FOUR NEIGHBORHOODS, ONE COMMUNITY

Buffalo Niagara Medical Campus Master Plan Update
Allentown Neighborhood Strategy
Fruit Belt Neighborhood Strategy
Connectivity to Downtown

MANY THANKS TO
THE JOHN R. OISHEI FOUNDATION
FOR ITS GENEROUS SUPPORT OF THIS INITIATIVE.

LEARN MORE AT BNMC.ORG
FOUR NEIGHBORHOODS, ONE COMMUNITY

BUFFALO NIAGARA MEDICAL CAMPUS • ALLENTOWN NEIGHBORHOOD • FRUIT BELT NEIGHBORHOOD • DOWNTOWN BUFFALO

The Buffalo Niagara Medical Campus, in partnership with the City of Buffalo and the Fruit Belt and Allentown neighborhoods, embarked on a planning process called Four Neighborhoods, One Community designed to capture previous planning efforts and empower community members to speak with one voice about the changes they would like to see in their neighborhoods.

This comprehensive approach is designed to further integrate Medical Campus-wide planning efforts as well as those of the individual BNMC institutions with those occurring in the surrounding community, specifically Allentown, Fruit Belt, and Downtown. The objective is coordinated planning and development that reflects an integrated and complimentary approach to effectively represent four distinct areas as a single community, ultimately resulting in a shared neighborhood benefit to all of the growth happening on the Buffalo Niagara Medical Campus. This will ensure that the resources going into the BNMC do not result in positive impact only within their boundaries but shared by the surrounding community.

Four Neighborhoods, One Community is designed to position Buffalo as a national model for how the BNMC as an urban campus and economic development engine can effectively develop and grow in conjunction with surrounding neighborhoods for the benefit of the greater community.

The BNMC and the City hosted four community forums in 2008 in both Allentown and the Fruit Belt. More than 100 residents, business owners, and community members gathered to discuss the changes they would like to see in their neighborhoods.

The Queen City Hub: A Regional Action Plan for Downtown Buffalo serves as the plan for Downtown Buffalo. Within this award-winning plan, the BNMC and its surrounding neighborhoods are identified as one of five strategic investment areas. The action plan provides discrete recommendations for living, working, shopping, and visiting downtown using principles of access, urban design, preservation, energy, green design, and image. This plan can be found online at www.city-buffalo.com.

Copies of each of the plans are also available online at www.bnmc.org.

INCLUDED:

Buffalo Niagara Medical Campus Master Plan Update
Alleentown Neighborhood Strategy
Fruit Belt Neighborhood Strategy
Buffalo Niagara Medical Campus
MASTER PLAN UPDATE
A Scoping Document for the Future

December 1, 2010
2010 BNMC Board of Directors and Member Institutions

ALLENTOWN NEIGHBORHOOD

BUFFALO HEARING AND SPEECH CENTER

BUFFALO MEDICAL GROUP, PC.

THE CITY OF BUFFALO and ERIE COUNTY

THE CENTER FOR HOSPICE & PALLIATIVE CARE

FRUIT BELT NEIGHBORHOOD

HAUPTMAN-WOODWARD MEDICAL RESEARCH INSTITUTE

KALEIDA HEALTH

OLMSTED CENTER FOR SIGHT

ROSWELL PARK CANCER INSTITUTE

UNIVERSITY AT BUFFALO

UPSTATE NEW YORK TRANSPLANT SERVICES

Document Intention

This 2010 BNMC Master Plan Update revisits broad strategies that were laid out in the first BNMC Master Plan in 2003. It includes a review of individual institutional plans, summarizes campus growth expectations and establishes a planning framework to accommodate that growth into the future.

The document also outlines important next steps that are necessary to enable the vision for an Academic Health Center to become a reality and provides recommendations for cooperative planning initiatives in the years ahead.
Letter from the Chairman of the Board

As many Western New York residents now realize, the Buffalo Niagara Medical Campus is a rapidly burgeoning consortium of premier health care, life sciences, medical education institutions and community interests located downtown. The campus to date has undergone dramatic growth both in terms of downtown employment (now at 8,500) and infrastructure additions (more than $1 billion over the last nine years), including the in-progress Kaleida/UB Global Vascular Institute and Clinical and Translational Research Center. It is clearly one of the most tangible expressions of successful economic development in our region that is also directly responsive to the evolving health needs of our citizenry.

