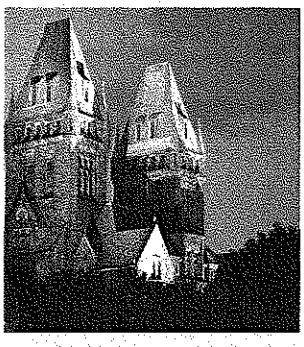
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Richardson Center Corporation

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Dr. Aaron Podolefsky
Richard Tobe

March 29, 2011

Robert Graber
Clerk of Legislature
Erie County Legislature
95 Franklin Street, 4th Floor
Buffalo, NY 14202

Dear Mr. Graber:

The Final Generic Environmental Impact Statement for the Richardson Olmsted Complex Civic and Land Use Improvement Project is complete. Please find enclosed a CD with the FGEIS and Notice of Completion.

ESDC will wait a minimum of 10 days to afford consideration of the FGEIS by agencies and the public before issuing a Findings Statement for the proposed action and making a final decision on the General Project Plan.

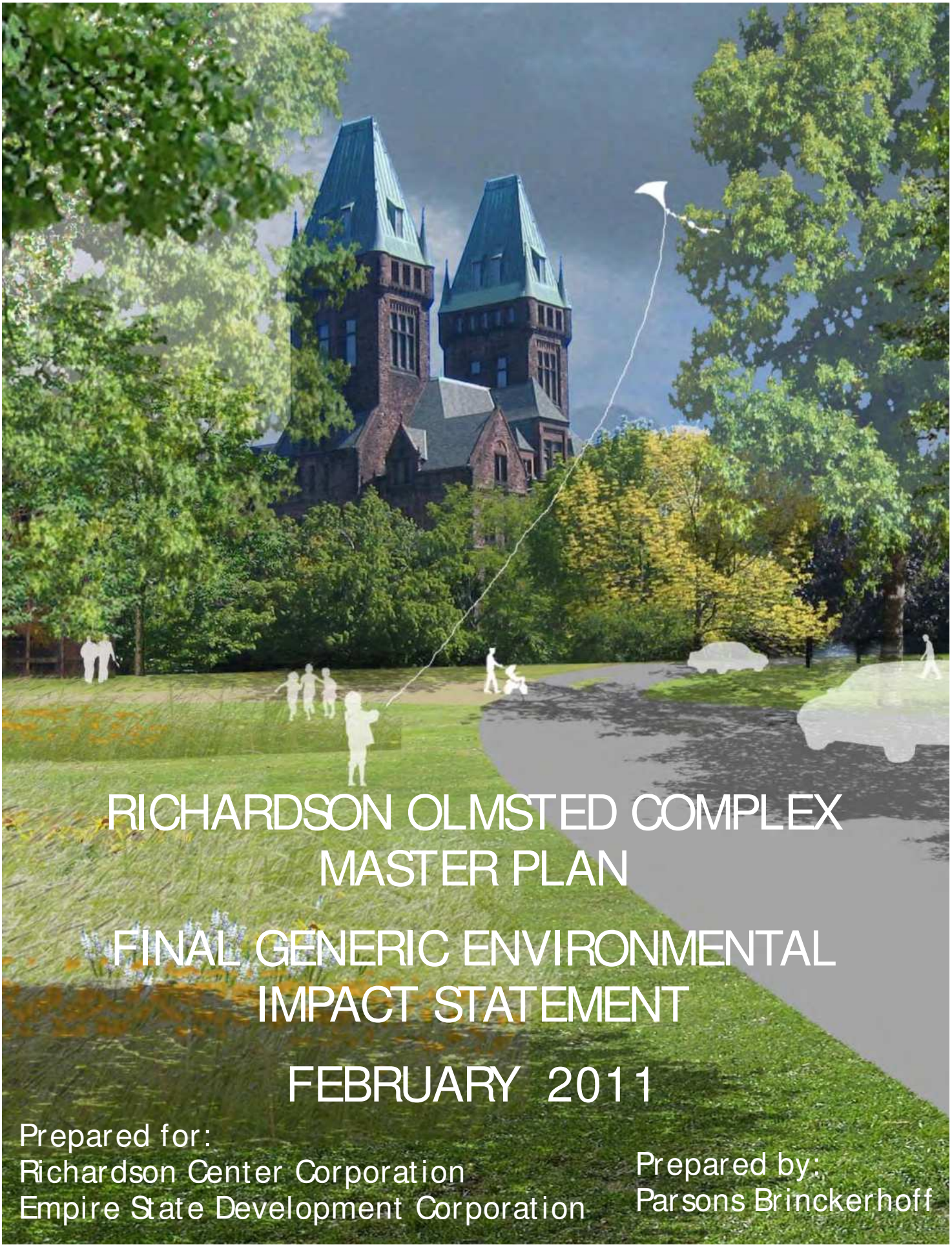
Best Regards,

M. P. Faix

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RICHARDSON OLMSTED COMPLEX MASTER PLAN

FINAL GENERIC ENVIRONMENTAL IMPACT STATEMENT

FEBRUARY 2011

Prepared for:
Richardson Center Corporation
Empire State Development Corporation

Prepared by:
Parsons Brinckerhoff

New York State Environmental Quality Review Act

Final Generic Environmental Impact Statement

Proposed Action:

Richardson Olmsted Complex Master Plan

Buffalo, New York

February 2011

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125 YEARS

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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
FGEIS	Final Generic Environmental Impact Statement
GBNRTC	Greater Buffalo Niagara Regional Transportation Council
GPP	General Project Plan
GSF	Gross Square Feet
LOR	Letter of Resolution
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
NYSDOT	NYS Department of Transportation
Olmsted	Frederick Law Olmsted
OMH	NYS Office of Mental Health
OPRHP	NYS Office of Parks Recreation and Historic Preservation
PILOT	Payment in Lieu of Taxes
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

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 FGEIS

This FGEIS 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 FGEIS 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 FGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This FGEIS 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 FGEIS 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

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

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

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

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

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.

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 or 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.

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**).

1.1 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)

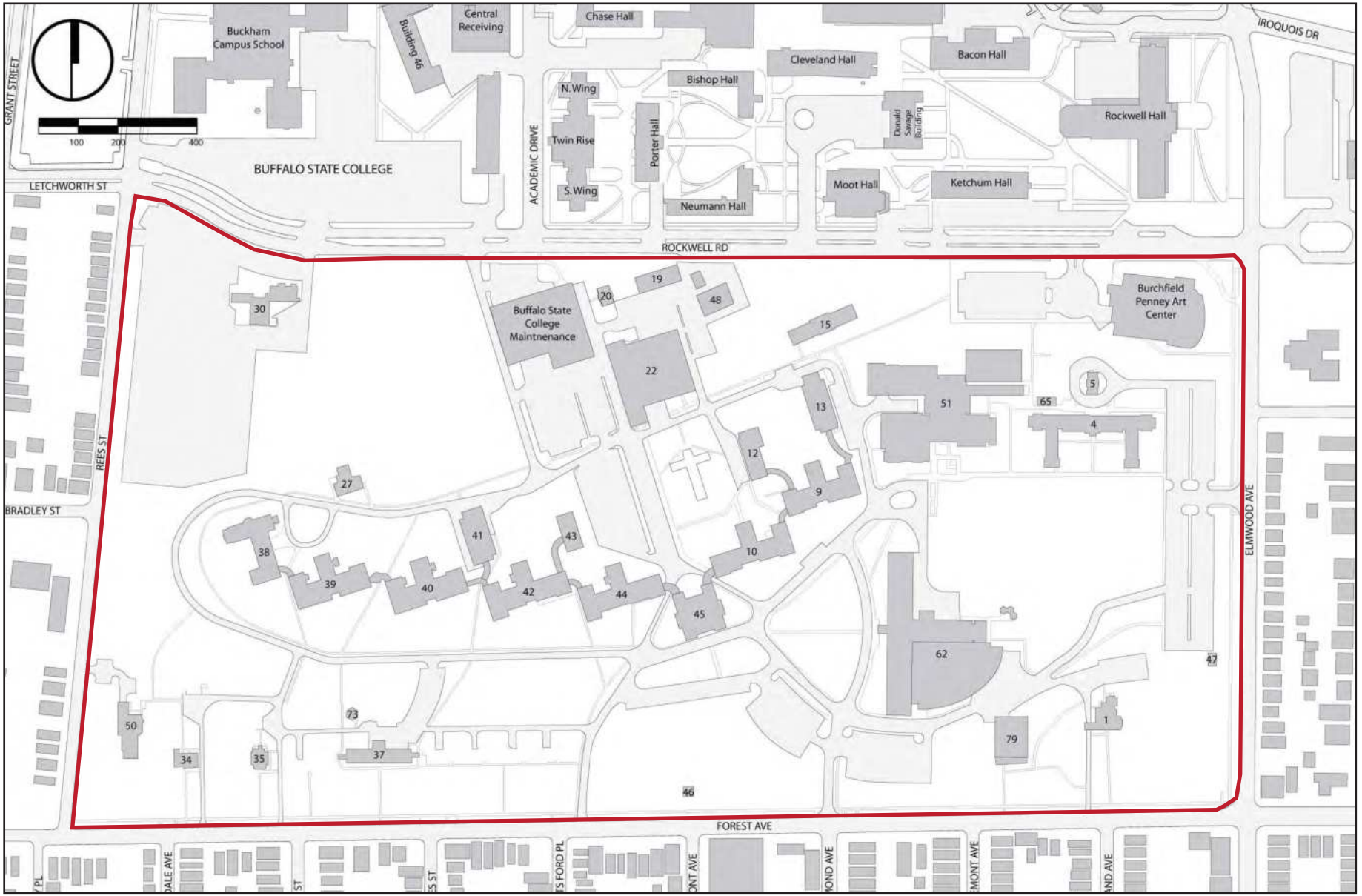
Approximately 42 acres of the ROC site, including the NHL listed Buffalo State Hospital (480,000 square feet of vacant building space) and grounds, have been designated as "surplus" property by OMH and are available for redevelopment (see **Figure 1-3**). The remaining ±49 acres of the site are expected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

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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

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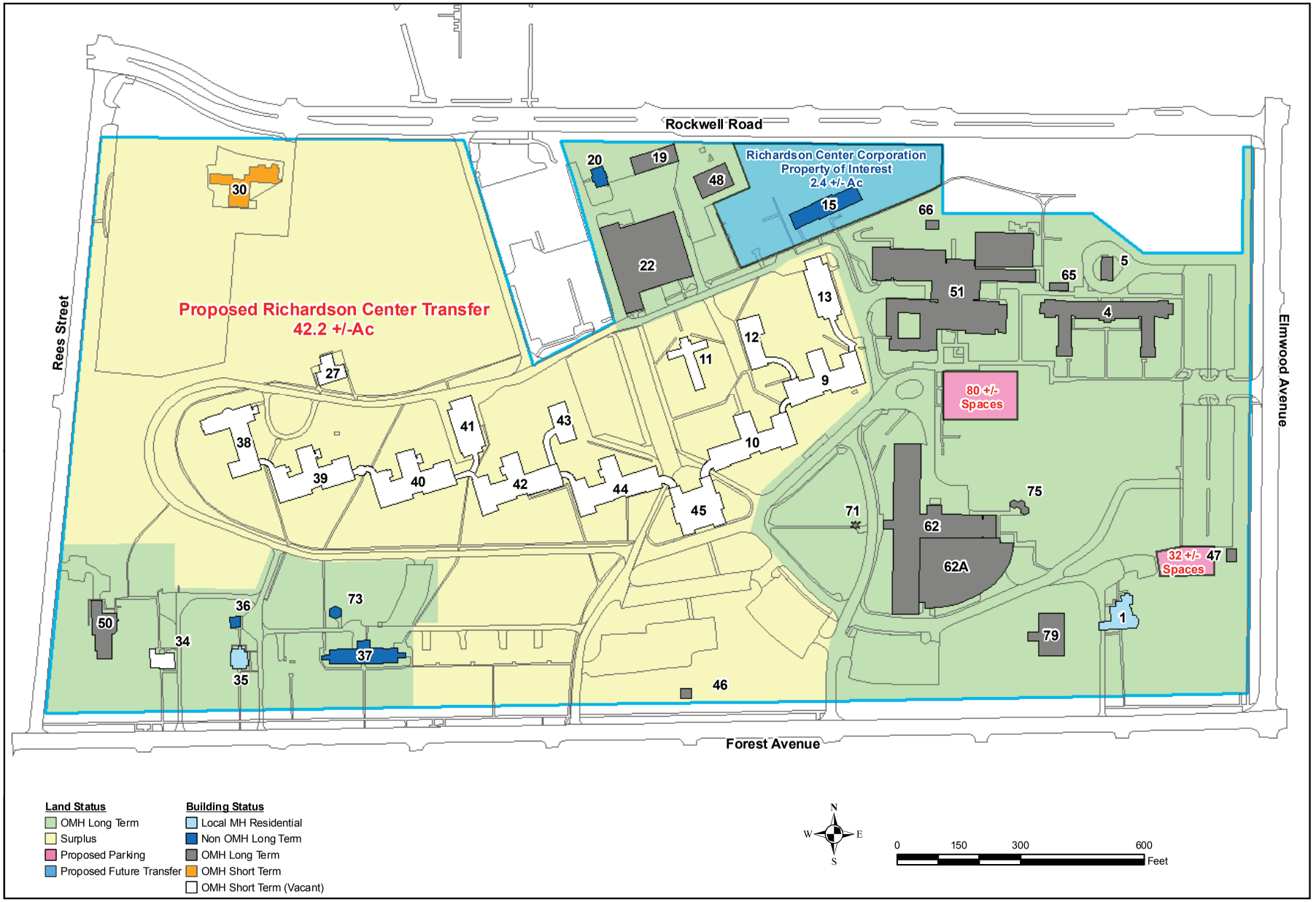


Figure1-3
ROC Property Ownership

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- **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

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 FGEIS 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

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.

quality, noise, physical and ecological resources, public safety, and construction impacts. The FGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This FGEIS 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 FGEIS 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 FGEIS 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 FGEIS.

In accordance with SEQRA, the ESDC has prepared this FGEIS 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.

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

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.

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 FGEIS.

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

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.

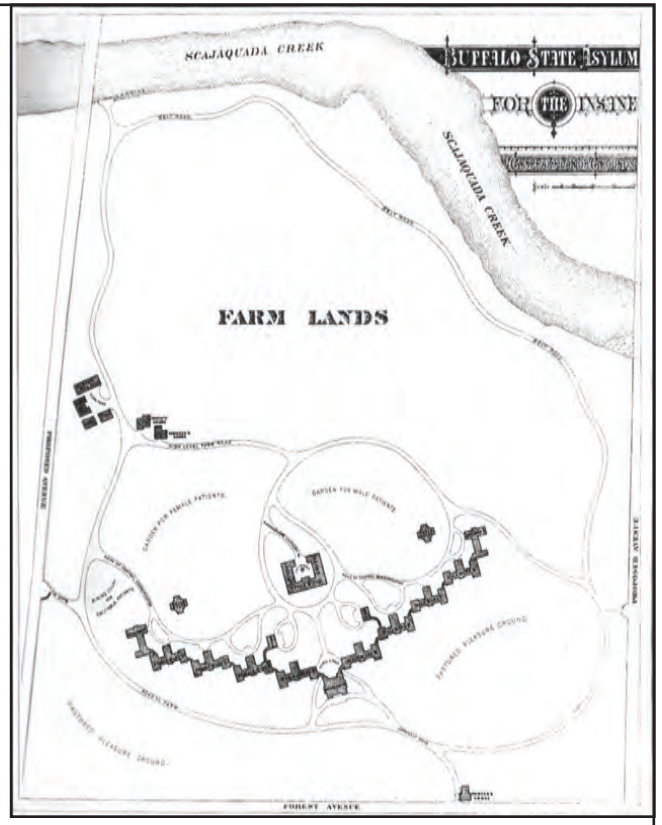


Strozzi Building
(Source: Buffalo Psychiatric Center)

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

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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.

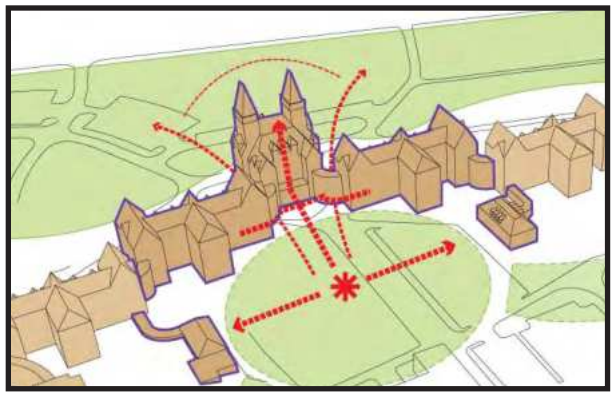
Despite these recognitions, the physical conditions of the buildings were continually deteriorating in the absence of a feasible reuse plan. Broken windows allowed the entrance of pigeons and inclement weather into the buildings and water infiltration through broken-down leaders, which deteriorated significant 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



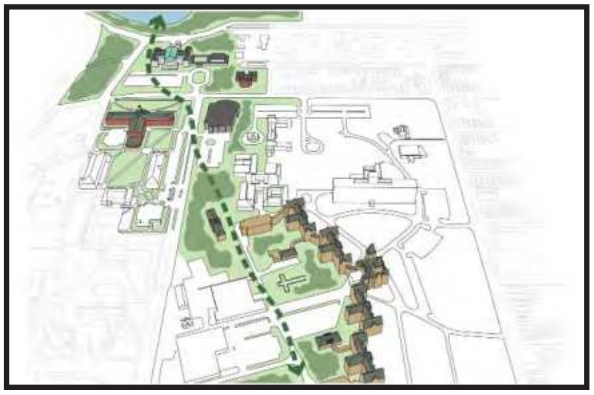
1. Create a new identity for "the ROC" through the reuse of existing structures.



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

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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

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

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.

- *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.

- *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

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.

- **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

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.

- 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:

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.

- 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. Reinstituting 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

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.

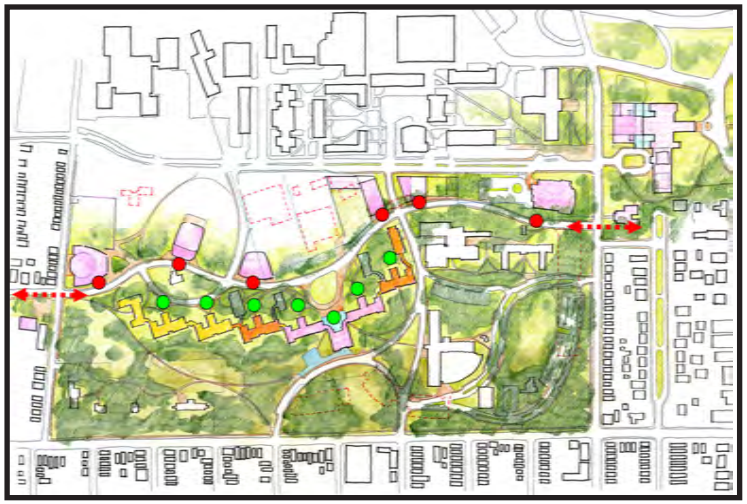
4. **Extend the Olmsted Parks System.** The close proximity of Delaware Park offers a remarkable possibility to capture and extend Buffalo's open space system. Strengthening the connection between the ROC and Olmsted's network reestablishes a relationship that has been diminished over time, through new 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

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- **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

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

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 thought 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 FGEIS 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 sprit 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

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)
Subtotal	***188,000***
Expanded Core Project (Buildings 9, 13, 15, and 42)	
Arts-related Use	53,946
Academic-related Use	107,054
Subtotal	***161,000***
Reuse of All Historically Significant Buildings (Buildings 38, 39, 40, and 41)	
Institutional Use	131,000
Subtotal	***131,000***
Development Landholding: The Northern Lands	
Commercial/Professional Office Use	
Subtotal	***400,000***
TOTAL	**880,000**

Source: RCC 2010
Note: The build-out totals are utilized throughout this FGEIS 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.

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

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 Reinstate 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.

3.2.1.3 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.



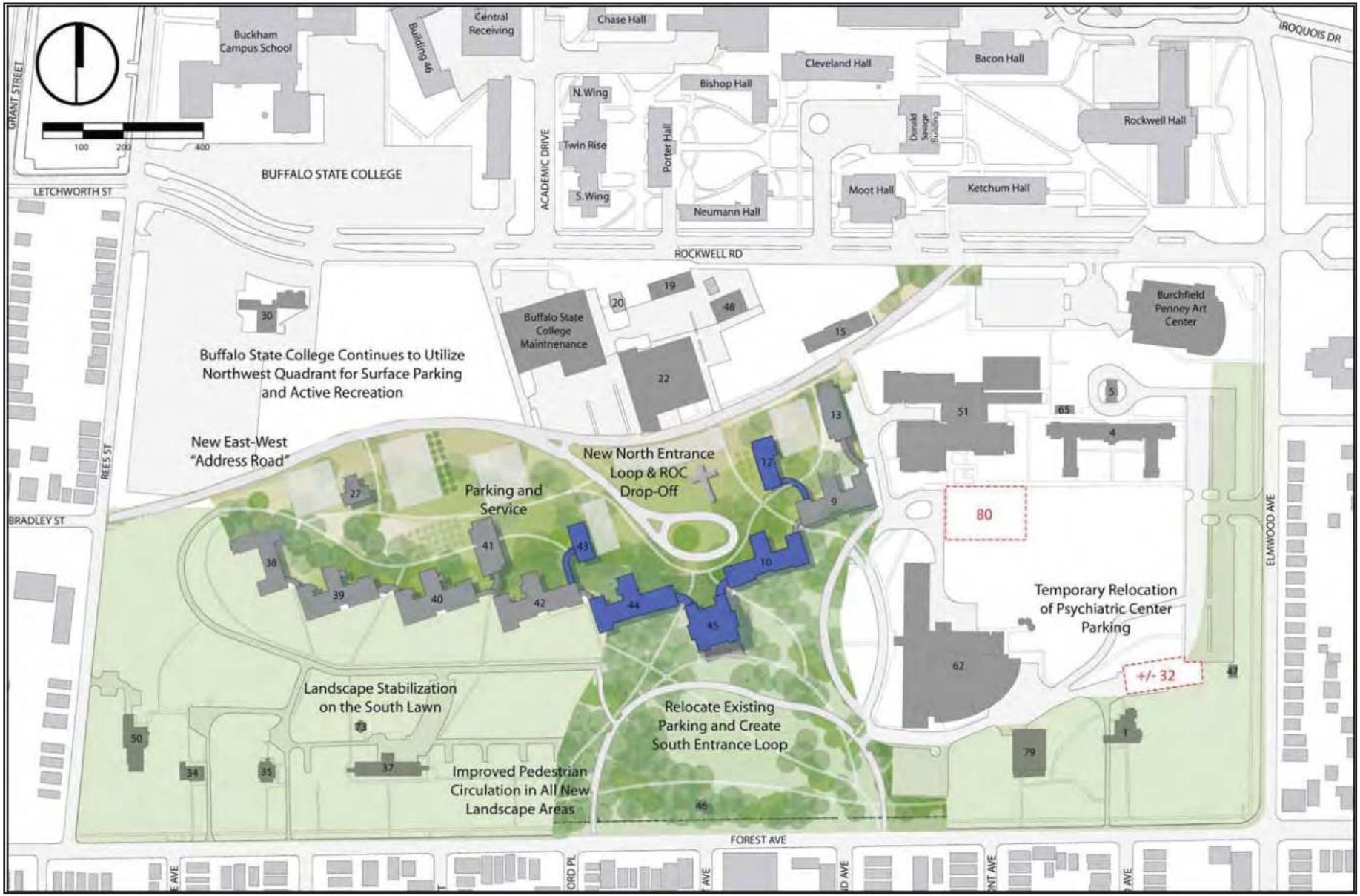
Conceptual Rendering – Building 45 Entrance
(Source: RCC 2009)

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:

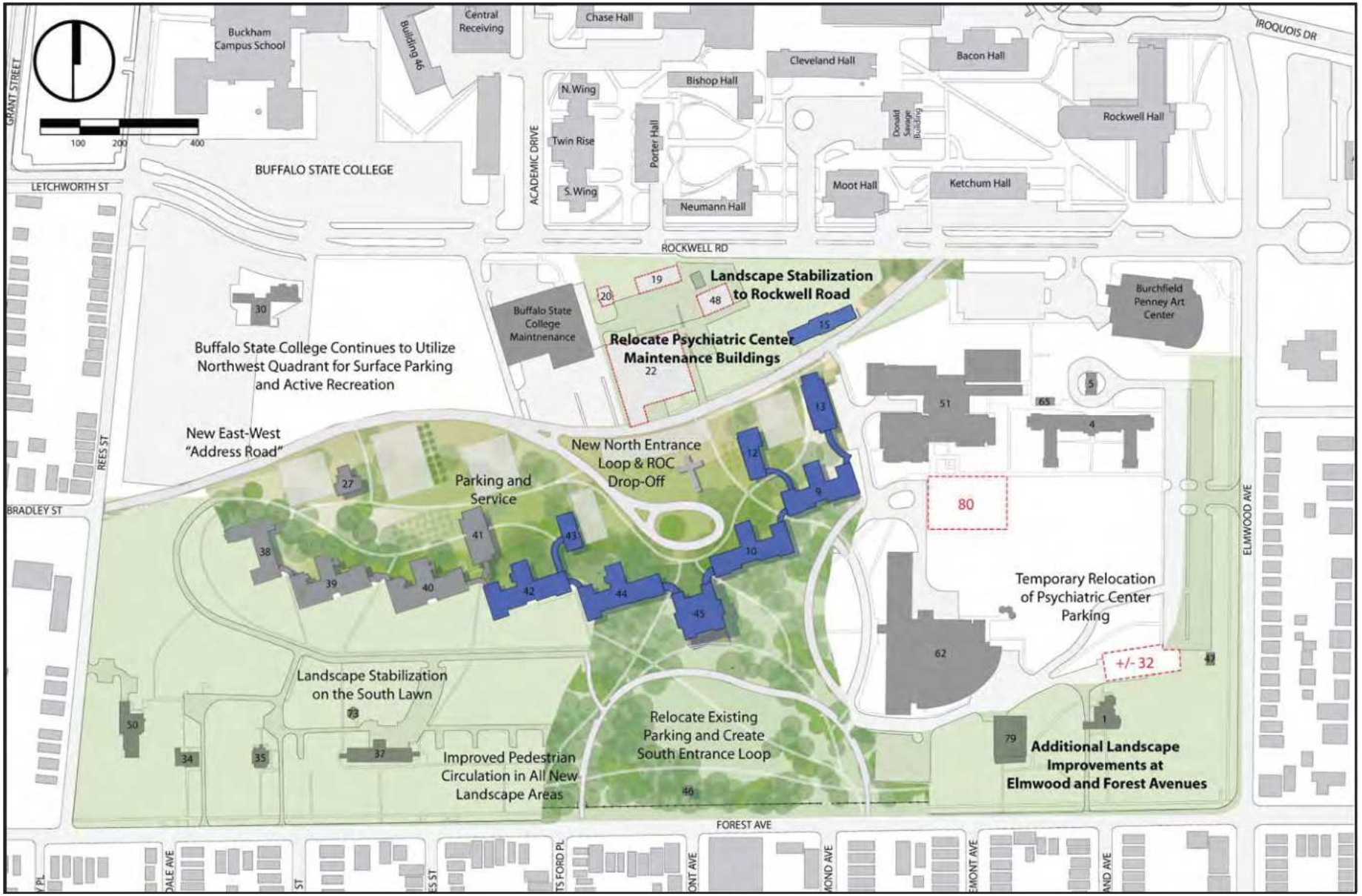
- Arts-related use (53,946 GSF); and;
- Academic-related use (107,054 GSF).



Source: RCC 2009

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

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Source: RCC 2009

Figure 3-2

ROC Master Plan, "Expanded 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.

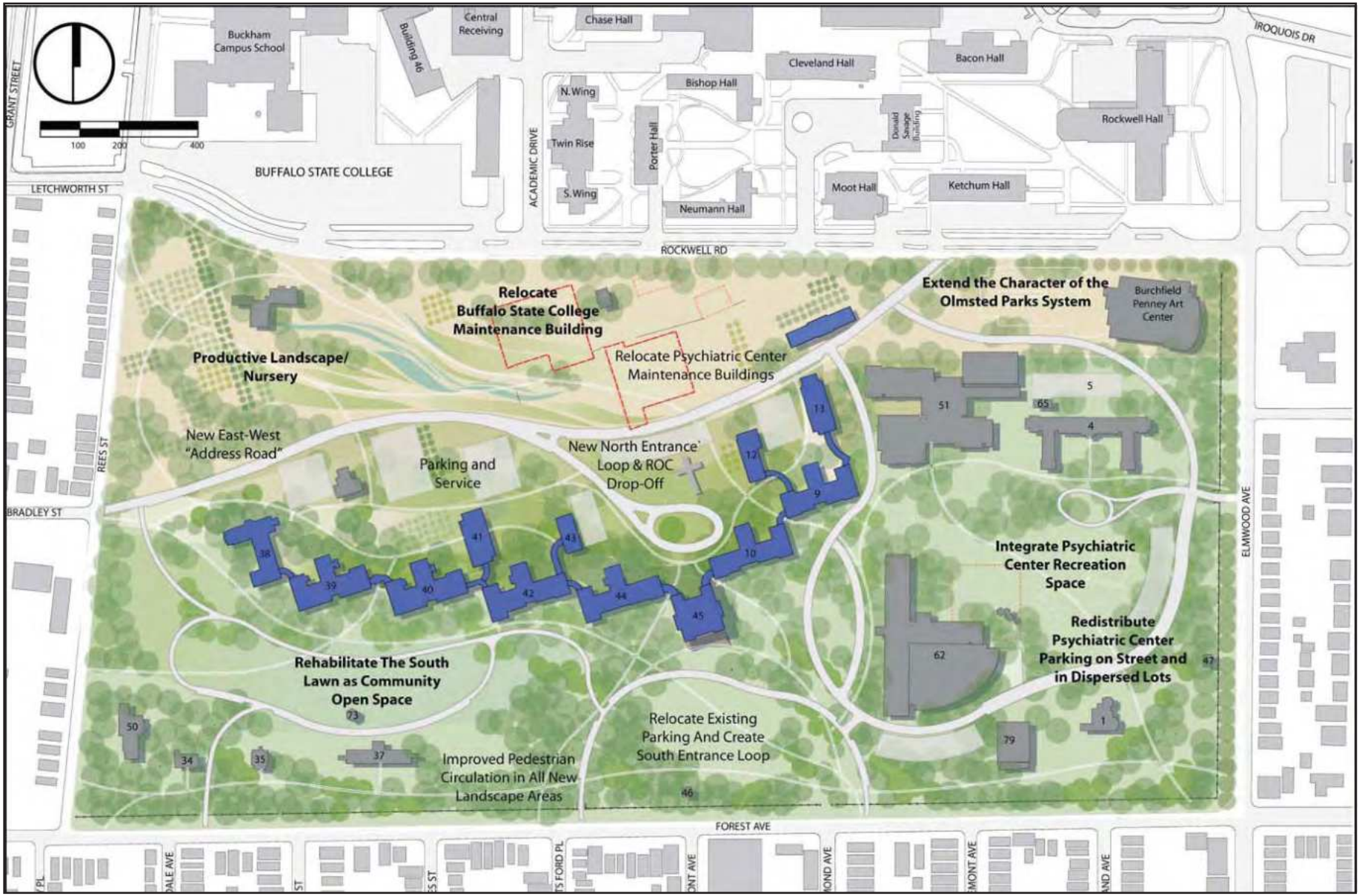
3.2.3 Full Reuse of All Historically Significant Structures

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.

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**).



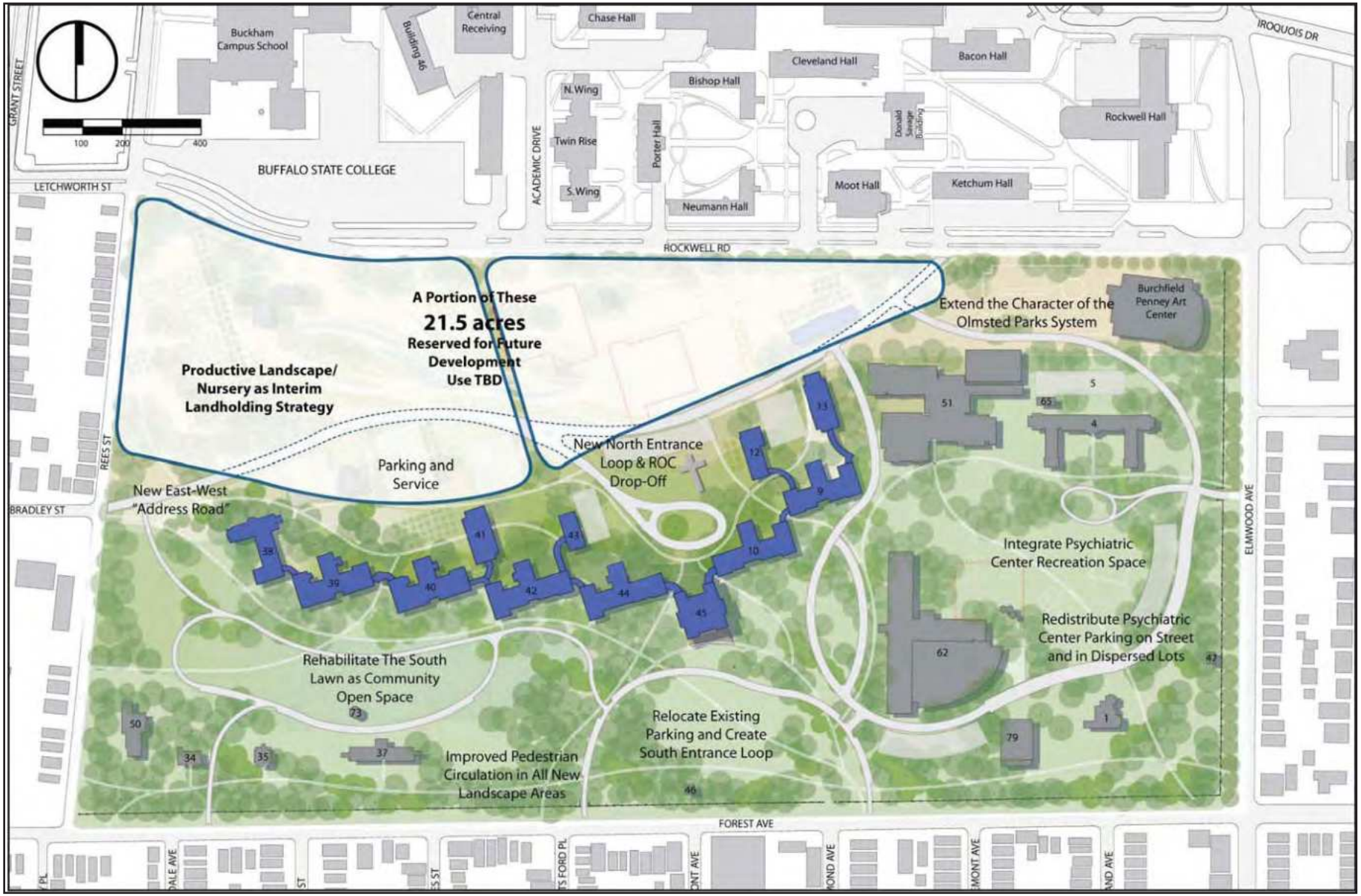
Source: RCC 2009

Figure 3-3

ROC Master Plan, "Full Reuse of All Historically Significant Buildings" Phase

Buffalo, New York

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Source: RCC 2009

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

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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).

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).

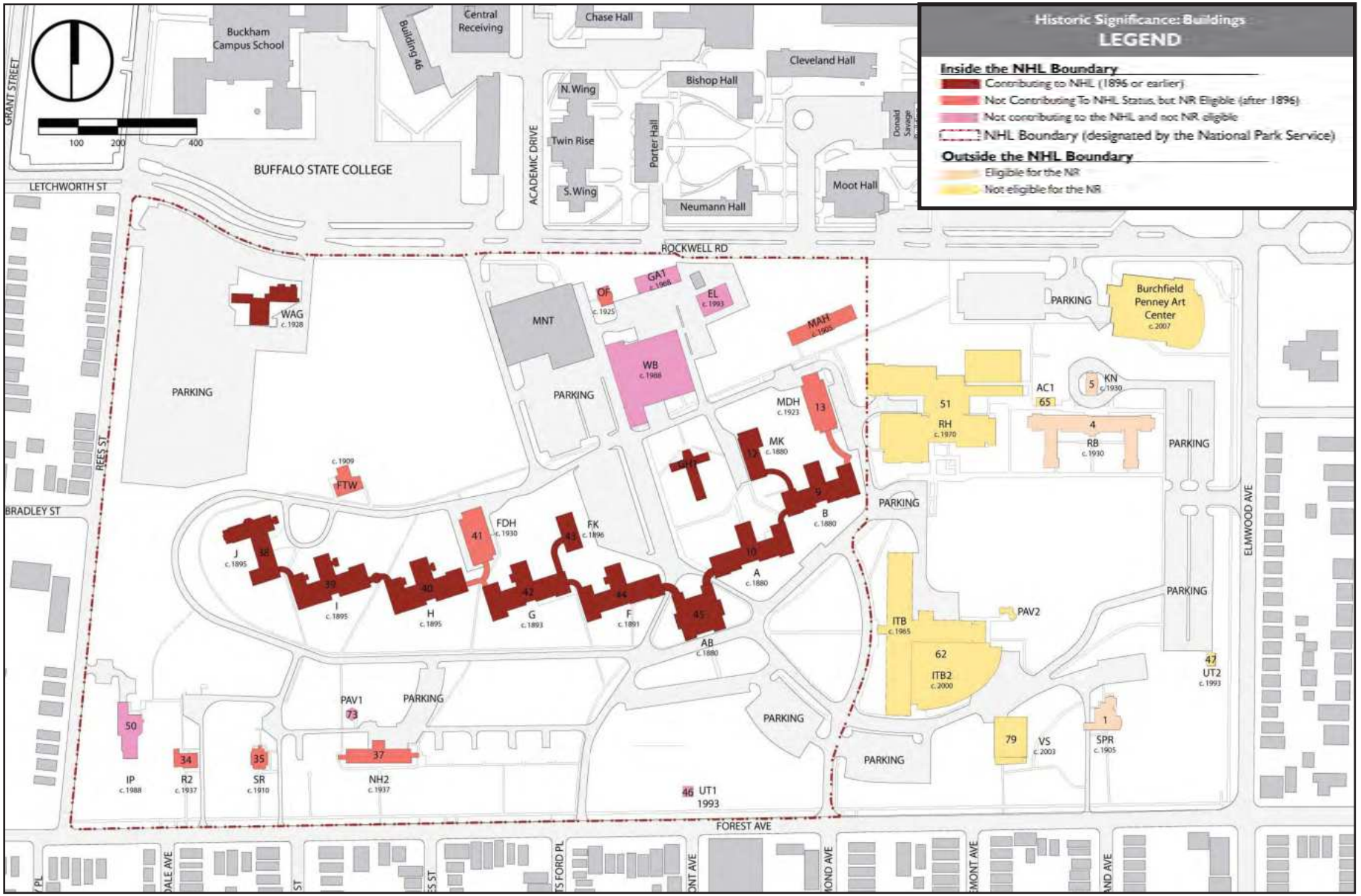
It is important to note that because this Project would involve the expenditure of State funds, it is evaluated in this FGEIS for its potential effects to cultural resources that are on or eligible for the State and National Registers of Historic Places in accordance with Section 14.09 of the NYS Historic 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 Turburculosis 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 Treatement Building	Inpatient Residential Services	1962–65
65	Utility Building	Utility Building	1987
79	Vocational Services	Vocational Services	2002–03

Source: Goody and Clancy, 2008

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).

- **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.



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

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 emphasis the creation of settings for the new buildings that matched the overall character of the therapeutic hospital grounds.



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

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

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.

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

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 lead 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

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 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.

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.

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.

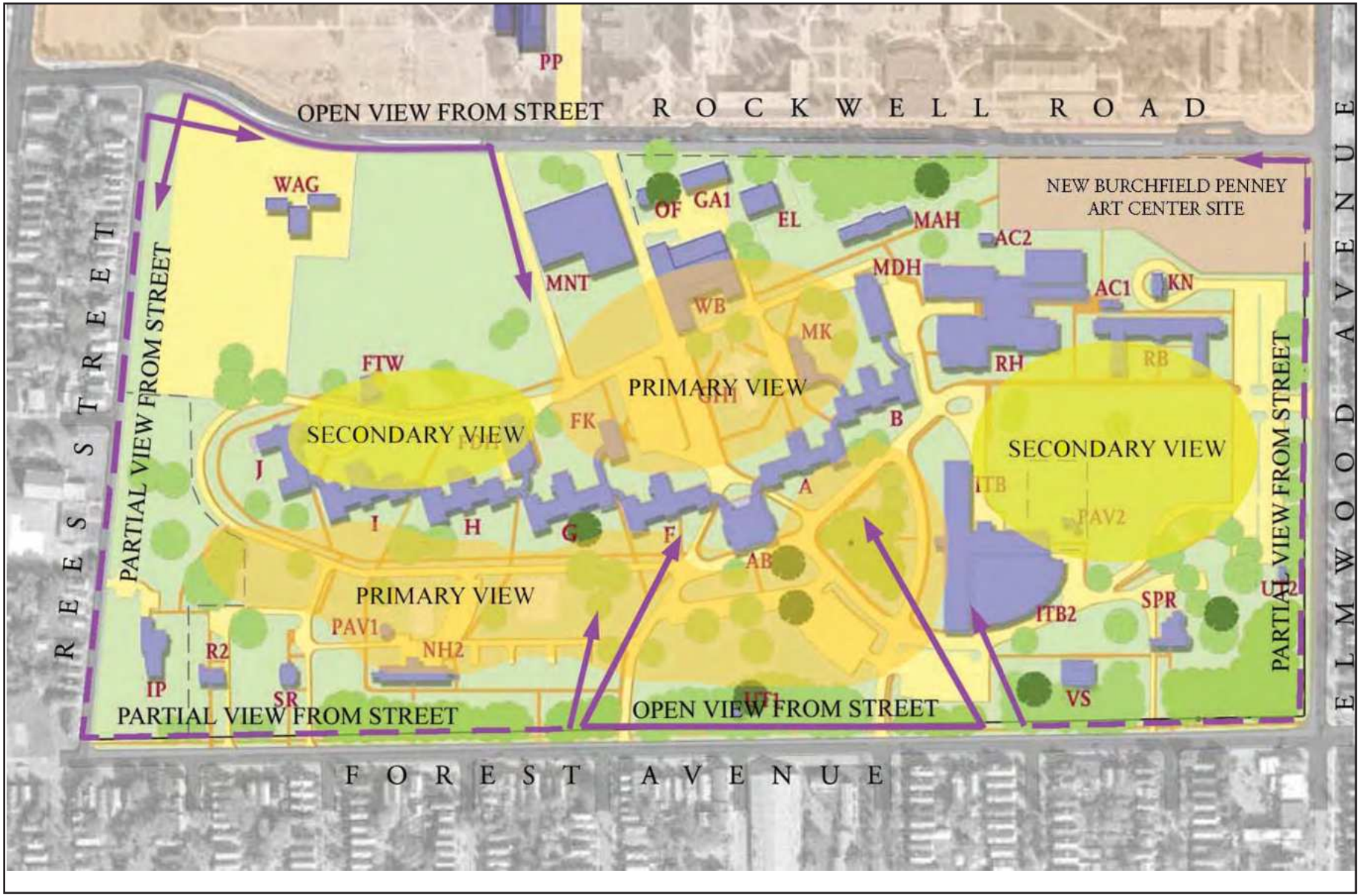
The views from the surrounding street frontage and the internal primary and secondary views and the current visual relationships are shown in **Figure 4.2-1**. A constant, strong visual element is the landscape passage directly south of the Building 45 that affords views from the central zone of the 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 FGEIS 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)

- **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

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

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

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)

- **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.

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

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 orginal 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**.

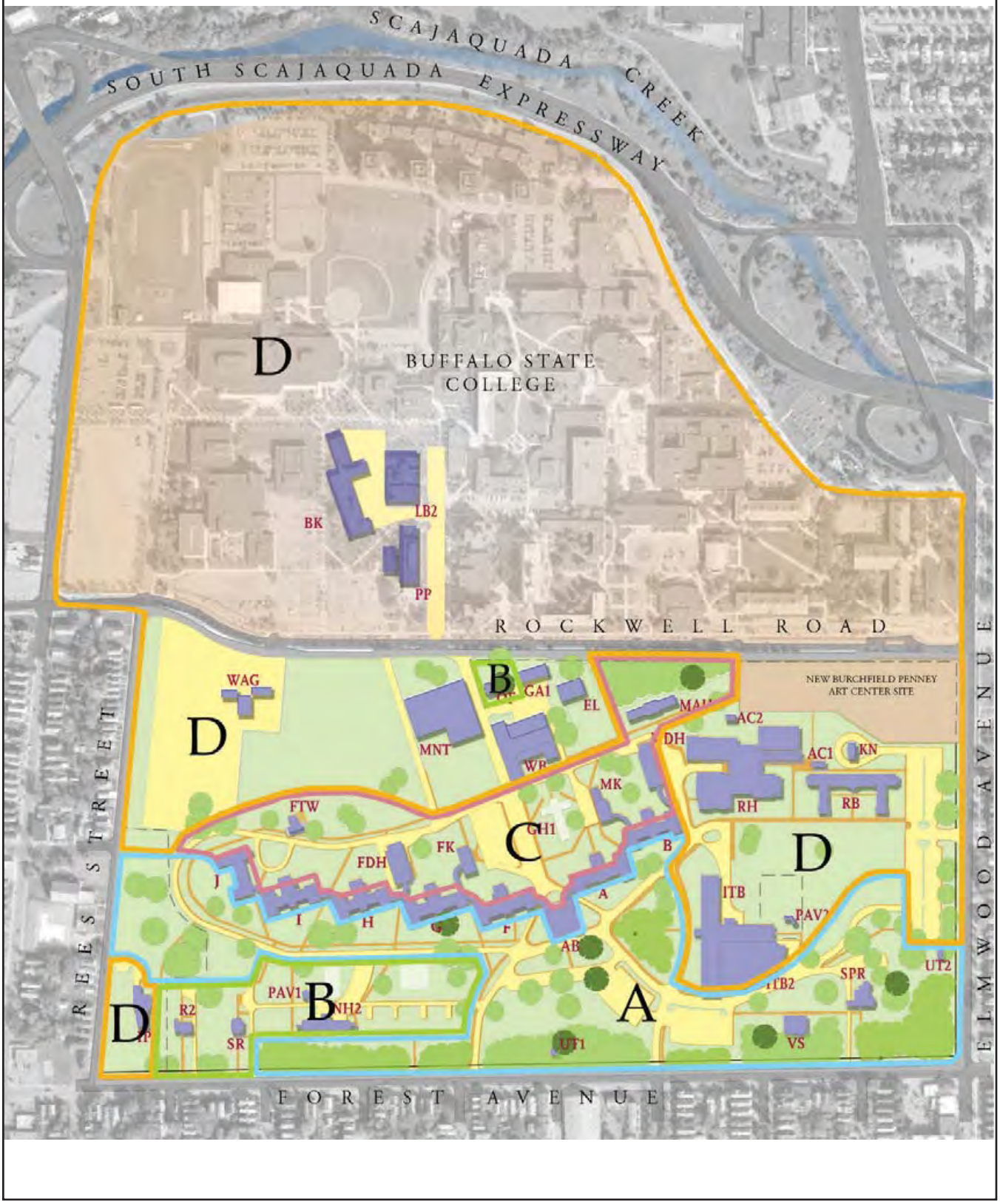
Approximately 42 acres of the ROC site have been designated as "surplus" property and are available for reuse/redevelopment (see **Figure 1-3**). The remaining ±49 acres of the site are expected to be retained by their current owner, including ±41.6 acres retained by OMH, ±2.5 acres utilized by BSC for 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 Turburculosis 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 Treatement 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

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.

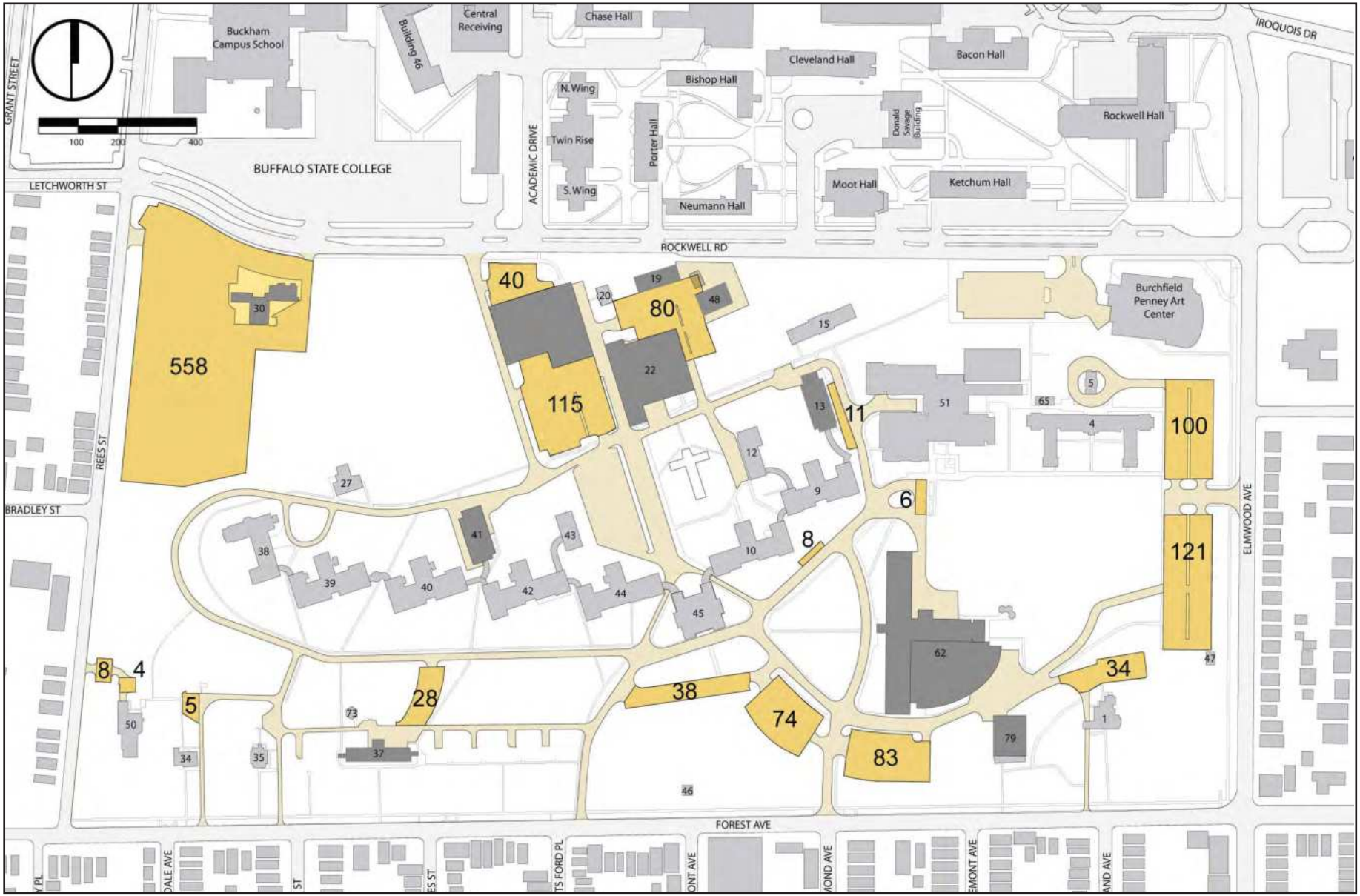
Parking at the ROC is divided into surface lots in close proximity to the buildings they serve, with direct access to perimeter roads and some connections between lots. Of the total of 1,400 cars accommodated on the site, the majority of parking is dedicated to concentrations of lots on the south and 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

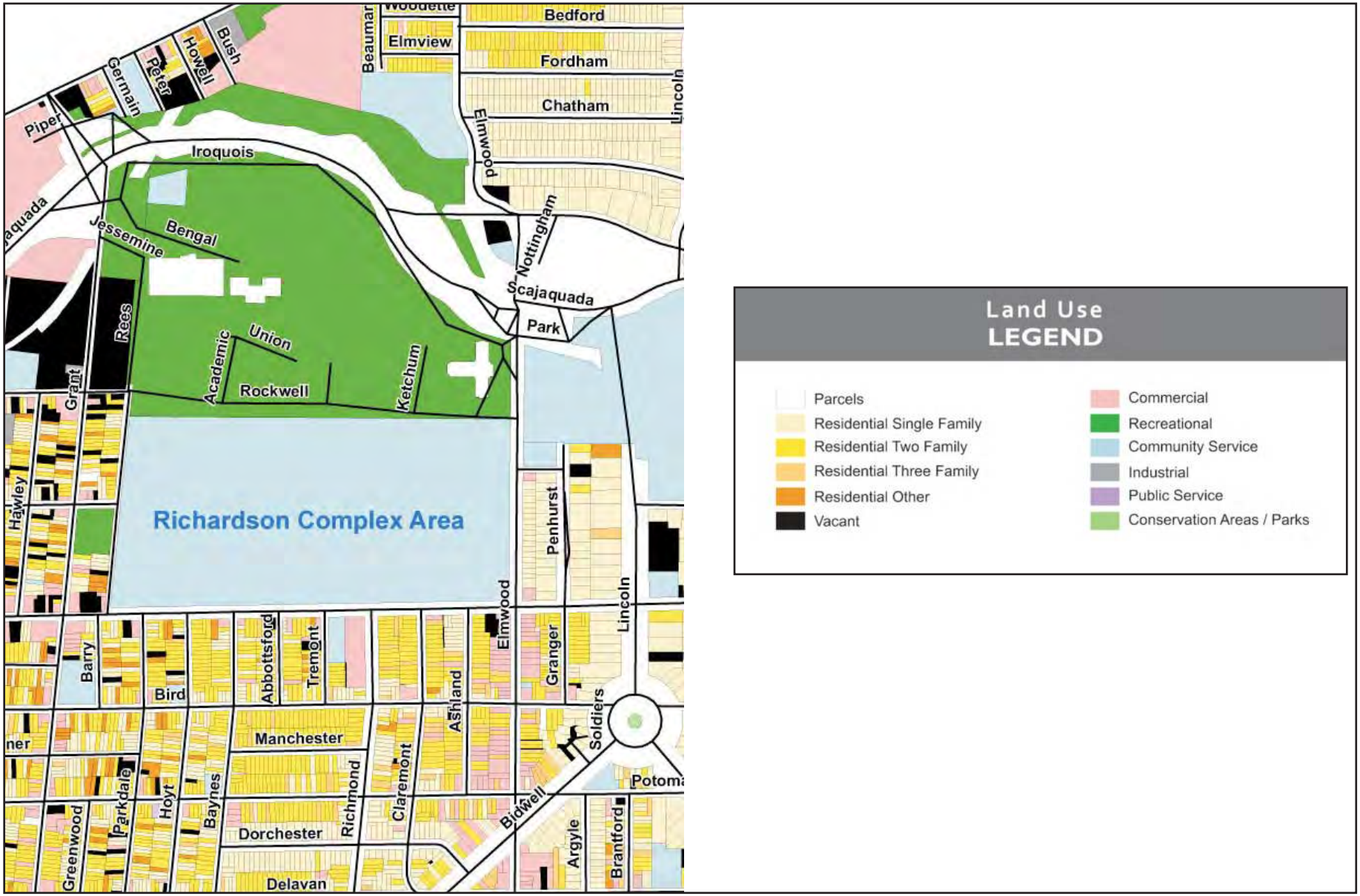
The ROC is located within a densely built urban setting. The majority of the built environment surrounding the ROC was constructed during the late 1890s and early 1900s. The land uses surrounding the ROC comprises a mix of residential, commercial, education, institutional, recreational, and natural areas. 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

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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*

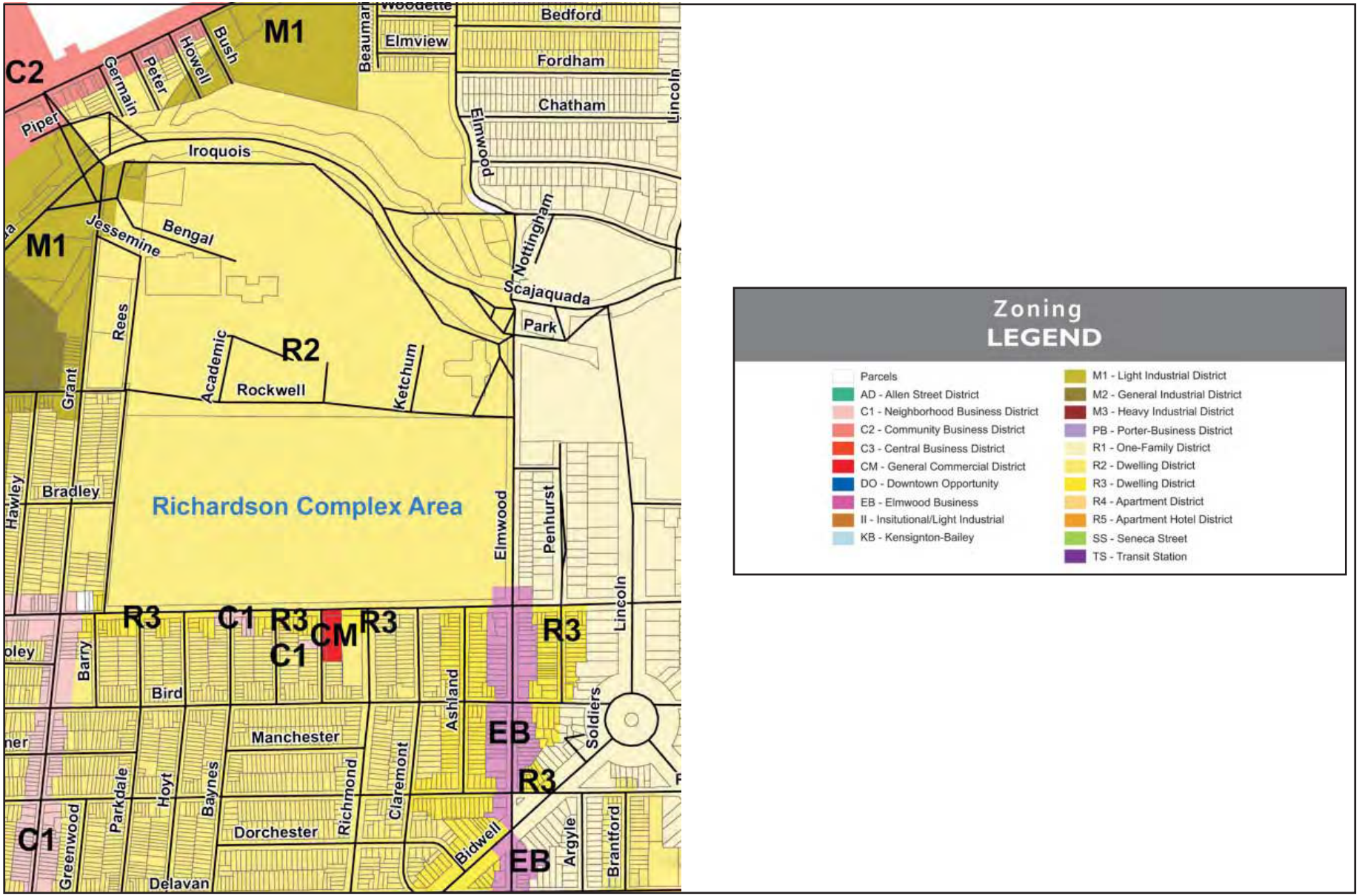
Comprehensive Plan (City of Buffalo, 2006 and 2010b). These land use controls and other relevant development policies are briefly summarized below.

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.



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

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.

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,

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

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

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

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

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

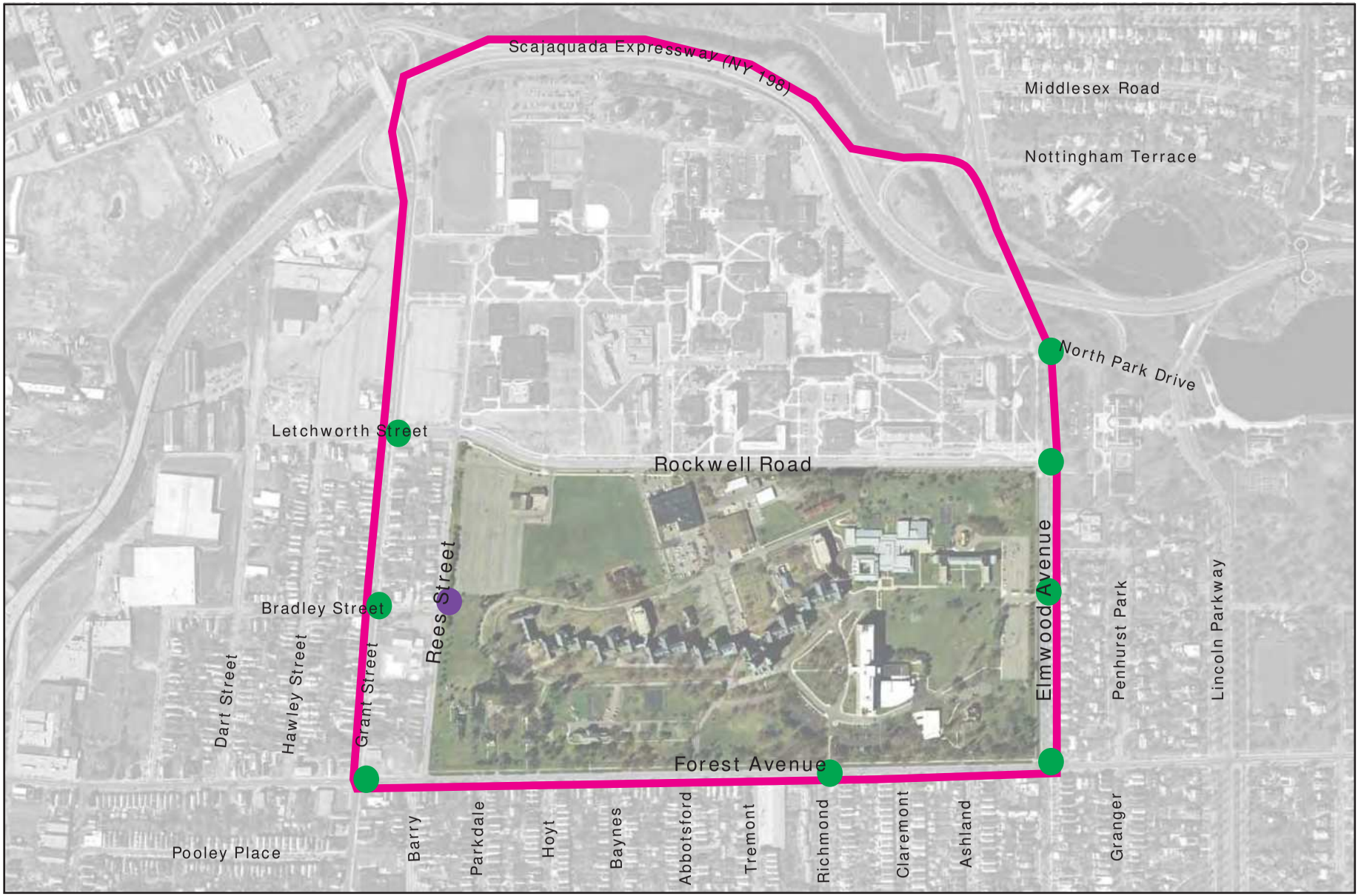
4.5.1 Existing Transportation Network

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

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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.

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

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

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.

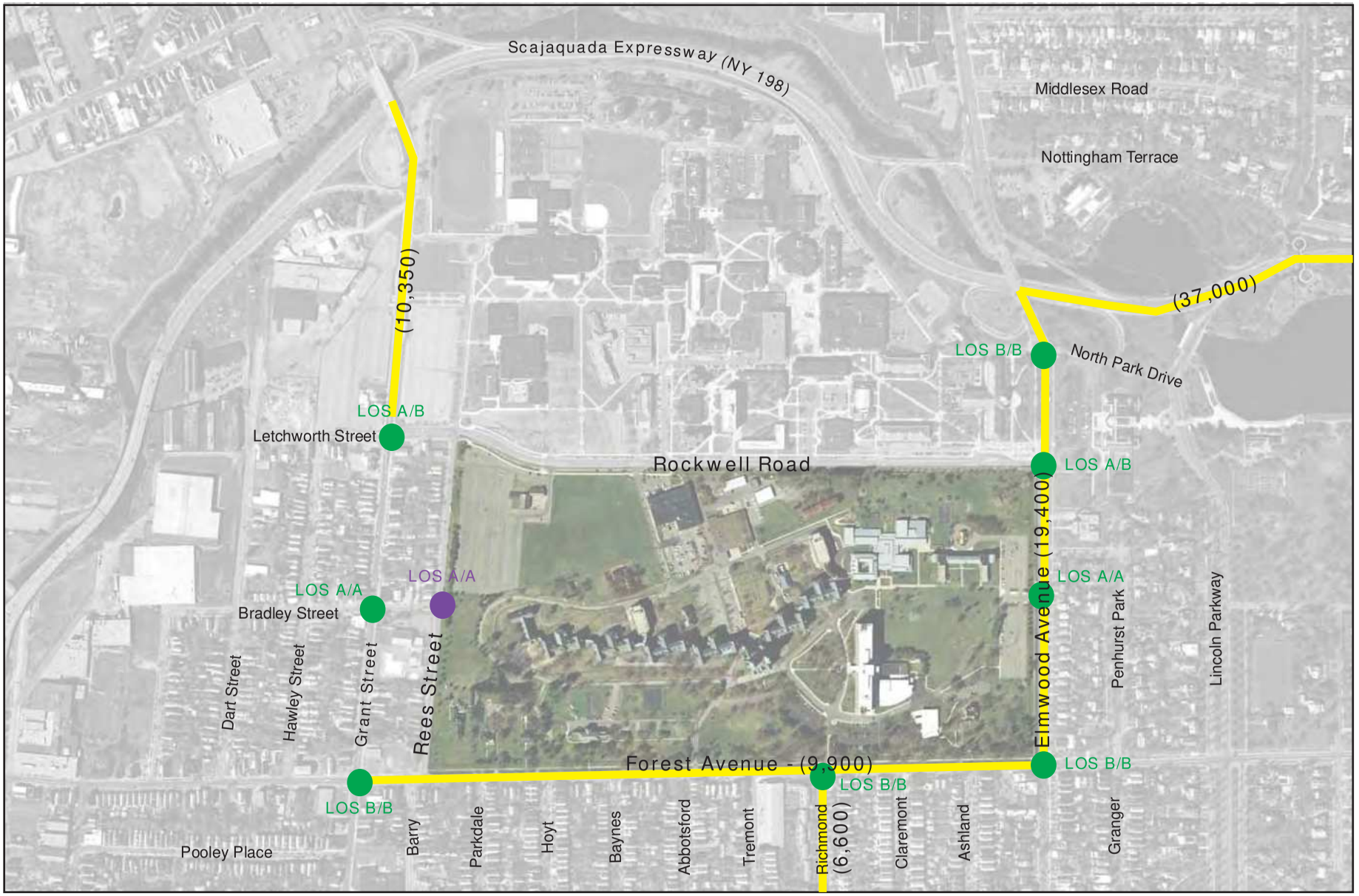
4.6 Environmental Concerns

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

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 though-out 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 though-out 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 though-out 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).

- **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.

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

Item	General Description	Comments
Storage Tanks	ASTs	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. ASTs were noted at Building 30 and included: – 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	The greater parcel is listed as a registered UST facility and includes: – 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	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.
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 as noted proximate to these 55-gallon drums.

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		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. – 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.

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

Item	General Description	Comments
Leaking Tanks (LTANK)		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. – 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

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).

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.	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.] 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.
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.

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

Item	General Description	Comments
Suspect PCBs	Transformers and Light Ballasts	Light ballasts noted within on-site structures could contain PCBs. 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.
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.

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/marking 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

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 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.

4.8 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 669 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

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

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

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

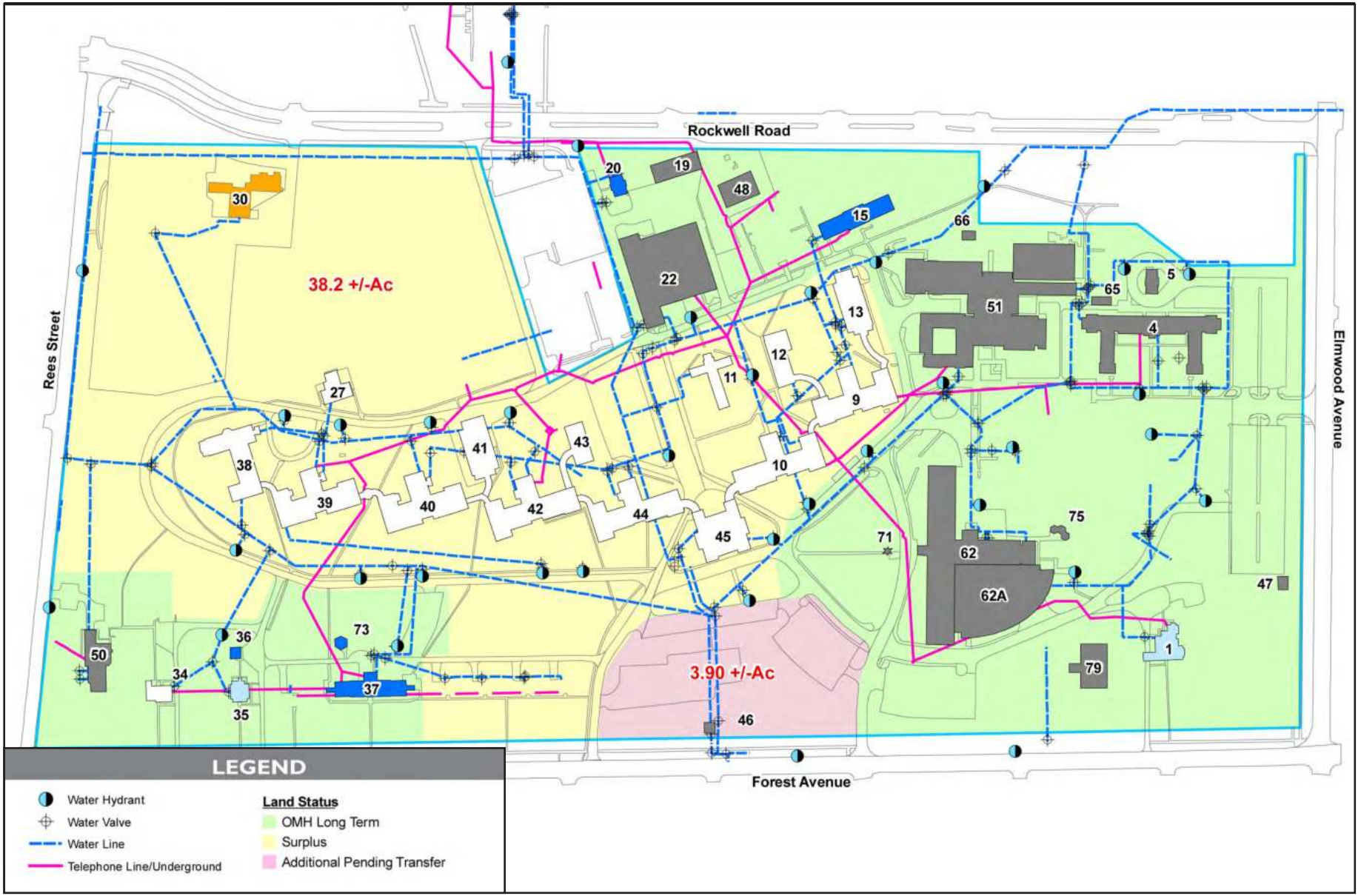
Natural gas is provided to the Project Area by National Fuel Gas Company. The gas is distributed to the site via connections from Forest Avenue, Rees Street, and Rockwell Road (see **Figure 4.8-5**). Evident in the same figure, the site contains steam lines that were used to distribute heat from a central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

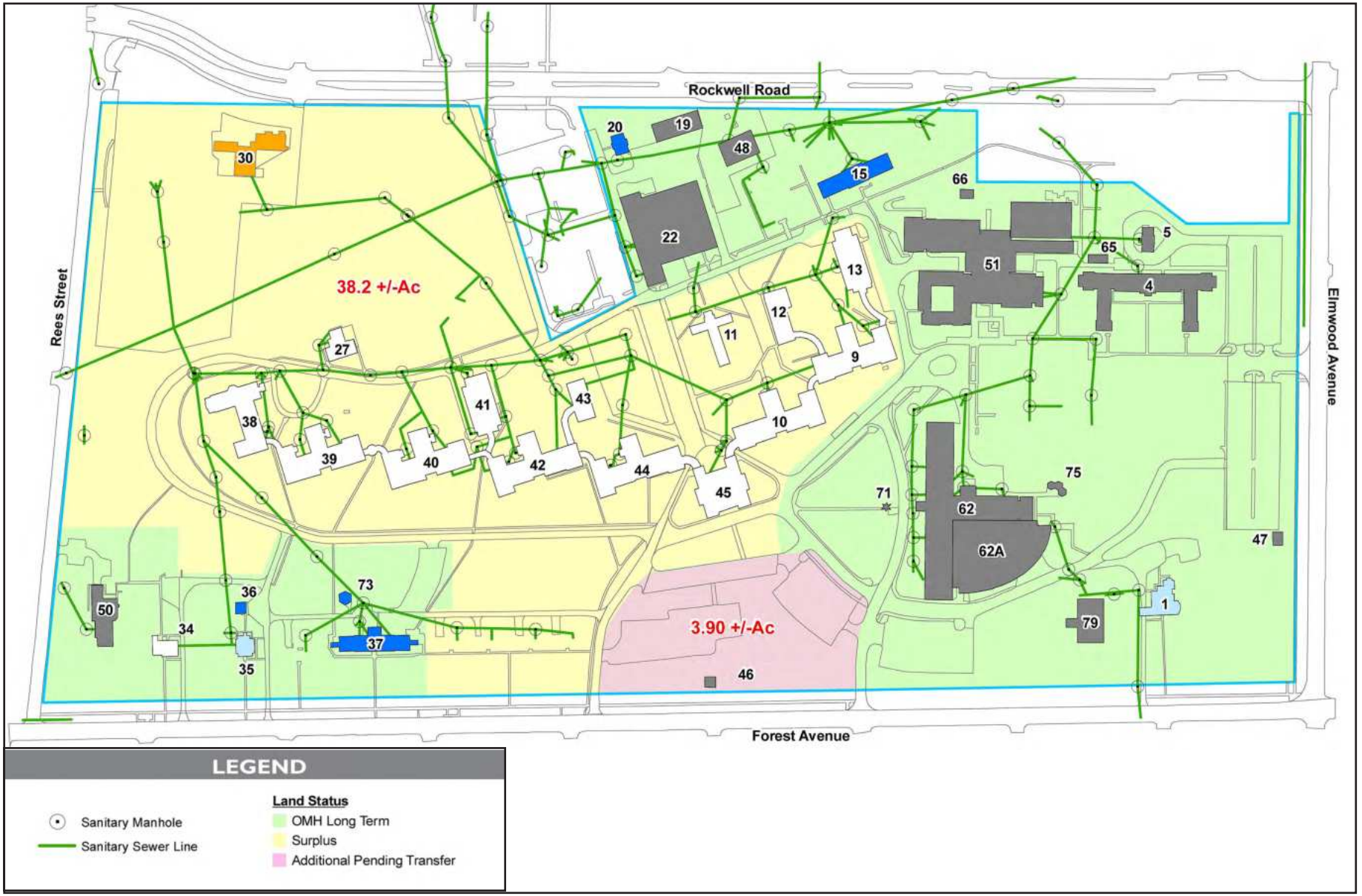
Various air pollutants have been identified by USEPA as being of nationwide concern: carbon monoxide (CO); hydrocarbons (HC); nitrogen oxides (NO_x); photochemical oxidants; particulate matter (PM_{10} and $PM_{2.5}$); sulfur oxides (SO_x); and lead (Pb). Ambient concentrations of CO, HC, and photochemical 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

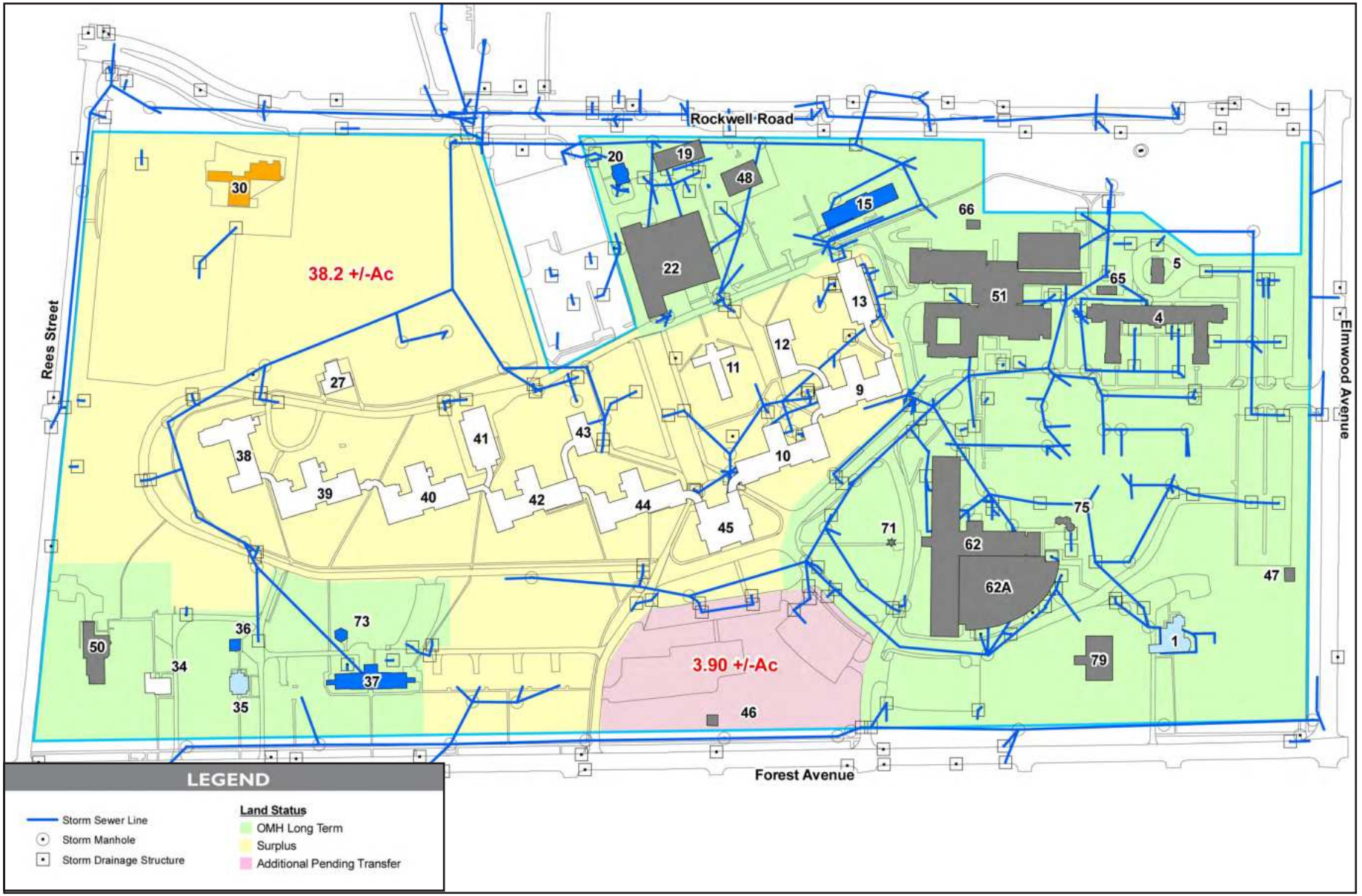
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Source: NYS OMH 2009

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

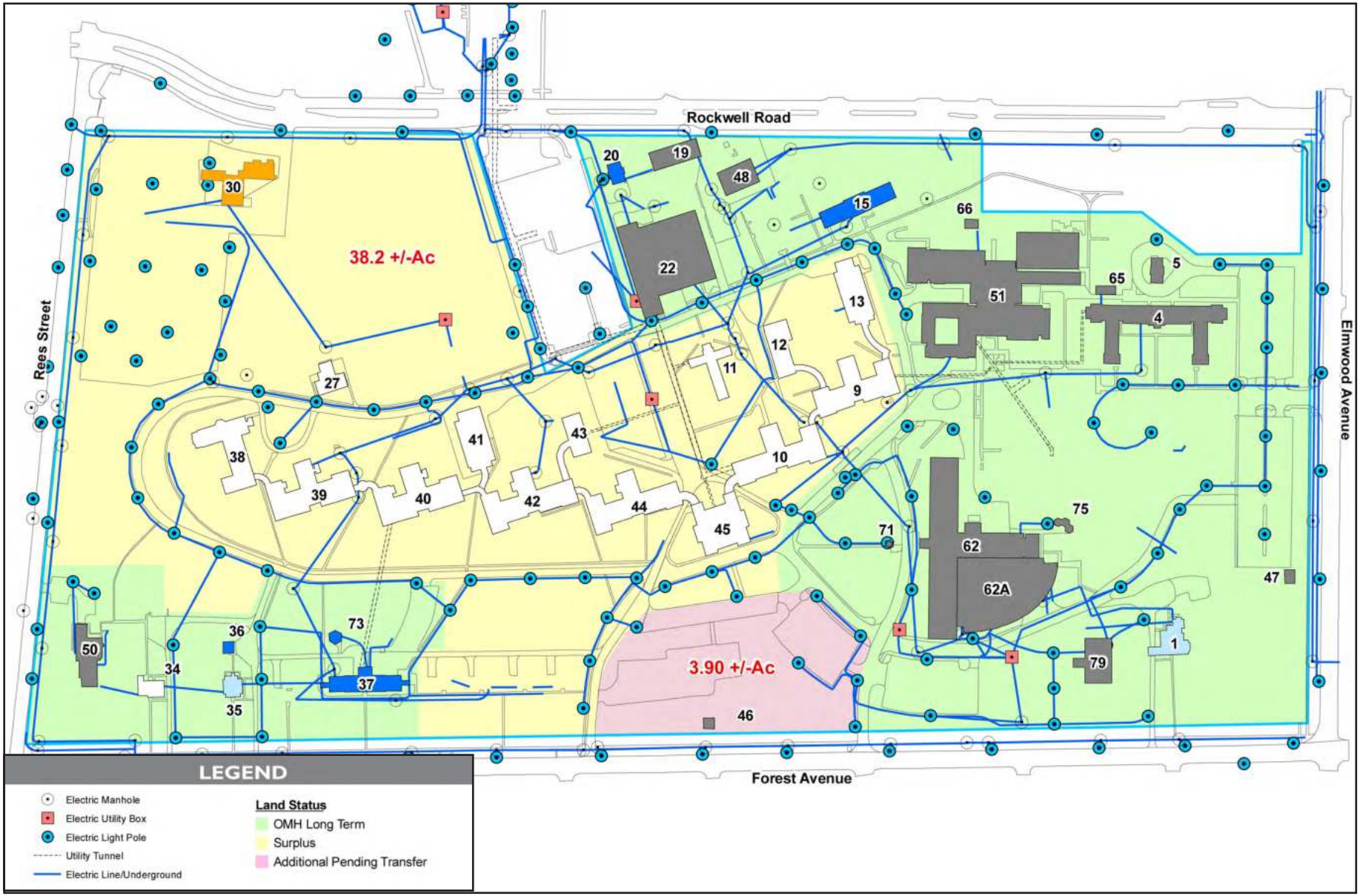
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Source: NYS OMH 2009

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

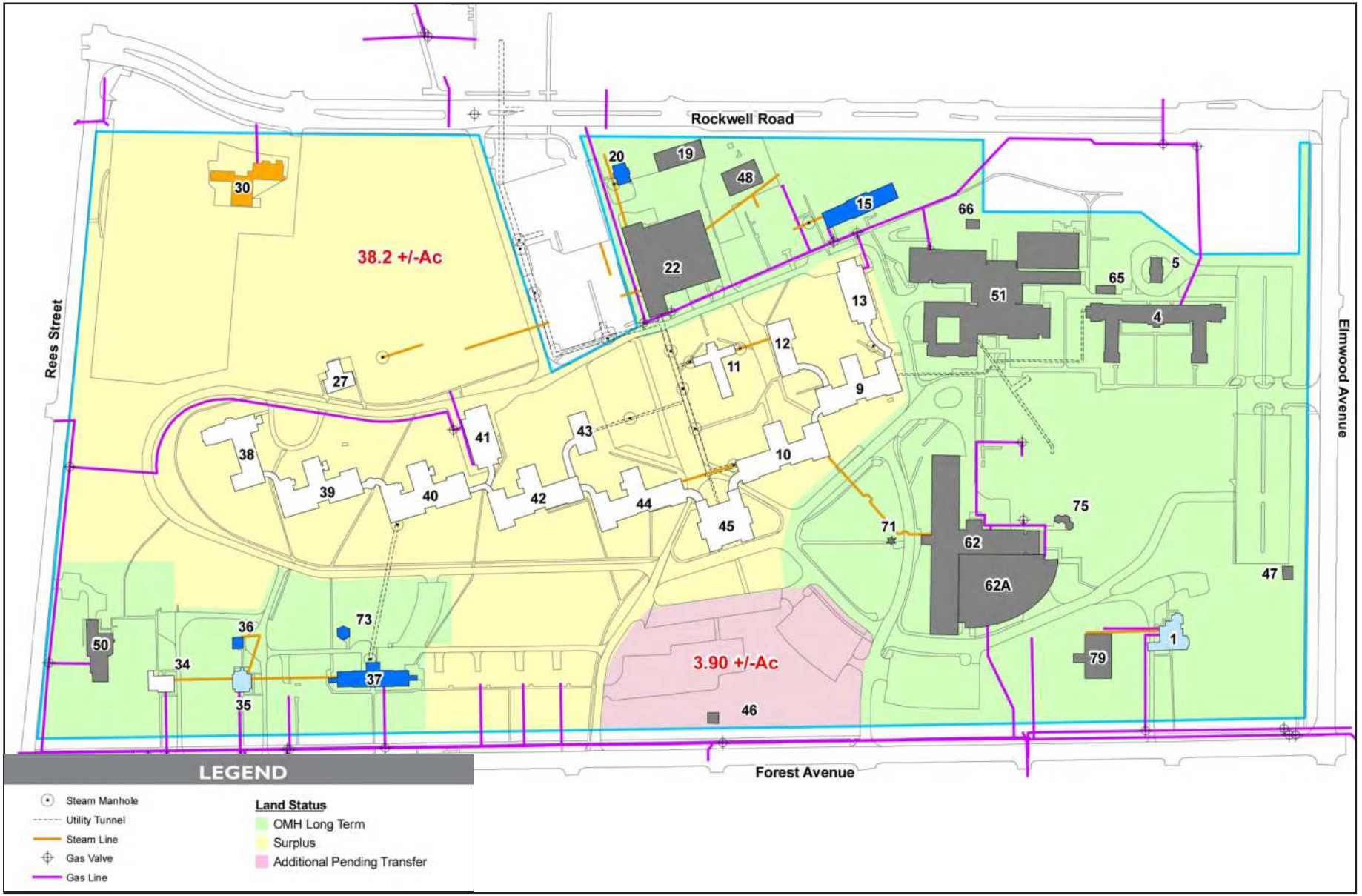
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Source: NYS OMH 2009

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

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Source: NYS OMH 2009

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

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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/m^3: 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-

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.

