Buffalo Olmsted

4. Environmental Setting

Park and Parkway System, including Delaware Park, Hoyt Lake, Marcy Casino, Rose Garden, Japanese Garden and the Lincoln and Bidwell Parkways, which connect the Project Area to the mixed-use and walk-able Elmwood Avenue shopping district; Forest Lawn Cemetery; Scajaquada bike path; Albright Knox Art Gallery; Burchfield Penney Art Center; Buffalo and Erie County Historical Society; Buffalo Zoological Garden; the Darwin Martin House Complex and Visitors Center; and the Asarese-Matters Community Center.

4.9 Utilities

The ROC is located in a well-established urban setting and is served by or has access to all major utility facilities, including water, sewer, electric, and natural gas. While the provision of water and sewer is administered by public authorities, other utility service is provided by private companies. Descriptions of existing utility systems within the Project Area are provided below.

4.9.1 Water Supply

The existing water distribution system located at the ROC site is owned by the State of New York. This system ties into the City of Buffalo municipal water supply and distribution system which is operated by the Buffalo Water Board. The municipal water system has a daily capacity of approximately 160 million gallons per day. City daily consumption rates average about 75 million gallons per day (City of Buffalo Water Board, 2009). As indicated in **Figure 4.8-1**, the existing water distribution system is networked throughout the majority of the developed portions of the ROC.

4.9.2 Sewer

Sewer service is provided to the Project Area, and the City as a whole, by the Buffalo Sewer Authority (BSA). Almost 96 percent of the City's sewer system consists of combined sanitary and storm sewers. The City's daily treatment of wastewater averages roughly 160 million gallons per day, while the system's total treatment capacity is 180 million gallons per day (City of Buffalo Sewer Authority, 2009).

The existing on-site sewer and stormwater system is not owned, operated, or maintained by the BSA. As such, the BSA does not officially recognize the existing system and does not maintain information about the system. The existing on-site system is currently owned and maintained by New York State. **Figures 4.8-2** and **4.8-3** depicts the existing sanitary sewer and stormwater infrastructure within the ROC.

Beyond the Project Area, the existing off-site sanitary and stormwater systems run along Rockwell Road to the north and along Elmwood Avenue to the east. Both of these drain northerly into Scajaquada Creek. The off-site combined sewer system drains west along Forest Avenue and Bradley Street. Existing

4. Environmental Setting

stormwater overflow runs along Elmwood Avenue, Forest Avenue, and Rockwell Road to Scajaquada Creek. The existing off-site system is approximately 110 years old and was last repaired over 50 years ago (BSA, 2010).

4.9.3 Electric

Electrical service is provided to the Project Area by National Grid. Electrical facilities within the Project Area include underground lines that generally follow the perimeter of the ROC and the on-site roadway network, as depicted in **Figure 4.8-4**. In addition, the electrical system includes several manholes scattered throughout the site, and five electric utility boxes in the central portion of the site. The site is also serviced by over-head electric lines, primarily at the surface parking lot in the northwest corner of the ROC. Temporary electric service is provided to the ROC through a connection to the BPC.

4.9.4 Natural Gas

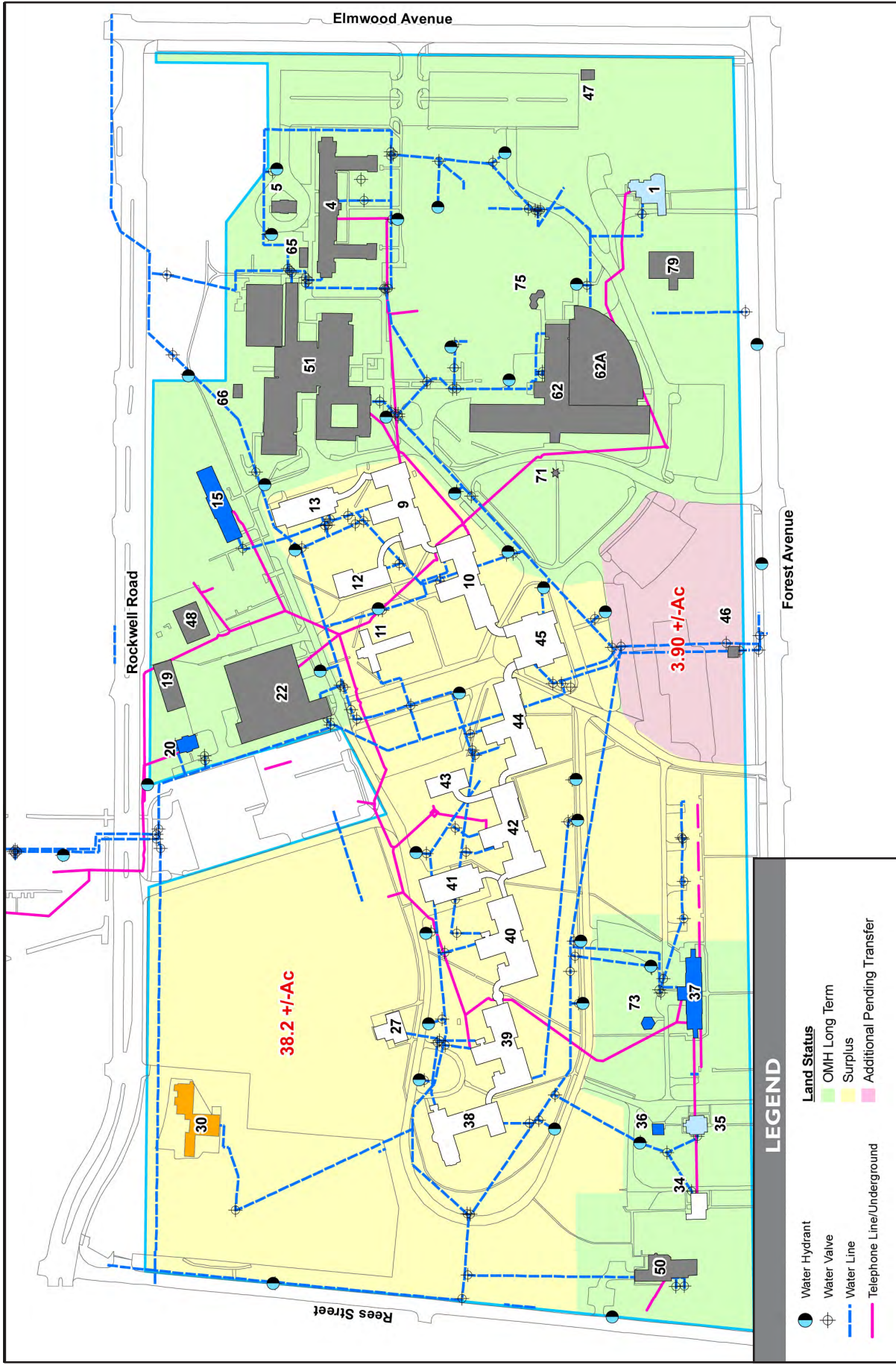
Natural gas is provided to the Project Area by National Fuel Gas Company. The gas is distributed to the site via connections from Forest Avenue, Rees Street, and Rockwell Road (see **Figure 4.8-5**). Evident in the same figure, the site contains steam lines that were used to distribute heat from a central heating source to various buildings within the ROC.

4.10 Air Quality

The air quality analysis of the proposed ROC Master Plan was conducted in accordance with the procedures outlined in the New York State Department of Transportation's (NYSDOT) *Environmental Procedures Manual (EPM)*. This document was used to determine whether the proposed project would result in violations of ambient air quality standards or health-related guideline values.

4.10.1 Relevant Air Pollutants for Analysis

Various air pollutants have been identified by USEPA as being of nationwide concern: carbon monoxide (CO); hydrocarbons (HC); nitrogen oxides (NO_x); photochemical oxidants; particulate matter (PM₁₀ and PM_{2.5}); sulfur oxides (SO_x); and lead (Pb). Ambient concentrations of CO, HC, and photochemical oxidants in and around the study area are predominantly influenced by motor vehicle activity, while NO_x emissions are from both mobile and stationary sources. Emissions of SO_x are associated mainly with stationary sources. Emissions of particulate matter are associated with stationary sources and, to a lesser extent, diesel-fueled mobile sources (heavy trucks and buses). Lead emissions, which historically were influenced principally by motor vehicle activity, have been substantially reduced due to the elimination of lead from gasoline.

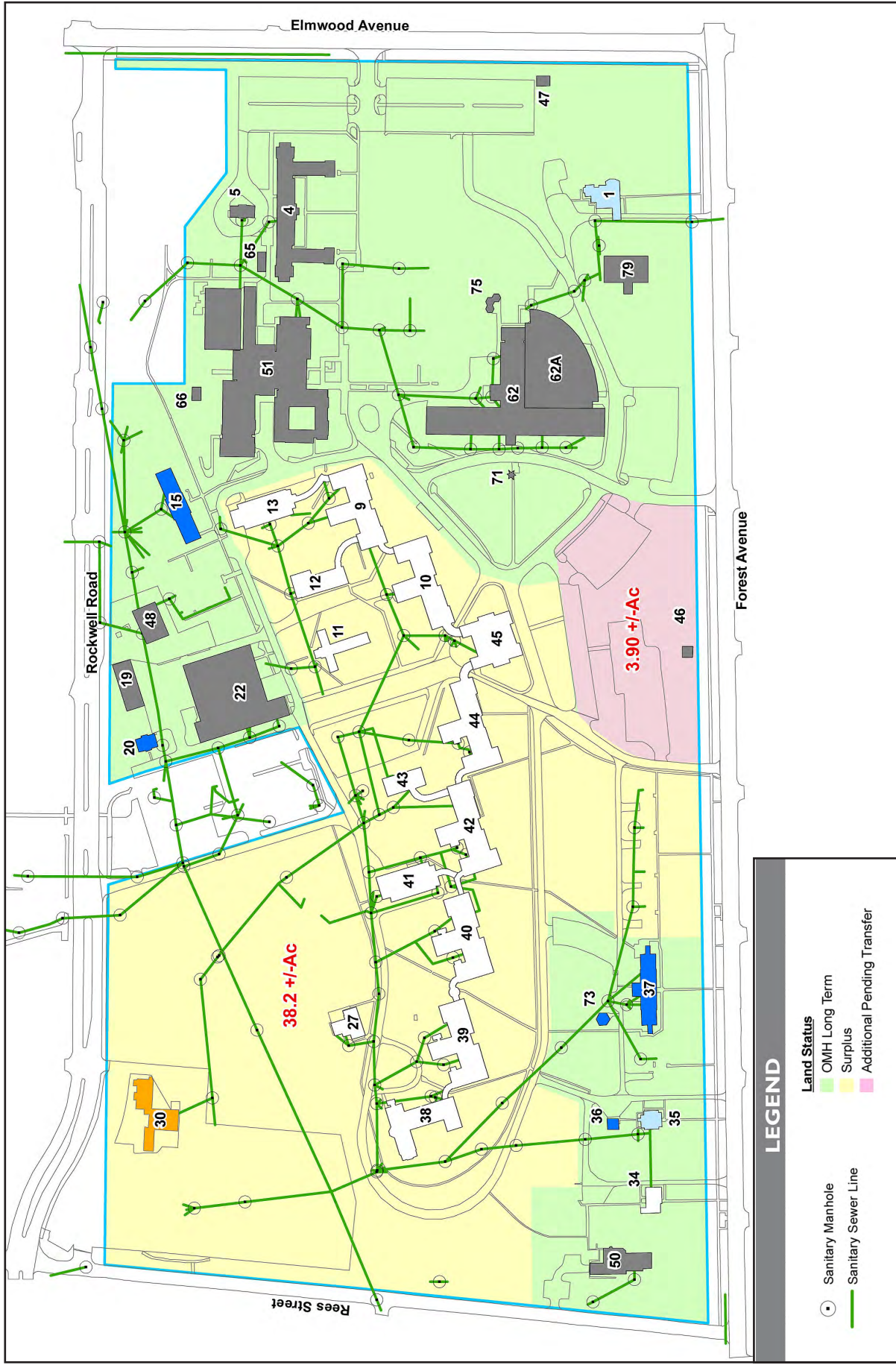


Source: NYS OMH 2009

Figure 4.8-1
 ROC Utilities - Water Supply Infrastructure
 Buffalo, New York

4. Environmental Setting

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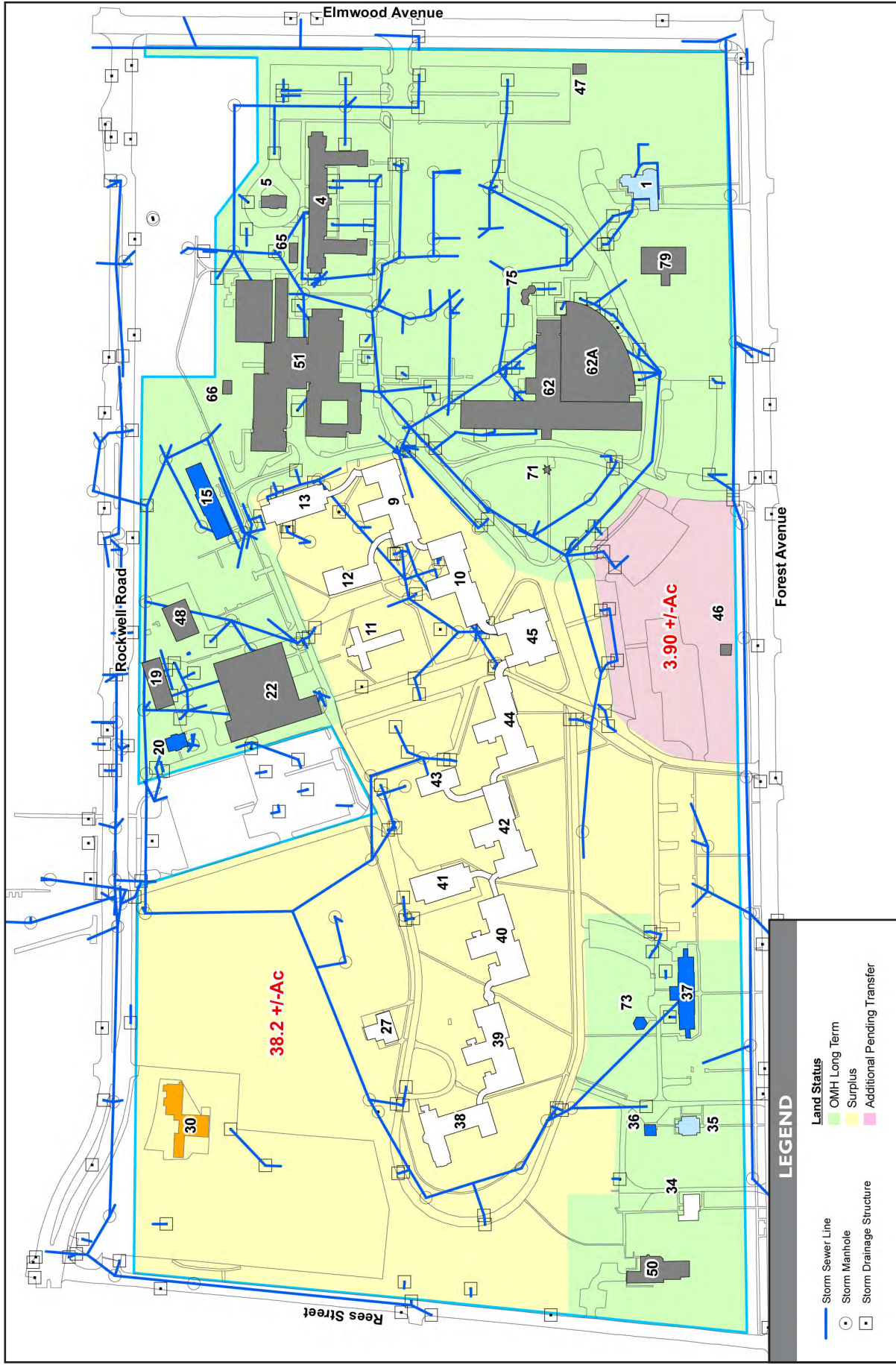


Source: NYS OMH 2009

Figure 4.8-2
 ROC Utilities - Sanitary Sewer Infrastructure
 Buffalo, New York

4. Environmental Setting

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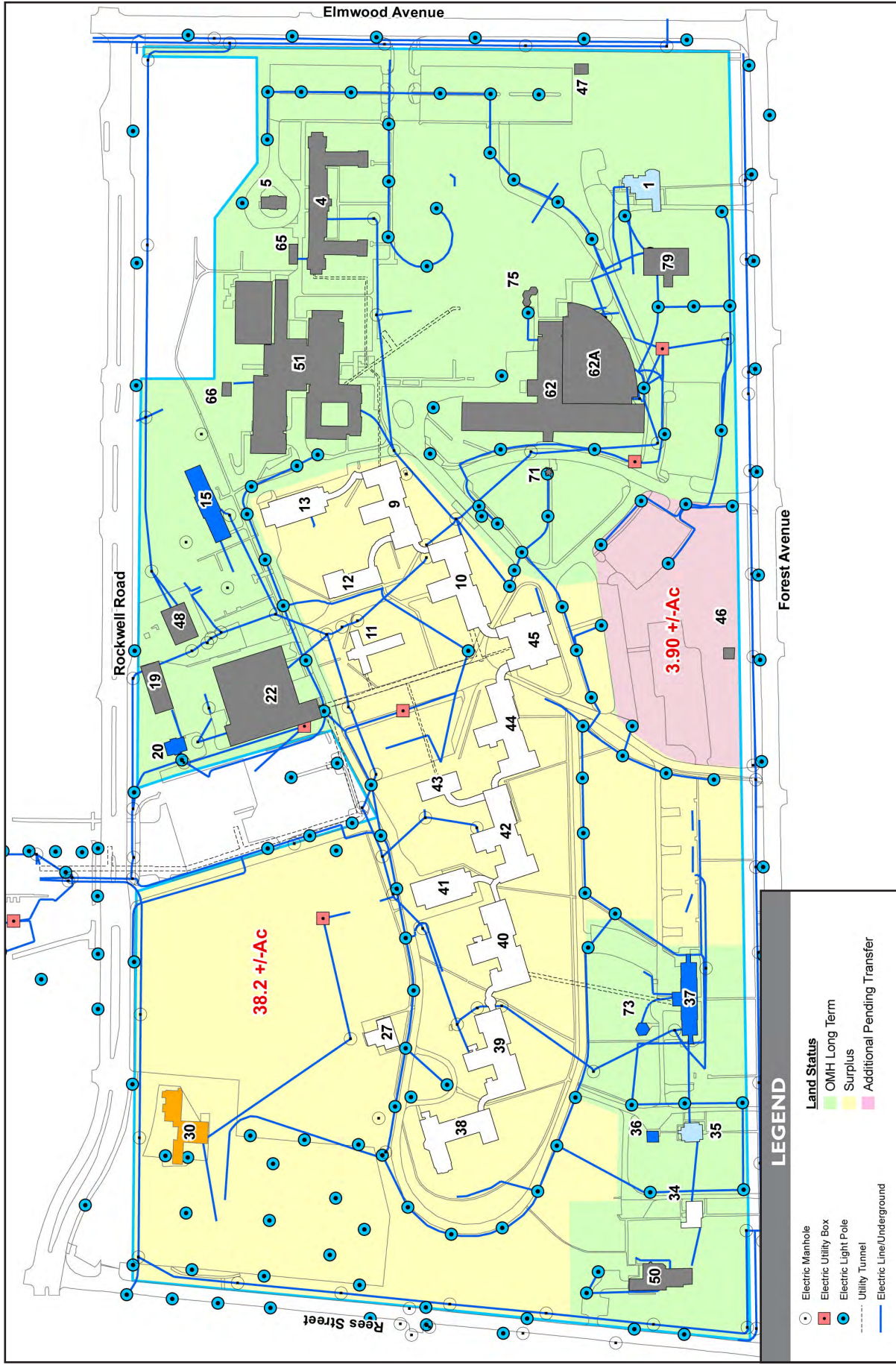


