



ONTARIO COUNTY FREIGHT CORRIDOR

DEVELOPMENT PLAN AND
DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT | JULY 2017
Prepared for Ontario County Planning Department



Prepared by:



With support from:



Draft Generic Environmental Impact Statement

Ontario County Freight Corridor Development Plan

Town of Manchester, Town of Farmington, Village of Manchester,
Village of Shortsville & Village of Clifton Springs

Ontario County, New York

Lead Agency:

Town of Manchester
1272 County Road #7
Clifton Springs, New York 14432

Prepared By:

Fisher Associates
135 Calkins Road
Suite 100
Rochester, New York 14623

Date of Acceptance by Lead Agency:

Date by Which Comments Must Be Received:

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

GTC's Commitment to the Public

The Genesee Transportation Council assures that no person shall, on the grounds of race, color, national origin, disability, age, gender, or income status, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity. GTC further assures every effort will be made to ensure non-discrimination in all of its programs and activities, whether those programs and activities are federally funded or not.

En Español

El Consejo Genesee del Transporte asegura completa implementación del Título VI de la Ley de Derechos Civiles de 1964, que prohíbe la discriminación por motivo de raza, color de piel, origen nacional edad, género, discapacidad, o estado de ingresos, en la provisión de beneficios y servicios que sean resultado de programas y actividades que reciban asistencia financiera federal.

ONTARIO COUNTY FREIGHT CORRIDOR

DRAFT DEVELOPMENT PLAN AND
DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT | JULY 2017

Table of Contents

EXECUTIVE SUMMARY	A
1.0 INTRODUCTION	1
1.1 Project Overview	1
1.2 Background	1
1.3 Planning Context	4
1.4 Project Study Area	7
2.0 PROJECT OUTREACH & COORDINATION	9
2.1 Public Participation Process and Plan	9
2.2 Steering Committee, Stakeholder, and Public Meetings	10
3.0 CORRIDOR INVENTORY	14
3.1 Environmental & Agricultural	14
3.2 Environmental Cleanup	17
3.3 Community Character & Resources	21
3.4 Land Ownership & Use	24
3.5 Zoning	31
3.6 Utility infrastructure	32
3.7 Road Network	33
3.8 Rail Network	36
4.0 CORRIDOR SUITABILITY & OPPORTUNITY ANALYSIS	41
4.1 Corridor Level Suitability Analysis	41
4.2 Rail-Enabled Business Opportunity Analysis	45
5.0 RAILWAY CORRIDOR ALTERNATIVES AND PREFERRED DEVELOPMENT PLAN	48
5.1 Site 1: Manchester Yard Development Plan	48
5.2 Site 2: Manchester / Shortsville Development Plan (DP-2)	54
5.3 Site 3: Clifton Springs Development Plan	58
6.0 IMPLEMENTATION STRATEGIES	59
6.1 General Tasks	59
6.2 Economic Tasks	61
6.3 Infrastructure Tasks	62
6.4 Environmental Tasks	64
6.5 Cultural Resources Tasks	66
6.6 Transportation Tasks	67
6.7 Land Use Tasks	67
6.8 Geotechnical Tasks	71
6.9 Survey Tasks	71
6.10 Marketing Tasks	72
6.11 Implementation Strategies Matrix	73

7.0 GENERIC ENVIRONMENTAL IMPACT STATEMENT	77
7.1 SEQRA Process and Chronology	77
7.2 Purpose and Need	77
7.3 Description of Proposed Action	78
7.4 Project Components	78
7.5 Summary of Permits and Approvals	79
7.6 Environmental Setting, Impacts and Mitigation Measures	79
7.7 Alternatives	100
7.8 Irreversible and Irretrievable Commitment of Resources	102
7.9 Unavoidable Adverse Effects	103
7.10 Growth Inducing Aspects of the Proposed Action	104
7.11 Future Environmental Reviews	105
7.12 References	107

Figures

Figure 1: Project Study Area	8
Figure 2: Project Study Area Parcels	8
Figure 3: Wetlands and Waterbodies	16
Figure 4: Environmental Cleanup Areas	18
Figure 5: Publicly-owned Land	24
Figure 6: Existing Land Use	25
Figure 7: Existing Land Use - Village of Manchester	26
Figure 8: Existing Land Use - Village of Shortsville	27
Figure 9: Existing Land Use - Village of Clifton Springs	28
Figure 10: Compatible Land Use	29
Figure 11: Incompatible Land Use	31
Figure 12: Existing Zoning	32
Figure 13: Water and Sewer Utilities	33
Figure 14: Gas and Electric Utilities	33
Figure 15: Transportation Network	35
Figure 16: Traffic Volumes	36
Figure 17: Railroad Owner-Operator	37
Figure 18: Railroad Class	37
Figure 19: Railroad Crossings	40
Figure 20: Manchester Yard Development Plan - Option A (DP-1A)	51
Figure 21: Manchester Yard Development Plan - Option B (DP-1B)	53
Figure 22: Manchester-Shortsville Development Plan (DP-2)	57