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

(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,

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 plans, 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 FGEIS 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.

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.

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.



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*

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

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

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.).

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

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:

- 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.

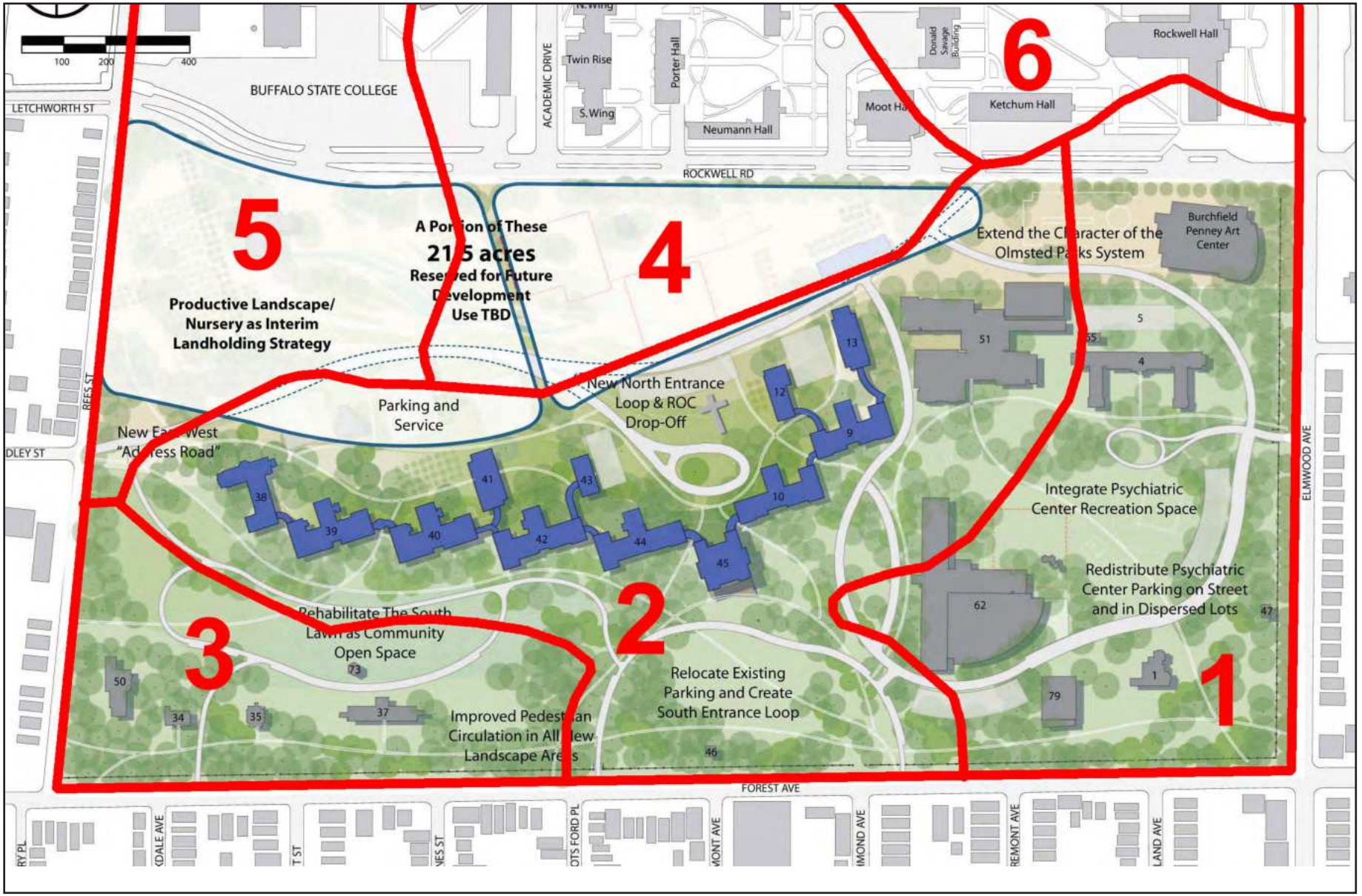
The on-site vehicular and pedestrian circulation system and parking areas would be reconfigured and a unified and coherent vehicular circulation system would be established on the site. While not specifically planned or detailed, parking would be visually subordinate to the landscape by employing a strategy 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 reinstituting 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

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

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.

5. Environmental Impacts

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

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

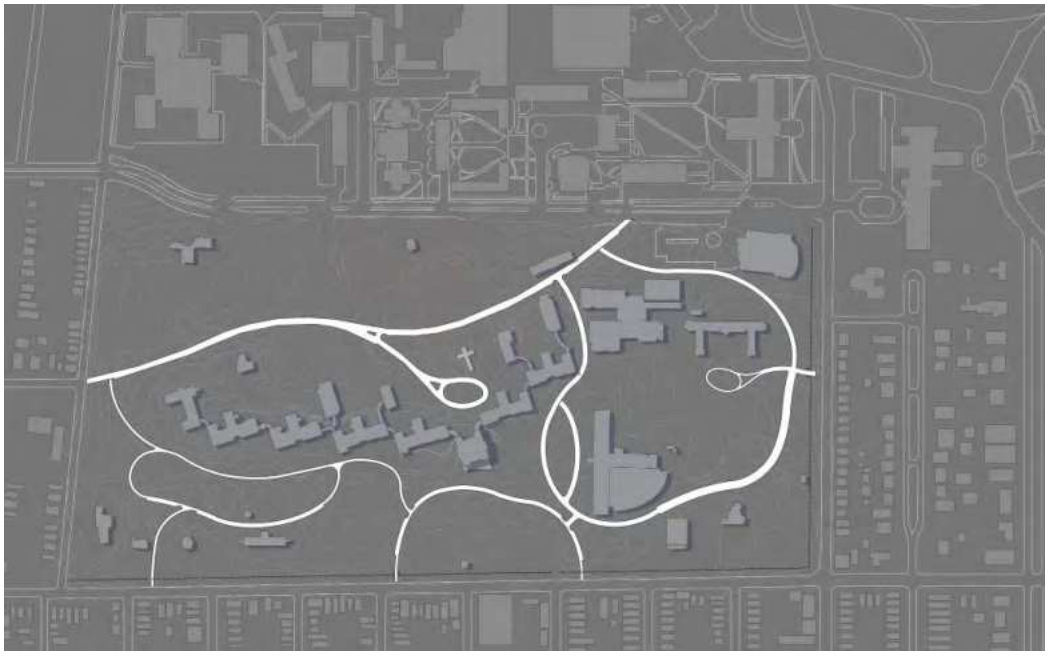
Internal Road Network, Site Access, and Parking

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:

- 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.

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

(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

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

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.

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

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.

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.

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

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.**

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	41,7664	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

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).

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

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

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:

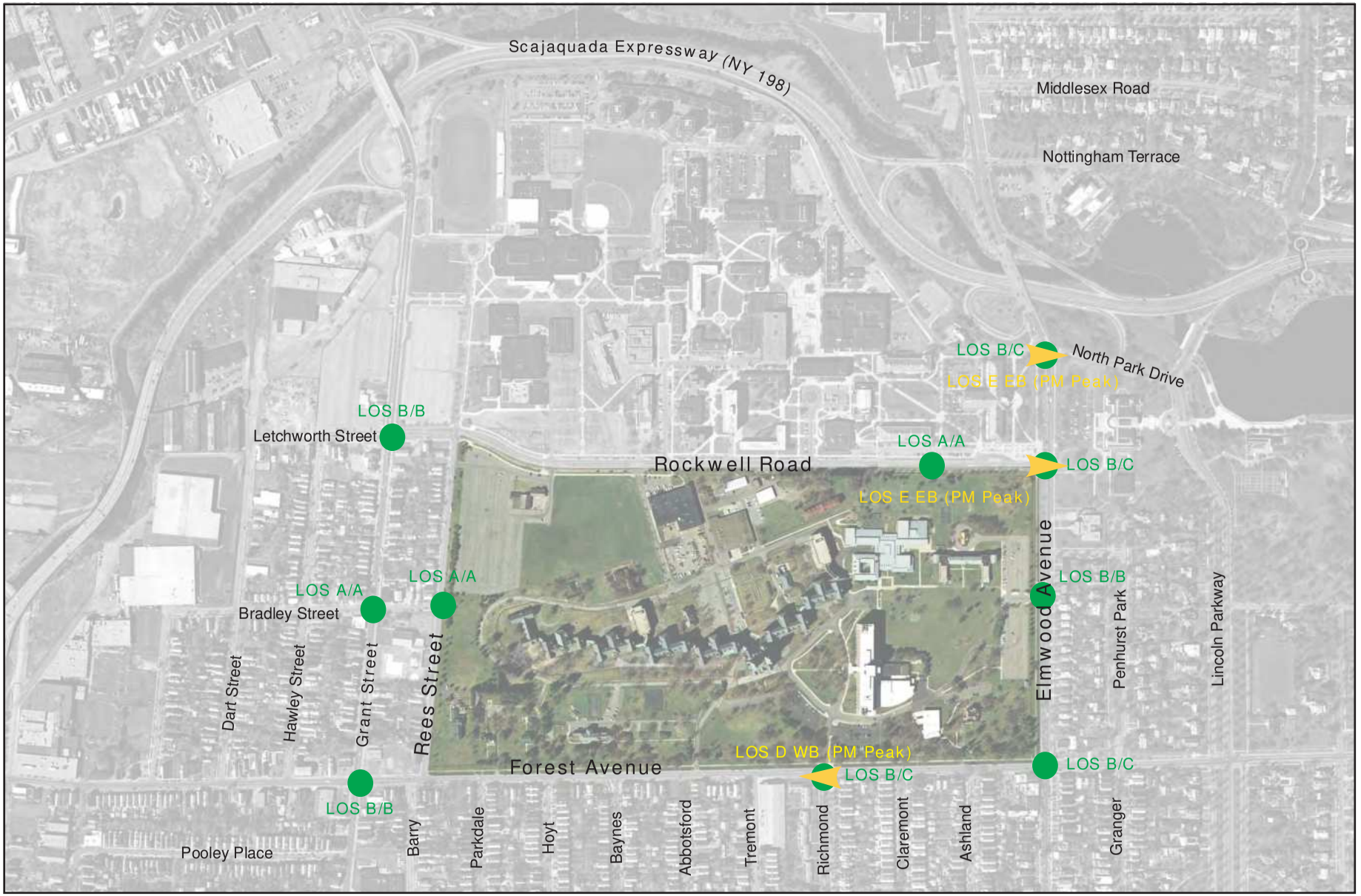
- Incorporate a southbound advance signal phase into the intersection of Elmwood Avenue with Iroquois;
- Revise the signal phasing timing at the intersection of Elmwood Avenue with Forest Avenue to provide additional green time for the Elmwood Avenue signal phases; and
- Incorporate an eastbound advance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

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).

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

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.

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

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 Handing 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.

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

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

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

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.

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.

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

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

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-

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

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

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.

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.

- **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.

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 plans, 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,

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.

- 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

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:

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 -

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

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

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.

7.5 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.

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	▪ Redevelop ROC in accordance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties*, and the RCC's *Historic Structures Report*, and the *Cultural Landscape Report*. ▪ 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. ▪ In accordance with LOR, establish a historic stakeholder committee to assist in subsequent reviews/consultations. ▪ In accordance with the LOR with OPRHP, undertake Phase 1B archaeology studies, as necessary. ▪ Secure required rezoning and site plan review approvals from the City of Buffalo. ▪ Prepare supplement environmental assessments, as necessary.
Site Parking	▪ Assess potential parking impacts following development of a site parking plan. ▪ Prepare a parking management plan in consultation with BSC, BPC, and adjacent neighborhoods. ▪ Coordinate with BPC and OMH to address the need for replacement parking for South lawn parking that is being discontinued as an ongoing process.
Community Cohesion	▪ 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. ▪ 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.

8. Summary of Mitigation Measures

Table 8.1 Mitigation Measures (continued)

Resource	Mitigation Measures
Traffic	▪ 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	▪ Comply with applicable federal, state, and local regulations pertaining to the removal and disposal of waste materials.
Utilities	▪ Coordinate with BPC/OMH prior to undertaking utility work to understand nature of and duration of any potential utility disruption ▪ 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	▪ 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. ▪ Comply with OSHA and New York State laws and regulations. ▪ Establish a working committee with the BPC and OMH to discuss access and operational issues during construction. ▪ Incorporate avoidance measures in construction documents prior to their release for bid. ▪ Designate a point of contact to coordinate and respond to specific concerns during project construction and future operations. ▪ Enter into a Memorandum of Understanding (MOU) or similar formal instrument.

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Watts Engineers. 2008d. *Asbestos Analysis, Richardson Complex, Connectors between Buildings 39 & 40, June 2008.*

Empire State Development

March 23, 2011

NOTICE OF COMPLETION
FINAL GENERIC ENVIRONMENTAL IMPACT STATEMENT

Richardson Olmsted Complex
Civic and Land Use Improvement Project

Pursuant to the State Environmental Quality Review Act ("SEQRA") (Article 8 of the New York State Environmental Conservation Law) and the regulations adopted pursuant thereto (6 NYCRR Part 617), a Final Generic Environmental Impact Statement ("FGEIS") has been prepared for the proposed Richardson Olmsted Complex Civic and Land Use Improvement Project (the "Project"), and copies thereof are available upon request to the offices of the lead agency as set forth below.

Project Location: The Project Area 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, Erie County, New York. It is comprised 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; buildings leased by OMH tenants; and landscaped grounds, parking lots, and internal roadways/pathways. The 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.

Project Description: The proposed Project would involve expending State funds administered by ESDC to stabilize, rehabilitate, and reuse the historic buildings and grounds of the Richardson Olmsted Complex ("ROC"), consisting of a series of former Buffalo State Hospital buildings (designed by Henry Hobson Richardson) and grounds (designed by Frederick Law Olmsted and Calvert Vaux). These buildings and grounds are collectively designated as a National Historic Landmark (NHL) and are listed on the State and National Registers of Historic Places (S/NRHP). All ESDC funds for the Project are being provided to the Richardson Center Corporation (RCC), a not-for-profit corporation established to lead this effort.

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 Project would also involve the transfer of property from the State to RCC that was declared as "surplus" by OMH. This includes transfer of ±42 acres of land that contains the now-vacant Buffalo State Hospital buildings.

All proposed efforts under the Project are an outgrowth of a Master Plan for the ROC prepared by the RCC, after the completion of a series of investigation, planning, and public/stakeholder coordination activities. All State funding administered by ESDC for the Project would be in accordance with a General Project Plan adopted by ESDC on December 16, 2010 and for which a public hearing was held on January 6, 2011.

SEQRA Classification: Type I

Lead Agency: New York State Urban Development Corporation
d/b/a Empire State Development Corporation (ESDC)

Lead Agency Contact: Paul J. Tronolone, AICP
Senior Project Manager

The Executive Summary of the FGEIS, which describes the proposed project and its potential impacts is incorporated hereto and made part hereof.

ESDC will wait a minimum of 10 days to afford consideration of the FGEIS by agencies and the public before issuing a Findings Statement for the proposed action and making a final decision on the General Project Plan.

Copies of the FGEIS are available for inspection at the regional offices of ESDC at 95 Perry Street, Buffalo, NY 14203. A CD of the entire FGEIS and/or a paper copy of the executive summary of the FGEIS are available at no charge upon request. Paper copies of the complete FGEIS are available for purchase. Copies may be requested through the contact information provided below.

The FGEIS may also be downloaded from the Project web site, http://www.richardson-olmsted.com, or may be reviewed during normal business hours at the following branches of the Buffalo & Erie County Public Library:

Central Branch
1 Lafayette Square
Buffalo, NY 14203-1887

Crane Branch
633 Elmwood Avenue
Buffalo, NY 14222

For further information, contact:

Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203
716-284-2556 (phone); 716-284-2917 (fax)
ptronolone@empire.state.ny.us

This Notice and the FGEIS have been sent to:

- Hon. Charles Schumer, U.S. Senator, New York
- Hon. Kirsten Gillibrand, U.S. Senator, New York
- Hon. Brian Higgins, Congressman, 27th District
- Hon. Mark Grisanti, New York State Senator, 60th District
- Hon. Sam Hoyt, New York State Assemblyman, 144th District
- New York State Historic Preservation Office
- Dormitory Authority State of New York
- New York State Office of General Services
- NYS Department of Transportation – Region 5
- NYS Dept. of Environmental Conservation - Region 9
- NYS Office of Alcoholism and Substance Abuse Services
- NYS Office of Mental Health
- Buffalo Psychiatric Center
- Buffalo State College
- Hon. Chris Collins, Erie County Executive
- Erie County Legislature (c/o Clerk of Legislature)
- Hon. Maria Whyte, Erie County Legislator, District 6
- Erie County Department of Planning & Environment
- Erie County Department of Health
- Erie County Department of Public Works
- Erie County Industrial Development Agency
- Hon. Byron Brown, City of Buffalo Mayor
- Buffalo Common Council (c/o City Clerk)
- Hon. Joseph Golombek, Buffalo Common Councilman, North District
- Buffalo Planning Board

- Buffalo Preservation Board
- Buffalo Zoning Board of Appeals
- Buffalo Office of Strategic Planning
- Buffalo Dept. of Permits, Inspections, & Economic Development
- Buffalo Dept. Public Works, Parks, & Streets
- Buffalo Fire Department
- Buffalo Police Department
- Buffalo Sewer Authority
- Jelly Bean Junction Childcare Center
- Transitional Services, Inc.
- WNY Federal Credit Union
- Buffalo Olmsted Parks Conservancy
- Burchfield Penney Art Center
- Campaign for Greater Buffalo
- Preservation Buffalo Niagara

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

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 FGEIS

This FGEIS 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 FGEIS 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 FGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This FGEIS 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 FGEIS 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

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

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

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

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

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.

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 or 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.

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.

A Richardson Olmsted Complex Master Plan – Executive Summary

Visit the following website to view the full ROC Master Plan:
http://www.richardson-olmsted.com

I EXECUTIVE SUMMARY



Left: Aerial Image, Buffalo Arts District. Image courtesy of Google.

For the purposes of the Master Plan, the site of the Richardson Olmsted Complex is defined by Rockwell Road, Elmwood Avenue, Forest Avenue, and Rees Street. These four streets enclose the complex, and define gateways to it, from a very diverse collection of neighborhoods.

Executive Summary

The most successful mixed-use projects are those in which the collective impact of the mix of uses creates a new market dynamic, resulting in not just an economically healthy development project, but a truly unique "place" that becomes a destination on its own and, as such, expands its market reach.

The Richardson Olmsted Complex Master Plan must commit to conservation/rehabilitation, to revitalization/reuse and to economic viability.. Society does not honor venerable old buildings or landscapes - or for that matter, their host neighborhoods - by leaving them to slowly decay from lack of use or maintenance. Such neglect dishonors landmarks and their creators. The Richardson Olmsted campus requires a wise, innovative, fiscally responsible approach towards its reinvention.

There is little doubt about the historic and cultural significance of the former Buffalo State Asylum for the Insane. It is the achievement of four prominent figures: H.H. Richardson, the architect, the firm of Fredrick Law Olmsted and Calvert Vaux, the landscape architects, and Dr. Thomas Story Kirkbride. whose ideas about the treatment of mentally ill patients produced the design prototype for the Buffalo asylum and dozens of others around the country. How can this once remarkable place, the product of three giants of 19th century American culture in a city at its social and economic pinnacle,once more serve Buffalo in remarkable ways?

Honoring the historic significance and design character of this campus will be most profoundly accomplished not by mere preservation, but by the combination of rehabilitation and the uncovering of latent possibilities for transformation, intelligently integrating new facilities and uses. This Master Plan therefore seeks ways to re-use the existing remaining buildings on the site (totalling 487,000 GSF including basements), and aspires to integrate additional facilities in a manner complementary to the original spirit of the site plan and supportive of the new vision.

For numerous reasons, institutions must build wisely and sustainably. The Master Plan is guided by an ethic to tread lightly, connect efficiently, choose wisely, and build with a keen eye towards local suitability and economic sustainability. One must look closely at the cost trade-offs along with the opportunities found in the best practices of sustainable, institutional development and the management and maintenance of complex historic institutions and landscapes.

Landscape as "sanctuary" remains as relevant today as the site's initial purpose. The promise of a renewed landscape sanctuary guides the site's rehabilitation. We seek it as a fundamental part of our work and home life. However, we recognize that Olmsted & Vaux' grounds must serve the visitors of today, rather than the patients of yesterday. With reuse and development comes the challenge of redistributing parking and access that enable development to occur without unduly compromising the site's character.

If individual historic structures are important, cohesive groups of landmark buildings are much more so. With the right combination of uses, landmark complexes like the Richardson Olmsted Complex have sufficient scale and magnitude to become destinations of more-than-local significance. The most successful mixed-use projects are those in which the collective impact of the mix of uses creates a new market dynamic, resulting in not just an economically healthy development project but a truly unique "place" that becomes a destination on its own and as such expands its market reach.

The overall development of the Richardson Olmsted Complex will occur over a period of time and must be flexible enough to anticipate and accomodate changes in market conditions and the availability of both public and private financing. Therefore, the Master Plan has developed short-term, intermediate term, and long term visions for the site. These visions are framed by specific goals and objectives in a manner that provides the most significant initial impact, while at the same time providing support for a variety of future development scenarios. It is paramount that the goals and objectives can be arrived at under a variety of economic and real estate futures.

The daunting size of the complex and the uncertainty of the current economic climate must not impede progress. Much work can be done in the near term to stabilize the buildings from further deterioration and to demonstrate progress. The concept of "Baseline Priorities" was established to prioritize the resources that are available to help to shape the future of the Richardson Olmsted Complex. Its objective is to direct the money available to achieve the broadest impact in the near term and be a catalyst for future investment.

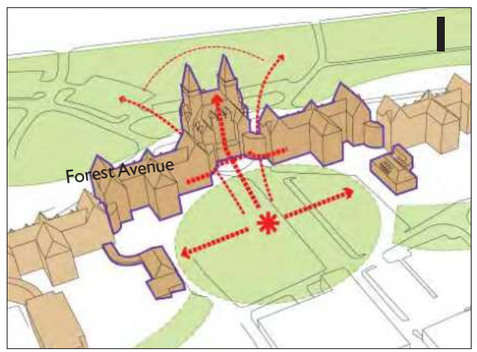
The Baseline Priorities identify short-term, incremental projects that build upon one another to enable the long-term Master Plan to become feasible. Much of this focus involves site organization, circulation and access, and building and landscape stabilization. These efforts - which require significant resources and on-going collaboration with adjoining partners - not only prepares the facility for future investment, but to also increases public access and awareness of this national treasure.

Building on the Baseline Priorities, Four Development Actions for the historic structures and grounds have been created that expand the scope of the initial investment. These variations differ in scale, allowing flexibility to accommodate changing market conditions and absorption rates for the property over time. The futures begin from the rehabilitation of the primary iconic element – the Administration Tower – and its adjacent two wings. The development project creates an integrated, multi-use real estate project with the towers at its heart, allowing each of the four key programs: Architecture Center, Visitor Center, Boutique Hotel and Conference Center to identify equally with the central element. Future growth radiates outward from this center to adjacent ward buildings.

Nearly four decades armed only with desire and hope for rehabilitation of the Richardson Olmsted Complex have failed to reverse the progress of decay. Armed with strong local and national boards, an Urban Land Institute report, an Historic Structures Report, a Cultural Landscape Report, an Architecture and Visitor Center Visualized Concept and Feasibility Studies, and now this Master Plan, the Richardson Center Corporation can finally proceed to put these architectural masterpieces back to productive use.

Guiding Principles of the Master Plan

With an eye towards implementation and sound stewardship, the framework for planning is built on five planning principles. These principles, taken collectively, address each edge of the Richardson Olmsted Complex and help to integrate the complex into its surroundings.



Create a New Identity for "the ROC" Through the Reuse of Existing Structures

The highest priority of the 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. This shared identity, which the Master Plan deems "the ROC" (for Richardson Olmsted Complex), can support both initial core programs and subsequent expansions.



Rehabilitate The South Lawn

The 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 the removal of the invasive circulation and parking patterns that have eroded the continuity of the space over time. Reinstituting the loop road on the south side of the complex and heavily replanting the area will initiate the rehabilitation of the site.



Center Building 45

Reorienting the complex so that the back (or north side) of Building 45 can also become a "front" 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.



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 Richardson Olmsted Complex and Olmsted's network reestablishes a relationship that has been diminished over time, through new pedestrian and vehicular connections, open space interventions and art.



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. As can be witnessed from revitalization of other Kirkbride complexes across the nation, additional new development may be required to help subsidize the high cost of rehabilitation and maintenance. 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.

Baseline Priorities

The "Baseline Priorities" distribute the limited resources that are available to help to shape the future of the Richardson Olmsted Complex. Its objective is to direct the money available to achieve the broadest impact in the near term and be a catalyst for future investment. Much of the focus of the Baseline Priorities involves 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.

I. Rationalize the Site

Richardson, Olmsted and Kirkbride's original vision for the site has largely been depleted over time. Rationalizing the site attempts to remedy site circulation to create a more cohesive site and ameliorate perceived divisions in the property.

II. Prioritize Landscape Investment

Within the Baseline Plan, the significance of the South Lawn as a space of gathering and recreation is recaptured. As a first priority, the drives to the south of Building 45 are reconfigured, parking is relocated, paths are constructed and new trees are planted to reinstate the once pervasive canopy. To the north, a new east-west road provides access and creates an address for the buildings, and a new arrival loop improves access.

III. Building Reuse & Preparation

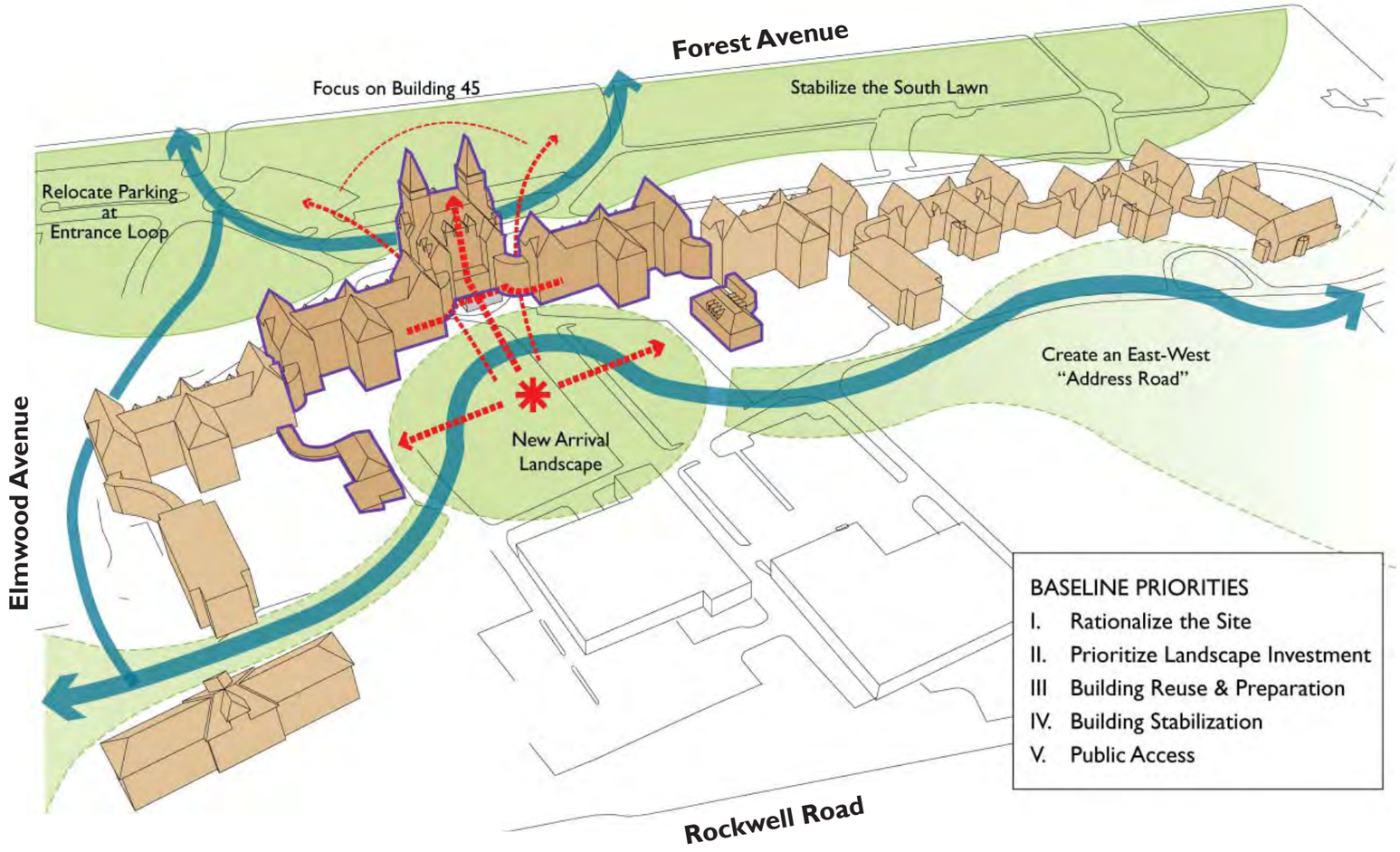
Stabilization of the buildings and grounds are just the first step towards the rehabilitation of the complex. Following building stabilization, identifying appropriate uses to occupy the buildings requires an innovative and market-based approach that maximizes synergies between uses.

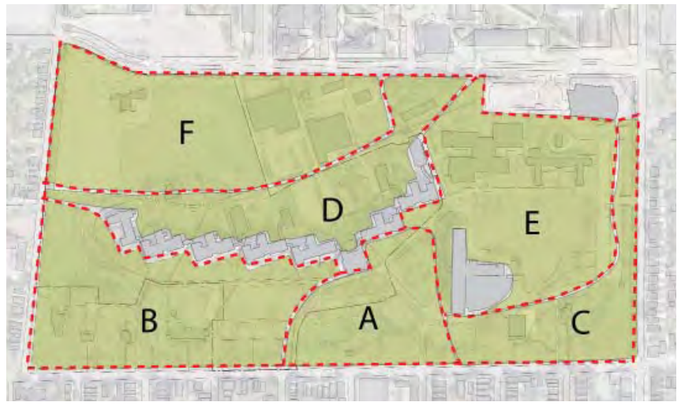
IV. Building Stabilization

There are four packages of building stabilization. These packages build on the work the Richardson Center Corporation has done over the last two years (Package 1 Stabilization). Package 2 revolves around emergency work to limit or stop water penetration into the structures. Package 3 - which is permanent in nature – prevents further deterioration of the building. Package 4 stabilization efforts will provide a safe, intact and clean building shell, preparing the spaces for reuse.

V. Public Access

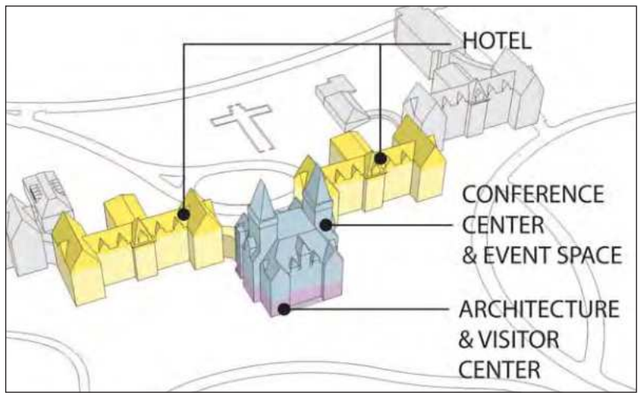
Gaining access to the buildings and grounds of the complex has been cited as one of the most important objectives by the surrounding community. In the near future, there are a number of means by which that may be possible including partial building tours, temporary exhibits and art installations.





Using the recommendations of the Cultural Landscape Report as a guide, a zoning of the property has been created. These zones aid in the phased implementation of full site rehabilitation by logically subdividing the site into areas of cohesive landscape character.

ALTERNATIVES FOR REUSE



A Mix of Uses

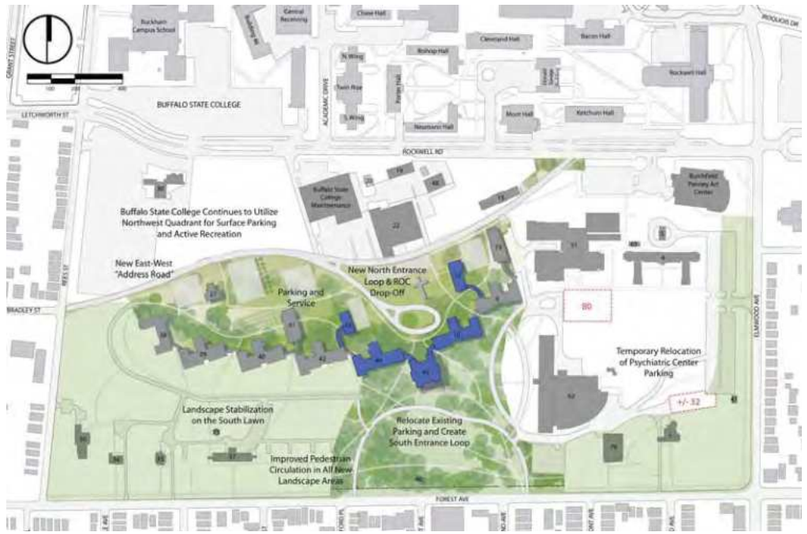
A core set of uses has been identified for a development project at the complex. It is critical that these uses be given equal importance in the design process. For example, an Architecture Center should not be viewed as the "main use," to the detriment of a hotel or conference center, and vice versa. This integrated model creates an active and diverse set of program relationships that is beneficial to the success of the development, but also allows the project to capture a maximum of tax incentives.

Perhaps the most visible example of this integration is the recommendation to provide a central entrance and gathering space that mixes visitors from the various uses in one space before moving each into their own circulation system. This can provide a unique introduction to the Richardson Olmsted Complex and reduce the time when the entrance space for each user may have little or no activity within it.

Branded as "The ROC", this central mixed-use space of gathering can unify the overall development project initially, and have the ability to anchor future development. If located in the iconic towers of Building 45 (the former Administration Building), The ROC becomes an identity for the entire complex that is shared equally among all of the programs housed within it, rather than associated with a single use.

Four Development Actions

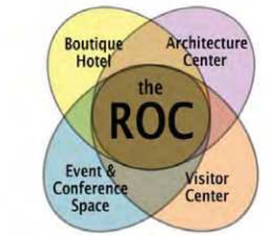
After careful consideration of the many important issues to the success and sustainability of a development project, a set of potential development actions was developed. These scenarios each begin with the priorities of the Baseline Priorities, then expand upon them to present four distinct futures for the complex. The focus of all potential futures includes the rehabilitation and reoccupation of the historic structures and grounds.



1. The Core Project

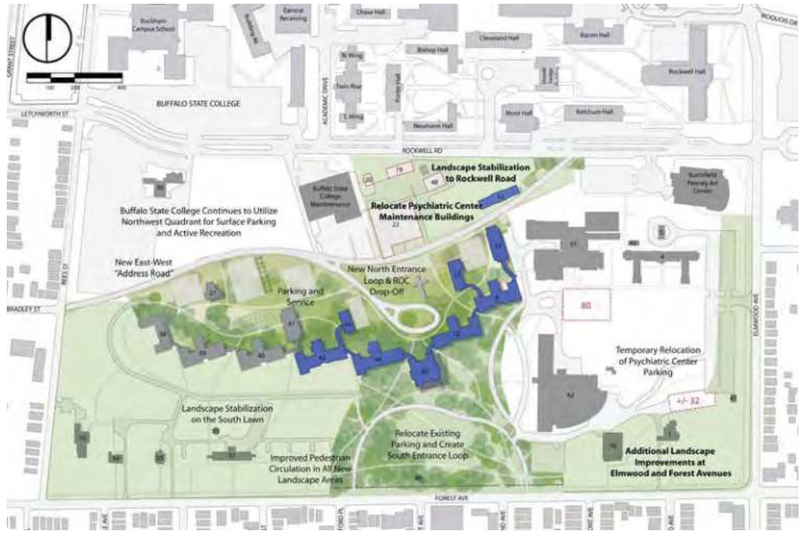
The Core Project initiates the rehabilitation of the historic complex by locating new uses in the primary iconic building of the complex - the Towers Administration Building (Bldg. 45) - and the adjacent two wards. The core project consists of the following uses:

- ARCHITECTURE CENTER
- VISITOR CENTER
- BOUTIQUE HOTEL
- CONFERENCE/EVENTS SPACE



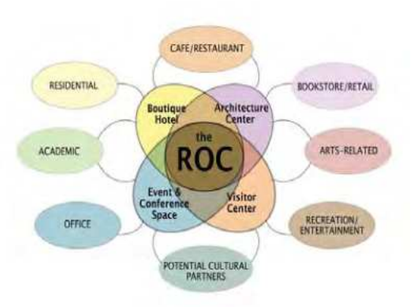
The buildings are accessed jointly via a new central entrance at the north side of Building 45. The development plan creates an integrated, multi-use real estate project with the towers at its heart, allowing the four key uses to identify equally with Building 45 as the iconic central element of the project. In addition, the financial viability of each use is enhanced by the availability of additional tax credits in a large, mixed-use project. The south entrance to Building 45 will remain largely unchanged and will serve as the ceremonial entrance, complemented by a new entrance loop reminiscent of the historical alignment Olmsted & Vaux intended.

A northern approach to the complex served by an east/west road and replacement addition to the northern face of Building 45 will address the demands of large group access, heavier traffic flows including tour buses, and service delivery.

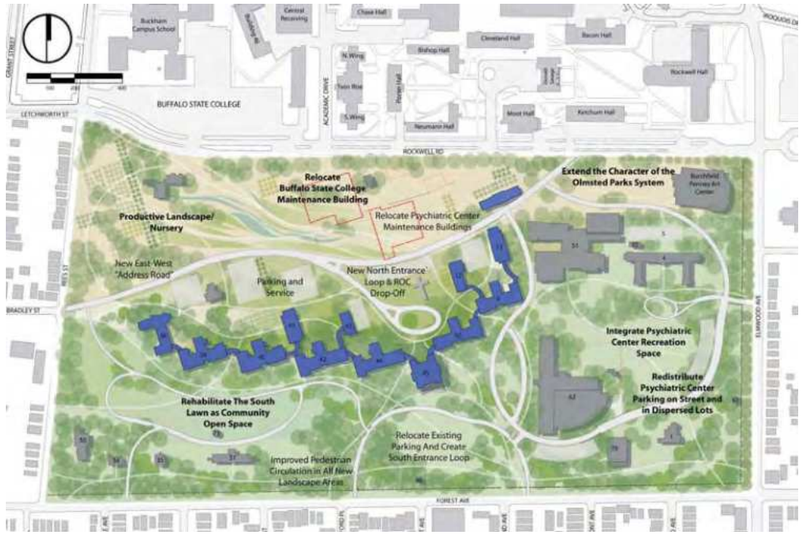


2. The Expanded Core Project

Building from the "Core Project", an expansion of these programs includes complementary uses that benefit from close proximity to the Towers Administration Building (Bldg. 45) but also warrant their own identity and space.



These additional uses advance the creation of a mixed-use destination at the Richardson Olmsted Complex. The presence of cultural and academic uses can benefit and increase visitation of the core programs, while also enjoying the advantages of the exhibits, event space, and hotel rooms available in adjacent buildings. Expanded programs supporting the Core Project include Arts-Related space and Academic Uses, perhaps associated with Buffalo State College or the numerous other cultural and academic institutions in the surrounding neighborhoods.



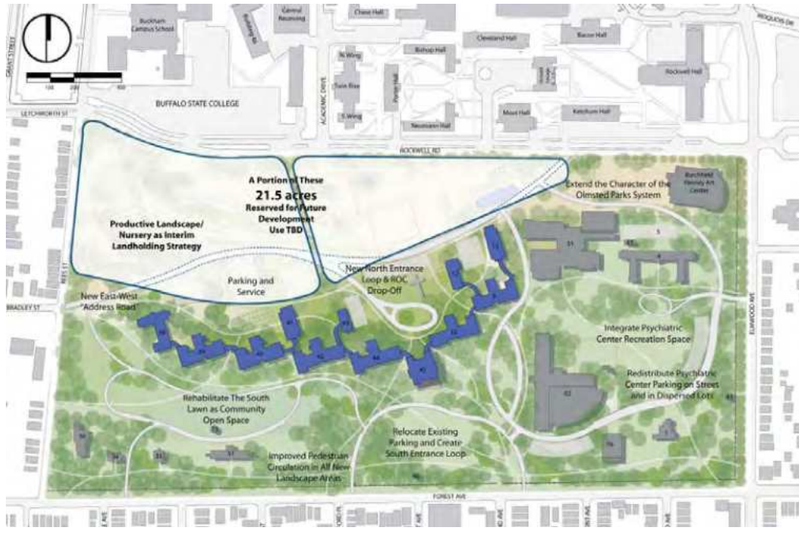
3. Full Reuse of All Historically Significant Structures

This scenario assumes that the Core and Expanded Projects are implemented, and that additional uses are then incorporated into the brick buildings (38, 39, 40). Uses for these buildings 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 core projects.

Landscape investment in this scenario extends to the entire 91-acre site to create a cohesive parklike character throughout the complex. A site-wide circulation system is implemented based on an interpretation of Olmsted's historic plan.

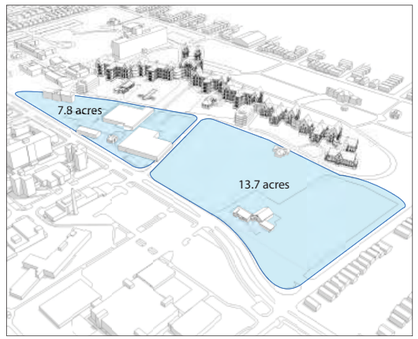
The Northern Lands accommodate a range of possible landscape strategies that transform the property, including uses such as storm water swales, ponds and plantings that can treat runoff, walking trails and improved habitat to bolster the local ecology, and locations for active recreation.

Certain existing, non-preferred uses may also continue until they can be relocated. These uses will enhance the goal of bringing people, particularly on foot, to the campus at an early stage. This scenario assumes no new development on the northwestern portion of the property at this point. In Development Action #3, the Northern Lands will be substantially devoted to landscape and grounds treatments until such time as Development Action #4 is implemented.



4. Development Landholding

The Northern Lands can be utilized to provide additional economic sustainability to the project and to provide appropriate economic opportunity to the area. Any new development would be compatible with the master plan, have a strong emphasis on green space with the built form approximating the existing campus in density and urban character.



It would continue the existing land use ratios to provide major landscaped open space, and complement the historic buildings in form and use. However, the focus of this phase will remain subordinate to the other phases where the priority is the reuse and rehabilitation of the historic buildings and landscape. In the interim, the northern lands will be used as describe in Development Action #3.

NEXT STEPS AND COSTS

Phased Implementation of the Master Plan

The completion of the Master Plan marks the beginning of an immense effort to revitalize the Richardson Olmsted Complex. Guided by the Historic Structures and Cultural Landscapes Reports, along with the recommendations of the Master Plan, this work has already begun. Following the completion of the GEIS process, improvements will be initiated that prepare the property for the implementation of a development project. In a matter of only a few years, the buildings and grounds can feasibly be stabilized and opened to the public, and a development project underway.



Potential Near-Term Activities

STABILIZATION AND PUBLIC ACCESS

I. Building Stabilization
- A. Emergency Stabilization (all buildings)
- B. Stabilization for Core Project (Bldgs. 45, 44, 10)
- C. Environmental Remediation (Bldgs. 45, 44, 10)
- D. Mothball Remaining buildings (Bldgs. 38, 39, 40, 41, 42, 43 and connectors)

II. Landscape Stabilization
- A. Landscape Emergency Stabilization

III. Public Access
- A. Secure Ownership or long term lease
- B. Install site and building lighting
- C. Open gates in historic fence and install signage
- D. Remove security fence surrounding structures
- E. Establish (limited) facility stabilization tour
- F. Facilitation of temporary public art installations on site or in building

CORE PROJECT FRAMEWORK

I. Pre-Development (Pre-Developer Selection) Activities
- A. Engage development consultant(s) to facilitate and coordinate pre-development activities
- B. Conceptual Design Stage
- C. Attraction of Future Tenants/Uses
- D. Development Stage
- E. Closing

II, Architectural Design
- A. Feasibility Studies for Core Project
- B. Schematic Design/Design Development/Construction Documents for Core Project
- C. Construction of Core Project

III. Architecture And Visitor Center
- A. Establish Management Entity
- B. Launch Marketing Effort
- C. Circulation Planning and Design together with other Core Project program elements (Event Space and Boutique Hotel)
- D. Initiate and Design Exhibit Program

IV. Landscape Design
- A. Schematic Design/ Design Development/ Construction Documents for the rehabilitation of Area "A" south and east of Building 45
- B. Schematic Design/ Design Development/ Construction Documents for the rehabilitation of Area "D" north of Building 45

PROPERTY-WIDE PLANNING

I. SITE COORDINATION AND INFRASTRUCTURE
- A. Maintenance Building Relocation Study
- B. Utility Assessment and Design
- C. Master Planning coordination with Psychiatric Center
- D. Master Planning coordination with Buffalo State College

PUBLIC OUTREACH

- A. Design promotional material for public consumption to invite interest from potential businesses, tenants and redevelopment partners
- B. Identify interim landscape uses: nursery/community gardens and park in northern lands
- C. Advance planting and maintenance volunteer coordination
- D. Facilitation of temporary public art installations on site or in buildings
- E. Participate in ongoing symposia/presentations



NEAR-TERM COSTS*

FUNDS ALREADY COMMITTED	
Emergency Stabilization - Phase I	$2.10m
Studies, Planning, Operating Costs	$1.90m
STABILIZATION AND PUBLIC ACCESS	
Emergency Stabilization	$7.84m
Stabilization for Core Project	$11.36m
Mothball Remaining Buildings	$5.90m
Landscape Emergency Stabilization	$2.00m
Parking Relocation	$1.40m
CORE PROJECT FRAMEWORK	
Circulation Systems	$1.86m
Architecture & Visitor Center - Exhibit	$5.90m
Architecture Center - Bldg 45 addition	$4.00m
Landscape Rehabilitation (partial)	$9.50m
SUBTOTAL	**$53.66m**

OTHER PROJECTED COSTS

PROPERTY-WIDE PLANNING	
Maintenance Building Relocations	$20.9m
Landscape Rehabilitation (site-wide)	$9.5m
Core Project Building Fit-Out RCC investment (gap)	$13.0m
Core Project Build Out: Architectural and Visitors Centers	$11.0m
Available Tax Credits	($17.3m)
CORE PROJECT EST. TOTAL	**$90.76m**

*Construction costs only. Not included: Soft costs including design, investigation and testing fees, owner's contingency, use-specific mechanical, electrical, plumbing, fire protection, egress, life safety compliance. Basements included; attics not included.

B Agency Correspondence

July 1, 2008

NEW YORK STATE URBAN DEVELOPMENT CORPORATION
d/b/a EMPIRE STATE DEVELOPMENT CORPORATION

NOTICE OF PROPOSED LEAD AGENCY DESIGNATION

Richardson Olmsted Complex Master Plan
400 Forest Avenue
Buffalo, Erie County, New York

The New York State Urban Development Corporation, d/b/a Empire State Development Corporation ("ESDC"), proposes to serve as lead agency for the environmental review process to be carried out under the New York State Environmental Quality Review Act ("SEQRA") and its implementing regulations (6NYCRR Part 617) in connection with the development of the **Richardson Olmsted Complex Master Plan in Buffalo, New York.**

The proposed action has been classified as a Type I Action under the implementing regulations for SEQRA, given that in addition to meeting other thresholds, the project site is listed on the State and National Registers of Historic Places (S/NRHP). It involves the use of funds administered by ESDC to undertake a master plan with the objective of restoring/rehabilitating the Richardson Olmsted Complex (i.e., the former New York State Insane Asylum/Buffalo Psychiatric Center, designed by H.H. Richardson, with grounds designed by Frederick Law Olmsted). A not-for-profit organization, the Richardson Center Corporation (RCC) is spearheading this project (see www.richardson-olmsted.com). RCC is receiving $76.5 million in State funds to assist in its efforts. A portion of these funds have already been provided by ESDC to undertake necessary planning, design, and environmental review efforts. The balance of the project funding would be provided once documentation under SEQRA is completed.

The overall master plan process is currently in initial data collection activities such as a structural conditions and historic buildings assessment. A public process will be conducted by RCC to identify and evaluate alterative restoration/reuse scenarios. While the specifics of these efforts are not yet formulated, the master plan would likely call for reuse of all or parts of the complex as a mixed-use, multi-purpose civic campus of public and private activities. In addition, ESDC and RCC are consulting with the NYS Office of Parks, Recreation, and Historic Preservation ("OPRHP") in accordance with Section 14.09 of the NYS Historic Preservation Act with regard to potential effects to resources on or eligible for inclusion on the S/NRHP.

If within thirty (30) days from the mailing of this notification there are no comments, it will be assumed that your agency has no objections to ESDC serving as lead agency for the environmental review of the project. A reply form is enclosed for your convenience.

The contact person for this project is:

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, NY 14303
(716) 284-2556
(716) 284-2917 – fax

A Full Environmental Assessment Form (EAF), Part 1, and a copy of this notice have been sent to:

Potential Involved[1] Agencies:

- City of Buffalo
  - Hon. Byron Brown, Mayor
  - Buffalo Common Council (via Gerald Chwalinski, City Clerk)
  - Chief Economic Development Officer
  - Buffalo Dept. of Permits, Inspections, & Economic Development
  - Buffalo Dept. Public Works, Parks, & Streets
  - Buffalo Fire Department
  - Buffalo Office of Strategic Planning
  - Buffalo Planning Board
  - Buffalo Police Department
  - Buffalo Preservation Board
  - Buffalo Sewer Authority
  - Buffalo Zoning Board of Appeals
- Erie County Department of Planning & Environment
- Dormitory Authority State of New York
- New York State Historic Preservation Office
- New York State Office of General Services
- NYS Department of Transportation – Region 5
- NYS Dept. of Environmental Conservation - Region 9
- NYS Office of Alcoholism and Substance Abuse Services
- NYS Office of Mental Health, Buffalo Psychiatric Center
- NYS Office of Mental Health, Headquarters

[1] An "Involved" Agency is a state, county, or municipal agency that has jurisdiction by law to fund, approve or directly undertake an action or project. If an agency will ultimately make a discretionary decision to fund, approve or undertake an action (or portion thereof), then it is an Involved Agency. Under SEQRA, the designated "Lead Agency" must be an Involved Agency.

Interested[2] Agencies/Parties/Organizations:

- Hon. Charles Schumer, United States Senate
- Hon. Hillary Rodham Clinton, United States Senate
- Hon. Brian Higgins, Unites State Congress
- Hon. Antoine Thompson, New York State Senate
- Hon. Sam Hoyt, New York State Assembly
- Hon. Maria Whyte, Erie County Legislator
- Erie County Legislature (via Robert Graber, clerk of the Legislature)
- Hon. Joseph Golombek, North District Councilperson
- Buffalo State College
- Burchfield Penney Art Center
- Erie County Department of Health
- Erie County Department of Public Works
- Erie County Industrial Development Agency
- Buffalo Federation of Neighborhood Centers
- Buffalo Olmsted Parks Conservancy
- Campaign for Greater Buffalo
- Jelly Bean Junction Childcare Center
- Landmark Society of the Niagara Frontier
- Preservation Coalition of Erie County
- Transitional Services, Inc.
- WNY Federal Credit Union

[2] An "Interested" Agency, party, or organization is an agency or entity that while lacking any jurisdictional or discretionary authority to directly fund, approve or directly undertake an action or project (or portion thereof), wishes to participate in the review process because of its specific expertise or concern about the proposed action.

RESPONSE TO NOTICE OF PROPOSED LEAD AGENCY DESIGNATION

PROPOSED LEAD AGENCY: **New York State Urban Development Corporation, d/b/a Empire State Development Corporation**

NAME OF ACTION/PROJECT: **Richardson Olmsted Complex Master Plan**
400 Forest Avenue
City of Buffalo, Erie County, New York

On behalf of the _____ (*please insert agency name*), I acknowledge receipt of the lead agency designation notice in this matter.

The above named involved agency hereby (*please check one*):

[ ] **CONSENTS** that the above named agency serve as lead agency in this application, and requests that the undersigned continue to be notified of SEQRA determinations, proceedings and hearings in this matter.

[ ] **DOES NOT CONSENT** to the above named agency serving as lead agency in this application and requests that _____ serve as lead agency. To contest lead agency, the undersigned intends to follow the procedures outlined in 6 NYCRR Part 617.6(e).

DATED: _____

SIGNED: _____

NAME/TITLE: _____
(*please print*)

Please return by **July 31, 2008** to:

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, NY 14303
(716) 284-2556

Or Fax to: **(716) 284-2917**

RESPONSE TO NOTICE OF PROPOSED LEAD AGENCY DESIGNATION

PROPOSED LEAD AGENCY: **New York State Urban Development Corporation, d/b/a Empire State Development Corporation**

NAME OF ACTION/PROJECT: **Richardson Olmsted Complex Master Plan**
400 Forest Avenue
City of Buffalo, Erie County, New York

On behalf of the BUFFALO SEWER AUTHORITY (*please insert agency name*), I acknowledge receipt of the lead agency designation notice in this matter.

The above named involved agency hereby (*please check one*):

[X] **CONSENTS** that the above named agency serve as lead agency in this application, and requests that the undersigned continue to be notified of SEQRA determinations, proceedings and hearings in this matter.

[ ] **DOES NOT CONSENT** to the above named agency serving as lead agency in this application and requests that _____ serve as lead agency. To contest lead agency, the undersigned intends to follow the procedures outlined in 6 NYCRR Part 617.6(e).

DATED: 7/7/08

SIGNED: [signature]

NAME/TITLE: DAVID P. COMERFORD GENERAL MANAGER
(*please print*)

Please return by **July 31, 2008** to:

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, NY 14303
(716) 284-2556

Or Fax to: **(716) 284-2917**

RESPONSE TO NOTICE OF PROPOSED LEAD AGENCY DESIGNATION

PROPOSED LEAD AGENCY: **New York State Urban Development Corporation, d/b/a Empire State Development Corporation**

NAME OF ACTION/PROJECT: **Richardson Olmsted Complex Master Plan**
400 Forest Avenue
City of Buffalo, Erie County, New York

On behalf of the City of Buffalo Planning Board (*please insert agency name*), I acknowledge receipt of the lead agency designation notice in this matter.

The above named involved agency hereby (*please check one*):

☒ **CONSENTS** that the above named agency serve as lead agency in this application, and requests that the undersigned continue to be notified of SEQRA determinations, proceedings and hearings in this matter.

[ ] **DOES NOT CONSENT** to the above named agency serving as lead agency in this application and requests that _____ serve as lead agency. To contest lead agency, the undersigned intends to follow the procedures outlined in 6 NYCRR Part 617.6(e).

DATED: 7/15/08

SIGNED: James Morrell

NAME/TITLE: James Morrell Chairman
(*please print*)

RECEIVED
JUL 17 2008

Please return by **July 31, 2008** to:

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, NY 14303
(716) 284-2556

Or Fax to: **(716) 284-2917**

RESPONSE TO NOTICE OF PROPOSED LEAD AGENCY DESIGNATION

PROPOSED LEAD AGENCY: **New York State Urban Development Corporation, d/b/a Empire State Development Corporation**

NAME OF ACTION/PROJECT: **Richardson Olmsted Complex Master Plan**
400 Forest Avenue
City of Buffalo, Erie County, New York

On behalf of the Buffalo Fire Dept (*please insert agency name*), I acknowledge receipt of the lead agency designation notice in this matter.

The above named involved agency hereby (*please check one*):

[X] **CONSENTS** that the above named agency serve as lead agency in this application, and requests that the undersigned continue to be notified of SEQRA determinations, proceedings and hearings in this matter.

[ ] **DOES NOT CONSENT** to the above named agency serving as lead agency in this application and requests that _____ serve as lead agency. To contest lead agency, the undersigned intends to follow the procedures outlined in 6 NYCRR Part 617.6(e).

DATED: 7/7/08

SIGNED: [signature]

NAME/TITLE: Michael Lombardo Fire Commission
(*please print*)

Please return by **July 31, 2008** to:

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, NY 14303
(716) 284-2556

Or Fax to: **(716) 284-2917**

State of New York
David A. Paterson
Governor

Administrative Support Services Group
CDPC - Units Q & R
75 New Scotland Avenue
Albany, New York 12208

Edward J. Killeen
Director

July 21, 2008

Paul J. Tronolone, AICP
Senior Project Manager
Empire State Development Corporation
c/o USA Niagara Development Corporation
222 First Street, 7th Floor
Niagara Falls, New York 14303

Dear Mr. Tronolone,

Enclosed is the consent for Lead Agency status with regard to the Richardson Olmstead Complex Master Plan.

Representing the Agency still holding jurisdiction of this property, OMH requests early engagement in discussion concerning transfer of jurisdiction. Those conversations can be initiated through my office.

Sincerely,

Edward J. Killeen
Director

☐ Bureau of Capital Operations – Unit Q
(518) 473-5815 FAX: (518) 473-7128

☐ Bureau of Nutrition Services – Unit R
(518) 473-8341 FAX: (518) 474-4126

☐ Bureau of Environmental Design and Improvement – Unit R
(518) 473-6562 FAX: (518) 474-4126

AN EQUAL OPPORTUNITY/AFFIRMATIVE ACTION EMPLOYER

New York State Department of Environmental Conservation
Division of Environmental Permits, Region 9
270 Michigan Avenue, Buffalo, New York, 14203-2915
Phone: (716) 851-7165 • **FAX:** (716) 851-7168
Website: www.dec.state.ny.us

July 10, 2008

RECEIVED
JUL 11 2008

Mr. Paul J. Tronolone, AICP
Empire State Development Corporation
222 First Street, 7th Floor
Niagara Falls, New York 14303

Dear Mr. Tronolone:

SEQR COORDINATION AND LEAD AGENCY REQUEST
RICHARDSON OLMSTED COMPLEX MASTER PLAN
400 FOREST AVENUE
CITY OF BUFFALO, ERIE COUNTY

In response to your July 1, 2008 letter regarding the above-noted, please be advised of the following:

1. Cultural resource concerns have been identified for the above-noted project. The project site is located on the National/State Register of Historic Places. Therefore, the Empire State Development Corp. (ESDC) and the Richardson Center Corp. (RCC) should continue to consult with NYS Office of Parks, Recreation, and Historic Preservation in accordance with Section 14.09 of the NYS Historic Preservation Act. Hopefully, the Richardson Olmsted restoration work can be done in a manner that would maintain the integrity of the building's historical significance, but would also allow for the innovative use of "green" technology and devices that would provide significant future benefits for energy conservation.

2. Please be aware that if asbestos exists in the building to be demolished/renovated, the protection of workers is regulated by the New York State Department of Labor (716/847-7126) and Occupational Safety and Health Administration (OSHA) 716/684-3891. In addition, the disposal of friable (readily crumbled and brittle) asbestos is regulated by this Department under 6 NYCRR Part 360-2.17(p). For more information on the disposal of friable asbestos, please contact Mr. Mark Hans (716/851-7220) at this Department.

3. The presence of elemental mercury and/or lead in buildings being renovated/demolished is also a concern of the Department. Mercury is found in many different common items such as fluorescent lights and electrical switches, while lead is mainly found in older paints (pre-1980). For guidance on the proper handling and disposal of mercury and/or lead, please contact Mr. Thomas Corbett of this Department (716/851-7220) or email the Department's Mercury Task Force (dshmwrr@gw.dec.state.ny.us).

4. Also for your reference, we are enclosing a Restore (Habitat for Humanity) brochure which provides information about the possibility of donating recyclable building materials and furniture for resale and continued future use. This "sustainability" and not-for-profit organization's effort is undertaken to renovate existing buildings or construct new, safe, clean and affordable housing for low income families. You are encouraged to contact Restore in advance of demolition for the possibility of inspection and determining what may be salvageable for reuse. In many cases, Restore will also pick up and remove items acceptable for donation.

Since the project involves the use of funds administered by Empire State Development Corporation, it appears appropriate that your agency should be able to act as the SEQR Lead Agency for this important project, and we concur with your request for that role.

Thank you for providing this office the opportunity to review the proposed project. If you have any questions, please feel free to contact Mr. Joseph R. Murray or me at 716/851-7165.

Respectfully,

Steven J. Doleski

Steven J. Doleski
Regional Permit Administrator

JRM:jrb

Enclosure

cc: Hon. Byron Brown, City of Buffalo
Ms. Monica Pellegrino Faix, Richardson Center Corp.
Mr. Joseph Durkin, Dormitory Authority of the State of NY
Restore, Habitat for Humanity (w/attachment)

David A. Paterson
Governor

Carol Ash
Commissioner

New York State Office of Parks, Recreation and Historic Preservation

Historic Preservation Field Services Bureau • Peebles Island, PO Box 189, Waterford, New York 12188-0189
518-237-8643
www.nysparks.com

June 17, 2008

Monica Pellegrino Faix
Project Coordinator
Richardson Center Corporation
c/o The Buffalo News
One News Plaza
P. O. Box 100
Buffalo, NY 14240

Dear Ms. Pellegrino Faix:

Re: ESDC
Richardson Complex Master Plan
Buffalo, Erie County
08PR02500

Thank you for your May 12, 2008 letter concerning the archeological sensitivity of the Richardson Complex in regard to the ongoing master planning process. We have reviewed your request in accordance with the provisions of Section 14.09 of the New York State parks, Recreation, and Historic Preservation Act of 1980.

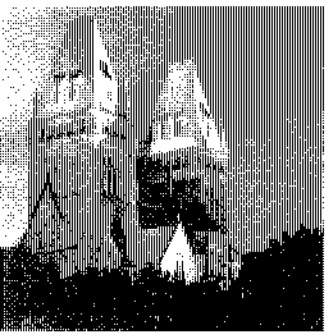
Michael Schifferli of our archeological unit and I have discussed the matter. Due to the relationship of the site to the Scajacquada Creek, and the potential for Native American resources, the entire area has been determined archeologically sensitive. Because of that prior determination, there no need at this time for a Phase 1 "literature search" assessment.

We recommend that the archeological sensitivity of the site be noted in the Master Plan, and that the Plan call for investigations to be undertaken at the time of any proposed site work. If any excavation or other type of ground disturbing activity is undertaken, there will be a need for 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.

Again, thank you for your request. If anyone has any questions, or if I can be of any assistance, please call me at (518) 237-8643, ext. 3271.

Sincerely,

Julian W. Adams
Sr. Historic Sites Restoration Coordinator



Richardson Center Corporation

Richardson Center Corporation Board:
Stanford Lipsey - *Chairman*
Howard Zemsky - *President*
Paul Ciminelli - *Vice Chairman*
Paul Hojnacki - *Treasurer*
Christopher Greene - *Secretary*
Carol Ash
Clinton E. Brown, AIA
Eva Hassett
Kelly Hayes McAlonie, AIA
Thomas Herrera-Mishler
Gail Johnstone
William Jones
Richard Tobe

April 28, 2010

NYSDEC - DFWMR
NY Natural Heritage Program - Information Services
625 Broadway, 5th Floor
Albany, NY 12233-4757

Dear NY Natural Heritage Program:

Pursuant to the NYS SEQR Act, the New York State Urban Development Corporation, d/b/a Empire State Development Corporation (Lead Agency) and the Richardson Center Corporation (Project Sponsor), is preparing a Generic Environmental Impact Statement (GEIS) to assess the potential economic, social, and environmental effects of implementing the proposed *Richardson Olmsted Complex Master Plan*. The plan is a collection of programs and activities involving the stabilization, rehabilitation, and adaptive reuse of the historic former Buffalo State Hospital, also referred to as the Richardson Olmsted Complex (ROC). The ROC is located at 400 Forest Avenue in Buffalo, Erie County, New York, and encompasses approximately 91-acres of land. A map depicting the Project location is included in this letter as **Attachment 1.**

Portions of the ROC, including the H.H. Richardson designed Buffalo State Hospital and the Calvert Vaux and Fredrick Law Olmsted 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.

Approximately 38.2-acres of the ROC site, including the NHL listed H.H. Richardson designed Buffalo State Hospital (487,000 square feet of vacant building space) and the Vaux and Olmsted designed grounds, are now vacant and have been designated as "surplus" property by NYS Office of Mental Health (OMH) and are available for redevelopment. The remaining 52.8 acres of the site are expected to be retained by their current owners, including the OMH Buffalo Psychiatric Center (45.4 acres), SUNY Buffalo State College (2.5 acres), and Burchfield Penny Art Gallery (4.9 acres).

c/o The Buffalo News
One News Plaza
P.O. Box 100
Buffalo, NY 14240
Tel: 716-849-6070
Fax: 716-849-4554
www.richardson-olmsted.com

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 Richardson designed buildings comprising the former Buffalo State Hospital and the Olmsted and Vaux designed grounds. The public need for the Project is to provide for the rehabilitation of the historically significant and currently vacant and deteriorating H.H. Richardson buildings and the Vaux and Olmsted grounds and provide the local community the opportunity for economic development, including the facilitation of tourism and to strengthen neighborhood assets and direct economic development activity to the surrounding area.

The GEIS addresses impacts based on the build out of the first stage, "Core Project", of the ROC Master Plan. 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 square feet of development (i.e., architecture center, visitor center, boutique hotel, and conference and event space). The Core Project focuses on the 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 Attachment 2**). The other identified future stages of development (i.e., Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding) are assumed to be implemented at later future date and, as applicable, would require additional environmental review beyond the scope of this DGEIS.

We are requesting any information from your office that identifies significant natural areas, habitats, or features within or in the vicinity of the Project. Specifically, we request that the NY Natural Heritage Program identify populations of state listed or candidate rare, threatened, or endangered species, unique natural communities, or other significant wildlife communities at or near the Project site.

For more information on the ROC Master Plan go to http://www.richardson-olmsted.com/.

If you have any questions, please call Ron Bochenek, Parsons Brinckerhoff, at (716) 853-1220. Thank you for your attention and prompt response.

Sincerely,

Monica Pellegrino Faix

Monica Pellegrino Faix
Project Coordinator

Empire State Development

December 1, 2009

NEW YORK STATE URBAN DEVELOPMENT CORPORATION
d/b/a EMPIRE STATE DEVELOPMENT CORPORATION

NOTICE OF PUBLIC SCOPING MEETING AND INTENT TO PREPARE A DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT

Richardson Olmsted Complex Master Plan
400 Forest Avenue
Buffalo, New York

Deadline for Comments on Draft Scoping Report: January 15, 2010

Notice is hereby given pursuant to the New York State Environmental Quality Review Act (SEQRA), codified in Article 8 of the Environmental Conservation Law, and its implementing regulations (6 NYCRR Part 617), that the New York State Urban Development Corporation d/b/a Empire State Development Corporation ("ESDC"), intends to prepare a Draft Generic Environmental Impact Statement ("DGEIS") for the proposed Richardson Olmsted Complex ("ROC") Master Plan in the City of Buffalo, Erie County, New York. 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 Proposed Action and solicited lead agency status for purposed of SEQRA documentation. No objections to ESDC serving as SEQRA lead agency were received within a required 30-day comment period ending on August 1, 2008.

The Proposed Action would involve expending State funds administered by ESDC to undertake activities that are an outgrowth of the ROC Master Plan, prepared under the auspices of the Richardson Center Corporation ("RCC"), a not for profit 501(c)(3) organization established in 2006 to spearhead an effort to plan and undertake activities to realize new uses for the ROC.

The Master Plan involves a program for the stabilization, rehabilitation, and adaptive reuse of the H.H. Richardson designed buildings and the Frederick Law Olmsted designed grounds comprising the former Buffalo State Asylum for the Insane located in the City of Buffalo. Previously used as a portion of a psychiatric treatment facility administered by the New York State Office of Mental Health ("OMH"), the buildings/grounds targeted under the Proposed Action—comprising approximately 43-acre area and over 487,000 square feet of vacant building space— 38.2 acres have now been classified by OMH as surplus facilities and an agreement with OMH has been reached to transfer the remaining 4.8 acres. Now referred to as the ROC, the property is designated as a National Historic Landmark and is on the State and National Registers of Historic Places. The Master Plan seeks ways to reuse the existing H.H. Richardson designed buildings and aspires to integrate additional facilities in a manner complimentary to the original spirit of the site.

The State of New York has targeted $76.5 million in funds to assist in undertaking efforts to advance the Master Plan; ESDC would adopt and approve a General Project Plan ("GPP") to authorize funding of 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 approval. Other potential discretionary activities under the Proposed Action would include, but not be limited to: disposition of surplus lands comprising the ROC by various state agencies to the RCC; and re-zoning of such lands to permit and support new land uses proposed under the ROC Master Plan.

ESDC has determined the Proposed Action to be a Type I action under the implementing regulations for SEQRA as follows: Part 617.4(b) (v) states the following actions are Type I if they are to be directly undertaken, funded or approved by a State agency:

- **Part 617.4 (b) (6)**: Activities, other than the construction of residential facilities, that meet or exceed any of the following thresholds; or the expansion of existing nonresidential facilities by more than 50 percent of any of the following thresholds:
  - A project or action that involves the physical alteration of 10 acres; and
  - In a city, town or village having a population of more than 150,000 persons, a facility with more than 240,000 square feet of gross floor area.
- **Part 617.4(b) (9)**: any Unlisted action (unless the action is designed for the preservation of the facility or site) occurring wholly or partially within, or substantially contiguous to, any historic building, structure, facility, site or district or prehistoric site that is listed on the National Register of Historic Places, or that has been proposed by the New York State Board on Historic Preservation for a recommendation to the State Historic Preservation Officer (SHPO) for nomination for inclusion in the National Register.

After considering the actions contemplated in the ROC Master Plan and reviewing the Environmental Assessment Form ("EAF") prepared for the Proposed Action and the criteria for determining significance in the SEQRA regulations (6 NYCRR 617.7(c)), ESDC finds that the Proposed Action may have a potential significant effect on the environment based on the following findings, and therefore a DGEIS will be prepared. The findings conclude that the Proposed Action may have an effect on:

- Cultural and Historic resources;
- Land use;
- Urban design and visual resources;
- Neighborhood character;
- Traffic and transportation; and
- May result in construction impacts.

A **Public Scoping Meeting** has been scheduled to obtain comments on the proposed scope of analyses for the DGEIS outlined in the Draft Scoping Document, which is attached to this notice. The meeting will be held on:

Thursday, December 17, 2009
6:00 P.M.
Rockwell Hall Auditorium
Buffalo State College
1300 Elmwood Avenue
Buffalo, New York 14222

The Full EAF, Draft Scoping Document and ROC Master Plan may be downloaded from the Project web site, http://www.richardson-olmsted.com, or may be reviewed during normal business hours at the following branches of the Buffalo & Erie County Public Library:

Central Branch
1 Lafayette Square
Buffalo, NY 14203-1887

Crane Branch
633 Elmwood Avenue
Buffalo, NY 14222

Copies of the Draft Scoping Document may be requested through the contact information provided below.

Comments on the draft scope of analyses may be presented by any interested group, agency, or individual at the public scoping meeting or submitted in writing to:

Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203
(716) 284-2556
(716) 284-2917 fax
ptronolone@empire.state.ny.us

WRITTEN COMMENTS ON THE DRAFT SCOPING DOCUMENT WILL BE ACCEPTED UNTIL 5:00 P.M. ON FRIDAY, JANUARY 15, 2010.