As much has been accomplished, however, this is only a starting point for what can truly be transformational for Western New York’s economy and its health sciences advancements. The long term vision of UB2020 has the relocation of its Medical School, Nursing School, School of Public Health, and Schools of Dentistry and Pharmacy to the downtown campus. Combined with existing institutions, Buffalo would have all the components of an Academic Health Center of national stature. It will absolutely turbo-charge the potential for economic growth, scientific advancement, wellness outcome improvements, entrepreneurial spin-offs, urban revitalization and civic pride. Well-paid employment on the campus will increase to 13,000-plus. Ten thousand students will circulate throughout. New construction will be worth more than $1 billion. Start-up and existing biotech companies will be increasingly anxious to locate in proximity. Service businesses will be needed in support. This is not pie-in-the-sky optimism - it’s real, it’s doable, and it is an opportunity we must manage effectively.

This update of the 2003 BNMC Master Plan implicitly recognizes the dramatic growth of the campus far exceeding initial expectations. It reflects the need to revise assumptions, process and aspirations. As a result, it is not cast in stone. We appropriately anticipate adaptations “on the fly” and new iterations as we progress. However, the revision exercise itself helps the campus interests to coordinate and collaborate for mutual and community benefit. That has been our guiding objective from the start and it has served us well.

William L. Joyce
Chairman of the Board
Buffalo Niagara Medical Campus
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1. EXECUTIVE SUMMARY

Overview
The Buffalo Niagara Medical Campus (BNMC) was established to capitalize upon and foster further development of the biomedical research, education, business and clinical organizations that are co-located on its downtown campus. The original founders of the BNMC recognized that a critical mass of prestigious institutions in those fields already existed, and that nurturing their coordination would provide the basis of an exceptional Academic Health Center to promote wellness and economic development for the Buffalo Niagara Region.

Shortly after formation, the BNMC created its first Master Plan (2003) that proposed a framework for growth for the future. The plan reflected an understanding that the BNMC needed to create a physical environment commensurate with its health care ambitions and one that was on par with other established and successful centers nationwide.

This 2010 BNMC Master Plan Update to the original 2003 Master Plan is evidence of the speed at which those plans and aspirations are evolving. This update anticipates the medical campus will grow by 1.4 million square feet in the next five years and illustrates how it can potentially accommodate up to 5.3 million additional square feet in the next 20 years as the vision of a comprehensive Community Engaged Academic Health Center downtown is realized.

2003 Master Plan
The medical campus is on track to exceed even the most aggressive initial growth expectations from when the BNMC was first formed. The 2003 BNMC Master Plan anticipated approximately 2.9 million square feet of new development over a 20-year horizon, yet the campus will reach that goal in much less time. By 2013, over 2.3 million square feet of new construction and renovated space will have taken place since the campus first emerged.

Urban medical campuses often buy additional land on the periphery as it becomes available. However, this growth paradigm often results in a deterioration of the surrounding neighborhood if not done with strong consideration of the demographic and physical characteristics and needs of the community. Serving as a catalyst for the revitalization of adjoining neighborhoods, not simply remaining defensive against them, is important for the future of the BNMC.

There are many ambitious projects on the horizon as more and more medical, research and educational partners are seeking to coalesce around the medical campus and as the University at Buffalo substantially grows its Downtown Campus. Great plans are taking shape and being executed. More collaborative models and partnerships are emerging. There have been significant physical, organizational and financial successes, and there exists a strong belief among campus partners that the BNMC is only at the beginnings of what can be accomplished.

2010 Master Plan Update
The 2010 Update builds off the original Chan Krieger Master Plan. While the north-south oriented “Ellicott Park” offers an opportunity to create a collective campus identity, new growth on the BNMC will also be absorbed along east-west streets that will maintain a continuity of campus infrastructure while respecting member institutions’ identities.

The connectivity concept of the 2003 plan that established a “sense of place” along Ellicott Street must now advance with equal emphasis on several cross streets - such as Goodell, High, Carlton and Virginia - to reinforce individual institutional growth and identity.

Site studies show that there is capacity on the 120 acre campus to accommodate the vast majority of this growth. An inventory of properties within the current campus boundary indicates that much of that growth can be met without significant land acquisition if the BNMC proceeds wisely, enhancing community partnerships and maximizing development potential on underutilized sites. Still, in order for the campus as a whole to accommodate the anticipated development program, density in its core will be one key to its success.