Source: NYS OMH 2009

Figure 4.8-3
 ROC Utilities - Storm Sewer Infrastructure
 Buffalo, New York

4. Environmental Setting

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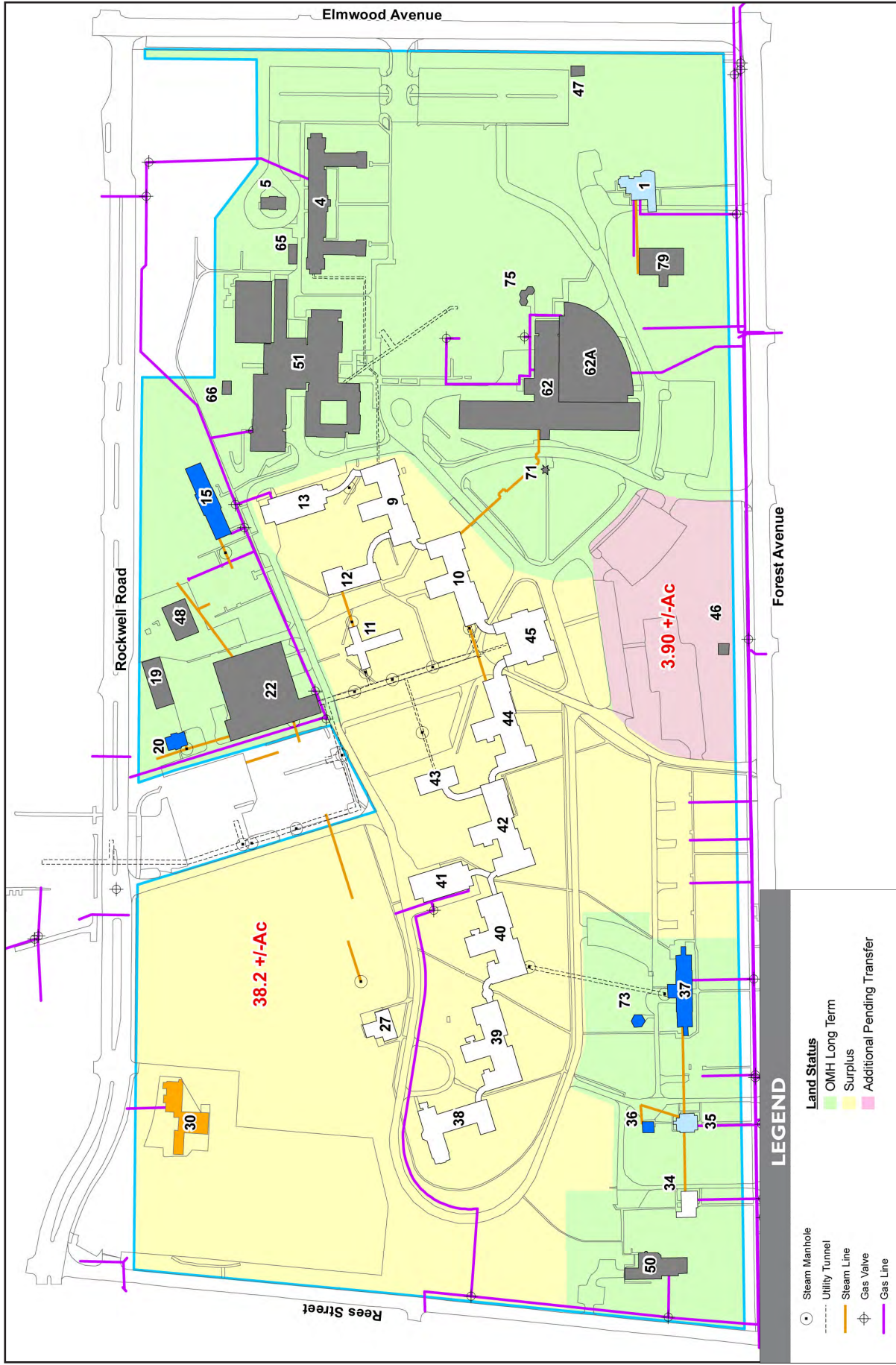


Source: NYS OMH 2009

Figure 4.8-4
 ROC Utilities - Electrical System Infrastructure
 Buffalo, New York

4. Environmental Setting

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Source: NYS OMH 2009

Figure 4.8-5
 ROC Utilities - Natural Gas Infrastructure
 Buffalo, New York

4. Environmental Setting

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4. Environmental Setting

4.10.2 National and State Ambient Air Quality Standards

National ambient air quality standards (NAAQS) are concentrations set for each of the criteria pollutants specified by USEPA that have been developed primarily to protect human health. The secondary goal is to protect the nation's welfare and account for the effect of air pollution on soil, water, vegetation and other aspects of general welfare. For the most part, New York has adopted the NAAQS as state ambient air quality standards. Timeframes, based on ways that these pollutants adversely affect health, have also been established. These standards, together with their health-related averaging periods, are presented in **Table 4.9-1**.

Table 4.9-1 National and New York Ambient Air Quality Standards

Pollutant	Averaging Period	National and NY State Standards	
		Primary	Secondary
Ozone	8 Hour	0.08 ppm (157 µg/m ³)	Same as Primary
Carbon Monoxide	8 Hour	9 ppm (10 mg/m ³)	Same as Primary
	1 Hour	35 ppm (40 mg/m ³)	Same as Primary
Nitrogen Dioxide	Annual Average	0.053 ppm (100 µg/m ³)	Same as Primary
Sulfur Dioxide	Annual Average	80 µg/m ³ (0.03 ppm)	—
	24 Hour	365 µg/m ³ (0.14 ppm)	—
	3 Hour	—	1,300 µg/m ³ (0.5 ppm)
Coarse Particulate Matter (PM ₁₀)	24 Hour	150 µg/m ³	Same as Primary
Fine Particulate Matter (PM _{2.5})	24 Hour	35 µg/m ³ (1)	Same as Primary
	Annual Neighborhood	15 µg/m ³	Same as Primary
Lead	Quarterly Average	1.5 µg/m ³	Same as Primary
	Rolling 3-Month Average	0.15 µg/m ³ (2)	Same as Primary

Source: U.S. Environmental Protection Agency and New York State Department of Environmental Conservation

Notes: EPA recently revised the lead standard on October 15, 2008. Federal standard for lead not yet officially adopted by NYS, but is currently being applied to determine compliance status.

ppm: parts per million

µg/m³: micrograms per cubic meter

4.10.3 Regulatory Setting and Compliance with Standards

The federal Clean Air Act (CAA) defines non-attainment areas as geographic regions that have been designated as not meeting one or more of the NAAQS listed in **Table 4.9-1**. The affected study area is currently designated as attainment for all criteria pollutants except for the 8-hour ozone standard. The CAA requires that a State Implementation Plan (SIP) be prepared for each non-attainment area, and a maintenance plan be prepared for each former non-

4. Environmental Setting

attainment area that subsequently demonstrated compliance with the standards. The SIP is a state's plan for how it will meet the NAAQS by the deadlines established by the CAA. EPA's Transportation Conformity Rule requires SIP conformity determinations on transportation plans, programs, and projects before they are approved or adopted. Conformity is defined as conformity to an implementation plan's purpose of eliminating or reducing the severity and number of violations of the NAAQS and achieving expeditious attainment of such standards. The Conformity Rule also establishes the process by which federal agencies determine conformance of proposed projects. Federal activities may not cause or contribute to new violations of air quality standards, exacerbate existing violations, or interfere with timely attainment or required interim emissions reductions towards attainment.

The Transportation Improvement Program (TIP) includes all federally funded transportation projects being considered for implementation in the next five-year period through September of 2012. The Greater Buffalo Niagara Regional Transportation Council (GBNRTC), in cooperation with the New York State Department of Transportation (NYSDOT), is responsible for selecting projects to be included in the TIP. The TIP is updated every other year to reflect those projects of highest priority based on need, local desires, long-range plan conformity and funding availability. The TIP is a priority listing of all federally funded transportation projects being considered for implementation during a five-year period. The currently approved begins October 1, 2007 through September 30, 2012 and includes highway, transit, bicycle, pedestrian, and demand management and air quality projects, as well as studies and programs within the Greater Buffalo-Niagara Region. The 2008–2012 TIP is consistent with the area's 2030 Transportation Plan (also known as a Long Range Transportation Plan or LRTP). The Plan was approved by the GBNRTC on June 20, 2007. USDOT conformity determination for the TIP and Plan were made on July 23, 2007.

Currently, the proposed ROC Master plan is not anticipated to receive federal transportation funds. The proposed project would involve expending State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan. As such, it has not been included in the 2008-2012 TIP prepared by GBNRTC and approved by USDOT, and therefore a project-level air quality conformity determination is not required.

4.10.4 Ambient Air Quality

Representative monitored ambient air quality data for the study area are shown in **Table 4.9-2**. Data were compiled by NYSDEC for 2009, the latest calendar year for which data are available. With the exception of the recently promulgated 8-hour ozone, monitored levels for the criteria pollutants do not exceed National and State ambient air quality standards in the Study Area.

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Table 4.9-2 Representative Pollutant Data (2009)

Pollutant	Location	Averaging Time	Value ^{1,2}	NAAQS
Carbon Monoxide	Buffalo	8 hour	1.1 ppm	9 ppm
		1 hour	1.5 ppm	35 ppm
Nitrogen Dioxide	Buffalo	Annual	0.014 ppm	0.053 ppm
Ozone	Amherst	8 hour	0.085 ppm*	0.075 ppm
Sulfur Dioxide	Buffalo	Annual	0.002 ppm	0.03 ppm
		24 hour	0.011 ppm	0.14 ppm
		3 hour	0.024 ppm	0.5 ppm
PM _{2.5}	Buffalo (F)	Annual	9.8 µg/m ³	15 µg/m ³
		24 hour	24.3 µg/m ³	35 µg/m ³
PM ₁₀	Niagara Falls	24 hour	48 µg/m ³	150 µg/m ³

Source: NYSDEC 2009 Annual Monitoring Report

Notes:

* Denotes an exceedance of an NAAQS. Not to exceed an average of 0.075 ppm during the last 3 years.

1. Values shown correspond to NAAQS time periods and standard definitions.

2. If data are available from more than one monitoring station in a county, the highest values are provided.

4.11 Noise

Noise levels on the ROC are typical of a medical/institutional facility. In addition, a large portion of the existing ROC, including the original Buffalo State Hospital, sits vacant and generates little to no noise. Existing noise levels in the vicinity of the ROC are typical of those normally associated with nearby land uses and the overall level of development in the surrounding area, which can be classified as low-density urban residential, institutional, and commercial. Noise within the Project Area is regulated by the City of Buffalo, City Charter, Chapter 293, Noise ordinance.

4.12 Physical and Ecological Resources

The ROC is situated in an urban area, and although the ROC is extensively landscaped, it is entirely man-made. There are no classified water bodies or state regulated freshwater wetlands in the ROC.

4.12.1 Topography

The ground plane is generally flat with subtle grades sloping downward from the Buffalo State Hospital buildings. Other topographical features include a few constructed berms at the north façade of the building, likely remaining from past surface excavation in the area. Fill has been placed throughout the ROC through various periods of development and construction, resulting in a nearly level terrain today. An important historical topographic feature is the grade level to the north and south of Building 45 with two sunken carriage drives. There is some limited erosion around the foundation of the Buffalo State Hospital buildings, particularly around the west edge of the women's wards. Erosion has also exposed portions of footings of iron fencing around the campus

4. Environmental Setting

(Heritage Landscapes 2008). A recreational field for BSC is just east of the parking lot in the northwest corner of the ROC.

4.12.2 Vegetation and Wildlife

Vegetation in the ROC consists primarily of trees, shrubs, and grasses that have been planted for landscaping purposes. The existing vegetation of the Olmsted and Vaux-designed grounds is valuable in terms of the historical landscaping techniques used and the cultural character it conveys, rather than as a pristine, untouched representation of natural species.

The *Richardson Olmsted Complex Cultural Landscape Report* (Heritage Landscapes 2008) performed a complete inventory of trees in the ROC. The report found 52 species of trees and 17 different species of shrubs present. Dominant species include maple, with Norway maple (*Acer platanoides*) comprising more than half of the existing maple trees. Red maple (*Acer rubrum*) and sugar maple (*Acer saccharum*) are also prominent species. Pine is the second most abundant species, particularly Austrian pine (*Pinus nigra*) and Eastern white pine. A number of spruce trees (*Picea species*) are present as well. In general, the trees are well established, although the health of many trees has been compromised over time and by recent severe winter storms and most of the older trees are in decline (Heritage Landscapes, October 2008). In the southern portion of the ROC, given the lack of any substantial replanting over that last century, the number of trees has been reduced from over 2,000 trees and shrubs in 1879, to just 1,100 trees today. More than half of the remaining trees in the southern portion of the ROC are in poor/failing condition, leaving approximately 250 good to fair existing deciduous trees (RCC, 2009).

While landscaped and open space areas comprise the bulk of the ROC, paved areas for surface parking (totaling 1,400 parking spaces) and driveways are also present on the site including a 558-space parking lot in the northwest corner of the ROC utilized by BSC.

A cursory review of the ROC indicates that there are no special habitats or breeding areas for certain protected species of plants or animals. The ROC is not located in or near a designated Critical Environmental Area. In addition, the Project does not involve work in, or adjacent to, a wildlife or waterfowl refuge. The ROC currently consists of buildings/structures, paved asphalt driveways and surface parking lots, and man-made landscaped areas and does not provide habitat to support rare or endangered species of plants or animals. The ROC is located within a heavily developed portion of north Buffalo. This area has been significantly altered over the years by development activities, including paving, excavations, demolition, and construction activities. As such, little, if any, native vegetation is present at the ROC and possesses low-quality wildlife habitat due to its developed urban nature. However, small mammals such as mice, squirrels,

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raccoons, bats, and rabbits have been witnessed at the ROC. In addition, a variety of non-endangered and non-protected bird species are known to occur at the ROC. While not documented, occurrences of the red-tail hawk (*Buteo jamaicensis*) have been sighted in the vicinity of the Project Area. The red-tail hawk is neither a protected or threatened species in New York State.

Verification of the presence of rare or state-listed animals and plants, significant natural communities and other significant habitats was requested from the New York State Natural Heritage Program. A review of the New York Natural Heritage Program database found “no records of rare or state-listed animals or plants, significant natural communities, or other significant habitats” either at the ROC or its immediate vicinity (NYSDEC, 2010).

4.12.3 Water Resources

No wetlands are present within the ROC; and the ROC is not within 100 feet of a wetland. The ROC is outside the coastal zone, outside of the 100-year flood line, and more than 100 feet from bank of river. The Scajaquada Creek defined the northern boundary of the historical asylum complex, but lands north of Rockwell Road are no longer part of the ROC and are also separated by the Scajaquada Expressway (Heritage Landscapes 2008).

There are currently no natural or man-made water features in the ROC, although historically a pond was formerly located along the east edge of the site, south of the former Elmwood Building. The site of this historic water feature is located on property owned by BSC and has since been filled in and developed. Surface flows from parking lots and other paved surfaces result in some ponding in low-lying areas of the ROC after storm events (Heritage Landscapes 2008).

5

Environmental Impacts

This section evaluates the potential direct, indirect, short-term, and long-term impacts on the human and natural environments resulting from the implementation of the Project. Proposed mitigation measures to minimize or avoid adverse impacts are also discussed for each of the resources evaluated in this section. As previously mentioned, this EGEIS addresses impacts based on the full build-out of the ROC Master Plan and assumptions made regarding foreseeable reuse of the property.

As previously mentioned in **Chapter 1**, the ROC Master Plan is being assessed under a GEIS given the conceptual nature of the Project. As such, the assessments made in this chapter are “generic”—based upon a future reuse/redevelopment scenario (see **Chapter 3**).

Potential environmental impacts are identified, where applicable, according to their significance (likelihood, scale, importance, and timeframe) and on the following considerations:

- The degree to which the proposed action affects public health or safety;
- Unique characteristics of the geographic area;
- The degree to which the effects on the quality of the human environment are likely to be highly controversial;
- The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration;
- The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed in or eligible for listing in the S/NRHP or may cause loss or destruction of significant scientific, cultural, or historical resources;
- The degree to which the action may adversely affect an endangered or threatened species or its habitat that has been determined to be critical;
- Whether the action threatens a violation of federal, state, or local law or requirements imposed for the protection of the environment; and
- Whether implementation of components of the Project would require subsequent reviews, public comment, permitting or consultation.

5. Environmental Impacts

In addition, an evaluation of the potential cumulative impacts resulting from the Project, when added to other past, present, and reasonably foreseeable future actions, is presented in **Chapter 6**.

5.1 Cultural/Historic Resources

Impacts to cultural resources can result from activities that result in either direct or indirect effects on a resource. Direct effects involve a physical change to a historic resource, such as removal, demolition, damage, or alteration of the resource. Indirect or contextual effects involve a change to the setting within which the resource is viewed, such as changes in the scale or pattern of surrounding development which affect the context or visual prominence of a resource. A significant impact would typically occur when the effects from a proposed activity would either directly or indirectly compromise or diminish the characteristics that make a resource eligible for listing on the S/NRHP, including the integrity of the resource's location, design, setting, materials, workmanship, feeling, or association.

5.1.1 The Project

Historic Properties/Architectural Resources

The ROC Master Plan calls for the stabilization and complete reuse of the historic Buffalo State Hospital buildings, rehabilitation of portions of the ROC grounds, and the addition of new development in the northwest corner of the ROC. The primary focus is the rehabilitation and reoccupation of the historic structures and site including the reuse of the Buffalo State Hospital buildings for a mix of uses.

Implementation of the ROC Master Plan would not result in significantly adverse impacts to properties included in or eligible for listing in the S/NRHP (i.e., Buffalo State Hospital buildings). Importantly, the implementation of the first three phases of the ROC Master Plan, including the Core Project, Expanded Core Project, and Full Reuse of All Historically Significant Structures, would be expected to have a beneficial impact on the historic Buffalo State Hospital buildings. These three phases would include the stabilization, redevelopment, and reuse of these currently vacant and underutilized buildings and surrounding grounds. It would also include components that would increase the level of access and interpretation of the ROC's resources (e.g., Architecture Center and Visitor Center).

Importantly, the ROC Master Plan would rehabilitate the "South Lawn." Viewed as the most neglected aspect of the historic landscape, the plan places priority on the stabilization and rehabilitation of the lawn between Building 45 and its historic approach from Forest Avenue. Rehabilitation of the South Lawn would result in the removal of the invasive circulation and parking patterns that have eroded the continuity of the space over time.

5. Environmental Impacts

The ROC Master Plan also proposes constructing a structure at the north side of Building 45 that would serve as a new visitor entrance to the ROC. While specific details of this addition are not known at this time, it is proposed that the addition would be located at the northern/rear elevation of Building 45. The “preferred addition alternative” would comprise a multi-story structure, possibly glass, and would serve as the main entry point to the ROC. This portion of Building 45 has previously undergone “non-significant” alterations and would potentially have a less significant impact than being constructed at the southern and more architecturally detailed side of Building 45 (RCC, 2009). The addition to Building 45 is intended to provide vertical circulation and space for modern public accommodations (e.g., restrooms, elevators, ADA compliance, etc.). The involvement of the OPRHP, as an RCC Board member, has been invaluable in progressing conceptual design for this Project component. Future consultation with OPRHP and site plan approval by the City Planning Board will be required as the design advances in the future.



1927 rear addition to Building 45

(Source: Goody Clancy, 2009)

Implementation of the proposed Development Landholding phase could result in impacts to Building 30 (Wagon Shed) and visual impacts on the adjacent S/NRHP-listed historic properties and landscape. Building 30 is located in the northwest corner of the ROC property. This structure is currently used as a SUNY storage facility, but it is a contributing element of the Buffalo State Hospital’s NHL designation. New development in this area, as proposed under the Development Landholding phase, would have the potential to adversely impact this historic resource. While the ROC Master Plan does not identify a proposed future use for this structure, the RCC will need to consult with the OPRHP and consider possible impacts on Building 30 when refining development plans for the northwest corner and implementing the Development Landholding phase of the Project.

5. Environmental Impacts



Building 30 – Wagon Shed

(Source: Goody Clancy, 2009)

In addition, construction of the proposed Development Landholding phase would introduce structures into a portion of the ROC, the far northwest corner, which has remained largely undeveloped throughout its history. More recently, this portion of the ROC has been partially composed of maintenance buildings, recreation fields and open space, and surface parking. As identified in the ROC Master Plan, the maintenance buildings are particularly problematic as they are impediments to the expansive views of the Buffalo State Hospital buildings from Rockwell Road, and present programmatic incongruities with reuse options that are public in nature (RCC, 2009). It is assumed that the replacement of these structures with new development would also result in some of the same visual impacts.

No uses or associated design guidelines have been specifically identified for the Development Landholding phase at this time. The ROC Master Plan identifies that any development in this area will be used to enhance and complement the adjoining historic hospital buildings (RCC, 2009). New development will be compatible with the ROC Master Plan, have a strong emphasis on green space with the built form dense and urban. Additionally, any potential development in this area will be designed to continue the existing land use ratios to provide major landscaped open space, and complement the historic buildings in form and use. However, priority for development is still to utilize the historic buildings first.