This notice and the draft scoping report have been sent to the following involved or interested parties:

- Hon. Charles Schumer, U.S. Senator, New York
- Hon. Kirsten Gillibrand, U.S. Senator, New York
- Hon. Brian Higgins, Congressman, 27th District
- Hon. Antoine Thompson New York State Senator, 60th District
- Hon. Sam Hoyt, New York State Assemblyman, 144th District
- New York State Historic Preservation Office
- Dormitory Authority State of New York
- New York State Office of General Services
- NYS Department of Transportation – Region 5
- NYS Dept. of Environmental Conservation - Region 9
- NYS Office of Alcoholism and Substance Abuse Services
- NYS Office of Mental Health
- Buffalo Psychiatric Center
- Buffalo State College
- Hon. Chris Collins, Erie County Executive
- Erie County Legislature (c/o Clerk of Legislature)
- Hon. Maria Whyte, Erie County Legislator, District 6
- Erie County Department of Planning & Environment
- Erie County Department of Health
- Erie County Department of Public Works
- Erie County Industrial Development Agency
- Hon. Byron Brown, City of Buffalo Mayor
- Buffalo Common Council (c/o City Clerk)
- Hon. Joseph Golombek, Buffalo Common Councilman, North District
- Buffalo Planning Board
- Buffalo Preservation Board
- Buffalo Zoning Board of Appeals
- Buffalo Office of Strategic Planning
- Buffalo Dept. of Permits, Inspections, & Economic Development
- Buffalo Dept. Public Works, Parks, & Streets
- Buffalo Fire Department
- Buffalo Police Department
- Buffalo Sewer Authority
- Jelly Bean Junction Childcare Center
- Transitional Services, Inc.
- WNY Federal Credit Union
- Buffalo Olmsted Parks Conservancy
- Burchfield Penney Art Center
- Campaign for Greater Buffalo
- Preservation Buffalo Niagara

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JAN 07 2010

COUNTY OF ERIE

CHRIS COLLINS
COUNTY EXECUTIVE

January 5, 2010

Mr. Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203

Re: Draft Scoping Report for Generic Environmental Impact Statement
Richardson Olmstead Complex Master Plan
County Review – M617-09-707

Pursuant to New York General Muncipal Law Section 239-m and Article 8 of the New York Environmental Conservation Law, the County of Erie (the "County") has reviewed the above referenced project (the "Project") referred to us on December 14, 2009. The County at this time has no comments on the Draft Scoping Report for the Richardson Olmsted Complex Master Plan.

This review pertains to the above-referenced Draft Scoping Report submitted to the Erie County Department of Environment and Planning. This should not be considered sufficient for any County approvals. The developer must still obtain any other permits and regulatory approvals applicable to this project.

Please feel free to contact me at 858-8008 if you have any questions.

Kind Regards,

Mark Rountree

Mark Rountree, Planner

NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION
Division of Fish, Wildlife & Marine Resources
New York Natural Heritage Program
625 Broadway, 5th Floor, Albany, New York 12233-4757
Phone: (518) 402-8935 • **Fax:** (518) 402-8925
Website: www.dec.ny.gov

Alexander B. Grannis
Commissioner

May 17, 2010

Monica Pellegrino
Richardson Center Corporation
1 News Plaza
Buffalo, NY 14240

Dear Ms. Pellegrino:

In response to your recent request, we have reviewed the New York Natural Heritage Program database with respect to an Environmental Assessment for the proposed Re-development of Buffalo State Hospital, also referred to as the 'Richardson Olmsted Complex, area as indicated on the map you provided, located in the City of Buffalo, Erie County.

We have no records of rare or state-listed animals or plants, significant natural communities, or other significant habitats, on or in the immediate vicinity of your site.

The absence of data does not necessarily mean that rare or state-listed species, natural communities or other significant habitats do not exist on or adjacent to the proposed site. Rather, our files currently do not contain information which indicates their presence. For most sites, comprehensive field surveys have not been conducted. We cannot provide a definitive statement on the presence or absence of all rare or state-listed species or significant natural communities. This information should not be substituted for on-site surveys that may be required for environmental assessment.

Our databases are continually growing as records are added and updated. If this proposed project is still under development one year from now, we recommend that you contact us again so that we may update this response with the most current information.

This response applies only to known occurrences of rare or state-listed animals and plants, significant natural communities and other significant habitats maintained in the Natural Heritage Data bases. Your project may require additional review or permits; for information regarding other permits that may be required under state law for regulated areas or activities (e.g., regulated wetlands), please contact the appropriate NYS DEC Regional Office, Division of Environmental Permits, as listed at www.dec.ny.gov/about/39381.html.

Sincerely,
Tara Salerno jp
Tara Salerno, Information Services
New York Natural Heritage Program

Enc.
cc: Reg. 9, Wildlife Mgr.

494

40 years of stewardship 1970-2010

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C Public Notices

BUFFALO NEWS
May 26, 2007
by Mark Sommer

Richardson Complex blueprint unveiled

By Mark Sommer
NEWS STAFF REPORTER

The long-dormant H.H. Richardson Complex is "a world-class opportunity" that can attract tourists, city dwellers and shoppers and help revitalize the West Side, according to a panel of experts that released its findings Friday in Buffalo.

The recommendations include reclaiming green space and restoring the Frederick Law Olmsted-designed grounds, consolidating long-term parking at the site into one deck along Rockwell Road, and putting a hotel and residential housing in renovated H.H. Richardson-designed buildings.

Housing, retail and office space would be located on the site's northeast perimeter along Elmwood Avenue, with additional housing on Rees Street to the northwest. They would be a mix of high-priced condominiums, luxury apartments, live-and-work lofts and student housing.

These projects, the panel envisioned, would join previously planned uses — an architectural and visitors center in the site's signature twin towers, and classroom space for Buffalo State College — in the sprawling buildings that encompass some 400,000 square feet.

While readapting the Richardson Complex is a long-term project, the nonprofit, Washington, D.C.-based Urban Land Institute volunteers said some projects could move forward soon.

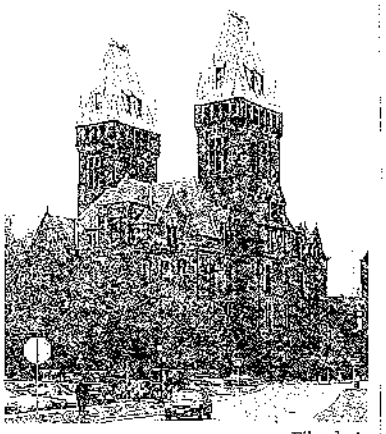
"I think they confirmed what we believed — that we have this glorious past that can provide a wonderful development project that can make us all proud," said Richard M. Tobe, a Richardson Center Corp. board member and city commissioner of Economic Development, Permits and Inspection Services.

"Their vision of the opportunities are far more substantial than we dared to hope."

"The presentation was incredible, incredible," said Robert J. Kresse, chairman of the Niagara River Greenway Commission who also serves on the Richardson board.

"They dotted the 'i's,' they crossed

See **Plans** on Page A2



File photo

The H.H. Richardson Complex is called "a world-class opportunity" for a variety of projects.

Experts praised city's architecture

PLANS • from A1

the 't's,' and the plan is in front of us. There is no ambiguity about it."

The experts — which included architects, urban planners, land developers, and economic-development specialists — spent six days in Buffalo meeting with 50 community organizations, becoming acquainted with the Forest Avenue site and touring surrounding areas before developing recommendations.

The Urban Land Institute members repeatedly praised Buffalo's architecture as assets that would be the envy of most communities.

"I grew up in Orlando," said Charles Johnson IV, a Chicago consultant in hospitality and real estate. "You have assets. So do they — and they're all fake."

Panel members stressed how $76.5 million in dedicated state funds was a great starting point for success. But in the long term, they said, the site should become self-sustaining through the creation of a not-for-profit development authority. The authority could use rent and parking revenues to pay for maintenance of the site, and potentially aid distressed neighborhoods to the west and south.

Assemblyman Sam Hoyt, D-Buffalo, a longtime advocate for the reuse of the Richardson Complex, was excited about how the site's revitalization could impact the West Side.

"My vision from the beginning was to bridge the divide that exists between the great success story of Elmwood [Avenue], and the struggling West Side community. I think the Urban Land Institute report has offered a framework to achieve that."

The Richardson buildings were abandoned in 1974, with the exception of the Administration Building, which was vacated in 1994. Despite their poor condition, James Kienle, an architect specializing in historic preservation, said all of the Richardson-designed structures were "eminently restorable" — even a roofless brick building with demonstrable water and moisture damage.



Derek Gee/Buffalo News

During Friday's presentation, Mike Higbee, chairman of the Urban Land Institute panel, said visible signs of progress at the Richardson Complex could be seen within 18 to 24 months.

He recommended their repair, plus the design of a new building on the east wing to re-establish the site's footprint, lost years ago when three buildings were demolished.

The 13-member Richardson Center Corp. board, entrusted with deciding how to reuse the National Historic Landmark, was told there is much work that could begin now.

"You're probably looking at at least a 10-year effort, but there can be visible signs of progress within the next 18 to 24 months," said Mike Higbee, an Indianapolis developer who chaired the panel.

John F. Crowley, one of the experts and dean of the College of Environmental Design at the University of Georgia, presented a checklist. It included stabilizing and renovating the exterior of the buildings, creating an inclusive, not-for-profit development authority, opening an on-site office for the architecture and visitors center and beginning restoration of the grounds.

The importance placed on Olmsted's landscape — the panel even branded the site the "Richardson-Olmsted International Center" — the "international" reflecting Buffalo's geographic importance — was an eye-opener, Richardson board member Eva Hassett said.

There were other surprises. The idea of a hotel and new-build conference center easily accessible to Buffalo State came on the heels of a proposed hotel at Elmwood and Forest avenues that was withdrawn last year.

Consolidation of parking to one location — with the exception of short-term drop-offs or pickups — was also enthusiastically received by those in attendance.

Left unanswered — for the time being — was the politically touchy issue of whether the revitalization project will eventually cause the Buffalo Psychiatric Center to be relocated. Doing so would allow more of the site to be reclaimed, improve the view of the complex from a distance and allow for the removal of what some critics say is the aesthetically incompatible Strozzi building.

Richardson board member Clinton Brown praised the Urban Land Institute for listening closely to the community.

"They heard the answers in the people they talked to, who were involved with the Richardson, who live in the neighborhood, who work in the hospital," Brown said.

"They pulled together everybody's aspirations for this site into a practical plan that we can move on right away, in a way that no one else has been able to do."

Stanford Lipsey, Richardson board chairman and publisher of The Buffalo News, said the panel's work was invaluable.

"We had an outstanding panel and they did just a terrific job," Lipsey said. "They've given us a lot to do, and we're going to take it seriously."

e-mail: msommer@buffnews.com

The Buffalo News
November 27, 2007

RICHARDSON CENTER
MEETING: The Richardson Center Corp. will hold a public meeting about potential reuse options for the Richardson Olmsted Complex from 6 to 7:30 p.m. today in the Polish Cadets Hall, 927 Grant St. Call 849-6070.

the RICHARDSON OLMSTED COMPLEX

Public Meeting

Tues., Nov. 27, 6pm

at Polish Cadets Hall

927 Grant Street



Rehabilitation plans are moving forward to revive the Richardson Olmsted Complex as one of Buffalo's crowning jewels.

Public Meeting for the

RICHARDSON OLMSTED COMPLEX

Tuesday, November 27, 2007, 6pm
at Polish Cadets Hall, 927 Grant Street

Plans continue to progress for the rehabilitation of the Richardson Olmsted Complex as a mixed-use, multi-purpose civic campus of public and private activities. Potential reuse options for this historic complex of H.H. Richardson-designed buildings and Frederick Law Olmsted-designed grounds are vast and will include an Architecture and Visitor Center.

An Historic Structures Report is underway by architects Goody Clancy and engineers Simpson Gumpertz and Heger that will serve as a guide for changes made to this landmark property. We welcome you to attend this meeting for updates from the Richardson Center Corporation and to learn more from the project team about their findings.

For information go to www.richardson-olmsted.com or contact project coordinator Monica Pellegrino at 849-6070.

WBFO News

print this page

Update on Richardson Complex Restoration
Mark Scott

BUFFALO, NY (2007-11-28) The public received an update Tuesday night on the ongoing efforts by the Richardson Center Corporation to restore the historic H.H. Richardson complex on Elmwood Avenue in Buffalo.

The site, which was once home to the Buffalo State Asylum for the Insane, may find new life as a hotel and conference center. Right now, an architectural firm is performing an historic structures study that will help the corporation board formulate a vision for the site.

Board member Eva Hassett says planning is underway for an Architecture and Visitors Center at the site.

The state has allocated $100 million for restoration of the Richardson complex. Hassett says some of the money has been used to stabilize the complex, including the two historic towers of the main building. She says openings have been sealed to keep out vandals.

Hassett joined Jean Caroon of the architectural firm Goody Clancy for a WBFO News interview about the future of the Richardson complex.

Click the "listen" icon above to hear Mark Scott's interview now or use your podcasting software to download it to your computer or iPod.

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The Buffalo News
November 28, 2007
By Harold McNeil

Protection of Richardson complex is under way

By Harold McNeil
NEWS STAFF REPORTER

A physical assessment of the neglected buildings and grounds at the historic H.H. Richardson complex is nearly complete, and efforts to protect the structures from further deterioration are under way.

The methods for achieving those ends are outlined in the Historical Structures Report produced by a team of architects and engineers. Details were shared with about 60 residents Tuesday during a meeting in the Polish Cadets Hall at Grant and Amherst streets.

"We're moving forward on protecting the Richardson-Olmsted complex," said Eva M. Hassett, a member of the Richardson Center Corporation board.

The principal architect in charge of the study, Jean Caroon of Goody Clancy, a Boston-based design firm, said the Historic Structures Report is the first step in adopting a disciplined approach to the restoration of historic buildings.

"It's a guide for how to approach the project," Caroon said.

Both Goody Clancy and Simpson Gumpertz & Heger, a New York City-based engineering firm, are evaluating not only the current condition of the property, but researching nearly everything about its history.

For instance, Caroon revealed, the iconic cooper roofs on the twin spires of the main building were originally made of clay tile, which early on resulted in leaking problems in the 19th century stone building.

Architect Henry Hobson Richardson was famous for his outsized Romanesque structures created in dark, rough stone with bold silhouettes and minimal ornamentation. However, as the complex expanded westward in the early 20th century, brick buildings were added to the main structure to reduce costs.

Matthew Bronski of Simpson Gumpertz & Heger took those at Tuesday's meeting on a virtual tour of the complex..

Even the condition of the grounds, which were designed by Frederick Law Olmsted, have been assessed.

Meanwhile, the Richardson Center Corporation has secured $2.1 million to prevent further deterioration and vandalism at the site. Those and other stabilization efforts, including sealing roofs to prevent further water damage, are just temporary, Hassett said. "We don't want to presume an end use for the buildings when that is not settled," she said.

Caroon said the Historic Structures report will be completed in June, when work on a a master plan will begin.

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The Buffalo News
December 3, 2007

It's nice to see public is being kept in loop

The state-appointed Richardson Center Corp. held a public meeting on Nov. 27 to give an update on the progress being made to stabilize the former Psychiatric Center buildings on Forest Avenue. It also explained the status of the ongoing Historic Structures Report, which will serve as a blueprint for restoration of the entire complex.

The panel promises to provide another update in a public meeting this spring. Bravo! Its openness and sense of responsibility to inform the public should serve as a model for all government agencies and projects.

CHUCK LACHIUSA
Vice President, Landmark Society of the Niagara Frontier
Grand Island

The Buffalo News
April 13, 2008

Get Psyched

What: *H.H. Richardson Complex public meeting*
Why: Find out the latest in the effort to restore this Medina red sandstone landmark also known as the Buffalo Psychiatric Center.
What else: Discuss the master plan work now beginning on the entire complex and the visitor center.
Info: 6 p.m. at the Buffalo and Erie County Historical Society, 25 Nottingham Court.

The Buffalo News
By Mark Sommer
April 17, 2008

Historic complex selects planner

By Mark Sommer
NEWS STAFF REPORTER

The firm that produced the master plan for the Buffalo Niagara Medical Campus has been hired to develop one for the Richardson Olmsted Complex.

Chan Krieger Sieniewicz, based in Cambridge, Mass., has combined its background in planning, urban design and architecture to forge a number of major master plans, including campuses for the Rhode Island School of Design and Harvard Medical School.

"We are making steady and determined progress on the planning and stabilization," Eva Hassett, a member of the Richardson Center Corp. board, said Wednesday at a board meeting held in the auditorium of the Buffalo & Erie County Historical Society Museum. "The upcoming year will be an exciting time defining the future of the complex."

Chan Krieger Sieniewicz will assess the Richardson Olmsted site and adjacent neighborhoods, then create a plan for long-term development of the historic buildings and grounds.

A $2 million stabilization project begun last winter by the State Dormitory Authority is expected to be completed this spring. The work, guided by architects Goody Clancy and engineers Simpson Gumpertz and Heger, aims to prevent further deterioration and vandalism.

The master planning team, also announced at Wednesday's meeting, will consist of Alex Krieger and David Gamble of Chan Krieger Sieniewicz; Robert Shibley of the University at Buffalo Urban Design Project, who will focus on community outreach; Mark Tytka and Nick Raczyk of Parsons Brinckerhoff, responsible for the generic environmental impact statement and permitting; and Gary Papke of Clarion Associates, who will contribute economic modeling. Others are Bill Weyland of City Properties, real estate development; Douglas Reed and John Kett of Reed Hilderbrand Associates, landscape architecture; John Bero and Virginia Searl of Bero Architecture, historic preservation; and Joe Dommer of Baer & Associates, cost estimating.

e-mail: msommer@buffnews.com

The Buffalo News
August 10, 2008

HISTORICAL SOCIETY

Meeting planned Tuesday on Richardson-Olmsted site

A public meeting on updates and planning for the Richardson-Olmsted Complex will be held at 6 p.m. Tuesday in Buffalo & Erie County Historical Society. The meeting offers an opportunity to discuss ideas and goals for the master plan and community issues that need to be addressed.

Overviews of the findings and final recommendations for the reuse and stabilization of the H.H. Richardson-designed buildings and Frederick Law Olmsted-designed grounds will be presented by the firms Goody Clancy and Heritage Landscapes. The firm being selected to develop a concept plan for the Architecture and Visitor Center will also be announced.

The Buffalo News
by Mark Sommer
August 12, 2008

Reports give broad look at proposals for Richardson

By Mark Sommer
NEWS STAFF REPORTER

Two studies on the buildings and grounds of the Richardson Olmsted Complex were unveiled Tuesday at a public meeting, providing for the first time thorough and comprehensive assessments of the historic buildings and grounds.

The studies also served as a starting point for reimagining the cavernous site's future use for the more than 200 people — including numerous consultants — who filled Buffalo & Erie County Historical Society's auditorium.

"They're extraordinary reports, and the question for tonight was to put some ideas up there and ask the community what they think is important, and what they think is a higher priority than a lower priority," said Eva Hassett, a Richardson Center board member.

Attendees were provided with clickers so they could vote for a number of improvements to the site. The audience supported regreening the South Lawn; adding an approach to the iconic twin towers from the Buffalo State College campus; connecting the grounds to the nearby Olmsted park system; and using the site for public green space and cultural activities.

It also was announced that Ralph Appelbaum Associates, an interpretive museum design firm whose work includes the U.S. Holocaust Memorial Museum and the Corning Museum of Glass, has been hired to develop a concept study for the proposed Architecture and Visitors Center. Consult-Econ will provide a market and economic analysis.

A 20-member Community Advisory Group also was introduced.

Many of the preliminary ideas presented by the master plan team, headed by Chan Krieger Sieniewicz, built on those introduced last year by the Urban Planning Institute. Unlike those recommendations, however, there was little discussion of economic development.

The thick "Historic Structures Report," by Goody, Clancy, and the equally comprehensive "Cultural Landscape Report," prepared by Heritage Landscapes, provide site history together with building and grounds analysis and review.

Detailed recommendations for preservation and restoration are bolstered by hundreds of scale drawings and photographs.

Both reports recommend rehabilitating the buildings and grounds to preserve their shared history, culture and architecture, while also allowing for contemporary uses. Each will be available in their entirety at www.richardson-olmsted.com, where public comments are still being solicited.

The Cambridge, Mass.-based Chan Krieger Sieniewicz — including preservation architects, landscape consultants and economic advisers — is expected to take the meeting's input and produce a draft statement of recommendations for the fifth public meeting, to be held in January. A final plan is expected in April.

the RICHARDSON OLMSTED COMPLEX

Public Meeting

5th in a series

Tuesday, January 27, 6:00 pm at

Rockwell Hall, Buffalo State College

1300 Elmwood Avenue, Buffalo

Join the Community Advisory Group with the Richardson Center Corporation and its team of consultants for an overview and chance to comment on the Richardson Olmsted Complex Master Plan and Architecture and Visitor Center updates.



Public Meeting for the

RICHARDSON OLMSTED COMPLEX

5th in a series
Tuesday, January 27, 2009, 6:00 pm at
Rockwell Hall, Buffalo State College
1300 Elmwood Avenue, Buffalo

The Richardson Center Corporation (RCC) will provide updates on the project - rehabilitating the H.H. Richardson buildings, creating an Architecture and Visitor Center and reviving the Olmsted landscape. The planning team will also provide recent findings on the viability of various reuse options.

The community will have a chance to discuss ideas presented by the consultant team. You will be able to comment on the material presented to help inform the Master Plan and Architecture and Visitor Center.

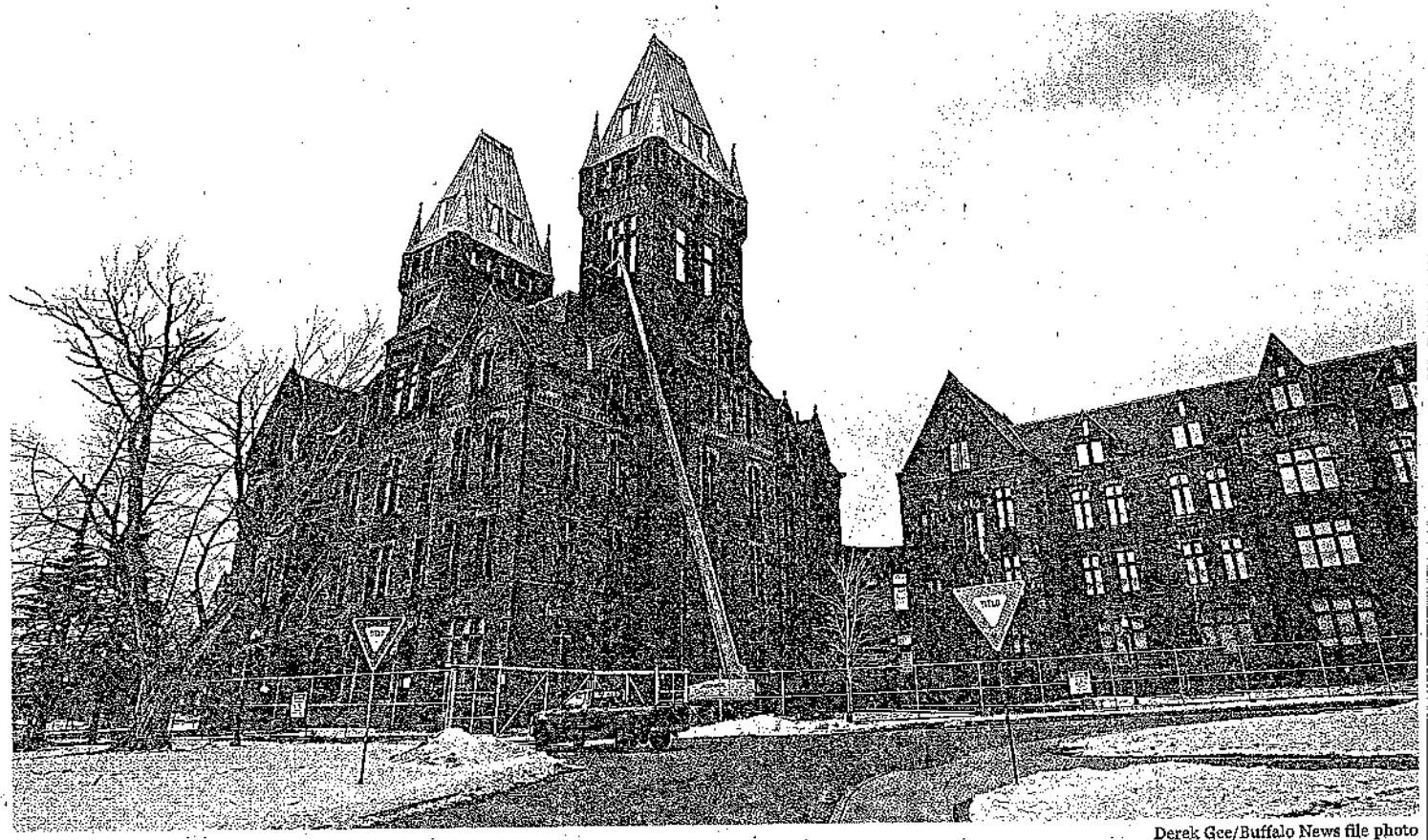
For more information and an opportunity to comment go to www.richardson-olmsted.com (community involvement section)

If you have any questions, contact the RCC at: (716)849-6070 or comments@richardson-olmsted.com

The Buffalo News
By Mark Sommer
January 26, 2009

As plans for the Richardson Olmsted Complex evolve, board members seek public input

Hotel is a welcome proposal



Derek Gee/Buffalo News file photo

The new master plan for the Richardson Olmsted Complex includes a hotel and conference center, as well as changes to the site's landscape.

By Mark Sommer
NEWS STAFF REPORTER

The Richardson Olmsted Complex, which opened more than a century ago as a sanctuary for the insane, could begin its second act with a transformation into a hotel surrounded by a public park.

The establishment of an architecture and visitors center in or near the complex's iconic twin towers is also part of a carefully evolving master plan for the long-dormant 91-acre site, which was developed in the late 19th century by architect Henry Hobson Richardson and landscape designer Frederick Law Olmsted.

The master plan — still a work in progress — also has begun to coalesce around a rehabilitated landscape, including the removal of surface parking closest to the complex. The plan proposes stabilizing five stone and three brick buildings, as well as four others off the main complex while phasing in use of the site next to Buffalo State College and bordered by Forest and Elmwood avenues, Rockwell Road and Rees Street.

"I can't think of another project in Western New York that could be such a catalyst for the city and the region, because of its historical significance and its reuse potential," said project manager David Gamble, of architecture and urban design firm Chan Krieger Siniewicz, which heads the master plan team.

Buffalo State, which is currently developing its own long-term plan for the campus, is eventually expected to use some space for academic purposes. An economic analysis also has indicated that viable reuse options could include high-end condominiums.

The evolving plan will be discussed in the fifth public meeting at 6 p.m. Tuesday in Rockwell Hall. The meeting will be held by the Richardson Center Corp., the not-for-profit agency created in July 2006 by former Gov. George E. Pataki to chart a course for the National Historic Landmark with $76.5 million in state funds.

"I think it's an extremely exciting concept," said Eva Hassett, a Richardson Center board member, about using the former administration building as a hotel lobby and conference center,

See **Richardson** on Page A2

Board sought input from experts

RICHARDSON • from A1

with 96 rooms located on three floors of two adjacent wards.

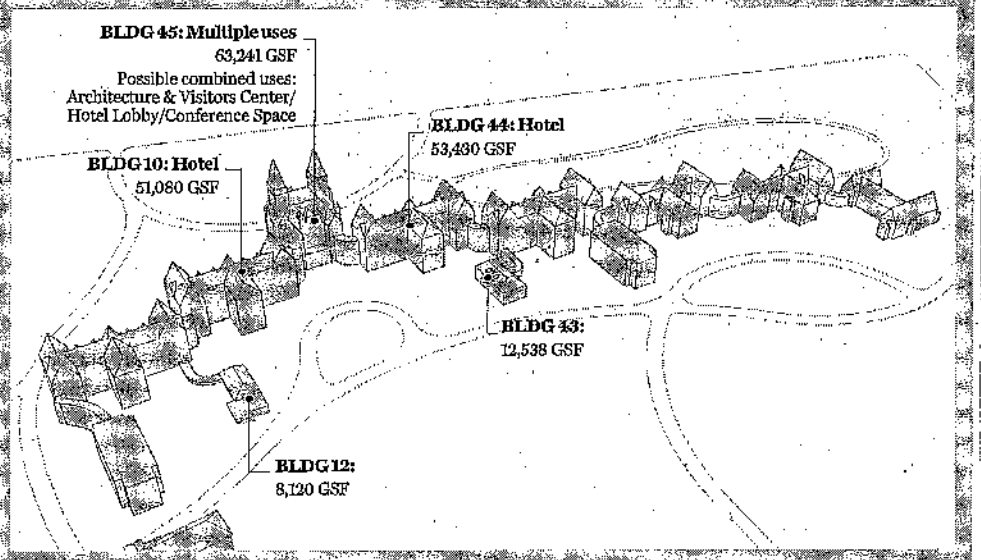
"There are amazing examples of boutique hotels in historic structures," she added.

Hassett said an economic study has determined that a hotel would be particularly attractive for events and conferences in the immediate area where Buffalo State and the Museum District — including Albright-Knox Art Gallery, Burchfield Penney Art Center and Buffalo & Erie County Historical Society — are located. The college indicated it would involve its hospitality program in the hotel's operation, she said.

The projected cost to stabilize and rehab the buildings and grounds, establish an architecture and visitor center and prepare the buildings to be developer-ready over the next two years is $40 million.

On the drawing board

A hotel and conference space are central to the Richardson Olmsted Complex plan



Source: Richardson Center Corporation. (The Richardson Olmsted Complex: Preliminary Master Plan Alternatives, The Core Project)

Thoroughly studied

The Richardson buildings were abandoned in 1974, with the exception of the Administration Building, which was vacated in 1994. In the mid-1990s, efforts began to consolidate the Olmsted schools on the site but were shelved in 2002 due to a lack of funds.

Entrusted with writing a new history for the site, the 10-member Richardson board, headed by Buffalo News Publisher Stanford Lipsey, has sought the advice of experts from a range of fields as it moves forward.

Board members say the nonprofit Washington, D.C.-based Urban Land Institute and its panel of experts — including architects, urban planners, land developers and economic development specialists — provided invaluable recommendations when they came to Buffalo in May 2006.

Many of those ideas continue to resonate, including reclaiming green space by consolidating parking to mostly perimeter ramps; rehabilitating or restoring as much as possible of the grounds and putting a hotel and residences into the renovated buildings.

Other ideas, such as using the buildings for office space, were examined and determined to be economically unfeasible.

More recently, two reports inventoried the structures and grounds and evaluated the condition of and rehabilitation costs for everything from leaky walls to damaged trees.

None of the information came cheap — the costs of the two volumes was about $350,000, and the Urban Land Institute's tab was $115,000. In addition, another consultant's feasibility study for the architecture and visitor center cost $275,000.

Hassett said it has been money well spent.

"From the beginning, everyone has recognized the Richardson Olmsted Complex is really a treasure, and we need to treat it that way," she said. "I think it's very clear that the master planning team has paid great attention to the excellent research."

Francis R. Kowsky, a Richardson scholar and State University of New York distinguished professor emeritus, said the depth and thoroughness of the studies has been "extraordinary." Kowsky, a member of the project's Community Advisory Group, said the board's approach gives him confidence that the Richardson Olmsted Complex — the first, as well as the largest, great work by America's first internationally famous architect — will find a successful second act.

"It's probably the most analyzed construction project in the history of Buffalo," Kowsky said.

Architectural historian Martin Wachadlo said the studies have shown that the whole complex is important. An adviser on one of the reports, Wachadlo discovered early drawings for the Buffalo State Insane Asylum in the files of Buffalo Psychiatric Center that predated Richardson's involvement.

"Originally, the general belief was that the main buildings would be saved and everything else would be torn down," Wachadlo said. "I'm hoping now that the importance of all of the buildings in the complex will be recognized by the community at large."

Public park

The importance of Frederick Law Olmsted's landscape was elevated by the Urban Land Institute, which first called for the site to be known by both Richardson's and Olmsted's names.

Landscape scenarios developed by a consultant include changing vehicular and pedestrian pathways to re-establish Olmstedian boulevards in a parklike setting; rehabilitating the South Lawn through the elimination of parking space outside the Administration Building; and creating a new north entrance.

Tim Tielman, executive director of the Campaign for Greater Buffalo History, Art and Culture, and a member of the Community Advisory Group, has long advocated a public park on the site.

His organization recommends re-establishing Olmsted's design, in which the entire site, including Burchfield Penney Art Center, was encircled by a continuous carriage road. It calls for restoring the landscape along Forest Avenue to the corner of Elmwood Avenue and consolidating surface parking into four brick-faced ramps no more than two or three stories tall.

One of the most important steps, Tielman said, will be to eliminate surface parking in front of the Administration Building, which would require the removal of two parking lots and part of a third.

"If they can achieve that, that will be a very important milestone, and it will show the public the potential of this," Tielman said. "It would be eye-opening."

Tielman has praise for the Richardson Center Corp.

"I think [the nonprofit is] a model of responsiveness to public concerns. The final proof, of course, is in the pudding, but at this stage they are much more inclusive than other projects we have worked on."

As planning moves forward, Hassett said, Tuesday's meeting will offer an important opportunity for the public to provide input. Documents can be viewed at www.richardson-olmsted.com.

"This is a really good meeting to enter into the conversation. We want the feedback," Hassett said.

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The Buffalo News
By Mark Sommer
January 28, 2009

Richardson hearing prompts positivity

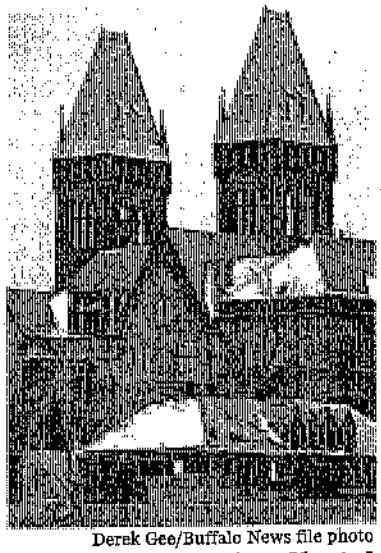
'Really good vision' shown by consultants

By Mark Sommer
NEWS STAFF REPORTER

More than 250 people turned out Tuesday at a public meeting on the future of the Richardson Olmsted Complex.

Feasibility plans suggest that the site initially would be most suitable for a small hotel, visitor and architecture center and event space centered around the iconic tower building, and as a rehabilitated public park with less visible parking.

After listening to a 75-minute presentation by some of the eight consultants involved in what has been a 2½-year planning process, those in attendance indicated "favorable" for what they heard by voting with hand-held devices.



Derek Gee/Buffalo News file photo
Future of the Richardson Olmsted Complex hinges on creative uses, marketing of architectural gem.

"I think they really took into account all of the suggestions from the last public meeting and that they have a really good vision," said Tess Fraser, who lives near Delaware Park.

"I like that they are looking into many different uses for the building and playing up the fact that Buffalo is so rich in culture and architecture."

Jordan Thomas, who lives nearby on Richmond Avenue, was also impressed by what he heard.

"[The presenters] said it: It's an architectural gem in a city that needs draws, and there is amazing potential here," Thomas said.

See **Hearing** on Page B2

Aiming to create destination

HEARING • from B1

The meeting in Buffalo State College's Rockwell Hall, the fifth with the public, was put on by Richardson Center Corp., a not-for-profit agency formed in July 2006. The next public meeting will be in April.

A range of concerns was aired, despite the use of prepared questions.

They included how the Richardson Olmsted Complex would integrate its activities with Buffalo Psychiatric Center; questions about different parking scenarios, a proposed east-west road on the complex's north side, and competing plans for walking paths; and whether an architecture center combined with a visitor center is needed.

David Gamble, project manager with Chan Krieger Siniewicz, which heads the master plan team, stressed the "synergy" of bringing together the architecture/visitor center, hotel and event space and introduced the concept of rebranding the site as the ROC, for Richardson Olmsted Complex.

Marketing the complex with that name and the visual image of the twin towers would further the process of turning the long-dormant 91-acre site into a destination, Gamble said.

As part of a phased usage, the three uses would initially take up about 120,000 square feet of the 400,000-square-foot complex, Gamble said.

James Cathcart of Ralph Applebaum Associates, an interpretive museum design firm, showed projected images of creative and often interactive displays to show how the architecture visitor center could celebrate the complex along with other local architectural gems along with arts and culture.

Cathcart also noted that architecture centers around the world were typically between 10,000 and 15,000 square feet, considerably smaller than what was imagined for the Richardson Olmsted Complex at an earlier stage.

John Kett of Reed Hilderbrand, a landscape architecture firm, presented scenarios of how Frederick Law Olmsted's vision for the site could be harnessed once more through parkland, recessed parking, meandering pathways with lots of entry points and reintroduction of a nursery and community garden in the site's northwest corner.

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the RICHARDSON OLMSTED COMPLEX

Public Meeting

Last in a Series

Tuesday, July 14, 6:00 - 7:30 PM

Rockwell Hall, Buffalo State College

1300 Elmwood Avenue, Buffalo



Join the Community Advisory Group with the Richardson Center Corporation and its team of consultants for the final presentation of the Richardson Olmsted Complex Master Plan.

Final Public Meeting for the

RICHARDSON OLMSTED COMPLEX

Last in a Series
Tuesday, July 14, 2009, 6:00 - 7:30 PM
Rockwell Hall, Buffalo State College
1300 Elmwood Avenue, Buffalo, NY

Work on the Master Plan is nearly complete; your input so far has helped shape a series of elegant yet practical strategies for rehabilitating and reusing the historic Richardson Olmsted Complex. The planning team will present their proposals, transitioning the Richardson Center Corporation's (RCC) work from planning to implementation.

The RCC will provide updates on ongoing work including progress on stabilizing the buildings and landscape.

You are invited to join the Community Advisory Group, the RCC, and the planning team in a discussion of this work and a final opportunity to comment on the Master Plan before the GEIS process.

Questions?
(716)849-6070 or comments@richardson-olmsted.com

The Buffalo News July 15, 2009

Complex would boost architectural and cultural tourism

Richardson Olmsted plan is unveiled

By Mark Sommer
NEWS STAFF REPORTER

After three years of exhaustive studies and designs, the Richardson Center Corp. presented its completed master plan for the Richardson Olmsted Complex on Tuesday before an audience of about 125 in Buffalo State College's Rockwell Hall.

The plan, developed by architectural design firm Chan Krieger Sieniewicz, envisions the Richardson complex as a cornerstone for boosting Buffalo's architectural and cultural tourism and generating significant economic spin-offs.

The plan calls for mixed public and private use of the eight Medina sandstone and three brick buildings and reinstatement of a parklike character on the grounds. The first stage of redevelopment anticipates an architecture center, visitor center, boutique hotel and events/conference center in the iconic, patina-capped Gothic tower building and two adjacent buildings.

The cost for the "baseline plan" is about $53 million. The project is eligible for more than $17 million in historic tax credits.

"When it's all said and done, we'll have something magnificent here that nobody else in the country has," said Stanford Lipsey, chairman of the Richardson Center Corp. and the Richardson Center Architecture Center Board.

Lipsey, publisher of The Buffalo News, was instrumental in lobbying then-Gov. George E. Pataki and Western New York legislators for several years to secure $76.5 million in state funds to rehabilitate the complex.

Earlier in the day, Drew Cerza, the new executive director of the Buffalo & Erie County Cultural and Tourism Bureau, and County Executive Chris Collins announced the tourism body

See **Plan** on Page B2

New life seen for H.H. Richardson's project

PLAN • from B1

would relocate its office and visitor center there.

"The county fully supports the collaboration between the county, the Convention and Visitors Bureau and the Richardson complex in making this the destination for tourists who come to our area," Collins said.

"They are going to have a world-class visitor center with state-of-the-art graphics promoting our city . . . Located here with the Burchfield Penney, the Albright-Knox and the Historical Society, what better place could there be?"

The master plan would breathe new life into the former Buffalo State Asylum for the Insane, which was started in 1870 and concluded in the early 1890s. The complex was the largest project by noted American architect H.H. Richardson and his first in a style that came to be known as Richardsonian Romanesque.

Frederick Law Olmsted and business partner Calvert Vaux, who developed Buffalo's interconnected park and parkway system, as well as New York's Central Park, designed the grounds.

The Richardson Olmsted Complex, the reconstructed Darwin Martin House Complex, by Frank Lloyd Wright, and Louis Sullivan's Guaranty Building constitute "the three jewels in the crown," Lipsey said.



Bill Wippert/Buffalo News

A master plan was presented Tuesday by, from left, County Executive Chris Collins; architect Barbara Campagna; Drew Cerza of the Cultural and Tourism Bureau; and Stanford Lipsey, chairman of the Richardson Center Corp.

"The next step will be to really market Buffalo's architecture, particularly to the Orient and to Europe," he said.

Among the changes called for in the master plan is relocating the surface parking lot from the historic south entrance to reinstitute a less intrusive loop road originally designed by Olmsted and to allow the area to be replanted again. The south entrance will be preserved as a ceremonial entry, with the north side of the building becoming the main entrance.

That entrance is expected to be better equipped to deal with large numbers of people and buses, while at the same time reducing the visual presence of the modern Strozzi Building. Maintenance buildings that obstruct the view and clutter the north entrance are to be eventually relocated.

The plan also calls for extending the Olmsted parks system through new pedestrian and vehicular connections, including an east-west road and greater open space on the 90-acre site.

Buffalo State, which is undergoing its own long-term planning, could wind up using the four stone buildings on the eastern end for classrooms, Lipsey said.

The northwest landscape, now partially used for Buffalo State College parking, would eventually be landscaped green space — the plan even suggests a possible nursery — while leaving the possibility of future development, Lipsey said.

"We want that to be heavily landscaped. The caveat is, we have to come up with an economically viable plan," Lipsey said. "If someone says we want to be out in that property but the Richardson buildings don't work for me, then we'd put up some attractive buildings. That would be based on an economic need to sustain the property."

The master plan also calls for continued stabilization work along with the build-out of the first three Richardson Olmsted Complex buildings — to be identified as "the ROC" — expected to be utilized first. The brick buildings, which have sustained the most damage, are seen as the last buildings to be returned to use, Lipsey said.

Lipsey cautioned it's going to take some time to get the complex off and running, but it's on its way.

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BUFFALO NEWS

June 20, 2009
By Mark Sommer

Work to start on landmark

$7.8 million in renovations to make Richardson Complex nearly tenant-ready

By Mark Sommer
NEWS STAFF REPORTER

Renovation of the Richardson Olmsted Complex's iconic tower building and two adjacent buildings is expected to begin this summer, making the structures close to tenant-ready in about 15 months.

The site's three brick buildings also will be stabilized. In all, $7.8 million will be spent, mostly for asbestos abatement and cleanup, ventilation, prevention of water infiltration and the sealing of walls and connectors.

The perimeter of the Richardson Olmsted Complex will be lit once electricity is restored, expected to be in the fall.

The expenditure is part of a projected $40 million cost to stabilize and rehabilitate the buildings and grounds, make some buildings developer-ready and establish an architecture and visitors center in the tower building, which was vacated in 1994, 20 years after the rest of the complex was left dormant.

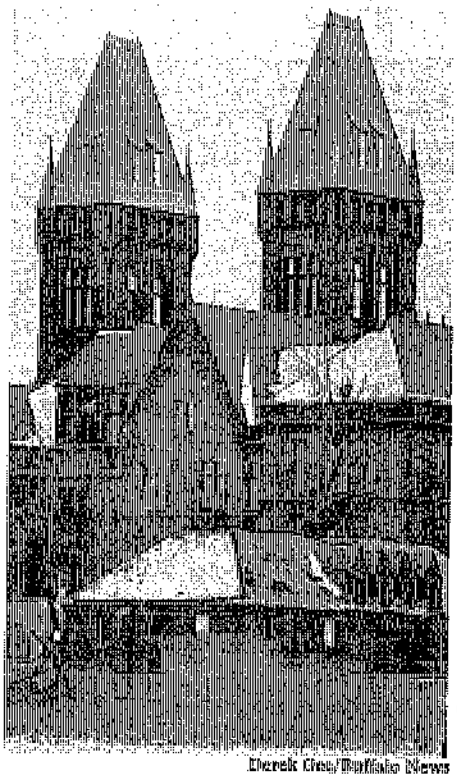
Final plans also are expected to call for a public park with less visible parking on the 91 acres surrounding the 400,000-square-foot complex.

"We are getting closer now with this next step than we ever have been to getting a tenant in there," said Julian Adams, who represents State Parks Commissioner Carol Ash on the board of the Richardson Center Corp.

The not-for-profit agency was established in July 2006, with $76.5 million in state funds, to chart a course for the National Historic Landmark. Adams is also a senior restoration coordinator with the state Historic Preservation Office.

"After we do this stage of work in the core, the next step is getting a tenant in there and working with them to plan a project," he said. "We've come a long way from three

See **Renovation** on Page D2



Derek Gee/Buffalo News

Improvements are expected to begin this summer on the tower building and two adjacent structures.

Boutique hotel suggested as possible use for structures

RENOVATION • from D1

years ago, when we said what do we have in our hands to what we have now."

Marketing consultants have suggested a boutique hotel as a good fit for the tower and adjacent buildings. Adams said the planned work will make the site that much more attractive to tenants.

"If they have to do more stabilization — or especially abatement — it adds to their bottom line. So this is really a big investment and sets the stage the best we can," Adams said.

The level of activity on the site, along with turning on the lights, will be a further signal to the public of how plans are progressing, said Eva Hassett, a board member.

"People will be cleaning up the landscape, sealing up the buildings, regrading, taking out asbestos — this is all very visible work," Hassett said.

Hassett noted the brick buildings are being stabilized and protected with the expectation they might not be occupied for some time.

Funds also will be used to remove dead and dying trees, and for maintenance and security.

The Richardson Center Corp.'s careful approach produced two exhaustive studies last year on the site's historic structures and cultural landscape. The Urban Land Institute, based in Washington, D.C., was brought in in 2006 to make recommendations for reuse of the complex.

The public will get a chance to hear how the next stage of work fits into the proposed master plan at the sixth and final public meeting at 6 p.m. July 14 in Buffalo State College's Rockwell Hall. The plan is being developed by the architecture and urban design firm Chan Krieger Siniewicz.

e-mail: msommer@buffnews.com

The Buffalo News
September 5, 2009

EDITORIALS

Plans for the Richardson

Architectural masterwork's future taking shape as a cultural portal

Renowned modern architect Toshiko Mori, designer of the beautiful Greatbatch visitors pavilion at the restored Darwin Martin House Complex, said recently that Buffalo itself is an architectural museum that includes key works by many significant architects. She's not alone in that view. In a lecture in the Albright-Knox Art Gallery auditorium a few years ago, noted architect Daniel Libeskind summed up perfectly Buffalo's treasures: "This is a city that is truly a mecca, and it's an unknown mecca . . . "

Libeskind was happy then to hear of future plans to rehabilitate the Richardson-Olmsted Complex as a key way to get to know the architecture of Richardson, Buffalo and America.

Two years later, hard work by the Richardson Center Corp. and the Richardson Center Architecture Center board are coming to fruition.

Plans developed by architectural and urban design firm Chan Krieger Sieniewicz, recently unveiled for the Richardson-Olmsted Complex, envision the former psychiatric center as the gateway to Buffalo's treasures.

The architecture and visitor centers planned for the site not only will offer significant economic benefits to the area, but also showcase the Richardson-Olmsted Complex and highlight Frank Lloyd Wright's Darwin Martin House in Buffalo and Graycliff in Derby as well as the full treasure trove of our region's great American architecture. Regional art attractions, including the nearby Albright-Knox Art Gallery and Burchfield Penney Art Center, also will be featured.

The former Buffalo State Hospital, a masterwork by the first of America's top three architects, is a dramatic setting for that portal. H.H. Richardson's work was augmented by a brilliant landscape designed by master landscape architect Frederick Law Olmsted, whose nationally significant park plan is another local treasure.

Playing on its cultural resources in recent years, Buffalo has become known among architects and heritage tourists as the place to see such American masterworks, one reason the National Trust for Historic Preservation chose the city for its 2011 annual conference.

The Richardson-Olmsted Complex, with a new visitor's center, will be worthy both in placement and architectural stature of its role as an important gateway to our region for cultural tourists. Through public and private partnerships, the complex also will house a boutique hotel and conference center. Flexibility of use is part of the strategy for the rehabilitation.

The volunteer board of local and national members — headed by News publisher Stanford Lipsey — is reversing years of state neglect of a complex Albany allowed to fall into disrepair. To its credit, state government starting with former Gov. George Pataki and the State Legislature in his term have invested in the stabilization and turnaround efforts. Much of the facility had been crumbling from water-soaked interior walls, paint was peeling and fine details that added to the complex's unique design were being lost.

The stakes are considerable: Tourism in the Greater Niagara region, Erie and Niagara counties, is more than a $2 billion business and, significantly, more than 45,000 people have jobs in this area because of that tourism.

VIDEO LINK

For a rare look inside a local cultural treasure, visit http://video.buffalonews.com

The three jewels in Buffalo's architectural crown — the Richardson complex, Louis Sullivan's Guaranty Building now fostered and maintained by the law firm Hodgson Russ and the Darwin Martin House Complex, the largest and costliest restoration of any Frank Lloyd Wright building in the world — are buildings that have drawn visitors from around the world. Burnished, those jewels will increase Buffalo's tourism luster, and realize their full potential as cultural attractions.

And it will draw visitors to other important works by such key architects as Eliel and Eero Saarinen (Kleinhans Music Hall), Daniel H. Burnham (Ellicott Square), Louise Bethune (Lafayette Hotel), Sanford White (the Butler Mansion) E.B. Green and partners (Albright-Knox Art Gallery and numerous homes), Gordon Bunschaft (Albright-Knox addition) and others, a collection that soon will be augmented with completion of an award-winning federal courthouse design.

Rehabilitation of Richardson's iconic twin-towered hospital complex and the surrounding Olmsted landscape will be a major step in cementing that architectural reputation through responsible local and state stewardship.

BUFFALO NEWS

December 1, 2009

PUBLIC NOTICE

Intent to Prepare EIS & Hold a Public Scoping Meeting
Richardson Olmsted Complex Master Plan

Notice is given pursuant to the New York State Environmental Quality Review Act (SEQRA) that the New York State Urban Development Corporation, d/b/a Empire State Development Corporation (ESDC), intends to prepare a Draft Generic Environmental Impact Statement (DGEIS) for the proposed Richardson Olmsted Complex (ROC) Master Plan in the City of Buffalo, New York. The ROC Master Plan, prepared by the Richardson Center Corporation, a not-for-profit organization established in 2006, would involve a collection of programs and activities for the stabilization, rehabilitation, and adaptive reuse of the H.H. Richardson-designed buildings and the Frederick Law Olmsted-designed grounds comprising the former Buffalo State Asylum for the Insane located in the Northwest portion of the City. The Master Plan seeks ways to reuse existing buildings (487,000 GSF) and aspires to integrate additional facilities in a manner complimentary to the original spirit of the site. A Draft Scoping Document has been prepared, which identifies a preliminary list of issues that will be assessed in the DGEIS. Your input is requested to review and help refine this scope.

The Master Plan and Draft Scoping Document can be viewed at the following branches of Buffalo and Erie County Library:

Central Branch, 1 Lafayette Square, Buffalo, NY
Crane Branch, 633 Elmwood Avenue, Buffalo, NY

or online at: **www.richardson-olmsted.com.**

A Public Scoping Meeting to receive comments on the proposed scope of the DGEIS has been scheduled on:

Wednesday, December 17, 2009, 6:00 PM
Rockwell Hall
Buffalo State College
1300 Elmwood Avenue, Buffalo, New York

The building is accessible to disabled persons

Following the Public Scoping Meeting, written comments on the proposed scope of the DGEIS will be accepted until **January 15, 2010.** Mail or email written comments to:

Paul Tronolone
Empire State Development Corp.
95 Perry Street
Buffalo, NY 14203
716.284.2556
ptronolone@empire.state.ny.us

538399

NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION

ENB - Region 9 Notices 12/9/2009

Negative Declaration

Erie County - The Town of Aurora, as lead agency, has determined that the proposed Aurora Consolidated Municipal Center will not have a significant adverse environmental impact. The action involves the creation of a consolidated municipal center that will combine the Town of Aurora Hall, Village of East Aurora Hall and Aurora Town Public Library into one building. The center will consist of the existing library building with two one-story additions, one approximately 18,650 square feet and the other approximately 1,300 square feet, for a total building square footage of 27,450. The project will require 3 parcels in addition to the library parcel and involves the realignment of Whaley Avenue. One of the parcels utilitized had been impacted by a former gas station and a nearby dry cleaing operation. Petroleum-impacted soil and groundwater associated with the former gas station was remediated to the satisfaction of New York State Department of Environmental Conservation (NYS DEC). Groundwater impacted by the dry cleaners has been undergoing remediation and monitoring by NYS DEC for several years. With the approval of NYS DEC the proposed project will require relocation of some remedial/monitoring wells and precautionary vapor barriers and venting will be included in the construction. The project is located at 550 Main Street in East Aurora, New York.

Contact: Dwight D. Krieger, Town of Aurora, 5 South Grove Street, East Aurora, NY 14052, Phone: (718) 652-7590.

Positive Declaration and Public Scoping

Erie County - The Empire State Development Corporation (ESDC), as lead agency, has determined that the proposed Richardson Olmsted Complex Master Plan may have a significant adverse impact on the environment and a Draft Environmental Impact Statement must be prepared. Written comments on the draft scope will be accepted until 5:00 p.m. on January 15, 2010. **A public scoping session will be held on December 17, 2009 at 6:00 p.m. at the Rockwell Hall, Buffalo State College, 1300 Elmwood Avenue, Buffalo, NY.** A draft Scoping Document has been prepared and is available at: www.richardson-olmsted.com and during normal business hours at the Central and Crane branches of the Buffalo and Erie County Public Library.

The action involves expending State funds administered by Empire State Development Corporation (ESDC) to undertake activities that are an outgrowth of the Richardson Olmsted Complex Master Plan, prepared by the Richardson Center Corporation (RCC), a not-for-profit organization established in 2006. The Master Plan involves a program for the stabilization, rehabilitation, and adaptive reuse of the H.H. Richardson designed buildings and the Frederick Law Olmsted designed grounds comprising the former Buffalo State Asylum for the Insane located in the City of Buffalo. The Master Plan seeks ways to reuse the existing H.H. Richardson designed buildings (487,000 gross square feet) and aspires to integrate additional facilities in a manner complimentary to the original spirit of the site.

In conjunction with the draft generic environmental impact statement, it is anticipated that ESDC will

adopt a General Project Plan (GPP) that will outline sources and uses of funds to be provided to RCC to undertake activities to advance the Master Plan. The proposed action would also involve: disposition by various state agencies of surplus lands within the project area to the RCC; rezoning of the surplus lands to support new land uses; and Public Authorities Control Board approval of State funding for Master Plan elements. The project is located on Forest Avenue in the City of Buffalo, New York.

Contact: Paul Tronolone, ESDC, 95 Perry Street, Buffalo, NY 14203, Phone: (716) 284-2556, E-mail: ptronolone@empire.state.ny.us.

the RICHARDSON OLMSTED COMPLEX

Public Scoping Meeting

Thursday, December 17, 6:00 pm at

Rockwell Hall, Buffalo State College

1300 Elmwood Avenue, Buffalo, NY



Join the Richardson Center Corporation for the Richardson Olmsted Complex Public Scoping Meeting.

Public Scoping Meeting for the

RICHARDSON OLMSTED COMPLEX

Thursday, December 17, 2009, 6:00 pm at
Rockwell Hall, Buffalo State College
1300 Elmwood Avenue, Buffalo, NY

Work on the draft Master Plan is complete. The next step is for the Richardson Center Corporation (RCC) to assess the potential environmental effects through preparation of a Generic Environmental Impact Statement (GEIS). The Public Scoping Meeting is an opportunity to obtain your comments on the proposed scope of analyses for the Draft GEIS, which is outlined in the Draft Scoping Report. The report may be downloaded from the project web site (www.richardson-olmsted.com) or viewed at the Central and Crane branches of the public library.

At this meeting, the RCC will highlight key components of the Master Plan and provide a brief overview of the environmental review process. You will be able to comment on the following issues: Have we correctly identified the potential adverse impacts to be studied? Have we identified an appropriate way to study them? Do you have any information to assist in the analysis?

Questions? (716)849-6070 or monica@richardson-olmsted.com

THE BUFFALO NEWS

December 19, 2009

Public offers input on Richardson Olmsted Complex plans

By Harold McNeil
NEWS STAFF REPORTER

With its master plan for the Richardson Olmsted Complex completed, the Richardson Center Corp. Thursday launched its formal environmental review of the project by soliciting the public's take on what has been proposed for the site so far.

The scoping session, as it's called, attracted about 50 people to Rockwell Hall auditorium on the Buffalo State College campus, where the broad scope of the project was reviewed before citizens were allowed to offer their comments.

Richard M. Tobe, Richardson Center Corp. board member, said the state does not require a scoping session to kick off a formal environmental review; however, board members agree that public input is always vital.

"It leads to a better report. We're not required to do it, but it's a very useful step in complicated environmental review," said Tobe.

The public already has been involved in the initial planning. The last public meeting was held in July.

The master plan was developed by architectural design firm Chan Krieger Sieniewicz. It envisions the Richardson complex as a cornerstone for boosting Buffalo's architectural and cultural tourism and generating significant economic spinoffs.

The plan calls for mixed public and private use of the eight Medina sandstone and three brick buildings on the site and reinstatement of a parklike character on the grounds. The first stage of redevelopment anticipates an architecture center, visitor center, boutique hotel and events/conference center in the iconic, patina-capped Gothic tower building and two adjacent buildings.

Timothy Tielman of the Campaign for Greater Buffalo History, Architecture and Culture, Thursday lauded the environmental review process to date as exemplary, but said there are avenues that deserve more exploration in the scoping document, including plans for a new roadway that would traverse the 90-acre site.

"I think the study has to look very carefully at the amount of traffic that would be generated by . . . people forgoing Forest Avenue, and simply from Elmwood Avenue to Grant Street going back and forth and using that diagonal. How much traffic is going to not be related to uses on the property, but cutting through?" said Tielman.

Adam Sokol, a member of the faculty at the University at Buffalo School of Architecture, expressed concern over whether any aspect of the complex's use as a state psychiatric facility would remain.

"What I find really inspiring about this place is that you look at it and you see that at some point in the past the people of New York State saw fit not only to care for the mentally ill, but to do it in a place like that. It's phenomenal, especially if you contrast that with the health care discussion going on in Washington," said Sokol.

The project sponsors also announced Thursday that an additional $7.8 million in state aid will be used in stabilizing the buildings on the campus. By the end of 2010, $10 million in stabilization will be completed on the site.

e-mail: hmcneil@buffnews.com

THE BUFFALO NEWS

-Affidavit-

Lisa Stephan-Kozlowski of the City of Buffalo, New York, being duly sworn, deposes and says that he/she is Principal Clerk of THE BUFFALO NEWS INC., Publisher of THE BUFFALO NEWS, a newspaper published in said city, that the notice of which the annexed printed slip taken from said newspaper is a copy, was inserted and published therein **1** times, the first insertion being on **12/20/2010** and the last insertion being on **12/20/2010**

Lisa Stephan-Kozlowski

Dates Ad Ran:

Buffalo News (P1) 12/20/10

Sworn to before me this 22nd day of, December 2010

Shukriyyah Hawkins

Notary Public, Erie County, New York

SHUKRIYYAH HAWKINS
Notary Public, State of New York
Qualified in Erie County
My Commission Expires 7/30/13

The Buffalo News
December 21, 2010

PUBLIC NOTICE

Notice of Completion of Draft Generic Environmental Impact Statement, Adoption of General Project Plan, and Public Hearing Richardson Olmsted Complex Civic and Land Use Improvement Project Buffalo, New York

PLEASE TAKE NOTICE that pursuant to the New York State Environmental Quality Review Act (Article 8 of the New York State Environmental Conservation Law) ("SEQRA") and the regulations adopted pursuant thereto (6 NYCRR Part 617), the New York State Urban Development Corporation d/b/a Empire State Development Corporation ("ESDC") announces the completion of a Draft Generic Environmental Impact Statement ("DGEIS") for the proposed Richardson Olmsted Complex Civic and Land Use Improvement Project (the "Project").

The Project would involve using State funds administered by ESDC to stabilize, rehabilitate, and reuse the historic buildings and grounds of the Richardson Olmsted Complex ("ROC"), consisting of a series of former Buffalo State Hospital buildings and grounds, located in the northwest portion of the City of Buffalo, Erie County, New York. ESDC Project funds are being provided to the Richardson Center Corporation (RCC), a not-for-profit corporation established to lead this effort. The Project would also involve the transfer of property from the State to RCC that was declared as "surplus" by New York State Office of Mental Health. Additionally, RCC has requested an additional transfer of land adjoining the "surplus" area, comprising a portion of the original "South Lawn" area of the facility. All proposed efforts under the Project are an outgrowth of a Master Plan for the ROC prepared by the RCC.

PLEASE TAKE FURTHER NOTICE that ESDC, pursuant to Section 16(2) of the New York State Urban Development Corporation Act (Chapter 174, Section 1, Laws of 1968, as amended) (the "UDC Act"), has adopted a General Project Plan ("GPP") with respect to the Project, at the ESDC Directors' meeting on December 16, 2010. The GPP describes the proposed Project and the proposed funding sources for its implementation. Of an initial budget of $105.4 million for what is termed under the ROC Master Plan as the "Core" Project, $76.5 million is to be provided from the State of New York; $17.3 million is to be financed through Federal/State historic preservation tax credits; and $11.6 million is to be derived through private development sources.

A Public Hearing to solicit comments on the DGEIS and GPP pursuant to SEQRA and the UDC Act and other relevant statutes will be held at **6:00 PM, Thursday, January 6, 2011** in the Burchfield Penney Art Center, 1300 Elmwood Avenue, Buffalo, NY.

Copies of the DGEIS and GPP are available for inspection during normal business hours at the regional offices of ESDC at 95 Perry Street, Buffalo, NY 14203 and at the Buffalo City Clerk's Office, Room 1308 City Hall, 65 Niagara Square, Buffalo, NY 14202. A CD of the entire DGEIS/GPP and/or a paper copy of the executive summary of the DGEIS are available at no charge upon request. Paper copies of the complete DGEIS and GPP are available for purchase. Copies may be requested through the contact information provided below. The DGEIS and GPP may also be downloaded from the Project web site, http://www.richardson-olmsted.com, or may be reviewed during normal business hours at the following branches of the Buffalo & Erie County Public Library:

Central Branch 1 Lafayette Square Buffalo, NY 14203-1887	Crane Branch 633 Elmwood Avenue Buffalo, NY 14222

Comments on the DGEIS and GPP may be made orally or submitted in writing at the Public Hearing or submitted prior to the close of the comment period at **5 PM on January 17, 2011.** Written comments, whether received at or after the Public Hearing, will be afforded the same weight as oral testimony, and those wishing to submit lengthy or complex testimony are urged to do so in writing or by email. Written comments may be submitted by mail or email to:

Paul J. Tronolone AICP
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203
716-284-2556 (phone); 716-284-2917 (fax)
ptronolone@empire.state.ny.us

From: Tronolone, Paul [ptronolone@EMPIRE.STATE.NY.US]
Sent: Monday, December 20, 2010 12:37 PM
To: Undisclosed recipients
Subject: Notice of Completion - Draft Generic Environmental Impact Statement & Adoption of General Project Plan
Attachments: ROC_Notice_of_Completion_FINAL.pdf

See following list of Interested and Involved Agencies for recipients

EMAIL NOTICE
(Note: Hard copy to follow in regular mail)

To: Involved and Interested Agencies and Parties
Richardson Olmsted Complex
Civic & Land Use Improvement Project

At their meeting on Thursday, December 16, 2010 the Board of Directors of the Empire State Development ("ESD") Corporation adopted a General Project Plan ("GPP") for the Richardson Olmsted Complex Civic and Land Use Improvement Project (the "Project") in Buffalo, New York. Also at that meeting, the Directors accepted a Draft Generic Environmental Impact Statement ("DGEIS") for the Project, in accordance with the New York State Environmental Quality Review Act ("SEQRA").

The Project described in the GPP and assessed in the DGEIS is an outgrowth of the Sept 2009 Richardson Olmsted Complex Master Plan. The Master Plan was prepared by the Richardson Center Corporation, which is a not-for-profit 501(c)(3) organization that is leading the effort to rehabilitate/reuse the complex and is the recipient of funds being administered by ESD for this effort.

The actions by the ESD Board initiate a GPP/DGEIS public review period that will run until 5:00 pm on Monday, January 17, 2011. You may submit comments on these documents at any time during the review period; as part of this process, a public hearing will be held to receive comments on the GPP and DGEIS on:

Thursday, January 6, 2011, 6:00 pm
Burchfield Penney Art Center,
1300 Elmwood Avenue, Buffalo, NY

The GPP and DGEIS, along with other related Project documents, are available for review at http://www.richardson-olmsted.com/documents.php, at ESD offices in Buffalo, and at various other public repositories.

Attached for your information is a copy of the official Notice of Completion for the DGEIS and GPP; this notice gives all relevant information on how to access the documents and how/where to submit your comments.

Respectfully,
Paul J. Tronolone, AICP
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203
716-284-2556 (phone); 716-284-2917 (fax)
ptronolone@empire.state.ny.us

P.S. – Please note that the NYS Urban Development Corporation Act requires ESD to provide notice to specific agencies when adopting a General Project Plan. Therefore, certain parties receiving this notice may also receive an additional notice pertaining only to the General Project Plan.

Visit our new website at www.esd.ny.gov

IMPORTANT: This e-mail message and any attachments contain information intended for the exclusive use of the individual(s) or entity to whom it is addressed and may contain information that is proprietary, privileged, confidential and/or exempt from disclosure under applicable law. If you are not the intended recipient, you are hereby notified that any viewing, copying, disclosure or distribution of this information may be subject to legal restriction or sanction. Please immediately notify the sender by electronic mail or notify the System Administrator by telephone (518)292-5180 or e-mail (administrator@empire.state.ny.us) and delete the message.
Thank you.

INVOLVED AND INTERESTED AGENCIES - Updated December, 2011

Potential Role	Role	Contact Name	Title	Agency	Street Address	City	State	Zip	Phone	Email
Interested	Interested	Jan Peters	Executive Director	Buffalo Federation of Neighborhood Centers	97 Lemon Street	Buffalo	NY	14204	716) 856-0363	janpeters@bfnc.org
Interested	Interested	Anthony Billittier	Commissioner	Erie County Department of Health	95 Franklin Street, 9th Floor	Buffalo	NY	14202	(716) 858-7690	anthony.billittier@erie.gov
Interested	Interested	Gerald Sentz	Commissioner	Erie County Department of Public Works	95 Franklin Street, 14th Floor	Buffalo	NY	14202	(716) 858-8300	Gerard.Sentz@erie.gov
Interested	Interested	John Cappellino	Director of Business Development & Marketing	Erie County Industrial Development Agency	275 Oak Street	Buffalo	NY	14203	(716) 856-6525	jcappell@ecidany.com
Interested	Interested	Robert Graber	Clerk of Legislature	Erie County Legislature	95 Franklin Street, 4th Floor	Buffalo	NY	14202	(716) 858-7500	graberr@erie.gov
Interested	Interested	Denise Link		Jelly Bean Junction Childcare Center	400 Forest Avenue	Buffalo	NY	14213	716-885-0465	linkdeemarie@aol.com
Interested	Interested	Ihor Zankiw		Transitional Services, Inc.	389 Elmwood Avenue	Buffalo	NY	14222	(716) 874-8182	izankiw@tsiwny.org
~~Interested~~		CLOSED		~~WNY Federal Credit Union~~	~~400 Forest Ave., Bldg. #51~~	~~Buffalo~~	~~NY~~	~~14213~~	~~(716) 851-4841~~	
Interested	Interested	Thomas Herrera-Mishler	Executive Director	Buffalo Olmsted Parks Conservancy	84 Parkside Ave.	Buffalo	NY	14214	(716) 838-1249 x1	thmishler@bfloparks.org
Interested	Interested	Aaron Podolefsky	President	Buffalo State College	1300 Elmwood Ave.	Buffalo	NY	14222	(716) 878-4101	podolefsky@buffalostate.edu
Interested	Interested	Carolyn Morris Hunt	Interim Executive Director	Burchfield Penney Art Center	1300 Elmwood Ave.	Buffalo	NY	14222	(716) 878-6011	MORRISCA@BuffaloState.edu
Interested	Interested	Tim Tielman	Executive Director	Campaign for Greater Buffalo	561 Forest Avenue, Suite 3	Buffalo	NY	14222	(716) 854-3749	c4gb@aol.com
Interested	Interested	Hon. Joseph Golombek	Councilman, North District	City of Buffalo Common Council	1502 City Hall	Buffalo	NY	14202	(716) 851-5035	jgolombek@city-buffalo.com
Interested	Interested	Hon. Maria Whyte	Legislator, District 6	Erie County Legislator	286 Lafayette Ave.	Buffalo	NY	14213	(716) 851-4664	whytem@erie.gov
Interested	Interested	Hon. Chris Collins	Erie County Executive	Erie County	Rath Building, 16th Floor, Room 1600	Buffalo	NY	14202	(716) 858-8500	countyexec@erie.gov
Interested	Interested	Henry McCartney	Executive Director	Preservation Buffalo Niagara	Market Arcade, 617 Main Street, Suite M1	Buffalo	NY	14203	(716) 852-3300	henry.mccartney@gmail.com
Interested	Interested	Hon. Antoine Thompson	Senator, 60th District	New York State Senate	Walter J. Mahoney State Office Building, 6	Buffalo	NY	14202	(716) 854-8705	athompso@senate.state.ny.us
	Interested	Hon. Mark Grisanti	Senator Elect, 60th District	New York State Senate						marklaw1@roadrunner.com
Interested	Interested	Hon. Sam Hoyt	Assemblyman, 144th District	State Assembly	936 Delaware Ave, Suite 005	Buffalo	NY	14209	(716) 885-9630	sam@samhoyt.com
Interested	Interested	Hon. Charles Schumer	Senator	United States Senate	130 South Elmwood Avenue Suite 660	Buffalo	NY	14202	(716) 846-4111	laura_monte@schumer.senate.g
Interested	Interested	Hon. Kirsten Gillibrand	Senator	United States Senate	726 Exchange St, Suite 511	Buffalo	NY	14210	(716) 854-9725	Melissa_Fratello@gillibrand.sena
Interested	Interested	Hon. Brian Higgins	Congressman, 27th District	United States Congress	726 Exchange Street, Suite 601	Buffalo	NY	14210	(716) 852-3501	bonnie.lockwood@mail.house.gc
Involved	Involved	Hon. Byron Brown	Mayor	City of Buffalo	201 City Hall	Buffalo	NY	14202	(716) 851-4841	bbrown@city-buffalo.com
Involved	Involved	c/o Gerald Chwalinski	City Clerk	Buffalo Common Council	1413 City Hall	Buffalo	NY	14202	(716) 851-5105	gchwaliniski@city-buffalo.com
Involved	Involved	James Comerford, Jr.	Commissioner	Buffalo Dept. of Permits, Inspections, & Economic Develop	324 City Hall	Buffalo	NY	14202	(716) 851-4972	jcomerford@city-buffalo.com
Involved	Involved	Steven Stepniak	Commissioner	Buffalo Dept. Public Works, Parks, & Streets	502 City Hall	Buffalo	NY	14202	(518) 473-3460	sstepniak@city-buffalo.com
Involved	Involved	Garnell Whitfield, Jr.	Interim Commissioner	Buffalo Fire Department	195 Court Street	Buffalo	NY	14202	(716) 851-5333	gwhitfield@city-buffalo.com
Involved	Involved	Brendan Mehaffy	City Planner	Buffalo Office of Strategic Planning	901 City Hall	Buffalo	NY	14202	(716) 851-5277	bmehaffy@ch.ci.buffalo.ny.us
Involved	Involved	James A. Morrell	Chairman	Buffalo Planning Board	901 City Hall	Buffalo	NY	14202	(716) 851-5035	bgrillo@city-buffalo.com
Involved	Involved	Daniel Derenda	Commissioner	Buffalo Police Department	74 Franklin Street	Buffalo	NY	14202	(716) 851-4526	dderenda@city-buffalo.com
Involved	Involved	Richard Baer	Chairman	Buffalo Preservation Board	901 City Hall	Buffalo	NY	14202	(716) 885-5029	mbrowzek@city-buffalo.com
Involved	Involved	Tom Dodson	Executive Director	Buffalo Psychiatric Center	400 Forest Avenue	Buffalo	NY	14202	(716) 816-2001	buopstd@omh.state.ny.us
Involved	Involved	David Comerford	General Manager	Buffalo Sewer Authority	1038 City Hall	Buffalo	NY	14202	(716) 846-4664	dcomerford@sa.ci.buffalo.ny.us
Involved	Involved	James Lewis III	Chairman	Buffalo Zoning Board of Appeals	901 City Hall	Buffalo	NY	14202	(716) 851-5082	tchwalinski@city-buffalo.com
Involved	Involved	Jack Homkow	Director, Office of Environmental Affairs	Dormitory Authority State of New York	One Penn Plaza, 52nd Floor	New York	NY	10119-009	(212) 273-5033	jhomkow@dasny.org
Involved	Involved	Kathy Konst	Commissioner	Erie County Department of Planning & Environment	95 Franklin Street, 10th Floor	Buffalo	NY	14202	(716) 858-8390	kathy.konst@erie.gov
Involved	Involved	Ruth Pierpont	Director	New York State Historic Preservation Office	Peebles Island State Park, PO Box 189	Albany	NY	12188	(518) 237-8643 . e	ruth.pierpont@oprhp.state.ny.us
Carla	Involved	Carla Chiaro	Acting Commissioner	New York State Office of General Services	Corning Tower, Empire State Plaza, 41st F	Albany	NY	12242	(518) 474-5991	carlachiaro@ogs.state.ny.us
Involved	Involved	Darrell F. Kaminski	Acting Regional Director	NYS Department of Transportation – Region 5	100 Seneca Street	Buffalo	NY	14203	(716) 847-3238	dkaminski@dot.state.ny.us
Involved	Involved	Abby Snyder	Regional Director	NYS Dept. of Environmental Conservation - Region 9	270 Michigan Avenue	Albany	NY	12203	(716) 851-7200	laknight@gw.dec.state.ny.us
Involved	Involved	Karen Carpenter-Palumbo	Commissioner	NYS Office of Alcoholism and Substance Abuse Services	1450 Western Avenue	Albany	NY	12229	(518) 457-2061	commissioner@oasas.state.ny.us
Involved	Involved	Michael Hogan, Ph.D.	Commissioner	NYS Office of Mental Health	44 Holland Avenue	Albany	NY	12229	(518) 474-4403	cocomfh@omh.state.ny.us
Lead	Lead	Dennis Mullen	President	Empire State Development Corporation	633 Third Avenue	Albany	NY	10017-816	(212) 803-3700	dmullen@empire.state.ny.us
Lead	Lead	Ken Schoetz		Empire State Development Corporation	95 Perry Street	Buffalo	NY	14203	(716) 874-8182	kschoetz@empire.state.ny.us

Lead Agency - an involved agency principally responsible for undertaking, funding or approving an action, and therefore responsible for determining whether an environmental impact statement is required in connection with the action, and for the preparation and filing of the statement if one is required.
Involved Agency - an agency that has jurisdiction by law to fund, approve or directly undertake an action. If an agency will ultimately make a discretionary decision to fund, approve or undertake an action, then it is an involved agency.
Interested Agency - an agency that lacks the jurisdiction to fund, approve or directly undertake an action but wishes to participate in the review process because of its specific expertise or concern about the proposed action.

Empire State Development

December 16, 2010

NOTICE OF COMPLETION
DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT

and

ADOPTION OF A GENERAL PROJECT PLAN

Richardson Olmsted Complex
Civic and Land Use Improvement Project

Pursuant to the State Environmental Quality Review Act ("SEQRA") (Article 8 of the New York State Environmental Conservation Law) and the regulations adopted pursuant thereto (6 NYCRR Part 617), a Draft Generic Environmental Impact Statement ("DGEIS") has been prepared for the proposed Richardson Olmsted Complex Civic and Land Use Improvement Project (the "Project"), and copies thereof are available upon request to the offices of the lead agency as set forth below.

Project Location: The Project Area 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, Erie County, New York. It is comprised 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; buildings leased by OMH tenants; and landscaped grounds, parking lots, and internal roadways/pathways. The 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.

Project Description: The proposed Project would involve expending State funds administered by ESDC to stabilize, rehabilitate, and reuse the historic buildings and grounds of the Richardson Olmsted Complex ("ROC"), consisting of a series of former Buffalo State Hospital buildings (designed by Henry Hobson Richardson) and grounds (designed by Frederick Law Olmsted and Calvert Vaux). These buildings and grounds are collectively designated as a National Historic Landmark (NHL) and are listed on the State and National Registers of Historic Places (S/NRHP). All ESDC funds for the Project are being provided to the Richardson Center Corporation (RCC), a not-for-profit corporation established to lead this effort.

Of the 91-acre facility, ±38 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 ±53 acres of the site are expected to be retained by their current owner.

The Project would also involve the transfer of property from the State to RCC that was declared as "surplus" by OMH. This includes transfer of ±38 acres of land that contains the now-vacant Buffalo State Hospital buildings. Additionally, RCC has requested from the State the additional transfer of ±4.6 acres of land adjoining the "surplus" area, which comprises a portion of the original "South Lawn" area of the facility. An additional ±2.6 acres of land of of Rockwell Road may transfer to the RCC in the future.

All proposed efforts under the Project are an outgrowth of a Master Plan for the ROC prepared by the RCC, after the completion of a series of investigation, planning, and public/stakeholder coordination activities.

SEQRA Classification: Type I

Lead Agency: New York State Urban Development Corporation
d/b/a Empire State Development Corporation (ESDC)

Lead Agency Contact: Paul J. Tronolone, AICP
Senior Project Manager

The Executive Summary of the DGEIS, which describes the proposed project and its potential impacts is incorporated hereto and made part hereof.

PLEASE TAKE FURTHER NOTICE that ESDC, pursuant to Section 16(2) of the New York State Urban Development Corporation Act (Chapter 174, Section 1, Laws of 1968, as amended) (the "UDC Act"), has adopted a General Project Plan ("GPP") with respect to the Richardson Olmsted Center Civic and Land Use Improvement Project, at the Directors' meeting held on December 16, 2010. The Corporation will file such Plan in the Office of the Erie County Clerk and the Clerk of the City of Buffalo.

The GPP describes in detail, the proposed Project referenced above and the proposed funding sources for its implementation. Of an initial budget of $105.4 million for what is termed under the

ROC Master Plan as the "Core" Project, $76.5 million is to be provided from the State of New York; $17.3 million is to be financed through Federal/State tax credits for historic preservation activities; and $11.6 million is to be derived through private development sources.

A Public Hearing will be held to solicit comments on the DGEIS and GPP pursuant to SEQRA and the UDC Act and other relevant statutes on **Thursday, January 6, 2011 at 6:00 pm at Burchfield Penney Art Center, 1300 Elmwood Avenue, Buffalo, NY.**

Copies of the DGEIS and GPP are available for inspection at the regional offices of ESDC at 95 Perry Street, Buffalo, NY 14203. A CD of the entire DGEIS/GPP and/or a paper copy of the executive summary of the DGEIS are available at no charge upon request. Paper copies of the complete DGEIS and GPP are available for purchase. Copies may be requested through the contact information provided below.