A renewed emphasis on underutilized sites with greater densification is part of the answer, but carefully working with adjacent landowners to open up new opportunities is critical as well. An emphasis on joint development projects that cluster facilities in order to absorb growth and enable long term partnerships is also imperative.
The future environment of the BNMC will be one of exceptional scientific, clinical, educational and entrepreneurial venues, but also a welcoming place to walk, bike, shop, eat and live. These attributes will attract and retain the knowledge-based employees of tomorrow.

Economic development activity in Western New York indicates four primary drivers of the region’s economy: entrepreneurship, research, academic and health care institutions. The BNMC lies at the convergence of these economic catalysts and is therefore integral to the Buffalo-Niagara region’s future.

Much has been accomplished on the BNMC in the last seven years. However, the future is even brighter as it solidifies its place as a Community Engaged Academic Health Center of national stature. With nearly $1.5 billion in economic impact and 1 million annual patient visits, the campus is already a major growth engine for the region.

Poised to add nearly 7 million square feet of development over the next two decades and beyond, the need to accommodate that growth and plan collectively is imperative.

Therefore, the Master Plan Update recommends “Ten Collaborative Opportunities for Moving Forward” (listed on the next page) that will help the Buffalo Niagara Medical Campus meet the challenges and opportunities of the next decade and beyond.

These topics were identified in Strategic Forums that centered on the creation of an Academic Health Center and were established in dialogue with the Master Planning Subcommittee and Project Management Group.

### BNMC THEN AND NOW

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<tr>
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### GROWTH EXPECTATIONS AND CAMPUS CAPACITY

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<td>1.4 million (permitted or under construction)</td>
<td>5.3 million (projected)</td>
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Above: The BNMC is on track to exceed even the most aggressive growth expectations set forth in 2003. With a five year buildout of 1.4 million square feet, the campus in 2015 will have over 4.8 million square feet (3.4 million in 2010 plus 1.4 million permitted or under construction and to be completed by 2015). See page 14 for the five year development program.
Ten Collaborative Opportunities for Moving Forward

1. Facilitate more comprehensive programmatic discussions with doctors, educators, researchers, administrators and staff in order to aid in the development of a strategic plan that will move the master plan forward.
2. Implement the parking and transportation system for the future – one that will support a widespread, diverse, and growing campus population.
3. Brand the BNMC as a world-class Community Engaged Academic Health Center and a desirable neighborhood, including through an enhanced signage and wayfinding plan.
4. Create a campus-wide Generic Environmental Impact Statement (GEIS) in order to facilitate future campus development and assess the environmental, social, and economic impacts of growth.
5. Work closely with citywide rezoning “Green Code” planning efforts to define and implement a form-based zoning code on the medical campus, giving the institutions greater ability to appropriately shape the physical character of the campus environment.
6. Continue to engage existing public safety and law enforcement agencies in the creation of a collaborative safety and security plan.
7. Develop a comprehensive retail strategy that will provide the appropriate retail amenities to service a growing population of employees, patients, visitors, and students while supporting a healthy balance between on-campus and neighborhood retail providers.
8. Examine the many opportunities for improving energy costs and efficiencies through the development of campus utility plans.
9. Work within the existing organizational structure (i.e. Project Management Groups and Work Councils) to create a series of functional groups containing subject matter experts to focus on various campus initiatives as they arise.
10. Advance mechanisms for resolving differences that adhere to an agreed upon set of Guiding Principles for campus development.

These items are elaborated upon in Section VIII: Implementation Plan.
Above: The 2003 Plan suggested a framework for campus expansion that concentrated institutional growth along Ellicott Street. This north-south axis assembled the largest concentration of underutilized properties along a single alignment and sought to alleviate institutional pressures on the surrounding neighborhoods.
Above: The 2010 BNMC Master Plan Update builds on the 2003 Ellicott spine by emphasizing perpendicular streets that can complement Ellicott Park. Growth on the medical campus will likely double in the next decade with over 1.4 million new square feet of construction in the next five years alone and another 5.3 million square feet from 2015-2030.
II. PURPOSE AND NEED