The redevelopment of the ROC will be completed in accordance with federal and state historic preservation standards, using the Secretary of the Interior's *Standards for the Treatment of Historic Properties, Historic Structures Report, the*

5. Environmental Impacts

Richardson Olmsted Complex, Buffalo, NY and Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY as guidance (NPS, 2010b; Goody and Clancy, 2008; Heritage Landscapes 2008).

Consultation with OPRHP will be required after specific design and construction details are identified to make a determination if the implementation of the ROC Master Plan would result in a significant impact to the S/NRHP-listed historic properties and grounds. Specifically, in accordance with Section 14.09 of the NYS Historic Preservation Law, detailed measures to avoid, reduce, or mitigate any direct or indirect impacts on cultural resources and any adverse effects on historic properties will be developed, as necessary, as part of the consultation with the OPRHP. In fact, given the importance of the ROC, dialogue between the RCC and OPRHP historic review staff is already established, as the OPRHP has maintained a close relationship with RCC efforts to date and participates on the RCC board.

Additionally, local reviews and approvals by the City of Buffalo will be required to allow for such future development (e.g., site rezoning, site plan review, and utility connections).

Archaeological Resources

The implementation of the ROC Master Plan would have the potential to impact archaeological resources, specifically in the northwest corner of the ROC where the Development Landholding phase would occur. This phase includes the potential for up to 400,000 GSF of new development in the “Northern Lands” portion of the ROC, which is currently used partially as recreational fields/open space and surface parking. Of note, no programs or specific users have been identified for this phase of development (RCC 2009). The Northern Lands have historically remained mostly undeveloped and includes a portion of the original hospitals farmlands. As identified in **Section 4.1**, there is the potential that the ROC may contain archaeological resources. As stated by the OPRHP, due to the relationship of the site to the Scajaquada Creek, and the potential for Native American resources, the entire area has been determined archeologically sensitive (Adams 2008).

Implementation of the first three phases of the ROC Master Plan, including the Core Project, Expanded Core Project, and Full Reuse of All Historically Significant Structures, would not be expected to have a significant adverse impact on archaeological resources. These phases would include the reuse of the existing historic structures of the ROC and would not be expected to include significant excavations or the construction of new buildings or structures, minimizing the likelihood of impacting any potential archaeological resources. There is the potential for archaeological impacts during ground disturbing

5. Environmental Impacts

activities associated with the utilities, vehicle and pedestrian driveway, and parking area reconfiguration components of the Project.

Implementation of the ROC Master Plan will require further consultation with OPRHP regarding archaeological resources and additional investigations may be required prior to the start of any future work. In addition, any excavation or other type of ground disturbing activity will require a Phase 1B or other type of excavation-directed investigation in the location of that action to determine the potential extent of archeological resources and appropriate avoidance or treatment plans (Adams 2008).

Mitigation

In order to avoid, minimize or mitigate any potential impacts to cultural resources from the implementation of the Project, ESDC will enter into a Letter of Resolution (LOR) with OPRHP in accordance with the provisions of Section 14.09 of the NYS Historic Preservation Act. The LOR will stipulate that ESDC will ensure the RCC (as a pre-requisite to drawing down State funds programmed for the Core Project) will continue to undertake various consultation, investigations, and stakeholder involvement activities and the Project moves forward toward final design and implementation. Based upon comments received during the public review period on the DGEIS (see **Appendix G**), and ongoing consultation to date the LOR will include programmatic provisions for efforts under the Core project. These would include, but would not be limited to:

- OPRHP and key stakeholder review/coordination on the final design and alignment of the proposed internal drive known as the "East-West Address Road" and rehabilitation of the "South Lawn"/South entry and their relationship with the overall rehabilitation of the ROC;
- OPRHP and stakeholder review/coordination on the final design of the proposed addition to the north side of Building 45 as an additional visitor entrance;
- OPRHP design review of stabilization/rehabilitation drawings at various stages in the design process (i.e., schematic design, design development, contract documents, etc.); and
- Provisions/protocols related to required archaeological investigations associated with excavations in undisturbed areas of the ROC and related consultation with OPRHP's archaeology division.

To facilitate certain processes and consultation efforts, RCC will establish a historic stakeholder committee, drawing from representatives of standing committees involved in ROC planning efforts to date, to assist RCC in ensuring that final designs for various Core Project components are consistent with the intents and purposes of the Secretary of Interior Standards, as well as the ROC

5. Environmental Impacts

Master Plan, the ROC Cultural Landscape Report, and the ROC Historic Structures Report.

5.1.2 No-Build Alternative

Under the No-Build Alternative, the historic buildings and grounds of the ROC would be retained by NYS and no transfer of surplus lands would occur. No reuse or redevelopment of the historic Buffalo State Hospital, its grounds, or new development in the northern parcels would occur under this alternative. The historic Buffalo State Hospital buildings would be left vacant and underutilized. Under the No-Build Alternative, no building stabilization work would be implemented beyond that which is currently under way. As a result, it is anticipated that the buildings and site would further deteriorate.

The No-Build Alternative would not result in any impacts to archaeological resources within the Project Area.

5.2 Visual Resources

5.2.1 The Project

The Project would include the stabilization and complete reuse of the historic Buffalo State Hospital buildings, rehabilitation of portions of the ROC grounds, and the addition of new development in the northwest corner of the ROC. The focus of all proposed actions is the rehabilitation and reoccupation of the historic structures and site including the reuse of the Buffalo State Hospital buildings for a mix of uses.

Implementation of the ROC Master Plan would not adversely impact visual resources at the ROC, including the historic Buffalo State Hospital Buildings and grounds. Importantly, the implementation of the first three phases of the ROC Master Plan, including the Core Project, Expanded Core Project, and Full Reuse of All Historically Significant Structures, would be expected to have a beneficial impact. These beneficial impacts would include the reuse of these currently vacant and underutilized buildings; stabilization and rehabilitation of the deteriorated and remaining Olmsted and Vaux-designed grounds, and the reconfiguration of the existing on-site circulation and parking system. The objective would be to preserve the character of Olmsted and Vaux's original vision while providing a landscape design for today's needs (i.e., parking, circulation, ADA compliance, active psychiatric center, and other services) and to accommodate additional uses in the future by enhancing the existing historic views throughout the site, including significant views to the site, views to the towers, and the visual entry sequence. Short-term, minor impacts on the visual environment would occur during construction activities due to the use of various types of construction equipment (e.g., bulldozer, backhoe, etc.).

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The Project would, through specific redevelopment activities, improve the historic spatial organization, views, and patterns; reinstate specific features to enhance historic character; bolster historic character where practical and achievable; and adapt the property to future needs and resources. The Project also includes basic preservation interventions such as stabilization and repair of deteriorating remaining landscape features, such as the iron perimeter fence, stone piers, and vegetation management of existing trees. The implementation of the ROC Master Plan would not preclude the selected preservation, restoration, or reconstruction of lost or partially remaining individual features within the landscape.

Implementation of the proposed Development Landholding phase could result in visual impacts on the adjacent S/NRHP-listed historic properties and landscape. Specifically, construction of the proposed Development Landholding phase would introduce up to 400,000 GSF of new building space into a portion of the ROC that have remained largely undeveloped throughout its history. More recently, this portion of the ROC has been partially composed of maintenance buildings, recreation fields and open space, and surface parking. As identified in the ROC Master Plan, the maintenance buildings are particularly problematic as they are impediments to the expansive views of the Buffalo State Hospital buildings from Rockwell Road, and present programmatic incongruities with reuse options that are public in nature (RCC, 2009). It is assumed that the replacement of these structures with new development could also result in some of the same visual impacts.

No uses or design guidelines have been identified for the Development Landholding phase at this time. The ROC Master Plan states that any development in this area will be used to enhance and complement the adjoining historic hospital buildings (RCC 2009). New development will be compatible with the ROC Master Plan, have a strong emphasis on green space with the built form dense and urban. Additionally, any potential development in this area will be designed to continue the existing land use ratios to provide major landscaped open space, and complement the historic buildings in form and use.

In addition, the ROC Master Plan also proposes constructing a structure at the north side of Building 45 that would serve as a new visitor entrance to the ROC and include space for modern public accommodations (e.g., ADA compliance, elevators, restrooms, etc.). While specific details of this addition are not known at this time, it is proposed that the addition would be located at the northern/rear elevation of Building 45. The "preferred addition alternative" would comprise a multi-story structure, possibly glass, and would serve as the main entry point to the ROC. The addition would change the existing form of the north side of Building 45 and result in an impact to the existing character

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and views of the structure. See **Section 3.2.1.4** for a conceptual representation of the proposed central entrance addition to Building 45.

To mitigate any potential visual impact (e.g., Development Landholding phase, addition to Building 45, etc.), the redevelopment of the ROC will be completed in accordance with federal and state historic preservation standards, using the Secretary of the Interior's *Standards for the Treatment of Historic Properties, Historic Structures Report, the Richardson Olmsted Complex, Buffalo, NY* and *Cultural Landscape Report, the Richardson Olmsted Complex, Buffalo, NY* as guidance (NPS 2010b, Goody and Clancy 2008, Heritage Landscapes 2008).

The RCC will consult the OPRHP after specific design and construction details are identified to make a determination if the implementation of the ROC Master Plan would result in a significant adverse impact to the S/NRHP-listed historic properties and grounds. Specifically, in accordance with Section 14.09 of the NYS Historic Preservation Law, detailed measures to avoid, reduce, or mitigate any direct or indirect impacts on cultural resources and any adverse effects on historic properties will be developed, as necessary, as part of the consultation with the OPRHP. In fact, given the importance of the ROC, dialogue between the RCC and OPRHP historic review staff is already established, as the OPRHP has maintained a close relationship with RCC efforts to date and participate on the RCC board.

Additionally, local reviews and approvals by the City of Buffalo will be required to permit the envisioned future development program (e.g., site rezoning, site plan review, supplemental environmental studies).

Landscape Units

The Project identifies the following actions, which would result in the following changes to the visual character of the ROC site and previously identified Landscape Units (see **Section 4.2**). Of note, detailed circulation system, parking areas, and landscape plans have not yet been developed. The following descriptions are derived from the ROC Master Plan and are considered conceptual. The RCC will be required to consult with the OPRHP and consider and mitigate potential impacts to visual resources as final designs and plans are developed.

Site-Wide Changes

As previously stated, implementation of the Project including the redevelopment of the historic Buffalo State Hospital buildings, rehabilitation of the Olmsted and Vaux design grounds, reconfiguration of the existing circulation and parking system would result in beneficial impacts including rehabilitating remaining historic features, the historical character, spatial organization, and visual relationships of the site. Key changes that would impact the visual resources of the ROC site include:

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- Create a new identity for the ROC through the reuse of existing structures as a mixed-use development with the towers of Building 45 serving as the center of redevelopment.
- Strengthen the connection between the ROC and the Buffalo Olmsted Park and Parkway System through new pedestrian and vehicle connections, open space interventions and public art infrastructure.
- Rationalize the site to create a more cohesive site and reduce perceived divisions in the property (e.g., active BPC operations vs. historic Buffalo State Hospital buildings).
- Re-established a pervasive canopy of trees to subsume structures into a unified park setting.
- Preserve and enhance historic views of the towers, open spaces, and entry sequences.

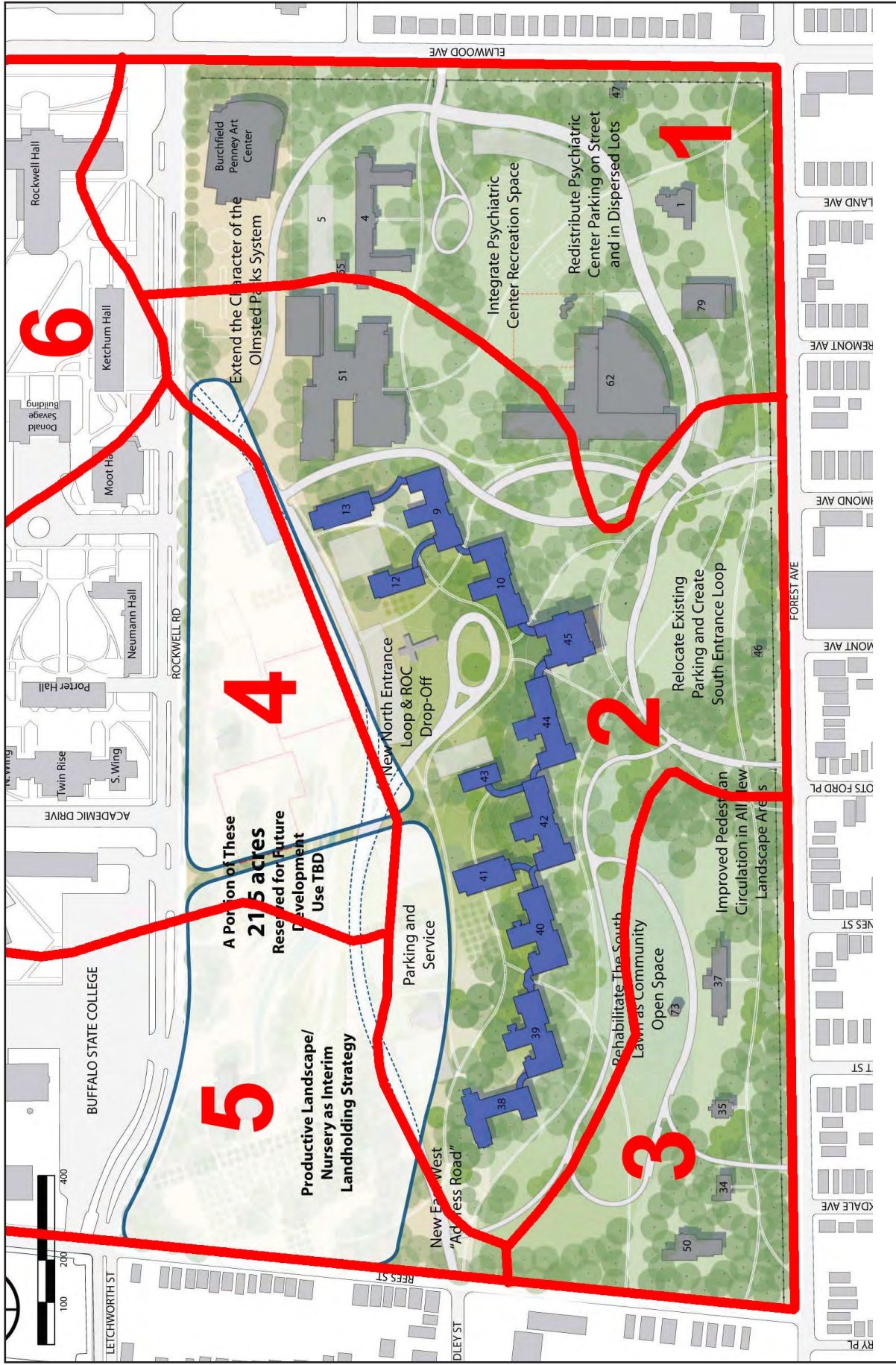
The on-site vehicular and pedestrian circulation system and parking areas would be reconfigured and a unified and coherent vehicular circulation system would be established on the site. While not specifically planned or detailed, parking would be visually subordinate to the landscape by employing a strategy of well landscaped, dispersed surface parking lots and parallel parking along drives. Importantly, existing surface parking lots would be removed and relocated away from the South Lawn.

Landscape Unit 1: Elmwood and Forest Avenues Park Landscape

Landscape improvements would be made within the southeast corner of the ROC and along Elmwood and Forest Avenues (see **Figure 5.2-1**). These improvements would reinstate the former dense canopy of trees and shrubs which historically shield views of the site from traffic along Elmwood Avenue. The Project would also integrate the BPC recreation space and grounds into the entire ROC and redistribute parking on-street and in dispersed on-site parking areas. Landscape Unit 1 would also experience changes to its circulation system, which would be integrated with the site-wide vehicle and pedestrian system. In addition, the Project includes a driveway and loop road. Of note, the northern portion of Landscape Unit 1 includes the Burchfield Penney Art Center and BSC property. The RCC does not own or control the use of this land.

Landscape Unit 2: Complex Entrance and Main Building Landscape

The Project includes the construction of a new east-west internal drive (i.e., East-West Address Road) and new arrival loop that would provide northern access to the Buffalo State Hospital buildings. In addition, an addition is proposed to the north side of Building 45. These changes would essentially re-orientate Building 45 so that the existing backside (north side) of the building becomes the front or entrance to the ROC. This would accomplish the following:



Source: Modified from RCC 2009

Figure 5.2-1
 ROC Master Plan and Landscape Units
 Buffalo, New York

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- Rehabilitate the full bucolic character of the South Lawn.
- Allow for a greater intensity of use and access to the complex from the north without diminishing the importance of the historic south entrance.
- Diminish the visual presence of the modern Strozzi Building when entering from the north.

The south entrance to Building 45 would remain a ceremonial point of entry, complemented by a new vehicular entrance loop along Forest Avenue and pedestrian paths on the South Lawn, reminiscent of the historical alignment intended by Olmsted and Vaux.

Landscape improvements would reinstate the former canopy of trees, both along Forest Avenue and surrounding the buildings of the Buffalo State Hospital, and the reconfiguration of on-site vehicle and pedestrian paths to create a unified on-site circulation system. The intent would be to create spaces with views under the tree canopy, which would frame the surrounding architecture and views to the towers of the Building 45. These open spaces would contribute to the unique character of the ROC and would recapture lost historic character through the removal of parking lots and other contemporary features.

Landscape Unit 3: Rees Street and Forest Avenue

The Project would include activities to stabilize and rehabilitate the South Lawn, including the reconfiguration of the existing circulation and parking areas and reinstating the historic southern loop road. Plantings would be focused along Forest Avenue and Rees Street, shielding views of the ROC from the street and framing public open space behind Building 37.

Views throughout the area would vary, focusing on the towers of Building 45 to the east and the surrounding neighborhood and streetscape to the west. The more pastoral character of the east section of Unit 3 would be preserved. Implementation of the proposed landscape would create a unified pastoral park along the southwestern edge of the ROC (i.e., Forest Avenue).

Landscape Unit 4: Service Area and Landscape Unit 5: Former Farmland

The Project, specifically the implementation of the Development Landholding phase, would result in the relocation of the existing BPC and BSC maintenance facilities and the construction of up to 400,000 GSF of new building space in Landscape Units 4 and 5. The development of this portion of the ROC would change the built environment of Unit 5, by introducing new structures and land uses into the far northwest portion of the ROC, which has remained largely undeveloped throughout its history. Furthermore, the BSC and BPC maintenance facilities are located within Unit 4. As identified in the ROC Master Plan, these maintenance facilities interrupt and block the viewshed and arrival

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sequence to Building 45 and are identified to be relocated. Relocating the maintenance facilities would also allow the creation of a front lawn for the new functional north entrance. In addition, it has been identified that the permanent presence of these two buildings and uses constitutes an obstacle to the reuse potential of the ROC (RCC 2009). Unit 4 is identified for the development of new construction after the relocation of the maintenance facilities. At the same time, it would be expected that new development within this same area would also result in blocking the viewshed and arrival sequence to Building 45, therefore, negating the potential benefit of relocating the maintenance facilities; however, the creation of a front lawn space would still be a benefit of relocation.

Although vistas from and to the Richardson complex would be enhanced if the maintenance facilities were not present, it is not anticipated that there will be any change in the location, appearance, or use of the maintenance facilities until and unless the BSC, BPC and OMH agree to such a change. The Core Project will not involve any expenditure of State funds administered by ESDC or any effort to effectuate any changes in the maintenance facility.

Development in both Units 4 and 5 has the potential to adversely impact visual resource at the ROC, including obstructing views of the historic Buffalo State Hospital buildings from the north-end of Rees Street and Rockwell Road. As identified in the ROC Master Plan, the visibility of Building 45 and its towers from Rockwell Road provides the most appealing views of the complex, and its setback from Rockwell creates a unique opportunity to provide a striking arrival sequence when arriving by foot or by vehicle (RCC 2009).

At this time, no detailed development plans or specific design guidelines have been approved for new construction on the ROC site. The ROC Master Plan states that any new development would be compatible with the master plan and have a strong emphasis on green space with the built form approximating the existing campus in density and urban character. It would also continue the existing land use ratios to provide major landscaped open space, and complement the historic buildings in form and use.

Regardless, the RCC will be required to develop, in consultation with OPRHP, detailed design guidelines that preserve the historic character of the ROC and important viewsheds before any new construction could begin. In addition, consultation with the OPRHP will be required after specific design and construction details are identified to make a determination if new development within Units 4 and 5 would result in a significant impact to the S/NRHP-listed historic properties and grounds. In accordance with Section 14.09 of the NYS Historic Preservation Law, detailed measures to avoid, reduce, or mitigate any direct or indirect impacts on cultural resources and any adverse effects on

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historic properties will also be developed, as necessary, as part of the consultation with the OPRHP.