The DGEIS and GPP may also be downloaded from the Project web site, http://www.richardson-olmsted.com, or may be reviewed during normal business hours at the following branches of the Buffalo & Erie County Public Library:

Central Branch
1 Lafayette Square
Buffalo, NY 14203-1887

Crane Branch
633 Elmwood Avenue
Buffalo, NY 14222

Comments on the DGEIS and GPP may be made orally or submitted in writing at the Public Hearing or prior to the close of the comment period listed below. Written comments, whether received at or after the Public Hearing, will be afforded the same weight as oral testimony, and those wishing to submit lengthy or complex testimony are urged to do so in writing or by email. Written comments may be submitted by mail or email to:

Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203
716-284-2556 (phone); 716-284-2917 (fax)
ptronolone@empire.state.ny.us

COMMENTS MUST BE RECEIVED WITHIN 30 DAYS OF THE DATE OF THIS NOTICE (ON OR BEFORE 5:00 PM ON MONDAY, JANUARY 17, 2011).

This Notice, the DGEIS, and the GPP have been sent to:

- Hon. Charles Schumer, U.S. Senator, New York
- Hon. Kirsten Gillibrand, U.S. Senator, New York
- Hon. Brian Higgins, Congressman, 27th District
- Hon. Antoine Thompson New York State Senator, 60th District
- Hon. Sam Hoyt, New York State Assemblyman, 144th District
- New York State Historic Preservation Office
- Dormitory Authority State of New York
- New York State Office of General Services
- NYS Department of Transportation – Region 5
- NYS Dept. of Environmental Conservation - Region 9
- NYS Office of Alcoholism and Substance Abuse Services
- NYS Office of Mental Health
- Buffalo Psychiatric Center
- Buffalo State College
- Hon. Chris Collins, Erie County Executive
- Erie County Legislature (c/o Clerk of Legislature)
- Hon. Maria Whyte, Erie County Legislator, District 6
- Erie County Department of Planning & Environment
- Erie County Department of Health
- Erie County Department of Public Works
- Erie County Industrial Development Agency
- Hon. Byron Brown, City of Buffalo Mayor
- Buffalo Common Council (c/o City Clerk)
- Hon. Joseph Golombek, Buffalo Common Councilman, North District
- Buffalo Planning Board
- Buffalo Preservation Board
- Buffalo Zoning Board of Appeals
- Buffalo Office of Strategic Planning
- Buffalo Dept. of Permits, Inspections, & Economic Development
- Buffalo Dept. Public Works, Parks, & Streets
- Buffalo Fire Department
- Buffalo Police Department
- Buffalo Sewer Authority
- Jelly Bean Junction Childcare Center
- Transitional Services, Inc.
- WNY Federal Credit Union
- Buffalo Olmsted Parks Conservancy
- Burchfield Penney Art Center
- Campaign for Greater Buffalo
- Preservation Buffalo Niagara

Summary

The New York State Urban Development Corporation (UDC), d/b/a Empire State Development Corporation (ESDC), as Lead Agency, has prepared this Draft Generic Environmental Impact Statement (DGEIS) 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). The Project is comprised 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 DGEIS 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, 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 Calvert Vaux (Vaux) and Fredrick Law Olmsted (Olmsted)-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.

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. The ROC is comprised 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, Cudmore Heights Residential Care Center for Adults, 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.

Portions of the ROC, including the Henry Hobson Richardson (Richardson)-designed Buffalo State Hospital and the Calvert Vaux (Vaux) and Frederick Law Olmsted (Olmsted)-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.

Approximately 38.2-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 (Of note, up to 7.2 acres of this land area may be declared surplus in the near future and would potentially be available for redevelopment.). The remaining 52.8 acres of the site are expected to be retained by their current owner, including:

- Buffalo Psychiatric Center (BPC). A total of 45.4 acres would be retained by OMH and utilized to provide services to adults with mental illness and for other uses. (Of note, up to 7.2 acres of this land area may be declared surplus in the near future and would potentially be available for redevelopment.)
- Buffalo State College (BSC). Approximately 2.5 acres is utilized by BSC, whose campus is located immediately north of the ROC, for surface parking, recreational fields, and a large maintenance facility.
- Burchfield Penney Art Gallery. The art gallery is located on 4.9 acres in the northeast corner of the ROC.

Initial RCC actions would focus activities on the surplus 38.2 acres of land with the possibility of an additional 4.6 acres of land along Forest Avenue. The additional acres of land are considered an integral component of visually linking the historic Forest Avenue entrance with the original Buffalo State Hospital. At a later date, the RCC may seek appropriate property rights to gain title or an easement to a 2.6-acre parcel of land along Rockwell Road in order to create a stronger visual connection to BSC on the northern side of the original Buffalo State Hospital.

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

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 DGEIS 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 38.2 acres of surplus land), and Development Landholding development stages. The four stages would comprise a maximum of 880,000 gross square feet (GSF) of new and redeveloped 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 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

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

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 have 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).

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

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.
- 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

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:

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.
- 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.

OBJECTIVES

- Apply sustainable design principles in ROC reuse.

Guiding Principles of the ROC Master Plan

The framework of the ROC Master Plan was built upon the following five principles.

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.

Reinstituting 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

Reorienting the complex so that the back (or north side) of Building 45 can also become a 'front' 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.

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 s new Visitor Center for the recently-restored Darwin D. 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 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.

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 DGEIS.

In accordance with SEQRA, the ESDC has prepared this DGEIS 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.

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 ESDC's Buffalo office and the Central Branch and Crane Branch of the Buffalo and Erie County Public Library.

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 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 will be made available for public review and comment. The DGEIS documents the methodology, analysis, and findings associated with the proposed action. A minimum 30-day public review and comment period will be held following the acceptance of the DGEIS by the ESDC Board of Directors. All interested persons will be invited to the public hearing or may file written comments. All substantive comments will become part of the official record.

6. Final GEIS. The FGEIS will be completed after considering the public comments received on the DGEIS. The FGEIS will respond to all substantive comments received on the DGEIS and will include refinements, clarifications, and/or revisions to the DGEIS necessary to address such comments, if necessary.

7. Findings Statement. After a FGEIS has been accepted as complete, the Lead Agency and any involved agencies having jurisdiction for components of the project, will 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.

Scope of the DGEIS

This DGEIS 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 DGEIS 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 DGEIS also addresses potential cumulative impacts that may result from reasonably foreseeable projects in the region. This DGEIS 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 DGEIS 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 comprised 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 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/Historic Resources

Implementation of the ROC Master Plan would not significantly impact 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 rounds of review at the City and State levels in the future.

The ROC Master Plan identifies that any development in 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 redevelopment of the ROC buildings and grounds to be acquired by the RCC will be completed in accordance with federal and state historic preservation standards. Consultation with the NYS Office of Parks Recreation and Historic Preservation (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 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 three phases of the ROC Master Plan would not be expected to have a significant impact on archaeological resources. 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. In turn, any future new development would be subject to public review by City of Buffalo agencies (e.g., Planning Board, Common Council).

Implementation of the ROC Master Plan would 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 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 significantly impact 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 have 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 new 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 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 far 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 BSC maintenance facilities. 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.

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 streets and pedestrian paths on the ROC, providing improved site circulation.

Parking

Currently, there are 687 dedicated off-street parking spaces used by the BPC (589 spaces) and Burchfield Penney (98 spaces). The full build-out of the ROC Master Plan would require a minimum of 1,002 additional off-street parking spaces for the Project. Additionally, both the BPC and Burchfield Penney Art Center would also require dedicated off-street parking for their operations at the ROC[2]. Combined, it is assumed that a total number of parking spaces greater than the existing 1,600 ROC spaces would be required to meet future ROC needs, City of Buffalo's zoning laws, and to provide parking spaces for the BPC and Burchfield Penney Art Center.

[2] Currently there are 687 dedicated off street parking spaces used by the BPC (589 spaces) and Burchfield Penney (98 spaces).

At full build-out over 20 years, implementation of the Project would result in the net loss of 713 existing BSC surface parking spaces, assuming current requirements of the Buffalo Zoning Ordinance (which is presently undergoing a comprehensive revision) update. 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. However, the mixed-use characteristics of the Master Plan would somewhat temper these impacts, given that land uses vary in their peak demand period.

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.

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 the 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 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 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 impact on hospitals and emergency services in the City of Buffalo. The BPC and OMH facilities are co-located on the ROC property. 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.

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 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, relocation of BSC parking, 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 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. There is the potential for archaeological impacts during ground disturbing activities associated with the landscaping stabilization, utilities, vehicle and pedestrian driveway, and parking area reconfiguration components of the Project.

Implementation of the ROC Master Plan would 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.

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.

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.

Stormwater

It is assumed that full build-out would result in the construction of new and reconfiguration or 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 impact to general ecology and wildlife.

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 would require a curb cut onto and would direct site traffic onto Rockwell Road. 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.

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 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.

NEW YORK STATE
DEPARTMENT OF
ENVIRONMENTAL CONSERVATION

ENB - Region 9 Notices 12/29/2010

Notice of Acceptance of Draft GEIS and Public Hearing

Erie County - The Empire State Development Corporation (ESDC), as lead agency, has accepted a Draft Generic Environmental Impact Statement on the proposed Richardson Olmsted Complex Civic and Land Use Improvement Project. **A public hearing on the Draft GEIS will be held on January 6, 2011 at 6:00 p.m. at the Burchfield Penney Art Center, 1300 Elmwood Avenue, Buffalo, NY.** Written comments on the Draft GEIS will be accepted until January 17, 2011. Copies of the Draft GEIS are available at the ESDC Buffalo Office, 65 Perry Street, Buffalo; Buffalo and Erie County Public Library Central, 1 Lafayette Street, Buffalo; Crane Branch Library, 633 Elmwood Avenue, Buffalo and on on line at: http://www.richardson-olmstead.com.

The action involves expending State funds administered by ESDC to stabilize, rehabilitate and reuse the historic buildings and grounds of the the Richardson Olmsted Complex consisting of a series of former Buffalo State hospital buildings (designed by Henry Hobson Richardson) and grounds (designed by Frederick Law Olmsted and Calvert Vaux). These buildings and grounds are collectively designated as a National Historic Landmark (NHL) and are listed on the State and National Registers of Historic Places (S/NRHP). All ESDC funds for the project are being provided to the Richardson Center Corporation, a not-for-profit corporation established to lead this effort.

Of the 91 acre facility 38 ± acres - including 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 New York State Office of Mental Health and are available for redevelopment. The remaining 53 ± acres of the site are expected to be retained by their current owner.

The project will also involve the transfer of property from the State to Richardson Center Corporation that was declared as "surplus" by the New York State Office of Mental Health. This includes the transfer of 38 ± acres of land that contains the now vacant Buffalo State Hospital buildings. Additionally Richardson Center Corporation has requested from the State the additional trnasfer of 4.6 ± acres of land adjoining the "surplus" area, which comprises a portion of the original "South Lawn" area of the facility. An addtional 2.6 ± acres of land off of Rockwell Road may transfer to Richardson Center Corporation in the future.

The project is located 400 Forest Avenue in the City of Buffalo, New York.

Contact: Paul J. Tronolone, City of Buffalo, 95 Perry Street, Buffalo, NY 14203, Phone: (716) 284-2558.

THE BUFFALO NEWS
December 29, 2010

REDEVELOPMENT

Public hearing set Jan. 6 on Richardson Complex

A public hearing regarding redevelopment of the Richardson Olmsted Complex will be held at 6 p.m. Jan. 6 in Burchfield Penney Art Center.

A description of the project, an assessment of potentially significant environmental impacts, and possible sources and uses of state funds will be discussed. They are part of the site's Draft Generic Impact Statement and General Project Plan, which have been given the green light by Empire State Development Corp. to receive public evaluation of the documents. Deadline for comment is 5 p.m. Jan. 17.

BUFFALO NEWS
December 30, 2010

REDEVELOPMENT

Public hearing scheduled on Richardson Complex

A public hearing regarding redevelopment of the Richardson Olmsted Complex will be held at 6 p.m. next Thursday in Burchfield Penney Art Center.

The Draft Generic Impact Statement and General Project Plan were given a green light for futher evaluation two weeks ago by Empire State Development Corp.

There will be a description of the project's plan, assessment of potential environmental impacts and possible sources and uses of state funds.

Deadline for public comment is 5 p.m. Jan. 17. Written comments can be sent to: Paul Tronolone, Empire State Development Corp., 95 Perry St., Buffalo, NY 14203, or e-mail to ptronolone@empire.state.ny.us.

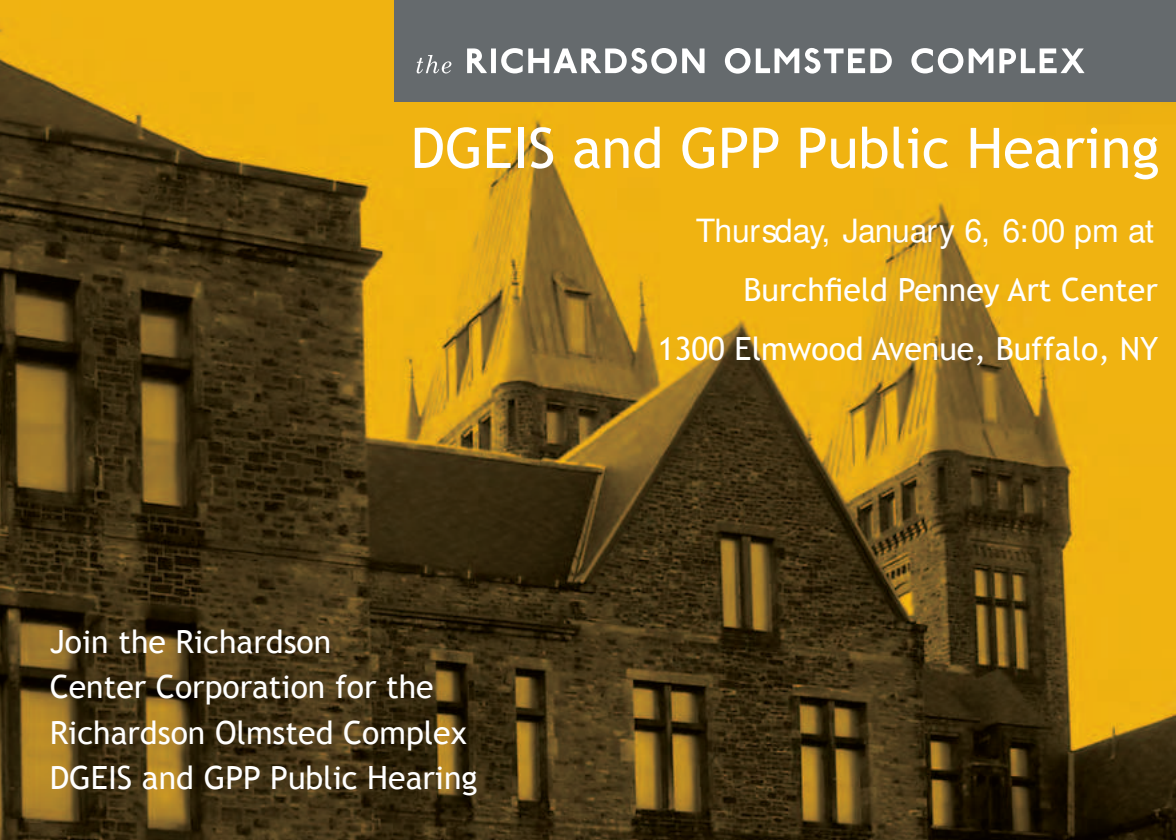
the **RICHARDSON OLMSTED COMPLEX**

DGEIS and GPP Public Hearing

Thursday, January 6, 6:00 pm at

Burchfield Penney Art Center

1300 Elmwood Avenue, Buffalo, NY



Join the Richardson Center Corporation for the Richardson Olmsted Complex DGEIS and GPP Public Hearing

Public Hearing for the
RICHARDSON OLMSTED COMPLEX
Thursday, January 6, 2011, 6:00 pm at
Burchfield Penney Art Center
1300 Elmwood Avenue, Buffalo, NY

The Richardson Olmsted Complex Draft Generic Environmental Impact Statement (DGEIS) and General Project Plan (GPP) are complete, and were accepted as such by the lead agency, Empire State Development Corporation (ESDC) on December 16, 2010.

The DGEIS and GPP describe the project, assess the potential for significant environmental impacts, identify potential mitigation measures, and identify the sources and uses of state funds.

At the Public Hearing you will have the opportunity to comment on these activities. Written comments will be accepted by the lead agency until 5 PM on Monday, January 17th at 5 PM.

The reports may be downloaded from the project web site (www.richardson-olmsted.com/documents.php) or viewed at the Central and Crane branches of the public library.

Questions? (716)849-6070 or monica@richardson-olmsted.com.

D Final Scoping Report

State Environmental Quality Review Act

Final Scoping Report for
Generic Environmental Impact Statement

Project:

Richardson Olmsted Complex Master Plan

Buffalo, New York

April 2010

Lead Agency:

New York State Urban Development Corporation
d/b/a Empire State Development Corporation

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Prepared by: PB PARSONS BRINCKERHOFF

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Appendix A: Public Meeting Materials

List of Acronyms

ADA	American with Disabilities Act of 1990
BPC	Buffalo Psychiatric Center
BSC	Buffalo State College
CAG	Community Advisory Committee
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
DASNY	Dormitory Authority of the State of New York
DGEIS	Draft Generic Environmental Impact Statement
ENB	Environmental Notice Bulletin
EPM	Environmental Procedures Manual
ESDC	Empire State Development Corporation
FGEIS	Final Generic Environmental Impact Statement
GBNRTC	Greater Buffalo Niagara Regional Transportation Council
GEIS	Generic Environmental Impact Statement
GPP	General Project Plan
NYSDEC	New York State Department of Environmental Conservation
OMH	New York State Office of Mental Health
OPRHP	New York State Office of Parks, Recreation and Historic Preservation
OSHA	Occupational Health and Safety Administration
PACB	New York State Public Authorities Control Board
Project	Richardson Olmsted Complex Master Plan
RAC	Richardson Architecture Center
RCC	Richardson Center Corporation
ROC	Richardson Olmsted Complex
NHL	National Historic Landmark
NRHP	National Registers of Historic Places
SEQRA	New York State Environmental Quality Review Act
UDC	New York State Development Corporation
ULI	Urban Land Institute

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1 INTRODUCTION

The New York State Urban Development Corporation (UDC), d/b/a Empire State Development Corporation (ESDC), as Lead Agency, intends to prepare a Generic Environmental Impact Statement (GEIS) to assess the potential economic, social, and environmental effects of undertaking the proposed Richardson Olmsted Complex (ROC) Master Plan, 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 (Buffalo State Asylum) located in the City of Buffalo, Erie County, New York (see **Figure 1.1-1**).

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) established in 2006 to spearhead an effort to plan and undertake activities to realize 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. 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. The Positive Declaration indicated that scoping would be conducted prior to the preparation of the Draft GEIS (DGEIS). Accordingly, this Final Scoping Report has been prepared.

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Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 1.1-1
Project Location

2 PROJECT BACKGROUND

2.1 Richardson Olmsted Complex History

Construction of the original Buffalo State Asylum 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 Henry Hobson Richardson (Richardson) and famed landscape designers Frederick Law Olmsted (Olmsted) and Calvert Vaux (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 Asylum, he was still relatively unknown, but he was later to become the first American architect to achieve international fame. The Buffalo State Asylum 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 name of the Buffalo State Asylum was changed to the Buffalo State Hospital in 1890 and to the Buffalo Psychiatric Center (BPC) in 1972. Today the buildings and grounds of the original Buffalo State Asylum and the more modern Buffalo Psychiatric Center (BPC) is referred to as the Richardson Olmsted Complex (ROC).

The Buffalo State Asylum was originally situated on 203 acres of largely undeveloped farmland. The V-shaped design consisted of a central tower building with five buildings flanking each side, branching out in a "flock of geese" formation, and connected by curved corridors, (see **Figure 2.1-1**). 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.

The central tower 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 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 Asylum. 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 Asylum were originally comprised of a large (100-acre) farm, which extended to Scajaquada Creek.

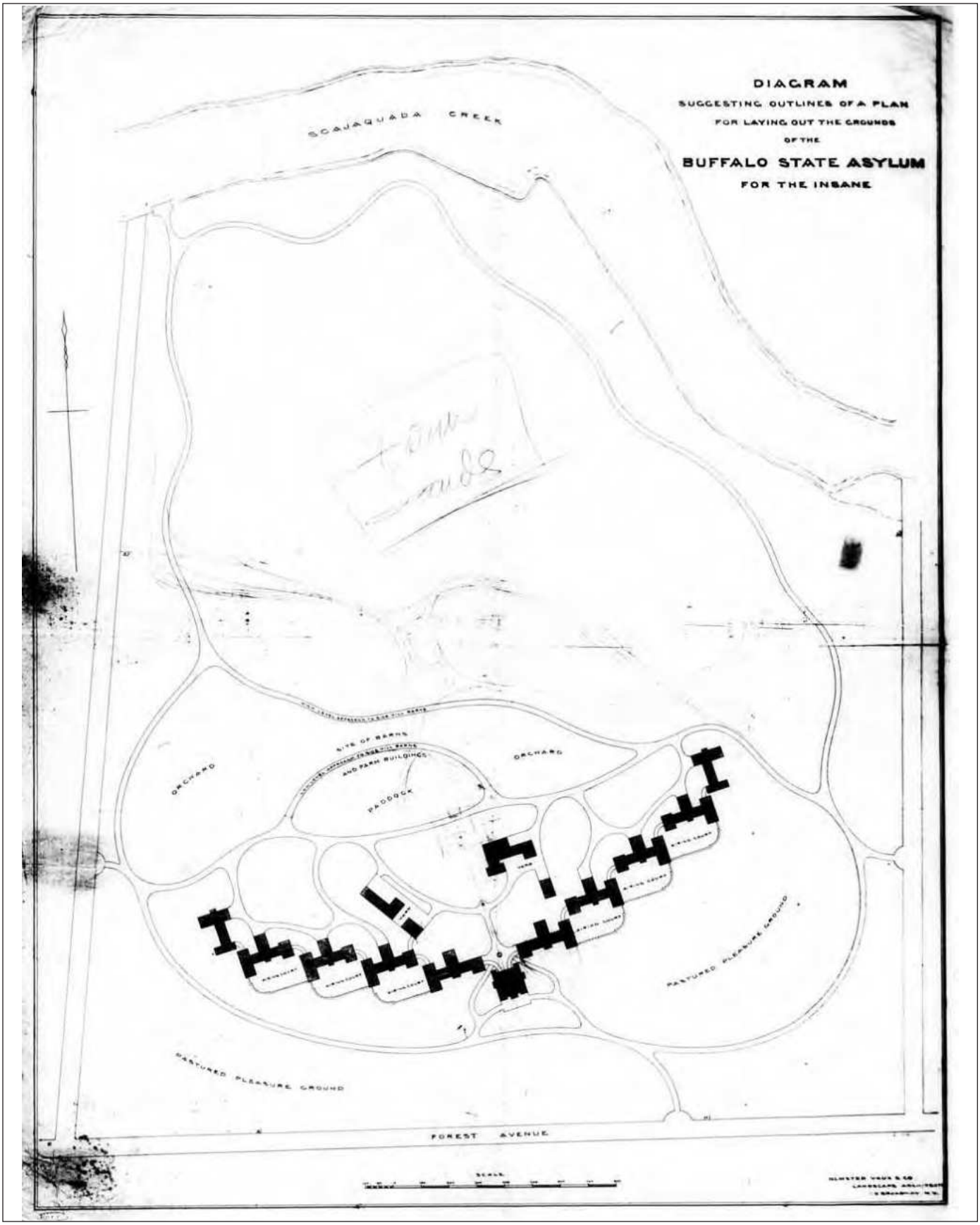
The overall open character of the Buffalo State Asylum landscape shifted dramatically when 90 acres of its grounds were conveyed from the State of New York to the City of Buffalo for use as an educational institution. Specifically, in 1927, the northwestern portion of the property was severed in half and the farmland portion was developed as the New York State Teachers College at Buffalo, later to become Buffalo State College (BSC). Modifications to the buildings and landscape of the Buffalo State Asylum 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 Asylum were demolished to make room for an adolescent treatment facility.

While treatment for people with mental illness in the original Buffalo State Asylum buildings ended in 1974, administrative functions within the original hospital continued until the early 1990's. The vacating of the Buffalo State Asylum by the BPC was part of an extensive statewide master planning effort undertaken by the New York State Office of Mental Health (OMH), which announced in 1997 its intention to divest itself of several psychiatric hospital sites, including the original Buffalo State Asylum. Factors in the decision to discontinue use of the Buffalo State Asylum included its declining physical condition and the absence of a feasible reuse plan.

Figure 2.1-2 illustrates the current configuration of the ROC including the original Buffalo State Asylum. Despite being reduced to 91 of its original 203 acres, the Buffalo State Asylum has been regarded as one of nation's great architectural treasures. Since the early 1970's, 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 Asylum to the National Register of Historic Places (NRHP) in 1973. After years of effort, the original Richardson-designed buildings were designated a National Historic Landmark (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 twelve nationwide "sites to save" and the Preservation League's statewide list of seven "sites to save."

However, 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 unrealized 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 Asylum buildings range 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.



Richardson Olmsted Master Plan
Buffalo, New York

Figure 2.1-1
Historic Configuration of the ROC



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 2.1-2
Current Configuration of the ROC

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:

- Regrading 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;
- Addressing dead and dying trees; and
- 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 New York State Assembly announced how $100 million in legislative appropriations, which had been dedicated 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 the Frank Lloyd Wright Darwin Martin House Visitor Center. The remaining $76.5 million was dedicated to the rehabilitation of the ROCs buildings and surrounding landscape. These funds are being administered by ESDC both 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 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 not-for-profit 501(c)(3) organization 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 board, also a not-for-profit 501(c)(3) organization, 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.

2.3.1 Richardson Center Corporation Vision Statement

The RCC envisions the rehabilitation of the ROC, comprised of the Richardson-designed buildings and Olmsted-designed 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 Richardson Architecture Center 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 collaboration between the RCC and the County of Erie.

2.4 Activities Taken to Date

2.4.1 2007 Urban Land Institute Advisory Panel

The reuse of the ROC is of critical 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* can be viewed at:

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

2.4.2 Building Stabilization

2.4.2.1 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 Richardson-designed 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.

2.4.2.2 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, the installation of a more extensive lighting, and 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 and 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.

2.4.2.3 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 clean up, ventilation, and prevention of water infiltration. Other activities are focused on the brick buildings and connectors and include temporarily sealing open areas in perimeter walls, stabilizing the north corner of Building 39 and regrading the site 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.

2.4.3 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

2.4.4 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

2.4.5 ROC Master Plan 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 (herein outlined in Chapter 2.5), 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 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.

2.5.1 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.
- 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

2.5.2 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 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 Richardson-designed 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

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3 DESCRIPTION OF THE PROJECT

3.1 Project Location

The ROC encompasses approximately 91-acres of land in the northwest portion of Buffalo, New York (see **Figure 2.1-2**). The site is comprised of the original Richardson-designed buildings and Olmsted-designed grounds and the newer BPC. The ROC is generally bounded:

- On the north by Rockwell Road;
- On the west by Rees Street;
- On the south by Forest Avenue; and
- On the east by Elmwood Avenue.

Approximately 38 acres and the historic Richardson-designed buildings have been designated as "surplus" property by the OMH and are available for redevelopment. The remaining 53 acres include 45.5 acres used by the OMH primarily for the BPC to carry out its mission of services to adults with mental illness, 2.5 acres used by BSC as its maintenance facility, and 5 acres dedicated to the Burchfield Penney Art Center (see **Figure 3.1-1**).

Initial RCC actions would focus activities on the surplus 38 acres of OMH land with the possibility of an additional 4.6 acres of OMH land along Forest Avenue (see **Figure 3.1-2**). These additional acres of land are considered an integral component of visually linking the historic Forest Avenue entrance with the original Buffalo State Asylum. At a later date, the RCC may seek to gain title to a 2.6-acre parcel of land along Rockwell Road in order to create a stronger visual connection to BSC on the northern side of the original Buffalo State Asylum. **Table 3.1-1** and **Figure 3.1-3** summarize existing uses on the 91-acre site.

3.2 Historic Significance

Portions of the ROC, including the Richardson designed Buffalo State Asylum and the Olmsted and Vaux designed grounds, are designated as a NHL and are on the State and National Registers of Historic Places. National Historic Landmark's are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. **Table 3.2-1** and **Figure 3.2-1** highlight the historic significance of the structures on the 91-acre site.

3.3 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:

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.

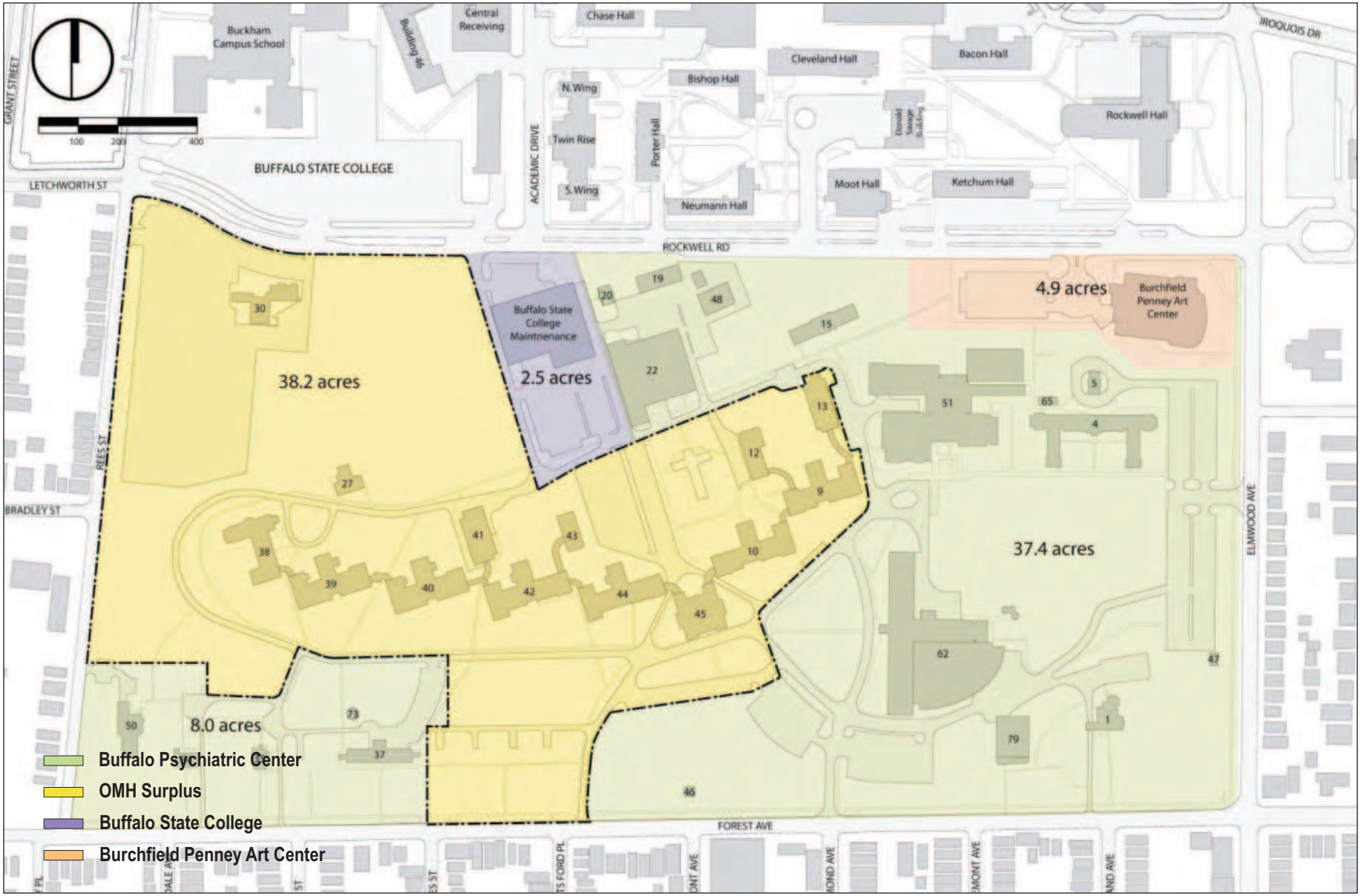
OBJECTIVES

- 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.

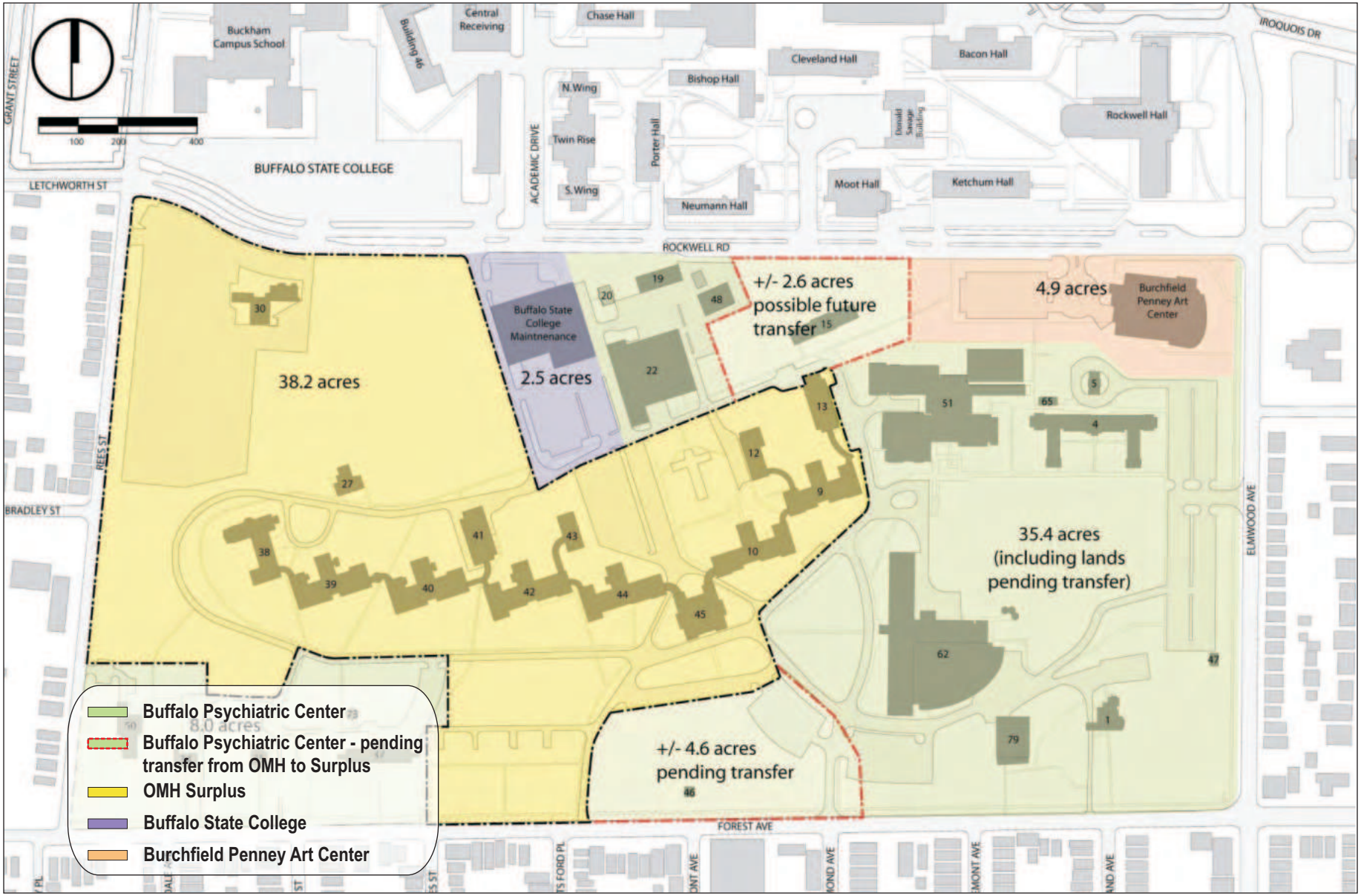
OBJECTIVES

- 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.
- 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.



Richardson Olmsted Complex Master Plan
Buffalo, New York

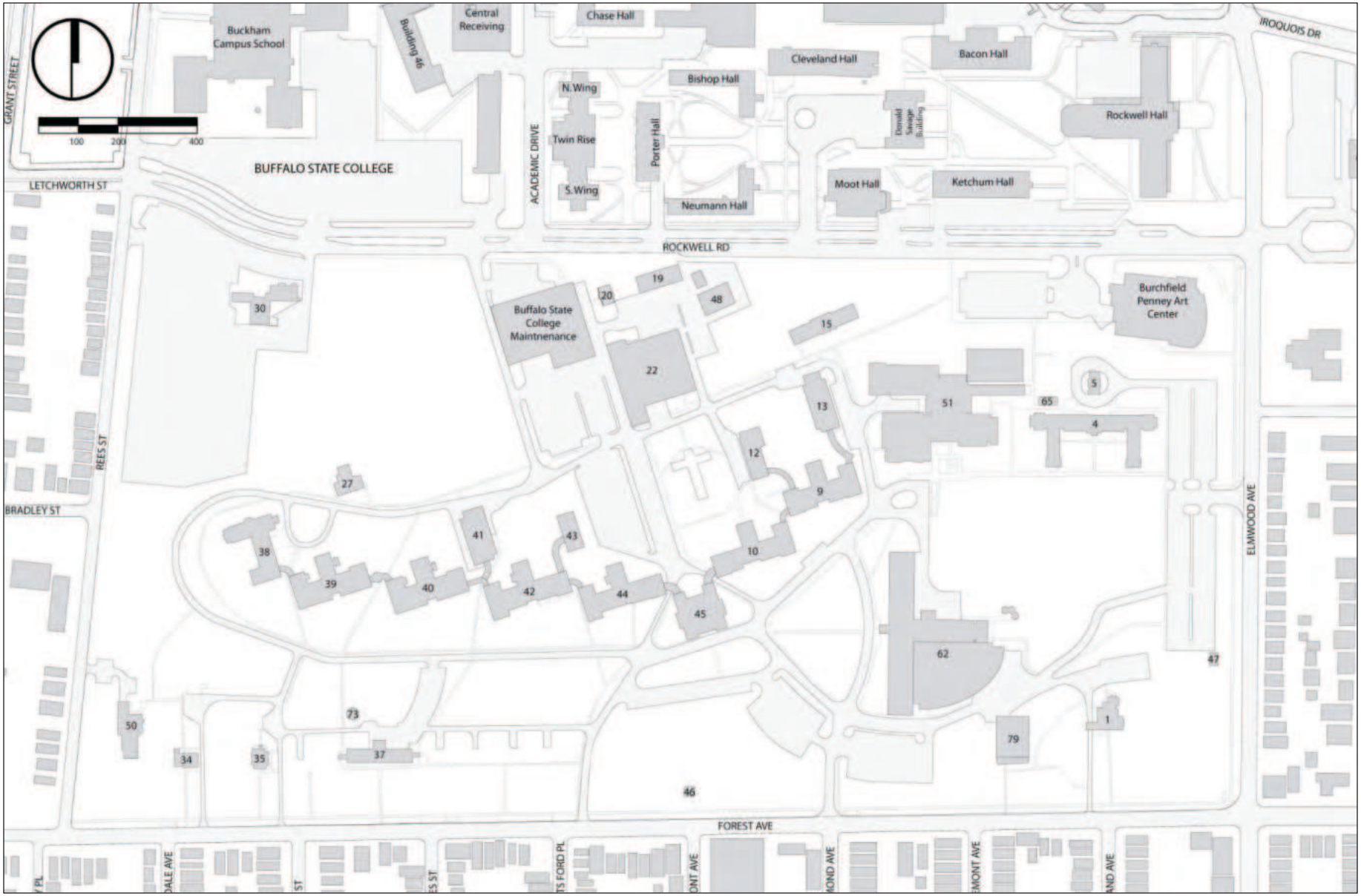
Figure 3.1-1
Existing OMH Surplus Property



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.1-2
Potential OMH Surplus Property

Existing Conditions LEGEND			
BLDG	Former Building Name	GSF*	OMH Current Use
1	SPR - Superintendent's Residence	10,320	Buffalo Federation of Neighborhood Centers
4	RB-Reception Building	59,768	Cudmore Heights Residential Care Center for Adults (RCCA)
5	KN-Kitchen	3,199	unoccupied
9	B-Male Ward	49,446	vacant
10	A-Male Ward	51,080	vacant
11	GH1-Greenhouse	0	remnant-foundations only
12	MK-Male Kitchen	8,120	vacant
13	MDH	33,836 (est)	not listed on OMH inventory
15	MAH-Male Attendants Home	23,772	vacant
19	GA1-Garage	1,873	Transportation-Grounds
20	OF-Off ce	2,090	vacant
22	WB	34,090	Work Control/Maintenance
27	FTW-Female Tuberculosis Ward	3,548	vacant- fmr. picnic pavilion
30	MNT/WAG-	6,556	SUNY Storage Facility
34	R2-Staff Residence	4,811	Penthouse social club
35	SR-Steward's Residence	4,589	Transitional Service, Inc. Hostel House (OMH lease)
37	NH2-Nurses Home	23,151	OASAS-Addiction Treatment Center (shared service agreement w/OMH)
38	J-Female Ward	19,200	SUNY Storage Facility
39	I-Female Ward	37,731	vacant
40	H-Female Ward	37,731	vacant
41	FDH-Female Dining Hall & Kitchen	33,362	vacant
42	G-Female Ward	53,182	vacant
43	FK-Female Kitchen	12,538	vacant
44	F-Female Ward	53,430	vacant
45	AB-Administration Building	63,241	vacant
46	UT1	608	Utilities: Forest Avenue RPZ
47	UT2	611	Utilities: Elmwood Avenue RPZ
48	EL	1,120	Utilities: Electrical Substation
50	IP	13,172	Olmsted Residence SOCR
51	RH	76,284	Inpatient Program Space
62	ITB/ITB2-Reception & Intensive Treatment Bldg	284,780	Inpatient Residential Services
66	AC2	0	Utilities: Rehab Chiller
73	PAV1	0	OASAS Pavilion
79	VS	9,925	Vocational Services Building
N/A	Buffalo State College Maintenance Building	35,600	Clinton Center (not OMH property)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.1-3
Existing ROC Building Uses

Historic Significance: Buildings
LEGEND

Inside the NHL Boundary

Contributing to NHL (1896 or earlier)

9	B	1800 Male Ward
10	A	1800 Male Ward
11	GHI	1800 Green House (demolished, walls remain)
12	MK	1800 Male Ward
30	WAG	Pre 18896 Barn/Wagon Shed
38	J	1895 Female Ward
39	I	1895 Female Ward
40	H	1895 Female Ward
42	G	1895 Female Ward
43	FK	1894 Female Kitchen
44	F	1891 Female Ward
45	AB	1880 Administration Building

Not Contributing To NHL Status, but NR Eligible (after 1896)

13	MDH	1923 (not listed on OMH Inventory)
27	FTW	1909 Female Tuberculosis Ward
15	MAH	1905 Male Attendants Home
20	OF	1925 Office/Mortuary
34	R2	1937 Staff Residence
35	SR	1910 Steward's Residence
37	Nh2	1930 Nurses Home
41	FDH	1930 Female Dining Hall

Not contributing to the NHL and not NR eligible

19	GAI	1968 Garage
22	WB	1872-95 Powerhouse
46	UTI	1993 Utility Building
48	EL	1993 Building
50	IP	1988 Building
73	PAVI	1992 OASAS Pavillion

NHL Boundary (designated by the National Park Service)

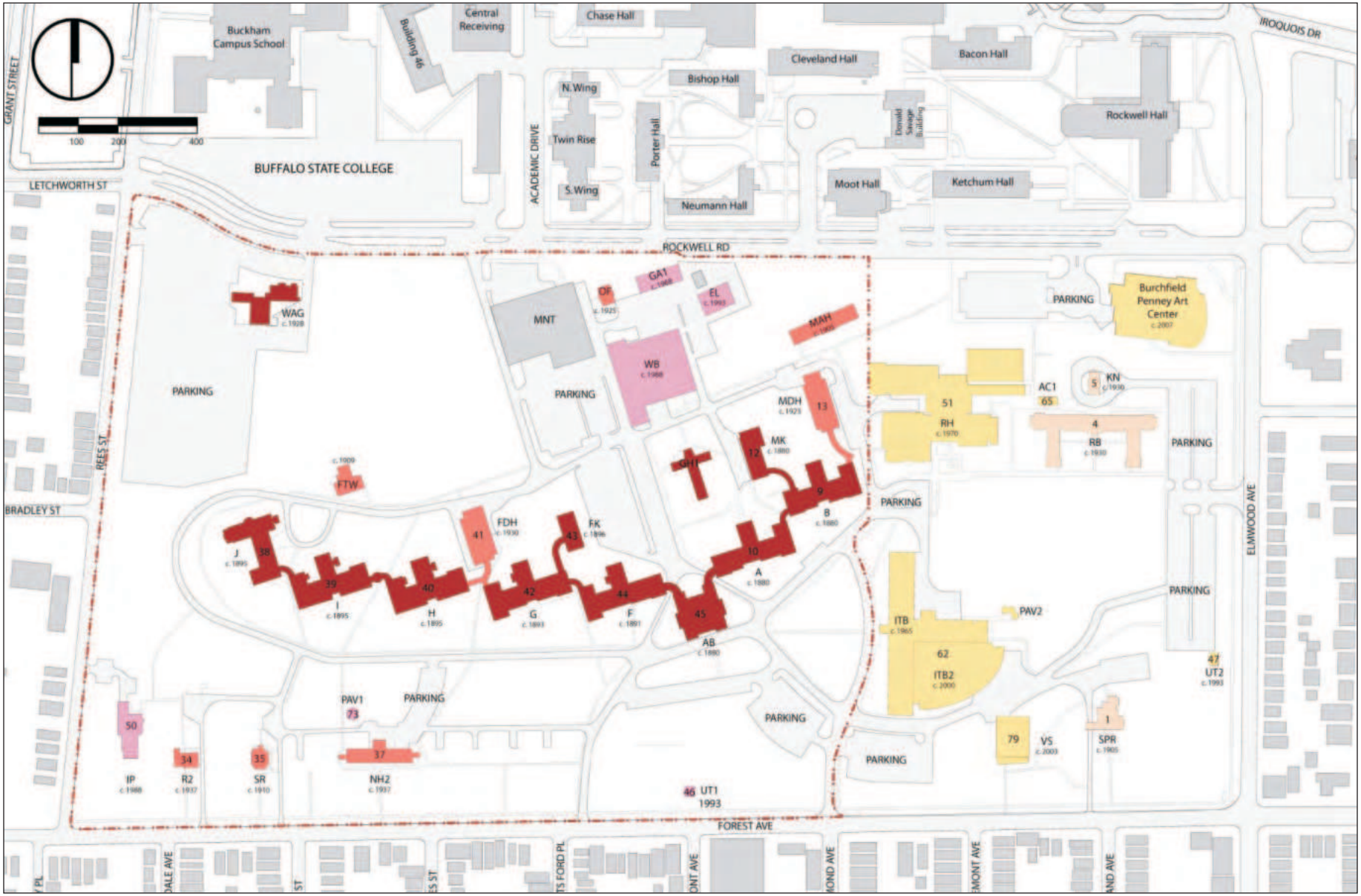
Outside the NHL Boundary

Eligible for the NR

1	SPR	1905 Director's Residence
4	RB	1930 Reception Building
5	KN	1930 Kitchen Building

Not eligible for the NR

47	UT2	193 Building
51	RH	1970Rehabilitation Building
62	ITB	1965 Strozzi Building and 1992 Addition
65	ACI	1987 Utility Building
79	VS	2003 Vocational Services
		2007 Burchfield Penney Art Center



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.2-1
Historic Signficance of the ROC's Structures

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.

OBJECTIVES

- Apply sustainable design principles in ROC reuse.

3.4 Design Constraints and Considerations

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

3.4.1 Project Scale and Condition

With over 487,000 square feet of vacant historic buildings space and 32.8 acres of land within OMH's surplus area, 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 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.

3.4.2 Building Layout / Configuration

The Richardson-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 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.

3.4.3 Buffalo Psychiatric Center

The OMH is anticipated to continue operation of the BPC on site into the foreseeable future. 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.

3.4.4 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 provides a unique opportunity to provide a striking alee and arrival sequence whether arriving by foot or by vehicle. However, this viewshed and this arrival sequence is interrupted and blocked by the BSC and BPC maintenance buildings currently located along Rockwell Road. These maintenance facilities must remain operational at their current locations until agreement is reached with the respective owners to relocate the facilities and suitable sites and funding are identified to enable such relocations.

3.4.5 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.

3.4.6 Historic Cultural Landscape

The significance of the Olmsted-designed grounds as a cultural landscape would influence much of the redevelopment of the ROC. As noted in the Cultural Landscape Report (see Section 2.4.4), the grounds retain some character-defining features of Olmsted's original intentions. 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 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.

3.4.7 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 only permitted 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 considerations 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.

3.4.8 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.

3.5 The Project and Alternatives Considered in the GEIS

The DGEIS will evaluate the potential impacts resulting from a No-Build Alternative and the Project.

3.5.1 No-Build Alternative

The No-Build Alternative is considered in order to establish a base line 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 regarding the soils away from build foundations. Public access 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.

3.5.2 The Project

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 Richardson designed buildings comprising the former Buffalo State Asylum and the Olmsted and Vaux designed grounds. The ROC Master Plan seeks ways to reuse the existing Richardson designed buildings and aspires to integrate additional facilities in a manner complimentary to the original sprit of the site.

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

- RCC gaining title to State-owned lands/buildings at the ROC that are currently designated as surplus by OMH as well as additional areas of non-surplus lands, as described in Section 3.1. 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 - a not-for-profit entity commissioned by the former Governor to rehabilitate the ROC. It is anticipated that these bills will pass by the end of the session in June, 2010. Consultation with the City of Buffalo will be required for modification or waiving its "reversionary rights" to the property.
- RCC applying to the City of Buffalo to amend the City Zoning Ordinance surplus lands to permit the uses proposed in the ROC Master Plan. The surplus land 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.
- ESDC entering into a grant agreement with 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 a General Project Plan (GPP) that would be adopted by the ESDC Board of Directors after completion of required public hearing and SEQRA processes. 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.

3.6 Project Development Stages

The Project would be implemented in stages (i.e., The Core Project, Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding) over a multi-year period with flexibility to accommodate market conditions and as improvements to on-site capacity is developed. However, the DGEIS only focuses on the potential future impacts based on the complete build out of the "The Core Project" stage of the ROC Master Plan. The other identified future stages of development (i.e., Expanded Core Project, Full Reuse of All Historically Significant Structures, and Development Landholding) are assumed to be implemented at later future date and, as applicable, would require additional environmental review beyond the scope of this DGEIS. The Project stages are described below.

3.6.1 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 square feet of development (i.e., architecture center, visitor center, boutique hotel, and conference and event space). As noted, the DGEIS only focuses on the potential future impacts based on this development stage of the ROC Master Plan.

The Core Project would initiate the rehabilitation of the buildings and grounds. 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 3.6-1**) 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.

3.6.1.1 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.

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 Baseline Priorities, the significance of the South Lawn as a space of gathering and recreation would be recaptured. This would be achieved by reconfiguring the drives to the south of Building 45, relocating surface parking, constructing paths, and planting new trees to reinstate the once pervasive canopy.

More specifically, surface parking lots in front of Building 45 (approximately 112 surface parking spaces) would be removed and relocated to areas that meet the needs of the BPC. The relocation of these surface parking spaces, currently used by the BPC, would need to have minimal or no adverse impact on their operations. With the removal of the surface parking spaces to the south of the Building 45, a new entry drive would be created that recalls the historical alignment of Olmsted's cart way. The new roadway would help to define landscape improvements to the south of Building 45. To the north, an access road would be constructed to provide drop-off and initial parking for an architecture center.

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. A new arrival loop, utility services, lighting, service drives, walks, and plantings would prepare the infrastructure necessary to facilitate access.

3.6.1.2 Stabilize Buildings

Building stabilization efforts – beyond initial emergency repairs discussed in Section 2.4.2– would be undertaken in a manner that would satisfy the U.S. Secretary of Interior's Standards for

Rehabilitation in order to avoid disqualification of 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 and reinstating passive ventilation. Exterior masonry would be repaired and re-pointed and older asphalt shingles on the roofs would be replaced. The brick female ward buildings 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.

3.6.1.3 Increase Public Access

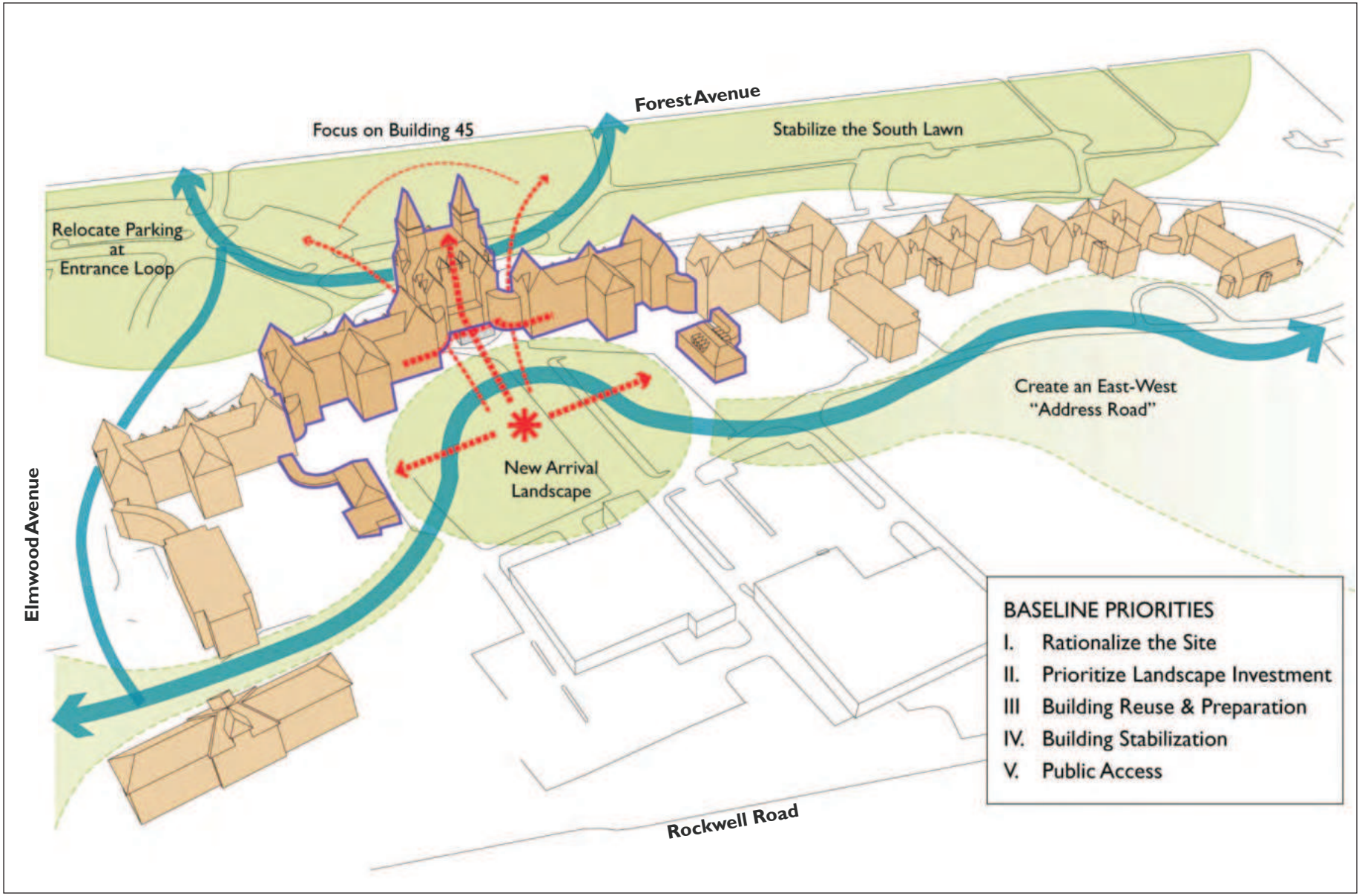
Currently, the public is prohibited from accessing the historic buildings and portions of the historic grounds. The Baseline Priorities assume that the RCC would gain control of the property from OMH. This transaction would provide greater authority on the part of the RCC to allow future public access 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.

Once the Baseline Plan priority investments have been implemented, the remainder of the Core Project would begin with substantive development in the historic structures. For example, rehabilitation of the historic complex would be initiated by locating new uses in Building 45 – the primary iconic building of the complex. Overall, 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 3.6-2 and 3.6-3)**. Also, all connectors would be utilized for a potential "coatless" connection amongst all of the core structures.

The Core Project would to create 188,000 gross square feet of development. While the exact distribution of the Core Project program is not yet determined, the following uses would be targeted:

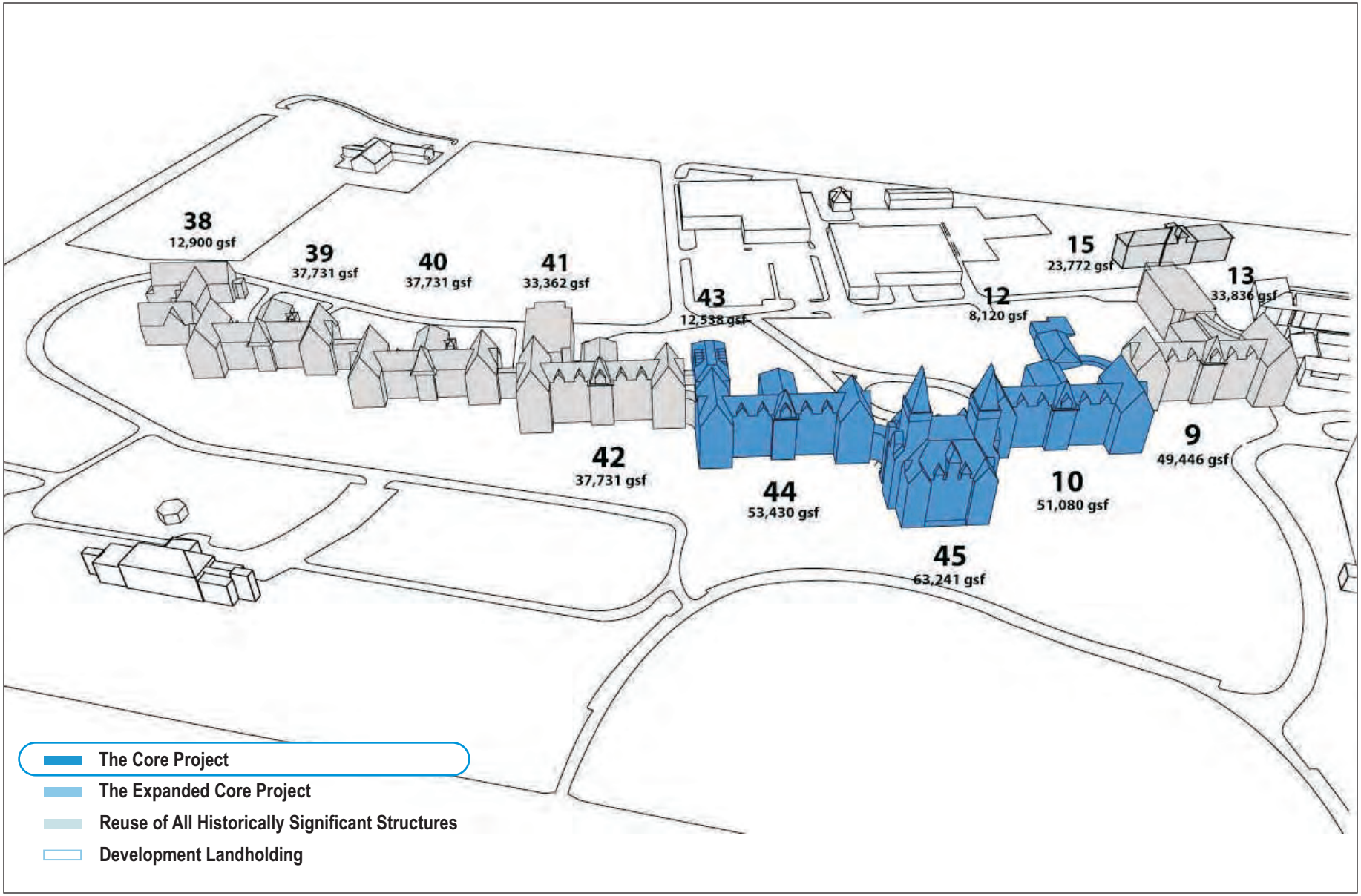
- Architecture center;
- Visitor center;
- Boutique hotel; and
- Conference and events space.

The addition of a new shared entrance on the north side of Building 45 also would be included in the Core Project. 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. Anticipating this new entry in conjunction with an increase in vehicular traffic, all or part of an



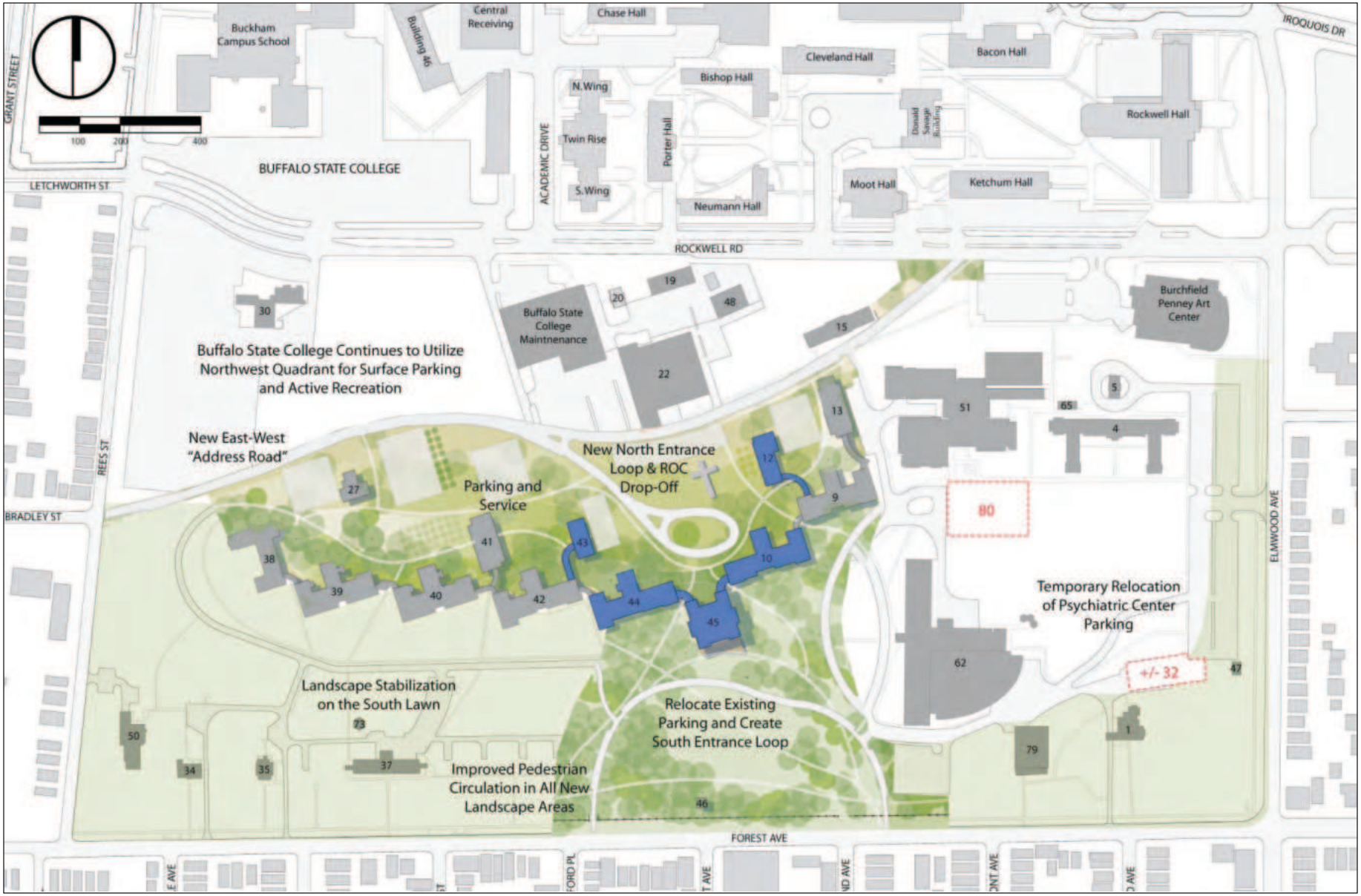
Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-1
Baseline Priorities



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-2
Core Project
Bird's-Eye View



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-3
Core Project
Plan View

East-West Address Road would be implemented. This road would allow the north entrances to all of the historic structures to be used for service and parking, minimizing the impact on the South Lawn and creating unique "addresses" for new development.

A new vehicular entrance from the north would allow the South Lawn to retain its park-like character when the site begins to be used more heavily. 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. The north approach to the ROC would be for heavier traffic, service, and large group access.

3.6.2 Future Project Stages

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 all of the historic stone buildings of the ROC along with the outbuildings in close proximity to the wards (see **Figures 3.6-4** and **3.6-5**). Specifically, Buildings 9, 13, and 15 to the east of the Core Project and Building 42 to the west would be developed. Collectively, these buildings would house an additional 161,000 gross square feet of active uses, as market demand permits. The remainder of the historic structures (Buildings 38-41) would be stabilized and mothballed, pending the identification of a suitable use. Site improvements would continue with the removal of unnecessary roads and parking lots, pedestrian and vehicular circulation system improvements, maintenance and installation of site vegetation, and relocation of the BPC maintenance facility.

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 **Figures 3.6-6** and **3.6-7**). Due to the high repair costs associated with these brick buildings, 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. Comprised of an additional 131,000 gross square feet, 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. 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.

Development Landholding

A 21.5-acre portion of the Project Area, referred to as the "Northern Lands" (see **Figure 3.6-8** and **Figure 3.6-9**), represents potential opportunities for 250,000 – 400,000 square feet of new development that could enhance the complex and bring necessary revenue to the ROC. No specific uses have been identified for the Northern Lands area at this time. Should 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 for open parkland.

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 Section 5.21).

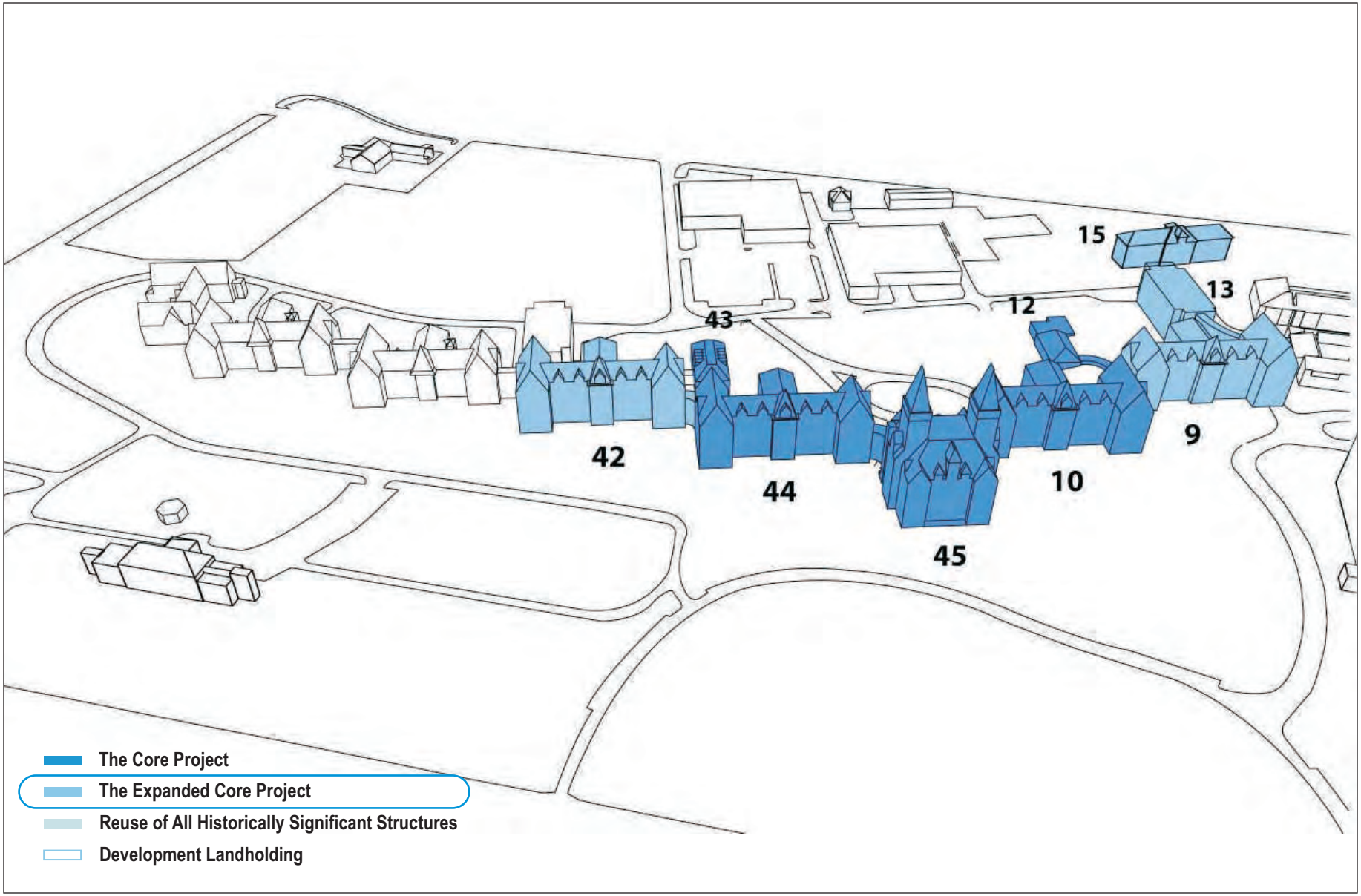
3.7 Alternatives Considered but Eliminated from Detailed Study

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 **Figures 3.7-1** and **3.7-2**) was selected from the four emerging alternatives and advanced by the RCC as the preferred alternative. This alternative 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 allows for an economically viable project thought 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.