Why an Update Now?
As the BNMC blossoms into an Academic Health Center, the many changes to its physical, organizational and financial make-up since its founding warrants a review of the first BNMC Master Plan. New opportunities and challenges are emerging that were not as evident in the past. As such, the need to identify and seek solutions for these challenges is greater than ever before. Therefore, the BNMC Master Plan Update intends to address the following themes:

COMMUNICATION & COLLABORATION
Much has been done to facilitate communication between the institutions when it comes to collaborative efforts. Enhanced dialogue surrounding development can better prepare for opportunities that emerge from collaboration and guard against unexpected consequences that result from solitary decisions. Scenarios such as this are most evident when viewed in the context of specific development sites that hold the greatest potential for collaborative endeavors.

An increase in density and proximity encourages collaboration. As the campus seeks to create a more robust core of research, education and clinical care centers, the possibilities of combining uses together become heightened and new hybrid models may emerge from that synergy and adjacency.

PROJECT TIMING
As the campus grows, challenges surrounding project timing increase. Individual developments that need to move forward are often not easily reconciled with the realities of incremental funding streams. For instance, one institution cannot wait to proceed while another cannot commit to joining in the partnership in light of financing cycles. Impasses such as these must be identified early on and avoided.

TRANSPORTATION, PARKING and PUBLIC SAFETY
Increasingly, parking availability and traffic congestion are problematic for patients, visitors, staff and the adjacent neighborhoods. A transportation system that supports the evolving short and long term needs of an Academic Health Center is emerging but still incomplete.

A new parking structure, integrated shuttle system, satellite parking facilities and more interaction with the Niagara Frontier Transportation Authority (NFTA) to increase transit ridership is helping with demand.

Nevertheless, within the next few years, there will be a net deficit of nearly 3,000 spaces with demand from new development and the displacement of surface parking. Innovative solutions must be sought that address the unique needs and policies of each institution while developing a comprehensive transportation plan for the whole campus.

Enhanced campus safety and security is necessary as the campus grows. A charge from the BNMC Board of Directors is to ensure that a collaborative effort is implemented that provides enhanced service, protection and infrastructure for the entire community.
Some leadership turnover within the organization has naturally occurred since the BNMC was first formed. This update, therefore, serves as a reminder of the principles that were set forth in the beginning and - for the newest members of the organization - an introduction to the physical plan.

Advancing the exciting vision of a comprehensive Community Engaged Academic Health Center on the BNMC will alter the campus configuration and establish a new trajectory for health care, education, research and entrepreneurship in the region. New clinical care facilities, academic and research buildings, staff and student housing, incubator spaces and a broad spectrum of campus life facilities will be necessary to support the AHC effort. These developments are most effective when their growth implications can be studied with a holistic view of the entire area.

Detailed discussions need to occur around specific program synergies that include physicians, educators, administrators, researchers and business leaders. This document is intended to be a springboard for those discussions. Enhanced dialogue about the interpretation of an Academic Health Center and an individual institution’s role within it will enable opportunities to emerge.

In 2006, BNMC Inc. initiated an integrated planning effort entitled “Four Neighborhoods, One Community.” This initiative was based on the premise that as the campus grows so too should the adjoining neighborhoods and recognizes the imperative that they be planned together.

The BNMC Master Plan Update began in sequence with the neighborhood planning strategies and incorporates the Allentown and Fruit Belt Implementation Plans (by Sasaki/Madden Planning Group). It reflects the recent work by the University at Buffalo and their team of consultants (led by Beyer Blinder Belle) and recent Kaleida Health and Roswell Park initiatives. The document also includes the current plans for Ellicott Park (led by nArchitects) and integrates the Comprehensive Transportation, Traffic and Parking Plan for the BNMC (Howard/Stein-Hudson Associates). In this way, the Master Plan Update seeks to assemble and reconcile the individual plans.

If individual initiatives are planned in isolation or if developments do not fully maximize their use of property, future construction is likely to overwhelm the surrounding context and undermine the true potential of the AHC. Analyzing opportunities for shared programs and services and seeking synthetic development projects will increase the potential of the medical campus and make available critical funding streams that support such collaborative endeavors.

The BNMC will grow by a minimum of 1,400,000 sf in the next five years and will likely grow another 5,300,000 sf when the vision of a comprehensive Academic Health Center downtown is realized. In each case, this growth will mean a substantial change in the physical, financial and organizational composition of the BNMC, areas where the campus has already experienced a great deal of change.