Landscape Unit 6: Former Elmwood Complex Landscape

This landscape unit is located outside the property boundaries of the ROC and includes land owned by BSC. No changes to these lands are proposed under the ROC Master Plan. Therefore, no visual impact would occur.

5.2.2 No-Build Alternative

Under the No-Build Alternative, the historic buildings and grounds of the ROC would be retained by NYS and no transfer of surplus lands would occur. No reuse or redevelopment of the historic Buffalo State Hospital, its grounds, or new development in the northern parcels would occur under this alternative. The historic Buffalo State Hospital buildings would be left vacant and underutilized. No stabilization work would be implemented beyond that which is currently underway. As a result, the visual environment, both buildings and landscape, is anticipated to further deteriorate, negatively impacting the surrounding neighborhoods.

5.3 Land Use and Development Policies

This section summarizes the potential land use impacts resulting from the implementation of the ROC Master Plan and the No-Build Alternative. It includes an examination of site-specific land use and zoning, local zoning and land use plans, and impacts on surrounding land use and zoning. The study area includes the ROC and the land immediately adjacent to it.

5.3.1 The Project

ROC Land Use

Approximately 42 acres of the ROC site have been designated as “surplus” property by OMH, and are available for redevelopment. Implementation of the ROC Master Plan would result in the stabilization, redevelopment, and reuse of approximately 480,000 GSF of currently vacant building space located within the historic Buffalo State Hospital and the construction of up to 400,000 GSF of new building space at the ROC. The build-out would include a mix of land uses and activities including an architectural center, visitor center, boutique hotel, conference space, arts- and academic-related space, potential condominium-style development, and other commercial use. The plan would also include landscape improvements to the historically significant Olmsted and Vaux-designed ROC grounds and other site improvements such as new internal circulation roads and walkways, parking, and improved public access to the site. The remaining ±49 acres of the site are expected to be retained by the current owner.

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Implementation of the ROC Master Plan would result in the following key land use changes:

- Stabilization, redevelopment, and reuse of the historic Buffalo State Hospital buildings (480,000 GSF);
- Construction of up to 400,000 GSF of new building space;
- Addition of a new entry structure to Building 45;
- Relocation of the BPC and BSC maintenance buildings;
- Reorientation of the historic Buffalo State Hospital buildings through the addition of new northern access road so that the back (or north side) of Building 45 would become an entry point to the ROC;
- Reconfiguration of the internal road and pathway system;
- Construction of an East-West Address Road (an internal private drive) and north entrance loop and drop-off point;
- Improved public access to the site through the addition of three new road entrance points;
- Landscape stabilization along Rockwell Road;
- Landscape improvements at Elmwood and Forest Avenues;
- Stabilization and rehabilitation of the South Lawn;
- Relocation of existing parking lots and creation of a new South Entrance Loop;
- Redistribution of BPC parking in dispersed lots;
- Reconfiguration of existing parking to include smaller dispersed surface parking lots and parallel parking along drives; and
- Improved connections between the ROC and Buffalo's Olmsted Park System.

The Project would not have a significant adverse impact on existing land use or adjacent uses surrounding the ROC. The implementation of the first three phases of the ROC Master Plan, including the Core Project, Expanded Core Project, and Full Reuse of All Historically Significant Structures, would be expected to have a beneficial impact on the existing land uses within the boundaries of the ROC. These impacts would include the reuse of the currently vacant and underutilized Buffalo State Hospital buildings, landscape rehabilitation and improvements, and improved public access by opening up the site in general as well as providing improved pathways and an internal private drive (e.g., East-West Address Road). Of note, implementation of the proposed Development Landholding phase would introduce new structures into the far

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northwest portion of the ROC, which has remained largely undeveloped throughout its history.

The Project would result in the relocation of the BPC and BSC maintenance facilities; this would only occur with concurrence and consultation with the BPC, OMH, and BSC regarding the identification of an acceptable replacement facility location, funding, and other considerations for this future plan element. As identified in the ROC Master Plan, the capital budgets of neither BSC nor BPC incorporate resources dedicated to the relocation costs associated with the maintenance buildings. These two large structures still house critical operations for the two neighboring institutions and have a great deal of associated infrastructure. The RCC will need to work with the BSC and BPC to consider relocation options for these uses that will meet the long-term needs of both the RCC and its neighboring institutional partners (RCC 2009). Furthermore, while the ROC Master Plan defines the future vision of the historic Buffalo State Hospital and surrounding grounds, the majority of the remaining ROC site (i.e., non-surplus property) will continue to be utilized by existing land owners who have their own specific operational needs and requirements for staff, patients, and visitors.



BPC and BSC Maintenance Facilities

Internal Road Network, Site Access, and Parking

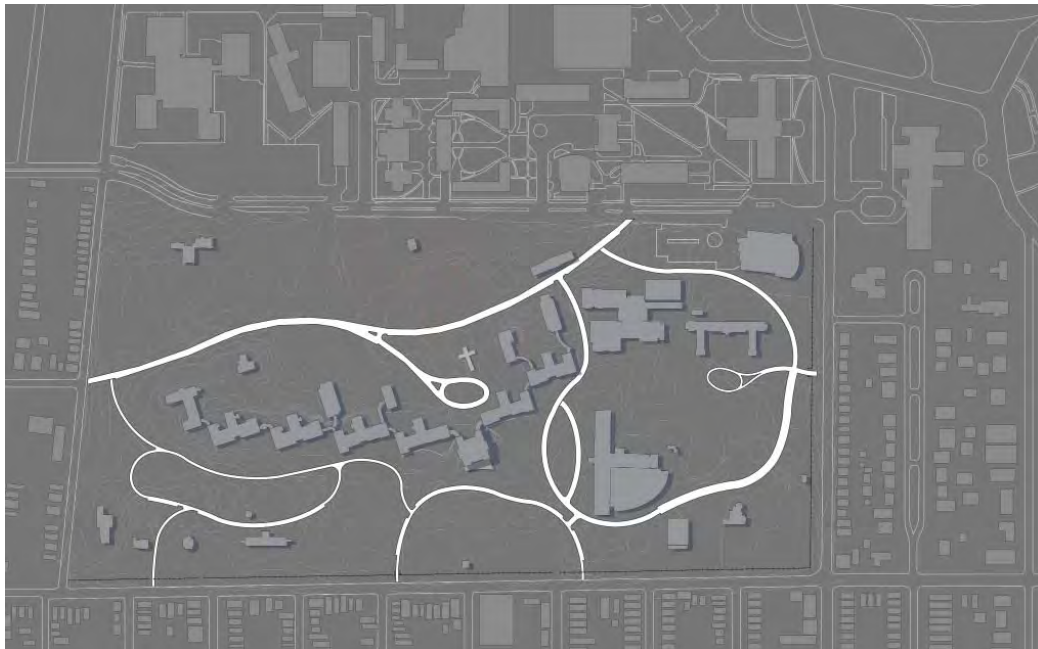
Internal Road Network and Site Access

The Project would not result in a significant adverse impact to the site's internal circulation network or access. Implementation of the ROC Master Plan would result in the development of an improved system of internal streets and pedestrian paths on the ROC, providing improved site circulation. In addition, the system would also closely follow the circulation path of the original Olmsted and Vaux design grounds, recreating to an extent, the historical ROC driveways. The goal is to establish a unified and non-invasive vehicular and independent pedestrian circulation system throughout the ROC to connect the various activities located on-site. A conceptual plan for drives, parking, and pedestrian paths has been developed for the ROC (see figure below), which closely follows the historical curvilinear drive alignment of the original hospital grounds. Key internal road network activities would include:

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- The addition of an East-West Address Road to provide access to the northern portion of the ROC. The new roadway would connect Rees Street and Rockwell Road.
- The addition of a North Entrance Loop road and ROC visitor Drop-Off point.
- Reconfigured vehicular circulation system.
- An improved pedestrian circulation system.

Public access onto the ROC would also improve, due to an increase in the number of site access points. The Project includes six access points, including the reuse of three existing and the addition of three new access points.



ROC conceptual drive and path system

(Source: RCC, 2009)

Parking

Full build-out of the ROC Master Plan would result in the reconfiguration of the ROCs existing system of surface parking lots. A detailed parking plan for the full build-out of the ROC Master Plan has not been completed. No specific on- or off-street parking plan; design, location or configuration of future parking areas; future parking demand analysis; or a parking management plan (e.g., maintenance, fee-based system, parking enforcement, etc.) is identified within the ROC Master Plan or has been completed to date. Therefore, a full assessment of potential future parking impacts cannot be completed at this time.

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However, while conceptual, the plan identifies the following key actions related to parking:

- Relocation of existing parking to the south of Building 45;
- Reduce the amount of surface parking in the “south lawn” by relocating spaces;
- The addition of a parking and service area to the north of the historic buildings;
- Relocation of the BSC Maintenance Facility, assumed loss of associated parking area;
- Development within the ROCs northwest corner, assumed relocation of BSC surface parking lot and loss of 558 parking spaces;
- Redistribution of on-site parking to site roads (i.e., on-street parking) and in dispersed lots;
- Address the Buffalo Psychiatric Center parking needs within the active portion of Center; and
- Rationalize parking on site to meet requirements of new uses.

The overall intent of the ROC Master Plan would be to reconfigure the existing parking system to make parking at the ROC visually subordinate to the landscape by employing a strategy of smaller dispersed surface parking lots and parallel parking along drives. Future additions to site parking would be visually recessive and would not be located within the primary vistas along Forest Avenue. Other options to be considered to reduce the amount of large surface parking lots include the implementation of alternative parking configurations such as structured parking and parallel/angled parking along park drives. In addition, it has been identified that parking areas will be relocated where they can still meet the needs of the BPC.

Regardless of what the future configuration of parking is on-site, it will need to include a number of spaces that would meet the regulatory requirements of the City of Buffalo and operational needs of the proposed redevelopment and other ROC land owners including the BPC, OMH, and Burchfield Penney Art Center.

Full build-out of the ROC Master Plan would result in the reconfiguration of the ROC’s existing system of surface parking lots. By applying current parking requirements contained in the Buffalo Zoning Ordinance to the proposed ROC development program, a total of 1,002 off-street parking spaces would be required for the ROC redevelopment (see **Table 5.3-1**). An additional 696 off-street parking spaces would be required to accommodate existing site users

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(i.e., BPC and Burchfield Penney Art Center). In total, full build-out of the ROC Master Plan would require 1,698 parking spaces.

Table 5.3-1 Projected Minimum Parking Spaces –ROC Master Plan

Proposed Use	Square Feet	Zoning Requirement ¹	Minimum Parking Spaces Required
Core Project			
Visitor Center, Architecture Center, Conference / Event Space	83,532	1 space for every 300 square feet	278
Hotel	104,468 (96 rooms)	1 space for every 3 hotel rooms	32
Expanded Core Project			
Arts-related use	53,946	1 space for every 1,000 square feet	54
Academic-related use	107,054	1 space for every 1,000 square feet	107
Reuse of All Historically Significant Buildings			
Institutional use	131,000	1 space for every 1,000 square feet	131
Development Landholding			
Commercial/Professional Office Use	400,000	1 space for every 1,000 square feet	400
SUBTOTAL			1,002
Existing User Requirements			
Burchfield Penney Art Center	NA	NA	98
Buffalo Psychiatric Center	NA	NA	598
SUBTOTAL			696
TOTAL			1,698

Source: City of Buffalo Zoning Ordinance

It is worth noting that the City of Buffalo recently embarked on a project to update/rewrite its zoning ordinance. The above parking demand estimates may be revised in the future to reflect potential changes to the City zoning ordinance.

Full buildout of the Project would also result in the loss of 713 existing BSC surface parking spaces located on the ROC. Currently, 558 spaces are located in the 42-acre parcel of surplus land that would be acquired by the RCC. Additionally, 155 parking spaces are located adjacent to the BSC maintenance building that would be relocated in later ROC phases.

While in general terms the ROC would be expected to generate a significant demand for off-street parking, the mixed-use nature of the project would not require a cumulative number of spaces for each individual use. The location of the site, being a dense urban area, would likely encourage walking, bicycling, and public transportation use thereby reducing the demand for parking. Additionally, parking demand peaks would vary among proposed uses resulting

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in a reduced parking demand. For example, office uses would require weekday parking while the visitor center would likely require weekend parking.

An assessment of potential parking impacts will need to be made following the development of a site parking plan, which should include a future parking demand and utilization analysis, detailed parking configuration designs, and a parking management plan to better understand the needs of the users being served at the ROC, particularly as they relate to site design priorities of the ROC Master Plan. Further, the RCC will need to work with the other entities located on-site or adjacent to it, including BSC and BPC, to ensure that future RCC activities and operations do not conflict with the parking needs of the BPC, BSC, and adjacent neighborhoods. The ROC Master Plan does not anticipate any alteration (or restriction upon the alteration) in how BPC and OMH controls parking on the lands that it will retain.

Surrounding Land Uses

The Project would not result in a significant adverse impact to surrounding land use or community cohesion in the neighborhoods surrounding the ROC, which is composed of a fully developed urban environment and includes a mix of residential, commercial, academic, recreational, cultural land uses, and natural areas. The land use plan for the ROC, which includes a mix of land uses and large landscaped areas, complements the surrounding built environment, land uses, zoning, and planning areas. Implementation of the ROC Master Plan would likely have a beneficial impact on surrounding land uses and would fill a void in the existing urban form, since the historic Buffalo State Hospital buildings and surrounding grounds have sat vacant and underutilized for over 30 years. The Project is also expected to have a beneficial impact on neighborhood character and community cohesion by providing improved connectivity and linkages between the existing Project Area neighborhoods (i.e., Olmsted Crescent, Buffalo State College, Grant/Ferry Neighborhood, Forest Avenue & Vicinity, and Elmwood Village), local cultural attractions, and ROC grounds and activities.

While the ROC Master Plan defines the future vision of the historic Buffalo State Hospital and surrounding grounds, the majority of the remaining ROC site (i.e., non-surplus property) will continue to be utilized by existing land owners who have their own specific operational needs and requirements for staff, patients, and visitors. The RCC will need to work with these entities, including BSC, BPC, OMH, and the Burchfield Penney Art Center to ensure that future RCC activities and operations do not conflict with both the short- and long-term needs of the ROCs other land owners.

Consistency with Local Land Use Policies and Development Plans

The Project would largely adhere to the local development policies that were summarized in **Section 4.3**. In fact, the Project would accomplish the primary

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goals and objectives of the various plans that call for coordinated and strategic investments in economic development, neighborhood revitalization, and the infrastructure of the City to improve the quality of the physical environment and to reverse population and employment decline. This would be achieved by the ROC Master Plan resulting in the creation of a destination with multiple uses and activities that would create a vibrant urban setting for residents and regional visitors.

While these local development policies have limited, specific statements about the ROC, they generally call for the preservation and redevelopment of the ROC. The Project would not only achieve this goal, but also would facilitate other objectives of these plans. For example, the Project would create a destination that would allow for the better integration of the ROC into the surrounding neighborhoods and into the Buffalo Olmsted Park and Parkway System, objectives of the Good Neighbors' Planning Alliance and the Buffalo Olmsted Park System: Plan for the 21st Century respectively.

Although the Project would be consistent with most of the citywide development policies, it would require an amendment to the City of Buffalo's current Zoning Ordinance. As discussed in **Section 4.3**, the ROC is currently zoned as Dwelling District (R2). An identified action of the Project involves the RCC applying to the City of Buffalo to amend the City Zoning Ordinance to permit the uses proposed in the ROC Master Plan. In particular, the surplus lands would be proposed for re-zoning from its current Dwelling District (R2) classification to the Community Business District (C2) classification or an equivalent classification to specifically permit uses anticipated under the ROC Master Plan. Such a change in zoning classification would not be expected to adversely impact the surrounding neighborhoods due in part to the fact that the proposed ROC land uses complement the surrounding land uses.

The process to amend the zoning regulating the ROC would involve ample opportunity for public comment. The process involves public hearings by both the City Planning Board and Common Council. Additionally, the Common Council would have to make its own SEQRA findings.

5.3.2 No-Build Alternative

Under the No-Build Alternative, the currently vacant Buffalo State Hospital buildings and surrounding grounds would continue to be retained by NYS and no transfer of surplus land would take place. No reuse or redevelopment of the ROC property would occur under this alternative. Implementation of the No-Build Alternative would result in approximately 42 acres and 480,000 GSF of vacant and underutilized building space being left unused.

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As a result, the ROC would likely remain a “void” between the neighborhoods. The abandoned appearance of the site would continue to attract undesirable activities to the site. The grounds would not be rehabilitated and opened for public use, and the opportunity to reuse the historic structure for complementary neighborhood uses would be missed.

5.4 Socioeconomics

This section presents an analysis of the potential socioeconomic impacts (on population, income, employment, housing, and environmental justice) from the implementation of the Project and the No-Build Alternative.

5.4.1 The Project

Implementation of the ROC Master Plan would not result in a significant adverse impact, and would be expected to have a beneficial impact on regional and local socioeconomic conditions.

Population, Racial and Ethnic Distribution, Trends, Housing Characteristics, Resident/Visitor Market Areas, and Tourism

Implementation of the ROC Master Plan would not be expected to result in a significant adverse impact to the City of Buffalo or the region’s population, housing characteristics, minority and low-income populations, residential/visitor market area, or tourism industry. Conversely, the Project would be expected to have a positive influence on the surrounding neighborhoods and community by providing an active, accessible and publically-oriented landscape, by having active uses within the ROC, and by prioritizing the site as a catalyst for neighborhood revitalization initiatives directed by the city. Furthermore, redevelopment and reoccupation of the currently vacant Buffalo State Hospital has the potential to improve:

- The quality of life of the surrounding neighborhoods by providing public recreation space and gathering areas;
- Public accessibility of the site, including enhancing connections between surrounding residential neighborhoods, commercial districts, institutions, and cultural amenities; and
- Opportunities for economic development that could attract people to the ROC; increase the success of neighborhood businesses and the regional economy; and improve connections of site users to the surrounding community businesses districts and surrounding cultural and tourism assets.

Direct and Indirect Employment and Fiscal Impacts

The Project would not result in an adverse employment or fiscal impact on the City or region, but would be expected to have a positive short-term (construction) and long-term economic and fiscal impact. Implementation of

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the Project would result in beneficial direct and indirect employment and fiscal impacts as well as accrual of tax revenues due to changes in land use at the ROC. Direct impacts are consequences of economic activities carried out by users of the Project, including employment of labor and purchase of locally produced goods and services. Indirect impacts occur as a result of direct spending and employment which induces additional cycles of spending throughout the local economy. These impacts would result from spending at the Project Area's recreational, commercial, and cultural uses, from new spending off-site by day visitors to ROC, and from new spending for food and lodging on- or off-site by overnight visitors. Local employment would also increase, principally as a result of the Project's proposed commercial/retail uses. Net new impacts have been calculated to estimate new spending and employment which would occur with the implementation of the ROC Master Plan.

One-Time Construction Impacts

The Project would involve the redevelopment of 480,000 GSF located within the historic Buffalo State Hospital and the construction of up to 400,000 GSF of new building space. The proposed land use program comprises approximately 400,000 GSF of commercial space, 131,000 GSF of institutional space, 54,000 of arts-related space, 107,000 academic-related space, 8,000 GSF visitors center, 33,000 GSF architecture center, 42,000 GSF conference center, and a 96 room hotel. Based on the proposed program, estimated construction activity would generate an estimated total of 3,539 job years (direct, indirect, and induced) for the Western New York (WNY) region. Total construction employment for NYS, including WNY, is an estimated 3,693 job years over the 20-year construction period.

Total personal income earned by construction-related workers (direct, indirect, and induced) in the region is estimated to be \$170.7 million over the 20-year construction period. Personal income earned by total construction-related workers in NYS, including WNY, is an estimated \$183.1 million.

Tax revenue collected by localities, primarily City of Buffalo and Erie County as a result of construction-related activity and employment is estimated to be \$12.3 million and \$15.5 million by New York State. Tax revenues include sales tax on construction materials used in the development portions of the Project. In addition, tax revenues include estimated personal income tax, corporate income tax, and mortgage recording tax on the private portions of the Project, and miscellaneous other taxes.

In general, estimated higher impact numbers reported for New York State employment and personal income include the region-specific impacts. The difference between regional and state values reflects the impacts that the Project would have on areas outside of the region but within New York State.

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Project construction and operations labor and purchases of supplies, goods, and services would be made in areas beyond the immediate local or regional economy. Likewise, consumption expenditures by wage earners would happen both within and outside of the region within New York State. Both sets of impacts are captured in the analysis.