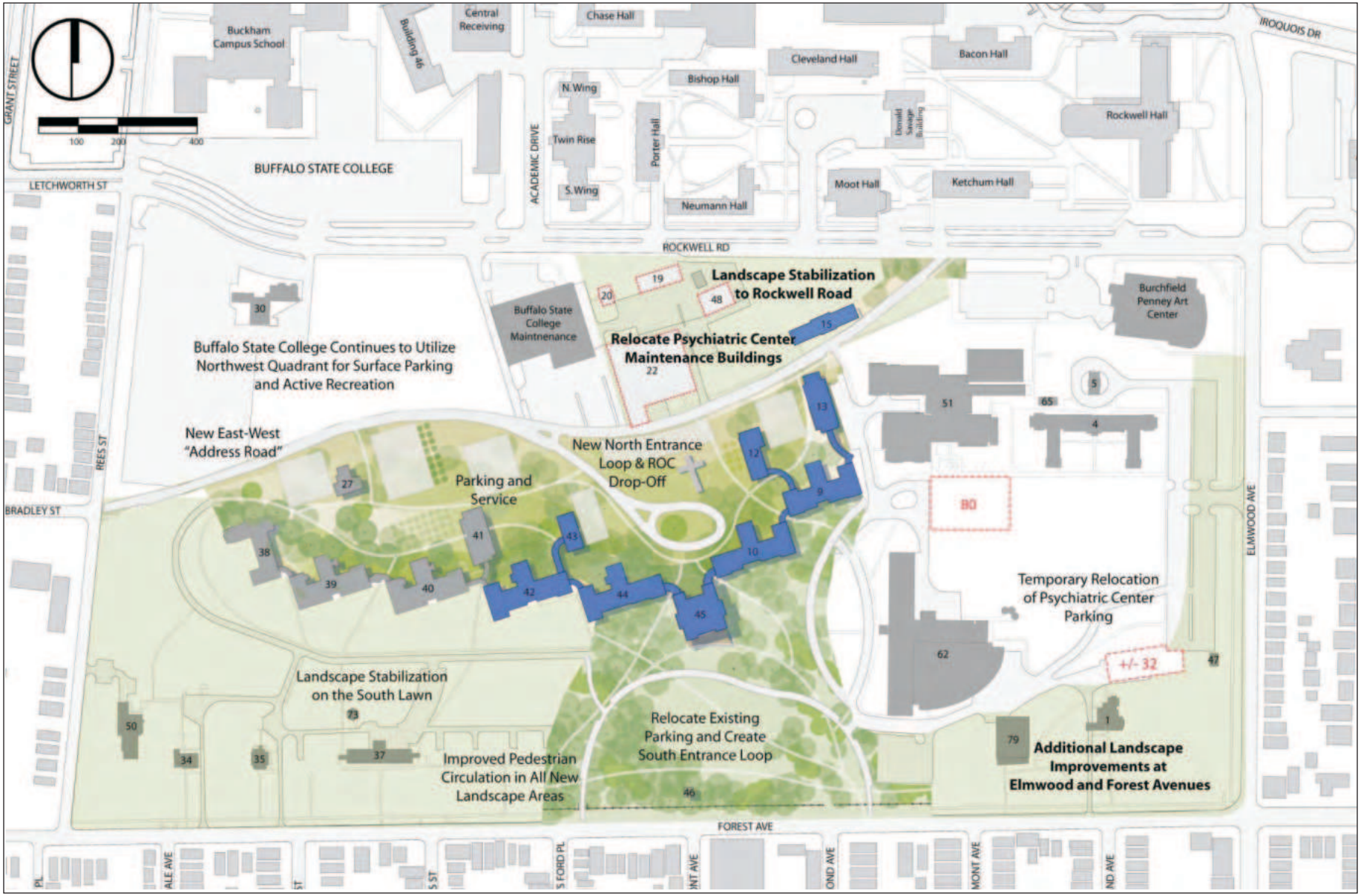
Northwest Quadrant Alternative

The North Quadrant alternative, as shown in Schemes A, B, and C (see **Figures 3.7-3** through **3.7-5**), 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



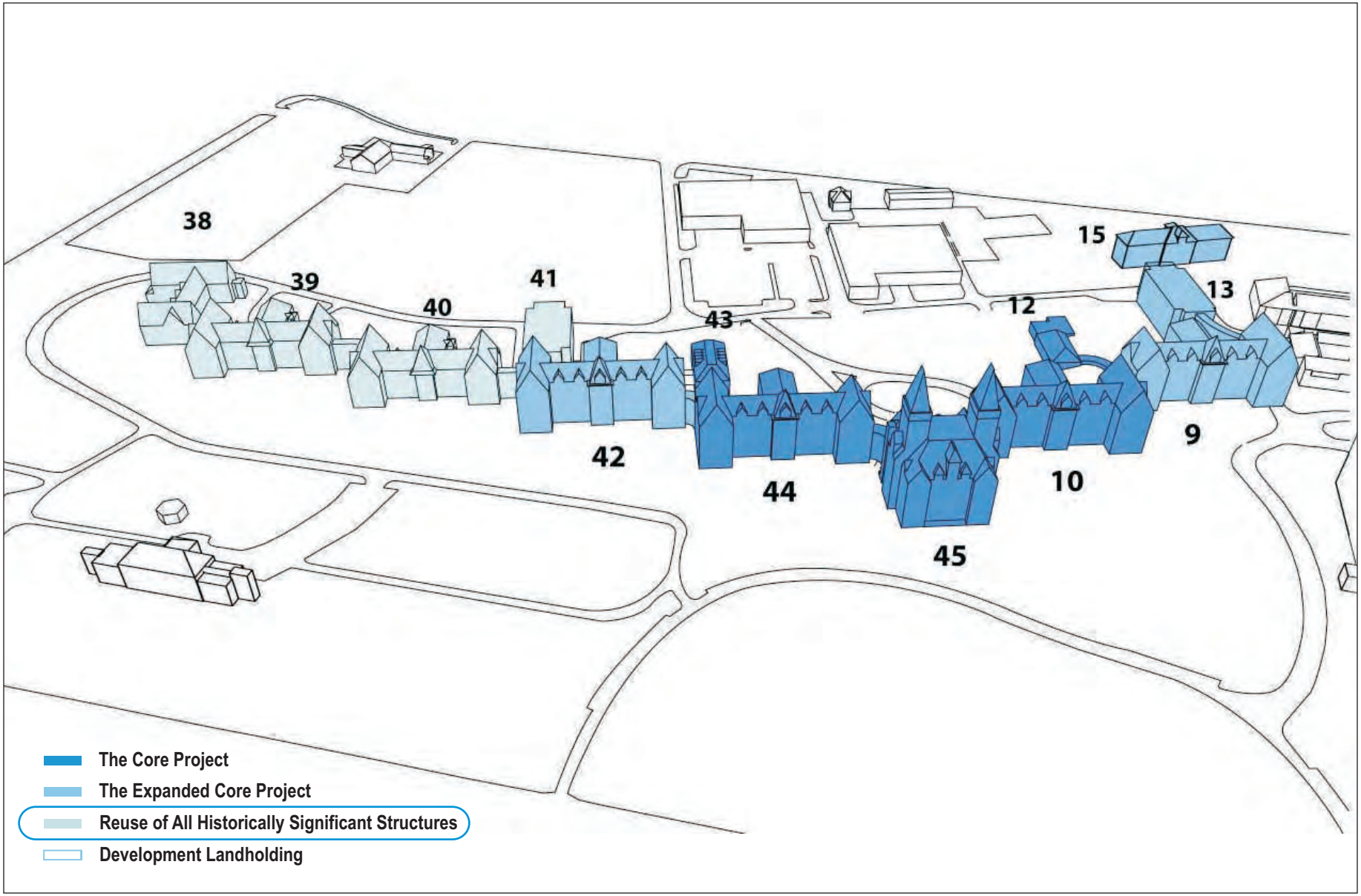
Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-4
Expanded Core Project
Bird's-Eye View



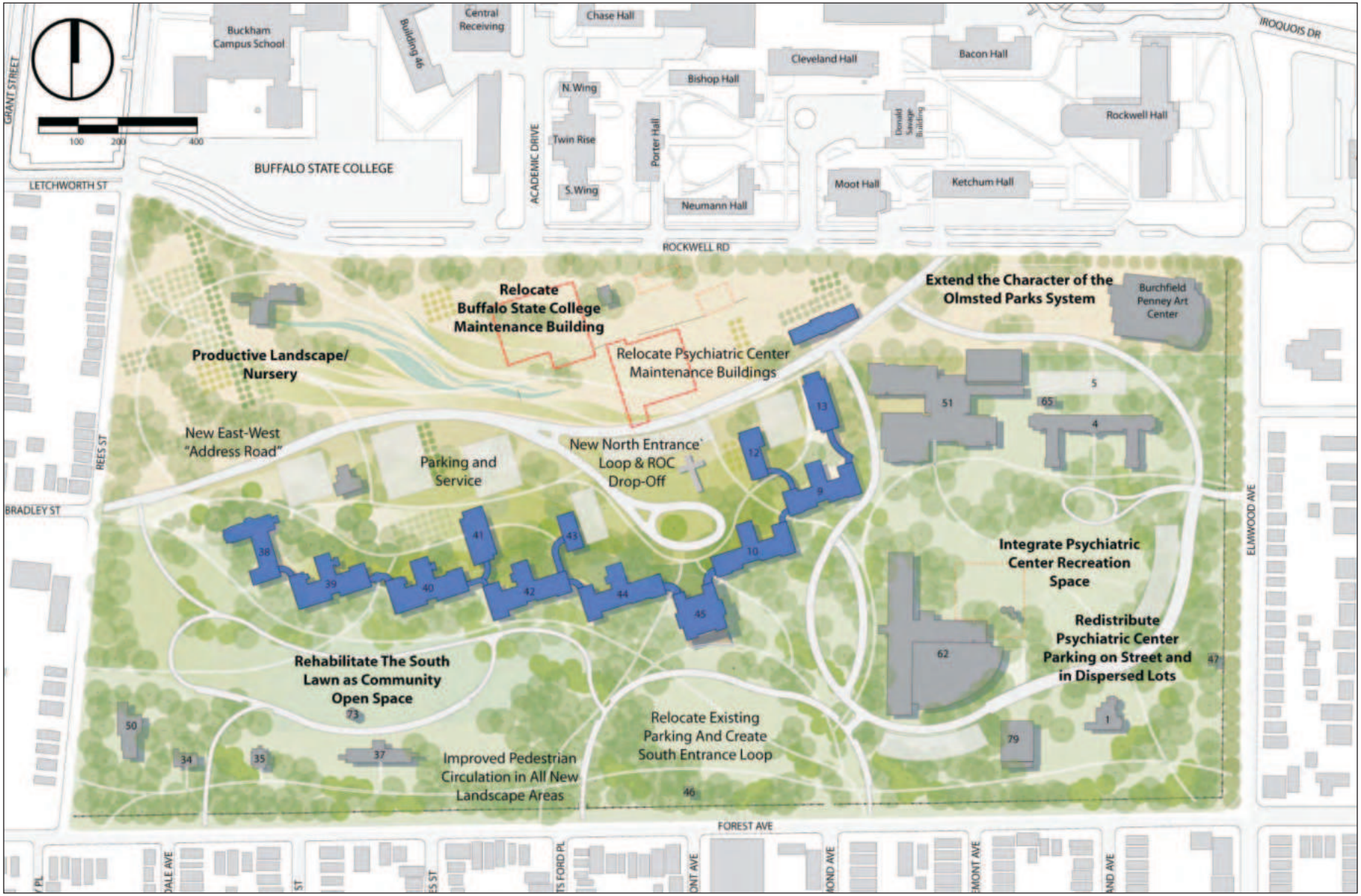
Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-5
Expanded Core Project
Plan View



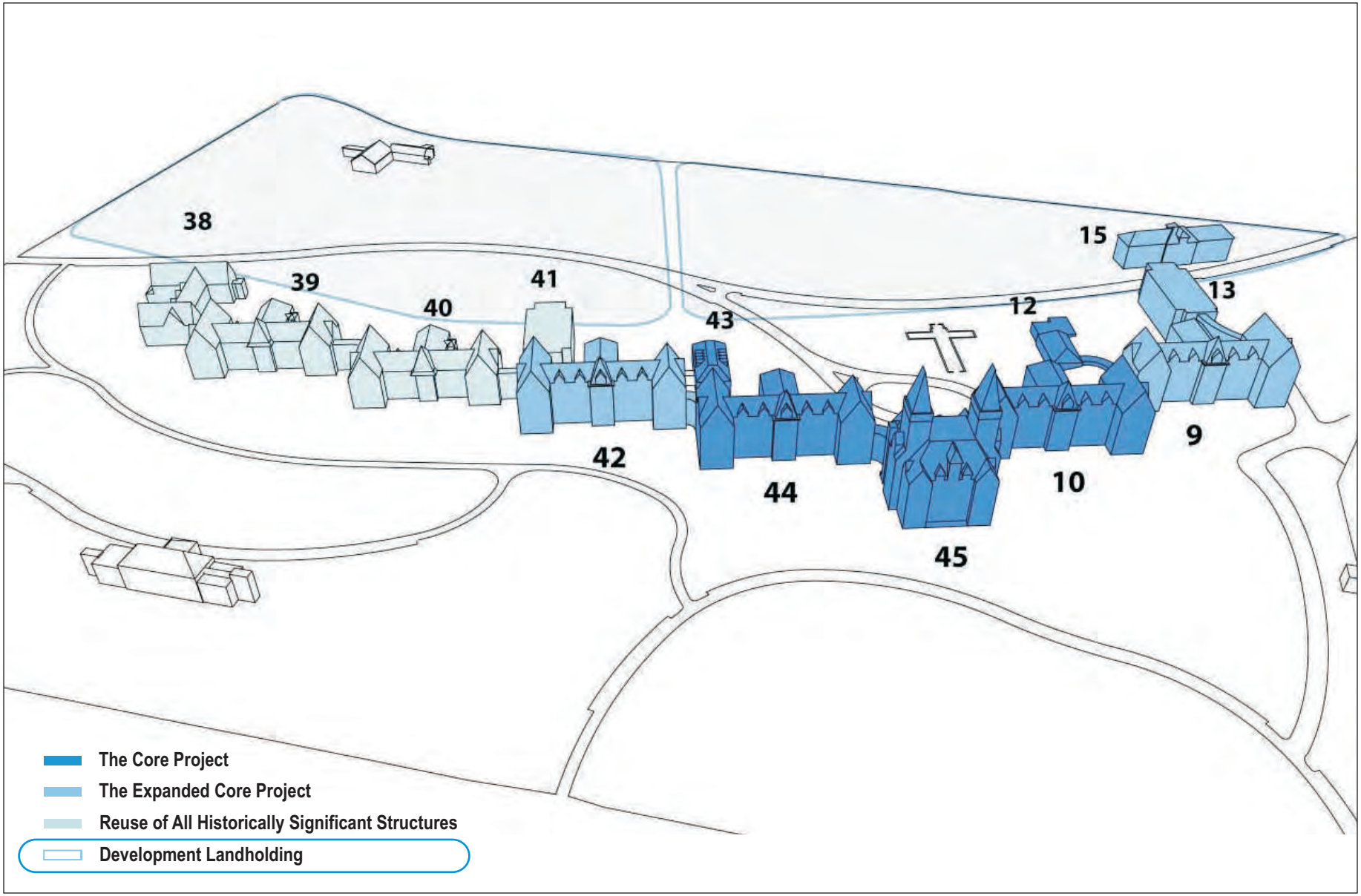
Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-6
Reuse of All Historically Significant Structures
Bird's-Eye View



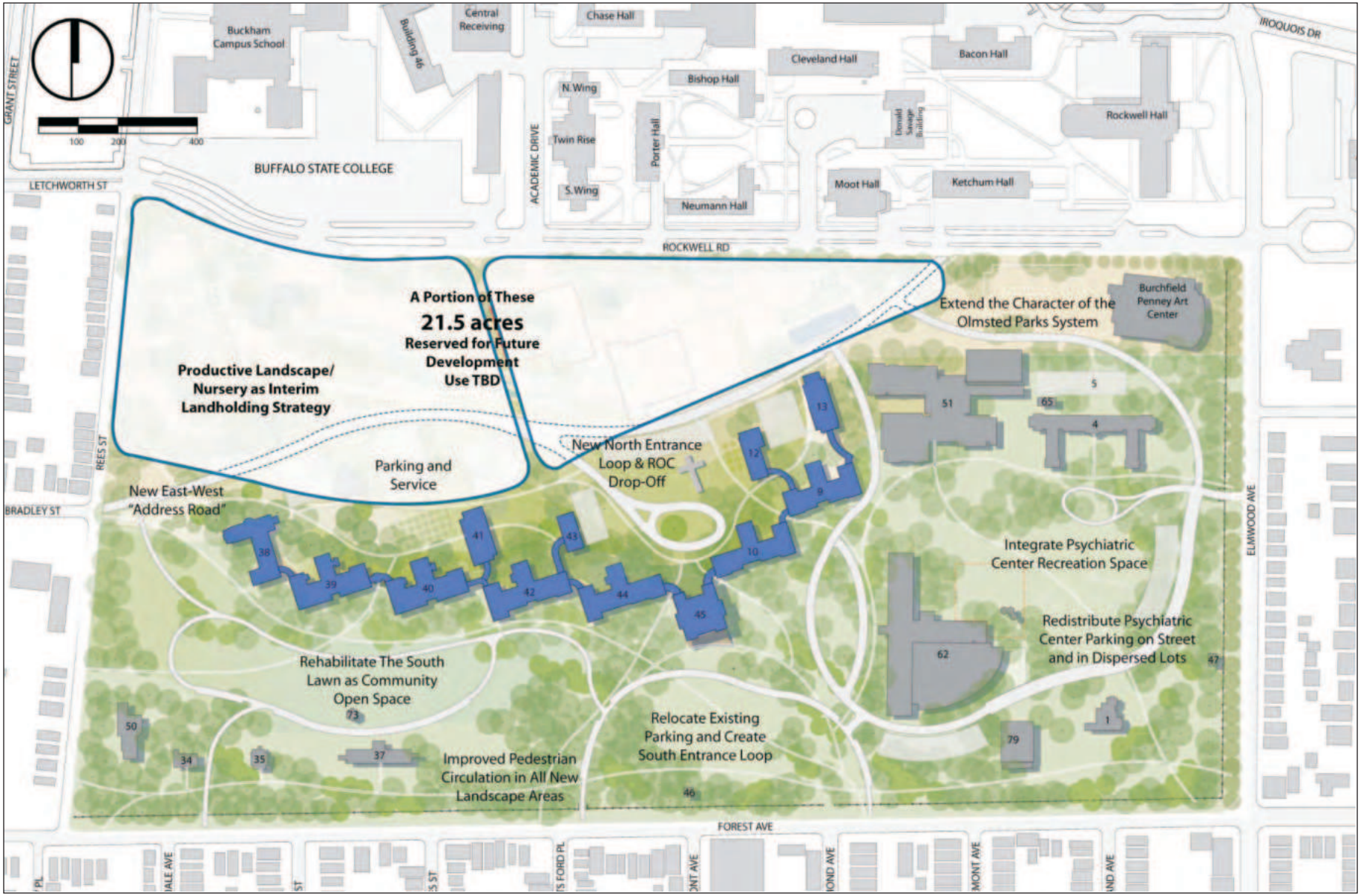
Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-7
Reuse of All Historically Significant Structures
Plan View



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-8
Development Landholding
Bird's-Eye View



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.6-9
Development Landholding
Plan View



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-1
Alternative 1 - East West Address Road (Scheme A)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-2
Alternative 1 - East West Address Road (Scheme B)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-3
Alternative 2 - Northwest Quadrant (Scheme A)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-4
Alternative 2 - Northwest Quadrant (Scheme B)

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, as shown in Schemes A and B (see **Figures 3.7-6** and **3.7-7**), 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 meet the goal of an economically viable mixed-use campus.

Rockwell Loop Alternative

The Rockwell Loop alternative, as shown in Schemes A and B (see **Figures 3.7-8** and **3.7-9**), 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.

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Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-5
Alternative 2 - Northwest Quadrant (Scheme C)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-6
Alternative 3 - Central Development (Scheme A)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-7
Alternative 3 - Central Development (Scheme B)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-8
Alternative 4 - Rockwell Loop (Scheme A)



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.7-9
Alternative 4 - Rockwell Loop (Scheme B)

4 ENVIRONMENTAL REVIEW PROCESS

4.1 What is a Generic Environmental Impact Statement?

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 on a more project-specific or site-specific basis in a conventional EIS. GEISs that are prepared before development or other activities are proposed give agencies an opportunity to plan their future courses of action to avoid or mitigate such impacts. A GEIS may include site-specific analyses for components of a proposed project that are well defined, and establishes thresholds for impacts of project elements that are more conceptual and/or are not fully developed at the time of the assessment.

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.

Because the Project is based upon a master plan involving both well defined immediate and short-term elements (e.g., Core Project) and certain elements that would be designed and developed in the future as market forces allow (e.g., Expanded Core Project, Northern Land Holdings), it was determined that a GEIS was the most appropriate way of addressing the environmental review.

4.2 Steps in the Review Process

The SEQRA process for the Project and GPP will involve the following steps:

- A Scoping Process was initiated to identify the issues/methodologies that will be used to evaluate potential impacts resulting from the Project. As part of this process, a Public Scoping Period including a Public Scoping Meetings was held to solicit comments and concerns from various agencies, interest groups and individuals regarding the Project. See Section 7 of this Final Scoping Report for more details on the Public Scoping Period.
- ESDC will prepare a GPP in accordance with its public review requirements under the NYS Urban Development Corporation Act. The GPP will set forth, in detail, the components of the ROC Master Plan, funding sources, and expected results from development of the ROC Master Plan.
- ESDC and RCC will facilitate the preparation of the DGEIS to analyze potentially significant adverse impacts that may result from the Project. In addition, the DGEIS will document assumed thresholds and review procedures for assessing environmental impacts for less-defined project elements, as well as measures designed to mitigate any potential significant adverse impacts.

- After the ESDC Board of Directors determines that the DGEIS is complete, a Notice of Completion for the DGEIS will be distributed by ESDC in accordance with SEQRA requirements and published in Environmental Notice Bulletin (ENB). Copies of the DGEIS will be made available pursuant to 6 NYCRR 617.12(b) and placed on the RCC website. One or more public hearings will be held to solicit comments on the DGEIS and GPP, upon the provision of statutorily mandated notice (notice will be published in appropriate local newspapers at least 14 days in advance), thereby initiating a minimum 30-day-long public comment period on the GPP and DGEIS. Such notice will also indicate the time and location of a Public Hearing that will be held to receive comments on the documents. Written comments in addition to or in lieu of comments received at the Public Hearing will be accepted during a comment period.
- Following the close of the comment period on the GPP and DGEIS all comments received in writing and at the public hearing will be reviewed and incorporated into the Final GEIS (FGEIS) for the Project, including all necessary revisions, additions, and clarifications to the document, as well as categorized responses to comments received.
- Once deemed completed by the ESDC Board of Directors, a Notice of Completion of an FGEIS will be distributed by ESDC, and published in the ENB.
- Following a minimum 15-day period after the publication of the Notice of Completion for the FGEIS, a Statement of Findings in accordance with SEQRA will issued by the ESDC Board of Directors and filed with all involved state/local agencies completing the SEQRA documentation on the Project. In turn, the ESDC Board will affirm the GPP with any necessary refinements and/or revisions, if necessary.
- Following the issuance of a Statement of Findings and affirmation of the GPP, the project will be reviewed by the NYS Public Authorities Control Board (PACB).
- Assuming PACB approval, design and construction of immediate and short-term funded components will commence.
- As future development components envisioned under the Project are fully defined and designed, they will be reviewed against the thresholds and assumptions outlined in the FGEIS and Findings Statement. If the scale and characteristics of such future development is consistent with such standards or thresholds, no further documentation will be required under SEQRA. Should a particular component, when fully designed, exceed any threshold or standard established in the FGEIS or be determined to potentially result in a impact not considered in the FGEIS or Finding Statement, an additional environmental review and possibly a Supplemental EIS will be prepared to address such issues.

5 PRELIMINARY SCOPE OF THE DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT

DGEIS analysis will primarily focus on Core Project activities as those are likely to be achieved in the near-term with available resources. The DGEIS will provide a clear and concise overview of the Project and its purpose; the underlying public need and benefits; the existing environmental setting; potential environmental impacts and mitigation measures; and alternatives considered in defining the Project. The following sections outline the key information to be addressed in the DGEIS. As appropriate, this section identifies the potentially significant adverse impacts associated with the Project, the extent and quality of information needed to address each impact and the initial identification of mitigation measures.

5.1 Project Description, Purpose, Public Need, and Benefits of the Project

In this section, the DGEIS will summarize the background and history of the Project, focusing upon the conditions and circumstances that have led to consideration of the Project and its preferred alternative.

This section will include a statement of the goals and objectives underlying the efforts of the RCC to sponsor, undertake, and fund the activities associated with the Project. It will also describe the public need for the Project, including an overview of the social, economic, and environmental benefits anticipated to result from the Project.

5.2 Cultural/Historic Resources

Because the Project would involve the expenditure of State funds, it must be evaluated for its potential effects to cultural resources (i.e., historic structures and archaeological resources) that are on or eligible for the State and National Registers of Historic Places (NRHP) in accordance with Section 14.09 of the NYS Historic Preservation Law. Moreover, the Project would involve the reuse of the Richardson-designed complex, which is on the NRHP and a National Historic Landmark (NHL), as well as the rehabilitation, as best as possible, of the surrounding landscape, which was designed by Olmsted and Vaux.

In addition, the DGEIS will document these and any other cultural resources within the project area. In fact, thorough documentation of ROC cultural resources have already commenced with the preparation of a Historic Structures Report (see Section 2.4.3) and a Cultural Landscape Report (see Section 2.4.4). These documents will serve as a reference for the DGEIS, which will summarize their findings and offer mitigation measures for the Project, if necessary. The DGEIS will also serve as the framework for required consultation with New York State Office of Parks, Recreation and Historic Preservation (OPRHP), which will play a significant role in the assessment of cultural resources potentially affected by the Project and in the subsequent coordination of appropriate mitigating measures. Given the importance of the ROC, OPRHP

historic review staff has maintained a close relationship with RCC efforts to date and participate on the RCC board.

Due to the relationship of the Project to the Scajaquada Creek, and the potential for Native American resources, the entire area has been determined to be archaeologically sensitive. Because of this determination, the OPRHP recommended in a letter dated June 17, 2008 that there is no need for a Phase 1A literature search assessment. OPRHP further recommended that a Phase 1B assessments be undertaken for any excavation or ground disturbing activity at the time of implementation. The DGEIS will use the Historic Structures Report and Cultural Landscape Report to identify where prior ground disturbing activities may have occurred in an effort to refine areas subject to Phase 1B investigations.

5.3 Visual Resources

Implementation of the Project is expected to result in beneficial impacts to the visual quality of the project area by incorporating a variety of experiences reminiscent of the historic development characteristics – in both structure and landscape perspectives – that were once present on the site. Moreover, the Project is anticipated to strengthen the neighboring community character through the formalization of linkages to and among nearby community amenities, such as BSC, the Museum District, Delaware Park, Richmond Avenue, and the Elmwood Village.

As presented in the ROC Master Plan, a goal of the Project is to rehabilitate the Richardson-designed buildings to accommodate new uses. This includes the potential construction of a modern addition on the north side of Building 45 to provide entry/access, vertical circulation and space for the architecture and visitor centers. To document the visual character of the project area and the surrounding setting, a visual impact assessment will be prepared as part of the DGEIS to describe building heights, scale, bulk and design elements of neighboring structures as they relate to the Project. Any potential changes to physical attributes or view corridors resulting from the Project will be described. The analyses will use the following techniques to help understand potential impacts to visual resources:

- Photographic documentation of specific locations in the project area that may be impacted including the BSC campus, the Museum District, and the Elmwood Village.
- Graphic simulations of the identified alternatives depicting potential visual impacts that may affect the specified view corridors; and
- Written descriptions of visual relationships between each alternative and its impact to surrounding areas.

5.4 Land Use / Development Policies

The ROC Master Plan proposes to rehabilitate the Richardson-designed buildings for a mix of new uses. Accordingly, the DGEIS will document the Project's consistency with adopted land

use policies and plans. This will include an assessment of the components of the Project with the overall policies of documents including, but not limited to, the following:

- *City of Buffalo Zoning Ordinance*;
- *City of Buffalo Comprehensive Plan*;
- *Buffalo Psychiatric Center Master Plan*; and
- *Draft Buffalo Olmsted Park and Parkway 20 Year Management and Restoration Plan*.

The DGEIS will discuss the actions necessary, if any, for the Project to comply with local land use ordinances such as the rezoning of the surplus lands. While such a rezoning is necessary to permit the Project, rezoning of the surplus lands to the C2 classification would permit uses other than those desired in the ROC Master Plan. Therefore, the DGEIS will also identify measures to restrict land uses to those only identified in the ROC Master Plan.

5.5 Socioeconomic Impacts

The Project is expected to enhance the appeal of, and increase the level of activity within, the project area. If completed in conjunction with other development efforts in its vicinity, the Project is anticipate to create a synergy that could lead to growth in economic activity from neighborhood/regional quality-of-life improvements, increased tourism/visitation, and from property value increases. To document this impact, the DGEIS will provide a demographic/socioeconomic characterization of the region, including trends in population and households, as well as employment and income data. This data will be supplemented with current U.S. Census estimates to reflect the entire project area.

Expenditure of funds for construction of the Project would have two types of effects on the economy: direct effects and indirect effects. Direct effects would include the jobs created by the construction efforts, the earnings of the contractors that are hired to do the work or supply the materials to be used, and the earnings of their employees. Indirect effects, also known as multiplier effects for their wider impacts, occur as construction workers, managers, and owners make purchases with their new income, and as the materials suppliers purchase more raw materials and hire additional workers. Many of these new purchases would be made locally, others would occur outside the region.

These direct and indirect impacts of the Project will be estimated based on anticipated construction cost and construction employment. An estimate of these secondary effects will be made using a national economic input-output model developed by the Bureau of Economic Analysis, customized for the Erie/Niagara County region. In addition, operational impacts will be projected based upon the number of jobs and the salary levels derived from anticipated build-out.

5.6 Traffic and Transportation

The Project has the potential to impact the local traffic network. The DGEIS will include an analysis of the adjacent roadway network to the project area and along routes to and from the Scajaquada Expressway. Potential traffic patterns and operation impacts at key intersections that would likely result from traffic flows generated by the Project will be indentified. The analysis will include various roadway directional patterns within the project area roadway network to identify an operational scenario that would best serve the internal traffic circulation needs. The traffic analysis will include analysis of A.M. and P.M. peak period traffic generated by the Core Project as well as a discussion of areas with potential traffic impacts (if any), and will include potential mitigation measures aimed at best facilitating traffic access to, from and within the project area. Existing and future traffic conditions associated with the No-Build Alternative will be analyzed and compared to the build alternative in the DGEIS. Existing average daily traffic and turning movement information for all relevant intersections will be used for the analysis. Coordination with the Greater Buffalo Niagara Regional Transportation Council (GBNRTC) will be conducted to ensure that the most current data is utilized for modeling purposes, and consultation with the City of Buffalo's Department of Public Works, Streets and Parks, as necessary, will ensure acceptable traffic operational levels are maintained.

In addition, the DGEIS will analyze the amount of vehicular parking that would be required of the Project per City regulations. This will be accomplished by comparing the Project's proposed programming of the ROC with the corresponding thresholds in the City's zoning code. Also, potential impacts to pedestrian and bicyclist access and circulation will be qualitatively assessed in the DGEIS.

5.7 Hazardous Materials

The DGEIS will review and summarize publicly available hazardous materials reports to determine if any contaminated materials or soils may be present within the project area. No direct surveys or investigations of the presence of such materials will be undertaken. Rather, the discussion in the DGEIS will be programmatic in nature, outlining all necessary processes/approvals that would need to be undertaken by RCC and/or site developer to clear the property for reuse. Such processes would be derived from applicable procedures under the Comprehensive Environmental Response Compensation and Liability Act (CERCLA), regulations/guidance promulgated by the Occupational Health and Safety Administration (OSHA), as well as New York State Department of Environmental Conservation (NYSDEC) regulations.

5.8 Community Services

The DGEIS will examine potential impacts, if any, generated by the Project on community services (e.g., police, fire, solid waste management, etc.) and the resources of the entity providing the services. Consultations with the City of Buffalo's Police Department, Fire Department and Department of Public Works, Parks, and Streets will be held to address the

adequacy and capacity of existing services and facilities. The results of these consultations will be documented.

5.9 Utilities

The DGEIS will examine potential impacts, if any, to public utilities as a result of the Project. Impacts to the following utilities will be described: public water and sanitary/storm sewers. Any required mitigation measures or future review procedures to offset or lessen potential impacts will be identified.

5.10 Air Quality

The Project would likely result in more intensive land uses affecting air quality than those currently permitted. As a result, increased vehicular traffic to and from the project area would be a likely effect of the Project and may cause at key intersections elevated ground-level concentrations of carbon monoxide (CO) associated with vehicular exhaust. Accordingly, the DGEIS will document and qualitatively assess the implications of the proposed land use changes on air quality. In particular, the DGEIS will include an air quality mobile source analysis using guidelines provided in the NYSDOT Environmental Procedures Manual (EPM). The analysis will evaluate whether the Project will require a quantitative CO intersection analysis using screening procedures outlined in the NYSDOT EPM. If the results of the screening analysis indicate that detailed analyses are required, the DGEIS will include a CO microscale analysis at the "worst-case" intersections comparing future Project and No-Build Alternative conditions.

5.11 Noise

The DGEIS will summarize applicable City of Buffalo noise ordinances as well as performance measures specifically contained in existing City of Buffalo regulations governing the project area. The implications of proposed land uses and associated performance measures related to noise will be documented and qualitatively assessed.

5.12 Physical and Ecological Resources

The project area is situated in an urban area. Based on a cursory look at NYSDEC environmental resource maps, the project area is not located within any state or federally protected wetlands or wildlife areas. However, the project area appears to be approximately 1/8-mile east of an area that may contain rare plants and rare animals. In order to ascertain whether the project area contains any listed endangered or threatened species or any critical habitat areas, the DGEIS will more thoroughly review state references such as the NYDECs New York Natural Heritage Program.

5.13 Public Safety

Considering the deteriorated condition of structures and landscape elements within the project area, the potential exists for debris (e.g., bricks, tree limbs) to fall and harm visitors. This is especially true if certain portions of the project area would be opened to public access, either incrementally or on an interim basis, prior to full build-out of the Project. As part of the DGEIS, coordination will be conducted with involved agencies to identify best practices for mitigating or minimizing potential safety risks to visitors in these areas of concern.

5.14 Construction Impacts

Construction impacts, though usually temporary, can result in noticeably disruptive effects. Estimation of their significance and whether mitigation would be required is generally based on the duration and magnitude of the impact. Likely construction-phase impacts could include localized and temporary noise and air quality impacts and traffic congestion and re-routing traffic to the nearby street network.

Construction period impacts of the project alternatives will be described based on construction phasing and scheduling assumptions, and reasonable and feasible mitigation measures will be identified in the DGEIS. Many of these impacts can be mitigated to a great extent in accordance with state and federal regulations. Discussion will be provided of site inspection procedures to be implemented to assure that construction activities are being completed in accordance with permit requirements.

5.15 Cumulative Impacts

A cumulative impact is an impact on the environment that could result from incremental impacts of a Project when added to other past, present, or reasonably foreseeable future non-project actions. Cumulative impacts can result from individually minor but collectively significant actions that take place over time.

In the case of the Project, certain concurrent yet independent initiatives are in various stages of planning that would be considered in the DGEIS as part of the cumulative impact assessment. These would include but are not be limited to:

- Buffalo State College Master Plan;
- Potential private, student housing development; and
- Potential roadway improvement projects in the vicinity of the ROC.

The cumulative impact assessment will include a qualitative analysis of the relationship and implications of such projects when added to the Project and will identify any future environmental documentation efforts to be conducted with such foreseeable projects when substantially defined. Elements included in this assessment will only involve projects which have advanced to an appropriate level of detail to warrant consideration.

5.16 Mitigation Measures

Preliminary mitigation measures will be identified throughout the discussion above. Additional reasonable and feasible measures may also be identified in the DGEIS to avoid, mitigate, or lessen the severity of anticipated adverse environmental impacts identified through the analyses for each impact category. The assessment of potential mitigation measures will include:

- A concise description of the manner in which each measure would be anticipated to mitigate the targeted impact;
- Quantification, to the extent practical, of the degree to which each measure would mitigate the targeted impact;
- Assignment of responsibility to implement the identified mitigation measures; and
- An assessment of the overall feasibility of mitigation implementation.

5.17 Irreversible and Irretrievable Commitments

The DGEIS will identify any irreversible and irretrievable commitments of environmental resources that cannot be avoided or adequately mitigated.

5.18 Growth-Inducing Aspects

The DGEIS will discuss any growth inducing aspects of the Project.

5.19 Use and Conservation of Energy

The DGEIS will qualitatively discuss the impacts of the Project on the use and conservation of energy.

5.20 Required Permits and Approvals

Permits, approvals and other discretionary actions may be required from the following governmental agencies for Project implementation:

New York State Legislature
- 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
- Section 14.09 of State Historic Preservation Law

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

Erie County Health Department
- Water and sewer installations and connections

City of Buffalo Common Council
- Modification or waiver of reversion rights
- Amendment of City Zoning Ordinance/zoning classifications
- Dedication of new public streets

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.

5.21 Thresholds for Future Actions

The DGEIS will set forth specific conditions under which future actions must be undertaken or approved, including requirements for any subsequent SEQRA compliance. This will include thresholds and criteria for supplemental environmental review to reflect specific significant impacts that were not adequately addressed or analyzed in the DGEIS. For example, should a subsequent Project be carried out in conformance with the conditions and thresholds established in the DGEIS, no further SEQRA compliance would be required. Conversely, if a subsequent Project was not addressed or its components would exceed defined thresholds or criteria set forth in the DGEIS, then the appropriate environmental review documentation would be required to comply with SEQRA.

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6 SUMMARY OF PUBLIC SCOPING PROCESS

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 ESDC's Buffalo office and the Central Branch and Crane Brach of the Buffalo and Erie County Public Library.

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 one 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 and not the scope of the environmental impact statement or specific resources that would potentially be impacted by the Project. Those issues of public concern and areas of perceived potential impact identified during the scoping process are summarized below.

Master Plan

- Development of the complex should include an architectural center, visitor center, and hotel and conference space. It should also include a psychology and mental health museum.

- Open space and parklands are a priority to the adjoining neighborhood.
- The area should include more playgrounds and play fields.
- The ROC should allow community events and public use of the grounds and include designated public meeting space.
- The sidewalk along Forest Avenue and Rees Street should be extended.
- The proposed 'East-West' road should not become a cut through from Grant Street to Elmwood Avenue.
- The Buffalo State College and OMH maintenance buildings should be relocated from the site.
- The redevelopment process should continue to involve the public and community.
- It must be made clear what an 'Address' road is, and how the east-west orientation through the site accomplishes its objectives. Further, it must be shown that an Olmstedian loop road would not achieve the same objectives.
- Circulation should take place with an internal Olmstedian circulation loop.
- Any new development should be located on the northern portion of the site, and not the northwest.
- The south entry should be the main entrance [to the ROC] in order to maintain the historical context. In order to place parking to the north, the tunnels to the east and west of Building 45 could be used. Traffic entering at the south entry could travel by tunnel to the north for parking.
- Remove Building 41 to enable the public to see the buildings as Richardson had originally designed them.
- The RCC could expend money to widen sidewalks and consider that as part of the circulation plan of the ROC.
- The plan should include an entry point at each intersecting roadway.
- We would be losing a precious green space whose primary use should be recreation.
- Concerned with the use of Rockwell Road.
- The plan to restore the open space between the ROC and BSC is a good one.
- The front lawn area on Forest Avenue needs more parking located to the east where parking already exists.
- Remove Building 51 and rebuild the three Richardson buildings demolished in 1968 to reconstitute Richardson's original vision.
- The facility should be reused for health purposes and as a clean energy research center.
- The access road should be a wider loop with an entrance closer to Elmwood Avenue.
- There should also be a 'labyrinth' on the grounds.
- The public should have access to the inside of the buildings. In addition, the public should have access to the building in order to view the existing conditions and to determine if the scope of the GEIS is appropriate and if any additional resources need to be examined.
- The Master Plan does not utilize all buildings (e.g., greenhouse, small frame cottage, power house).
- Students should be able to utilize the facility to conduct 'green' research.

- The restoration should be done in a manner that would maintain the integrity of the building's historical significance, but would allow for the use of 'green' technology and devices that would provide future benefits for energy conservation.
- Consider donating recyclable building materials and furniture for resale and continued future reuse.
- The notion of creating a new entry on the back, or north, side of the complex would not be ruled out by such a circulation loop road. In some ways, it could be enhanced. For example, the subways that exist on either side of the Administration building could be reopened for cars, engaging visitors with the building and landscape in a unique and memorable way (the volume would likely be low — and slow — relative to overall site visitation). They would all experience the complex sequentially as Olmsted and Richardson intended. This is also the route which works with the architectural and landscape signaling that is a language understood by all visitors; it is a route that strangers seeking direction will be given by natives, and, indeed, it is the route given by GPS navigation systems. Only visitors arriving by motor coach would have to take the loop road around to the north. Using only the proposed east-west and north-south routes would require extensive, conspicuous, and intrusive signage to lead strangers along a counter-intuitive path. Where else can one actually drive through a historic building? Why subvert the grand arrival sequence?
- Principle IV, "extending the Olmsted Parks System," does not appear to be optimally met by the East-West Address Road route, either. Its orientation and the implicit new construction would seem to lead precisely through the area with minimal Olmstedian character, rather than through the reconstructed and preserved landscape along Forest and Elmwood avenues.

Cultural/Historic Resources

- All historically significant structures should be preserved and reused.
- Site continuity needs to be maintained and the East-West Address Road causes a fracture.
- The south entry should be the main entrance [to the ROC] in order to maintain the historical context. In order to place parking to the north, the tunnels to the east and west of Building 45 could be used. Traffic entering at the south entry could travel by tunnel to the north for parking.
- Remove Building 41 to enable the public to see the buildings as Richardson had originally designed them.
- There should also be a 'labyrinth' on the grounds.
- Remove Building 57 and rebuild the three Richardson buildings demolished in 1968 to reconstitute Richardson's original vision.
- The restoration should be done in a manner that would maintain the integrity of the building's historical significance, but would allow for the use of 'green' technology and devices that would provide future benefits for energy conservation.
- Principle IV, "extending the Olmsted Parks System," does not appear to be optimally met by the East-West Address Road route, either. Its orientation and the implicit new construction would seem to lead precisely through the area with minimal Olmstedian

character, rather than through the reconstructed and preserved landscape along Forest and Elmwood avenues.

Visual Resources

- ROC view sheds should be preserved.
- Important view sheds need to be maintained. The East-West Address Road and new development to the north would damage this northwest view shed.
- The East-West Address Road bumps out at the northwest, changing the view and directing the driver to look away from instead of towards the buildings.
- Consider the impact of night lighting from the roads and parking lots.
- Concerned with the heavy footprint of the proposed Address Road because it would wall-off 25-five acres of the northwest quadrant and would suggest it could have a separate future, when in fact, building on the site would eventually lead to crowding the Richardson buildings on the north, undermining the intended experience of free-standing spaciousness, blocking the only view that allows the visitor to experience the complex as a whole.
- It must be demonstrated that the goals and objectives of the project cannot be met by simply being faithful to the designers' intent by reestablishing a circulation loop that would discourage through traffic and visually and practically unify the site as parkland, from Elmwood Avenue to Rees Street and from Forest Avenue to Rockwell Road. Such a loop would have much lower traffic volumes, and thus be friendlier to pedestrians and bicyclists whether traveling along the road or crossing it.

Land Use and Development Policies

- ROC grounds should be more accessible via the establishment of additional access gates.
- Open space and parklands are a priority to the adjoining neighborhood.
- Land use issues which must be examined very closely revolve around the notion of how much and where to put new construction. This analysis must include a discussion of the carrying capacity of the site, and when a desirable stasis has been reached. Many contemplated uses may have institutional mandates of constant growth which conflict with the carrying capacity, i.e., when the site loses its essential character. It would seem that the least intrusive place to put new construction is in the triangle of land created by the orientation of the Richardson buildings and Rockwell Road. That area should also be campus-like, in other words, without internal automobile roadways. The land use discussion should be show why the use of the northwest quadrant for new construction is thought to be clearly superior to this arrangement and why this more central area cannot meet the notions of new construction advanced in the draft Master Plan.
- Any new development should be located on the northern portion of the site, and not the northwest.

Socioeconomics

- No comments were received regarding potential impacts on socioeconomics.

Traffic and Transportation

- The project should have minimal impact on parking in the adjoining neighborhoods.
- Parking should not be free and any parking revenue should be used for maintenance of the Richardson property and neighborhood.
- Examine East-West Address Road and traffic volumes due to the potential use for cut through traffic and the development it encourages at the northwest corner.
- Parking should have a charge; examining parking demand to evaluate the impact of fee based parking.
- The Address Road creates a transverse roadway. It changes the use of a section of the property from one of internal circulation to one cutting across. The study has to look very carefully at the amount of traffic that would be generated by essentially people foregoing Forest Avenue, and simply from Grant Street to Elmwood Avenue.
- The GEIS has to closely examine the parking demand, not free parking or demand, but what impacts would a given cost for parking have in reducing the need for parking.
- The last major topic that needs thorough analysis in the GEIS is a component of both land use and transportation: automobile parking. Looking at the drawings, there is the implication of free parking, which maximizes demand and space that must be provided, with all the ramifications thereof. The Master Plan and GEIS must take responsibility for establishing a parking philosophy. Our perspective would call for an explicit parking management plan that controls demand for parking through flexible pricing. No one should be able to park on these state lands for free; it is not an entitlement. This should include BPC and Buffalo State College visitors and staff, as well as visitors to the historic parklands and buildings. Parking revenues can be used to offset maintenance and capital costs. Drivers must pay for the cost of providing parking so as not to impose this burden on everyone else. Well designed structured parking is the perhaps the most acceptable and least intrusive way to institute paid parking for commuters to the site.
- The front lawn area on Forest Avenue needs more parking located to the east where parking already exists.
- Examine East-West Address Road and traffic volumes due to the potential use for cut through traffic and the development it encourages at the northwest corner.
- Circulation should take place with an internal Olmstedian circulation loop.
- The sidewalk along Forest Avenue and Rees Street should be extended.
- The RCC could expend money to widen sidewalks and consider that as part of the circulation plan of the ROC.

Hazardous Materials (Environmental Management)

- Public comments requested information about the potential environmental hazards located at the ROC and the impacts from redevelopment.

Community Services

- No comments were received regarding potential impacts on community services.

Utilities
- No comments were received regarding potential impacts on utilities or infrastructure.

Air Quality
- No comments were received regarding potential air quality impacts.

Noise
- No comments were received regarding potential air quality impacts.

Physical and Ecological Resources
- No comments were received regarding potential biological impacts.

Public Safety
- Comments expressed concern about future site maintenance and security.

Construction Impacts
- No comments were received regarding potential construction impacts.

Cumulative Impacts
- No comments were received regarding cumulative impacts.

Based on comments received during the public scoping process, no change to the overall scope of assessments in the DGEIS is required. As identified in Section 5, the scope of the DGEIS already includes 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 will include 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 identified, applicable mitigation measures could be recommended including but not limited to implementing a fee-based parking management system. However, at this time no specific parking management plan has been developed for the ROC and the analysis of a fee-based system is speculative and not reasonably foreseeable at this time.

Copies of relevant public scoping materials are included in **Appendix A**.

7 INFORMATION THAT SHOULD BE INCLUDED IN APPENDICES

SEQRA requires an identification of the information/data to be included in an appendix, rather than the body, of the DGEIS. The following studies will be included as appendices to the DGEIS.

- Air Quality Analysis
- Noise Analysis
- Traffic Analysis
- Cultural Resource Analysis
- Public Notification and Participation

The list is subject to change based on the needs of the impact analysis in the DGEIS.

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8 PRELIMINARY LIST OF INVOLVED / INTERESTED AGENCIES AND CONTACTS

The DGEIS will be distributed to the following agencies, private organizations, and interested groups. In addition, periodic notices will be sent to the persons on the project mailing list. This list will be supplemented and revised, as necessary, during the environmental review process.

FEDERAL			
Contact Name	**Title**	**Agency**	**Address**
Hon. Brian Higgins	Congressman, 27th District	United States Congress	726 Exchange Street, Suite 601 Buffalo, NY 14210
Hon. Charles Schumer	Senator	United States Senate	130 South Elmwood Avenue Suite 660 Buffalo, NY 14202
Hon. Kirsten Gillibrand	Senator	United States Senate	726 Exchange St, Suite 511 Buffalo, NY 14210
STATE			
Contact Name	**Title**	**Agency**	**Address**
Tom Dodson	Executive Director	Buffalo Psychiatric Center	400 Forest Avenue Buffalo, NY 14213
Dennis Ponton	Interim President	Buffalo State College	1300 Elmwood Ave. Buffalo, NY 14222
Jack Homkom	Director, Office of Environmental Affairs	Dormitory Authority State of New York	One Penn Plaza, 52nd Floor New York, NY 10019
Ruth Pierpont	Director	New York State Historic Preservation Office	Peebles Island State Park, PO Box 189 Waterford, NY 12188
John Egan	Commissioner	New York State Office of General Services	Corning Tower, Empire State Plaza Albany, NY 12242
Hon. Antoine Thompson	Senator, 60th District	New York State Senate	Walter J. Mahoney State Office Building, 65 Court Street, Room 213 Buffalo, NY 14202
Alan Taylor, PE	Regional Director	NYS Department of Transportation – Region 5	100 Seneca Street Buffalo, NY 14203
Abby Snyder	Regional Director	NYS Dept. of Environmental Conservation - Region 9	270 Michigan Avenue Buffalo, NY 14203
Karen Carpenter-Palumbo	Commissioner	NYS Office of Alcoholism and Substance Abuse Services	1450 Western Avenue Albany, NY 12203
Michael Hogan, Ph.D.	Commissioner	NYS Office of Mental Health	44 Holland Avenue Albany, NY 12229

Hon. Sam Hoyt	Assemblyman, 144th District	State Assembly	936 Delaware Ave, Suite 005 Buffalo , NY 14209
COUNTY			
Contact Name	**Title**	**Agency**	**Address**
Hon. Chris Collins	Erie County Executive	Erie County	95 Franklin Street, 16th Floor Buffalo, NY 14202
Anthony Billittier	Commissioner	Erie County Department of Health	95 Franklin Street, 9th Floor Buffalo, NY 14202
Kathy Konst	Commissioner	Erie County Department of Planning & Environment	95 Franklin Street, 10th Floor Buffalo, NY 14202
Gerald Sentz	Commissioner	Erie County Department of Public Works	95 Franklin Street, 14th Floor Buffalo, NY 14202
John Cappellino	Director of Business Development & Marketing	Erie County Industrial Development Agency	275 Oak Street Buffalo, NY 14203
Hon. Maria Whyte	Legislator, District 6	Erie County Legislator	286 Lafayette Ave. Buffalo, NY 14213
Robert Graber	Clerk of Legislature	Erie County Legislature	95 Franklin Street, 4th Floor Buffalo, NY 14202
CITY			
Contact Name	**Title**	**Agency**	**Address**
c/o Gerald Chwalinski	City Clerk	Buffalo Common Council	65 Niagara Square Buffalo, NY 14202
Brian Reilly	Commissioner	Buffalo Dept. of Permits, Inspections, & Economic Development	324 City Hall Buffalo, NY 14202
Steven Stepniak	Commissioner	Buffalo Dept. Public Works, Parks, & Streets	502 City Hall Buffalo, NY 14202
Michael Lombardo	Commissioner	Buffalo Fire Department	195 Court Street Buffalo, NY 14202
Drew Eszak	City Planner	Buffalo Office of Strategic Planning	920 City Hall Buffalo, NY 14202
James A. Morrell	Chairman	Buffalo Planning Board	901 City Hall Buffalo, NY 14202
H. McCarthy Gibson	Commissioner	Buffalo Police Department	74 Franklin Street Buffalo, NY 14202
Paul McDonnell	Acting Chairman	Buffalo Preservation Board	901 City Hall Buffalo, NY 14202
David Comerford	General Manager	Buffalo Sewer Authority	1038 City Hall Buffalo, NY 14202

James Lewis III	Chairman	Buffalo Zoning Board of Appeals	901 City Hall Buffalo, NY 14202
Hon. Byron Brown	Mayor	City of Buffalo	201 City Hall Buffalo, NY 14202
Hon. Joseph Golombek	Councilman, North District	City of Buffalo Common Council	1502 City Hall Buffalo, NY 14202
OTHER			
Contact Name	**Title**	**Agency**	**Address**
		Buffalo Federation of Neighborhood Centers	97 Lemon Street Buffalo, NY 14204
Thomas Herrera-Mishler	Executive Director	Buffalo Olmsted Parks Conservancy	84 Parkside Ave. Buffalo, NY 14214
Ted Pietrzak	Executive Director	Burchfield Penney Art Center	1300 Elmwood Ave. Buffalo, NY 14222
Tim Tielman	Executive Director	Campaign for Greater Buffalo	561 Forest Avenue, Suite 3 Buffalo, NY 14222
		Jelly Bean Junction Childcare Center	400 Forest Avenue Buffalo, NY 14213
Henry McCartney	Executive Director	Preservation Buffalo Niagara	617 Main Street, Suite M108 Buffalo, NY 14203
		Transitional Services, Inc.	389 Elmwood Avenue Buffalo, NY 14222
		WNY Federal Credit Union	400 Forest Ave., Bldg. #51 Buffalo, NY 14213

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Appendix A: Public Meeting Materials

the RICHARDSON OLMSTED COMPLEX

MASTER PLAN SCOPING MEETING

December 17, 2009



the RICHARDSON OLMSTED COMPLEX

lead agency:

Empire State Development Corporation

project sponsor:

Richardson Center Corporation



AGENDA

Opening Remarks

Overview of Master Plan

Environmental Review Process

Comments



SCOPING MEETING OVERVIEW

Applicable Laws

- State Environmental Quality Review Act ("SEQRA" or "SEQR")
- NYS Urban Development Corporation Act
- Section 14.09 of the NYS Parks, Recreation & Historic Preservation Law

Generic Environmental Impact Statement (GEIS)

Organizational Items

- Public Notice
- Draft Scoping Document www.richardson-olmsted.com
- Meeting Sign-in Sheet
- Speaker Cards & Comment Sheets

AGENDA

Opening Remarks

Overview of Master Plan

Environmental Review Process

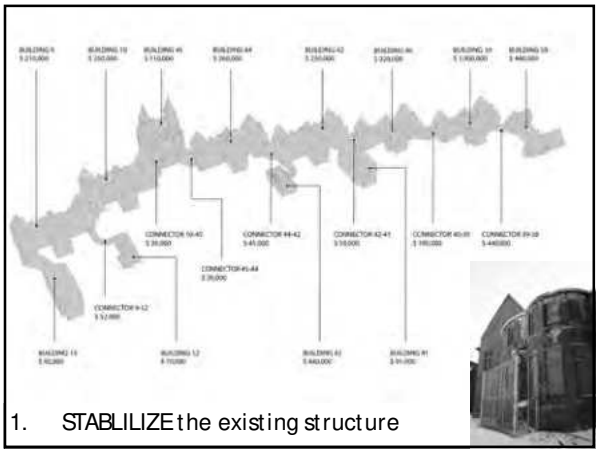
Comments



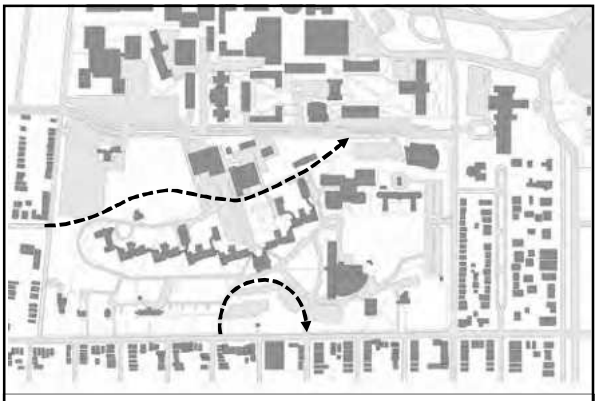
RICHARDSON CENTER CORPORATION BASELINE PRINCIPLES

1. STABLILIZE the existing structure
2. RATIONALIZE THE SITE (parking/ circulation)
3. PRIORITIZE the landscape investment
4. IDENTIFY building reuse programs
5. ESTABLISH public access

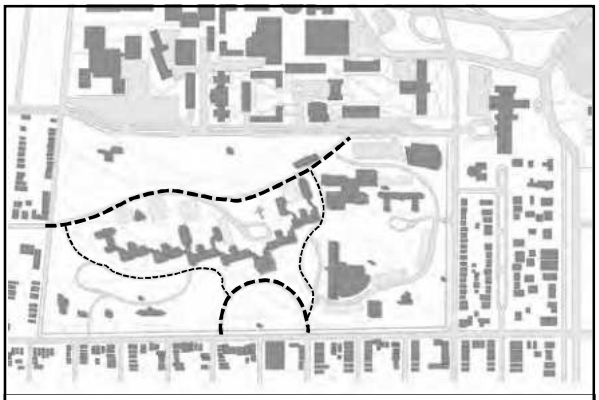




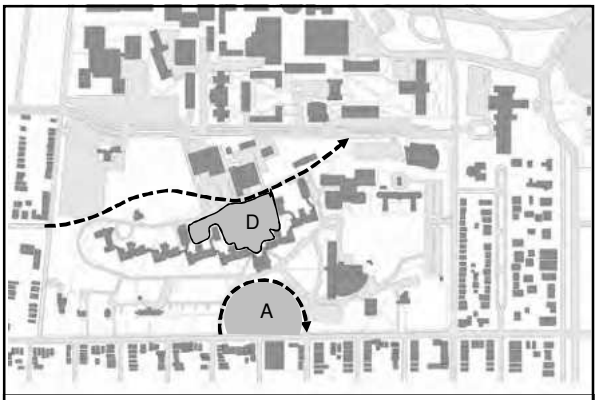
1. STABLILIZE the existing structure



2. RATIONALIZE THE SITE (parking/ circulation)



2. RATIONALIZE THE SITE (parking/ circulation)



3. PRIORITIZE the landscape investment



the RICHARDSON OLMSTED COMPLEX *Buffalo, NY*

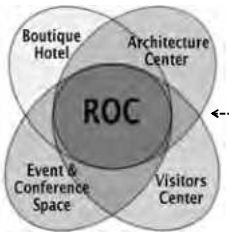
3. PRIORITIZE the landscape investment





THE RICHARDSON OLMSTED COMPLEX = ROC

All programs share a unifying identity and iconic image with which all users can equally identify





4. IDENTIFY building reuse programs



All programs share a unifying identity and iconic image with which all users can equally identify



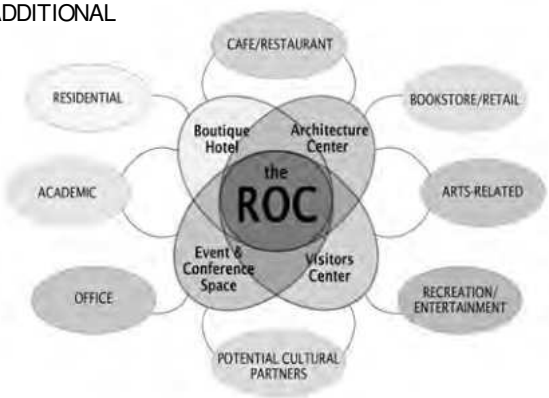
4. IDENTIFY building reuse programs

INITIAL PROGRAMMING



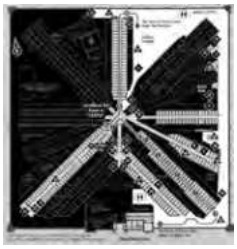
4. IDENTIFY building reuse programs

ADDITIONAL



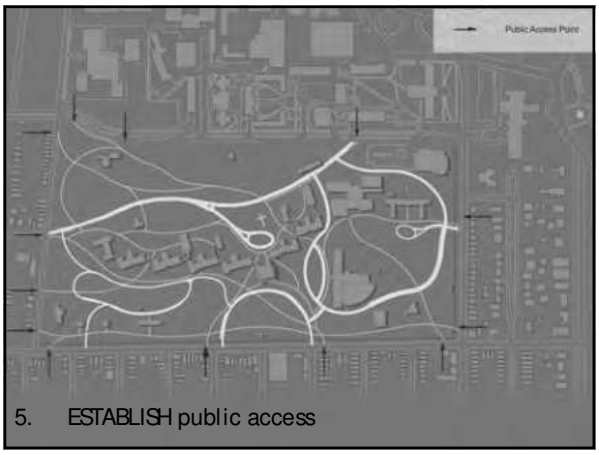
4. IDENTIFY building reuse programs

EASTERN STATE PENITENTIARY
Philadelphia, PA

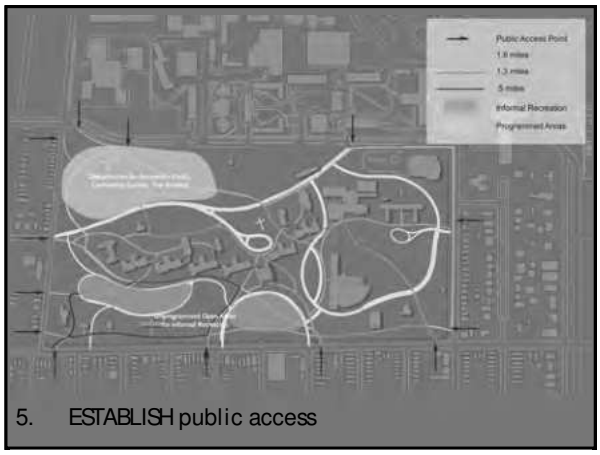




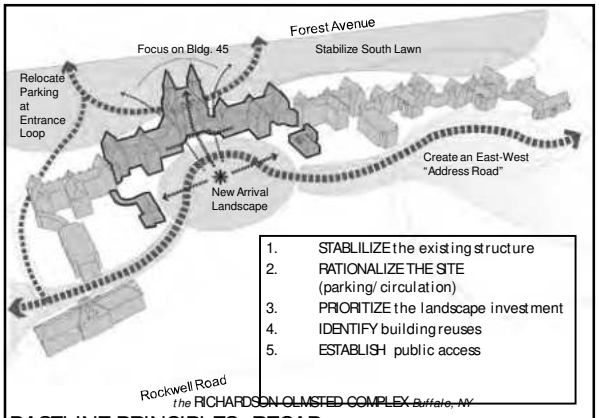
5. ESTABLISH public access



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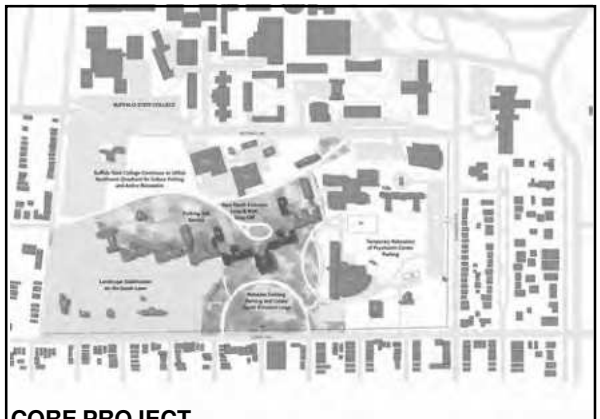


5. ESTABLISH public access

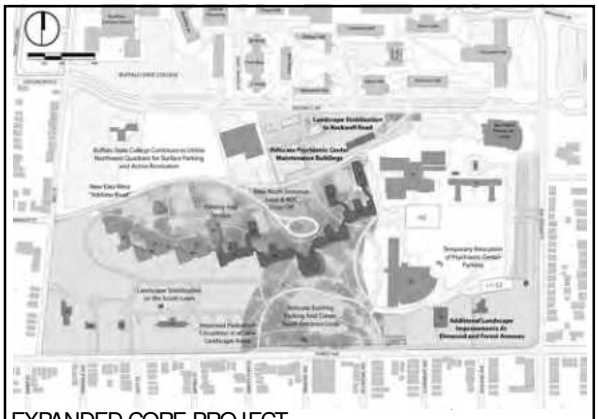


the RICHARDSON-OLMSTED COMPLEX *Buffalo, NY*

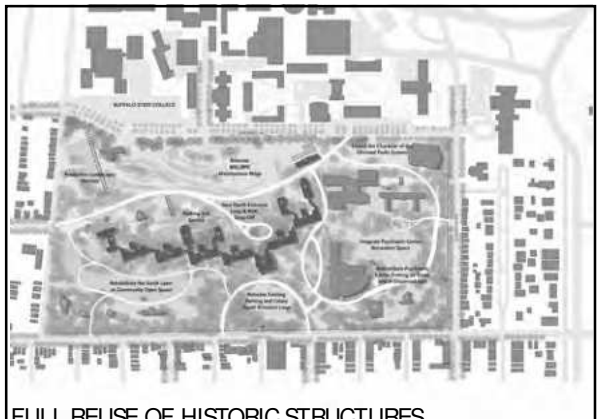
BASELINE PRINCIPLES: RECAP



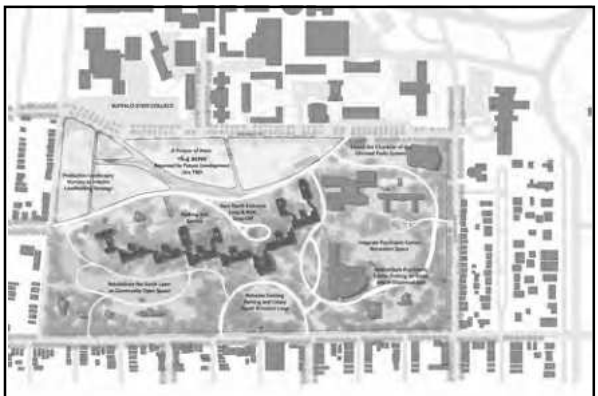
CORE PROJECT



EXPANDED CORE PROJECT



FULL REUSE OF HISTORIC STRUCTURES



FULL REUSE + LANDHOLDING STRATEGY

AGENDA

Opening Remarks

Overview of Master Plan

Environmental Review Process

Comments



ENVIRONMENTAL REVIEW PROCESS

STEP	PURPOSE
Scoping	What issues should the draft GEIS most focus upon?
Draft GEIS	The first cut of anticipated social, economic, & environmental effects and how would they be mitigated, if necessary.
Public Hearing & Comment Period	Did the draft GEIS adequately assess impacts? Is there a need for clarifications, refinements, etc.?
Final GEIS	Responds to comments received on draft GEIS and incorporates changes/clarifications.
Findings Statement	Lead agency's completion of the SEQRA process – outlines proposed action, impacts, and mitigation to be employed.

CONTENTS OF DRAFT SCOPING DOCUMENT

- Introduction
- Project Background
- Description of Proposed Action
- Environmental Review Process
- Preliminary Scope of the Draft GEIS
- Project Alternatives
- Preliminary List of Involved & Interested Agencies

DESCRIPTION OF PROPOSED ACTION

Proposed Actions

- Gain title to State-owned lands/buildings designated as surplus by OMH as well as additional areas of non-surplus lands
- Amend zoning classifications of acquired lands to permit uses proposed in the Master Plan
- Expend State funds for the rehabilitation of ROC buildings, landscape/grounds and supporting infrastructure to facilitate Master Plan goals, objectives and recommendations
- Other future actions to implement Master Plan (e.g., re-use of various portions of the premises)

DESCRIPTION OF PROPOSED ACTION



DESCRIPTION OF PROPOSED ACTION



ENVIRONMENTAL REVIEW PROCESS

Generic Environmental Impact Statement (GEIS)

- Broader and more general than site/project-specific EISs
- Used to assess impacts of an entire program or plan having wide application & multiple potential agencies
- No further assessment required if a subsequent activity conforms and/or was adequately addressed in GEIS
  - Conditions/mitigation measures
  - Development "thresholds" established
- Each state/local agency approving/funding elements of the Master Plan must issue its own findings based on GEIS process

PRELIMINARY SCOPE OF THE DRAFT GEIS

- Potentially significant adverse impacts
- Extent and quality of information needed to address each impact
- Proposed mitigation measures

KEY AREAS OF REVIEW:

- Cultural Resources
- Visual Resources
- Land Use
- Traffic/Transportation
- Public Safety
- Construction Impacts
- Cumulative Impacts

PRELIMINARY SCOPE OF THE DRAFT GEIS

Project Alternatives

- No Build Alternative
- Other Alternatives Considered During Master Plan Process
  - Northwest Quadrant
  - Central Development
  - Rockwell Loop



ENVIRONMENTAL REVIEW PROCESS

STEP	TENTATIVE SCHEDULE
Scoping Process	February 2010
Draft GEIS	April/May 2010
Public Hearing & Comment Period	June/July 2010
Final GEIS	August/September 2010
Findings Statement	September 2010

AGENDA

Opening Remarks

Overview of Master Plan

Environmental Review Process

Comments



COMMENTS

Written comments accepted through:
January 15, 2010

Submit comments to:
Paul Tronolone, AICP
Empire State Development Corporation
95 Perry Street, Suite 500
Buffalo, NY 14203

E-mail comments to:
ptronolone@empire.state.ny.us

Draft Scoping Document available at:
- ► www.richardson-olmsted.com
- ► Buffalo & Erie County Public Library
  - ► Central (Downtown)
  - ► Crane (Elmwood) Branch



E Economic Forecast

Memorandum

To: Paul Tronolone
Mark Tytka
Ron Bochenek

From: Kathy Kazanas, Cecile Fu
Empire State Development Corporation

Subject: Economic Impact of the Richardson Olmsted Complex Redevelopment (ROC)-revised

Date: August 20, 2010

Cc: Jim Held

Background

The Richardson Olmsted Complex (ROC) redevelopment project is an adaptive reuse of the former Buffalo Psychiatric Center. The Complex's original structures were designed by the Henry Hobson Richardson, and the grounds were designed by the noted landscape designer Frederick Law Olmsted. The Complex was designated a National Historic Landmark in 1986. The facility is also 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 current proposed plan involves, among other things, the restoration and redevelopment of the historically significant structures and other structures in the Complex.

Economic Impact Analysis

The economic impact analysis uses the Regional Economic Model, Inc. (REMI model). The model is a New York state 12-region structural, dynamic economic forecasting model used to forecast the economic and fiscal impacts of a project on the regional and statewide economies. This analysis estimates the economic impact of the ROC project on the Western New York region and New York state (inclusive of Western New York).

Table 1 Richardson Olmsted Complex: Development and Estimated Costs

Phase	Timeline	Estimated Costs (millions $)
1 Core Project (incl. Baseline)	2009-2013 (5 yrs)	$105.42
2 Stabilization of Remaining Blds.*	2014-2018 (5 yrs)	$ 65.00
3 Reuse All Historic Structures	2019-2023 (5 yrs)	$ 35.64
4 Development of Northlands**	2024-2028 (5 yrs)	$ 75.50
Full Build Out	20 yrs	$281.56

*Those not included in the Core Project.
**Includes landscape and infrastructure.

One-Time Construction Impact

The analysis assumes that the project is developed in four phases with no overlapping phases. The period of construction is 20 years, 2009-2028. Full build out would be a total of 880,000 gross square feet, with a total cost of $281.56 million (See Table 1). Table 2 summarizes the estimated overall economic and fiscal impact of the project's construction period at full build out.

Table 2 Richardson Olmsted Complex: One-Time Construction Economic Impact at Full Build Out, 2028

	WNY	NYS
Employment*	3,539	3,693
Personal Income (mil 2010$)	$170.7	$183.1
Tax Revenues** (mil 2010$)	$12.3	$15.5

Dollar values are in 2010$, net present value over 20 years, using a 6% discount rate.
*Estimated employment over the 20-year period is the total direct job-years plus indirect and induced employment. NYS employment is inclusive of regional employment.
**Tax revenues reported for the Western New York region are primarily City of Buffalo and Erie County taxes.

The project construction activity will generate an estimated total of 3,539 job years (direct, indirect, and induced) for the Western New York region. Total construction employment for New York state, including Western New York, is an estimated 3,693 job years over the 20-period of construction.

Total personal income earned by construction-related workers (direct, indirect, and induced) in the region is estimated to be $170.7 million over the construction period. Personal income earned by total construction-related workers in New York state, including the Western New York region, is an estimated $183.1 million.

Tax collections from construction-related activity and employment going to local governments in the region, (primarily the City of Buffalo and Erie County), are estimated to be $12.3 million over the 20-year period. Estimated total New York state tax revenues generated by project construction is $15.5 million.

Permanent Operations Impact

Estimation of the impact of the project's permanent operations begins in 2014, after the completion of the Core Project, and extends to 2038, which includes 10 years beyond the full build out at 2028. This allows a reasonable period over which the full benefit of the project may be captured.

The direct employment generated by the project's operations is estimated by using assumptions regarding the allocation of gross square footage per job for each of the different uses in all phases of the project. Since most of the allocations of space are as yet somewhat hypothetical, some assumptions were made regarding the type of occupant and comparable square footage per job. (See the Appendix for detail on the assumptions used for direct job estimation.) Table 3 summarizes the estimated economic and fiscal impact of the permanent operations that may locate at the Complex.

Table 3 Richardson Olmsted Complex: Permanent Operations Impact, 2014- 2038

	WNY	NYS
Employment*	866	893
Personal Income (millions 2010$)	$848.9	$901.9
Tax Revenues** (millions 2010$)	$32.4	$61.7

.
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.

The various activities of the permanent operations that may locate at the Complex will 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. These employment estimates are averages over the 20-year period of analysis.

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 the region, is an estimated $901.9 million.

Tax collections from operations-related activity and employment going to local governments in the region, (primarily 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 Complex is $61.7 million.

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 these changes in use and allocations of space. The estimates in Table 3 should be considered very preliminary and based only on the assumed hypothetical uses as outlined in the Appendix.

Appendix

Assumptions and Methodology

Richardson Olmsted Permanent Operations: Direct Job Estimation

Operations	gsf	gsf/job	Occupancy (%)	Adj Direct Jobs	Displacement* (%)	Total Direct Jobs
Visitor Center	8,332	3,000	100	3	85	2
Architecture Center	33,434	3,000	100	11	85	9
Conference Space	41,766	3,000	90	13	70	9
Hotel (# rooms)**	96	0.75	90	65	80	52
Parking (310 spaces)**	310	40	100	8	100	8
						80
Arts-Related Use	53,946	3,000	100	18	80	14
Academic-Related Use	107,054	3,000	100	36	80	29
Parking (161 spaces)	161	40	100	4	100	4
						47
Institutional Use	131,000	450	90	262	70	183
Parking (131 spaces)	131	40	100	3	100	3
						187
Commercial/ Professional Offices	400,000	350	90	1,029	70	720
Parking (400 spaces)	400	40	100	10	100	10
						730
Overall Total Jobs						1,044

* A displacement adjustment applied to direct jobs is used to take into account the effect that an assisted project may have on other similar activity in the area that does not have assistance from the state or local government.

** The direct jobs related to hotel and parking are based on the number of units involved in the development.

- The total direct jobs reported in the table above, (1,044), are estimated by using an approximate gross square footage per job for each of the different occupants. The estimated average operations total employment impact for the overall project is lower than this total (839). This results from the phasing-in of employment over the four phases of the 20-year full build out period, as the different types of occupants come on line. The greatest number of direct jobs is related to the commercial/professional activity in phase four which starts in 2029. Averaging over the full period with most of the jobs created at the end will bring the overall estimate lower.

- The Visitor Center and Architecture Center are assumed to be similar in their basic use, to showcase the region's cultural and architectural attractions. This would involve primarily exhibition space that usually requires a relatively small number in staff.

Conference space may typically be used for exhibitions and larger professional meetings. These also require relatively few in permanent staff.

- Arts-related use could include performance or studio-type space also requiring relatively few staff persons. Academic-related use may include wide-ranging activities. The analysis assumes that the space may be used to create synergies with the Buffalo State College campus. For instance, residential dormitories, large lab space, or computer centers. Each of these activities requires primarily maintenance staff.

- Given the landmark and historically significant status of the existing buildings, the analysis regards Institutional use to include primarily larger office-type space for such things as headquarters of companies, private associations, foundations or other similar activity. The real estate management industry sets broad standards for commercial office space based on type of activity. A software company may on average use 275 gsf per job while a headquarters or consulting firm may require roughly 450 gsf per job.

- Generally accepted industry standards for parking spaces per job and hotel rooms per job are used in the analysis.

- Estimated direct jobs are adjusted by an occupancy factor to reflect typical utilization of the facilities.

- Estimated direct jobs are also adjusted for displacement effects that this project may have on similar activity in the area.

- All direct jobs are considered net new to the region.

F DGEIS Public Hearing Materials

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Public Hearing January 6, 2011

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Public Hearing January 6, 2011

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Richardson Olmsted Complex DGEIS
Public Hearing
January 6, 2011

Registered Speakers

Richardson Olmsted Complex
Master Plan Project

Speaker Card

Name: JIM TIELMAN

Address:

Organization: CAMPAIGN 4 GRTR BFLO
(if applicable)

After filling out card, please place in box.
Speakers will be selected at random.

Richardson Olmsted Complex
Master Plan Project

Speaker Card

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(if applicable)

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Speakers will be selected at random.

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Organization:
(if applicable)

After filling out card, please place in box.
Speakers will be selected at random.

the RICHARDSON OLMSTED COMPLEX

PUBLIC HEARING

General Project Plan

&

Draft Generic Environmental Impact Statement

January 6, 2011



the RICHARDSON OLMSTED COMPLEX

lead agency:

New York State Urban Development Corporation d/b/a
Empire State Development Corporation (ESDC)

project sponsor:

Richardson Center Corporation (RCC)



PUBLIC HEARING OVERVIEW

Applicable Laws

- New York State Urban Development Corporation Act
- State Environmental Quality Review Act ("SEQRA" or "SEQR")
- Section 14.09 of the New York State Parks, Recreation & Historic Preservation Law

PUBLIC HEARING OVERVIEW

Draft Generic Environmental Impact Statement (Draft GEIS)

- Richardson Olmsted Complex Master Plan
- ESDC Proposed Action – General Project Plan
- If There are Substantive Comments:
  - Responses in Final Generic Environmental Impact Statement (FGEIS)
  - Findings Statement
  - Refinement/ Final Approval (Affirming) of General Project Plan
- If There are No Substantive Comments:
  - Negative Declaration/ Findings based upon Draft GEIS
  - Implementation of General Project Plan as adopted

PUBLIC HEARING OVERVIEW

Public Hearing Procedures

- Meeting Sign-in Sheet
- Speaker Registration Cards
- Time Limits (If Necessary):
  - Individual – 5 Minutes
  - Agency or Organization – 10 Minutes
- Comment Sheets
- Project Documents
  - ESDC Offices – 95 Perry Street, 5th Floor (716-846-8200)
  - Central & Crane Branches of Public Library
  - www.richardson-olmsted.com

COMMENTS

Written comments accepted through:

January 17, 2011

Submit comments to:

Paul J. Tronolone
Empire State Development Corp.
95 Perry Street
Buffalo, NY 14203
Fax: 716-284-2556

E-mail comments to:

ptronolone@empire.state.ny.us

Project Documents available at:

www.richardson-olmsted.com



ROC DRAFT GEIS

Draft GEIS Process

Public Scoping Comments

Why a GEIS?

Draft GEIS Content

Draft GEIS Next Steps



u1

GEIS PROCESS

STEP	PURPOSE
Scoping	What issues should the draft GEIS most focus upon?
Draft GEIS	The first cut of anticipated social, economic, & environmental impacts and how would they be mitigated, if necessary.
Public Hearing & Comment Period	Did the draft GEIS adequately assess impacts? Is there a need for clarifications, refinements, etc.?

If There are Substantive Comments:

- Responses in Final Generic Environmental Impact Statement (FGEIS)
- Findings Statement
- Refinement/ Final Approval (Affirming) of General Project Plan

If There are No Substantive Comments:

- Negative Declaration/ Findings based upon Draft GEIS
- Implementation of General Project Plan as adopted

PUBLIC SCOPING COMMENTS



AREAS OF PUBLIC CONCERN & PERCEIVED POTENTIAL IMPACT

- Master Plan
- Cultural/Historic Resources
- Visual Resources
- Land Use and Development Policies
- Parking
- Traffic and Transportation
- Hazardous Materials

PUBLIC SCOPING COMMENTS

Master Plan

- Include an architectural center, visitor center, hotel, and conference space. Also include a psychology and mental health museum.
- Process should continue to involve the public/ community.
- Circulation should take place within an internal Olmstedian circulation loop.
- Front lawn area on Forest Avenue needs more parking located in east where parking already exists.
- Remove Building 51 and rebuild the three Richardson buildings demolished in 1968 to reinstitute Richardson's original vision.
- The ROC should be used for health purposes and as a clean energy research center.
- Should build a "labyrinth" on the grounds.
- Public should have access to the inside of the buildings.

PUBLIC SCOPING COMMENTS

Cultural & Historic Resources

- All historically significant structures should be preserved and reused.
- The south entry should be the main entrance to the ROC in order to maintain historical context.
- Remove Building 41 to enable the public to see the buildings as Richardson had originally designed them.
- Remove Building 57 and rebuild the three Richardson Buildings demolished in 1968 to reconstitute Richardson's original vision.
- Reuse should be done in a manner that would maintain the integrity of the buildings' historical significance, but would allow the use of 'green' technology and devices that would provide future benefits for energy conservation.

PUBLIC SCOPING COMMENTS

Visual Resources

- View sheds should be preserved.
- East-West address road and new development to the north would damage the northwest view shed.
- The proposed East-West address road would wall off 25-acres of the northwest quadrant and would suggest it could have a separate future, when in fact, building on this parcel would eventually lead to crowding the Richardson buildings on the north, undermining the intended experience of free-standing spaciousness, blocking the only view that allows the visitor to experience complex as a whole.

Land Use & Development Policies

- Grounds should be more accessible via the establishment of additional access gates.
- Open space and parklands are a priority to the adjoining neighborhood.

PUBLIC SCOPING COMMENTS

Traffic & Transportation

- The project should have minimal impact on parking in the adjoining neighborhoods.
- Parking should not be free; any parking revenue should be used for maintenance of the Richardson property and neighborhood.
- Examine East-West address road and traffic volumes due to the potential use for cut through traffic and the development it encourages the northwest corner.
- Circulation should take place within an internal Olmstedian circulation loop.
- The sidewalk along Forest Avenue in Rees Street should be extended.
- The RCC could spend money to widen sidewalks and consider that as part of the circulation plan.

Hazardous Materials

- Provide information about the potential environmental hazards located at the ROC and the impacts from redevelopment.

WHY A GEIS?

Generic Environmental Impact Statement (GEIS)

- Broader and more general than site/ project-specific EISs.
- Used to assess impacts of an entire program or plan having wide application & multiple potential agencies.
- No further assessment required if a subsequent activity conforms and/ or was adequately addressed in GEIS.
  - Conditions/ mitigation measures
  - Development "thresholds" established
- Each state/ local agency approving/ funding elements of the Master Plan must issue its own findings based on GEIS process.