Tables

Table 1: New York State Freshwater Wetlands	15
Table 2: Existing Land Uses by Municipality	25
Table 3: Manchester Yard Proposed Rezoning	69
Table 4: Manchester-Shortsville Site Proposed Rezoning	70
Table 6: Implementation Strategies Matrix	73

Appendices

Appendix A: Public Participation Plan	
Appendix B: Meeting Material	
Appendix C: Clifton Springs Site Concept Development Plans	
Appendix D: SEQR Documentation	

EXECUTIVE SUMMARY

The primary objective of the Ontario County Freight Corridor Development Plan was to examine the opportunities for development of rail-oriented, freight-related businesses along the railroad corridor, portions of which are owned by Finger Lakes Railway (FGLK) and Ontario County within the Town of Manchester, Villages of Manchester, Shortsville and Clifton Springs, and a small adjoining area in the Town of Farmington. The plan was supported by an extensive community outreach effort and includes an inventory and analysis of existing natural and cultural resources, land uses, and infrastructure in the study area; a corridor level suitability analysis to identify opportunities and constraints for rail-dependent development; concept design alternatives for three rail-oriented sites in the study corridor; and implementation strategies that will create new economic development opportunities.

The study included an extensive community outreach process that involved citizens and other stakeholders to assist with identification of opportunities for the development of rail-oriented businesses in the study corridor. Stakeholders were identified early and engaged throughout the process to identify issues and opportunities, establish goals and objectives, and facilitate communication to reduce the risk of conflict and align stakeholder goals and values. A steering committee represented by a broad spectrum of the community guided the study process, and a series of public meetings, workshops and charrettes were held to gain valuable input from the broader community as each phase of the plan was developed.

The inventory and analysis phase provided the foundation for the plan by identifying opportunities and constraints and screening for the selection of alternative development sites. It included existing natural and cultural resources, environmental conditions, utility infrastructure, land uses and ownership, zoning, and road and rail infrastructure in the study area. Although some constraints were identified as part of this phase, it was determined that appropriate site design and incorporation of mitigation measures could substantially overcome such constraints.

Building on the inventory and analysis phase, a Corridor Level Suitability Analysis was conducted which identified opportunities and constraints for rail dependent development within the study corridor. The analysis included an assessment of

project areas and parcels along the corridor to identify where immediate development opportunities exist, and where longer-term development strategies need to be considered.

The following four areas along the study corridor were evaluated to determine their suitability for immediate and long-term rail-enabled economic development:

Manchester Yard - Village of Manchester

The Manchester Yard was identified as an ideal location for rail development to spur economic opportunities in the study corridor. Opportunities identified included proximity to Interstate 90, existing utility infrastructure, amount of undeveloped land adjacent to the rail line, and existing industrially zoned land.

Great Lakes Kraut (GLK) / Shortsville - Town of Manchester / Village of Shortsville

The existing lands in and around GLK was also identified as another ideal location for rail development. Opportunities identified included proximity to Interstate 90, land availability, an existing rail siding, rail compatible land uses, and Light Industrial and Industrial zoning.

Thompson Grain Co. / Village of Clifton Springs

The existing lands between Railroad Ave/Stevens St. and County Road 13 was identified as an area for potential limited development. Minor opportunities identified included access to Interstate 90, potential for track runaround storage, and existing utility infrastructure. Potential constraints identified included limited access, and incompatible surrounding land uses.

Shortsville Area / Pioneer Road

The existing lands along Pioneer Road south of Main Street in the Village of Shortsville offered limited opportunities for new rail-based development. However, notable constraints and challenges were identified including incompatible surrounding land uses and existing grade crossings. Thus, this area was eliminated from consideration as a potential development site.

A Rail Enabled Business Opportunity Analysis was also conducted and included an analysis of local and regional economic activity, freight potential and constraints (environmental, logistical, etc.) within the study corridor. This included identification of rail enabled or support businesses as well as infrastructure requirements, regulatory issues, and any land use compatibility issues.