Table 5.4-1 summarizes the Project's economic and fiscal impact during construction on the WNY region and statewide economies. The analysis assumes a 20-year construction period for full build-out of the ROC Master Plan.

Table 5.4-1 ROC Master Plan, One-time Construction Economic Impact, Full Build-Out (Year 2028)

	Western New York	New York State
Employment	3,539	3,693
Personal Income (millions 2010\$)	\$170.7	\$183.1
Tax Revenues (millions 2010\$)	\$12.3	\$15.5

Source: ESDC 2010

Notes:

- Dollar values are in 2010\$, net present value over 20 years, using a 6% discount rate.
- NYS employment is inclusive of regional employment. Estimated employment is the average number of jobs generated over the 20-year period.
- Tax revenues reported for the Western New York region are primarily City of Buffalo and Erie County taxes.

Permanent Operations Impact

Estimation of the impact of the Project's permanent operations is assumed to begin in 2015, after the completion of the Core Project phase, and would extend to 2038, which includes 10 years beyond the full build out at 2028. This would allow a reasonable period over which the full benefit of the Project may be captured.

The direct employment generated by the Project's operation is estimated by using assumptions regarding the allocation of GSF per job for each of the different uses in each of the four phases of the project. Since specific details on the final build-out are unknown, assumptions regarding future reuse were made.

The various activities of the permanent operations that may locate at the ROC would generate an estimated total of 866 jobs (direct, indirect, and induced) for the Western New York region. Total operations-related employment for New York State, including Western New York, is an estimated 893 jobs.

Total personal income earned by employees (direct, indirect, and induced) at ROC operations in the region is estimated to be \$848.9 million over the 20-year period. Personal income earned by operations workers in New York State, including Western New York, is an estimated \$901.9 million.

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Tax collections from operations-related activity and employment going to local governments in the City of Buffalo and Erie County, are estimated to be \$32.4 million over the 20-year period. Estimated total New York state tax revenues generated by permanent operations at the ROC are \$61.7 million. These tax revenue estimates do not account for the use of the PILOT or other subsidy programs, which may reduce realized tax revenues.

The estimated employment and fiscal impacts of the permanent operations in the ROC do not take into account changes in the future use of any of the facilities. The results may vary widely as a result of potential changes in use and allocations of space.

Table 5.4-2 summarizes the estimated economic and fiscal impact of the permanent operations that may locate at the ROC (also see **Appendix E**).

Table 5.4-2 ROC Master Plan, Permanent Operations Economic Impact, Full Build-Out (Year 2028)

	Western New York	New York State
Employment	866	893
Personal Income (millions 2010\$)	\$848.9	\$901.9
Tax Revenues (millions 2010\$)	\$32.4	\$61.7

Notes:

- Dollar values are in 2010\$, net present value over 20 years, using a 6% discount rate.
- NYS employment is inclusive of regional employment. Estimated employment is the average number of jobs generated over the 20-year period.
- Tax revenues reported for the Western New York region are primarily City of Buffalo and Erie County taxes.

5.4.2 No-Build Alternative

The No-Build Alternative would cause no changes in the population, housing characteristics, or income of the Project Area or the region. No redevelopment would occur at the installation under this alternative. Similarly, no change is anticipated in labor force size or characteristics, or unemployment rates or trends, as there would be no change in on-site uses or additional on-site development. Finally, the No-Build Alternative would provide no increase in the value of the Project Area or in tax revenues accrued from the Project.

As a result, the abandoned ROC would likely continue to be a blighting influence on surrounding neighborhoods and on the local investment climate. It is likely that the ROC would likely continue as an attractive nuisance for undesirable activities.

5.5 Traffic and Transportation

5.5.1 The Project

The ROC Master Plan is to be constructed in phases. The estimated time of completion (ETC) of the initial Core Project is estimated to be the year 2015. The

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full build out of the ROC Master Plan, including the Development Landholding, is estimated by ETC+20, which is the year 2035.

Implementation of the Project would not be expected to result in a significant adverse impact to traffic or transportation facilities. Overall, traffic impacts resulting from full build-out of the Project are minor and do not create over-capacity, LOS F, operating conditions at any intersection. Improvements were identified, to mitigation the potential impact of the Project-generated traffic on the operations along Traffic Study Area roadways and intersections and include signal timing improvements the intersection of Elmwood Avenue with Iroquois, Elmwood Avenue with Forest Avenue, and Elmwood Avenue with Rockwell Road. Also, the Project would not be expected to adversely impact public transportation including Metro Bus, Metro Link, pedestrian access, or bicycle access as currently supported in the Traffic Study Area. The RCC will need to consult the City of Buffalo regarding future traffic conditions and to mitigate any potential traffic impacts.

Roadway Enhancements

No external Traffic Study Area roadway improvements are planned as part of the Core Project. As part of the Core Project a new, internal drive referred to as an "Address Road," is planned to be constructed on the existing ROC site. The drive is conceptually planned to intersect Rockwell Road west of the Burchfield Penney Art Center parking lot and continue south and west to intersect Rees Street across from the existing Bradley Street intersection. Internal access to building entrances and parking facilities will be provided by the new East-West Address Road. The roadway is envisioned to provide internal access to the ROC site and would be designed to mirror the campus like setting of the site. The roadway would include horizontal curvature traffic calming features to provide speed control and deter non-ROC traffic from utilizing it. Pedestrian and bicycle facilities and access would also be provided along it. Accommodation of bicycles and pedestrians along Address Road would improve access to the ROC site for these modes of travel.

Project Site Traffic Generation

To determine trip generation of the ROC Master Plan, projected development land-use types were compared to corresponding ITE land use categories, relevant traffic studies and specific site parcel information to determine future generated traffic volumes. A summary of the utilized land use categories and associated trip generation rates used as part of the Project trip generation analysis is shown in **Table 5.5-1**.

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Table 5.5-1 Trip Generation by Land Use Categories

Land Use Code*	Land Use	Parameter	Range	Weekday AM Peak Hour	Weekday PM Peak Hour
550	University/College	Trips/Student	0.15–0.43	0.19	0.23
831	Quality Restaurant	Trips/1,000 sf	0.25–13.32	0.92	7.66
710	General Office	Trips/1,000 sf	0.28–12.82	1.5	1.4
814	Specialty Center	Trips/1,000 sf	4.59–8.85	6.41	4.93
310	Hotel	Trips/Rooms	0.36–1.04	0.67	0.76
—	Conference Center**	Trips/1,000 sf	n/a	3	3

* Land use codes used in ITE Trip Generation Manual, 7th Edition (where applicable)

** Parsons Brinckerhoff 2009

A summary of the projected trips associated with the Project are shown in **Table 5.5-2**. The projected trip analysis acknowledged the proximity of BSC to the project site, which would be anticipated to reduce the overall number of vehicular trips to certain development parcels (retail, conference, museum, etc.) due to the higher number of students attracted to the development and the potential for multiple site use with a single trip combination. Trip generation was reduced for the restaurant, retail specialty center and conference center by 10 percent as a result of the proximity of BSC to the project site. As indicated, the Core Project total development would equal 188,000 GSF and total vehicle trips would range from 213 to 285 during the weekday AM and PM peak periods. In the full build out year 2035, total development would equal 880,000 and total vehicle trips would range from 1,145 to 1,465 during the weekday AM and PM peak periods.

Table 5.5-2 Proposed ROC Master Plan Trip Generation Calculations

Build Scenario	Parcel Development								Total Vehicle Trips	
	Retail (sf)	Restaurant (sf)	Office (sf)	Institutional/Academic (sf)	Hotel (Rooms)	Cultural (sf)	Conference (sf)	Total Development Area (sf)	Weekday AM Peak	Weekday PM Peak
Year 2015										
Core Project*	—	—	—	—	96	41,766	41,766	188,000	213	285
Year 2035										
Full Build-out Project*	40,000	20,000	340,000	238,054	—	53,946	—	641,946**	1,145	1,465

* Assumptions based on information from Chan Krieger Associate (July 13, 2010)

** Total includes Core Project Development

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Project Site Traffic Trip Distribution

Projected Project generated vehicle trips were distributed onto the roadway network based on existing traffic volumes, existing traffic patterns, regional trip distribution, and access to regional highways based on the locations of the proposed parking areas. Generalized distribution assumptions for the site generated traffic include the following:

- 50 percent to/from Elmwood Avenue north towards the Scajaquada Expressway;
- 25 percent to/from Grant Street north towards the Scajaquada Expressway; and
- 25 percent to/from the roadways of Forest Avenue, Elmwood Avenue, Richmond Avenue and Grant Street towards the south, east and west.

2015 Project Levels of Service

An opening year 2015 Project intersection LOS analysis was conducted for the Traffic Study Area intersections. The 2015 LOS analysis was conducted for two time period conditions; Weekday AM and PM Peak periods.

Year 2015 Project LOSs during the Weekday AM and PM peak hour conditions for intersections in the Traffic Study Area are summarized in **Table 5.5-3**. As indicated, overall LOSs are anticipated to be in the acceptable range from A to B at all Traffic Study Area intersections. In addition, all approaches to intersections within the Traffic Study Area would operate at acceptable LOSs of A to C. No intersections or their approaches are anticipated to operate in at or an over-capacity conditions (LOS E or F). These findings are similar to the year 2015 Project analysis condition.

2035 Project Levels of Service

A full build-out year 2035 Project intersection LOS analysis was conducted for Traffic Study Area intersections. Full build-out of the site assumes completion of all development parcels and the inclusion of the associated generated traffic volumes into the year 2035 roadway network. The 2035 LOS analysis was conducted for two time period conditions; Weekday AM and PM Peak periods.

Year 2035 Project LOSs during the AM and PM peak hour conditions for intersections in the Traffic Study Area are identified in **Table 5.5-4** and illustrated in **Figure 5.5-1**. As indicated, overall LOSs are anticipated to be in the acceptable A to C range at all Traffic Study Area intersections. Approaches to most intersections within the Traffic Study Area would operate at acceptable LOSs of A to C. Increased traffic volumes at the Forest Avenue with Richmond Avenue, Elmwood Avenue with Forest Avenue and Elmwood Avenue at Iroquois are projected to reduce certain approach levels of service to near or at capacity conditions; LOS D or E. No intersection or intersection approach would be anticipated to operate at an over-capacity condition (LOS F).

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Table 5.5-3 2015 Project Intersection Levels of Service

Intersection	AM Peak*	PM Peak*	Control Type
Forest Avenue and Grant Street	B/13.0	B/15.2	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	B	
Forest Avenue and Richmond Avenue	B/13.3	B/18.0	Signal
Eastbound Approach	B	A	
Westbound Approach	B	C	
Northbound Approach	B	C	
Southbound Approach	B	B	
Forest Avenue and Elmwood Avenue	B/15.0	B/17.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	C	
Bradley Street and Grant Street	A/6.5	A/5.8	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Bradley Street and Rees Street	A/7.5	A/7.6	Unsignalized
Eastbound Approach	A	A	
Westbound Approach	—	—	
Northbound Approach	A	A	
Southbound Approach	A	A	
ROC Driveway and Elmwood Avenue	A/7.8	A/8.2	Signal
Eastbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Letchworth Street and Grant Street	B/10.2	B/10.8	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Rockwell Road and Elmwood Avenue	A/9.1	B/11.4	Signal
Eastbound Approach	B	B	
Westbound Approach	A	B	
Northbound Approach	B	B	
Southbound Approach	A	A	
Iroquois and Elmwood Avenue	B/10.9	B/11.5	Signal
Eastbound Approach	B	C	
Westbound Approach	B	C	
Northbound Approach	A	A	
Southbound Approach	B	B	

Source: PB, 2010

*Level of Service (LOS)/Average Delay (sec.)

Approach LOS reflects average of left-turn, straight-thru and right turn movements

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Table 5.5-4 2035 Project Intersection Levels of Service

Intersection	AM Peak	PM Peak	Control Type
Forest Avenue and Grant Street	B/13.8	B/17.5	Signal
Eastbound Approach	B	B	
Westbound Approach	B	C	
Northbound Approach	B	B	
Southbound Approach	B	B	
Forest Avenue and Richmond Avenue	B/14.9	C/27.5	Signal
Eastbound Approach	B	A	
Westbound Approach	B	D	
Northbound Approach	B	C	
Southbound Approach	B	C	
Forest Avenue and Elmwood Avenue	B/16.5	C/22.5	Signal
Eastbound Approach	C	C	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	C	
Bradley Street and Grant Street	A/8.3	A/8.4	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Bradley Street and Rees Street	A/8.3	A/8.6	Unsignalized
Eastbound Approach	A	A	
Westbound Approach	A	A	
Northbound Approach	A	A	
Southbound Approach	A	A	
ROC Driveway and Elmwood Avenue	B/11.8	B/12.5	Signal
Eastbound Approach	B	C	
Northbound Approach	B	B	
Southbound Approach	A	A	
Letchworth Street and Grant Street	B/11.6	B/11.8	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	B	
Southbound Approach	B	B	
Rockwell Road and East-West Address Road	A/4.8	A/6.3	
Northbound Approach	C	C	
Rockwell Road and Elmwood Avenue	B/11.3	C/24.4	Signal
Eastbound Approach	B	E	
Westbound Approach	A	B	
Northbound Approach	B	B	
Southbound Approach	A	B	
Iroquois and Elmwood Avenue	B/22.2	C/32.5	Signal
Eastbound Approach	B	C	
Westbound Approach	B	C	
Northbound Approach	A	A	
Southbound Approach	C	E	

Source: PB, 2010

*Level of Service (LOS)/Average Delay (sec.).

Approach LOS reflects average of left-turn, straight-thru and right turn movements

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Proposed Mitigation Measures

Traffic impacts associated with the Project were found to be minor through the year 2015. Beneficial impacts to general public access and pedestrians would result from opening up the site to public access and rehabilitating and enhancing pathways throughout the site. Future conditions analysis through to the year 2035 indicate traffic increases and approach impacts on selected approaches under full build-out of the Project. Overall, these traffic impacts are minor and do not create over-capacity, LOS F, operating conditions at any intersection. Improvements were identified however, to mitigation the potential impact of the Project-generated traffic on the operations along Traffic Study Area roadways and intersections under the Build Alternative. Operating conditions of the intersections should be monitored as the project elements are completed to determine the extent of any project generated traffic impact with the potential to implement the following mitigation measures:

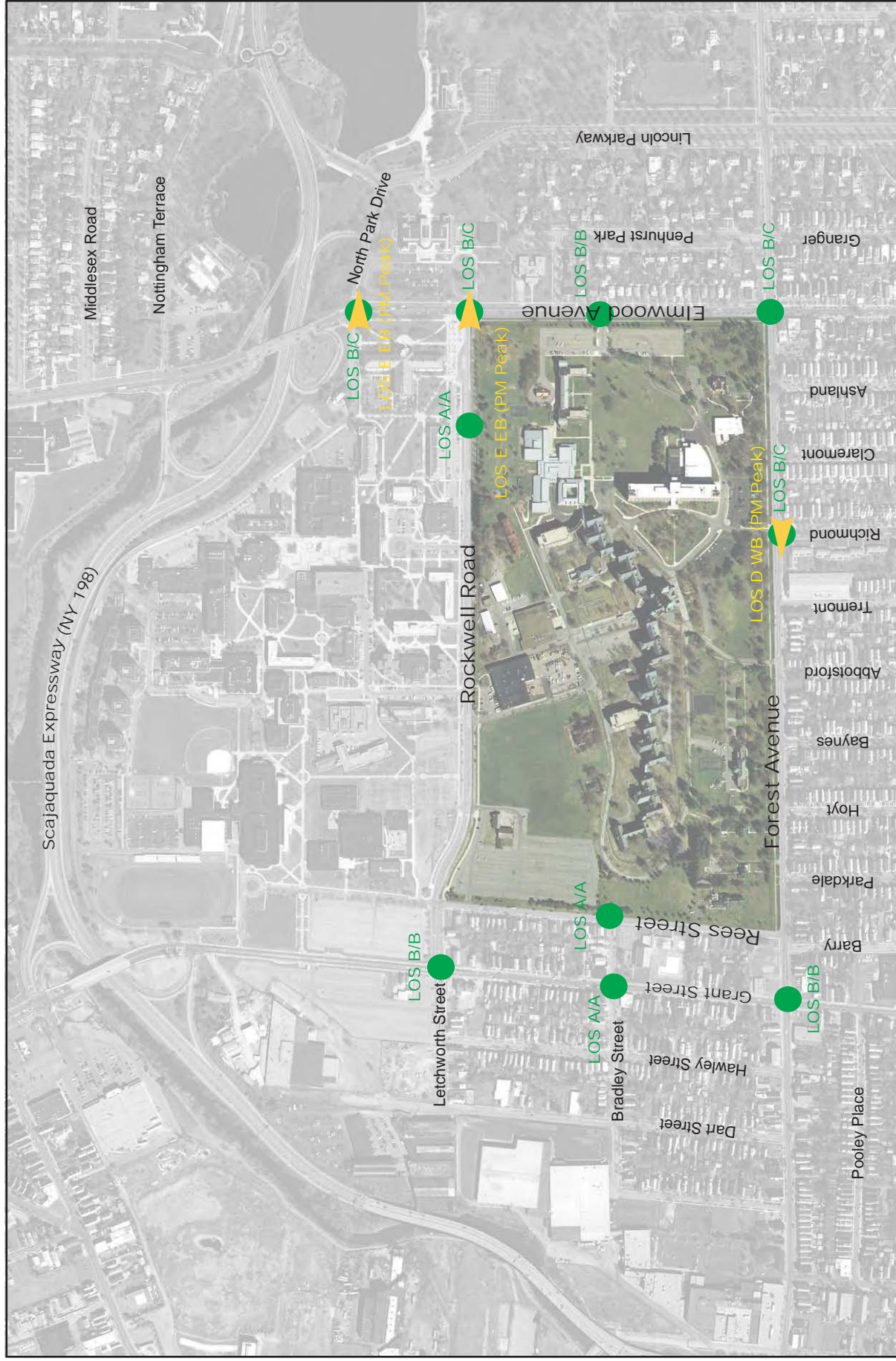
- Incorporate a southbound advance signal phase into the intersection of Elmwood Avenue with Iroquois;
- Revise the signal phasing timing at the intersection of Elmwood Avenue with Forest Avenue to provide additional green time for the Elmwood Avenue signal phases; and
- Incorporate an eastbound advance left turn signal phase into the intersection of Elmwood Avenue with Rockwell Road.

Acceptable intersection and approach LOS were found at the noted intersections with the incorporation of the mitigation action. A summary of the analysis results are identified in **Table 5.5-5**.

Table 5.5-5 2035 Project Mitigation Measures Intersection Levels of Service

Intersection	Initial PM Peak	Mitigation PM Peak	Mitigation Measure
Forest Avenue and Richmond Avenue	C/27.5	C/23.4	Timing Improvements
Eastbound Approach	A	A	
Westbound Approach	D	C	
Northbound Approach	C	C	
Southbound Approach	C	C	
Rockwell Road and Elmwood Avenue	C/24.4	C/21.3	Timing Improvements
Eastbound Approach	E	C	
Westbound Approach	B	B	
Northbound Approach	B	C	
Southbound Approach	B	B	
Iroquois and Elmwood Avenue	C/32.5	C/22.9	Advanced SB LT Phase and Timing Improvements
Eastbound Approach	C	D	
Westbound Approach	C	D	
Northbound Approach	A	B	
Southbound Approach	E	C	

Source: PB, 2010



Source: Modified from RCC 2009

Figure 5.5-1
 ROC Master Plan (Full Build-out) Projected Levels of Service
 Buffalo, New York

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As previously noted, the traffic impacts associated with the construction of a new east west connector roadway, Address Road, are anticipated to be minor and not require mitigation measures. This is due in part to the anticipated nature of the new roadway as an internal access connection to the ROC and thru the incorporation of geometric and traffic calming measures into the design of the roadway. The operation and use of the roadway should be monitored following construction to identify and address any unforeseen traffic impacts.

5.5.2 No-Build Alternative

Average Annual Daily Traffic (AADT)

Traffic volumes along the Traffic Study Area roadways are anticipated to increase during future years. Forecast Traffic Study Area traffic growth rates were identified through coordination with the City of Buffalo, Department of Public Works, Streets and Parks. Traffic volumes along the Traffic Study Area roadways are assumed to increase 0.25 percent per year from the period 2009 through the ETC and ETC+20 time periods. Utilizing this forecasted traffic growth rate, projected No-Build AADTs were identified for the future year conditions. These forecasted volumes are presented in **Table 5.5-6**.