DRAFT GEIS CONTENT

- Executive Summary
- Chapter 1 - Introduction
- Chapter 2 - Project Background
- Chapter 3 - Project Description and Alternatives
- Chapter 4 - Environmental Setting
- Chapter 5 - Environmental Impacts
- Chapter 6 - Cumulative Impacts
- Chapter 7 - Other Considerations
- Chapter 8 - Summary of Mitigation Measures

BASELINE PRINCIPLES

STABILIZE the historic buildings

RATIONALIZE THE SITE (parking/ circulation)

PRIORITIZE the landscape investment

IDENTIFY building reuse programs

ESTABLISH public access



ALTERNATIVES EVALUATED IN DRAFT GEIS

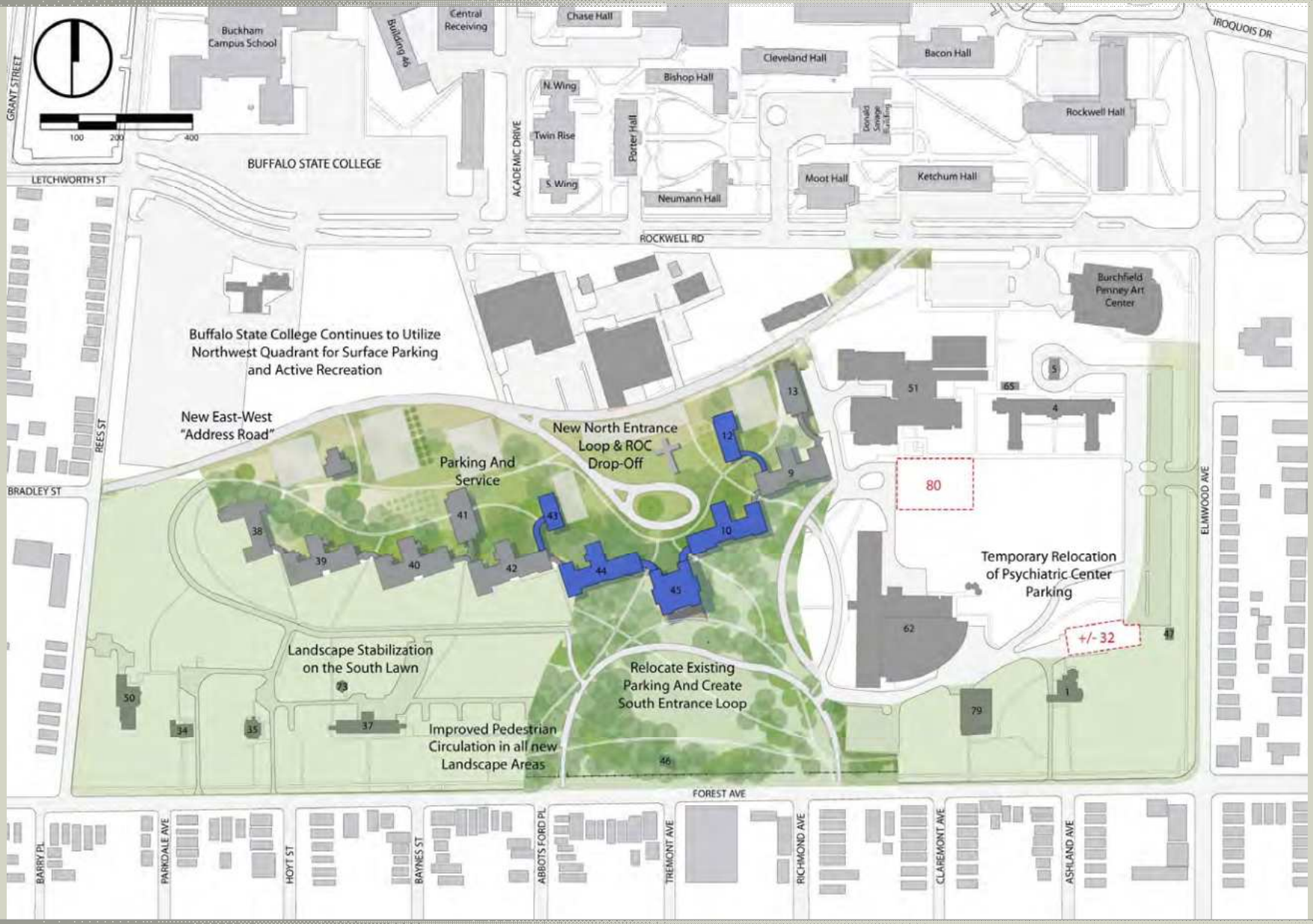
Project Alternatives

- No Build Alternative
- Preferred Alternative

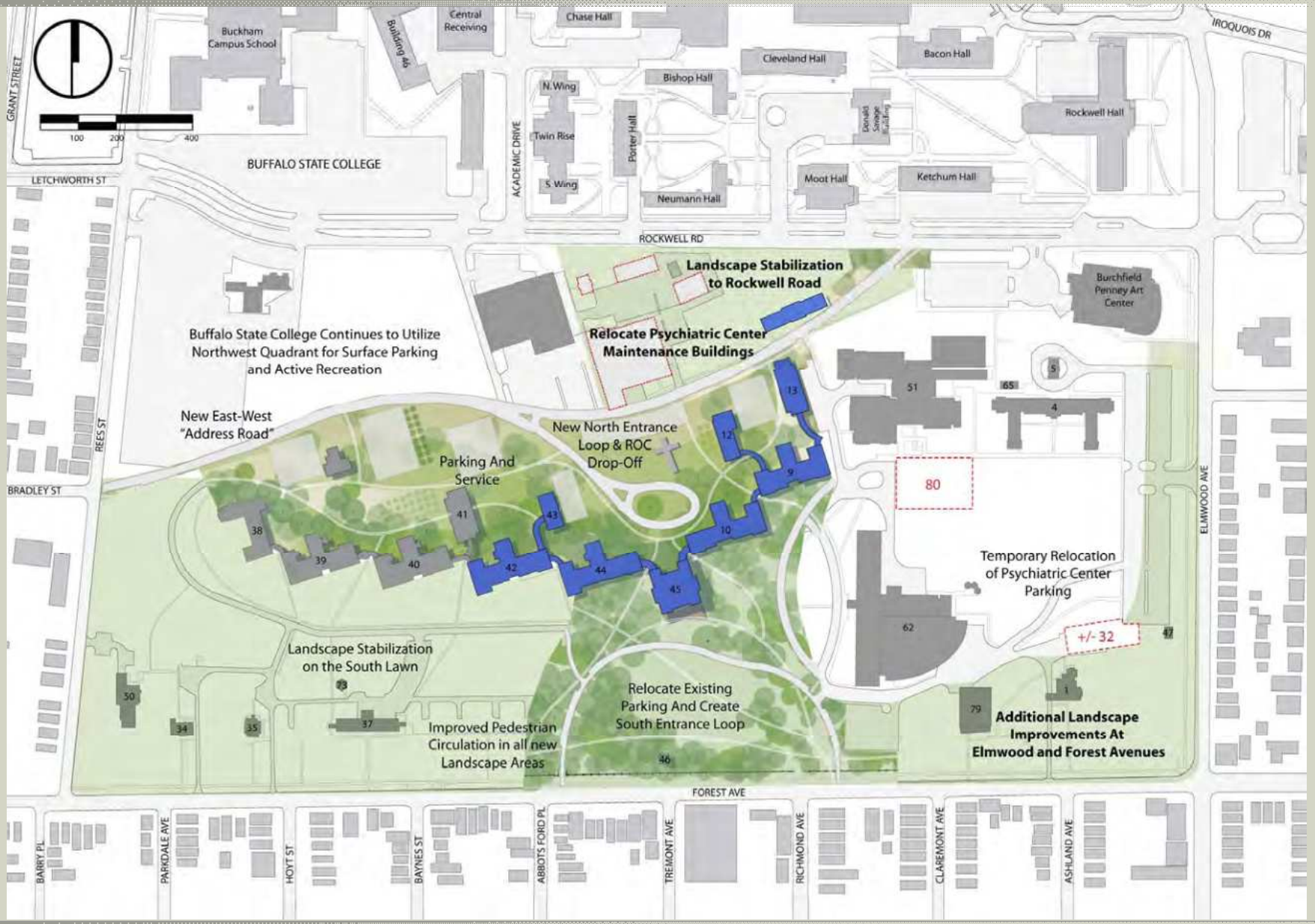
Note: Other Alternatives Were Considered and Eliminated During Master Plan Process



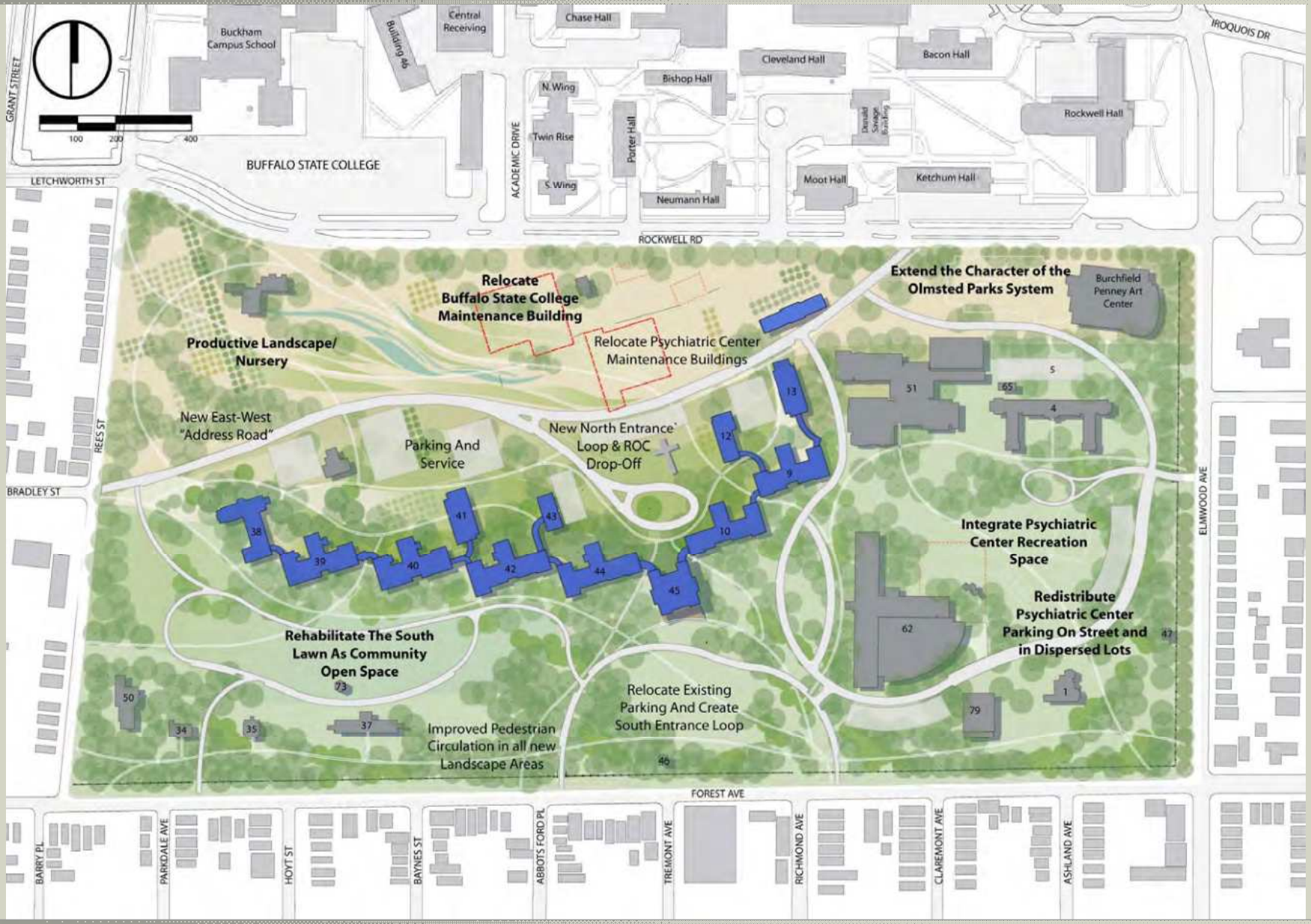
CORE PROJECT



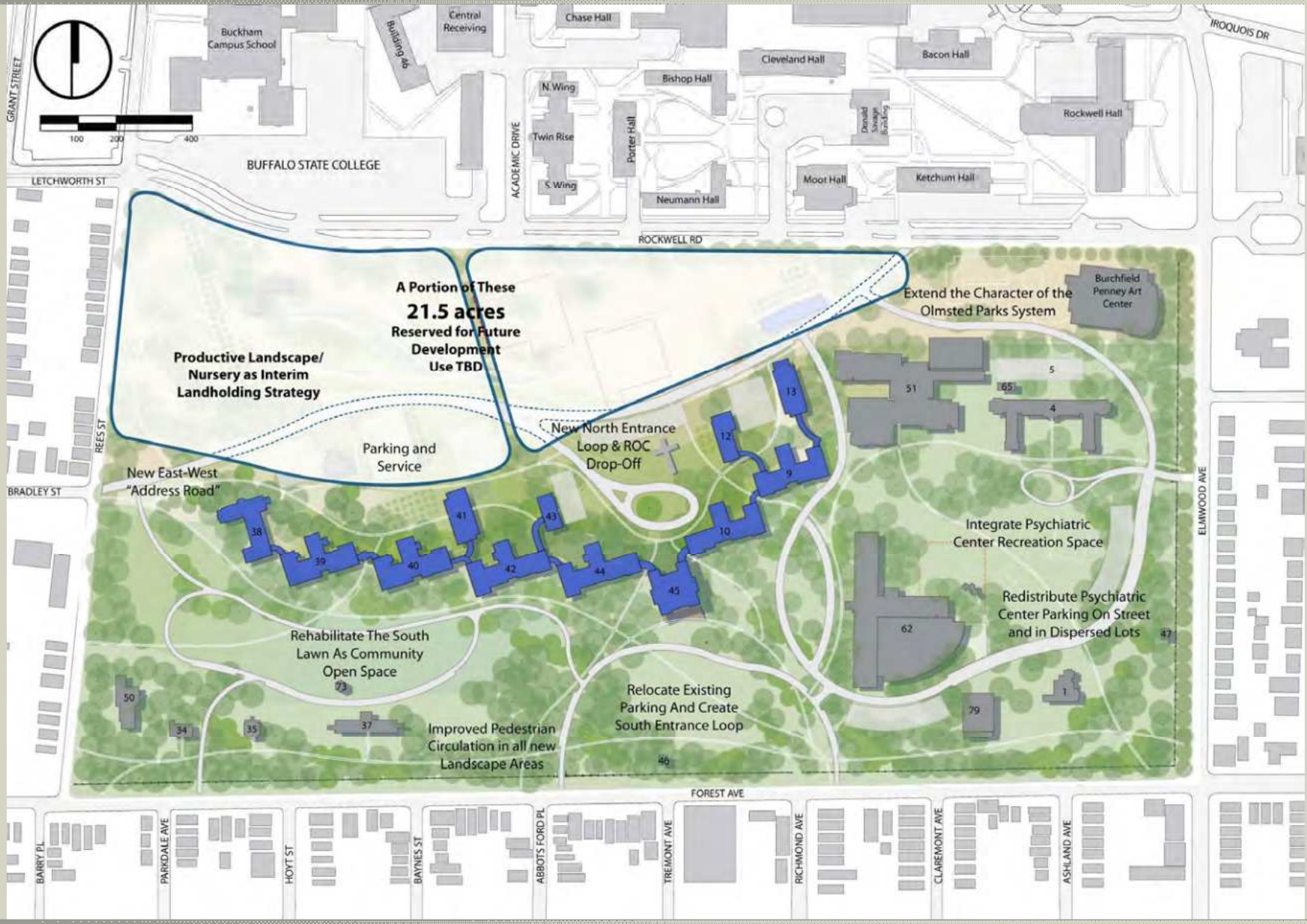
EXPANDED CORE PROJECT



FULL REUSE OF HISTORIC STRUCTURES



DEVELOPMENT LANDHOLDING



PROPOSED ACTIONS

- Adopt General Project Plan (GPP)
- Gain title to State-owned lands/ buildings
- Amend zoning classifications
- Expend State funds
- Other future actions to implement Master Plan



PROPOSED ACTION - *EXPEND STATE FUNDS*

General Project Plan Funding Uses	
Core Project	
Planning studies and pre construction activities – previously approved	$10,000,000
Emergency Stabilization site wide Phase I – previously approved	$2,100,000
Emergency Stabilization site wide Phase II- previously approved	$7,840,800
Mothball remaining buildings not used in the Core Project	$5,900,000
Landscape Rehabilitation and Circulation	$22,860,000
Stabilization & Preparation of Core Project to clean shell	$24,360,000
Purchase of Architecture Center Exhibits	$5,900,000
Construction of New Entry Addition	$4,000,000
Parking relocation and relocation of BPC Maintenance Building	$11,500,000
Private Development Historic Buildings – Core Project	$11,000,000
Core Project Total	$105,460,800

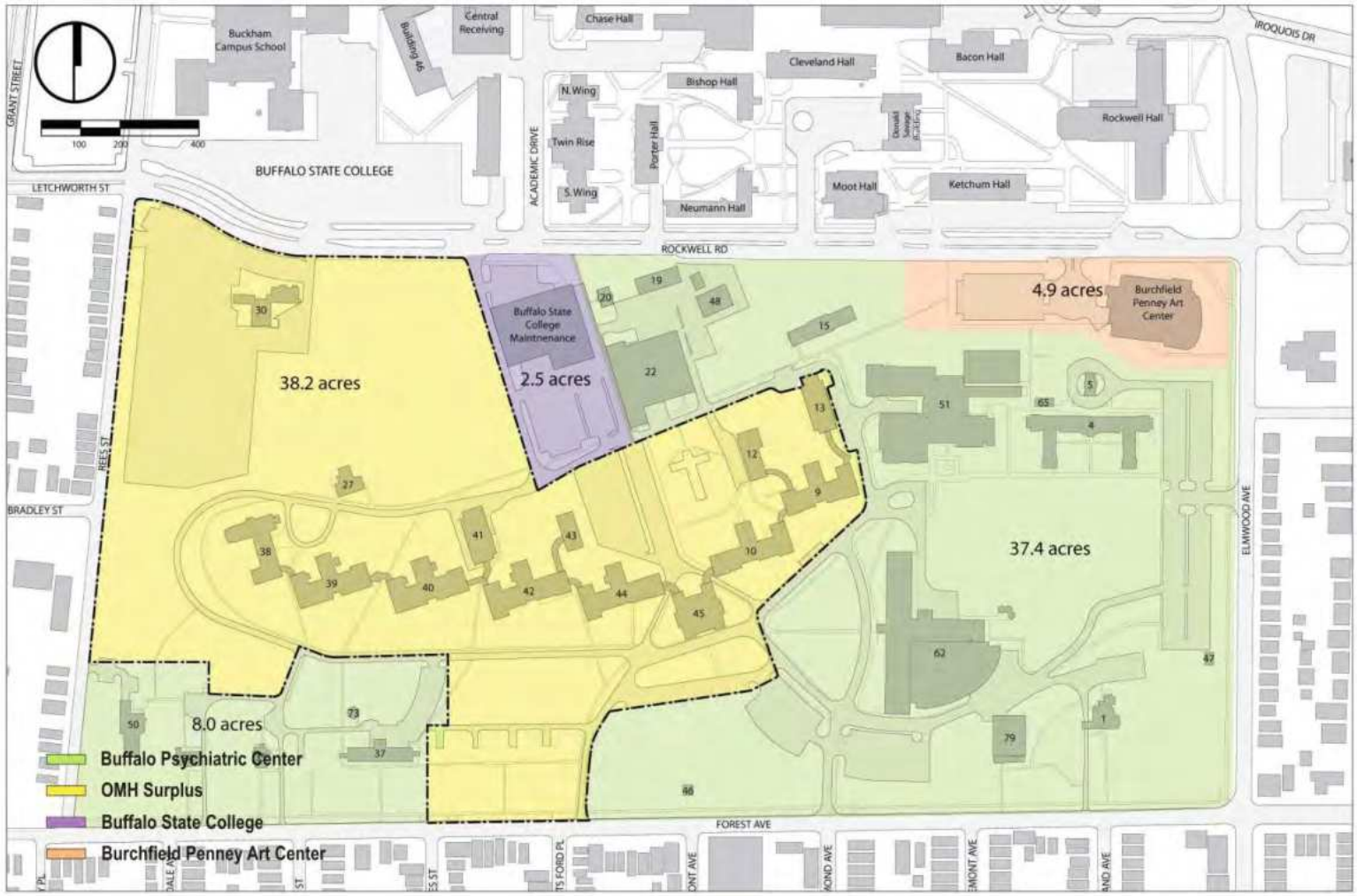
General Project Plan Funding Sources	
Core Project	
New York State (SUB SUNY appropriation)	$76,500,000
Federal and State Tax Credits	$17,300,000
Private Development	$11,660,800
Core Project Total	$105,460,800

PROPOSED ACTION - *EXPEND STATE FUNDS*

General Project Plan Funding Uses	
Additional Phases	
Prepare remaining buildings to a clean shell for a developer	$65,000,000
Private Development Historic Buildings – remaining	$35,600,000
Private Development New Buildings, incl. infrastructure and landscape	$75,500,000
Additional Phases Total:	$176,100,000
Total Project Cost:	$281,560,800

General Project Plan Funding Sources	
Private Development	$105,600,000
Federal and State Tax Credits	$62,700,000
Private Foundations	$7,800,000
Additional Phases Total:	$176,100,000
Total Funding Sources:	$281,560,800

PROPOSED ACTION - *GAIN TITLE TO SURPLUS LANDS*



Richardson Olmsted Complex Master Plan
Buffalo, New York

Figure 3.1-1
Existing OMH Surplus Property

IMPACTS & MITIGATION MEASURES

1. Cultural & Historic Resources
2. Visual Resources
3. Land Use & Development Policies
4. Socioeconomics
5. Traffic & Transportation
6. Environmental Concerns
7. Community Services
8. Utilities
9. Air Quality
10. Noise
11. Physical & Ecological Resources
12. Construction Impacts



CULTURAL & HISTORIC RESOURCES





Environmental factors considered:

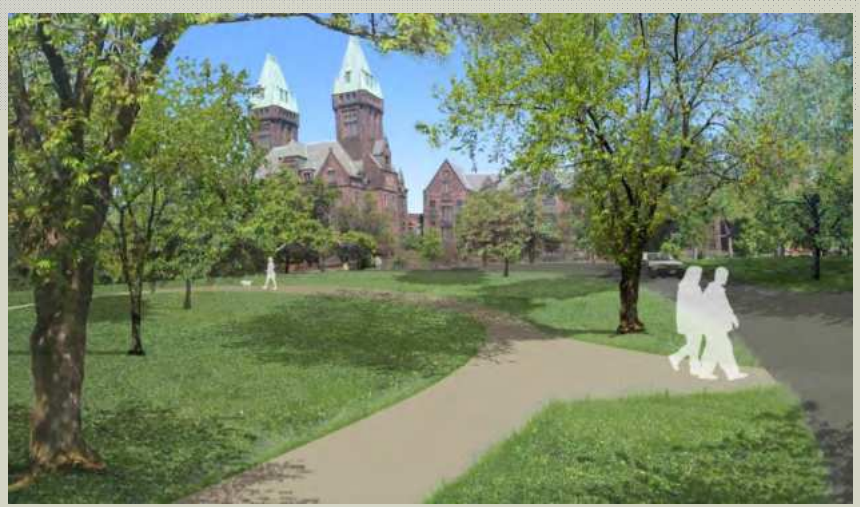
- Architectural
  - Direct
  - Indirect
- Archaeological

Alternative	Preferred Alternative	No–Build Alternative
Potential Impact	Architectural Resources ▪ Generally positive direct impacts ▪ Stabilize, rehabilitate and reuse the currently vacant historic Buffalo State Hospital buildings and grounds ▪ Construct a new addition to Building 45 ▪ Potential impacts to Building 30 (Wagon Shed) ▪ No significant adverse indirect impacts ▪ Potential visual impacts on adjacent S/NRHP listed buildings and grounds Archaeological Resources ▪ Potential for archaeological impacts during ground disturbing activities	▪ Historic Buffalo State Hospital buildings and grounds would continue to deteriorate ▪ No impacts to archaeological resources
Proposed Mitigation	▪ Letter of Resolution ▪ Consult with OPRHP as detailed designs are advanced ▪ Undertake excavation-directed investigations prior to the start of excavation and ground disturbing activities ▪ Adhere to Federal and State historic preservation standards, ROC Historic Structures Report, ROC Cultural Landscape Report, and ROC Master Plan ▪ Local review and approval by City of Buffalo	NA

VISUAL RESOURCES

Environmental factors considered:

- Built Environment
- Public Spaces
- View Corridors



Alternative	Preferred Alternative	No-Build Alternative
Potential Impact	Generally positive impacts ▪ Rehabilitates and stabilizes historic buildings and grounds ▪ Places new addition on north side of Building 45 ▪ Introduces a new internal circulation system ▪ Proposes new construction into the NW quadrant that has remained largely undeveloped throughout its history	▪ No change to existing view sheds ▪ Continued deterioration of buildings and grounds
Proposed Mitigation	▪ Letter of Resolution ▪ Consult with OPRHP as detailed designs are advanced ▪ Undertake excavation-directed investigations prior to the start of excavation and ground disturbing activities ▪ Adhere to Federal and State historic preservation standards, ROC Historic Structures Report, ROC Cultural Landscape Report, and ROC Master Plan ▪ Local review and approval by City of Buffalo	NA

LAND USE & DEVELOPMENT POLICIES

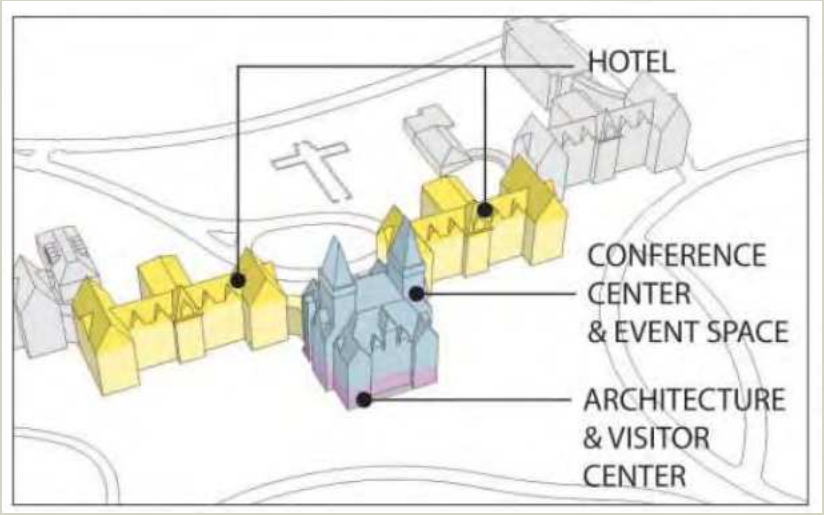
Environmental factors considered:

Land Use Regulations

- City Zoning Code

Development Plans

- Queen City in the 21st Century: The Buffalo Comprehensive Plan
- Buffalo Psychiatric Center Master Plan
- The Olmsted City, the Buffalo Olmsted Park System: Plan for the 21st Century



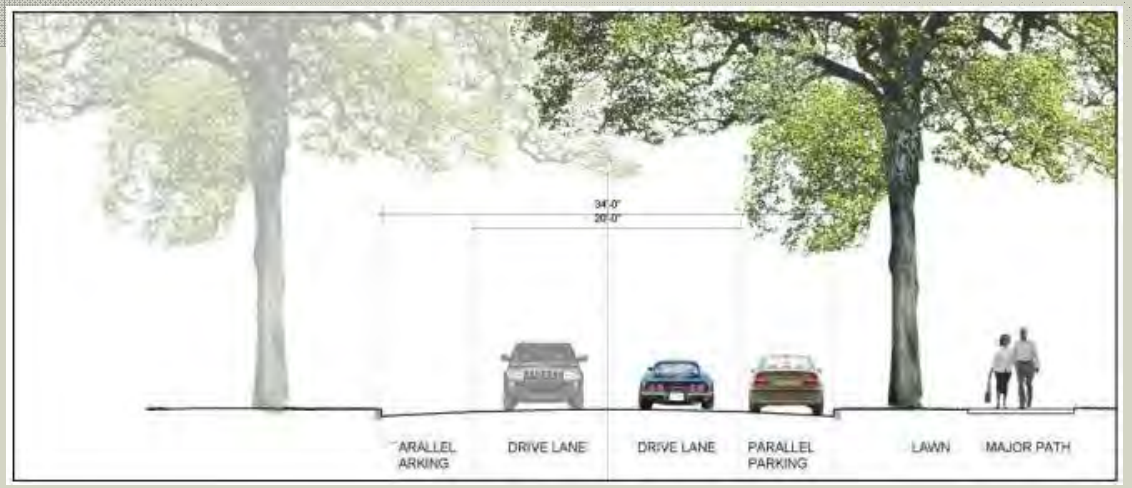
Alternative	Preferred Alternative	No–Build Alternative
Potential Impact	▪ Inconsistent with local land use controls (zoning) ▪ Generally support local development policies ▪ Generally compatible with existing ROC uses on non-surplus lands	▪ No change in existing land us patterns ▪ Does not support local development policies
Proposed Mitigation	▪ Rezone site to Community Business District (C2) ▪ Ste plan review by City Planning Board ▪ Consult with BPC and BSC on relocation options for maintenance facilities ▪ Consult with BPC, BSC and BPAC to ensure future RCC activities and operations would not conflict with both the short- and long-term needs / tenants	NA

PARKING

Environmental factors considered:

Parking Regulations

- City Zoning Code

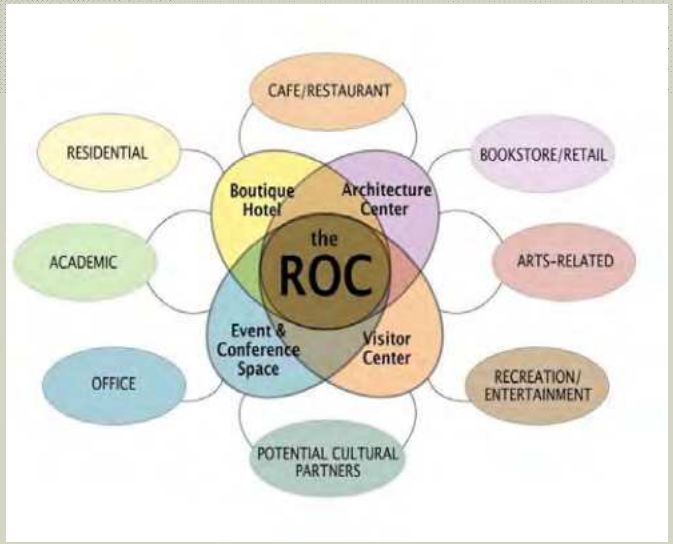


Alternative	Preferred Alternative	No–Build Alternative
Potential Impact	▪ A detailed parking plan is not included in the ROC Master Plan ▪ Based on proposed full build out, a total of 1,698 off-street parking spaces would be required (1,400 spaces exist) ▪ 1,002 off-street spaces for full ▪ Existing 696 off-street spaces (598 BPC, 98 BPAC)	▪ No increase or reduction in number of on-site parking spaces ▪ Existing parking configuration remains ▪ Parking operations remain unchanged
Proposed Mitigation	▪ Prepare an assessment of potential parking impacts following the development of the site parking plan ▪ Letter of Resolution ▪ Consult with other ROC users and adjacent neighborhood groups ▪ Adhere to ROC Master Plan guidance for parking ▪ Visually subordinate to the landscape ▪ Located away from primary vistas along Forest Avenue	NA

SOCIOECONOMICS

Environmental factors considered:

- Population
- Income
- Employment
- Housing



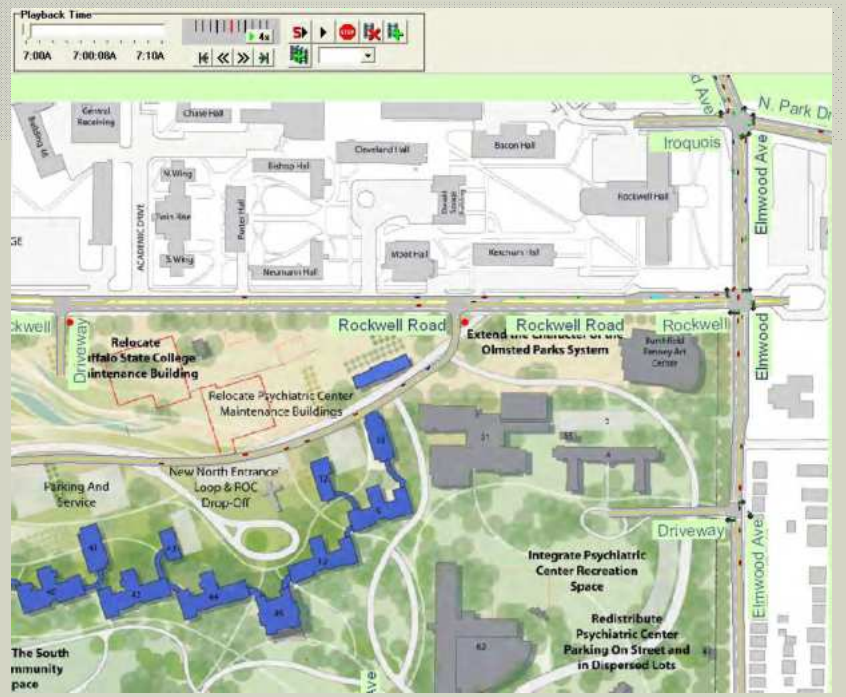
Alternative	Preferred Alternative	No–Build Alternative
Potential Impact	<u>Construction Phase</u> ▪ WNY Employment: 3,539 job years ▪ WNY Personal Income: $170.7 M ▪ WNY Tax Revenue: $12.3 M <u>Permanent Operations (estimated over a 20-year period)</u> ▪ WNY Employment: 866 job years ▪ WNY Personal Income: $848.9 M ▪ WNY Tax Revenue: $32.4 M	▪ No increase in employment, personal income or tax revenue
Proposed Mitigation	▪ None necessary	NA

TRAFFIC

Environmental factors considered:

Traffic

- ETC - 2015 Core Project (188,000 sq/ft)
- ETC +20 - 2035 Full Build Out (880,000 sq/ft)



Alternative	Preferred Alternative	No–Build Alternative
Potential Impact	Core Project at 2015 ▪ No significant adverse impact at 9 intersections and approaches (LOS A-B). Similar to No-Build Alternative. Full Build Out at 2035 ▪ No significant adverse impact at 10 intersections (LOS A-C). Three intersection approaches approach capacity (LOS D & E).	Core Project at 2015 ▪ No significant adverse impact at 9 intersections and approaches (LOS A-C). Full Build Out at 2035 ▪ No significant adverse impact at 9 intersections and approaches (LOS A-C).
Proposed Mitigation	Full Build Out at 2035 ▪ Add southbound advance signal phase at Elmwood at Iroquois ▪ Revise signal phasing timing at Elmwood at Forest to provide additional 'green' time for Elmwood signal phases ▪ Add eastbound advance left turn signal phase to Elmwood at Rockwell	NA

THRESHOLDS FOR FUTURE ACTION

- Project programming changes
- Introduction of significantly dissimilar land uses
- Significant changes to the conceptual circulation system or parking
- Accelerated construction schedules
- Street network modifications
- Modifications increasing impervious surfaces
- Direct impacts architectural and archaeological resources that cannot be adequately mitigated
- Discovery of significant archaeological artifacts



NEXT STEPS

STEP	SCHEDULE
Scoping Process	Closed January 15, 2010
Draft GEIS	Completed September 2010
Draft GEIS Public Hearing	Held January 6, 2011
Public Comment Period	Closes January 17, 2011 at 5:00 pm

If There are Substantive Comments:

- Responses in Final Generic Environmental Impact Statement (FGEIS)
- Findings Statement
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If There are No Substantive Comments:

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COMMENTS

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January 17, 2011

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Project Documents available at:

www.richardson-olmsted.com



NEW YORK STATE URBAN DEVELOPMENT CORPORATION
D/B/A EMPIRE STATE DEVELOPMENT CORPORATION

THE RICHARDSON OLMSTED COMPLEX

PUBLIC HEARING

GENERAL PROJECT PLAN
&
DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT

JANUARY 6, 2011
6:00 P.M. - 8:00 P.M.

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PUBLIC HEARING FOR THE GENERAL PROJECT PLAN AND DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT

Held at:
Burchfield Penney Art Center
1300 Elmwood Avenue
Buffalo, New York 14213
On Thursday, January 6th, 2011
6:00 p.m. - 8:00 p.m.

PRESENT:

Richard Stark, Hearing Officer

Eva Hassett, Board Member

Monica Pellegrino Faix, Project Coordinator

Mark Tytka, Parsons Brinckerhoff

Sam Hoyt, Assemblymember

Paul Tronolone, ESDC

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PUBLIC SPEAKERS

NAME	PAGE
Michael McLean	46-47
Tim Tielman Executive Director of Campaign for Greater Buffalo	47-52
John McNeil	53-55
Carl Dennis	55-56
Vincent Kuntz	56-57
Cynthia Van Ness	58-59
Tim Van Oss	59-60

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EXHIBIT LIST

EXHIBIT NO.		PAGE
Exhibit 1	Notice of Completion for the Draft Generic Environmental Impact Statement and General Project Plan for the Richardson Olmsted Complex Project, which Appeared in the Environmental Notice Bulletin on December 29, 2010.	19
Exhibit 2	Public Notice, which appeared in the Buffalo News on December 20, 2010.	19
Exhibit 3	General Project Plan, Richardson Olmsted Complex, Civic and Land Use Improvement Project, adopted by Empire State Development Corporation on December 16, 2010.	19
Exhibit 4	Draft Generic Environmental Impact Statement, Richardson Olmsted Complex Master Plan, Dated September 2010.	19/20

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OPENING REMARKS BY EVA HASSETT

MS. HASSETT: Good evening. My name is Eva Hassett. I'm a Board member for the Richardson Center Corporation and I want to welcome you to our public hearing tonight. Tonight's meeting is really the beginning of completion of the legal requirement that allow for the Richardson Complex land use plans to move from planning to design and construction, so we're very excited about moving ahead with this process.

I want to make sure that I mention to you all that on January 26th we will have another public meeting. This is really a formal public meeting about the environmental impact process. On January 26th we will have another public meeting at Rockwell Hall to show you and share with you and talk with you about the design for the South Lawn and removal of parking that's there now. So I want to invite you all right away to another public meeting which will show you some of the specific design that we hope to be able to implement if we can finish this environmental impact process. So please join us

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on January 26th as well.

I want to introduce the Hearing Officer who will be running this hearing tonight, after I say a couple things, and some other people. Richard Stark, who's right there, so it's going to be Richard's meeting shortly. I want to thank all of you, and some other people on behalf of the Richardson Center Corporation Board. There are so many people who have assisted us. First and foremost, really, thanks to all of you and everybody who went to any public meeting because you really supported and provided input to and helped our plan be better because of all of your efforts. So thank you to you, first of all. Thank you to the Community Advisory Group that we've used. I know there are members of the Community Advisory Group here tonight. I thought we had a couple. They're here somewhere. Anyway, we had a great Community Advisory Group that has been part of our process to date and we're very grateful to them. We're grateful to the John R. Oishei Foundation and the Community Foundation for Greater Buffalo for their support

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with our operating expenses. We're grateful to the Board and the staff at the Empire State Development Corporation and we are grateful to Assemblymember Sam Hoyt and we would really like to thank Senator Mark Grisanti for their help in supporting the project and assisting the legislation that will transfer ownership of the surplus property and buildings to the Richardson Center Corporation, we hope, coming shortly. So Assemblymember Hoyt is here tonight and he would like to say a few words of welcome.

ASSEMBLYMEMBER HOYT: Good evening, everybody. Thank you, Eva, for the introduction. Eva, just a second ago kind of chuckled and said; yes, we'll be inviting you to another public meeting in just a couple of short weeks. The reality is, one of the things that I'm most proud of and one of the things that I've insisted on since its inception and favorable from the beginning is that this be a very public process. You might hear from Eva or one of the other speakers shortly about the number of meetings -- public meetings that have taken place through

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this initiative, or the result of this initiative since we got started. I think it's in the scores. I think we're above 40 and that's something that I think is important.

This is a project that's extremely important to the community, not just the immediate neighbors, but the entire community. It's something that is going to, in my opinion, put Buffalo on the map once again for the extraordinary architectural asset that the complex is, but also the significance of the Olmsted design and landscape. It has the potential and we fully anticipate that this Project is going to have a significant economic impact on the region and one of the things that I'm excited about is that it's going to bridge to neighbors; one that we sit on right now that is probably one of the most prosperous and one of the most successful in Buffalo, but to the east of us -- I'm sorry -- to the west of us is the Grant Street neighborhood that isn't doing as well, and I think that this Project has the potential to become a stabilizing force and, in

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effect, may be a catalyst for future economic growth in that area.

Some have complained that this process is taking too long. I would agree, and remember the history. It was back in, I think 1973 that the Richardson Complex was placed on the National Register of Historical Places. The last patients moved out of the buildings in 1974. The Administrative Towers were vacated, or the Twin Towers where the Administrative Building is was vacated in 1994. Since that time we've seen, and even before then, we've seen lots of blue ribbon committees; lots of task forces; lots of former senators, Masiello; former mayors; former assemblymen, Hoyt; and others talk about, and even governors, talk about we're going to do something here. Finally, we're going to get something done at the Richardson Complex. Well, something, in my opinion, is genuinely getting done and I'm very, very excited about the prospects.

The bottom line is, there's more work that needs to be done. There will be constant

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opportunity for input from you. As a state legislator, I have some responsibilities to fulfill in getting the transfer of the property from the state government to the corporation that will be facilitating the development. I anticipate doing that early in the legislative session. I'm excited about having a new partner, Mark Grisanti. He sends his best. He was unable to attend but he's going to do a great job as our State Senator and we're continuing to protect the money. Remember, it was, I think back in 2006, Governor George Pataki, through the efforts of the Western New York Delegation, and others, dedicated a very significant sum of money to this Project. My challenge since then has been to protect that money from, you know, a lot of people who see the power of money of that amount and say they want to spend it elsewhere, in Long Island and New York City and other places in New York State. We're going to protect that money and we're going to make sure it's invested right here at this great Project.

So thank you all for attending. It's going

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to be, in the end, a very, very exciting Project. Progress is being made and you'll hear about that in just a few minutes and your input is very, very important. Thank you.

MS. HASSETT: Thank you, Sam. So now, Rich Stark is going to describe what the process is going to be tonight and I'm going to stand up here and make the slides move forward.

HEARING OFFICER STARK: Good evening ladies and gentlemen. I'd like to welcome you all to tonight's public hearing for the General Project Plan and Draft Generic Environmental Impact Statement, or DGEIS, for the Richardson Olmsted Complex Project. My name is Richard Stark and I have been asked by the New York State Urban Development Corporation doing business as the Empire State Development Corporation, or ESDC, to serve as Moderator for tonight's hearing.

Public Notice of this hearing appeared on December 20, 2010 in the Buffalo News and in the New York State Environmental Notice Bulletin on December 29, 2010. Letters announcing the hearing were also sent to various federal, state,

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and local agencies and interested organizations and individuals. In addition, e-mail notices were sent to approximately 900 persons on the Richardson Center Corporation distribution list.

The purpose of tonight's hearing is to provide an overview of the Plan for expending state funds administered by ESDC to help rehabilitate and reuse the Richardson Olmsted Complex and to afford the general public an opportunity to make statements and comments on this Plan and the Environmental Impact Statement.

I'd like to stress that this hearing is not intended to be a question and answer session. All of the comments you make tonight are being recorded and will be addressed in subsequent documents that I'll go over in a moment. Following my remarks, we will proceed with presentations by Eva Hassett, Board Member of the Richardson Center Corporation, and Mark Tytka of Parsons Brinckerhoff, the consulting firm that prepared the DGEIS. We will then open the floor for you to make comments. At a minimum, tonight's hearing will extend to 8:00 p.m. to

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receive public comments, but we will continue until each person that has expressed a desire to make a statement has had an opportunity to speak.

Tonight's hearing serves to address a component of the public review process required under a series of laws. These include:

Section 16 of the New York State Urban Development Corporation Act, which requires ESDC to solicit public comments whenever ESDC adopts a general project plan;

The New York State Environmental Quality Review Act, which requires state and local agencies to consider the environmental effects of their actions prior to implementing them; and

Section 14.09 of the State Parks, Recreation, and Historic Preservation Law, which requires state agencies to consult with the State Historic Preservation Office and seek public comment if a project may affect any historic, architectural, archaeological or cultural property that is listed on or is eligible for inclusion on the State and National Registers of Historic Places. The Richardson Olmsted Complex

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is such a listed property.

ESDC has addressed the requirements of these laws, among others, through a Draft Generic Environmental Impact Statement. The DGEIS was prepared by Parsons Brinckerhoff, which is under contract with the Richardson Center Corporation, the organization that is leading this effort and proposed to receive state funds. The document was accepted by the ESDC Board of Directors as complete on December 16, 2010.

The DGEIS contains a description of ESDC's proposed action, providing funds for certain rehabilitation and adaptive reuse efforts at the Complex, which is an outgrowth of a Master Plan for the Complex prepared in 2009 by the Richardson Center Corporation. The DGEIS then documents anticipated social, economic and environmental effects of implementing the Plan, as well as any future reviews, assessments, permits and other approvals that would be necessary prior to implementing the Plan. Where applicable, the DGEIS outlines measures to avoid or lessen the severity of any negative impacts.

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As part of the public review process, ESDC is requesting comments on the completeness and appropriateness of the assessments in the DGEIS. Following tonight's hearing and through the close of the public comment period, the agency will review any comments received. Responses to any substantive comments received would be made in the Final Generic Environmental Impact Statement, or FGEIS, along with any necessary refinements or revisions. Following the issuance of that document, ESDC would make official findings on the Project prior to giving it a final approval.

Although it is rare in most cases, in the event that the DGEIS identifies no significant impacts resulting from the Plan and if no substantive comments are received from agencies, organizations and/or the general public, ESDC could issue what is called a Negative Declaration, without issuing an FGEIS, indicating that the environment review process is complete.

I'd now like to go over the procedures for tonight's hearing. First, if you haven't done so already, please make sure that you have signed in

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at the table near the entrance to the auditorium. The sign-in sheet is our official record of attendance at this hearing. Copies of the General Project Plan, Notice of Completion and DGEIS Executive Summary are available at the sign-in table.

Second, if you wish to make a statement tonight, at the sign-in table there are speaker registration cards. Please fill out your name, address and if applicable, whether you represent an organization or agency. Then place the card in the speakers box. If you didn't get a card and would like to make a statement, please raise your hand. There are people on either side of the auditorium that will provide you with a registration card.

Following the presentation, cards will be selected at random and the floor will be opened to provide speaking time for each person. Please feel free to sign up to speak at any time throughout tonight's hearing. Because we'd like to give everyone an opportunity to make a statement, depending on the number of registered

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speakers, I may need to require time limits. If this is the case, each individual will be allotted five minutes to make their statement and any person representing an organization with a substantial number of members or a public agency will be afforded 10 minutes for a statement. After the presentation, I'll know how many speakers have registered at that point and will let you all know whether I'll have to require time limits.

Speakers will be allowed to use their time to their best advantage without interruption from the floor. If you are reading from a prepared statement, please keep in mind that you may summarize your statement and submit the full text to be entered into the record.

Finally, if you are not comfortable in making a statement tonight, you may submit your comments in writing tonight or after the hearing until 5:00 p.m., January 17, 2011. At the sign-in table, there are comment forms for your use. You can fill them out and submit them tonight. They are also pre-addressed, if you

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wish to mail them to ESDC after tonight's hearing.

The General Project Plan and DGEIS are available for review during weekday business hours at ESDC. Please call 716-846-8200 for an appointment. The documents are also on file at both the Downtown and Crane Branches of the Buffalo and Erie County Public Library. Also, all of the documents can be downloaded from our Project website at: Www.richardson-olmsted.com. Click on the "documents" tab to download copies of all the Project documents. Again, ESDC will accept written comments on the General Project Plan and DGEIS and until 5:00 p.m., January 17, 2011. Comments should be mailed to: Paul Tronolone, Empire State Development Corporation, 95 Perry Street, Buffalo, New York, 14203. You may also fax or e-mail your comments. The contact information is shown here and is printed on the comment sheets available at the sign-in table.

Before we move on to the presentation, I'd like to take care of some administrative matters

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by noting that the transcript of this public hearing will be available for review in ESDC offices by no later than January 20th, 2011. It will also be made available on the Project website.

I would now like to ask the court reporter to mark the following documents as exhibits to the hearing transcript:

As Exhibit Number 1: Notice of Completion for the Draft Generic Environmental Impact Statement and General Project Plan for the Richardson Olmsted Complex Project, which appeared in the Environmental Notice Bulletin on December 29, 2010.

As Exhibit 2: Public Notice, which appeared in the Buffalo News on December 20, 2010.

As Exhibit 3: The document entitled: General Project Plan, Richardson Olmsted Complex, Civic and Land Use Improvement Project, adopted by Empire State Development Corporation on December 16, 2010.

And finally, as Exhibit 4: The document

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entitled: Draft Generic environmental Impact Statement, Richardson Olmsted Complex Master Plan, dated September 2010.

Now, allow me to re-introduce Eva Hassett, Richardson Center Corporation Board Member.

MS. HASSETT: Thank you. Thank you, Richard. And I'm going to introduce Mark Tytka from Parsons Brinckerhoff, who's going to describe for you the DGEIS and what we're doing tonight, and I'll be back.

MR. TYTKA: Good evening. As Eva said, I'm Mark Tytka from Parsons Brinckerhoff and as you can tell, we're going to tag team a lot of the presentation tonight so I'll be starting out and people will be jumping in. Like Monica will also be jumping in and out and jumping back so we're changing places a lot tonight to keep things moving and somewhat fresh.

The purpose of the EIS is to make certain that environmental factors are considered during project development in the decision making processes, both positive impacts and adverse impacts. If potential significant adverse

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impacts are identified, the EIS should really then identify actions that the lead agency should consider to avoid, minimize and litigate those impacts as part of project mitigation. Based on the DGEIS that's been prepared for the ROC -- and is everybody familiar with the term "ROC" or should I say Richardson Olmsted Complex? ROC is okay? All right. Thanks. The project should generally result in positive and some minor adverse impacts, and we're going to talk about those tonight.

What I would really like to do first is give you a quick overview of what we're going to do. We're going to walk you quickly through the DGEIS process, public scoping comments received so far to date. We're going to recap why the DGEIS, the Generic Master Plan is being prepared. We're going to briefly go through the content of the EIS and also next up the Generic Master Plan. So there's a lot of coverage that we're going to go through very quickly and give you a high-level overview for you here tonight. It's going to be a super finish.

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Just by a quick show of hands, how many people have attended a previous meeting either on the Master Plan or on the Environment Impact Statement? That's a really -- we really appreciate your turnout. It's really good. It shows a lot of community investment, personal time on this Project. And for those of you, this is your first meeting, we welcome you and appreciate your time and input.

Okay. Let's recap our GEIS process. We started out with scoping the GEIS and that's basically where we work with you, the public and regulatory agencies to define what the scope of the study is, what the important issues are to be mitigated in the DGEIS. The Draft Generic EIS was then prepared and that really identifies potential harmful impacts and what potential mitigation measures are. We are now in the Generic Environmental Impact Statement Public Comment Period, and over this public comment period, we have a public hearing tonight where you can speak and offer comments and also there's a period where we accept written comments from

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members of the public and from regulatory agencies.

During the scoping, a Draft Scoping document was prepared. We had a Public Scoping Meeting, again with the public to get feedback on that. And then we also prepared a Final Scoping document which was based on comments received. A total of 61 persons attended the December 17th, 2009 Public Scoping Meeting and at the conclusion of a 46-day scoping period, which was a period that was open to receive comments, a total of 15 verbal, written and e-mail comments were received from agencies and the public. A large portion of those comments really pertain to the content of the ROC Master Plan and not so much on the scope of the Environmental Impact Statement.

Comments received basically, apparently are listed up here on the board, included the Cultural Resources, Visual Impacts, Land Use and Parking, Traffic and Transportation and Hazardous Materials. What I'm not going to do is show you all these slides because there's a lot of text up there. This is really just to illustrate some of

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the comments that were received during the scoping process and it's also not an inclusive list of all the comments that we received. For example, in the Master Plan, one of the comments was that the process should continue to involve the public, which we all agree with. From the Cultural Resources side, all the historically significant structures should be preserved and reused.

These are examples of the types of comments that we received:

Visual Resources - One of the comments received was proposed an East-West Address Road, a new development to the north from damage to the north-west view shed.

Land Use - Open space for parking is a priority for the adjoining neighborhoods.

Transportation and Traffic - the Project should have minimal impact on parking in the adjoining neighborhoods; and on

Hazardous Materials - The comment was to provide more information about potential environmental hazards within the property.

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As Richard mentioned earlier, the Master Plan is being evaluated for a Generic Environmental Impact Statement. And the State Environmental Quality Review Act permits for preparation with a generic EIS for projects that are broader and more conceptual in nature. These are projects that are typically longer term in nature and not all the elements have been completely defined as the project will evolve over time, much like the ROC Master Plan.

As impacts -- as assessments of impacts performed, we typically assess those elements now that are well defined and we establish what are called thresholds or actions or elements that are less defined. To give you an example of the ROC Project, we assume a maximum development of 880,000 square feet of development at full build-out, so that down the road if we ever exceed that number of square footage or the intensity of land has changed, a supplemental environmental review will be required. So that's the difference between a project specific and a generic EIS. There are thresholds that have to

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account for future actions and that give us a direction for addressing those.

Another important issue, just to let you know, that there are several other agencies that are going to be involved in the environment review process and the implementation of the Project as it goes forward, in addition to ESDC. So each agency, before it approves an action or approves funding, also has to make its own finding under the State Environmental Quality Review Act.

The DGEIS, if you haven't seen it, it's comprised of eight chapters and tonight what we're going to do is really focus on providing you a quick overview of the Project and some of the potential environmental impacts and mitigation measures that are discussed in the DGEIS. I'd like to turn the microphone back over to Eva and she's going to give you a quick overview of the Project.

MS. HASSETT: Let me start this, because I didn't wear reading glasses -- I'm going to provide a very brief overview of the Master Plan.

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Those of you who have been to our public meetings will find, I hope most of this pretty familiar. The Richardson Center Corporation, a not-for-profit Board that has been managing this work, along with you, the public, in this series of public meetings, identified these five Guiding Principles for the Master Plan. That was one of the first things that we did. The Principles are to stabilize the historic buildings; to rationalize the site, that means both parking and circulation, foot and car transport; to prioritize the landscape investment; to identify perhaps for reusing the buildings and to establish public access. Those are really our Guiding Principles.

These Principles then led us to the development of several reuse alternatives that were evaluated by our Master Plan consultants for feasibility, and that was economic feasibility, market feasibility, management feasibility, physical feasibility and a lot of different ways of looking at feasibility.

The preferred alternative that we developed

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in the Master Plan was an outgrowth of their work as well as a very involved public -- I don't know if it was 40 public meetings, but we had a lot of public meetings and we had a very involved Community Advisory Group as well working with us. So the Master Plan -- and again, copies are available on-line and I hope there are copies here. Copies are available at Empire State Development Corporation -- the Master Plan is a long-term mixed-use development of the building and the grounds.

The Core Project, which is what we're looking at here, is the first phase. They're not necessarily time phases. They, in some ways have become economic phases as well, but this is really the first phase. And the Core Project consists of a mix of four interrelated uses and a tower building and two adjacent wards. That's what you see in blue on the slide. The four uses are the Buffalo Architectural Center; a Visitor Center; a Boutique Hotel, a small hotel; and Event Space, Conference and Event Space associated with that mix.

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Additionally, relocating the parking on the South Lawn. Again, there's no -- if you were looking at the Complex today there would be parking there. This core phase relocates the parking to those two red-dotted spaces that you see there, and so, relocates the parking and that allows for the landscaping of the South Lawn to be restored to create an attractive entry and sort of put back the landscape. And again, it's those two, that design, there's two designs that we will be showing on January 26th. Thirdly, the landscaping will be at the north of the Complex. Again, it's at the top of the slide. And last, to create a new northern entry and drop off the East-West Road. That's the Core Project.

The Expanded Core Project calls for expanding the reuse of the historic buildings to include the buildings further to the east, one to the west and further to the east, possibly for use by Buffalo State College; a relocation of the Psych Center Maintenance Building - you can see to the very top of the slide the red-dotted spaces would be where that building is now - that

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building would be relocated under the Expanded Core Project; and expanded landscape improvements to the north and the south, which you can see to the right; full reuse of the historic structures, means full reuse, expanded reuse of the historical buildings to include all the main buildings to the west. Our idea there, as mentioned in the Master Plan, was that that's for arts-related uses and possibly residences; relocation of the Buffalo State College Maintenance Building, the other new red square at the top of the slide and a full landscaping of the site.

And last, the development of the land holdings in the area identifies the location and some guidelines for compatible redevelopment, should the opportunity arise on the northwest corner of the site.

So that is a very brief description of the Master Plan. I want to turn it over to Monica Pellegrino Faix -- there she is -- who's going to go through some of the next steps of the proposed actions. Thank you.

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MS. PELLEGRINO FAIX: Good evening. The actions that are being approved through this process are to adopt the General Project Plan; to gain title to the property; to amend the zoning code to include the uses that we will be putting in place with the Master Plan; to expend the state funds; and to implement the Master Plan. And I'll tell you a little bit more about two of those.

One of the actions is to expend the state funds. This is a chart that has a very rough outline of the costs to do the Core Project and where we will acquire the funds. So the $76 and One-Half Million Dollar state allocation will be used to undertake this Core Project portion of the reuse and it will be leveraged to maximize tax credits and private development funds. Already approved to spend is $10 Million for Planning and Design, and of that, $2 Million has been spent and $10 Million for stabilization, which will be expended by the end of this year. So approval to spend the remaining $56 and One-Half Million Dollars will allow the core

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project construction activities to move forward. Activities such as the South Lawn landscape and circulation, which will cost about $4 Million; and the parking lot relocation, which is about $800,000. The remaining phases will be funded by a combination of private development funds, tax credits and private foundations.

Another one of the proposed actions is to gain title to the surplus land. We'll gain title to the state-owned property, which you see here in yellow and that's about 38 acres, and then there will be about another four acres that is in front of the Towers Building, between the Towers Building and Forest that we will also acquire. And as you heard from Assemblyman Sam Hoyt, the transfer of legislation is poised to pass early this year. And I'll hand it back off to Mark.

MR. TYTKA: I'm going to give Richard the box of people who have -- the names that have registered to speak to draw at random, but if you would still like to submit a comment card to speak, you're more than welcome to do that. This isn't your last chance.

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Okay. You're back with me. What I'm going to do tonight is briefly highlight some of the identified potential impacts, environmental resources and potential mitigation measures. I'm really going to cover five specific areas tonight: Social Resources, Visual Resources, Land Use, Socioeconomics and Traffic.

The DGEIS has assessed impacts to architectural resources. There are two types of potential impacts. There are direct impacts, which those directly affect the resource itself -- the physical resource, and there are indirect impacts, which are impacts that affect the context or setting of the site, as an example. We also look at the potential impacts of archaeological resources on the site. As we noted, Buffalo State Hospital buildings and grounds are important resources. On the sites are structures are an excellent example of a 19th century health institution and especially an example of a [inaudible] the site is also a collection of the works of significant architects and designers, including H. H. Richardson,

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Frederick Law Olmsted, and the entire site has also been determined to be archaeologically significant because of its proximity to Scajaquada Creek. The Project generally resulted in positive direct impacts on cultural resources.

The Buffalo State Hospital vacant property grounds will be stabilized, restored and reused. A new structure will be constructed on the north side of Building 45. That will provide public accommodations, ADA compliance and circulation and it's important to take place in an area that has non-significant impacts or change alteration over time. However, there are potential for adverse direct impacts, specifically to Building 30, which is an old wagon shed and this is located in the area which is slated for the developmental land holding phase.

And the Project may also result in some adverse indirect impacts, particularly the site context as resulted in the northwest quadrant. However, to mitigate environmental impacts for historic resources, Empire State Development Corporation and the Richardson Center Corporation

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would enter into a Letter of Resolution with the Office of Parks, Recreation and Historic Preservation. They are the State Historic Preservation Office -- Officer out of New York State. And the Letter of Resolution would basically be in place to protect the resources on the site. And this would likely include programmatic provisions pertaining to future development on the site as the Project moves forward. Specifically, it would address how they would consult moving forward with final design plans for buildings, site clearance, and also how the Project would move forward with regard to archaeological resources, what types of excavation would be required and what type of supporting studies are needed to go along with that.

In addition, we are committed to making sure that the Project follows federal and state historic preservation standards. The Richardson Olmsted Historic Structures Report will be prepared as part of the Master Plan and also the Cultural Resource Report and the Master Plan

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itself.

The one comment I wanted to make is tonight's hearing is not going to be the last time you'll have an opportunity to comment on this Project. There are several additional reviews that I mentioned earlier and these will go typically through the City process, things like site zoning and site planning and there will be additional public hearings that the City Planning Board and Common Council will also be holding as the Project is implemented. So, again, you'll have an opportunity to comment at those times.

With respect to Visual Resources, again, the Project would generally result in positive impacts. Again, stabilizing and rehabilitating the historic buildings, creating a new identity for ROC, strengthen the connection between the ROC and what they call the Buffalo Olmsted Park and Parkway system, reestablishing a pervasive tree canopy that once covered the site, enhancing and preserving historic views. We'll be removing, that was mentioned earlier, the

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existing parking lot to the south along that area, just as some of the examples of positive impacts.

Again, however, the construction addition to the north -- to the north of Building 45, a new internal circulation system and a build-out of the northwest quadrant have a potential for adverse impacts, but again, as with historic resources mentioned earlier, a Letter of Resolution will be executed with the State Office of Parks, Recreation and Historic Preservation, which will, again, help guide how those developments occur, how to minimize and mitigate those impacts if they do arise. And this also pertains specifically to visual impacts as well.

With regard to advantages, the ROC Master Plan is generally supported by local development plans. It is generally compatible with existing site uses. However, the proposed uses under the Master Plan are currently not consistent with the City Zoning Code. It's currently zoned R-2 and does not permit a number of uses that are proposed. What would happen going forward is RCC

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would apply to the City to rezone the site. The zoning classifications that the court's proposed would be developed in the program, and the present division that it may be a C-2 classification into the community business district. However, many of you may know that the City is in the process of rewriting its own code at this point in time, so as time goes on there may be new codes that will be adopted by the City that will fit this particular series of uses. And again, the City is also considering this Master Plan as part of its green code development. Again, as I said, the rezoning process will afford you the opportunity to again go before the City Planning Board and Common Council and offer comments on the proposed land uses.

With regard to Parking, the Project proposes to reduce the amount of surface parking on the South Lawn. The Buffalo Psychiatric Center parking will be relocated on the aqua [phonetics] portion of the center off of the surplus lands. Additional services in parking

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will be placed on the north sides off the building versus the south Forest Avenue side. Parking will be redistributed on site to on-street -- it will be called on-street parking or onto driveway parking or parallel parking on the street and also to smaller lots across the site. And the Buffalo State Maintenance facility needs associated parking also and will be relocated as part of the plan.

The site currently has about 1,400 parking spaces and based on the City Zoning Code at the present time, about 180,000 square feet is what we're working with, the site will require approximately 1,700 off-street parking spaces at full build-out. And again, that's at the end of four phases of construction. The ROC Master Plan provides the whole parking guidance, but a more detailed parking plan needs to be developed as the Project and plans progress. So to minimize and mitigate potential impacts associated with the parking plan, the RCC would undertake and assess a parking pass in the future that would include a demand analysis which particularly

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would look at configurations of parking lots and designs and also look at a parking management plan. The parking plan would also be subject to the review by the State Historic Preservation Officer. Again, because they're changing and would impact the site, so again, there would still be some coordination with the State Historical Preservation Officer.

And in addition, the RCC would continue to consult with existing site users and with the adjoining neighborhoods to make sure that the parking plan is consistent with on-site uses and is not going to impact the University and any of the adjacent neighborhoods. Again, the parking regulations may change to its City Zoning Code changes in the future.

In terms of Socioeconomics, the DGEIS has assessed various socioeconomic factors. Impacts associated with the Project were generally positive. Full build-out of the Project, as well as the Core Project, result in construction jobs as well as permanent jobs. In addition, it would result in new tax revenues for both the City and

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the County.

With regards to Traffic, the DGEIS looked at two phases of the Project; one being the completion of the Core Project, which is estimated around 2015, and at that point there's still 188,000 square feet of development; and the second phase, the final phase, which would be full build-out, and that's estimated in the year 2035, 880,000 square feet of development.

Based on the traffic analysis, implementation of the Project would result in minor adverse impacts of traffic operations. At the time of completion of the Core Project, it would generally result in approximately 210 to 290 new trips that would be generated during the weekday AM (A), and PM (B) periods. The level of service for traffic operation would be in the (A) to (C) range. And basically in traffic, you have a level of service, Level (A) through (F). (A) being free flow, (F) being failure. And levels of service for all intersections resulted in positive, acceptable levels of service at the nine intersections studied.

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At the full build-out, which was estimated at 2035, the Project would generate about 1,100 to about 1,400 new vehicle trips during a weekday AM, PM periods. Ten intersections were studied and all operated at acceptable levels of service, again, (A) through (C). However, intersections approaches, you've got three approaches that did have some congestion and were reaching a capacity issue. However, through mitigation, we're able to bring those back into compliance and acceptable operating standards. And those are actually described. They're a little small on the screen, but you can see them on the screen and they're also in the DGEIS.

Finally, Thresholds. Back to that topic. It was mentioned earlier that the DGEIS establishes thresholds, that if exceeded, would trigger an issue on environmental reviews. And the following items are things that if the items are exceeded, basically they would not be deemed to be consistent with the GEIS and additional environmental review would be required. So these are basically project program changes that

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establish patterns exceeding limits developed by the ROC Master Plan, and we talked about 880,000 square feet as an example.

Introduction and land uses to the ROC are significantly dissimilar to those identified in the Project programming and assessed in the DGEIS. The acceleration and construction schedules requiring 24/7 construction, weekend construction, right now we're just assuming a regular weekday schedule for construction.

Street modifications that would permanently reduce land capacities in the Project area. Modifications of programming that would increase the pervious surfaces that would result in storm water runoff.

Project Programming that would directly impact architectural and archaeological resources listed on the State and National Register of Historic Places that cannot be adequately mitigated. The discovery of archaeological artifacts during grounds activities associated with build-out of various phases of the project.

So what happens next? Following today's

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meeting, written comments will be accepted to January 17th. Following the close of the comment period and comments received, there's basically two options, as Richard mentioned earlier; there are substantive comments, responses to be addressed in the FGEIS, Finding Statement issued and the GPP will be refined for approval. If there are no substandard comments, a negative declaration would be adopted based on the findings of the draft GEIS and the Project would be implemented. Thank you for your attention tonight and I'll turn you back over to Rich.

HEARING OFFICER STARK: Thank you, Mark. I'll now open the floor to receive public comment. In order to ensure an accurate transcript and to enable everyone to better hear your remarks, I'll ask that you to come up to use one of the two floor microphones set up. I'd also ask, if applicable, that you please set up any display materials that you may have for your remarks and have them marked as exhibits for the public record.

As you begin your comments, please state

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your name, and if you are appearing as a representative of an organization or governmental entity, please also identify the name of the organization or agency. Once again, I want to remind you that the purpose of this hearing is to afford an opportunity to make comments concerning the General Project Plan and DGEIS. It is not intended to be a question and answer session.

Comments received at this hearing will be taken into consideration by ESDC as part of the final approval of the proposed Project. And as Mark had mentioned, if any substantive comments are received tonight on the components of the DGEIS, they will be addressed in a Final Generic Environmental Impact Statement.

Currently, there are only three people that have signed up to make a statement. Therefore, I will not hold to strict time limits. I would ask, however, for the benefit of all present, that you try to keep your statements concise. If your comments are similar to other speakers, you may elect to state that you are in agreement with the comments of that prior speaker.

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I will now ask the name of the first speaker to come up to the podium, or to the microphones. Jeffrey Drago. The next is Michael McLean.

MICHAEL McLEAN: Hello. Good evening.

HEARING OFFICER CLARK: Mr. McLean, please state your name.

MICHAEL McLEAN: Michael McLean. I'm representing the patients of Buffalo Psychiatric Center. I've been sitting on the Community Advisory Group for a few seasons, since its inception. It's been a couple of years now and representing clients for the hospital is why I was asked to step forward, and to realize that we're going to be sharing a space with clients of the hospital who sometimes might look different and think different than what we think is normal and acceptable. To make the necessary internal preparations to realize that the people that are going to be sharing this space with us are our cohabitants of this community and this planet, and as I visualize that, I think how can you best integrate this interaction and facilitate this

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interaction with being artists active in the community. I thought some of this space could be for galleries and have projects of tutorials involving local artists working with the patients. This sort of interaction. And then the patients could receive something out of the community in return. It's hard to visualize how we're going to integrate, how we're going to interact, how it's going to be peaceful, gainful and good for us, and that's the bottom line. How can it be good for us all. And then somehow, some way, keep that spark of energy, which is needed in this Project to gain the momentum. And speaking of energy, it's needed not just on the grounds of the center and not just in this neighborhood, but what is the energy needed to nurture a language in this community and a language in this country that's suffering, and somehow, some way, perhaps we can spark something essential here that will be truly good for us all. Thank you.

HEARING OFFICER STARK: The next speaker up, Tim Tielman.

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TIM TIELMAN: My name is Tim Tielman. I'm the Executive Director of the Campaign for Greater Buffalo, History, Architecture and Culture and I'm making comments on behalf of the organization. Before I get started with my comments, I just want to build upon what Assemblyman Hoyt stated about this being a very long process, and indeed it has been a very long process, but it's worthwhile because when we make haste, we make waste. So it's worthwhile. As we've seen with complexities of the Martin House project, the Roycroft restoration and now this, good things take time. It took a lot of time to build this and it's going to take a lot of time to do right.

So that stated, the turning point really was public initiative. It was a lawsuit brought by the Richard Lippes and the Administration of polls of Erie County. Based on the legislation that actually Sam's father, Bill Hoyt, very wisely, they passed that held that New York State was required to maintain historic architecture and it was that lawsuit that created the chain of

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events which released $100 Million for this Project and other worthy projects in Western New York. So the public has had a very long interest in this and if it weren't for consistent pushing by the community, I don't think we'd be here today. So I just wanted to get that on the record.

Our organization has participated in a lot of these meetings, the Community Advisory Group and we've generally been very happy with the process. There are still a couple sticking points that we think the Draft EIS does not adequately address and I'll conceptualize the two major points and we'll submit written comments as well.

But on page 157 of the DGEIS there's a statement which we agree with. Key changes that would impact the visual resources of the ROC site, include, among others, "to rationalize the site to create a more cohesive site and reduce perceived divisions in the property". Very good. We're onboard with that. But on the very next page, on page 158 it states: The Project

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includes the construction of a new East-West Road and a new arrival loop. These changes would essentially reorientate Building 45 -- that's the administration building here -- so that the existing backside of the building becomes the front or entrance to the ROC. That would seem in two ways that East-West Road and the reorientation of the arrival sequence to contradict the whole other previous page for these reasons:

The East-West Road is not justified beyond giving an address to speculative buildings. It's not demonstrated in the DGEIS, but merely asserted that using the public open spaces in the northwest quadrant will somehow help to rehabilitate the ROC. That's quite a tradeoff that the public is being asked to do. To give 25 acres of open space to be used for recreation in a neighborhood that sorely needs it, and so there's no way for us to evaluate that proposal. Is it a worthwhile trade for the public? We need to know that information.

And also, not allowing automobiles access

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from the front, through the existing subways that Olmsted Richardson designed kind of allows for dilation from the south part or the front part of the complex to the back. We feel that that would shut out the majority of vehicle base visitors to the site and would require a lot of redirecting of traffic, which would subvert Olmsted-Richardson's design. This is probably the grandest example of saying, hey, this is an entrance that you're going to see of architectural landscape architecture. In fact, it's interesting that throughout the slide presentations that the DGEIS, where the property's show, even though it's purported that the entrance would be on the front, all views are from the south, which it properly should be. So we have to think very carefully when we're going to switch the design intent of Richardson and Olmsted on this very important thing, that it be weighed very carefully.

And then finally, the East-West Road, all the alternatives except the no-build alternative, essentially the East-West Road, there was no

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other alternative that did not show essentially the extension of Bradley Street, which would, of course, lead to a perceived division of property between areas north of Bradley Street, would be perceived as being part of Buffalo State College and available for that expansion and would have that ulterius effects on how the people perceive the buildings and the landscape from the north end. That's the only area that you can see the totality of what Richardson and Olmsted laid out and potential moves that needed resource, in addition to that open space that's lost is very great and that needs a very lengthy discussion in the Environmental Impact Statement which hasn't occurred in the draft. Thank you.

HEARING OFFICER STARK: I'd like to call Jeffrey Drago again. Is Mr. Drago present? It appearances that he is not present. At this time, is there anyone else who would like to make a statement regarding the General Project Plan or the Draft Generic Environmental Impact Statement? Okay. The time is now 7:00 PM. I will call for a recess in these proceedings until such time as

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someone requests an opportunity to make a statement. Again, at any time during this recess you may request an opportunity to make a statement. We will hold the hearing open until 8:00 PM, in order to afford any late comers an opportunity to make a presentation. Thank you. And we're now currently in recess.

[Brief recess]

HEARING OFFICER STARK: Excuse me, please. I've been informed that we do have another individual that would like to make a comment. Please state your name for the record, sir.

JOHN McNEIL: Hi. I'm John McNeil. I just moved back here from San Diego. I used to live here, so to speak, and coming back I've been -- I really, really appreciate that building and it's historical and when you come back to Buffalo after living away for 25 years, you really come back with some new appreciation for things, and I've seen so many of the historical churches on the east side and possibilities that just, you know, kind of like lost or changed and I, you know, I've heard about the Cloister on Delaware.

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Now it just sits there doing nothing. Because it's historic, nothing's getting done. Well, I'd hate to see that happen with this because I'd really love to see the inside of that building and I'd love to see those grounds opened up and made into a park and I just think it would be just a huge boost to Buffalo's, like a beautiful place in Buffalo to go.

Coming back I pass it all the time and I really appreciate it. So I just think that the road coming through that they want to do is something that really shouldn't be done because it would just ruin the grounds. I'm a landscape designer by trade. That's what I went to school for and I know the grounds there and the integrity would be compromised with putting a road through it. It would just be a mistake and I think that more people should, if they really agree -- when they drive by, look at it from that perspective and if they agree they should really try to talk or support rethinking the idea of a road and keeping it kind of like a park-like setting. Opening up the gates. I just -- when I

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drive by and look at that building I just wish the gates were open so I could drive around the grounds at least. I'd love to be able to be inside the building and see what it looks like so, and I'd love to see people come. It gives a boost to that whole neighborhood, because considering that I'm going to be opening a business right there on Forest and I'd like to see things kind of like remain the same, because obviously, the view from the business side that I'm going to be opening would be much nicer without that road there and all the, you know, the changes that would occur. So, thanks. I just wanted to go on the record with that. Thanks.

HEARING OFFICER STARK: Thanks. Would anyone else like to make a comment at this time? Please state your name, sir.

CARL DENNIS: My name is Carl Dennis. I just wanted to reaffirm that comment of Tim Tielman's comment. Everyone coming to this architectural masterpiece needs to confront it first the way it's presented. It was presented

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by the building on the side, which is coming at it from the side and I understand why there has to be an entry from the back for handicapped reasons and other reasons, but I think people should be invited to approach it the way it was meant to be approached, so that otherwise, if they just have a side entrance, if the side entrance is made central, somehow you could come and go, you never understand why this building is really significant and you won't be able to orient yourself when you're in the building. So that's one point I would make.

And the second point I wanted to make is that we -- to be true to Olmsted's plan, you have to be true to as many of the roadways that made walking an easy, slow travel in the front of the building possible and rationalizing. Not rationalizing in the way that it moves a lot of those very inviting curves or something that simply moves traffic around. Thank you.

HEARING OFFICER STARK: Would anyone else like to make a comment at this point?

VINCENT KUNTZ: My name is Vincent Kuntz.

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When I look at the northwest -- what's referred to as the northwest quadrant, I always remember that as the asylum was built, it was built in the context of the plan that it was being used in in the 19th century where there was a consideration that useful, productive activities was an important part of treatment for people who are mentally ill, so when I see that area being described as historically undeveloped and I look at the Agricultural Building and the Piggery [phonetics] -- if you're not familiar with the term. You can tell, it's a building where pigs were. It's that short building with the short doors. It's for housing pigs. I can't think of that area or the areas that where the barn where the patients work for therapeutic activity and produce some of their own support that's undeveloped in the Olmsted and Richardson plan. And so I think making that assumption that it was undeveloped and could be used for anything disregards part of that original plan and should be considered.

HEARING OFFICER STARK: Thank you. Again,

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at this time is anyone else present that would like to make a comment? Okay. The time is now 7:25 and we'll again go back into recess until 8:00 PM.

[Brief recess]

HEARING OFFICER STARK: Excuse me, ladies and gentlemen. We have another individual who would like to make a comment.

CYNTHIA VAN NESS: Hi. Cynthia Van Ness representing just me. I want to go back to some of the renderings I saw at the last meeting, which I think was this last summer, I want to preface that, literally that were addressed only vaguely that we're talking about tonight and that is the potential entrance new exhibit building to the north side of the Administration Towers. The rendering I saw before showed something that was completely out of character. This new building here, and it seemed to be a willful misinterpretation of the standards. Those permit new construction on historic sites like this and they call for new construction to be distinguishable from old construction, but I

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detected that they interpreted that to mean that new construction must clash in every possible way with what's already on the site. If you have a stone building then the new construction must be plaster. If we have strong verticals then the new building must be horizontal. If you have window openings of one shape then the new opening must be a completely different shape, and that's actually not what the standards call for. They call for synthetic maskings, synthetic materials, synthetic colorings, et cetera. So my concern is that these standards be interpreted correctly and strongly when it comes to any construction on the west side. Thank you.

HEARING OFFICER STARK: Would anyone else like to make a comment at this time? Okay. We'll now go back into recess. It's 7:40.

[Brief recess]

HEARING OFFICER STARK: Excuse me. We have another gentleman who would like to make a comment. Please state and spell your name for the record.

TIM VAN OSS: My name is Tim Van Oss T-I-M,

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V-A-N O-S-S, and I am a college student at UB. I work at Canisius High School and I live on Fordham and I've always seen the towers from my bedroom window whenever I go on Elmwood Avenue over my parents house, and I was wondering why they were taking so long. I remember there was a couple good schools in there, but I don't understand why things haven't happened in four years and I'm really excited that something very tangible is happening and it's in the grasp of actually physically taking place. So thank you for putting in all your effort and time, and I read most of your report and it looked like a huge project you're putting together and I'm pleased it's getting accomplished.

HEARING OFFICER STARK: Thank you very much. Okay. We will now go back into recess until 8:00 p.m. It is now 7:55.

[Brief recess]

HEARING OFFICER STARK: Recess is now over. The time is now 8:00 PM. Before we close the hearing, is there anyone else present who would like to make a statement regarding the General

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Project Plan or Draft Generic Environmental Impact Statement?

Let the record show that no one has appeared to make a statement, and no one seems to be in the room ready to do so.

The time is now 8:01 PM. I'd like to thank you all for attending tonight and the hearing is now concluded.

(Hearing concluded at 8:01 p.m.)

* * *

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STATE OF NEW YORK)

) ss.

COUNTY OF ERIE)

I, Judith E. Peterson, in and for the County of Erie, State of New York, do hereby certify:

That the witness whose testimony appears hereinbefore was, before the commencement of their testimony, duly sworn to testify the truth, the whole truth and nothing but the truth; that said testimony was taken pursuant to notice at the time and place as herein set forth; that said testimony was taken down by me and thereafter transcribed into typewriting, and I hereby certify the foregoing testimony is a full, true and correct transcription of my shorthand notes so taken.

I further certify that I am neither counsel for nor related to any party to said action, nor in any way interested in the outcome thereof.

IN WITNESS WHEREOF, I have hereunto subscribed my name and affixed my seal this _____ day of January, 2011.

Judith E. Peterson, Notary Public
State of New York, County of Erie
Expiration: 3/19/11

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G DGEIS Comments & Responses

Written Comments

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Allen_Comment (2011_01_17)

From: James Allen [mailto:jallen@daemen.edu]
Sent: Monday, January 17, 2011 10:36 AM
To: monica@richardson-olmsted.com
Subject: ROC Master Plan

Dear Ms. Pellegrino Faix,

I have reviewed the DGEIS and GPP for the Richardson Project. I was unable to attend the recent meeting at the Burchfield Penney Center, and wanted to comment prior to today's expiration of the comment period. My remarks are not directed toward the environmental impact side of things, so I hesitated to send them to the agency that monitors those issues. Therefore I send this to you, trusting it will reach the appropriate individuals.

PC-1

My purpose is to underscore remarks that I made at an earlier meeting at the BPAC regarding the issues of historic restoration. It is evident that the Master Plan sets a goal for rehabilitating the Richardson-designed buildings to "accommodate new uses". Search as I might, I do not find mention of RESTORATION of a portion of the historic stone buildings to their original appearance as a functioning psychiatric treatment facility. It would be very surprising if most visitors to the site would not immediately ask themselves "what was this complex like in its heyday?". The most compelling, indeed viscerally exciting, way to answer that question would be to allow visitors to step into a portion of the buildings that was restored its original period appearance as a section of one of the male or female wards. This experience would have an impact that is a quantum leap from a perusal of photographs in an "architectural museum" or "psychology and mental health museum" (both of which would, of course, enhance the value of the site in their own ways, to be sure).

To visit the ROC and not find any such restoration would be similar to visiting one of Europe's great castles or abbeys but upon entering one saw only a contemporary make-over, a carving of the interior into a series of shops, hotel rooms, and conference rooms--sort of a mixed-use mall stuffed into an historic shell. That would be lamentable, in an understatement. Having said that, I recognize that REUSE must be the foremost goal in planning for the future because the complex must be largely self-sustainable. But please, PLEASE do not overlook the appeal of a modest area devoted to actual historic RESTORATION. And when you think about it, wouldn't a hotelier love the marketing cache of being able to point current room occupants a few steps away to a place where those unnamed former "guests" were in residence? Might be VERY interesting! The inclusion of such a space should be a PRIORITY in the Core Project phase.

James Allen

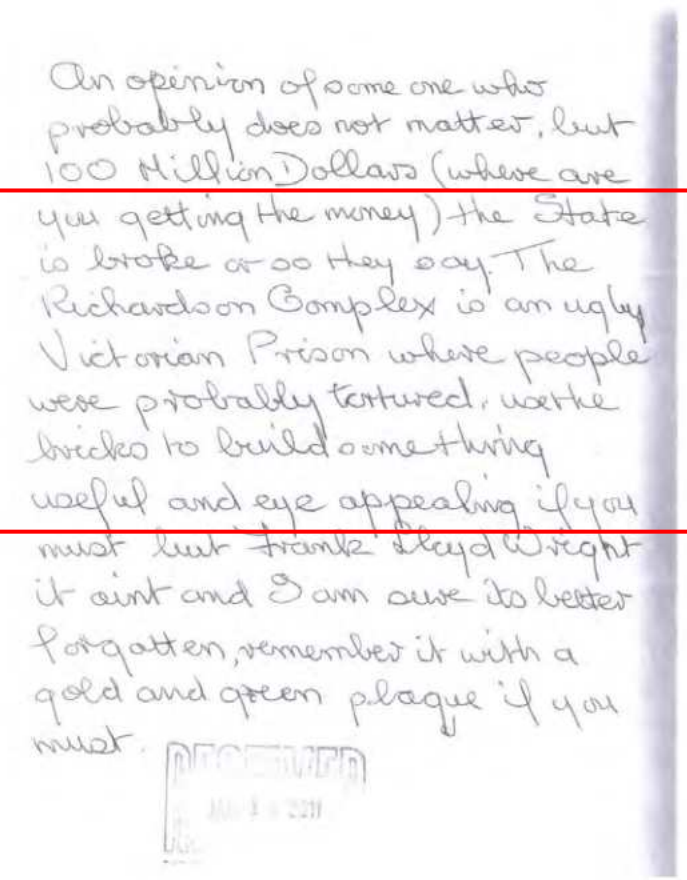
Page 1

Response to PC-1

The Project described in the DGEIS is expressly a rehabilitation project rather than a restoration project, meaning that the ROC buildings and grounds will be put to new uses, as opposed to restoring them to their original use as a mental health treatment facility.

The comment suggests potential programming for a portion of the ROC. The near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the suggested use would be generally consistent with Project goals and objectives, the RCC and other potential partners would need to enter into discussions to explore the viability of this concept.