Recent Accomplishments:

**PHYSICAL**

Since the completion of the 2003 Master Plan, significant physical change has occurred both on and off the medical campus. On the BNMC, the Life Science Complex (a collaboration involving RPCI, UB and HWI) was completed in 2005 and changed the way that the institutions viewed the future of the campus.

Today, a new physical model for inter-institutional collaboration is under construction. The Kaleida Health Global Vascular Institute (GVI) and University at Buffalo (UB) Clinical and Translational Research Center and Biosciences Incubator will add over 500,000 square feet of new development to the north of Buffalo General Hospital’s A Tower.

A Skilled Nursing Facility for Kaleida Health has broken ground and a new Multi-Modal Transportation Facility will be under construction soon. Plans for an Ambulatory Care Center continue to evolve along Main Street. These four developments were permitted together under the 2009
BNMC “North End Projects” and represent the next phase of campus evolution and a concentration of construction activity north of High Street.

Demolitions of dilapidated or underutilized buildings since 2003 have opened up new possibilities which were not possible in the past. In addition, two former industrial buildings have been rehabiliated into the UB Gateway and the BNMC Innovation Center that have brought new programs and users to the south end of the medical campus.

Off campus, infill construction by St. John Baptist Church marks the first stage of larger redevelopment initiatives to the east. To the west, rehabilitation of historic commercial properties is attracting mixed-use activity (e.g. Granite Works lofts and retail) along the city’s Main Street and beginning to revitalize a corridor that has languished from disinvestment.

In addition to growing in physical size over the last seven years, the medical campus has matured in its financial and organizational capacity.

**FINANCIAL**

The medical campus has attracted infrastructure funding to lay the groundwork for growth. Attained by federal, state and local sources, the money is being used to drastically enhance the infrastructure of the campus and public realm.

The funding has enabled the BNMC to complete the design and prepare for construction of Ellicott Park, the primary open space corridor through the campus. The park was made possible by two grants from the Federal Government ($2.3 million and $3.2 million) with matching state and city funds. Over $6 million has also been dedicated to the Allen Street extension that will foster greater connectivity with the adjoining neighborhoods.

In the last few years, BNMC Inc. has itself become a property owner that allows the organization to facilitate campus development for mission-based purposes and to act in the best interests of its member institutions.

Finally, substandard infrastructure conditions in the Fruit Belt and the frustration it raised with residents resulted in a $1.6 million grant to the City of Buffalo from Congress in 2007. The money is being spent towards new street paving, sidewalks, curbs, lighting and utility improvements.

**ORGANIZATIONAL**

While significant physical and financial changes have taken place on the BNMC, the organizational structure and capacity has matured. **In the last seven years, the number of medical-related institutions as part of the BNMC has grown from five to nine.**

The addition of the Buffalo Hearing and Speech Center, the Center for Hospice & Palliative Care, the Olmsted Center for Sight and Upstate New York Transplant Services means greater breadth of knowledge and expertise to the campus as well as a stronger collective voice.

Above: Four outdated facilities have been demolished on the campus that have enabled new construction to occur or development parcels to be created. Renovations of other former industrial buildings (640 Ellicott Street into the Innovation Center and the University’s rehabilitation of the former M Wile building) are preserving parts of the city’s history.
Above: New construction and building renovation projects on the 120 acre Buffalo Niagara Medical Campus. The next five years will see four new buildings emerge in addition to many building renovations.
Project Management Groups have been established with key stakeholders and experts on the medical campus assigned to work with BNMC staff on the management and implementation of projects in the areas of Planning and Infrastructure, Public Safety, Branding, Transportation and Parking.

These efforts are complemented by Work Councils that foster stronger relationships with member institutions, nearby businesses, representatives of the surrounding community and city departments. Thus far, the Groups and Councils have been successful in enhancing communications and aligning initiatives with the broader community. Staff resources dedicated to operations on the BNMC has grown two-fold, due to both the modest growth of BNMC, Inc. as an organization and the collaborative efforts of its member institutions.

BNMC staff is working closer than ever with staff members from the institutions, some of whom have been assigned to co-chair campus-wide initiatives with BNMC staff (e.g. transportation, public safety and retail planning). Despite a larger number of individuals now involved in campus planning and implementation, communication continues to improve.