Table 5.5-6 No-Build Annual Average Daily Traffic (AADT) Counts

Road	Segment	Existing AADT (2006-2008)	Forecast AADT ETC (2015)	Forecast AADT ETC+20 (2035)
Scajaquada Exwy (Rt. 198)	Elmwood Avenue to Delaware Avenue	37,700	38,400	40,300
Forest Avenue	Grant Street to Elmwood Avenue	9,900	10,100	10,600
Grant Street	Scajaquada Exwy (Rt. 198) to Letchworth Street	10,350	10,500	11,100
Richmond Avenue	Forest Avenue to W. Delevan Avenue	6,600	6,700	7,050
Elmwood Avenue	Forest Avenue to Scajaquada Exwy (Rt. 198)	19,400	19,700	20,750

Source: GBNRTC, NYSDOT, PB

No-Build Background Roadway Network and Traffic Assumptions

Year 2015 No-Build Alternative

The year 2015 No-Build analysis includes any programmed background improvements to the roadway network along with any planned development projects.

A roadway reconstruction along Elmwood Avenue between W. Delavan Street and the Scajaquada Expressway is planned in 2010. No additional specific

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roadway improvements were assumed to be completed by the year 2015 for inclusion into the 2015 No-Build analysis.

No significant development projects that could measurably affect traffic volumes are currently planned within the Traffic Study Area. A few small development projects are currently under construction in the Traffic Study Area however, the traffic increases associated with these projects are assumed to be included in the yearly background traffic growth assumptions.

Year 2035 No-Build Alternative

The year 2035 No-Build analysis includes any programmed background project improvements to the roadway network along with any planned development projects.

No additional specific roadway improvements were assumed to be completed by the year 2035 for inclusion into the 2035 No-Build analysis. Potential corridor enhancements along the Scajaquada Expressway would not be anticipated to impact the Traffic Study Area traffic volume forecasts.

No significant development projects that could measurably affect traffic volumes are currently planned within the Traffic Study Area. A few small development projects are currently under construction in the Traffic Study Area; however, the traffic increases associated with these projects are assumed to be included in the yearly background traffic growth assumptions.

Year 2015 No-Build Levels of Service

The opening year for the Core Project associated with the ROC Master Plan is estimated for the year 2015. As a result, a year 2015 No-Build intersection level of service (LOS) analysis was conducted for the Traffic Study Area intersections. The 2015 No-Build analysis was conducted for two scenarios: Weekday AM and Weekday PM Peak periods.

Year 2015 No-Build LOSs during the AM and PM peak hours for intersections in the Traffic Study Area are summarized in **Table 5.5-7**. As indicated, overall LOSs are anticipated to be in the acceptable range from A to B at all Traffic Study Area intersections during both the weekday AM and PM peak hour analysis periods in the year 2015. In addition, all approaches to intersections within the Traffic Study Area would operate at acceptable LOSs of A to C. No intersections or their approaches are anticipated to operate in at or an over-capacity conditions (LOS E or F).

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Table 5.5-7 2015 No-Build Intersection Levels of Service

Intersection	AM Peak*	PM Peak*	Control Type
Forest Avenue and Grant Street	B/12.8	B/14.8	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	B	
Forest Avenue and Richmond Avenue	B/12.9	B/16.5	Signal
Eastbound Approach	B	A	
Westbound Approach	B	B	
Northbound Approach	B	C	
Southbound Approach	B	B	
Forest Avenue and Elmwood Avenue	B/14.7	B/17.0	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	C	
Bradley Street and Grant Street	A/6.4	A/5.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Bradley Street and Rees Street	A/7.5	A/7.6	Unsignalized
Eastbound Approach	A	A	
Westbound Approach	—	—	
Northbound Approach	A	A	
Southbound Approach	A	A	
ROC Driveway and Elmwood Avenue	A/7.1	A/7.4	Signal
Eastbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Letchworth Street and Grant Street	A/10.0	B/10.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	B	
Southbound Approach	A	A	
Rockwell Road and Elmwood Avenue	A/9.1	B/10.8	Signal
Eastbound Approach	B	B	
Westbound Approach	A	B	
Northbound Approach	B	B	
Southbound Approach	A	A	
Iroquois and Elmwood Avenue	B/10.3	B/10.7	Signal
Eastbound Approach	B	C	
Westbound Approach	B	C	
Northbound Approach	A	A	
Southbound Approach	B	B	

Source: PB, 2010

*Level of Service (LOS)/Average Delay (sec.)

Approach LOS reflects average of left-turn, straight-thru and right turn movements

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Year 2035 No-Build Levels of Service

An ETC+20, year 2035 No-Build intersection LOS analysis was conducted for the Traffic Study Area intersections. Similar to the 2015 No-Build analysis, overall LOSs are anticipated to be in the acceptable range from A to B at all Traffic Study Area intersections during both the weekday AM and PM peak hour analysis periods in the year 2015. In addition, all approaches to intersections within the Traffic Study Area would operate at acceptable LOSs of A to C. No intersections or their approaches are anticipated to operate in at or an over-capacity conditions (LOS E or F). Year 2015 No-Build LOSs during the AM and PM peak hours for intersections in the Traffic Study Area are summarized in **Table 5.5-8**.

5.6 Environmental Concerns

5.6.1 The Project

The Project would include the rehabilitation of 480,000 GSF of existing building space and the construction of up to 400,000 GSF of new building space. All asbestos abatement work has and will continue to be performed in accordance with New York State Department of Labor requirements and other remediation activities would be done in accordance with applicable state/federal guidance and regulations. In addition, the project includes landscaping activities and the reconfiguration of vehicle and pedestrian circulation paths and parking areas. Implementation of ROC Master Plan would not be expected to result in a significant adverse environmental management impact.

The RCC is currently completing stabilization activities to prevent the further deterioration of the historic Buffalo State Hospital and prepare it for future reuse. Of these ongoing activities, Phase II, which began in December 2009, includes specific asbestos abatement and clean up actions. Phase II stabilization activities are focused on Buildings 45, 44, and 10 and include asbestos abatement and clean up. There has been no recent testing for lead-based paints within Buildings 38, 39, 40, 41, 42, 43, 44, and 45. Due to the age of the historic hospital buildings, these structures are assumed to include components containing lead-based paints and asbestos-containing materials. Any modification, renovation, and/or demolition activities within the historic Buffalo State Hospital buildings will have to address asbestos-containing materials and lead-based paints. Further testing, of those buildings that have not been tested, will be required to determine the presence of lead paint and asbestos-containing materials. Rehabilitation of the historic hospital buildings will require applicable abatement actions before reuse and reoccupation could occur. The removal, management, storage, and disposal of these materials would be conducted in accordance with applicable state and federal safety and environmental regulations. New construction would not include the introduction of these materials.

5. Environmental Impacts

Table 5.5-8 2035 No-Build Intersection Levels of Service

Intersection	AM Peak*	PM Peak*	Control Type
Forest Avenue and Grant Street	B/12.9	B/15.1	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	B	
Forest Avenue and Richmond Avenue	B/13.3	B/18.1	Signal
Eastbound Approach	B	A	
Westbound Approach	B	C	
Northbound Approach	B	C	
Southbound Approach	B	B	
Forest Avenue and Elmwood Avenue	B/15.1	B/17.7	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	B	B	
Southbound Approach	B	C	
Bradley Street and Grant Street	A/6.4	A/5.9	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Bradley Street and Rees Street	A/7.5	A/7.7	Unsignalized
Eastbound Approach	A	A	
Westbound Approach	-	-	
Northbound Approach	A	A	
Southbound Approach	A	A	
ROC Driveway and Elmwood Avenue	A/7.6	A/7.9	Signal
Eastbound Approach	B	B	
Northbound Approach	A	A	
Southbound Approach	A	A	
Letchworth Street and Grant Street	B/10.2	B/10.8	Signal
Eastbound Approach	B	B	
Westbound Approach	B	B	
Northbound Approach	A	B	
Southbound Approach	A	A	
Rockwell Road and East-West Address Road	A/9.2	B/11.1	Signal
Northbound Approach	B	B	
Rockwell Road and Elmwood Avenue	A	B	
Eastbound Approach	B	B	
Westbound Approach	A	A	
Northbound Approach	B/10.9	B/11.5	Signal
Southbound Approach	B	C	
Iroquois and Elmwood Avenue	B	C	
Eastbound Approach	A	A	
Westbound Approach	B	B	

Source: PB, 2010

*Level of Service (LOS)/Average Delay (sec.)

Approach LOS reflects average of left-turn, straight-thru and right turn movements

5. Environmental Impacts

Based on available information, including an EDR Geo-tech Report (see **Section 4.6**), and the history of the site being utilized as a healthcare facility, the presence of significant existing sub-surface environmental concerns and significant soil contamination of the ROC is minimal. Therefore, new on-site development and ground disturbing activities, associated with the Project, including the construction of an addition to Building 45, build-out of the Development Landholding phase (up to 400,000 GSF of building space), landscape activities, and reconfiguration of circulation paths and parking areas would not be expected to result in a significant adverse environmental management impact.

The ROC does include the BSC and BPC maintenance facilities which are currently utilized for vehicle maintenance and storage and plant operations. In addition, the facilities include fuel pumps and underground fuel storage tanks. Both of these facilities are proposed to be relocated and the land area redeveloped as new building space. There is the potential that previous maintenance activities (e.g., vehicle maintenance) and the presence of underground fuel storage tanks at these facilities have resulted in environmental concerns (e.g., fuel, industrial cleaners, oil leaks, etc.) at this site. Redevelopment of maintenance facility area will require the removal of the underground storage tanks and environmental testing to determine the presence of environmental contamination and if the area is suitable for future reuse.

Also, there are 13 USTs reported to be or to have been located at the ROC property. Of which, eight have been closed/removed and seven are still in service. The active tanks range in size from 4,000 gallons to 20,000 gallons (EDR 2010). The location of the active tanks will need to be considered in the future reuse of the property. Environmental testing of these areas will be required, and if applicable, the tanks removed and soil remediated prior to redevelopment. The removal, management, storage, and disposal of these materials would be conducted in accordance with applicable state and federal safety and environmental regulations including NYCRR Part 612 Requirements for Petroleum Storage Facilities and Part 613 Handling and Storage of Petroleum. Specific measures for closing out-of-service tanks include:

- Removing liquid and sludge from the tank and connecting lines and properly disposing of waste products removed in accordance with state and federal requirements;
- Making provisions for the natural breathing of the tank to ensure the tank remains vapor free;
- Disconnecting, removing or securely capping or plugging all connecting lines; and
- Filling the underground tank to capacity with a solid inert material.

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5.6.2 No-Build Alternative

The No-Build Alternative would not result in any adverse impacts to the Project Area related to environmental management.

5.7 Community Services

This section summarizes the potential community service impacts resulting from the implementation of the ROC Master Plan and the No-Build Alternative.

5.7.1 The Project

Public Safety

Full build-out of the ROC Master Plan would not result in a significant impact on public safety and emergency services in the City of Buffalo, but the City Police Department would be expected to expand their respective service areas. Under the Project, a portion of the ROC would no longer be owned by NYS and patrolled by OMH security staff. A portion of the ROC would no longer be a secure healthcare facility, and access to the property would be open to the general public. This land area, approximately 42 acres, would be integrated into and fall under the jurisdiction of the City of Buffalo, which would be responsible for providing police, fire, and emergency services.

Hospitals & Emergency Medical Facilities

Full build-out of the ROC Master Plan would not result in a significant impact on hospitals and emergency services in the City of Buffalo. However, certain BPC and OMH facilities are the subject of recommendations in the ROC Master Plan. These include the relocation of the BPC Maintenance Facility, relocation of the BPCs existing surface parking areas, reconfiguration of the existing ROC circulation system, which could potentially result in traffic and short-term construction impacts on the BPCs operations. The RCC will consult with BPC and OMH to ensure that future RCC activities and operations do not conflict with and can be integrated (if appropriate) with both the short- and long-term needs of the BPCs staff, patients, and visitors and OMH operations. While the plan clearly makes recommendations for future actions on properties controlled by the BPC and OMH, the BPC and OMH have and will continue to have full control over future developments of their lands and buildings within the 91-acre site. The Master Plan and GEIS do not compel the BPC, OMH or the state to undertake any action that is described in the Master Plan or GEIS. Relocation of the maintenance facilities would require concurrence and consultation with the BPC and OMH regarding the identification of an acceptable replacement facility location, funding, and other considerations for this future plan element.

Educational Facilities

Full build-out of the ROC Master Plan would not result in a significant impact on public and private elementary and secondary educational facilities located in the

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City of Buffalo. However, the BSC campus is located immediately adjacent to the northern boundary of the ROC. Implementation of the Project would result in the relocation of the BSC Maintenance Facility (includes 155 off-street parking spaces), relocation of a BSC 558-space surface parking lot, and construction of the proposed East-West Address Road that would intersect and divert ROC traffic onto Rockwell Road, a private roadway utilized by BSC. The relocation of the BSC maintenance facility and 713 BSC parking spaces would be expected to necessitate relocation costs (e.g., capital and land) and could potentially result in BSC parking and operational impacts. In addition, it would be expected that the implementation of the ROC Master Plan would result in short-term construction impacts. Specifically with the construction of up to 400,000 GSF of new building space in the northwest corner of the ROC, which abuts Rockwell Road and the southwest corner of the BSC campus. The RCC will need to consider relocation options for these uses such that the long-term needs of the BSC are satisfied. Also, the RCC will need to work with BSC to ensure that future RCC activities and operations do not conflict with and can be integrated (if appropriate) with both the short- and long-term needs of the college.

Solid Waste Management

Full build-out of the ROC Master Plan would be anticipated to be handled by private waste management services and would not result in a significant impact on solid waste services in the City of Buffalo.

Parks and Recreation

Full build-out of the ROC Master Plan would not result in a significant impact on parks and recreational amenities located in the Project Area and in the City of Buffalo. Importantly, implementation of the Project would result in a beneficial impact. Specifically, full build-out would result in the stabilization and reuse of the NHL listed Buffalo State Hospital and rehabilitation of the historically significant Olmsted and Vaux-designed grounds. The rehabilitated grounds would provide an additional ±42 acres of publically accessible recreation and open space for a variety of passive recreation opportunities. Furthermore, the Project would link the ROC to the parks, cultural, and recreational amenities located within the immediate Project Area including Buffalo's Olmsted Park System (e.g., Delaware Park, Hoyt Lake, Marcy Casino, etc.), Buffalo's museum district (e.g., Albright Knox Art Gallery; Burchfield Penney Art Center; Buffalo and Erie County Historical Society, etc.), and the communities neighboring it (e.g., Elmwood Village, BSC, etc.). The open areas and rehabilitated grounds would provide opportunities for both ROC visitors and residents of the region. New recreation and public open space would represent a beneficial increase in the availability of such facilities to the neighboring communities.

Of note, the Burchfield Penney Art Center is co-located on the ROC property. No direct adverse impacts would be expected from the full build-out of the ROC

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Master Plan on the art centers operations. Minor short-term construction related traffic and noise impacts may occur. The RCC will consult with the Burchfield Penney Art Center to coordinate construction activities to mitigate any potential impact to the operational needs of the Center.

5.7.2 No-Build Alternative

Under the No-Build Alternative, the currently vacant Buffalo State Hospital buildings and surrounding grounds would continue to be retained by NYS and no transfer of surplus land would take place. No reuse or redevelopment of the ROC property would occur under this alternative. Implementation of the No-Build Alternative would result in approximately 42 acres and 480,000 GSF of vacant and underutilized building space and grounds being left unused. Importantly, the opportunity to rehabilitate and open the ROC grounds for passive public recreation would be lost, as would be the ability to provide improved connections through and across the site to BSC, residential neighborhoods, Delaware Park, and nearby cultural institutions.

5.8 Utilities

It is envisioned that new on-site utility connections would be owned and maintained by the RCC. The RCC fully anticipates providing new utility services onto the surplus lands to service the Project. Shared service of any active OMH utility is not anticipated.

The Project would likely result in increased demands on the various utilities provided to the Project Area. However, the ROC is located in a well-established urban setting and is served by or has access to all major utility facilities, including water, sewer, electric, and natural gas. Regardless, descriptions of potential impacts to utilities within the Project Area and its surrounds are provided below.

5.8.1 The Project

Under the Project, it is assumed that the RCC will take ownership of the existing on-site utility infrastructure following transfer of the surplus NYS owned lands. The RCC would be responsible for the maintenance, upgrade, and operation of all on-site utility infrastructure located within the transferred lands.

In addition, as identified in **Section 5.1** (Cultural/Historic Resources) there is the potential for archaeological impacts during ground disturbing activities associated with the utilities upgrades and installations.

Implementation of the ROC Master Plan will require further consultation with OPRHP regarding archaeological resources and additional investigations may be required prior to the start of any future work. In addition, any excavation or other type of ground disturbing activity will require a Phase 1B or other type of

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excavation-directed investigation in the location of that action to determine the potential extent of archeological resources and appropriate avoidance or treatment plans (Adams, 2008).

Water Supply

Implementation of the Project would not be expected to have a significant impact on the regional water supply system. Upon full build-out, water demand would be expected to exceed existing demand. The existing municipal system is expected to have sufficient capacity to meet any future water supply demands resulting from implementation of ROC Master Plan. Upon disposition of the surplus ROC property, the RCC will need to consult with the City of Buffalo and Buffalo Water Authority to estimate the impact of development on the existing water system, including flow volume estimates; identify needed improvements to the water distribution system; and obtain all applicable local permits and approvals.

Water Demand

Full build-out of the ROC Master Plan would result in a maximum of 880,000 GSF of mixed-use non-residential building space. Based on the scale of development at full build-out, it would be expected that the Project would require water in excess of existing ROC water usage rates. In addition, it would be expected that the Project would generate water demands for fire protection and general landscaping irrigation. Specific details on building systems are not provided in the ROC Master Plan. Because final build-out details have not been established, it is not possible to accurately project the water supply needs of the development.

It would be expected that an increase in water demand due to the implementation of the ROC Master Plan would not have a significant impact on the overall water supply. Currently, the City of Buffalo's water supply system has an overall capacity of 160 million gallons per day. The City currently utilizes approximately 75 million gallons per day. Therefore, the water supply system has approximately 85 million gallons per day excess capacity available. In addition, the full build-out of the ROC Master Plan is projected to occur incrementally over a 20-year period. Therefore, any expansion in the demand for water would not occur at once, and the Buffalo Water Authority, as the local utility service provider, would be expected to meet any increases in service demand as needed.

Since water consumption demands for the Project have not been prepared, the ROC will coordinate with the Buffalo Water Authority as the Project nears implementation to ensure sufficient water delivery to the Project Area.

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Distribution System

At this time the existing on-site water distribution system is not owned, operated, and maintained by the Buffalo Water Authority. Upon implementation of the ROC Master Plan, a decision will need to be made that specifies who will own and maintain the future on-site system. In addition, the condition of the existing system is not known and it will need to be determined if the existing system will be reused or if a new system will be required. Potential capacity and infrastructure impacts will have to be examined as specific details become available.

The reuse of the historic Buffalo State Hospital buildings and grounds may require upgrading the existing water supply infrastructure on the ROC to meet applicable Buffalo Water Authority and City of Buffalo standards. Specific issues that may need to be addressed include the following:

- The majority of the ROCs water distribution system is assumed to be installed decades ago and may need to be replaced or upgraded to meet current buildings and health and safety codes.
- Buildings are not individually metered. Reuse of the Buffalo State Hospital buildings may require upgrading the existing water distribution system, metering of individual structures or end users, and the installation of new water supply infrastructure.

The RCC will need to conduct a detailed examination of the existing system to determine if the existing system meets current codes and regulations. The RCC will consult with the City of Buffalo and Buffalo Water Authority to ensure that the existing system and any new water supply infrastructure is designed and installed in accordance with all rules, terms, and conditions of the Buffalo Water Authority. Future development will require site plan review, permitting, and adherence to applicable City water distribution policies and regulations as well as approval for water line connections by the Erie County Health Department.

Wastewater

Implementation of the Project would not be expected to have a significant impact on the municipal wastewater system. Upon full build-out, the average daily volume of wastewater from the Project would be expected to increase above existing conditions. The Buffalo Sewer Authority would be expected to have the capacity within its existing system to meet any future wastewater flows resulting from the implementation of ROC Master Plan. Upon disposition of surplus NYS property, the RCC will need to estimate the impact of anticipated future development on the existing wastewater system; identify who is responsible for needed infrastructure improvements and what those improvements are; identify the ownership and management of installation infrastructure; and obtain all applicable local permits or approvals.

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Wastewater Volume

Based on the scale of development associated with the full build-out of ROC Master Plan (i.e., 880,000 GSF), it would be expected that the Project would generate wastewater flows in excess of what is currently generated at the ROC. The condition of the existing system is not known and it will need to be determined if the existing system will be reused or if a new system will be required. Potential capacity and infrastructure impacts will have to be examined as specific Project details become available.