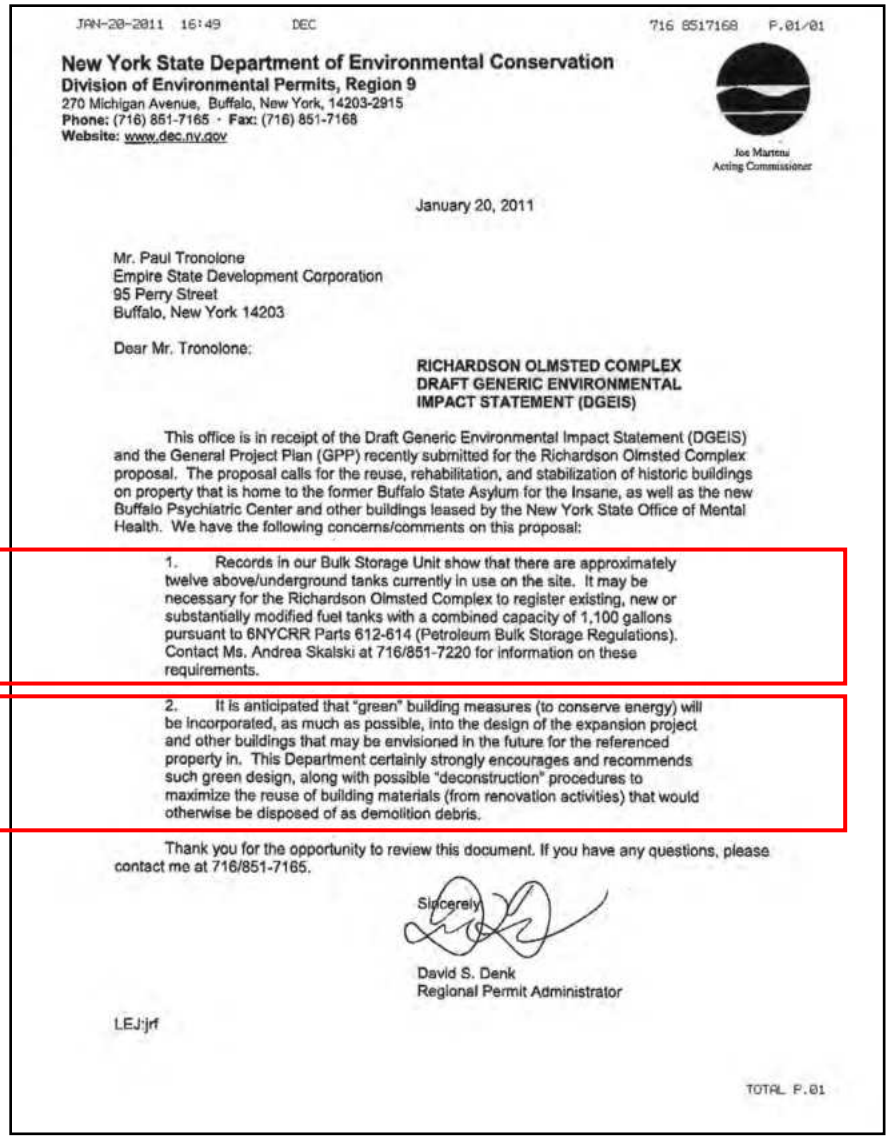
PC-2



An opinion of some one who probably does not matter, but 100 Million Dollars (where are you getting the money) the State is broke or so they say. The Richardson Complex is an ugly Victorian Prison where people were probably tortured, use the bricks to build something useful and eye appealing if you must but frank Lloyd Wright it aint and I am sure its better forgotten, remember it with a gold and green plaque if you must.

Response to PC-2

It is acknowledged that in an era of scarce public resources, public dollars must be spent wisely. ESDC's proposed activities to administer funds through its adoption of a General Project Plan would implement actions and funding passed by the New York State Legislature and signed by the Governor to assist in protecting a nationally-recognized historic architecture and landscape architecture resource, as evidenced by its designation as a NHL and its listing on both the State and National Registers of Historic Places. A "no action" alternative was considered as part of the DGEIS. This alternative anticipated no extraordinary State of New York expenditures, and no new activity on the site or in the buildings. For the reasons contained in the Master Plan and the DGEIS this alternative was rejected as not in the best interests of the state, the community or the historic resources on site. An opportunity exists to preserve and re-use the site and buildings, to bring economic activity to the area and to lure significant federal and private sector resources to the site. This is considered the preferred alternative to abandonment, decay and eventual demolition.



JAN-20-2011 16:49 DEC 716 8517168 P.01/01

New York State Department of Environmental Conservation
Division of Environmental Permits, Region 9
270 Michigan Avenue, Buffalo, New York, 14203-2915
Phone: (716) 851-7165 · **Fax:** (716) 851-7168
Website: www.dec.ny.gov

Joe Martens
Acting Commissioner

January 20, 2011

Mr. Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, New York 14203

Dear Mr. Tronolone:

RICHARDSON OLMSTED COMPLEX
DRAFT GENERIC ENVIRONMENTAL
IMPACT STATEMENT (DGEIS)

This office is in receipt of the Draft Generic Environmental Impact Statement (DGEIS) and the General Project Plan (GPP) recently submitted for the Richardson Olmsted Complex proposal. The proposal calls for the reuse, rehabilitation, and stabilization of historic buildings on property that is home to the former Buffalo State Asylum for the Insane, as well as the new Buffalo Psychiatric Center and other buildings leased by the New York State Office of Mental Health. We have the following concerns/comments on this proposal:

PC-3

1. Records in our Bulk Storage Unit show that there are approximately twelve above/underground tanks currently in use on the site. It may be necessary for the Richardson Olmsted Complex to register existing, new or substantially modified fuel tanks with a combined capacity of 1,100 gallons pursuant to 6NYCRR Parts 612-614 (Petroleum Bulk Storage Regulations). Contact Ms. Andrea Skalski at 716/851-7220 for information on these requirements.

PC-4

2. It is anticipated that "green" building measures (to conserve energy) will be incorporated, as much as possible, into the design of the expansion project and other buildings that may be envisioned in the future for the referenced property in. This Department certainly strongly encourages and recommends such green design, along with possible "deconstruction" procedures to maximize the reuse of building materials (from renovation activities) that would otherwise be disposed of as demolition debris.

Thank you for the opportunity to review this document. If you have any questions, please contact me at 716/851-7165.

Sincerely,

David S. Denk
Regional Permit Administrator

LEJ:jrf

TOTAL P.01

Response to PC-3

This comment is acknowledged. RCC has obtained all records from BPC, NYS Department of Environmental Conservation (NYSDEC), and OMH (Owner Questionnaire) during the Phase I Environmental Review, which included hard copy and site walk through with BPC and OMH staff. The RCC will continue to coordinate with BPC and OMH, Office of General Services (OGS), and NYSDEC as future phases of the Project progress. Upon transfer of lands and facilities to the RCC and determination of the disposition of ASTs that would fall into its ownership, RCC fully intends to comply with applicable provisions of 6 NYCRR Parts 612-614. The Phase I Environmental Assessment indicated no USTs on the future ROC lands.

Response to PC-4

This comment is acknowledged. The use of "green" (i.e., environmentally sustainable) design practices is consistent with the ROC Master Plan's goals and objectives. Goal 5 of the ROC Master Plan is "Create an environmentally sound Richardson Olmsted Complex" and the first objective of this goal is "Apply sustainable design principles in ROC reuse." To the extent practicable, the RCC will implement deconstruction practices to allow for the possible reuse of demolition materials.

PC-5

Donofrio_Comments

From: Joe Donofrio [mailto:donofrij@verizon.net]
Sent: Wednesday, January 12, 2011 2:55 PM
To: Tronolone, Paul
Subject: Comment on the Master Plan

I was unfortunately unable to attend Thursday's public hearing on the Plan for the Richardson Complex, but I would like to provide a recommendation now.

Its great that the Richardson Complex is finally getting the attention and support that it is due. And the concepts and ideas outlined in the Plan to re-establish the grounds, and convert the uses of the Complex in a manner that would serve as an economic generator are positive.

But it would be a real shame if in this push toward re-use we lost forever the important history of what the place originally was; a mental hospital.

Many of us in the WNY mental health community who also happen to have an interest in historical preservation as well as economic development, would like to see the establishment of a mental health museum in one of the wing buildings that are to be restored. Such Museums already exist (Glore in St. Josephs, Missouri, Beaumont in England and Basillie Henderson). The Richardson Complex already has the buildings, the equipment, the grounds and the history to tell this important story. A Mental Health Museum (MHM) would serve as both a regional and a national draw for the historical tourism trade, bringing much needed dollars to WNY. A MHM would be educational and informative, using already available actual artifacts, locations and equipment. Strong links could be made to both our school systems and to the mental health community at large in WNY. The major pharmaceutical companies could also be approached to sponsor (pay for) part of the Museum, given their role in the de-institutionalization movement that occurred in the 1960s and that revolutionized the approach to mental health treatment. They would love the positive publicity.

I would be most happy to discuss this concept further with you (and even volunteer my time as a retired mental health specialist and grant writer). And I know many mental health professionals who would also be available in some capacity to pursue this idea.

I would appreciate a reply of acknowledgment that you received this recommendation, and perhaps some suggestions for what the next steps might be to pursue this idea further. Thank you. I can be reached at this email address and at 882-0733 (I live quite near the Richardson Complex).

Joe Donofrio
840 Potomac Ave
Buffalo, NY 14209

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Thank you.

Response to PC-5

The comment suggests potential programming for a portion of the ROC. The near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the proposed use is generally consistent with Project goals and objectives, it is not the RCC's mission to design, fund, and operate museum facilities. However, the RCC would be willing to entertain such proposals from entities proposing to lease space for such purposes.

The Buffalo Architecture Center, one element of the Core Project, will have a component that focuses on the history of the ROC buildings, grounds and mental health treatment.

PC-6

From: Jean Duffy [mailto:rothduffy@yahoo.com]
Sent: Monday, January 17, 2011 2:07 PM
To: comments@richardson-olmsted.com
Subject: RICHARDSON COMPLEX

In the light of the recent events in Arizona it seems a proper time to think about the intended use of the Richardson buildings. Since there is such an obvious need for help for, and safe living space for the mentally ill, **HOW BETTER TO USE THIS COMPLEX THAT TO GIVE IT BACK TO THOSE FOR WHOM IT WAS ORIGINALLY BUILT** Are not the lives of the victiims of the recent tragedy a **TERRIBLE PRICE TO PAY** for the neglect of the mentally ill? Lets protect those in need of aid thus protecting all of us who could become victims of their irrationaliy! It makes sense economically and humanely. This seems like a 'no-brainer' to me.

Sincerely, Jean E. Duffy

1

Response to PC-6

The RCC was specifically established to develop a program of reuse of historic buildings and grounds in this particular location that have been declared "surplus" by the New York State Office of Mental Health (OMH), or in other words, have been designated as not contributing to OMH's clinical mission of treating persons with mental illness. In turn, legislation was passed by the New York State Legislature and signed by the Governor to program funds administered by ESDC to facilitate such a reuse program to protect these historic resources. It would be in the sole purview of OMH (rather than ESDC or RCC) to propose to re-activate these surplus facilities for clinical purposes and the sole jurisdiction of the State Legislature and Governor to fund such an effort.

PC-7

Krolewicz_C

From: krolci07@mail.buffalostate.edu [mailto:krolci07@mail.buffalostate.edu]
Sent: Friday, January 07, 2011 8:07 PM
To: Tronolone, Paul
Subject: Richardson Olmsted Complex Master Plan Comment

Mr. Tronolone-

I attended the public hearing on Thursday evening and have a comment I would like to add.

I am a student at Buffalo State College and am very excited about these plans. However, many students may eventually be indirectly affected when the maintenance parking lots and buildings are moved. we already have parking issues at Buffalo State and many students will not see this in a positive light if it means there are even less parking spots to fight over.

I would propose that the plan should include a carpooling incentive for all affected parking areas. Daemen College is an example of this system; they have designated spots only for carpools which are enforced by UPD. I hope you will consider this in your plans!

I would also like to be added to the mailing list. Thank you!

Sincerely,
Christine Krolewicz

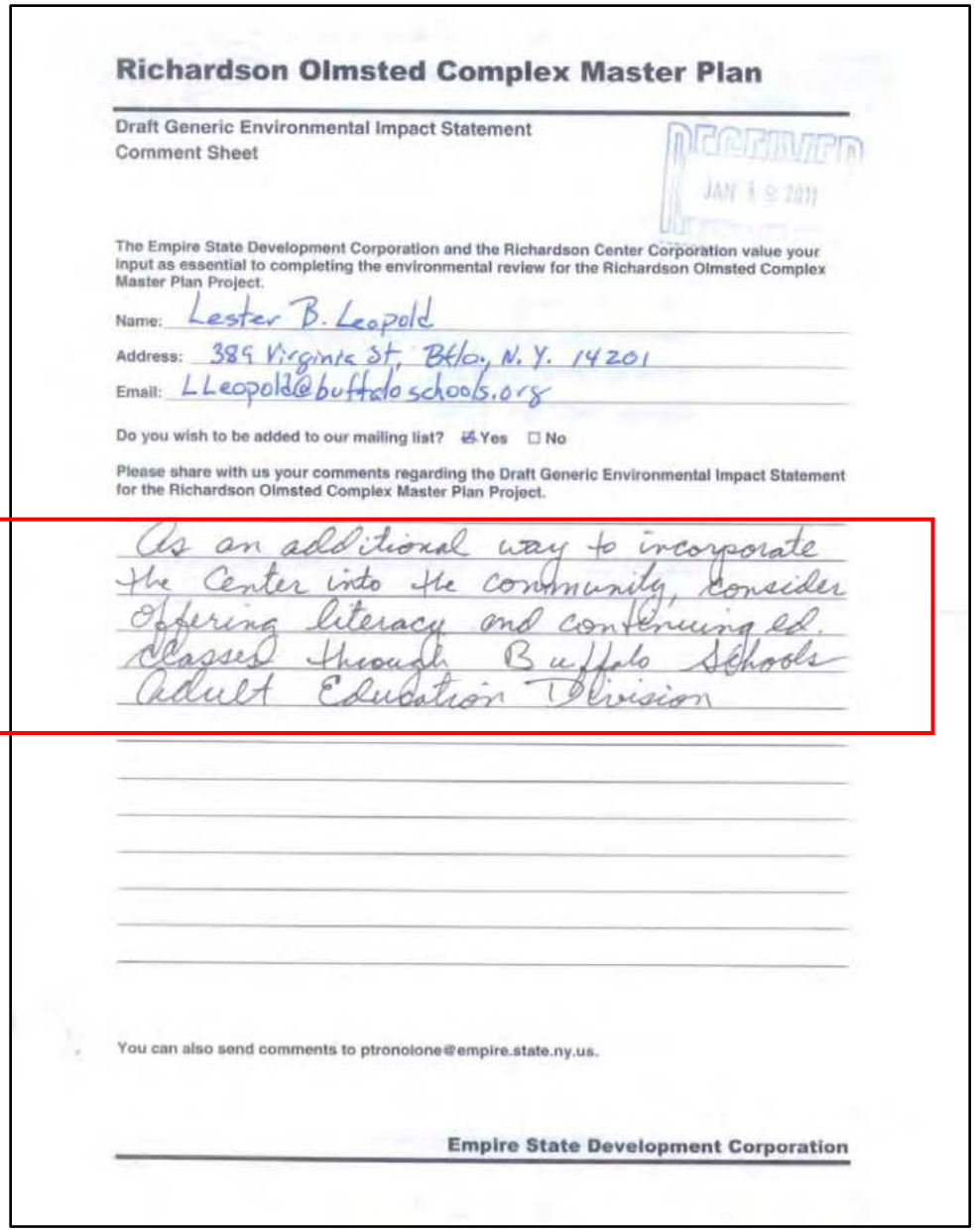
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Page 1

Response to PC-7

The comment is acknowledged. The displacement of this parking is not a part of the near-term "Core Project" to be financed through funds administered by ESDC and therefore is not anticipated to be an immediate concern. However, the future rehabilitation and reuse of these lands in the northwest corner of the site, currently used by Buffalo State College as a surface parking, lot will displace 558 student parking spaces. While the ROC Master Plan does not include a specific parking plan at this time, as the DGEIS states, an assessment of potential parking impacts will need to be made following the development of a site parking plan, which should include a future 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. (See pages 169-170 of DGEIS.) Further, the RCC will need to work with the other entities located on site and adjacent to it, including the BSC which is now working on its own master plan, and BPC and OMH, to minimize or eliminate any negative impacts that future RCC activities and operations may have upon the parking needs of BPC, BSC, and adjacent neighborhoods. A carpooling incentive will be considered as a strategy in parking management plan discussions.



Richardson Olmsted Complex Master Plan

Draft Generic Environmental Impact Statement
Comment Sheet

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The Empire State Development Corporation and the Richardson Center Corporation value your input as essential to completing the environmental review for the Richardson Olmsted Complex Master Plan Project.

Name: Lester B. Leopold

Address: 389 Virginia St, Bflo, N.Y. 14201

Email: LLeopold@buffaloschools.org

Do you wish to be added to our mailing list? ☑ Yes ☐ No

Please share with us your comments regarding the Draft Generic Environmental Impact Statement for the Richardson Olmsted Complex Master Plan Project.

PC-8

As an additional way to incorporate the Center into the community, consider offering literacy and continuing ed. classes through Buffalo Schools Adult Education Division

You can also send comments to ptronolone@empire.state.ny.us.

Empire State Development Corporation

Response to PC-8

The comment suggests potential programming for a portion of the ROC. As mentioned in response to PC-5, the near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the proposed use would be generally consistent with Project goals and objectives, the RCC, Buffalo School District, and other potential partners would need to enter into discussions to explore the viability of this concept.

Nickson_Comment(2011_01_17)

From: Edward Nickson [mailto:ehn1363@gmail.com]
Sent: Monday, January 17, 2011 2:52 PM
To: Tronolone, Paul
Subject: Fwd: Richardson Complex General Project Plan

I have some of recommendations with regard to the general project plan. I will try to brief and to the point.

PC-9

I recommend that the project (regardless of the details) become a major project for the SUNY School of Architecture (in cooperation with any other architectural or engineering programs in the area) The concept would be that throughout the entire development the school's students would be able to participate in the planning and execution of the projects undertaken. The school would have a learning lab like annex at the complex so the students would have the opportunity to experience first hand the process of restoration of a major historical property like the Richardson. I understand that the Olmstead Parks Conservancy is already involved - this would prove a boon to landscape architect students. I would recommend that the overall plans and specific projects be under the oversight and management of local architectural firms hired in the normal manner except for the need to include the students as key participants.

PC-10

I also believe that the complex should be considered, at least in part, for student housing. I suspect that the structure of the complex could lend itself to that purpose given its history of housing many individuals. The proximity to SUNY College at Buffalo would provide a large number of potential users for the complex which could include food service, recreation, and study spaces. If possible a portion of the complex should include some retail and food service options (restaurants, coffee shops, bakeries, etc.) which the general public could patronize (potentially the culinary school from Erie Community College and/or the Buffalo Schools could be included as well as a learning lab for them.

PC-11

The retail component might include galleries for student and other local artists to sell their work. I expect this would be very complementary to the evolution of the Elmwood Village as an Arts, restaurant, retail and entertainment district.

My overall hope is that the substantial funds that will be spend on the Richardson Complex restoration will lead to the complex being more than a museum to the brilliant architects of the past but a shining example of adaptive reuse that provides needed functions and services to the community. I expect that it may be possible to divert some funds from other housing options being considered in the area to aid in the conversion especially to help fund the life safety and amenity additions needed to make the complex suitable to students and others. I hope these thoughts will prove of some value in developing this restoration on a collaborative basis with the school of architecture, local architects, students, Elmwood Village representatives and citizens as participants and beneficiaries.

The basis for my interest in this plan is the fact that I spent part of my childhood in the area and my wife and I are regular patrons of the restaurants, shops, and attractions like Shakespeare in Delaware Park. I would love to see the Richardson Complex be included in the areas amenities.

Page 1

Response to PC-9

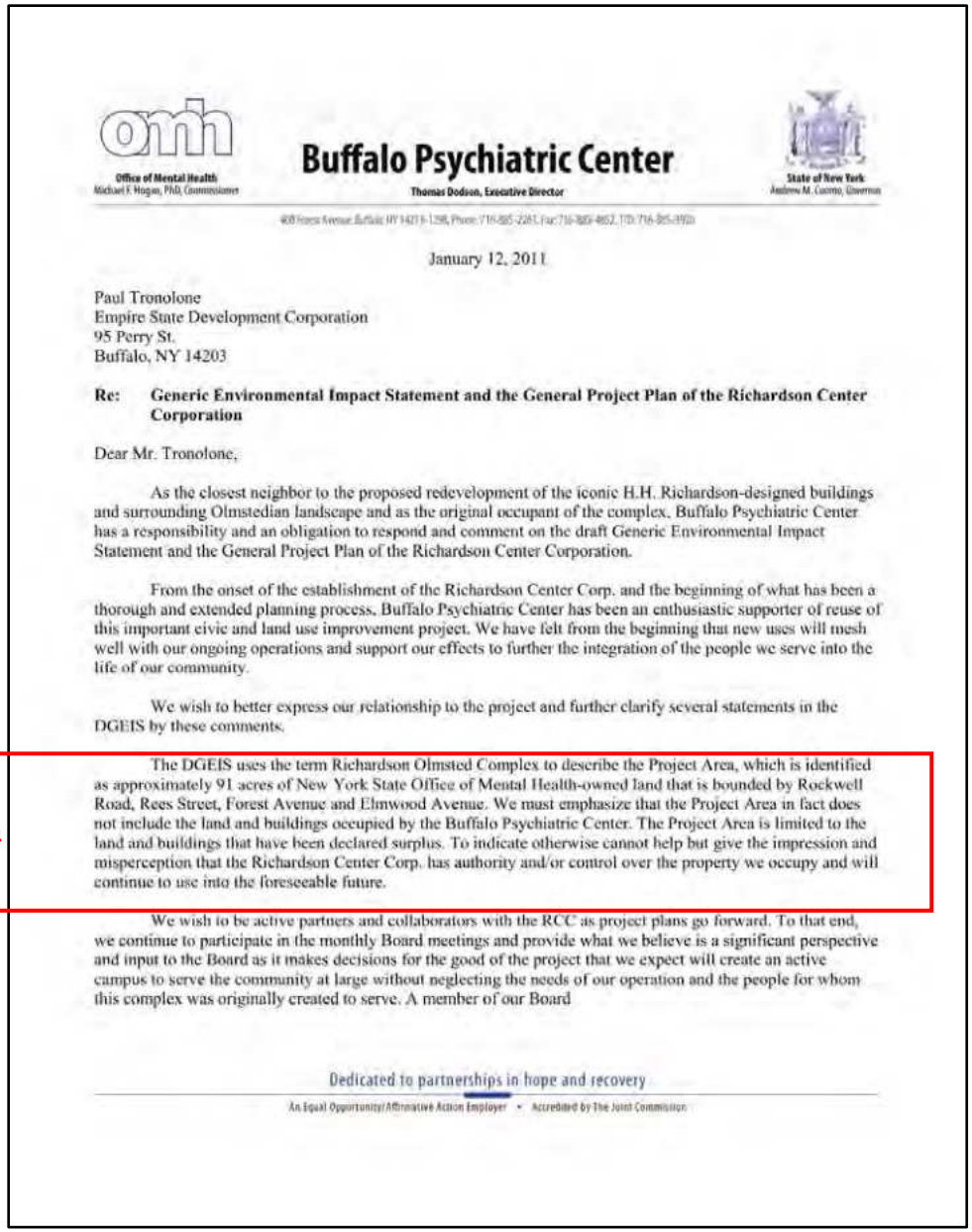
The comment suggests potential programming for a portion of the ROC. As mentioned in response to PC-3, the near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses, rather than directly building or sponsoring the development of specific uses. While the use would be generally consistent with Project goals and objectives, the RCC, SUNY, and other potential partners would need to enter into discussions to explore the viability of this concept.

Response to PC-10

The comment suggests potential programming for a portion of the ROC. As mentioned in response to PC-5, the near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the suggested use would be generally consistent with Project goals and objectives, the RCC and other potential partners would need to enter into discussions to explore the viability of this concept.

Response to PC-11

The comment suggests potential programming for a portion of the ROC. As mentioned in response to PC-5, the near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the suggested use would be generally consistent with Project goals and objectives, the RCC and other potential partners would need to enter into discussions to explore the viability of this concept.



Office of Mental Health
Michael F. Hogan, PhD, Commissioner

Buffalo Psychiatric Center
Thomas Dodson, Executive Director

State of New York
Andrew M. Cuomo, Governor

January 12, 2011

Paul Tronolone
Empire State Development Corporation
95 Perry St.
Buffalo, NY 14203

Re: Generic Environmental Impact Statement and the General Project Plan of the Richardson Center Corporation

Dear Mr. Tronolone,

As the closest neighbor to the proposed redevelopment of the iconic H.H. Richardson-designed buildings and surrounding Olmstedian landscape and as the original occupant of the complex, Buffalo Psychiatric Center has a responsibility and an obligation to respond and comment on the draft Generic Environmental Impact Statement and the General Project Plan of the Richardson Center Corporation.

From the onset of the establishment of the Richardson Center Corp. and the beginning of what has been a thorough and extended planning process, Buffalo Psychiatric Center has been an enthusiastic supporter of reuse of this important civic and land use improvement project. We have felt from the beginning that new uses will mesh well with our ongoing operations and support our efforts to further the integration of the people we serve into the life of our community.

We wish to better express our relationship to the project and further clarify several statements in the DGEIS by these comments.

PC-12

The DGEIS uses the term Richardson Olmsted Complex to describe the Project Area, which is identified as approximately 91 acres of New York State Office of Mental Health-owned land that is bounded by Rockwell Road, Rees Street, Forest Avenue and Elmwood Avenue. We must emphasize that the Project Area in fact does not include the land and buildings occupied by the Buffalo Psychiatric Center. The Project Area is limited to the land and buildings that have been declared surplus. To indicate otherwise cannot help but give the impression and misperception that the Richardson Center Corp. has authority and/or control over the property we occupy and will continue to use into the foreseeable future.

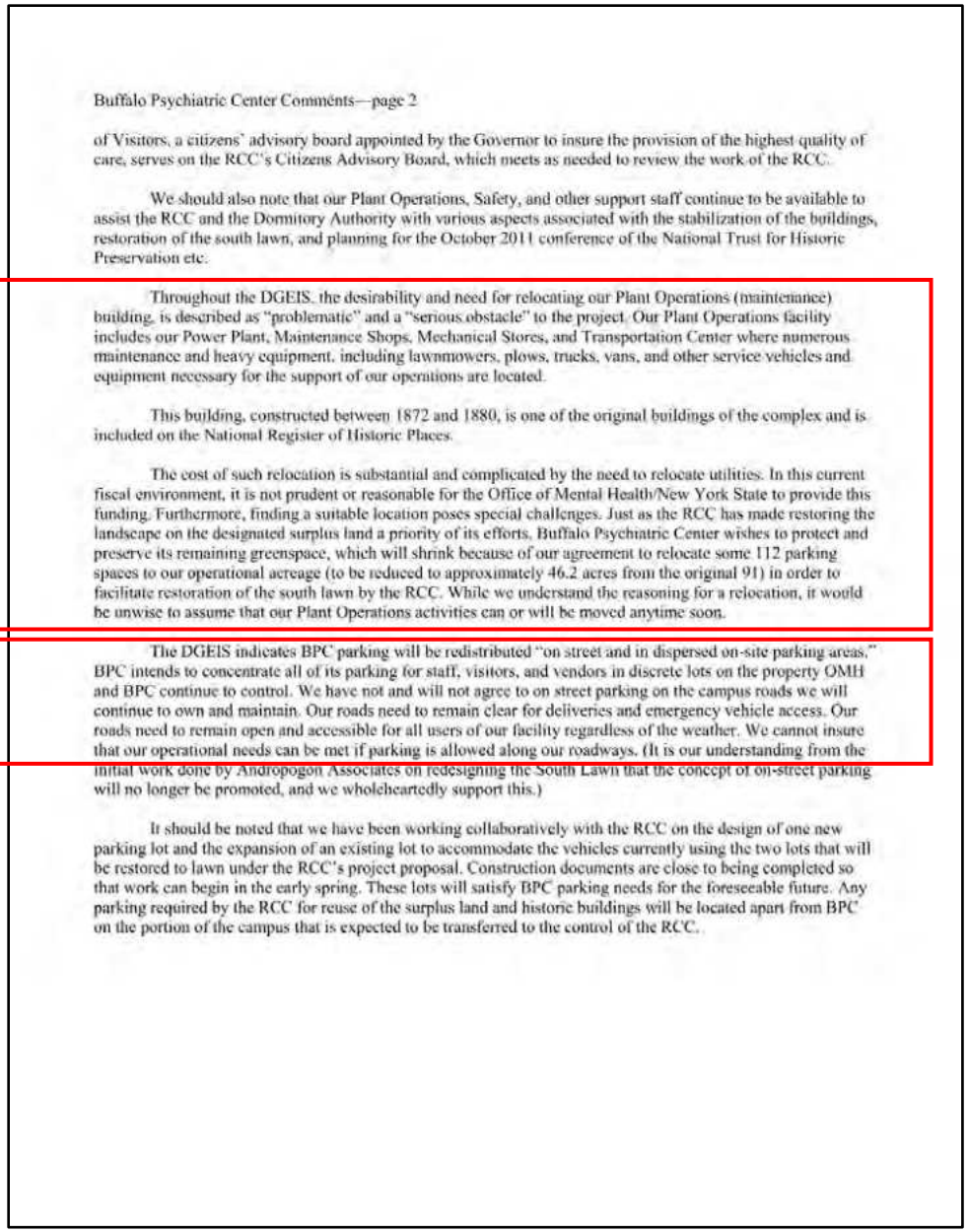
We wish to be active partners and collaborators with the RCC as project plans go forward. To that end, we continue to participate in the monthly Board meetings and provide what we believe is a significant perspective and input to the Board as it makes decisions for the good of the project that we expect will create an active campus to serve the community at large without neglecting the needs of our operation and the people for whom this complex was originally created to serve. A member of our Board

Dedicated to partnerships in hope and recovery

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Response to PC-12

This comment is acknowledged. The BPC facilities and grounds (the entire parcel minus the lands to be transferred to the RCC) 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 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. This approach was discussed with and agreed to by all stakeholders including BPC and OMH at the commencement of this project over four years ago and at each stage. The Urban Land Institute Report (2007), Historic Structures Report (2007/2008), Cultural Landscape Report (2008), the Master Plan (2009) and the DGEIS (2010) all studied, analyzed and reported upon the entire 91-acre site. To do otherwise would not do justice to the Kirkbride/Richardson/Olmsted & Vaux vision and development. Certain important aspects of the work such as internal drives and pedestrian paths and landscaping goals may only be addressed in a coordinated fashion involving both BPC and RCC properties. A comprehensive Master Plan and GEIS was considered the most appropriate method to consider the site in context and is the best method to comply with the letter and spirit of SEQRA, including its ban on project segmentation. However, it is noted the RCC's actions (and the use of State funding for those actions) will take place on the lands that it will control or on lands where the State of New York expressly grants its consent for an action.



Buffalo Psychiatric Center Comments—page 2

of Visitors, a citizens' advisory board appointed by the Governor to insure the provision of the highest quality of care, serves on the RCC's Citizens Advisory Board, which meets as needed to review the work of the RCC.

We should also note that our Plant Operations, Safety, and other support staff continue to be available to assist the RCC and the Dormitory Authority with various aspects associated with the stabilization of the buildings, restoration of the south lawn, and planning for the October 2011 conference of the National Trust for Historic Preservation etc.

PC-13

Throughout the DGEIS, the desirability and need for relocating our Plant Operations (maintenance) building, is described as "problematic" and a "serious obstacle" to the project. Our Plant Operations facility includes our Power Plant, Maintenance Shops, Mechanical Stores, and Transportation Center where numerous maintenance and heavy equipment, including lawnmowers, plows, trucks, vans, and other service vehicles and equipment necessary for the support of our operations are located.

This building, constructed between 1872 and 1880, is one of the original buildings of the complex and is included on the National Register of Historic Places.

The cost of such relocation is substantial and complicated by the need to relocate utilities. In this current fiscal environment, it is not prudent or reasonable for the Office of Mental Health/New York State to provide this funding. Furthermore, finding a suitable location poses special challenges. Just as the RCC has made restoring the landscape on the designated surplus land a priority of its efforts, Buffalo Psychiatric Center wishes to protect and preserve its remaining greenspace, which will shrink because of our agreement to relocate some 112 parking spaces to our operational acreage (to be reduced to approximately 46.2 acres from the original 91) in order to facilitate restoration of the south lawn by the RCC. While we understand the reasoning for a relocation, it would be unwise to assume that our Plant Operations activities can or will be moved anytime soon.

PC-14

The DGEIS indicates BPC parking will be redistributed "on street and in dispersed on-site parking areas." BPC intends to concentrate all of its parking for staff, visitors, and vendors in discrete lots on the property OMH and BPC continue to control. We have not and will not agree to on street parking on the campus roads we will continue to own and maintain. Our roads need to remain clear for deliveries and emergency vehicle access. Our roads need to remain open and accessible for all users of our facility regardless of the weather. We cannot insure that our operational needs can be met if parking is allowed along our roadways. (It is our understanding from the initial work done by Andropogon Associates on redesigning the South Lawn that the concept of on-street parking will no longer be promoted, and we wholeheartedly support this.)

It should be noted that we have been working collaboratively with the RCC on the design of one new parking lot and the expansion of an existing lot to accommodate the vehicles currently using the two lots that will be restored to lawn under the RCC's project proposal. Construction documents are close to being completed so that work can begin in the early spring. These lots will satisfy BPC parking needs for the foreseeable future. Any parking required by the RCC for reuse of the surplus land and historic buildings will be located apart from BPC on the portion of the campus that is expected to be transferred to the control of the RCC.

Response to PC-13

This comment is acknowledged. The proposed relocation of the BPC and OMH maintenance facility is not part of the near-term "Core Project," but rather is a future Master Plan element that would only occur with 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. The ESDC and RCC acknowledge the BPC and OMH maintenance facility also serves as the campus power plant, grounds, and storage building.

Response to PC-14

The comment is acknowledged. The Master Plan does not anticipate any alteration (or restriction upon the alteration) in how BPC and OMH control parking on the lands that it will retain. For point of clarification, the use of term "on-street" parking actually refers to parking that would be permitted on the internal drives on lands to be controlled by the RCC. As suggested in the Master Plan, the intent of such an approach is based on the premise that parking should be dispersed across the site in order to be visually subordinate to the landscape resources. In addition, it was not considered desirable or economically feasible to develop, or to develop as part of the Core Project, a parking structure or to concentrate a large amount of parking on any portion of the surplus property. The Master Plan suggests new internal drives will be constructed and in some cases, existing internal drives could be modified (widened) to provide parking parallel to these driveways.

Response to PC-14, continued:

However, the RCC acknowledges that the BPC and OMH control their lands and site, and Master Plan recommendations are offered solely for their consideration as the BPC and OMH undertake site improvements in the future. As stated previously in response to comment PC-12, the purpose of the recommendation is to provide a cohesive and coordinated development program throughout the entire 91-acre site.

The Master Plan anticipates and makes provision for all new parking requirements that may be generated by activities on the ROC to be accommodated on lands acquired by the RCC. The Master Plan anticipates that all BPC and OMH parking needs will be accommodated in the new parking lots that will be constructed to the east of the Strozzi building. The Master Plan does not anticipate the need for BPC to allow on street parking on the roadways that will be retained under its ownership and control. Nor does the Master Plan anticipate any alteration in BPC's and OMH's authority to control parking on its lands in its absolute discretion.

PC-15

Buffalo Psychiatric Center Comments—page 3

In summary, please keep in mind the following points:

- We believe that the RCC has identified many worthy goals for the Project, but the highest priority must be finding new uses that are economically sustainable for the H.H. Richardson-designed buildings that are the core of the unused portion of the campus.
- We believe the DGEIS adequately addresses potential adverse impacts in all the identified areas: cultural/historic resources, site parking (except as noted above), community cohesion, traffic, environmental concerns, utilities, and construction activities.
- The DGEIS acknowledges and we wholeheartedly agree that the RCC will need to work with Buffalo Psychiatric Center and other neighboring institutional partners to insure that our long and short-term operational needs are met as new uses are developed for the surplus property.
- Relocation of our Plant Operations building poses a major problem for our facility given the concerns outlined above.
- We again must stress that the boundaries of the Richardson-Olmsted Complex do not include the operational acreage of the Buffalo Psychiatric Center, and it is a misrepresentation to the public to describe the ROC in this manner.

We look forward to the continuing efforts of the Richardson Center Corp. to bring new life to this important property and to the West Side of Buffalo and will be available to continue the partnership that has been established.

Yours truly,

Thomas Dodson
Executive Director
Buffalo Psychiatric Center

Response to PC-15

This comment is consistent with the goals and objectives of the Richardson Olmsted Complex Master Plan. Goal 4 of that plan is to "Create a campus that would succeed economically."



State of New York
Andrew M. Cuomo
Governor

omh

Administrative Support Services Group
CDPC – Units Q & R
75 New Scotland Avenue
Albany, New York 12208

Edward J. Killeen
Director

January 14, 2011

Mr. Paul Tronolone
Empire State Development Corporation
95 Perry Street
Buffalo, NY 14203

RE: Draft Generic Environmental Impact statement for the Richardson Olmsted Complex

Dear Mr. Tronolone:

The Office of Mental Health (OMH) respectfully submits our response to the Draft Generic Environmental Impact Statement (DGEIS) for the proposed Richardson Olmsted Complex (ROC) Master Plan. As a concerned and involved neighbor to the proposed development, this letter incorporates comments received from key personnel within the Office of Mental Health.

After review of the DGEIS, OMH requests clarification as detailed in the following attachment. The most pressing concerns center around long term impacts on utilities, parking, traffic and transportation, and the proposed relocation of our power plant and maintenance facility.

OMH continues to support the RCC in endeavors for an environmentally sound and well planned development for this land. We look forward to continued communication and cooperation throughout this process. If you have any questions, please feel free to contact me at 518-473-1895.

Sincerely,

Edward J. Killeen
Director, Administrative Support Services Group

Attachments

cc: John Carroll, Esq., OMH Counsel
Thomas Dodson, Buffalo Psychiatric Center

☐ Bureau of Capital Operations – Unit Q
(518) 473-5815 FAX: (518) 473-1129

☐ Bureau of Nutrition Services – Unit R
(518) 473-8341 FAX: (518) 474-4129

☐ Bureau of Environmental Design and Improvement – Unit R
(518) 473-6565 FAX: (518) 474-4129

AN EQUAL OPPORTUNITY/AFFIRMATIVE ACTION EMPLOYER

Appendix G: Comments & Responses

New York State Office of Mental Health (OMH)
Comments on the New York State Urban Development Corporation (UDC)
Draft Generic Environmental Impact Statement (DGEIS)
January 12, 2011

The following are comments that have been formulated upon OMH's review of the DGEIS prepared by UDC for the purposes of assessing the potential economic, social and environmental effects of the proposed "Richardson Olmsted Complex" (ROC) Master Plan.

EXECUTIVE SUMMARY COMMENTS:

Background:

PC-16
- Richardson Olmsted Complex (ROC): Throughout the DGEIS the Project is referred to as the ROC. OMH takes exception to the reference that the ROC encompasses 91 acres which includes the Buffalo Psychiatric Center (BPC) campus. BPC facilities and grounds are a separate and discrete entity. To give the impression that the BPC property would now be controlled by a private corporation is misleading and should be corrected within the DGEIS.

PC-17
- ROC Acreage: The agreed upon acreage to be conveyed to the Richardson Center Corporation totals 42 +/- acres; not the 38.2 +/- acres referred to within the DGEIS. The 42 +/- acres was determined by adding 3.9 +/- acres of property (not 4.6 acres as depicted within the DGEIS); referred to as the "South Lawn" area in the DGEIS, to the original 38.2 +/- acres.

PC-18
- The "South Lawn" area is included in the DGEIS reference to a Richardson Center Corporation (RCC) request for conveyance of an additional 7.2 acres of OMH surplus property. However, the 3.9 acre "South Lawn" area is already being considered for conveyance as part of the 42 acre transaction. Therefore, OMH believes that the referenced 7.2 acres should be appropriately revised to reflect the actual 2.6 +/- acres of potential additional OMH surplus property.

PC-19
  - Also, according to OMH records, building 15, which is discussed within the DGEIS as being within the 2.6 +/- acres of possible future surplus, is considered to be contributing to the National Historic Landmark.

Land Use and Development Policies:

PC-20
- Throughout the DGEIS there are many references to the relocation of the BPC maintenance facility. OMH takes issue with this statement and has previously expressed that the BPC maintenance facility is not available for conveyance and will continue to be used for the foreseeable future for the operations of the

OMH Comments - Page 1

Response to PC-16

This comment is acknowledged. As stated previously in response to PC-12, the BPC facilities and grounds (the entire parcel minus the lands to be transferred to the RCC) 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 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. This approach was discussed with and agreed to by all stakeholders including BPC and OMH at the commencement of this project over four years ago and at each stage. The Urban Land Institute Report (2007), Historic Structures Report (2007/2008), Cultural Landscape Report (2008), the Master Plan (2009) and the DGEIS (2010) all studied, analyzed and reported upon the entire 91-acre site. To do otherwise would not do justice to the Kirkbride/Richardson/Olmsted & Vaux vision and development. Certain important aspects of the work such as internal drives and pedestrian paths and landscaping goals may only be addressed in a coordinated fashion involving both BPC and RCC properties. A comprehensive Master Plan and GEIS was considered the most appropriate method to consider the site in context and is the best method to comply with the letter and spirit of SEQRA, including its ban on project segmentation. However, it is noted the RCC's actions (and funding by the State) will take place on the lands that it will control or on lands where the State of New York expressly grants its consent for an action.

Response to PC-17

This comment is acknowledged. Since the time of DGEIS publication, discussions with the BPC and OMH regarding the transfer of additional surplus lands have continued to advance. The DGEIS stated that up to "an additional ±4.6 acres" may be available for inclusion in the RCC's project. As of December 20, 2010, the agreed-upon amount of surplus lands to be conveyed to the RCC from the OMH totals ±42 acres. The FGEIS has been updated to reflect the latest agreed-upon information.

Response to PC-18

This comment is acknowledged. As stated previously in the response to PC-17, since the time of DGEIS publication, discussions with the BPC and OMH regarding the transfer of additional surplus lands have continued to advance. The DGEIS stated that up to "an additional ±4.6 acres" may be available for inclusion in the RCC's project. As of December 20, 2010, the agreed-upon amount of surplus lands to be conveyed to the RCC from the OMH totals ±42 acres. The FGEIS has been updated to reflect the latest agreed-upon information.

Response to PC-19

Table 4.1-1 and Figure 4.1-1 in the DGEIS list the correct status of buildings in terms of historic status. The status of these buildings was confirmed by the State Historic Preservation Officer in 2009 because the National Historic Register designation form was unclear. Based on this information, Building 15 does not contribute to NHL status but is eligible for inclusion on the National Register.

Response to PC-20

This comment is acknowledged. As stated previously in response to PC-13, the proposed relocation of the BPC and OMH maintenance facility is not part of the near-term "Core Project" to be financed with funds administered by ESDC. Rather, it is a future Master Plan element that would only occur with 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. The ESDC and RCC acknowledge the BPC and OMH maintenance facility also serves as the campus power plant, grounds, and storage building.

Response to PC-21

As stated in the response to comment PC-3, the RCC has obtained all records from BPC, OHM, and NYSDEC during the Phase I Environmental Review, which included hard copy and site walk through with BPC and OMH staff. The RCC will continue to consult with BPC and OMH, OGS, and NYSDEC as future phases of the Project progress.

PC-20 (cont'd)

BPC. Relocation of the BPC maintenance facility is unrealistic for several reasons including; there is no site available to accommodate a relocation; it would be undesirable for such a facility to be constructed on remaining BPC lands due to the need for BPC to preserve its remaining green space after the loss of several acres of green space to allow for the relocation of parking being lost to the RCC redevelopment of the "South Lawn" area, as well as the costs of such an undertaking being prohibitive. It is OMH's experience with comparable projects that such relocation could cost in the range of $20 million. **Note: The maintenance facility referred too is also the campus power plant, grounds and storage building.**

Environmental Concerns:

PC-21

- Reference to underground fuel storage tanks/UST's; OMH maintains comprehensive information pertaining to the UST's and upon request can provide such information which pertains to the property that is being proposed for conveyance to the RCC.

Community Services:

PC-22

- BPC and OMH facilities should not be referred to as "co-located on the ROC property".

PC-23

- Potential for traffic and short-term construction impacts on the BPC's operations: It should be understood that access to the BPC grounds can at no time be restricted. Access for emergency vehicles, as well as staff must not be impeded at any time throughout the implementation of the Project, or thereafter.

Utilities:

PC-24

- It has been, and continues to be, OMH's position that the Project shall require all independent utility services through the local municipal utility providers. Any active OMH utility shall not be used as a shared service by the Project.

PC-25

- OMH intends to reserve utility easements over and through the property proposed to be conveyed to the RCC for the purposes of protection and maintenance of OMH's long term campus utility infrastructure. Active utility infrastructure existing within the easement areas will not be made available for use by the Project.

Cumulative Impacts:

PC-26

- Parking: It is noted within the DGEIS that on street parking will be a consideration for BPC. However, on street parking is not an acceptable solution for BPC. At this time, BPC does not anticipate a shortage of parking

OMH Comments - Page 2

Response to PC-22

This comment is acknowledged. As stated previously in response to PC-13, the ROC Master Plan addresses the 91-acre site bounded by Elmwood Ave., Forest Avenue, Rees Street, and Rockwell Road and serves to provide guidance for the entire site development in a comprehensive context and to avoid segmentation issues that are prohibited under SEQRA. This approach was developed through an extensive public process in which strong support was indicated for approaching the ROC as a 91-acre site.

The ROC Master Plan provides a cohesive framework for future development and enhancement for the entire 91-acre site, regardless of land owner/tenant. However, the RCC's actions, and in the near term the activities that would be funded with State funds administered by ESDC (i.e., Core Project), will only occur on lands to be acquired by the RCC or where the BPC, OMH and/or the State of New York have given permission for the RCC to undertake an action, such as the parking lot relocation action. 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 DGEIS do not compel the BPC, OMH or the State of New York to undertake any action that is described in the Master Plan or DGEIS.

Response to PC-23

The comment is acknowledged. The RCC recognizes the necessity for the BPC/OMH to have unrestricted and unimpeded access to their buildings and grounds during both ROC project construction and future operations. The RCC will establish a working committee with the BPC/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/OMH during project construction and future operations. The RCC will enter into a Memorandum of Understanding (MOU) or similar formal instrument with affected agencies to set forth protocols to avoid such issues.

Response to PC-24

This comment is acknowledged. The RCC fully anticipates providing new utility services onto the surplus lands to service the Project for full operation of the Core Project. Shared service of any active BPC and OMH utility is not anticipated at full operation of the Core Project.

Because it is not anticipated that the RCC will be able to arrange for the construction of facilities needed to obtain electrical service for property to be transferred prior to its obtaining title, the RCC will need to stay connected to the OMH electric distribution system as a temporary measure in order to assure a continuous power supply for the exterior lights, fire/life safety needs, security, and the future Showcase Space in Building 45. The details of the transition of electrical and other services will be part of the purchase contract and/or deed documents that transfer the property to the RCC.

Response to PC-25

The comment is acknowledged. The RCC has been actively negotiating utility easements with the BPC and OMH as part of the surplus land transfer agreement. BPC and OMH and RCC agree that one or more easements are necessary. BPC and OMH has researched and surveyed the utilities and updated the maps, and needs to draft such easements. The details of the preservation of the State's interests in utilities that are located on what will become RCC property will be part of the purchase contract and/or deed documents that transfer the property to the RCC.

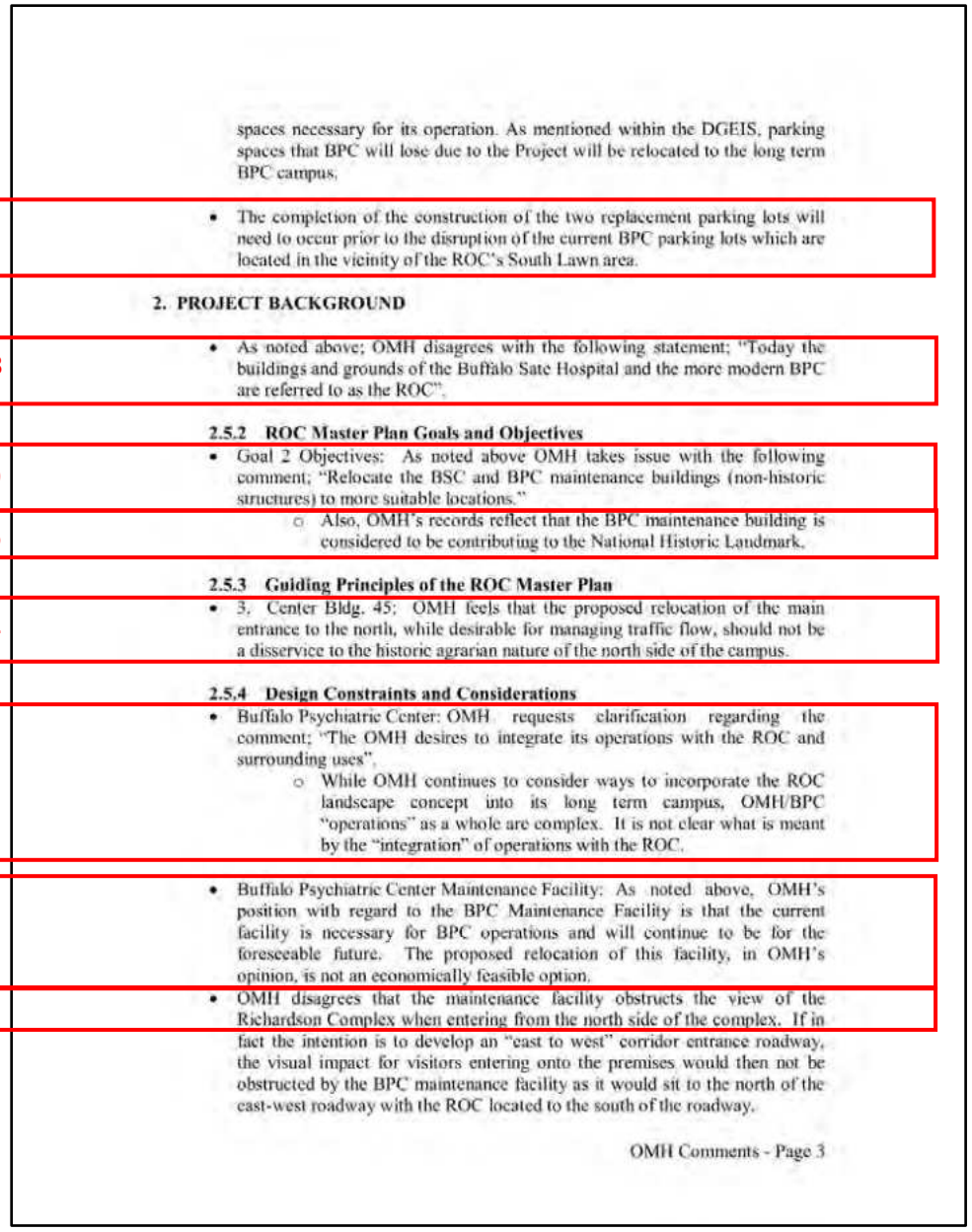
Response to PC-26

The comment is acknowledged. As stated previously in the response to PC-14, the 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. For point of clarification, the use of term "on-street" parking actually refers to parking that would be permitted on the internal drives on lands to be controlled by the RCC. As suggested in the Master Plan, the intent of such an approach is based on the premise that parking should be dispersed across the site in order to be visually subordinate to the landscape resources. In addition, it was not considered desirable or economically feasible to develop, or to develop as part of the Core Project, a parking structure or to concentrate a large amount of parking on any portion of the surplus

Response to PC-26, continued:

property. The Master Plan suggests new internal drives will be constructed and in some cases existing internal drives could be modified (widened) to provide parking parallel to these driveways. However, the RCC acknowledges that the BPC and OMH control their lands and site, and Master Plan recommendations are offered solely for their consideration as the BPC and OMH undertake site improvements in the future. As stated previously in response to comment PC-9, the purpose of the recommendation is to provide a cohesive and coordinated development program throughout the entire 91-acre site.

The Master Plan anticipates and makes provision for all new parking requirements that may be generated by activities on the ROC to be accommodated on lands acquired by the RCC. The Master Plan anticipates that all BPC and OMH parking needs will be accommodated in the new parking lots that will be constructed to the east of the Strozzi building. The Master Plan does not anticipate the need for BPC and OMH to allow on street parking on the roadways that will be retained under its ownership and control. Nor does the Master Plan anticipate any alteration in BPC and OMH's authority to control parking on its lands in its absolute discretion.



spaces necessary for its operation. As mentioned within the DGEIS, parking spaces that BPC will lose due to the Project will be relocated to the long term BPC campus.

PC-27

- The completion of the construction of the two replacement parking lots will need to occur prior to the disruption of the current BPC parking lots which are located in the vicinity of the ROC's South Lawn area.

2. PROJECT BACKGROUND

PC-28

- As noted above; OMH disagrees with the following statement; "Today the buildings and grounds of the Buffalo Sate Hospital and the more modern BPC are referred to as the ROC".

2.5.2 ROC Master Plan Goals and Objectives

PC-29

- Goal 2 Objectives: As noted above OMH takes issue with the following comment; "Relocate the BSC and BPC maintenance buildings (non-historic structures) to more suitable locations."

PC-30

  - Also, OMH's records reflect that the BPC maintenance building is considered to be contributing to the National Historic Landmark.

2.5.3 Guiding Principles of the ROC Master Plan

PC-31

- 3. Center Bldg. 45: OMH feels that the proposed relocation of the main entrance to the north, while desirable for managing traffic flow, should not be a disservice to the historic agrarian nature of the north side of the campus.

2.5.4 Design Constraints and Considerations

PC-32

- Buffalo Psychiatric Center: OMH requests clarification regarding the comment; "The OMH desires to integrate its operations with the ROC and surrounding uses".
  - While OMH continues to consider ways to incorporate the ROC landscape concept into its long term campus, OMH/BPC "operations" as a whole are complex. It is not clear what is meant by the "integration" of operations with the ROC.

PC-33

- Buffalo Psychiatric Center Maintenance Facility: As noted above, OMH's position with regard to the BPC Maintenance Facility is that the current facility is necessary for BPC operations and will continue to be for the foreseeable future. The proposed relocation of this facility, in OMH's opinion, is not an economically feasible option.

PC-34

- OMH disagrees that the maintenance facility obstructs the view of the Richardson Complex when entering from the north side of the complex. If in fact the intention is to develop an "east to west" corridor entrance roadway, the visual impact for visitors entering onto the premises would then not be obstructed by the BPC maintenance facility as it would sit to the north of the east-west roadway with the ROC located to the south of the roadway.

OMH Comments - Page 3

Response to PC-27

The comment is acknowledged. The RCC is working with the BPC and OMH regarding schedule and needs for parking lot replacements associated with the rehabilitation of the ROC's "South Lawn" area. RCC has agreed that the BPC and OMH will have adequate parking that minimizes the disruption during construction. 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.

Response to PC-28

This comment is acknowledged. As stated previously in the response to PC-12, the BPC facilities and grounds (the entire parcel minus the lands to be transferred to the RCC) 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 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.

The ROC Master Plan seeks to rehabilitate and reuse the remaining elements (buildings and grounds) of the former Buffalo State Hospital. At the same time, the Master Plan recognizes that the site will be owned by several entities in the future with multiple tenants/uses.

Response to PC-28, continued:

Over time it is expected that a nomenclature will develop that properly identifies and distinguishes the multiple uses at the site. For instance, it is expected that the Buffalo Psychiatric Center will retain its current name (or some other name as the State of New York may decide from time to time), the lands to be transferred will have a name currently anticipated to be the Richardson Olmsted Complex ("ROC") and a name may emerge that identifies the entire site.

Response to PC-29

This comment is acknowledged. As stated previously in the response to PC-13, the proposed relocation of the BPC/OMH maintenance facility is not part of the near-term "Core Project" to be financed with funds administered by ESDC. Rather, it is a future Master Plan element that would only occur with concurrence and consultation with the BPC/OMH regarding the identification of an acceptable replacement facility location, funding, and other considerations for this future plan element. The RCC acknowledges the BPC maintenance facility also serves as the campus power plant, grounds, and storage building.

Response to PC-30

Table 4.1-1 and Figure 4.1-1 in the DGEIS list the correct status of buildings in terms of landmark status. The status of these buildings was confirmed by the State Historic Preservation Officer in 2009 because the historic designation was unclear. Based on this information, Building 22 is not a National Historic Landmark contributing structure, nor is it eligible for inclusion on the National Register of Historic Places, because of its degraded condition.

Response to PC-31

A number of issues were identified as part of the early phases of the Master Plan process, in consideration that re-purposing the buildings is necessary in order to save them. Among these were traffic flow, building orientation, preservation of intact lands, and the avoidance of significant alterations of historic building façades. A series of public meetings was held in which these issues were presented to stakeholders and the public. It was acknowledged without dispute that the existing main building entrance could not accommodate anticipated new uses of the complex that would arise as a result of the project. In an elaborate public participation process that involved hundreds of participants, after extensive discussion and debate, using a live, electronic voting system, participants voted overwhelmingly that the rehabilitation and enhancement of the South Lawn as the complex's historic "ceremonial" entrance was a major priority, as was the retention of the historic south facing building façade. As a result, the public expressed a preference for an additional north facing building entrance and the development of the circulation elements (internal drives) needed to serve this purpose. Thus, this new vehicular entrance from the north was developed to maintain the bucolic historic South Lawn entry (which would be impaired by a greater amount of traffic than currently experienced); to provide an entry to the north that could accommodate comparatively larger volumes of traffic, including motor coaches; to provide an "address road" enabling vehicular access to each building; and to provide a entrance that focused solely on views of the ROC.

Response to PC-31, continued:

This approach is considered more desirable than the alternatives that would negatively impact the South Lawn and south facing iconic building façade. No concerns by OMH and BPC about the impact from the development at the Northern lands were presented during the multi-year development of the project; concerns were not raised at the public sessions, in one-on-one meetings or at the Public Scoping Session or comment period that followed it. However, even if such concerns had been raised by OMH and BPC, the choice to preserve the south facing lands would still have been chosen as the best alternative to carry out the mission of the RCC in a fashion that protects, honors, and uses the intact historic elements of the ROC.

The ROC Master Plan acknowledges former uses (farmlands and support buildings) historically located to the north side of Building 45. It is also acknowledged that over time the character of those lands have changed with the build out of Buffalo State College. The Cultural Landscape Report indicated that there is no remaining historic significance for the majority of the lands to the north given the level of degradation and change to the property.

Nevertheless, it should be noted that the location and alignment in the Master Plan and DGEIS for internal driveways to the north of Building 45 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. As stated in the DGEIS, in accordance with Section 14.09 of the New York State Historic Preservation Act, ESDC would enter into a Letter of Resolution (LOR) with the New York State Office of Parks, Recreation and Historic Preservation (OPRHP) (i.e., which also serves as the State Historic Preservation Officer under federal historic resource statutes) and with the concurrence of the RCC. The LOR 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 has been the case up to this point in the ROC process, the LOR will require ESDC to ensure that RCC continues to consult with the OPRHP and key stakeholders after specific design and construction details are identified. Such consultation would determine whether the final design for internal drives would result in significant impacts to the State/National Register-listed or -eligible buildings and grounds. In such occurrences, detailed measures to avoid, reduce, or mitigate any direct or indirect impacts to listed and eligible resources (including the grounds) will be developed as necessary, as part of the consultation with the OPRHP.

As part of these efforts, the RCC will establish a stakeholder committee, drawing from representatives of standing committees involved in planning efforts to date, to assist RCC 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.

Response to PC-32

To clarify what is anticipated by "integration," first, it will be necessary to coordinate or integrate ROC and BPC facilities operations. For instance, snow plowing to accommodate shift changes and hours of operations, traffic and parking controls for workers and visitors, grounds maintenance, security patrols and other operational details should be coordinated to obtain maximum efficiency, to satisfy the needs of each party, and to harmonize efforts. It is expected that the parties will enter into a Memorandum of Understanding, which might change from time to time, to cover these types of details.

In addition, during early project discussion, the BPC and OHM strongly advised that the plan consider their operations in order to "integrate" and avoid any actions that would further isolate and stigmatize patients. For example, the idea of a road running north to south between the historic buildings and Strozzi was eliminated as it was considered too strong of a physical and psychological barrier. The ROC is committed to a process of inclusion and acceptance that will include all who may be on the grounds including patients and their friends and families and the staff of the BPC and OMH. As addressed elsewhere, the RCC will establish a working committee with the BPC and OMH for the purpose of discussing operational issues during the various phases of project implementation and operations. Protection 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. The RCC will enter into a Memorandum of Understanding (MOU) or similar formal instrument to formalize the already collaborative problem-solving approach established between the BPC and RCC.

Response to PC-33

This comment is acknowledged. As stated previously in the response to PC-13, the proposed relocation of the BPC and OMH maintenance facility is not part of the near-term "Core Project" to be financed with funds administered by ESDC. Rather, it is a future Master Plan element that would only occur with 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. The RCC acknowledges the BPC and OMH maintenance facility also serves as the campus power plant, grounds, and storage building.

Response to PC-34

During design discussions, some stakeholders, such as hoteliers, requested that the maintenance facility be relocated in order to have an attractive, unobstructed area to the north for the new users. Although vistas from and to the Richardson complex would be enhanced if the maintenance facility were not present, as discussed elsewhere (such as the response to PC-13), it is not anticipated that there will be any change in the location, appearance or use of the maintenance facility until and unless the 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.

PC-35

- According to OMH records, the BPC maintenance facility is considered to be contributing to the National Historic Landmark.

3. **PROJECT DESCRIPTIONS AND ALTERNATIVES**

3.2.1/3.2.2 The Project – Table Summary/The Expanded Core Project

PC-36

- There is a reference to building 15 included within this phase of the project. At this time, building 15 is not being considered for conveyance to the RCC.

Figure 3-4 "Development Landholding Phase" (full build out)

PC-37

- OMH takes exception with this map as it reflects OMH long term property as being included within this phase.

4. **ENVIRONMENTAL SETTING**

4.1.5 Stabilization Efforts

PC-38

- Building 10: It is stated that OMH undertook interior and exterior renovations in 1989, but never occupied the space after renovation. This statement is incorrect as OMH did in fact actively use building 10 until it was vacated in 1994.

4.3-2 Existing Land Use, Richard Olmsted Complex

PC-39

- Statement regarding an additional 7.2 acres of land expected to be declared surplus: As mentioned above, it is OMH's belief that the 7.2 acres includes land that is currently under consideration for conveyance to RCC as part of a 42 +/- acre transaction. Also, it is unclear as to where the location is for the remainder of the mentioned 7.2 acres of potential surplus.

4.8 Utilities

PC-40

- Upon the execution of the conveyance to RCC, it is OMH's intention to cut and cap all existing utility lines that do not serve the BPC long term campus. BPC long term utility infrastructure will not be made available for use by the ROC.

5. **ENVIRONMENTAL IMPACTS**

5.2 Visual Resources: 5.2.1 The Project: Landscape Units

PC-41

- Landscape Unit 1: Elmwood and Forest Avenues Park Landscape:
  - It is noted that; "The Project will also integrate the BPC recreation space and grounds into the entire ROC and redistribute BPC parking on-street and in dispersed on-site parking area."
  - The intent to integrate BPC into the overall landscape design, while not completely objectionable to OMH/BPC, will require coordination with OMH/BPC to determine what would be acceptable.

OMH Comments - Page 4

Response to PC-35

As stated previously in the response to PC-30, Table 4.1-1 and Figure 4.1-1 in the DGEIS list the correct status of buildings in terms of historic status. The status of these buildings was confirmed by the State Historic Preservation Officer in 2009 because the historic designation was unclear. Based on this information, Building 22 is not a National Historic Landmark contributing structure, nor is it eligible for inclusion on the National Register of Historic Places, because of its degraded condition.

Response to PC-36

The RCC acknowledges that the transfer of Building 15 to the RCC is not included in the proposed transfer of surplus lands at this time, nor is it part of the near-term "Core Project" to be financed with funds administered by ESDC. The Expanded Core Project is a future phase of RCC Master Plan. This phase of the project, should it advance, would require consultation with BPC and OMH and other entities regarding the building's availability for potential transfer and terms and conditions of the proposed transfer.

Response to PC-37

The RCC acknowledges that some of the lands depicted in Figure 3-4 are owned and operated as part of the BPC and OMH long-term complex. The BPC and OMH lands are to remain in their current ownership and operations for the foreseeable future, and are not part of the near-term "Core Project" to be financed with funds administered by ESDC. The Development Landholding Phase is a future phase of RCC Master Plan.

Response to PC-37, continued:

This phase of the project, should it advance, would require consultation with BPC and OMH and other entities regarding the building's availability for potential transfer and terms and conditions of the proposed transfer.

Response to PC-38

The comment is acknowledged. The FGEIS is corrected to read, "After rehabilitation was completed, OMH continued to occupy Building 10 until 1994, but the building was vacated after that time."

Response to PC-39

As previously stated in the response to PC-17, since the time of DGEIS publication, discussions with the BPC and OMH regarding the transfer of additional surplus lands have continued to advance. The DGEIS stated that up to "an additional ±4.6 acres" may be available for inclusion in the RCC's project. As of December 20, 2010, the agreed-upon amount of surplus lands to be conveyed to the RCC from the OMH totals ±42 acres. The FGEIS has been updated to reflect the latest agreed-upon information.

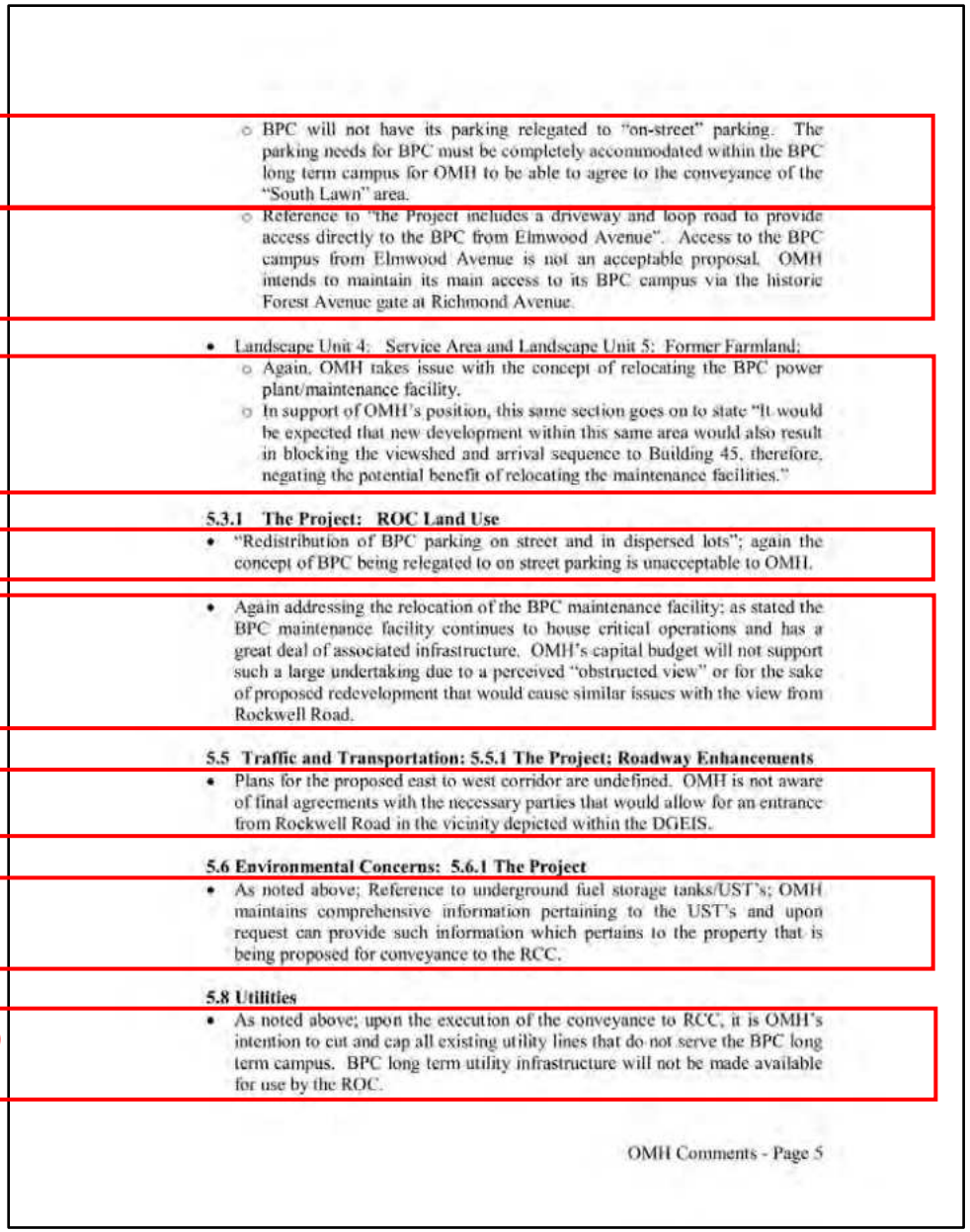
Response to PC-40

This comment is acknowledged. As stated previously in the response to PC-24, the RCC fully anticipates providing new utility services onto the surplus lands to service the Project for full operation of the Core Project. Shared service of any active BPC and OMH utility is not anticipated at full operation of the Core Project.

Because it is not anticipated that the RCC will be able to arrange for the construction of facilities needed to obtain its own electrical service prior to its obtaining title to the property, the ROC will need to stay connected to the OMH electric distribution system as a temporary measure in order to assure a continuous power supply for the exterior lights, fire/life safety needs, security, and the future Showcase Space in Building 45. The details of the transition of electrical and other services will be part of the purchase contract and/or deed documents that transfer the property to the RCC.

Response to PC-41

The comment is acknowledged. As previously stated the response to PC-12, the ROC Master Plan provides a cohesive framework for future development and enhancement for the entire 91-acre site, regardless of land owner/tenant. The BPC and OMH have and will continue to have full control over their lands and buildings. Implementing any ROC Master Plan recommendations on BPC and OMH lands must be done with BPC and OMH approval and concurrence and in most cases it is expected any changes will be done by the State itself. The RCC fully intends to maintain ongoing dialogue with BPC and OMH regarding the implementation of future Master Plan components. Several mechanisms already exist to ensure this discussion continues, including BPC attendance at all RCC Board meetings. The RCC will enter into a Memorandum of Understanding (MOU) or similar formal instrument to formalize the already collaborative problem-solving approach established between the BPC and OMH and RCC.



PC-42

- BPC will not have its parking relegated to "on-street" parking. The parking needs for BPC must be completely accommodated within the BPC long term campus for OMH to be able to agree to the conveyance of the "South Lawn" area.

PC-43

- Reference to "the Project includes a driveway and loop road to provide access directly to the BPC from Elmwood Avenue". Access to the BPC campus from Elmwood Avenue is not an acceptable proposal. OMH intends to maintain its main access to its BPC campus via the historic Forest Avenue gate at Richmond Avenue.

PC-44

- Landscape Unit 4: Service Area and Landscape Unit 5: Former Farmland:
  - Again, OMH takes issue with the concept of relocating the BPC power plant/maintenance facility.
  - In support of OMH's position, this same section goes on to state "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."

5.3.1 The Project: ROC Land Use

PC-45

- "Redistribution of BPC parking on street and in dispersed lots"; again the concept of BPC being relegated to on street parking is unacceptable to OMH.

PC-46

- Again addressing the relocation of the BPC maintenance facility; as stated the BPC maintenance facility continues to house critical operations and has a great deal of associated infrastructure. OMH's capital budget will not support such a large undertaking due to a perceived "obstructed view" or for the sake of proposed redevelopment that would cause similar issues with the view from Rockwell Road.

5.5 Traffic and Transportation: 5.5.1 The Project: Roadway Enhancements

PC-47

- Plans for the proposed east to west corridor are undefined. OMH is not aware of final agreements with the necessary parties that would allow for an entrance from Rockwell Road in the vicinity depicted within the DGEIS.

5.6 Environmental Concerns: 5.6.1 The Project

PC-48

- As noted above; Reference to underground fuel storage tanks/UST's; OMH maintains comprehensive information pertaining to the UST's and upon request can provide such information which pertains to the property that is being proposed for conveyance to the RCC.

5.8 Utilities

PC-49

- As noted above; upon the execution of the conveyance to RCC, it is OMH's intention to cut and cap all existing utility lines that do not serve the BPC long term campus. BPC long term utility infrastructure will not be made available for use by the ROC.

OMH Comments - Page 5

Response to PC-42

The comment is acknowledged. As previously stated in the response to PC-14, the use of on-street parking refers to the internal drives on lands controlled by the RCC. The Master Plan anticipates that all BPC and OMH parking needs will be accommodated in the new parking lots that will be constructed to the east of the Strozzi building. The Master Plan does not anticipate the need for BPC and OMH to allow on-street parking on the roadways that will be retained under its ownership and control. Nor does the Master Plan anticipate any alteration in BPC and OMH's authority to control parking on its lands in its absolute discretion.

Response to PC-43

The comment is acknowledged. The RCC acknowledges that the BPC and OMH control their lands and site, and Master Plan recommendations are offered solely for their consideration as the BPC and OMH undertake site improvements in the future. The RCC does not intend to dictate how and where access to the BPC and OMH long-term campus should be and how internal operations of the BPC and OMH long-term campus function. The ROC Master Plan does recommend as a future design solution an internal driveway and loop road to improve internal site circulation and provide cohesion with the landscape plan for the larger 91-acre site. The recommended drive would reflect Olmsted and Vaux's design intent of curved drives and walks through a park like landscape. This internal roadway would connect with an existing driveway to Elmwood Avenue; however, the resulting connection to Elmwood Avenue is not the purpose of the internal driveway.

Response to PC-43, continued:

In any case, implementation of these specific Master Plan recommendations would require the concurrence and support of the BPC and OMH and other entities for implementation.

Response to PC-44

This comment is acknowledged. As previously stated in the response to PC-13, the proposed relocation of the BPC and OMH maintenance facility is not part of the near-term "Core Project" to be financed with funds administered by ESDC. Rather, it is a future Master Plan element that would only occur with 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.

Response to PC-45

The comment is acknowledged. As previously stated in the response to PC-14, the use of on-street parking refers to the internal drives on lands controlled by the RCC. The Master Plan anticipates that all BPC and OMH parking needs will be accommodated in the new parking lots that will be constructed to the east of the Strozzi building. The Master Plan does not anticipate the need for BPC and OMH to allow on street parking on the roadways that will be retained under its ownership and control. Nor does the Master Plan anticipate any alteration in BPC and OMH's authority to control parking on its lands in its absolute discretion.

Response to PC-46

This comment is acknowledged. As previously stated in the response to PC-13, the proposed relocation of the BPC and OMH maintenance facility is not part of the near-term "Core Project" to be financed with funds administered by ESDC. Rather, it a future Master Plan element that would only occur with 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.

Response to PC-47

Plans for the proposed East-West Address Road private internal drive are conceptual at this point in time. This is a future action that would require consultation with a number of parties regarding design, location, land ownership, and interface with adjacent property owners and the City of Buffalo. The RCC will consult with all involved parties, including the BPC and OMH, when this project element is progressed for implementation.

As part of this effort, the RCC will establish a stakeholder committee, drawing from representatives of standing committees involved in planning efforts to date, to assist RCC in ensuring that final designs for new internal drives are consistent with the intents and purposes of the Secretaries Guidelines, as well as the ROC Master Plan, the ROC Cultural Landscape Report, and the ROC Historic Structures Report.

Response to PC-48

As previously stated in the response to PC-3, the RCC has obtained all records from BPC, OMH, and NYSDEC during the Phase I Environmental Review, which included hard copy and site walk through with BPC staff. In addition, the RCC obtained all records from New York State Office of General Services (OGS), andNYSDEC. The RCC will continue to consult with BPC and OMH, OGS, and NYSDEC as future phases of the Project progress.

Response to PC-49

This comment is acknowledged. As previously stated in the response to PC-24, the RCC fully anticipates providing new utility services onto the surplus lands to service the Project for full operation of the Core Project. Shared service of any active BPC and OMH utility is not anticipated at full operation of the Core Project.

Because it is not anticipated that the RCC will be able to arrange for the construction of facilities needed to obtain its own electrical service prior to its obtaining title to the property, the ROC will need to stay connected to the OMH electric distribution system as a temporary measure in order to assure a continuous power supply for the exterior lights, fire/life safety needs, security, and the future Showcase Space in Building 45. The details of the transition of electrical and other services will be part of the purchase contract and/or deed documents that transfer the property to the RCC.

PC-50

5.12 Construction Impacts: 5.12.1 The Project

- Utilities: Due to the nature of BPC's operations, any disruption of utility services to BPC would constitute an extreme hardship. All efforts should be made to avoid any utility disruption to BPC.

- Short-term Parking Displacement: As noted above.

OMH Comments - Page 6

Response to PC-50

The comment is acknowledged. The RCC acknowledges the BPC and OMH will cut and cap all utilities servicing the surplus lands to be acquired by the RCC. As a result, the RCC will bring new utilities onto the surplus lands through their own properties, to the maximum extent practicable. The RCC and utility companies providing services will take necessary steps to avoid or minimize any disruptions to BPC and OMH services.

The RCC, through regular, on-going dialogue, will keep the BPS and OMH informed of planned construction activities and likelihood for utility disruption in advance of construction activities. In fact, the RCC proposes to host monthly (or more often if circumstances call for more frequent meetings) coordination meetings with appropriate BPC and OMH staff to discuss upcoming construction activities including type of activity, activity location, schedule and duration, and BPC and OMH operational considerations.

PC-51

Construction of a Bradley Street extension –the "East-West" or "Address Road" –would reduce the size of the historic property, its potential recreational use by the Upper West Side and Black Rock communities, and introduce higher-speed and higher-volume traffic. The DGEIS does not provide adequate information to allow the public to weigh the costs and benefits of the scheme.

The solid yellow line in the photo below indicates the general route of the proposed Bradley Street extention (a.k.a. "east-west road," "Address Road"). The dotted line indicates the perceived and actual expansion of the Buffalo State College campus under that scenario, including the block of land between Rockwell Road and Bradley Street where entities related to the college have been systematically buying and demolishing houses.

This roadway and reduction of the public lands associated with the Richardson Olmsted Complex would have potential adverse effects on the historic resource that are not adequately discussed. There is no information provide in the DGEIS, for example, to support the assertion that new development on the site in the future would redound to the benefit of rehabilitating and maintaining the historic resources (the buildings and grounds), while consum-



ing part of them (the grounds). It is obvious that if the former farmland on the NW quadrant were to be used as community recreational space or community gardens, for example, that new development could easily occur on the bounding streets, with the occupants of the buildings enjoying expansive views of the historic buildings and grounds, and use the grounds, much like Central Park, in its rectangular expansiveness, provides the parameters and value of adjacent development.