The analysis also identified one limiting factor on the FGLK system: weight limits on various line segments are lower than the 286,000 lb. limit on the connecting Class I mainlines which means that railcars transported to and from businesses in the FGLK corridor must operate under reduced loads that correspond to the lowest maximum weight on the rail lines used to serve them.

Based on public and stakeholder input and the opportunities and constraints identified in the Inventory and Analysis and Rail Corridor Suitability Analysis phases, the following railway corridor alternatives were developed:

Manchester Yard Development Plan - Option A (DP-1A)

This option centrally locates a trans-load rail yard facility adjacent to the existing FGLK, encompassing the historic footprint of the Manchester Yard. This type of facility would include new commercial and industrial space that could accommodate a variety of different businesses and incorporates a storage yard, rehabilitation of the existing historic roundhouse building as a commercial use with a pedestrian connection to Main Street, renewable energy options and storm water management areas.

Manchester Yard Development Plan - Option B (DP-1B)

This option proposes similar industrial building footprints as Option A to accommodate rail-enabled businesses but, rather than a trans-load rail yard facility, rail sidings would provide access to individual businesses adjacent to the main rail line. Unique to this option is the reintroduction of a former rail spur, providing rail access to the existing roundhouse from the main line. Similar to Option A, renewable energy and storm water management areas have also been incorporated into this option.

Manchester / Shortsville Development Plan - (DP-2)

This site is bounded by the FGLK on the north, South/East Avenue on the west, and County Road 13/E. Main Street on the south and east. The site is located adjacent to the existing GLK facility and expands upon the success of that facility while taking advantage of the site's proximity to FGLK, associated rail sidings, and developable land. This option locates new industrial buildings on the western portion of the site near GLK, and incorporates an additional track siding north of the existing wetland. On the eastern portion of the site along the rail spur and in the undeveloped area bisected by Cabbage Patch Lane, industrial development is envisioned to accommodate rail-enabled businesses. Cabbage Patch Lane has been reconfigured

into a traditional grid layout to allow for additional infill development and rail sidings and a variety of building sizes and parcels are available to appeal to prospective rail-enabled businesses. Renewable energy options and storm water management areas have also been incorporated into this option.

Clifton Springs Development Plan

This site is located along Railroad Ave west of Kendall St. in the Village of Clifton Springs. As part of this study and to facilitate support of local businesses and increase economic development potential within the Village, two development plan alternatives were developed. These plans were presented and considered during the public participation process and reviewed by the steering committee, stakeholder group and the general public. However, as further consideration was given to the site's overall incompatibility with surrounding residential land uses and the associated environmental, infrastructure, traffic and community character constraints, the concept plans developed for this site were eliminated from consideration for rail enabled economic development. Recommendations for future land use(s) of the site for Land Conservation or Open Space purposes are expected to be included in the Joint Comprehensive Plan Update currently under development among the three Villages and the Town of Manchester.

Implementation of the Ontario County Freight Corridor Development Plan will be accomplished over a 15-year timeframe and will involve a number of short-, medium-, and long-term strategies. The recommended implementation strategies are as follows:

Task 1 - SEQRA Findings and Plan Adoption

Complete the State Environmental Quality Review Act (SEQRA) process and adopt the plan.

Task 2 - Establish Implementation Committee

Establish an implementation committee which would be responsible for implementation of strategies and tracking progress.

Task 3 - Seek Grant Opportunities

Identify applicable grant programs that will assist with financing Plan implementation studies and projects.

Task 4 - Shovel Ready Certification Applications

Pursue shovel ready certifications of the proposed development sites to facilitate redevelopment and investment. This program

will essentially provide the impetus for implementation over the short and medium term and will guide many of the strategies and actions to be pursued by the implementation committee over time.

Task 5 - Market Analysis

Complete a detailed market analysis and financial feasibility assessment to identify opportunities for redevelopment.

Task 6 - Utility and Infrastructure Capacity Analysis

Conduct a detailed utility and infrastructure capacity and transportation infrastructure analysis to identify opportunities and constraints to redevelopment.

Task 7 - Regional Rail Infrastructure Study

Complete a regional rail infrastructure study to assess current weight limits, the potential for system upgrades to accommodate the movement of heavier loads (up to the 286,000 lb. industry standard), and the possible addition of new rail sidings in the corridor and overall regional rail system..

Task 8 - Stormwater Pollution Prevention Plan

Prepare stormwater pollution prevention plans for the proposed development sites and submit for review and approval to the respective municipality (i.e., MS4) and the NYSDEC.