However, because of excess capacity within the existing municipal wastewater system, implementation of the ROC Master Plan would not be expected to have a significant impact on the overall wastewater system. Currently, the City of Buffalo's sewer system has an overall capacity of 180 million gallons per day. The City currently treats roughly 160 million gallons per day. Therefore, the sewer system has approximately 20 million gallons per day excess capacity. The RCC will coordinate with the BSA as the Project nears implementation to ensure sufficient sewer capacity. Potential capacity and infrastructure impacts will have to be examined as specific details (e.g., future flow rates, on-site stormwater and sewer management plans, ownership, etc.) become available. There may be an issue if projected stormwater volumes exceed existing conditions.

In addition, the full build-out of the Project is projected to occur incrementally over a 20-year period. Therefore, any expansion in the volume of wastewater would not occur at once, and the BSA, as the local utility service provider, would be expected to meet any increases in service demand, as needed.

Wastewater System

As with the water distribution system, the existing on-site wastewater distribution system is not owned, operated, and maintained by the BSA. Upon implementation of the ROC Master Plan, a decision will need to be made that specifies who will own and maintain the future on-site system. In addition, the condition of the existing system is not known and it will need to be determined if the existing system will be reused or if a new system will be required. Potential capacity and infrastructure impacts will have to be examined as specific details become available.

The reuse of the historic Buffalo State Hospital buildings and grounds may require upgrading the existing or installation of new wastewater infrastructure on the ROC to meet applicable BSA and City of Buffalo standards. In addition, whatever is developed will require a separate stormwater and sewer system and there is the potential that the future system will require an on-site stormwater retention system (Source 2010).

Detailed plans, preliminary or final, for these improvements are not included in the ROC Master Plan and are not known at this time. In addition, the entity

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responsible for implementing any system improvements has not been determined. Upon disposition of the state owned and maintained property, the party responsible for making the water supply infrastructure improvements would need to be identified. The RCC will consult with the City of Buffalo and BSA to ensure that any new wastewater infrastructure is designed and installed in accordance with all rules, terms, and conditions of the BSA. Future development will require site plan review, permitting, and adherence to applicable County or City stormwater and sewer policies and regulations.

Stormwater

It is assumed that full build-out would result in the construction of new and reconfigured existing roadways, parking lots, and other impervious surface areas. The majority of runoff from reuse would be generated from roof structures and paved surfaces. As a result, stormwater could contain trace levels of contaminants typically found in residential, office, and commercial developments, as well as pesticides and fertilizers used on maintained lawns and landscaped areas.

Specific project plans and details have not yet been developed. The quantity of impervious surface area, potential stormwater volumes, the condition of the existing stormwater system, and needed improvements resulting from the full build-out of the ROC Master Plan have not been determined. It would be expected that full build-out would not have a significant impact since the majority of the proposed redevelopment would be concentrated on land in areas that have already been developed and contains stormwater infrastructure. In addition, any impacts will be mitigated by the RCC through stormwater management. The RCC will be required to prepare a stormwater management plan to control the volume and quality of stormwater runoff in a manner consistent with applicable City of Buffalo and NYSDEC stormwater management policies. The RCC will also be required to implement best management practices (BMPs) during construction activities to control the release of stormwater runoff from exposed construction sites. Post-construction BMPs also would be required to control the average annual load of total suspended solids in stormwater runoff. In addition, all future development will be required to undergo appropriate City of Buffalo development review. In addition, the RCC will work with the City of Buffalo and other applicable groups to manage stormwater and mitigate any potential impacts.

Stormwater System

As previously mentioned, the existing on-site wastewater and stormwater system is not owned, operated, and maintained by the BSA. Upon implementation of the ROC Master Plan, a decision will need to be made that specifies who will own and maintain the future on-site system. In addition, the condition of the existing system is not known and a determination will need to

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be made if the existing system will be reused or if a new system will be required. The reuse of the historic Buffalo State Hospital buildings and grounds may require upgrading the existing or installation of new stormwater infrastructure on the ROC to meet applicable BSA and City of Buffalo standards. In addition, whatever is developed will require a separate stormwater and sewer system and there is the potential that the future system will require an on-site stormwater retention system (BSA 2010). Although existing structures and built areas would be reused, new stormwater infrastructure may be necessary to offset new impervious surfaces associated with redevelopment under this alternative.

The RCC will consult with the City of Buffalo and BSA to ensure that any new stormwater infrastructure is designed and installed in accordance with all rules, terms, and conditions of the BSA. Future development will require site plan review, permitting, and adherence to applicable City stormwater and sewer policies and regulations. Potential capacity and infrastructure impacts will have to be examined as specific details become available.

Upon acquisition of surplus NYS property, the RCC will need to estimate the impact of development on the existing stormwater system; identify who is responsible for needed infrastructure improvements and what those improvements are; and obtain all applicable local permits or approvals.

Electric Distribution

The Project would result in increased demands on the electrical system, but would not adversely impact National Grid's (the local electrical service provider) ability to deliver this service to the ROC. Reuse of the Buffalo State Hospital buildings would require upgrading the existing distribution system, metering of individual structures or end users, and the installation of new distribution infrastructure. Upon redevelopment, the electric power distribution system on the ROC may need to be either expanded or relocated to accommodate the final design at full-build out. The electrical distribution system will be evaluated as build-out is further defined.

Gas Distribution

Redevelopment under the Project may require the expansion or relocation of natural gas lines on the ROC to accommodate the final design at full-build out. Meters may need to be assigned to each new facility so that individual customers can be tracked and billed. As Project design progresses, the ROC will coordinate with National Fuel to ensure that specific needs for peak project natural gas demands are met.

5.8.2 No-Build Alternative

The No-Build Alternative would not result in any changes to current ownership, distribution, or use of utilities in and around the Project Area. Therefore, the No-

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Build Alternative would not have any impact upon utilities in the vicinity of the Project Area.

5.9 Air Quality

5.9.1 The Project

The proposed ROC Master Plan would result in increased vehicular traffic to and from the Project area and may cause at key intersections elevated ground-level concentrations of carbon monoxide (CO) associated with vehicular exhaust. Using guidelines provided in the NYSDOT Environmental Procedures Manual (EPM) a screening analysis was conducted to determine whether the Project will require a quantitative CO intersection analysis. The results of the screening analysis indicate that no detailed analysis is required. The following section describes the methodology used in this screening analysis.

Site Selection Criteria

Guidelines established by NYSDOT's *Environmental Procedures Manual* specify criteria that were used to determine whether detailed air quality analyses are required for the Project. NYSDOT's *EPM* specifies a process to select sites that includes first screening the potentially affected sites, and then ranking them to determine those requiring detailed analysis. These guidelines include an LOS screening identifying Project affected intersections with an LOS of D or greater, and then using the following capture criteria to rank and select sites for detailed analysis:

- Ten percent or more reduction in source-receptor distances;
- Ten percent or more increase in traffic volumes on the affected roadways;
- Ten percent or more increase in vehicle emissions;
- Any increase in the number of queued lanes; and
- Twenty percent reduction in speeds, when the Build estimated average speed is 30 mph or less.

The NYSDOT *EPM* also states that if a State Implementation Plan (SIP) intersection, which is an intersection, identified and analyzed in New York State's 1995 CO SIP attainment demonstration, is located within ½ mile of the Project, the thresholds for all Project-induced increases at these intersections are reduced by half from the criteria cited above.

Result of Applying Applicable Criteria

In order to determine if a detailed CO microscale analysis was warranted and to select these analysis sites, traffic volumes, levels of service and vehicular speeds at the major signalized intersections were evaluated with and without the Project in future analysis years 2015 and 2035. They include locations adjacent

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to the major roadways that may be affected by the proposed Project alternatives creating the potential for exceeding air quality standards at nearby sensitive land uses. Traffic volumes and levels of service at the signalized intersections of Forest Avenue and Richmond Avenue, Rockwell Road and Elmwood Avenue, and Iroquois Avenue and Elmwood Avenue were evaluated in the screening analysis.

Traffic estimates for this project indicate that changes in traffic volumes and levels of service would not be above the thresholds specified in the EPM Manual, and a detail CO microscale analysis is not required to demonstrate compliance with the National Ambient Air Quality Standards (NAAQS). Thus, no significant CO impacts would occur with the proposed Project, and mitigation would not be required.

5.9.2 No-Build Alternative

Under the No-Build Alternative, the surplus ROC property, including the vacant Buffalo State Hospital would continue to be retained by NYS and no transfer of surplus lands would occur. No reuse or redevelopment of the property would occur under this alternative. Therefore, no impacts related to air quality would occur under the No-Build Alternative.

5.10 Noise

5.10.1 The Project

Implementation of the ROC Master Plan would result in temporary noise increases from construction operations and delivery vehicles traveling to and from the ROC. Noise generated would be temporary and would occur during regular daytime working hours. Long-term activities associated with the Project (e.g., visitor center, commercial land use, etc.) are not expected to generate significant noise impacts both on-site and in the adjacent neighborhoods.

A general qualitative discussion of potential operational, traffic, and construction noise impacts are described below.

Future ROC Operations

The Project would potentially result in a minor increase in noise levels within the Project Area because of the introduction of new development and activity to an area of the ROC that has sat vacant and unused for the past three decades. Implementation of the ROC Master Plan would not be expected to result in a significant adverse long-term noise impact to existing operations co-located at the ROC or in the surrounding neighborhoods. Generally, the Project would not result in activities taking place on ROC that would generate noise out of character with the existing urban environment, which experiences, for example, background noise due to traffic. Adverse noise impacts could result from an

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influx of Project-related traffic to the Project Area as well as construction activities. Such adverse impacts due to traffic would be relatively minor and could be mitigated. All future development will adhere to applicable City noise ordinances.

Traffic-Related Noise Impacts

Implementation of the Project would not be expected to generate significant traffic-related noise impacts within the Project Area. Traffic-related noise would occur in areas already experiencing vehicular noise and would not be expected to cause additional impacts.

Temporary increases in construction-related vehicle noise would, however, be expected. Truck and construction vehicle (e.g., dump trucks, material deliveries, debris removal, etc.) traffic within and near the ROC would produce localized noise for brief periods, but this would not be expected to create any long-term, adverse noise impacts on the neighboring community.

Construction

Demolition, construction, and renovation noise would occur within the boundaries of the ROC during renovation and construction activities. Construction would not have a significant long-term noise impact. Only short-term noise impacts would be expected during construction activities, which would be managed to meet local noise standards. Therefore, extended disruption of normal activities would not be anticipated.

Noise impacts on the Project Area during construction activities would include noise from construction equipment operating on the installation and delivery vehicles traveling to and from the site. Heavy machinery, the major source of noise in construction, is constantly moving in unpredictable patterns (FWHA 1995). Construction-related noise levels at any given location would depend on the type and number of pieces of construction equipment being operated and the receptor's distance from the construction site. Noise impacts would vary widely, depending on the phase of construction (e.g., demolition, land clearing and excavations, foundation and capping, construction of new building walls, etc.) and the specific task being undertaken. Increased noise levels would be most significant during the early stages of each construction phase, although these periods would be of relatively short duration.

Typical noise levels for construction equipment are shown in **Table 5.10-1**. The listed noise levels represent the A-weighted maximum sound level (L_{max}), measured at a distance of 50 feet from the construction equipment.

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Table 5.10-1 Typical Construction Noise Levels

Equipment Description	Maximum Sound Level (L_{max}) dBA at 50 feet
Backhoe	80
Chainsaw	85
Compressor (air)	80
Concrete mixer truck	85
Concrete saw	90
Crane	85
Dozer	85
Dump Truck	84
Excavator	85
Flatbed truck	84
Front-end loader	80
Generator	82

Table 5.10-1 Typical Construction Noise Levels (continued)

Equipment Description	Maximum Sound Level (L_{max}) dBA at 50 feet
Grader	85
Jackhammer	85
Pickup truck	55
Pneumatic tools	85
Sand blasting (single nozzle)	85
Vacuum street sweeper	80
Warning horn	85
Welder/torch	73

Source: Modified from FHWA Roadway Construction Noise Model User's Guide, Final Report, January 2006.

Construction noise is regulated by the City of Buffalo, City Charter, Chapter 293, Noise ordinance, which specifies that noise associated with construction during the hours of 7 a.m. to 9 p.m. are exempt (City of Buffalo 2010c). To mitigate potential construction noise, construction activities will be conducted between the hours of 7 a.m. to 9 p.m. as allowed by the City Charter. In addition, to further mitigate construction-related noise impacts on the surrounding community and other existing operations co-located on the ROC property (e.g., BPC), the RCC will implement, as appropriate, the following BMP strategies to control noise impacts during construction activities:

- **Truck Traffic.** Designate routes that would not carry truck traffic related to the construction past noise-sensitive areas.
- **Portable Noise Barriers.** During Project construction, use portable barriers to enclose noisier stationary equipment when appropriate.
- **Limit Heavy Equipment Activity near Residences.** Limit heavy equipment activity adjacent to residences or other sensitive receptors to the shortest possible period required to complete the work activity.

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- **Mufflers and Intake Silencers.** Ensure that proper mufflers and other noise-reduction equipment are in good working condition.
- **Establish Telephone Hotline.** Establish and publicize a phone number for members of the public to call if they have a noise complaint.
- **Modify Backup Alarms.** Lay out construction sites to minimize the need for backup alarms; use broadband noise backup alarms; and use flagmen to keep the area behind maneuvering vehicles clear.
- **Stationary Equipment.** Where practical, locate stationary equipment such as compressors, generators, and welding machines away from sensitive receptors or behind barriers.
- **Construction Management Strategies.** Sequence operations to combine noisy operations within the same time period. Implement alternative construction methods to reduce the transmission of high noise levels to noise-sensitive areas (e.g., use special low noise emission level equipment, select and specify quieter demolition or deconstruction methods).

To mitigate any potential construction noise impacts on co-located ROC operations and the neighboring community, the RCC will work with the Burchfield Penney Art Center, BPC, OMH, and BSC prior to any construction activities to develop and implement appropriate strategies to mitigate any potential noise impact. The RCC will designate a point of contact to coordinate and respond to specific concerns from the BPC and OMH during project construction and future operations. The RCC will enter into a Memorandum of Understanding (MOU) or similar formal instrument to formalize the existing cooperative relationship.

5.10.2 No-Build Alternative

Under the No-Build Alternative, the surplus ROC property, including the vacant Buffalo State Hospital would continue to be retained by NYS and no transfer of surplus lands would occur. No reuse or redevelopment of the property would occur under this alternative. Therefore, no impacts related to noise would be expected under the No-Build Alternative.

5.11 Physical and Ecological Resources

5.11.1 The Project

Topography

The Project would not result in any significant long-term impacts to topography, geology, or soils of the ROC. Temporary disturbance of soils would occur due to construction activities.

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The ROC Master Plan includes improvements to existing conditions and preservation of important topographical features. The Core Project includes stabilization of buildings, which will address erosion concerns around foundations. In addition, landscape stabilization of the South Lawn will be addressed in the Core Project.

Throughout all phases of the Project, historic topographic features will be retained and preserved, and site disturbance and soil compaction will be limited.

Vegetation and Wildlife

Implementation of the Project would not result in a significant impact to general ecology and wildlife. A review of the New York Natural Heritage Program database found “no records of rare or state-listed animals or plants, significant natural communities, or other significant habitats” either in the Project Area or its immediate vicinity. In addition, the Project does not involve work in, or adjacent to, a wildlife or waterfowl refuge. The ROC is located in an urban area which has historically been altered over time by development activities, including paving, excavations, filling, and construction activities and possesses low-quality wildlife habitat. Therefore, no significant adverse impact would be expected on vegetation and wildlife resources. Of note, the ROC property does support typical non-protected urban wildlife (e.g., squirrels, birds, rabbits, etc.). Implementation of the Project would have no significant or adverse impact on the mammals and birds that inhabit the ROC.

The creation of new open space/landscaped areas and street trees would result in a net increase of vegetation within the ROC and would provide potential habitat for various species acclimated to urban environments.

Water Resources

The ROC does not contain any water features. Therefore, implementation of the Project would not result in an impact.

5.11.2 No-Build Alternative

The No-Build Alternative would have no new short or long-term impacts to physical and ecological resources.

5.12 Construction Impacts

5.12.1 The Project

Potential construction-related impacts associated with the Project would include site preparation (e.g., grading) which may increase sediment loadings in site runoff; disposal of any contaminated soils/fill and building materials (i.e., lead based paints and asbestos), and potential exposure to on-site workers; and temporary impacts to air quality and ambient noise levels. In addition,

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construction workers could also be exposed to hazardous situations typically associated with construction activities. However, as described below, construction activities would not result in any significant impacts with the application of appropriate construction techniques, compliance with local and federal regulations, inspection and monitoring associated with permitting processes, and mitigation measures as discussed below. Project construction would be expected to occur over the 20-year build-out period for the project.

Site Runoff

RCC and its contractors will be required, as appropriate, to address erosion and sediment control procedures to prevent runoff into adjacent non-contaminated areas. A stormwater pollution prevention plan (SWPPP), including soil erosion and sediment controls, consistent with the most recent State Pollutant Discharge Elimination System (SPDES) guidance will also be developed, and may include:

- Use of sedimentation/erosion control measures, such as silt curtains and hay bales;
- Measures for surface protection of exposed soils; and
- Plans for re-vegetation of disturbed areas.

Likewise, all contractors will be required to develop a Site Safety and Health Plan in accordance with EPA, Occupational Safety and Health Administration (OSHA), National Institute of Occupational Safety and Health (NIOSH), and American Council of Government Industrial Hygienists (ACGIH) standards.

Air Quality

Construction-related impacts on air quality would be limited to short-term increases in fugitive dust and mobile source emissions. Short-term elevated mobile source emissions (e.g., CO from motor vehicles) may result from the disruption of traffic during peak travel periods. Construction-related fugitive dust is airborne particulate matter generated by haul, concrete and delivery trucks and earth-moving vehicles traveling within the construction area. Fugitive dust is typically made up of relatively large particles that are re-suspended by vehicle movement, and material blown from uncovered haul trucks. These particles, given their relatively large size, tend to settle within 20 to 30 feet of their source and should not impact the other operations co-located at the ROC (e.g., BPC) and the adjacent neighborhoods.

The following are typical mitigation measures that will be taken, as appropriate, to minimize potential impacts on air quality.

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■ Site Preparation

1. Cover unpaved construction roads with crushed stone;
2. Limit vehicular paths and stabilize temporary roads;
3. Use watering trucks to minimize dust;
4. Minimize land disturbance;
5. Cover trucks when hauling soil;
6. Use windbreaks to prevent any accidental dust pollution; and
7. Stabilize dirt piles that are not removed immediately.

■ Construction

1. Minimize unnecessary vehicular activities;
2. Cover haul trucks when transferring materials; and
3. Use dust suppressants on non-paved travel paths.

■ Post-Construction

1. Remove unused material; and
2. Re-vegetate disturbed land which remains undeveloped.

Noise

Short-term noise impacts would be expected on those areas immediately adjacent to future construction-related activities at the ROC. Impacts to community noise levels during construction would result from noise associated with construction equipment, and construction-related vehicles traveling to and from the construction site. The degree to which these noise sources would have an impact on community noise levels depends upon the noise characteristics of the equipment and construction activities, the construction schedule, and the distance from sensitive receptors. The RCC will be required to comply with the City of Buffalo, City Charter, Chapter 293, Noise ordinance and EPA emission standards for construction equipment. These regulations require:

- Construction material be handled and transported in such a manner as not to create unnecessary noise;
- Except under very special circumstances, construction activities be limited to weekdays, between the hours of 7:00 A.M. and 9:00 P.M.; and
- Certain classifications of construction equipment and motor vehicles meet specified noise emission standards.

Increases in noise levels from delivery trucks and other construction vehicles would not be expected to result in a significant impact.

Utilities

All necessary utilities, including water, sanitary/storm sewer, and electrical service, to buildings in and adjacent to the construction site would be

5. Environmental Impacts

maintained during construction. In the event of planned temporary disruptions, the RCC will require contractors to provide advance notification to building owners and residents of the date and duration of planned service disruptions. Therefore, no significant adverse impacts to utilities would be expected to result from construction activities.

Short-term Parking Displacement

There is the potential for short-term parking impacts to occur on-site as construction activities progress (e.g., construction of new building space in the northwest corner of the ROC, reconfiguration of existing parking lots and circulation system, etc.). An assessment of potential short-term parking impacts resulting from construction activities will need to be made prior to undertaking any construction activities.