Response to PC-51

The DGEIS describes the function of the East-West Address Road as a private internal drive envisioned to provide access to points within the ROC site. Unlike the existing Bradley Street, which is a public street owned by the City of Buffalo, the East-West Address Road would employ traffic-calming design techniques and other features to deter non-ROC traffic from utilizing it, e.g., lower posted speed limits, stop signs, curvilinear design, and/or speed bumps. As the Master Plan described it, the East-West Address Road would allow the north entrances to the historic structures to be used for service and parking, thereby minimizing impact on the South lawn. Therefore, characterizing the East-West Address Road as an extension of Bradley Street is a misconception of its intended purpose and design.

A drive that completely encircles the structure was considered desirable for police patrols, necessary for fire safety and a key component in encouraging pedestrian usage of the grounds. The commentator acknowledges this need in his written submission that contains a map that includes a circular drive around the complex, including an east-west component (i.e., an "East-West Address Road" with a slightly different alignment).

Nevertheless, it should be noted that the location and alignment in the Master Plan and DGEIS for internal drives are conceptual. The exact alignment of this road and the location of its connections with city roads will be developed in the future in consultation with all relevant parties, including the City of Buffalo. All decisions and actions will be consistent with the Master Plan and GEIS.

PC-52

All alternatives—other than the "no-build" alternative—included an extension of Bradley Street in some form. At least one "build" alternative must be investigated that does not include such.

We offer here an alternative circulation system that does not call for the construction of a through-route, and allows for any new buildings built along it to have an address, just like the "Address Road." While this proposal calls for structured parking in four places to replace one-for-one, all existing parking on the site (and does not include, for counting purposes, and on-street parking), it can easily be modified to surface parking without changing the fundamentals of vehicular, bicycle, and pedestrian circulation. In addition to re-establishing an Olmstedian loop for vehicles, it also has a pedestrian/running loop to induce recreational uses which can help populate and secure the site at all times of the day.

Reestablishing both the functional philosophy of the Olmstedian loop and, to the extent possible, the intended position of the carriage drives, one preserves and reestablishes viewsheds and processional sequences and distributes parking more evenly along the loop. This internal loop plan should be evaluated as an alternative to building a Bradley street extension.



Response to PC-52

The build alternatives included in the DGEIS emerged from the Master Planning process for the ROC, as described in the September 2009 Master Plan. The original East-West Address Road alternative was vetted to the Community Advisory Group on January 6, 2009 and presented at a public meeting on January 27, 2009. This alternative was then advanced and refined to become the ROC Master Plan. The East-West Address Road alternative was selected because it best aligned with project planning goals and objectives and site organization strategies identified at the outset of the planning process including the rehabilitation of the South Lawn, maintaining the integrity of the south face of the complex and reestablishing historic circulation patterns on the south side of the complex. It was therefore necessary to establish access from the north so that the buildings could be used and serviced. A new east-west drive thus became necessary to provide access across the north face of the buildings and to the northern lands. The GEIS explains in detail that the East-West Address Road alternative focuses on the rehabilitation of the historic structure, rehabilitation of the landscape, and creation of a cohesive landscape.

PC-53

The reorientation of the iconic Administration Building "so that the existing backside...of the building becomes the front" through means of the "new east-west road...and new arrival loop," is contrary to the design intent of Richardson and Olmsted and would undermine the semiotic intent of the architecture, landscape, and experience of the entry sequence.

It is difficult to conceive of a work of architecture and landscape architecture that so masterfully communicates and invites "entry" as the Administration Building and its precincts. It is the very fulcrum of the entire design.

This design is so effective in communication "front" and "entry" on sensory level that no signage has evidently every been needed to direct people to it. Indeed, directing people away from Olmsted and Richardson's intended route will take a lot of effort, signage, cost a lot of money, immeasurable deleterious effects on appreciation of the property as the work of landscape and building art it was intended to be.

If, indeed, the backside is to be the new front, all renderings and site views in the EIS should include views that accommodate this perspective, in order that a fair appraisal of the impact of this notion can be made.

Most of the negative impact to the arrival sequence could be obviated by merely re-opening the carriageways on either side of the base of the Administration Building to automobiles, pedestrians, and bicyclists. Schoolbuses and motorcoaches could either disgorge their passengers at one of the carriageways, or be directed to the rear of the complex near the Richmond Avenue entrance by means of a small sign with a pictogram. Meanwhile, the overwhelming number of visitors to the site will get to experience it as Olmsted and Richardson designed it.

The benefits stated on page 158 for the new road and reoriented entry are not demonstrated to be exclusive. For example, rehabilitating "the full bucolic character of the South Lawn" can be accomplished without the new road.

Further, the statement that, among other things, directing all vehicular traffic away from Olmsted and Richardson's entry sequence can be done "without diminishing the importance of the historic south entrance" is insupportable in everything but an art-historical sense. There would be no visual damage to the south entry facade, but all its function and reason for being would be subverted.

Even the stated benefit of diminishing the "visual presence of the modern Strozzi Building when entering from the north" is muted, as entry from the south, once on the grounds, is still focused on the Administration Building. The Strozzi Building is off to the east, with a roadway parallel to its entry, rather than focused on it.

The EIS must demonstrate that the proposed new visitors' center pavilion cannot be effectively approached by automobile, bicycle, and on foot through the existing carriageways, and that busses cannot be accommodated by modifying the existing road system rather than building an entirely new road.

Response to PC-53

As previously stated in the response to PC-31, one of the five Guiding Principles of the ROC Master Plan was "Center Building 45," which calls for reorienting the complex so that the north side of Building 45 can become a functional entrance of the building. The objectives of reorienting the complex are to preserve the bucolic character of the South Lawn as use of the complex increases over time; to allow a greater intensity of use and access to the complex from the north without diminishing the importance of the historic south entrance; and diminishing the visual presence of the modern Strozzi Building. Thus, creating an entrance on the north side of Building 45 follows this guiding principle.

The south entrance to Building 45 will remain the ceremonial point of entry, complimented by a new vehicular entrance loop and pedestrian paths on the South Lawn, reminiscent of the historical alignment intended by Olmsted and Vaux. The building will thus have two entry points. One will be historically significant; the other will be historically compatible, but will serve modern needs.

Failure to create a north facing entry point would either require the south face of the building and the grounds to the south to be negatively altered or allow continued disuse and decay of the building complex.

PC-54

The traffic impact analysis only looks at automobile-based "levels of service." The EIS must include an analysis of the impact of automobile volume, speed, and other factors of the proposed new road on the use and enjoyment of the resource by pedestrians, bicyclists, runners, and passive users of all ages.

Critical components of evaluating the impact of the proposed Bradley Street extension (a.k.a. east-west road, Address Road) are not provided in the DGEIS. No measurements of other than vehicular traffic were provided. No figures on pedestrian or bicycle traffic, existing or projected, are given, internal to the site or external. Further, no analysis was done on character of traffic on a through-route or shortcut, versus an Olmstedian loop with specific points of entry. Driver behavior changes with status (is the driver on a commute or errand, or using the roadway as part of a recreational activity?); this is not discussed in the DGEIS.

While the standard Level Of Service analysis was given for vehicular traffic, no such analysis was provided for pedestrian or bicycle traffic. This is significant for a site that is adjacent to a large college campus, one that should seek to invite more pedestrian and bicycle usage for purposes of public recreation and convenience. These would also have desireable secondary impacts of increasing informal surveillance and sense of safety.

In analyzing pedestrian and bicycle LOS, the same consideration to operations with unacceptable control delay must be given to pedestrians and bicyclists as has been done for drivers. It should be investigated whether joggers and bicyclists have less tolerance for delay than walkers, and whether the Manual on Uniform Traffic Control Devices (MUTCD) issued by the Federal Highway Administration, which offers 60 seconds as an acceptable pedestrian delay, is a valid measure, or whether Ribbens and Bahar, who found 30 seconds more accurate, should be the standard. Elevators in Class A office buildings, it should be noted, use a standard of 25 seconds for waiting.

The vehicular and non-vehicular traffic observations must also include peak periods; many measurements given were merely numbers of daily vehicles. Nor was any volume predicted for the new road beyond what the buildings on the site might generate; induced traffic (for example, drivers shortcutting between Elmwood and Grant streets, rather than taking Forest Avenue). The impact on the resource of the proposed road simply cannot be adequately assessed without taking induced vehicular traffic into account.

Vehicular behavior on the proposed road will go far in forming perceptions that the northwest quadrant is a separate entity from the rest of the ROC, which would be detrimental to the resource at present, and certainly, with notions that the now-isolated quadrant is so much "unutilzed land," in the future.

Appleyard and Lintell in "The Environmental Quality of Streets" find that increasing amounts of vehicular traffic has a strong detrimental effect on both the flow of pedestrians and willingness to even contemplate a crossing. Wait times, perceived safety, and effort to cross a street change pedestrian behavior, reducing outdoor activity. The simple existence of a road reduces time spent by park users in activities adjacent to it. Noise and feelings of danger increase with both the volume and speed of traffic, reducing use and enjoyment of the resource.

It is worth noting that Olmsted designed for separating carriage from pedestrian traffic in Central Park in 1859, and crosstown carriage traffic from internal carriage traffic. Even at the low speed of carriages, he recognized both the actual and perceived dangers from mixing types of traffic. His Scajacquada Parkway (1869), from Agassiz Circle to Grant Street (destroyed in the 1950's) featured grade separations at Delaware and Elmwood Avenues. Any shortcut route must include such mitigation measures.

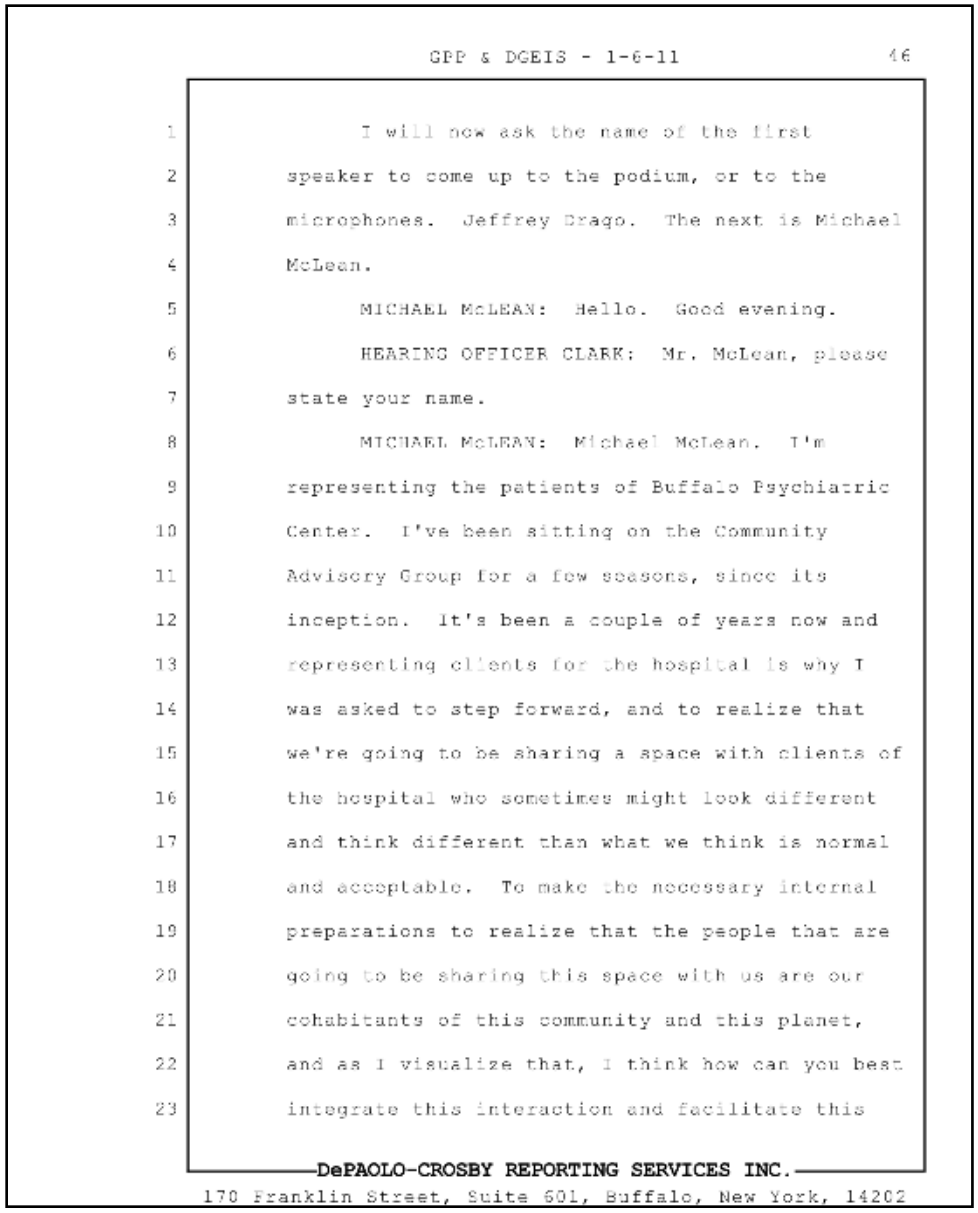
Another aspect of the Olmstedian loops, is that they are essentially (to use a modern term) pedestrian-priority designs: carriages, and drivers, understand that pedestrians feel welcome along and across the entirety of the roadway, and only at cross-directional conflict points are they sometimes separated. Drivers are psychologically induced to proceed slowly. Olmsted did not articulate this in his writings, but we may infer from his absorption in human factors that his designs were all about the psychological effects of the experience of landscape on the user.

Response to PC-54

The DGEIS examines the impact of the Project on existing uses surrounding the project area, not the impacts of the project on its own potential users. In the development of alternatives during the Master Planning process, the need to accommodate pedestrian and non-motorized travel was guided by the project objective of establishing pedestrian and vehicular circulation through the site. Plans for the proposed East-West Address Road are conceptual at this point in time. This is a future action that would require consultation with a number of parties regarding design, location, land ownership, and interface with adjacent property owners and the City of Buffalo. The precise function and design of the East-West Address Road will be determined later in the concept development. As previously discussed, the DGEIS describes the function of the East-West Address Road , in contrast to a typical city street, to provide only internal access to the ROC site and would employ traffic calming design techniques to deter non-ROC traffic from utilizing the new roadway. As the Master Plan described it, the East-West Address Road would allow the north entrances to the historic structures to be used for service and parking, thereby minimizing impact on the South Lawn.

Verbal Comments

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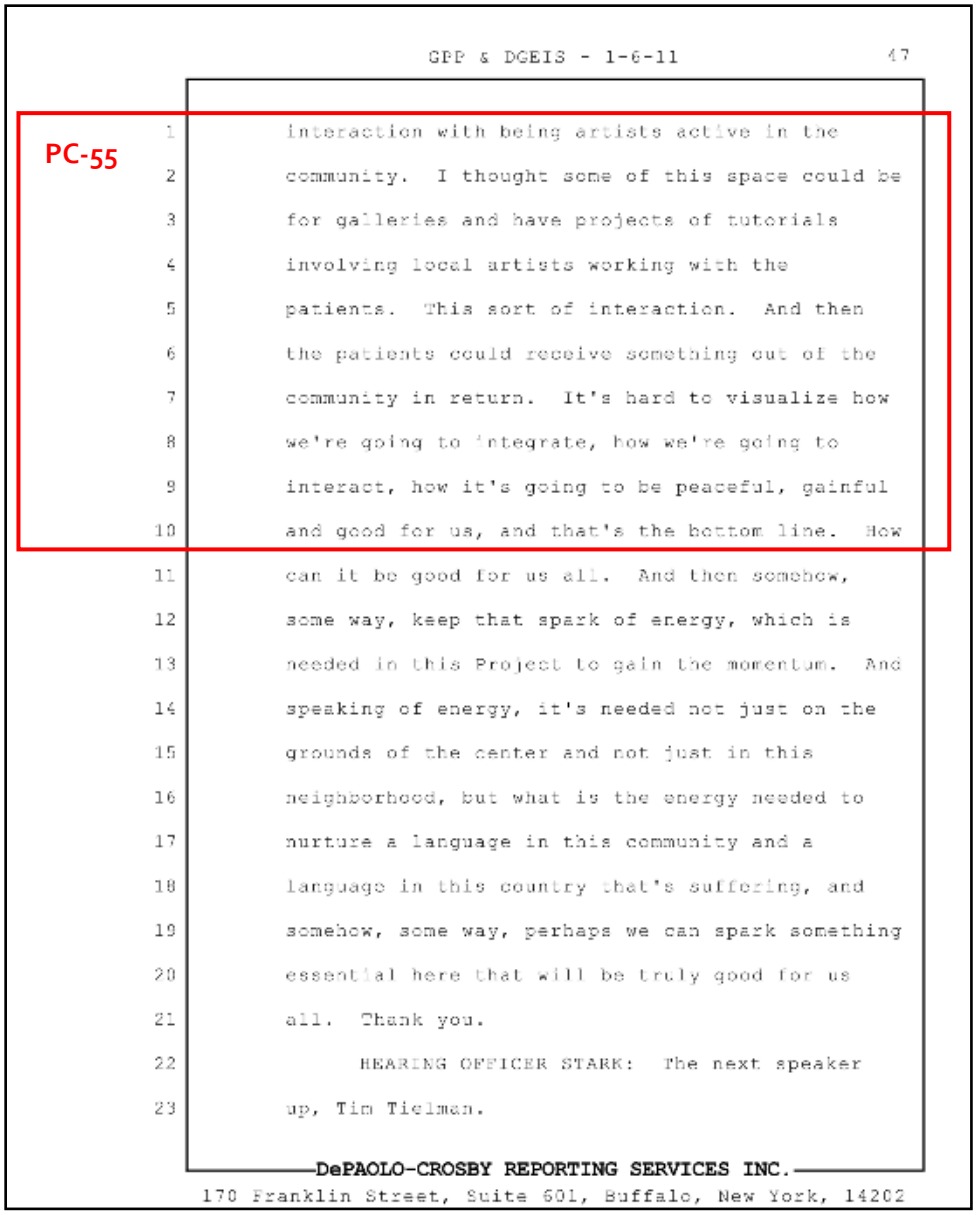
I will now ask the name of the first speaker to come up to the podium, or to the microphones. Jeffrey Drago. The next is Michael McLean.

MICHAEL McLEAN: Hello. Good evening.

HEARING OFFICER CLARK: Mr. McLean, please state your name.

MICHAEL McLEAN: Michael McLean. I'm representing the patients of Buffalo Psychiatric Center. I've been sitting on the Community Advisory Group for a few seasons, since its inception. It's been a couple of years now and representing clients for the hospital is why I was asked to step forward, and to realize that we're going to be sharing a space with clients of the hospital who sometimes might look different and think different than what we think is normal and acceptable. To make the necessary internal preparations to realize that the people that are going to be sharing this space with us are our cohabitants of this community and this planet, and as I visualize that, I think how can you best integrate this interaction and facilitate this

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PC-55

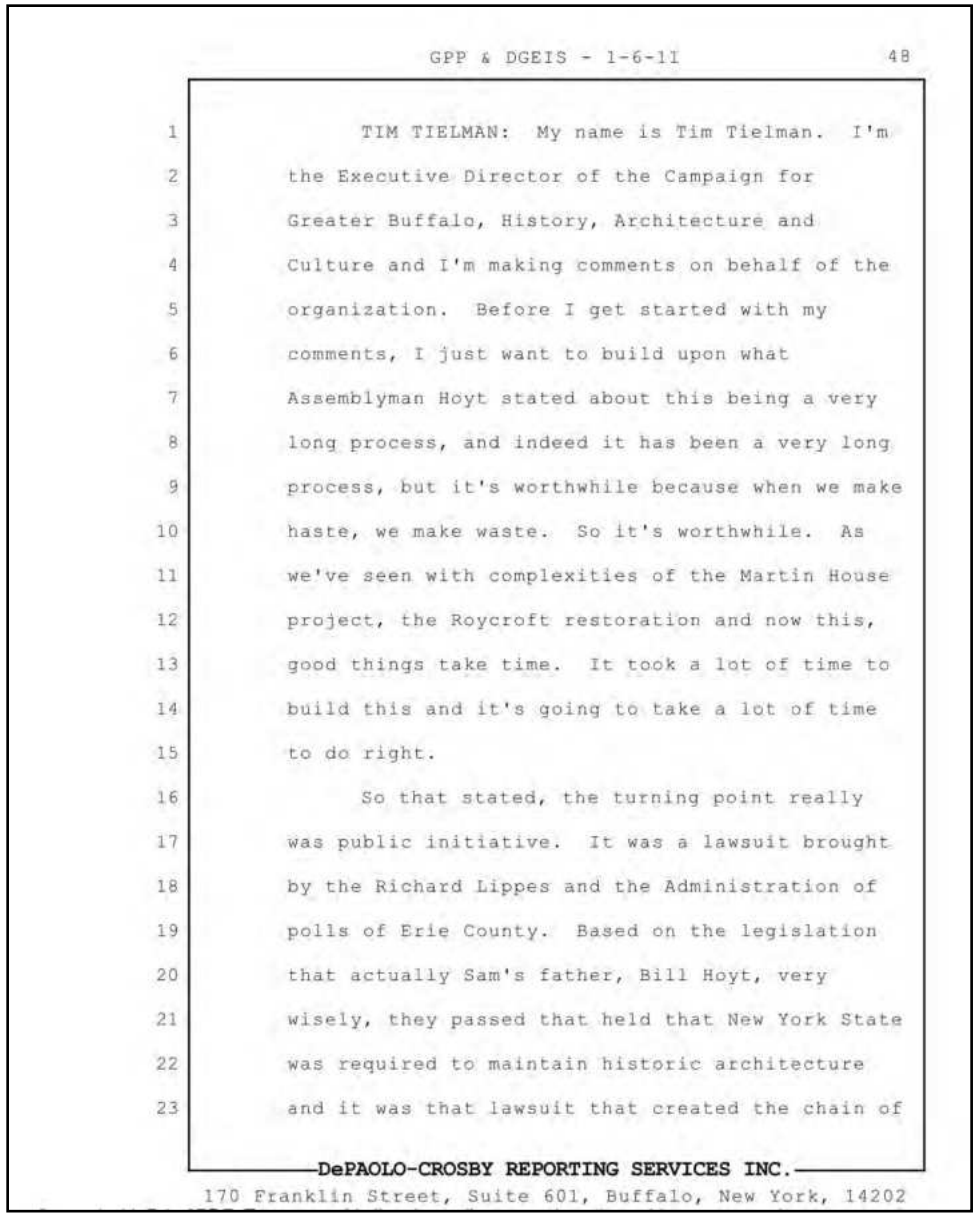
interaction with being artists active in the community. I thought some of this space could be for galleries and have projects of tutorials involving local artists working with the patients. This sort of interaction. And then the patients could receive something out of the community in return. It's hard to visualize how we're going to integrate, how we're going to interact, how it's going to be peaceful, gainful and good for us, and that's the bottom line. How can it be good for us all. And then somehow, some way, keep that spark of energy, which is needed in this Project to gain the momentum. And speaking of energy, it's needed not just on the grounds of the center and not just in this neighborhood, but what is the energy needed to nurture a language in this community and a language in this country that's suffering, and somehow, some way, perhaps we can spark something essential here that will be truly good for us all. Thank you.

HEARING OFFICER STARK: The next speaker up, Tim Tielman.

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Response to PC-55

As previously stated in the response to PC-32, the ROC is committed to an open and inclusive atmosphere in which the patients of the BPC and their family, friends, and staff will be a welcome part of the ROC campus. The second part of the comment suggests potential programming for a portion of the ROC. The near-term "Core Project," to be financed with funds administered by ESDC, is primarily programmed for building stabilization, rehabilitation of landscape elements, and site infrastructure to initiate the process to re-purpose the ROC for new uses rather than directly building or sponsoring the development of specific uses. While the proposed use as artist space is generally consistent with Project goals and objectives, it is not the RCC's mission to directly undertake such initiatives. However, the RCC would be willing to entertain such proposals from entities proposing to lease space for such purposes.



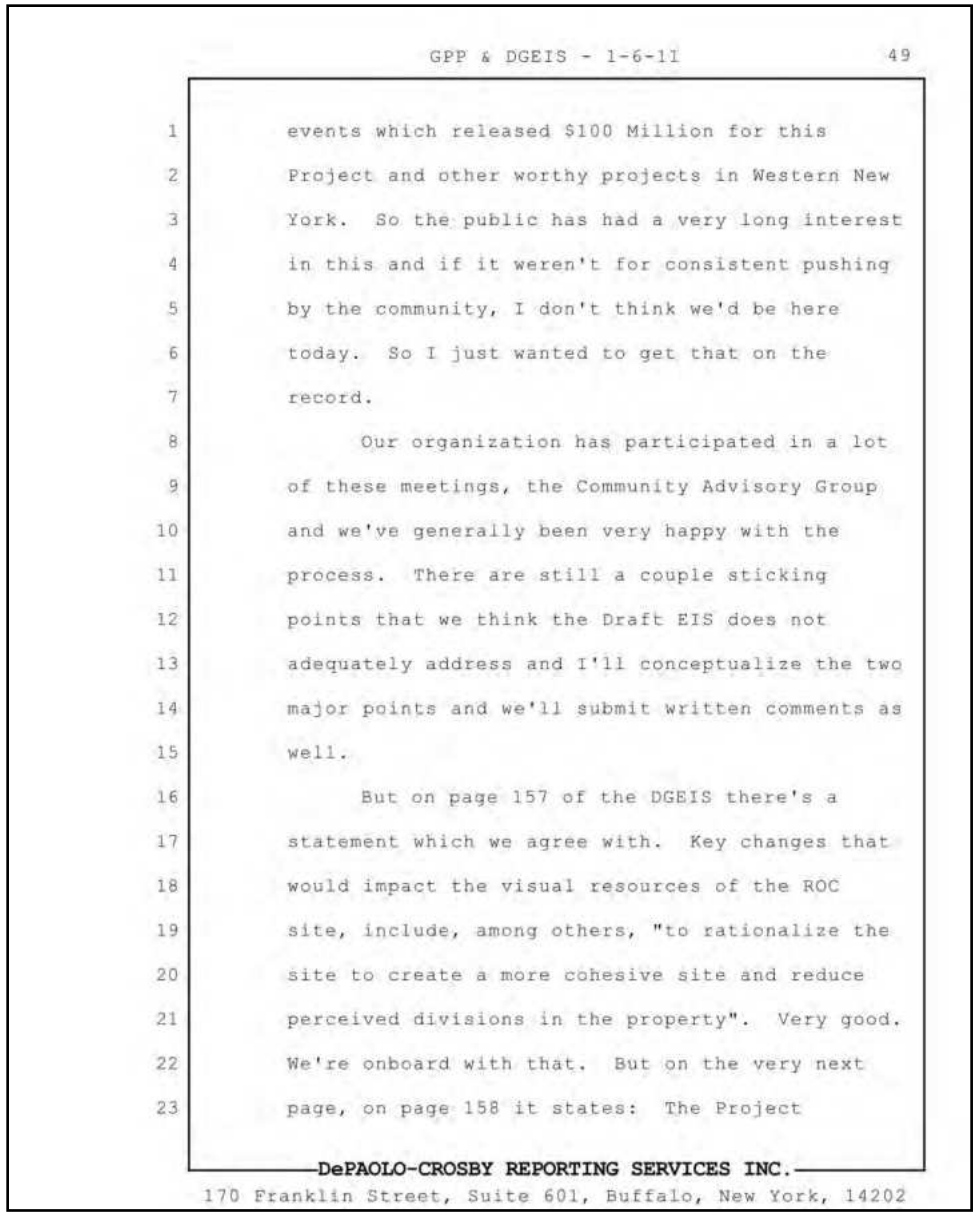
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TIM TIELMAN: My name is Tim Tielman. I'm the Executive Director of the Campaign for Greater Buffalo, History, Architecture and Culture and I'm making comments on behalf of the organization. Before I get started with my comments, I just want to build upon what Assemblyman Hoyt stated about this being a very long process, and indeed it has been a very long process, but it's worthwhile because when we make haste, we make waste. So it's worthwhile. As we've seen with complexities of the Martin House project, the Roycroft restoration and now this, good things take time. It took a lot of time to build this and it's going to take a lot of time to do right.

So that stated, the turning point really was public initiative. It was a lawsuit brought by the Richard Lippes and the Administration of polls of Erie County. Based on the legislation that actually Sam's father, Bill Hoyt, very wisely, they passed that held that New York State was required to maintain historic architecture and it was that lawsuit that created the chain of

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Appendix G: Comments & Responses



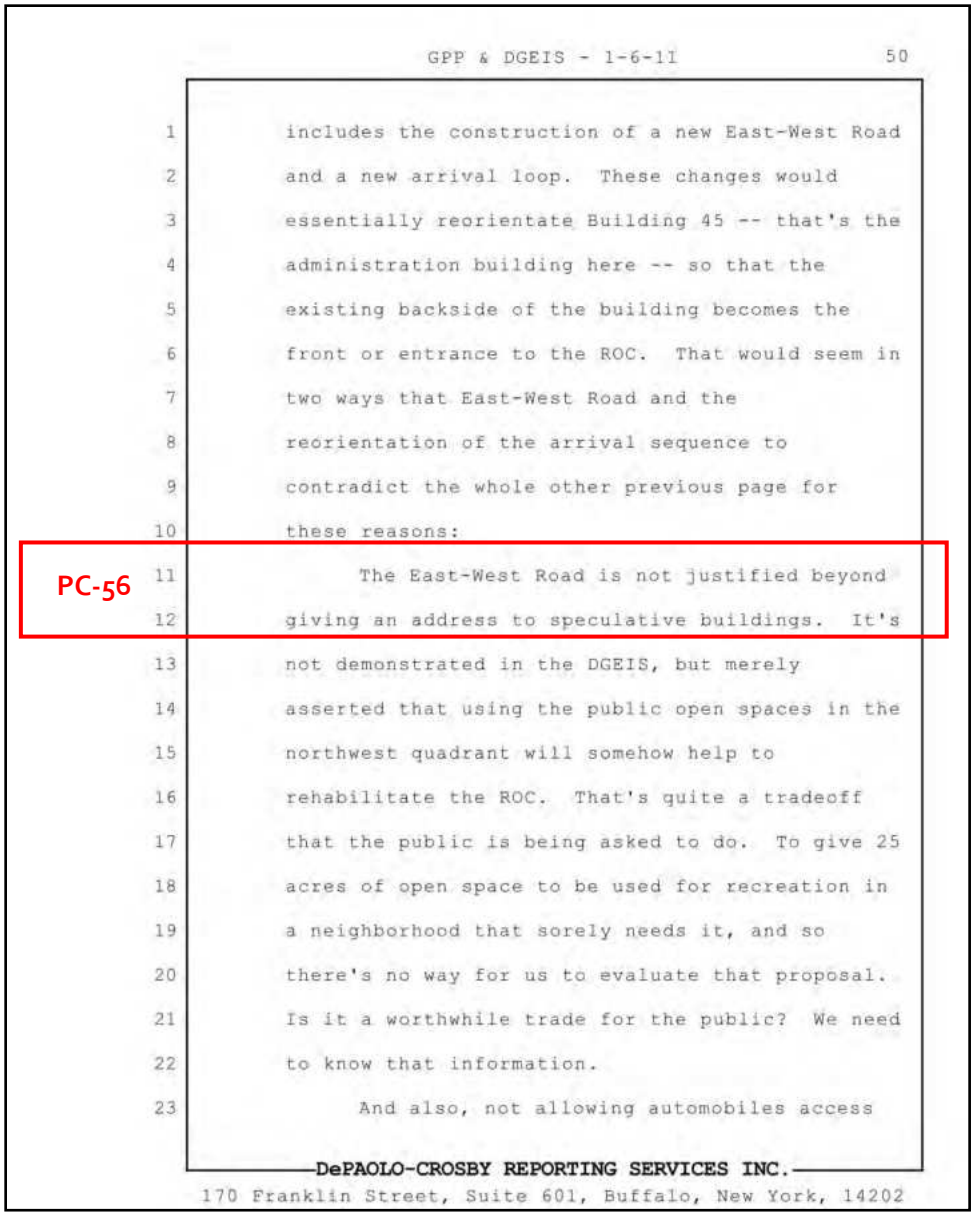
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events which released $100 Million for this Project and other worthy projects in Western New York. So the public has had a very long interest in this and if it weren't for consistent pushing by the community, I don't think we'd be here today. So I just wanted to get that on the record.

Our organization has participated in a lot of these meetings, the Community Advisory Group and we've generally been very happy with the process. There are still a couple sticking points that we think the Draft EIS does not adequately address and I'll conceptualize the two major points and we'll submit written comments as well.

But on page 157 of the DGEIS there's a statement which we agree with. Key changes that would impact the visual resources of the ROC site, include, among others, "to rationalize the site to create a more cohesive site and reduce perceived divisions in the property". Very good. We're onboard with that. But on the very next page, on page 158 it states: The Project

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includes the construction of a new East-West Road and a new arrival loop. These changes would essentially reorientate Building 45 -- that's the administration building here -- so that the existing backside of the building becomes the front or entrance to the ROC. That would seem in two ways that East-West Road and the reorientation of the arrival sequence to contradict the whole other previous page for these reasons:

PC-56

The East-West Road is not justified beyond giving an address to speculative buildings. It's not demonstrated in the DGEIS, but merely asserted that using the public open spaces in the northwest quadrant will somehow help to rehabilitate the ROC. That's quite a tradeoff that the public is being asked to do. To give 25 acres of open space to be used for recreation in a neighborhood that sorely needs it, and so there's no way for us to evaluate that proposal. Is it a worthwhile trade for the public? We need to know that information.

And also, not allowing automobiles access

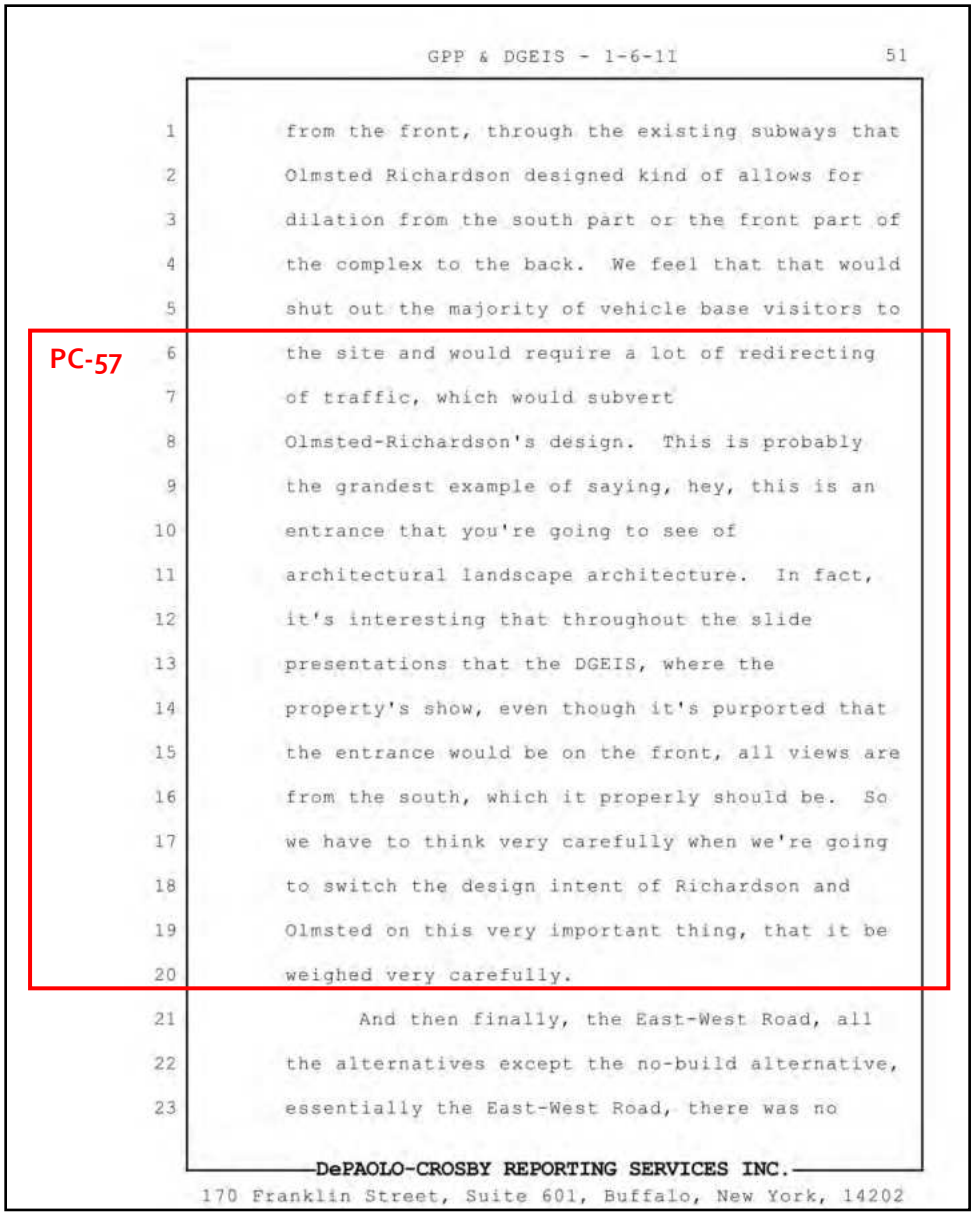
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Response to PC-56

As previously stated in the response to PC-51, the build alternatives included in the DGEIS emerged from the Master Planning process for the ROC, as described in the September 2009 Master Plan. The original East-West Address Road alternative was vetted to the Community Advisory Group on January 6, 2009 and presented at a public meeting on January 27, 2009. This alternative was then advanced and refined to become the ROC Master Plan. The East-West Address Road alternative was selected because it best aligned with project planning goals and objectives and site organization strategies identified at the outset of the planning process including the restoration of the South Lawn, maintaining the integrity of the south face of the complex and reestablishing historic circulation patterns on the south side of the complex. It was therefore necessary to establish access from the north so that the buildings could be used and serviced. A new East-West Address Road thus became necessary to provide access across the north fact of the buildings and to the northern lands. The GEIS explains in detail that the East-West Address Road alternative focuses on the rehabilitation of the historic structure, rehabilitation of the landscape, creation of a cohesive landscape.

Nevertheless, it should be noted that the location and alignment in the Master Plan and DGEIS for internal drives are conceptual. The exact alignment of this road and the location of its connections with city roads will be developed in the future in consultation with all relevant parties, including the City of Buffalo. All decisions and actions will be consistent with the Master Plan and GEIS.

As part of these efforts, the RCC will establish a stakeholder committee, drawing from representatives of standing committees involved in planning efforts to date, to assist RCC 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.



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from the front, through the existing subways that Olmsted Richardson designed kind of allows for dilation from the south part or the front part of the complex to the back. We feel that that would shut out the majority of vehicle base visitors to the site and would require a lot of redirecting of traffic, which would subvert Olmsted-Richardson's design. This is probably the grandest example of saying, hey, this is an entrance that you're going to see of architectural landscape architecture. In fact, it's interesting that throughout the slide presentations that the DGEIS, where the property's show, even though it's purported that the entrance would be on the front, all views are from the south, which it properly should be. So we have to think very carefully when we're going to switch the design intent of Richardson and Olmsted on this very important thing, that it be weighed very carefully.

And then finally, the East-West Road, all the alternatives except the no-build alternative, essentially the East-West Road, there was no

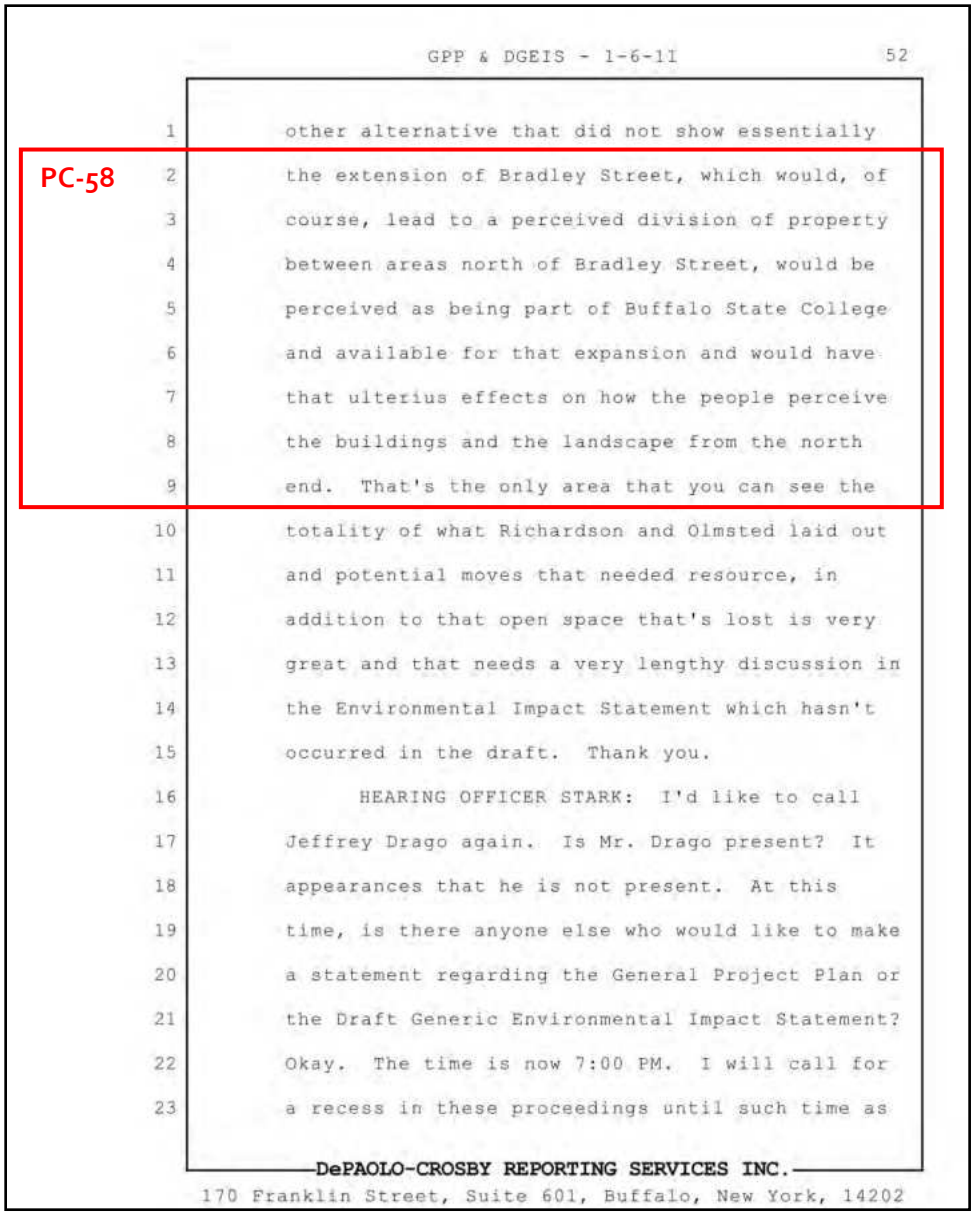
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PC-57

Response to PC-57

As previously stated in the response to PC-31, one of the five Guiding Principles of the ROC Master Plan was "Center Building 45," which calls for reorienting the complex so that the north side of Building 45 can become a front of the building. The objectives of reorienting the complex are to preserve the bucolic character of the South Lawn as use of the complex increases over time; to allow a greater intensity of use and access to the complex from the north without diminishing the importance of the historic south entrance; and diminishing the visual presence of the modern Strozzi Building. Thus, creating an entrance on the north side of Building 45 follows this guiding principle.

The south entrance to Building 45 will remain the ceremonial point of entry, complimented by a new vehicular entrance loop and pedestrian paths on the South Lawn, reminiscent of the historical alignment intended by Olmsted and Vaux. The building will thus have two entry points. One will be historically significant; the other will be historically compatible, but will serve modern needs.



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PC-58

other alternative that did not show essentially the extension of Bradley Street, which would, of course, lead to a perceived division of property between areas north of Bradley Street, would be perceived as being part of Buffalo State College and available for that expansion and would have that ulterius effects on how the people perceive the buildings and the landscape from the north end. That's the only area that you can see the totality of what Richardson and Olmsted laid out and potential moves that needed resource, in addition to that open space that's lost is very great and that needs a very lengthy discussion in the Environmental Impact Statement which hasn't occurred in the draft. Thank you.

HEARING OFFICER STARK: I'd like to call Jeffrey Drago again. Is Mr. Drago present? It appearances that he is not present. At this time, is there anyone else who would like to make a statement regarding the General Project Plan or the Draft Generic Environmental Impact Statement? Okay. The time is now 7:00 PM. I will call for a recess in these proceedings until such time as

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Response to PC-58

As previously stated in the response to PC-51, the GEIS describes the function of the East-West Address Road as a roadway envisioned to provide internal access to the ROC site. Unlike the existing Bradley Street, which is a public street owned by the City of Buffalo, the East-West Address Road would be an internal drive and employ traffic-calming design techniques to deter non-ROC traffic from utilizing it. As the Master Plan described it, the East-West Address Road would allow the north entrances to the historic structures to be used for service and parking, thereby minimizing impact on the South Lawn. Therefore, characterizing the East-West Address Road as an extension of Bradley Street is a misconception of the intended purpose and design of the East-West Address Road.

Appendix G: Comments & Responses

someone requests an opportunity to make a statement. Again, at any time during this recess you may request an opportunity to make a statement. We will hold the hearing open until 8:00 PM, in order to afford any late comers an opportunity to make a presentation. Thank you. And we're now currently in recess.

[Brief recess]

HEARING OFFICER STARK: Excuse me, please. I've been informed that we do have another individual that would like to make a comment. Please state your name for the record, sir.

JOHN McNEIL: Hi. I'm John McNeil. I just moved back here from San Diego. I used to live here, so to speak, and coming back I've been -- I really, really appreciate that building and it's historical and when you come back to Buffalo after living away for 25 years, you really come back with some new appreciation for things, and I've seen so many of the historical churches on the east side and possibilities that just, you know, kind of like lost or changed and I, you know, I've heard about the Cloister on Delaware.

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Now it just sits there doing nothing. Because it's historic, nothing's getting done. Well, I'd hate to see that happen with this because I'd really love to see the inside of that building and I'd love to see those grounds opened up and made into a park and I just think it would be just a huge boost to Buffalo's, like a beautiful place in Buffalo to go.

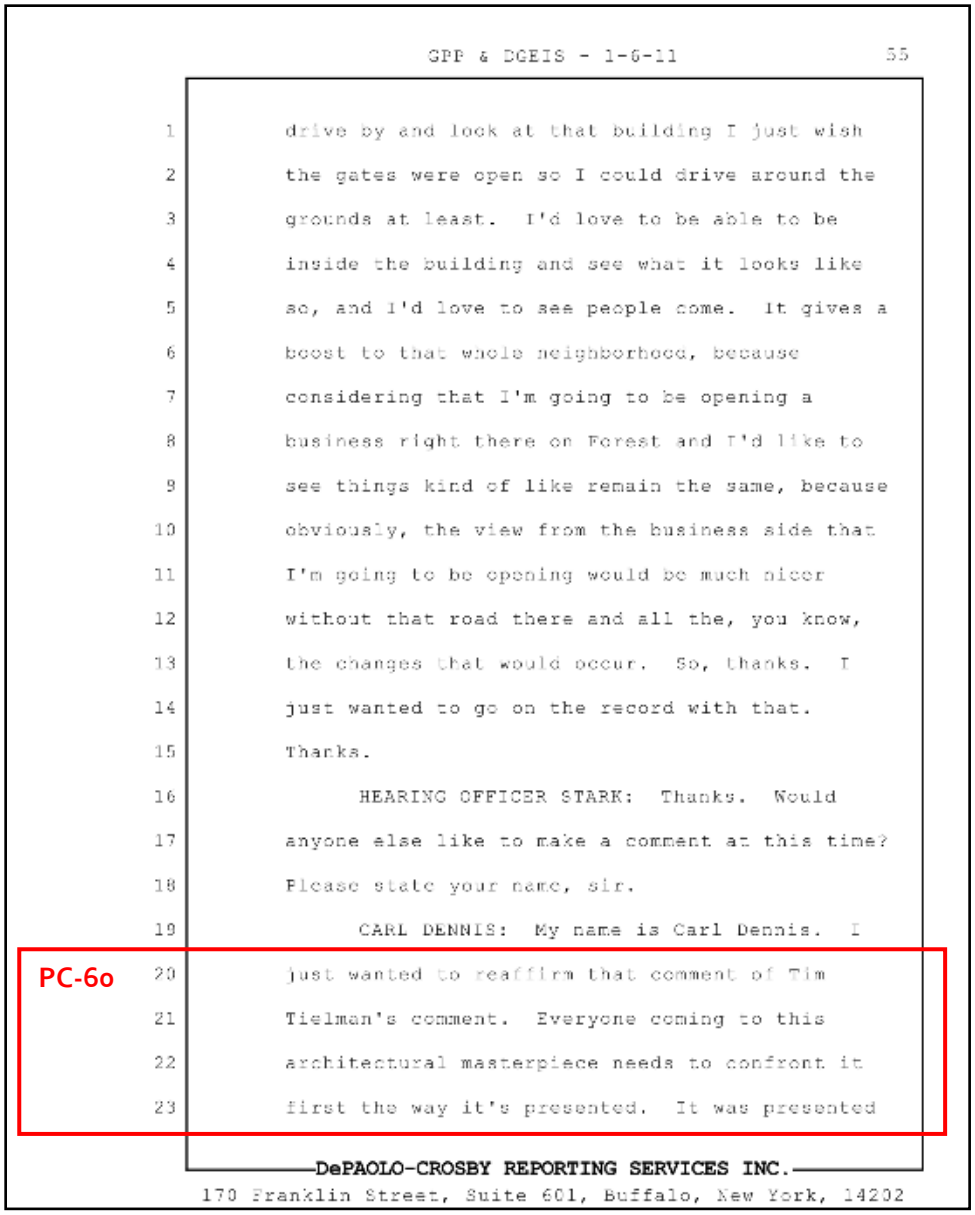
Coming back I pass it all the time and I really appreciate it. So I just think that the road coming through that they want to do is something that really shouldn't be done because it would just ruin the grounds. I'm a landscape designer by trade. That's what I went to school for and I know the grounds there and the integrity would be compromised with putting a road through it. It would just be a mistake and I think that more people should, if they really agree -- when they drive by, look at it from that perspective and if they agree they should really try to talk or support rethinking the idea of a road and keeping it kind of like a park-like setting. Opening up the gates. I just -- when I

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PC-59

Response to PC-59

As previously stated the response to PC-51, the proposed East-West Address Road would be an internal drive, in contrast to a typical city street. Because it would be located on the north side of the Buffalo State Hospital buildings, it would not be visible from Forest Avenue. This new vehicular entrance from the north allows the "South Lawn" (fronting on Forest Avenue) to retain its park-like character when the site begins to be used more heavily. The south entrance to Building 45 will remain the ceremonial point of entry, complimented by a new vehicular entrance loop and pedestrian paths on the South Lawn, reminiscent of the historical alignment intended by Olmsted and Vaux.



GPP & DGEIS - 1-6-11 55

drive by and look at that building I just wish the gates were open so I could drive around the grounds at least. I'd love to be able to be inside the building and see what it looks like so, and I'd love to see people come. It gives a boost to that whole neighborhood, because considering that I'm going to be opening a business right there on Forest and I'd like to see things kind of like remain the same, because obviously, the view from the business side that I'm going to be opening would be much nicer without that road there and all the, you know, the changes that would occur. So, thanks. I just wanted to go on the record with that. Thanks.

HEARING OFFICER STARK: Thanks. Would anyone else like to make a comment at this time? Please state your name, sir.

CARL DENNIS: My name is Carl Dennis. I just wanted to reaffirm that comment of Tim Tielman's comment. Everyone coming to this architectural masterpiece needs to confront it first the way it's presented. It was presented

PC-6o

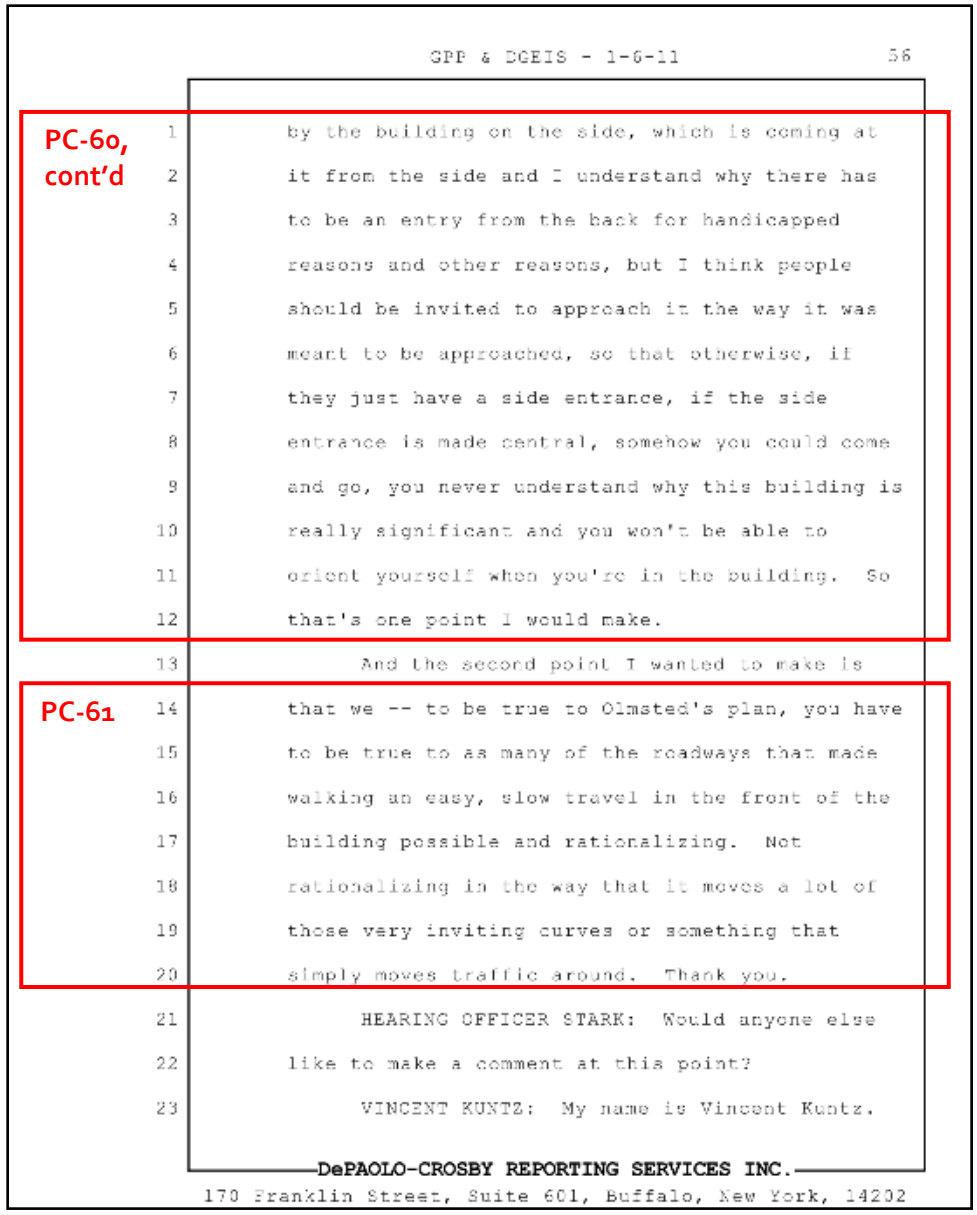
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Response to PC-6o

As previously stated in the response to PC-31, one of the five Guiding Principles of the ROC Master Plan was "Center Building 45," which calls for reorienting the complex so that the north side of Building 45 can become an additional front of the building. The objectives of reorienting the complex are to preserve the bucolic character of the South Lawn as use of the complex increases over time; to allow a greater intensity of use and access to the complex from the north without diminishing the importance of the historic south entrance; and diminishing the visual presence of the modern Strozzi Building. Thus, creating an entrance on the north side of Building 45 follows this guiding principle.

The south entrance to Building 45 will indeed remain the ceremonial point of entry to the ROC and be fully accessible by all modes of transportation, complimented by a new vehicular entrance loop and pedestrian paths on the South Lawn, reminiscent of the historical alignment intended by Olmsted and Vaux.

When enhanced by the planed landscape improvements, the visual impact from the south will be very powerful. The ROC will encourage visitors to experience this view as they come and go from the ROC. This experience, however, would be diminished significantly if accommodations were made on the south side of the complex for motor coaches or larger numbers of cars arriving simultaneously for events. These intense visitor impacts can be moved to the north of the building complex, thus allowing for the full, undiluted experience of the southerly approach.



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PC-60, cont'd

by the building on the side, which is coming at it from the side and I understand why there has to be an entry from the back for handicapped reasons and other reasons, but I think people should be invited to approach it the way it was meant to be approached, so that otherwise, if they just have a side entrance, if the side entrance is made central, somehow you could come and go, you never understand why this building is really significant and you won't be able to orient yourself when you're in the building. So that's one point I would make.

PC-61

And the second point I wanted to make is that we -- to be true to Olmsted's plan, you have to be true to as many of the roadways that made walking an easy, slow travel in the front of the building possible and rationalizing. Not rationalizing in the way that it moves a lot of those very inviting curves or something that simply moves traffic around. Thank you.

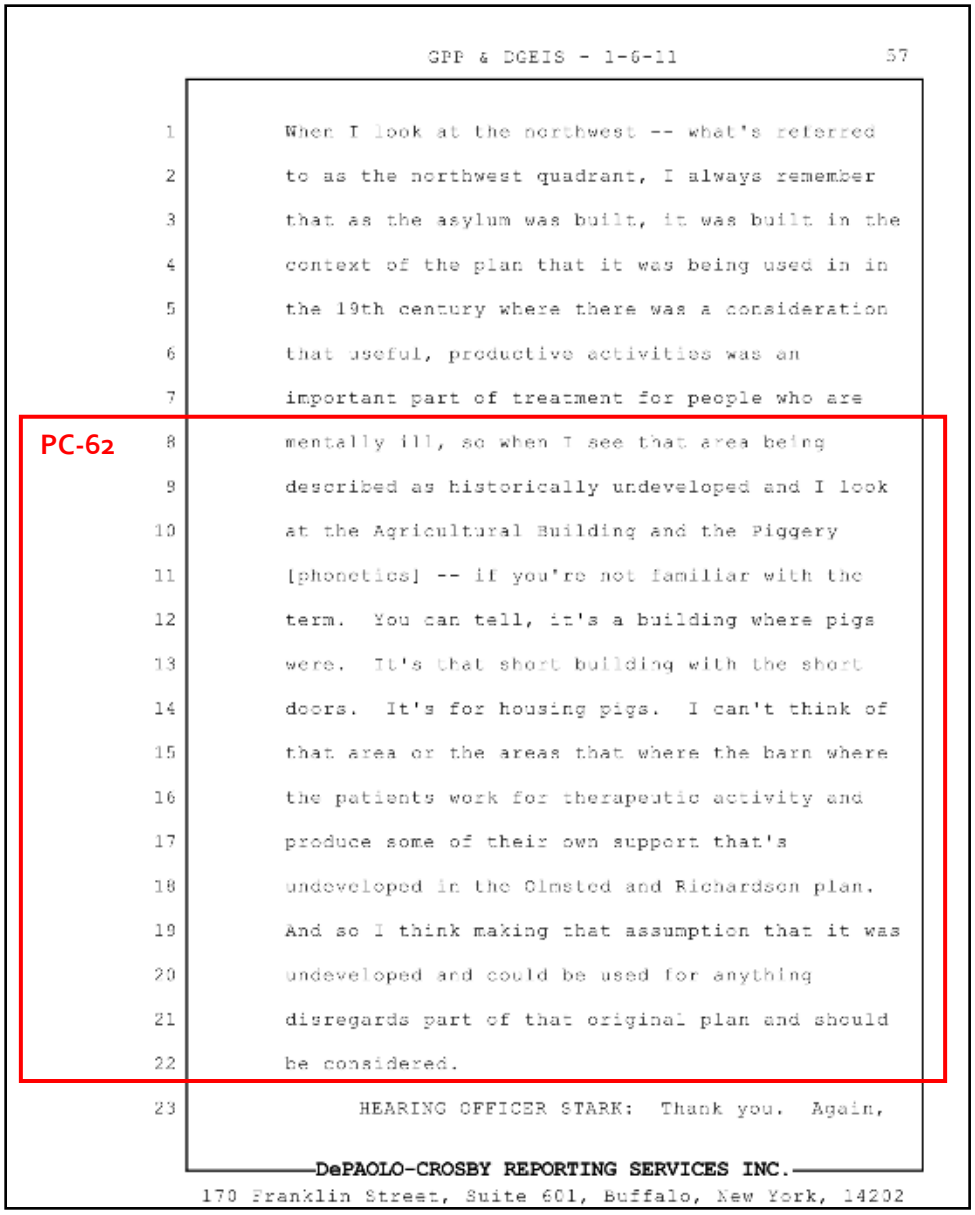
HEARING OFFICER STARK: Would anyone else like to make a comment at this point?

VINCENT KUNTZ: My name is Vincent Kuntz.

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Response to PC-61

This comment is acknowledged. The DGEIS found that the Project would not result in significant adverse impact to the site's internal circulation network or access. Implementing the ROC Master Plan would result in the development of an improved system of internal streets and pedestrian paths on the ROC. A new vehicular entrance loop and pedestrian paths on the South Lawn will be reminiscent of the historical alignment intended by Olmsted and Vaux. Rehabilitated landscaped areas would benefit from improved pedestrian circulation.



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When I look at the northwest -- what's referred to as the northwest quadrant, I always remember that as the asylum was built, it was built in the context of the plan that it was being used in in the 19th century where there was a consideration that useful, productive activities was an important part of treatment for people who are mentally ill, so when I see that area being described as historically undeveloped and I look at the Agricultural Building and the Piggery [phonetics] -- if you're not familiar with the term. You can tell, it's a building where pigs were. It's that short building with the short doors. It's for housing pigs. I can't think of that area or the areas that where the barn where the patients work for therapeutic activity and produce some of their own support that's undeveloped in the Olmsted and Richardson plan. And so I think making that assumption that it was undeveloped and could be used for anything disregards part of that original plan and should be considered.

HEARING OFFICER STARK: Thank you. Again,

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PC-62

Response to PC-62

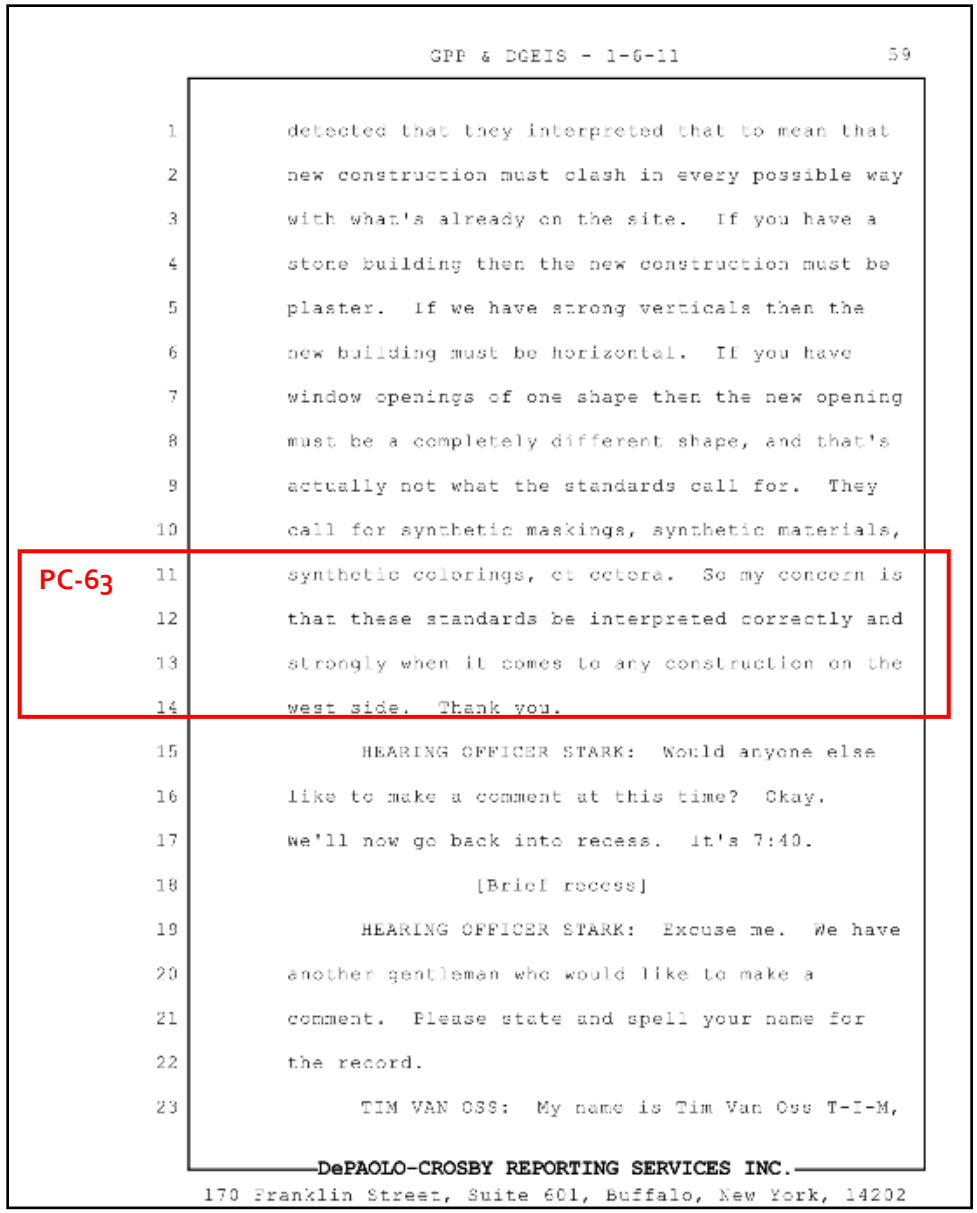
The ROC Master Plan acknowledges former uses (farmlands and support buildings) historically located to the north side of Building 45, as well as the contribution of the lands in terms of producing agricultural products used by the hospital and as therapeutic treatment. It is also acknowledged that over time the character of those lands have also changed with the build-out of Buffalo State College. The Cultural Landscape Report indicated that there is no remaining historic significance for the majority of the northern lands given the level of degradation and change to the property.

at this time is anyone else present that would like to make a comment? Okay. The time is now 7:25 and we'll again go back into recess until 8:00 PM.

[Brief recess]

HEARING OFFICER STARK: Excuse me, ladies and gentlemen. We have another individual who would like to make a comment.

CYNTHIA VAN NESS: Hi. Cynthia Van Ness representing just me. I want to go back to some of the renderings I saw at the last meeting, which I think was this last summer, I want to preface that, literally that were addressed only vaguely that we're talking about tonight and that is the potential entrance new exhibit building to the north side of the Administration Towers. The rendering I saw before showed something that was completely out of character. This new building here, and it seemed to be a willful misinterpretation of the standards. Those permit new construction on historic sites like this and they call for new construction to be distinguishable from old construction, but I



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detected that they interpreted that to mean that new construction must clash in every possible way with what's already on the site. If you have a stone building then the new construction must be plaster. If we have strong verticals then the new building must be horizontal. If you have window openings of one shape then the new opening must be a completely different shape, and that's actually not what the standards call for. They call for synthetic maskings, synthetic materials, synthetic colorings, et cetera. So my concern is that these standards be interpreted correctly and strongly when it comes to any construction on the west side. Thank you.

HEARING OFFICER STARK: Would anyone else like to make a comment at this time? Okay. We'll now go back into recess. It's 7:40.

[Brief recess]

HEARING OFFICER STARK: Excuse me. We have another gentleman who would like to make a comment. Please state and spell your name for the record.

TIM VAN OSS: My name is Tim Van Oss T-I-M,

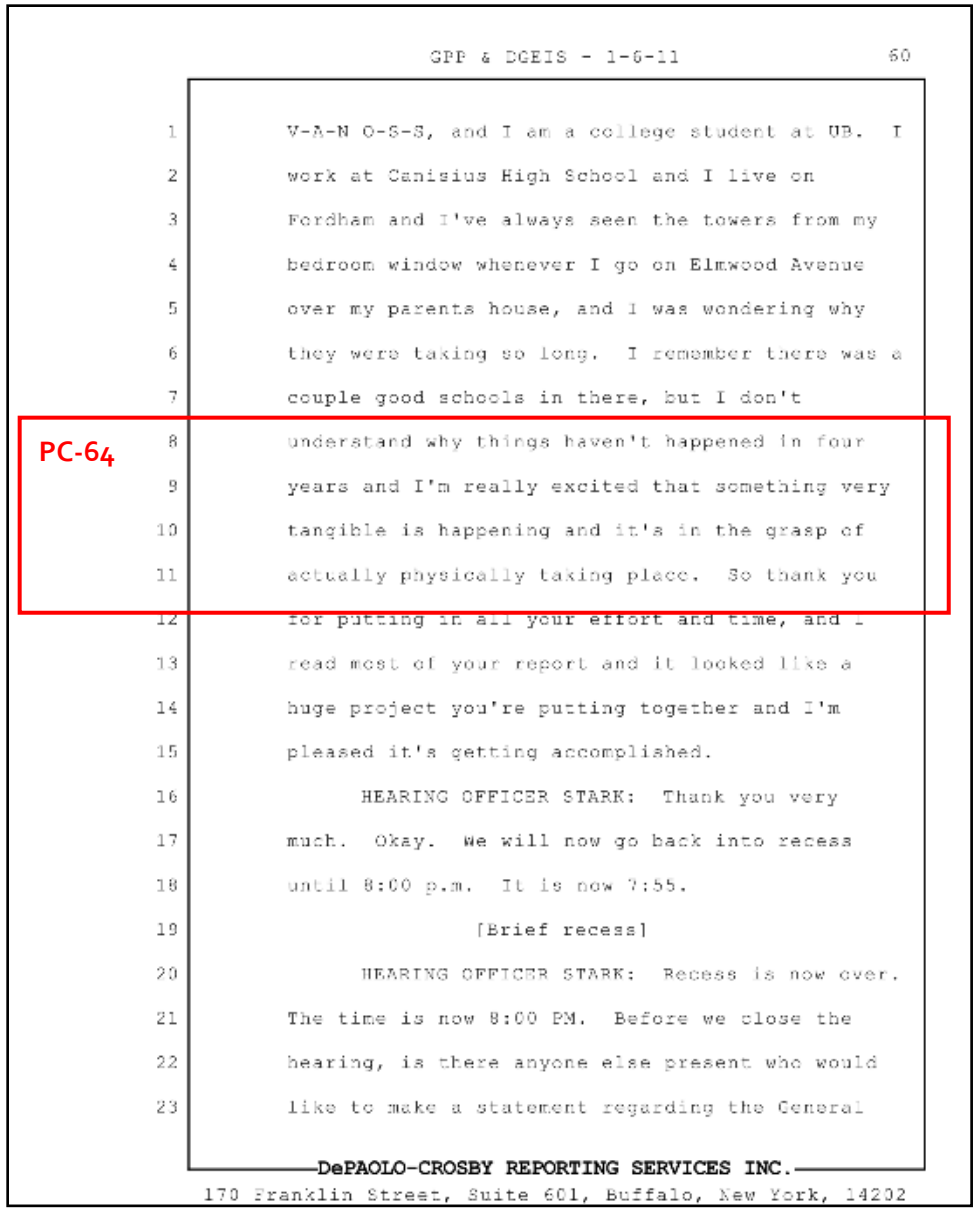
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PC-63

Response to PC-63

This comment is acknowledged. 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 as guidance. This applies to new construction as well. As stated in the DGEIS, ESDC will enter into a Letter of Resolution (LOR) with the New York State Office of Parks, Recreation and Historic Preservation (OPRHP), with RCC as a concurring party, to ensure that RCC takes all necessary steps to ensure protection of the ROC's cultural resources. The LOR will include programmatic provisions pertaining to the future redevelopment and reuse of the ROC's historic buildings and grounds. Consultation with OPRHP and coordination with key stakeholders that have expressed interest to date will be required after specific design and construction details are identified to make a determination if the implementation of the proposed new construction would result in a significant impact to the State/National Register Listed historic buildings and grounds. Specifically, in accordance with Section 14.09 of the New York State Historic Preservation Law, detailed measures to avoid, reduce, or mitigate any direct or indirect impacts to cultural resources and any potential adverse effects on historic properties (including the grounds) will be developed as necessary, as part of the consultation with OPRHP.

Additionally, the resulting designs must be consistent with the findings and recommendations of the ROC Master Plan, the ROC Cultural Landscape Report, and the ROC Historic Structures Report. As stated in the GEIS, new development "would be designed in [a] manner that respects the character of historic buildings…"



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V-A-N O-S-S, and I am a college student at UB. I work at Canisius High School and I live on Fordham and I've always seen the towers from my bedroom window whenever I go on Elmwood Avenue over my parents house, and I was wondering why they were taking so long. I remember there was a couple good schools in there, but I don't understand why things haven't happened in four years and I'm really excited that something very tangible is happening and it's in the grasp of actually physically taking place. So thank you for putting in all your effort and time, and I read most of your report and it looked like a huge project you're putting together and I'm pleased it's getting accomplished.

HEARING OFFICER STARK: Thank you very much. Okay. We will now go back into recess until 8:00 p.m. It is now 7:55.

[Brief recess]

HEARING OFFICER STARK: Recess is now over. The time is now 8:00 PM. Before we close the hearing, is there anyone else present who would like to make a statement regarding the General

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PC-64

Response to PC-64

The commenter expressed support for the project.

H Buffalo Psychiatric Center Complex Annotated List of Buildings & Structures

Buffalo Psychiatric Center Complex (Fig.1) Annotated List of Buildings & Structures

Inside the National Historic Landmark (NHL) Boundary

Contributing to NHL (1896 or earlier) -Fig. 2
9. 1880 Male Ward
10. 1880 Male Ward
11. The Green House (Demolished- Foundation walls remain)
12. 1880 Male Kitchen (Rear of the building has been demolished)
30. Pre 1896 Barn/Wagon Shed
38. 1895 Building
39. 1895 Building
40. 1895 Building
42. 1893 Building
43. 1896 Female Kitchen
44. 1891 Building
45. 1880 Administration Building
-1895 Iron Fencing along Forest Ave.

Not contributing to the NHL, but National Register (NR) eligible (After 1896) -Fig. 3
13. 1923 Male Dining Room
15. 1905 Building
20. 1925 Office/Mortuary
27. 1909 Woman's Tuberculosis Ward
34. 1937 Staff Residence
35. 1910 Steward's Residence
37. 1939 Nurses Home
41.1930 Female Dining Room

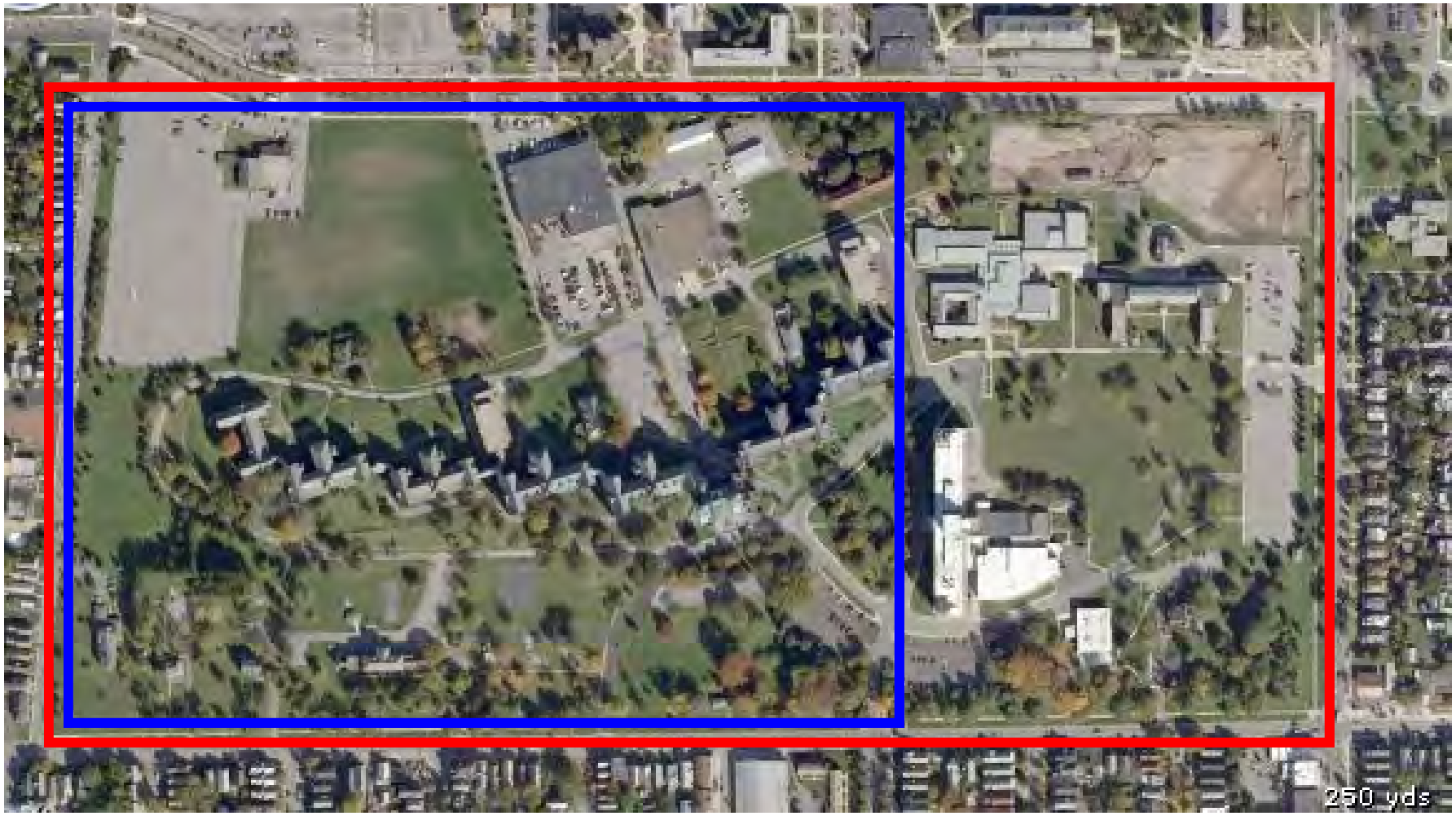
Noncontributing Buildings to the NHL & *Not* NR eligible -Fig. 4
19. 1968 Garage
22. 1875 Powerhouse- Determined *Not Eligible* due to tremendous loss of integrity
46. 1993 Utility Building
48. 1993 Building
50. 1988 Building
73. Contemporary Pavilion
-1990 Garage

Outside of the National Historic Landmark Boundary (NHL)

Eligible for the National Register (NR) -Fig. 3
1. 1905 Director's Residence
4. 1930 Reception Building
5. 1930 Kitchen Building
-1895 Iron Fencing along Forest Ave. & Elmwood Ave.

Not Eligible for the NR -Fig. 4
47. 1993 Building
51. 1970 Rehabilitation Building
62. 1963 Building
62A. 1992 Building
65. Utility Building
66. Small Building
75. Contemporary Pavilion
79. 1970's Vocational Services
-2007 Burchfield Penney Museum

Buffalo Psychiatric Center Complex



NHL Boundary: Period of Significance 1870-1896

Buffalo Psychiatric Center Complex

Fig. 1

Inside the National Historic Landmark Boundary:
Contributing to the NHL (1896 or earlier)



Forest Ave.

Fig. 2

Inside the NHL: Not contributing to the NHL, But NR Eligible

Outside the NHL: National Register Eligible



Fig. 3

Inside the NHL: *Not* contributing to the NHL/*Not* NR Eligible

Outside the NHL: *Not* National Register Eligible



Fig. 4