Task 9 - Infrastructure Investment

Advance incremental infrastructure investments in strategic locations so that maximum flexibility is provided to prospective developers.

Task 10 - EPA Brownfield Grant Assessment Application (Roundhouse parcels)

Gather all environmental information for the Roundhouse and Krol parcels at the Manchester Yard site to determine whether there are gaps in environmental data, provide recommendations for any further Phase II testing and develop a remediation plan to facilitate future redevelopment. The Ontario County Planning Department submitted an application to EPA in December of 2016.

Task 11 - Temporary Incidence of Ownership (Roundhouse parcels)

Enter into a Temporary Incidence of Ownership to obtain access to the Roundhouse and Krol parcels to complete any site inspections and testing that may be required. This effort is ongoing by the County of Ontario.

Task 12 – Facilitate Remediation and Reuse (Roundhouse parcels)

Facilitate remediation of Roundhouse parcels to provide an incentive for eventual redevelopment and reuse.

Task 13 – Application to Brownfield Cleanup Program (Oldcastle parcels)

Track status and any plans for cleanup and redevelopment of the Oldcastle Inc. site within Manchester Yard

Task 14 – Phase I and Phase II Environmental Site Assessments

Conduct Phase I and Limited Phase II Environmental Site Assessments to determine the presence or absence of contamination at the proposed development sites.

Task 15 – Wetlands Delineation and Jurisdictional Determination

Conduct detailed wetland delineations and habitat assessments to determine actual wetland boundaries and presence/absence of critical habitat to identify any associated constraints to development. Pursue Jurisdictional Determinations from the NYSDEC and U.S. Army Corps of Engineers in support of the Shovel Ready Certification Applications and to incentivize redevelopment.

Task 16 – Renewable Energy Development

Initiate matching private landowners and renewable energy developers/brokers or partner directly with renewable energy developers/brokers to facilitate solar energy development.

Task 17 - SHPO Consultation and Archeological Surveys

Consult with the New York State Historic Preservation Office (SHPO), particularly with respect to the Roundhouse Property within the Manchester Yard, to facilitate use of historic rehabilitation tax credits or other incentives to help facilitate rehabilitation and reuse efforts. Conduct Phase IA and 1B Cultural Resource Investigations to determine whether any historic and/or archeological resources are present at the proposed development sites.

Task 18 – National Register Nomination (Roundhouse Property)

Initiate the National Register nomination process to provide a layer of protection for the Roundhouse and to incentivize the private sector to take advantage of historic rehabilitation tax

credits to defray the cost of investment and adaptively reuse the structure.

Task 19 – Traffic Impact Studies

Conduct Traffic Impact Studies to assess the potential for traffic impacts on communities surrounding the proposed development sites.

Task 20 – Preliminary Subdivision and Site Plan Approval

Pursue preliminary subdivision and site plan approvals for the proposed development sites to support the Shovel Ready Certification Applications.

Task 21 – Rezoning/Code Amendments

Pursue rezoning of parcels at the proposed development sites as follows:

Manchester Yard

- Rezone industrially zones parcels between South Main Street and the Roundhouse (including Roundhouse parcels) from General Industrial (I-2) or Restricted Industrial (I-1) to Commercial (C-1).
- Rezone split zoned parcel (SBL #32.17-2-36.000) southeast of the Roundhouse from Commercial (C-1)/Residential (R-1) to Commercial (C-1).

Manchester-Shortsville Site

- Rezone all agricultural, land conservation and mobile home park zoned parcels to Industrial (M-1).
- Rezone Light Industrial ((M-2) (parcel (SBL #44.00-2-7.111) to Industrial (M-1).
- Rezone split zoned parcels to Industrial (M-1).

Task 22 – Property Acquisition/Assemblage

Work with existing landowners of key properties within the Manchester Yard and Manchester-Shortsville sites to facilitate redevelopment in accordance with the adopted Corridor plan. If efforts with existing landowners fail, the municipalities should work together to acquire these properties to transfer them to private entities for redevelopment and accommodation of infrastructure to support such redevelopment.

Task 23 – Geotechnical Investigations

Conduct geotechnical investigations at each of the proposed development sites to obtain information regarding subsurface soil conditions to help facilitate future redevelopment.

Task 24 - Topographic and Boundary Surveys

Complete topographic and boundary surveys for the three proposed development sites to support the Shovel Ready Certification Applications and facilitate redevelopment opportunities.

Task 25 - Develop Marketing Materials

Develop marketing materials in cooperation with private landowners for the proposed development sites to provide key information regarding economic development opportunities for prospective developers and rail-enabled businesses.