Worker Safety

During construction activities associated with the Project, construction personnel are likely to encounter a number of physical hazards that are typically associated with construction work including uneven footing, exposed construction material, open excavations, risk of fall from partially constructed structures, etc. The Project will minimize risk to construction personnel by fully complying with applicable Occupational, Safety and Health Administration, New York State Labor Law and City of Buffalo requirements. The public will be protected from exposure to such dangers through secure construction sites with authorized access only.

Conclusions

Implementation of the ROC Master Plan would result in short-term construction impacts within the boundaries of the ROC property. Impacts will be minimized with the application of appropriate mitigation measures and construction techniques; compliance with local and federal regulations; inspection and monitoring associated with permitting processes; and continued communication with other entities co-located and surrounding the ROC, including OMH, BPC, Burchfield Penney Art Center, BSC, and the neighboring community. More specifically, the RCC will establish a working committee with the BPC and OMH for the purpose of discussing access and operational issues during the various phases of project implementation and operations. Avoidance measures will be incorporated in construction documents prior to their release for bid. Additionally, the RCC will designate a point of contact to coordinate and respond to specific concerns from the BPC and OMH during project construction and future operations, and will enter into a Memorandum of Understanding (MOU) or similar formal instrument.

5.12.2 No-Build Alternative

The No-Build Alternative would result in no construction-related impacts.

6

Cumulative Impacts

This section examines the potential cumulative impacts that may result from the implementation of the ROC Master Plan. A cumulative impact is the effect on the environment that could result from the incremental impact of the proposed action when added to other past, present, or reasonably foreseeable future actions. Cumulative impacts can result from individually minor but collectively significant actions that take place over time. Accordingly, a cumulative impact analysis identifies and defines the scope of other actions and their interrelationship with the proposed action or its alternatives if they overlap in space and time.

6.1 Study Area

The geographic scope of this analysis has incorporated the characteristics of the resources that may be affected, including social, economic, and natural environments. For the purposes of this analysis, the study area for this cumulative impact analysis is the ROC and its adjacent neighborhoods, including Olmsted Crescent, BSC Campus, Grant-Amherst, Forest Avenue and vicinity, Elmwood Village, and Grant-Ferry.

6.2 Other Planned Non-Project Actions

Other reasonably foreseeable non-project actions occurring in the study area include the following:

- **Buffalo State College Master Plan.** BSC is currently completing a master plan that outlines needed capital investments to provide a 'road map' for decisions about capital improvements. Specifically, the draft master plan identifies a large increase in total student classroom, residential, and operational building space and infrastructure, landscaping, and circulation improvements. The plan identifies three potential campus growth strategies that would strengthen the core of the campus, strengthen the campus's relationship to Rockwell Road and the ROC, and develop college land west of Grant Street (BSC 2010b). More than \$300 million in funding has been allocated for planning, construction, and improvements to the campus (BSC 2010c). In addition, BSC is projecting growth in total student population from 11,000 today to 14,000 by the year 2023. The plan identifies the following on-going and potential future campus development:

6. Cumulative Impacts

1. New science and mathematics complex (i.e., three-level, 222,000 GSF);
2. New technology building;
3. New student apartment complex (i.e., 507 beds);
4. Renovations to student dormitories;
5. Renovations to the Houston Gym;
6. Proposed new Campus Life Building;
7. Proposed 900-space structured parking facility;
8. Proposed new campus operations center;
9. Proposed 4,000-seat athletic stadium;
10. Upgrade to campus infrastructure; and
11. Improved pedestrian, bike, transit, and vehicle accommodations.

- **The Buffalo Olmsted Park System: Plan for the 21st Century.** The Buffalo Olmsted Park System: Plan for the 21st Century is a blueprint for the future of Buffalo's unique cultural landscape. Charged with the management and operations of City-owned parks since 2004, the Buffalo Olmsted Parks Conservancy initiated an inclusive and comprehensive planning process with the goal of restoring the system and enhancing the parks and parkways in ways that respect their status as important neighborhood, regional, national, and international resources. The priorities of the plan include fixing the 'basics' of the parks, attending to the landscape and vegetation, the operations and management, paths and trails, recreational opportunities, branding and signage, and amenities such as water, restrooms, and benches. At the same time, the historic restoration goals are also a priority as addressing such are expected to enhance the Olmsted cultural landscape and build on a heritage tourism economy that is growing in the region. While the ROC is neither a component of the plan nor a facility maintained by the Buffalo Olmsted Parks Conservancy, the plan nonetheless calls for integrating the ROC into the Olmsted system.

6.3 Cumulative Impacts

No long-term, significant adverse cumulative impacts are expected from implementation of the ROC Master Plan along with the other planned construction projects. Minor traffic and parking impacts would be expected due to the growth in traffic associated with both the implementation of the ROC Master Plan and growth of the BSC campus and student population. Specifically, construction of the East-West Address Road, a private internal drive, would require a curb cut onto and would direct site traffic onto Rockwell Road, a private road utilized by BSC. Implementation of the Project would also result in the loss of 713 existing BSC surface parking spaces located on the ROC -

6. Cumulative Impacts

558 spaces located on ±42-acre “surplus” lands and 155 parking spaces located adjacent to the BSC maintenance building. It would be expected that the demand for parking generated by the reuse of the Buffalo State Hospital combined with the loss of BSC parking and the demand generated by the BPC and BSC (i.e., staff and students) would generate demand for parking on the ROC and in the neighborhoods adjacent to it. However, the mixed-use character of the Master Plan would somewhat temper these impacts, given that land uses vary in their peak demand period.

An assessment of potential ROC and BSC parking impacts will need to be made following the development of a site parking plan which should include a future parking demand and utilization analysis, detailed parking configuration designs, and a parking management plan to better understand the needs of the users being served at the ROC and the BSC.

Construction activities associated with the implementation of the ROC Master Plan and development and renovation of the BSC campus would be expected to result in short-term cumulative construction impacts. Construction impacts could include localized and temporary impacts to sound levels, air quality, on-site parking, traffic, and visual impacts. Short-term noise impacts associated with construction-related vehicles would be regulated by local and State regulations and standards. Air quality impacts would be limited to short-term increases in fugitive dust and mobile source emissions from construction equipment. The RCC will consult with BSC to develop measures to maintain Project Area, ROC, and BSC parking, vehicular, and pedestrian traffic and circulation. In addition, the RCC will coordinate with BSC and other adjacent property owners and operating entities (e.g., BPC, OMH, and Burchfield Penney Art Center, etc.) in advance of the start of construction activities.

The RCC will need to work with BSC to ensure that future development activities and operations do not conflict with and can be integrated (if appropriate) with one another’s short- and long-term operational needs.

7

Other Considerations

7.1 Unavoidable Adverse Effects

This section identifies unavoidable adverse effects that may occur as a result of implementing the ROC Master Plan. Certain adverse environmental impacts can be expected to occur regardless of the mitigation measures employed; for example, there is typically permanent loss of vegetation when building a new facility and any related parking. Because such unavoidable impacts must be factored into final agency decision making, the SEQRA regulations provide that an EIS must contain an identification and assessment of impacts that cannot be avoided or adequately mitigated. The potential for short- and long-term adverse impacts would be localized in the vicinity of the Project Area and are described below.

7.1.1 Short-Term Unavoidable Impacts

Construction-phase impacts would include localized and temporary impacts to sound levels, air quality, on-site parking, and visual impacts. Short-term noise impacts associated with construction-related vehicles would be regulated by local and State regulations and standards. Air quality impacts would be limited to short-term increases in fugitive dust and mobile source emissions from construction equipment. Measures to maintain on-site parking, vehicular, and pedestrian traffic and circulation, as well as through the Project Area, during construction, will be developed by the RCC in conjunction with the construction phasing plan. In addition, the RCC will coordinate with BSC and other entities co-located (e.g., BPC, OMH, and Burchfield Penney Art Center) at the ROC in advance of the start of construction activities. The RCC will establish a working committee with the BPC and OMH for the purpose of discussing access and operational issues during the various phases of project implementation and operations. Avoidance measures will be incorporated in construction documents prior to their release for bid. Additionally, the RCC will designate a point of contact to coordinate and respond to specific concerns from the BPC and OMH during project construction and future operations.

7.1.2 Long-Term Unavoidable Impacts

Overall, the Project would have significant, positive long-term impacts. The Project would result in the stabilization and reuse of the historic Buffalo State Hospital, which is currently vacant, and would redevelop a portion of the ROC as a mix of commercial and cultural uses. However, with just about any form of

7. Other Considerations

sizable urban development would come long-term impacts, such as minor increased vehicular traffic and potential visual impacts resulting from the Development Landholding phase of the ROC Master Plan. Overall, the Project would not be expected to result in any significant adverse long-term impacts to the Project Area, including cultural resources, land use, socioeconomics, environmental management, community services, utilities, air quality, noise, and physical and ecological resources.

7.2 Growth Inducing Aspects

Growth inducing impacts refer to the likelihood that the Project may trigger further development by attracting significant increases in local population through the creation or relocation of employment and the support facilities that may be necessary to serve that population.

Implementation of the ROC Master Plan would result in the reuse of 480,000 GSF of vacant building space and the development of up to 400,000 GSF of new non-residential building space. The Project would not be expected to attract significant increases in local population, create or relocate significant employment, or improve the Project Area's public roads, sewers, water mains, or other utilities that would adversely impact the communities located in the adjacent neighborhoods.

The Project would be expected to result in a beneficial impact since it will expand the cultural and recreational resources in the Project Area and the City of Buffalo. The Project would also provide potential growth opportunities to the local economy, including an expanded municipal tax base; potential new visitor, employee, and business spending; and expand the development potential of the local area. Specifically, the proposed reuse of the vacant Buffalo State Hospital buildings, including dedicated arts/cultural/conference space, and rehabilitation of the Olmsted and Vaux design grounds would compliment and expand the adjacent cultural, commercial, and recreational land uses located near the ROC (e.g., Buffalo Olmsted Parkway System, Albright Knox Art Gallery, Elmwood Village). Short-term beneficial impacts would also occur during the estimated 20-year construction period. Short-term gains to the local economy would occur if local workers are hired and if local businesses provide services and supplies during the construction period.

7.3 Irreversible and Irretrievable Commitments of Resources

Irreversible commitments of resources are those that cannot be reversed except over an extremely long period of time. Short-term irreversible commitments of resources associated with the construction activities include the state funding already committed to stabilization activities, use of energy, and the generation of increased noise levels. Construction materials and building supplies would be

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committed to the redevelopment of the Buffalo State Hospital, construction of new building space, reconfiguration of site circulation and parking areas, and rehabilitation of the ROC landscape. The use of these materials, such as gravel, concrete, steel, glass, etc., represents a long-term commitment of these resources that would not be available for other projects. Fuel, lubricants, and electricity would be required during construction activities for the operation of the various types of construction equipment and vehicles, and for the transportation of workers and materials to the construction sites. These resources are not in short supply, and their use would not have an adverse effect upon their continued availability.

In the long-term, implementation of the Project would result in irreversible or irretrievable commitments of resources if land development were to physically eliminate or diminish the character of natural resources on or immediately adjacent to the ROC. The disposition and reuse of a portion of the ROC property, although an irreversible action, does not represent an irretrievable commitment of land resources, since this action makes resources available for future reuses. The proposed action also represents the irretrievable commitment of human resources and materials requiring the use of fossil fuels, electrical energy, and other energy resources during construction and operation of facilities. These resources would be irretrievably committed to the action.

7.4 Effects on the Use and Conservation of Energy Resources

The construction and operation of the Project would have both short-term and long-term impacts on the use and conservation of energy resources. In the short-term, construction would require the use of nonrenewable energy resources including: gasoline, diesel fuel, and electricity. In addition to construction-related energy use by equipment including such things as forklifts, waste dumpers, excavators, loaders, backhoes, bulldozers, dump trucks, delivery vans, generators, concrete pumps, pile driving/caisson equipment, and paving equipment. The indirect use of energy would also occur as a result of construction workers commuting to and from the construction site.

Long-term impacts on the use and conservation of energy would result from traffic generated by the Project, consumption of energy from day-to-day Project operations, such as building heating, cooling, and lighting.

Specific conservation or sustainable development strategies are not identified in the ROC Master Plan. The plan expresses a commitment towards creating an environmentally sound ROC by utilizing sustainable design principles. The RCC is exploring and will implement sustainability practices and design principles for future redevelopment, construction, and building operations and maintenance to mitigate Project energy consumption.

7. Other Considerations

7.5 Thresholds for Future Actions

Agencies may prepare a GEIS when there is a need to assess a wide variety of impacts at a more conceptual level on a larger geographic area, often including cumulative impacts, rather than project-specific or site-specific EISs. By addressing cumulative impacts and adopting mitigation measures and thresholds for future development and actions upfront, the use of a GEIS at the planning stage can establish a framework that fully addresses potential environmental impacts and substantially reduces SEQRA documentation requirements as new construction actually comes on-line.

The Project is based upon a conceptual development plan involving both well-defined elements (e.g., Core Project phase – visitor center, architecture center, 96 room hotel, event/conference space) and certain less-defined components (e.g., Expanded Core phase, Reuse of All Historically Significant Buildings phase, Development Landholding phase, and parking and landscaping plans) that would be designed and developed in the future. The FGEIS has evaluated site specific impacts associated with the well defined elements of the Project and cumulative, secondary long-term impacts associated with the less defined Project components.

As Project plans move forward, Project changes may occur as the conceptual development plan is developed into final design proposals for the well defined elements, but more likely, for the less defined components. Such changes may specifically include proposed changes to the contemplated development program including increases or decreases in total Project square footages devoted to a specific use (i.e., commercial). The following outlines the conditions or criteria and procedures to be followed in evaluating future project plans pursuant to SEQRA.

7.5.1 Procedures

Final designs for less-defined Project components as well as any proposed changes to the better defined elements will require further evaluation pursuant to SEQRA. ESDC, as Lead Agency, will be responsible for making a determination on the environmental review in relation to (i) the Final GEIS and (ii) the Final Findings Statement that will be issued for the Project. In turn, any involved agency (e.g., City of Buffalo) must issue its own findings based upon the FGEIS, prior to funding, undertaking, or approving a component of the Project within their jurisdiction (e.g., zoning). If any future changes to the ROC Master Plan are made, the applicable agency must determine if the environmental impacts associated with such changes have been adequately addressed in the FGEIS and SEQRA Findings Statement(s), taking into account whether the proposal exceeds any of the thresholds outlined below. Such a determination must be made before any future Project plans or changes are approved.

7. Other Considerations

In the event that ESDC (or the applicable involved agency) determines that:

1. The future project plans or changes would be carried out in conformance with the conditions and thresholds established below, then no further SEQRA compliance would be required;
2. The future project plans or changes would be carried out in conformance with the conditions and thresholds established, but are not addressed or are not adequately addressed in the Findings Statement for the FGEIS, then an amended findings statement must be prepared;
3. The future project plans or changes are not addressed or are not adequately addressed in the FGEIS for the Project, but the proposal does not exceed any of the thresholds established below, or the proposal does exceed a threshold(s) established below, but would not result in any significant adverse environmental impacts, then a negative declaration must be prepared; or,
4. The future project plans or changes are not addressed or are not adequately addressed in the FGEIS for the Project and/or the proposal would exceed one of the thresholds established below and may have one or more significant adverse environmental impacts, then a supplement to the FGEIS must be prepared.

It should be noted that, pursuant to SEQRA regulations governing generic environmental impact statements, the issuance of a conditioned negative declaration by an involved agency is not authorized.

7.5.2 Thresholds

Future project plans or changes which exceed any one of the following conditions or thresholds shall not be considered to have been addressed by this FGEIS and must be evaluated by ESDC or the applicable involved agency to determine whether additional environmental review (i.e., Supplemental Generic Environmental Impact Statement) will be necessary:

- Project programming changes establishing development patterns exceeding the upper limits defined by the ROC Master Plan (e.g., square footages by use, increases in hotel rooms and/or increases in number of parking spaces);
- Introduction of land uses into the ROC that are significantly dissimilar to those identified in Project programming and assessed in this FGEIS;
- Introduction of significant changes to the conceptual vehicle and pedestrian circulation system or parking proposed in the ROC Master Plan;
- Accelerated construction schedules requiring 24/7 and/or weekend construction;

7. Other Considerations

- Street network modifications that would permanently reduce lane capacity within the Project Area;
- Modifications to Project programming that would increase impervious surfaces and the potential for stormwater runoff;
- Project programming that would directly impact architectural and archaeological resources listed on the S/NRHP that cannot be adequately mitigated; and
- Discovery of significant archaeological artifacts during ground disturbing activities associated with constructions activities proposed under the Development Landholding phase.

8

Summary of Mitigation Measures

The following mitigation measures would be implemented to in response to identified adverse impacts.

Table 8.1 Mitigation Measures

Resource	Mitigation Measures
Cultural/Historic Resources	<ul style="list-style-type: none"> ▪ Redevelop ROC in accordance with the Secretary of the Interior's <i>Standards for the Treatment of Historic Properties</i>, and the RCC's <i>Historic Structures Report</i>, and the <i>Cultural Landscape Report</i>. ▪ <u>ESDC to execute a Letter of Resolution (LOR) with OPRHP that would require RCC to continue to undertake various consultation, investigation, and stakeholder involvement efforts as components of the Core Project move toward final design/implementation.</u> ▪ <u>In accordance with LOR, establish a historic stakeholder committee to assist in subsequent reviews/consultations.</u> ▪ <u>In accordance with the LOR with OPRHP, undertake Phase 1B archaeology studies, as necessary.</u> ▪ Secure required rezoning and site plan review approvals from the City of Buffalo. ▪ Prepare supplement environmental assessments, as necessary.
Site Parking	<ul style="list-style-type: none"> ▪ Assess potential parking impacts following development of a site parking plan. ▪ <u>Prepare a parking management plan in consultation with BSC, BPC, and adjacent neighborhoods.</u> ▪ <u>Coordinate with BPC and OMH to address the need for replacement parking for South lawn parking that is being discontinued as an ongoing process.</u>
Community Cohesion	<ul style="list-style-type: none"> ▪ <u>Consult with BSC, BPC, Burchfield Penney Art Center and other stakeholders so that future activities and operations do not conflict with short- and long-term needs of adjacent land owners.</u> ▪ <u>Consult with the BPC and OMH regarding the identification of an acceptable replacement facility location, funding, and other considerations for relocation of the maintenance facilities.</u>

8. Summary of Mitigation Measures

Table 8.1 Mitigation Measures (continued)

Resource	Mitigation Measures
Traffic	<ul style="list-style-type: none"> ▪ Incorporate a southbound advance signal phase into the intersection of Elmwood Avenue with Iroquois. ▪ Revise the signal phasing timing at the intersection of Elmwood Avenue with Forest Avenue to provide additional green time for the Elmwood Avenue signal phases. ▪ Incorporate an eastbound advance left turn signal phase into the intersection of Elmwood Avenue with Rockwell Road. ▪ Monitor the operation and use of the proposed East/West Address Road following construction to identify and address any unforeseen traffic impacts.
Environmental Concerns	<ul style="list-style-type: none"> ▪ Comply with applicable federal, state, and local regulations pertaining to the removal and disposal of waste materials.
Utilities	<ul style="list-style-type: none"> ▪ <u>Coordinate with BPC/OMH prior to undertaking utility work to understand nature of and duration of any potential utility disruption</u> ▪ Consult with OPRHP prior to undertaking ground disturbing activities for the installation of new below grade utility infrastructure. ▪ Consult with the City of Buffalo and BSA pertaining to potential impacts associated with water and sewer demand prior to construction. ▪ Obtain required county and city approvals, as required. ▪ Prepare a Stormwater Pollution Prevention Program (SWPPP) for site development activities. ▪ Implement Best Management Practices (BMPs) for managing stormwater on-site.
Construction Activities	<ul style="list-style-type: none"> ▪ Implement Best Management Practices to control noise during construction. ▪ Consult with BSC, BPC, OMH, Burchfield Penney Art Center, and other parties in the neighboring community regarding mitigation measures prior to the start of any construction activities. ▪ Comply with the City of Buffalo, City Charter Chapter 293, Noise Ordinance. ▪ Prepare an assessment of short-term parking displacement likely to result from construction activities prior to work. ▪ Restrict site access during construction to protect public health and safety. ▪ <u>Comply with OSHA and New York State laws and regulations.</u> ▪ <u>Establish a working committee with the BPC and OMH to discuss access and operational issues during construction.</u> ▪ <u>Incorporate avoidance measures in construction documents prior to their release for bid.</u> ▪ <u>Designate a point of contact to coordinate and respond to specific concerns during project construction and future operations.</u> ▪ <u>Enter into a Memorandum of Understanding (MOU) or similar formal instrument.</u>

9

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