Additional board-level Committees on Master Planning, Operations & Coordination, Finance & Personnel, Governance and Audit & Compliance are held by heads of the respective member institutions. Recently, the Board of Directors adopted full by-laws in order to better define member roles and responsibilities.

**Bracing for the Next Wave of Construction**

**THE NORTH END DEVELOPMENT**

The Buffalo Life Sciences Complex established an initial model for physical adjacency in 2003 with three BNMC institutions situated next to one another. New interdisciplinary and inter-institutional models like the Kaleida Health Global Vascular Institute/University at Buffalo Clinical and Translational Research Center and Biosciences Incubator need to continue to emerge. The project demonstrates the value and efficiencies of effective collaboration.

This 500,000 square foot facility is just one of four new developments that will be constructed on the BNMC in the next few years. Together with Kaleida Health’s Skilled Nursing Facility, a Medical Office Building and a Multimodal Transportation Facility, the campus will continue to experience growing challenges for a long while to come. This update intends to provide a framework for dealing with the challenges that arise with future waves of expansion.

Right (top to bottom): The North End Development Project: GV-UB CTRC/Biosciences Incubator and Kaleida Health’s Skilled Nursing Facility currently under construction (Images courtesy of Cannon Design). Conceptual rendering of the Mixed Use Development at 50 High Street that includes clinical programs and a Medical Office Building and the Multi-Modal Transportation Facility.
III. THE VISION

Becoming a Leading Academic Health Center
The long-range vision for the campus is to become a world-class Community Engaged Academic Health Center (AHC), where clinical care, medical education, health sciences research, practical applications and entrepreneurship are combined into one physical setting.

What is an AHC?
There are more than 100 Academic Health Centers nationally. According to the Association of Academic Health Centers, “An academic health center consists of an allopathic or osteopathic medical school, one or more other health profession schools or programs (such as allied health, dentistry, graduate studies, nursing, pharmacy, public health, veterinary medicine), and one or more owned or affiliated teaching hospitals, health systems or other organized health care services.”

BACKGROUND
A series of Strategic Forums in 2008 and 2009 amongst representatives of the various BNMC institutions helped to clarify individual initiatives, define a collective vision for an AHC and to identify potential areas of collaboration.

Another objective of the Forums was to seek agreement on short and long-term campus objectives and chart a course for the future. There was strong consensus that the pursuit of the AHC vision should be a central focus and priority for the entire campus and that the long term benefits of this collaboration would be worth the significant investment in time, energy and resources.

While one of the foremost goals in the near term for the BNMC is to focus on the implementation of current initiatives and to see through the construction of the North End Projects, the collective focus remains on the long term vision of an AHC.

ENHANCED RELATIONSHIPS
Initial seeds of an Academic Health Center are already in place, yet they lack the proximity and concentration necessary for effective collaboration. A full-fledged AHC on the Buffalo Niagara Medical Campus represents an enormous potential to enhance relationships amongst the institutions. As an organizing mechanism, it has the potential to become the glue that ties partnerships together, requiring the definition and refinement of both priorities and resources for all its members.

In light of the fact that an AHC embraces the coordinated potential of its members, constant dialogue is needed. An Academic Health Center expands the definition, ambitions

Above: Diagram structure for an Academic Health Center. (Image courtesy of BNMC Inc. and adapted from University at Buffalo).
and possibilities of what the BNMC’s mission is and what it can ultimately become.

**DESIRED OUTCOMES**

At its most fundamental level, an AHC will more closely align research, education and patient care. It requires inter-institutional planning in a multi-disciplinary fashion that enables more sophisticated research initiatives to occur, resulting in better education and ultimately improved clinical delivery of care.

Greater funding sources will be made available to the institutions as they coalesce around a more comprehensive organizational structure. Improved teaching and research will accelerate biotechnology transfer and translate directly into economic growth. New linkages will be fostered between academia and all economic sectors.

The desired outcomes for an AHC will extend beyond the campus boundaries and into the surrounding neighborhoods. Economic development opportunities for the neighborhoods will be enhanced as the campus seeks to develop a physical environment that is safe, convenient, accessible, aesthetically pleasing and exciting.

In addition, a Community Engaged AHC will enable the creation of a comprehensive and collaborative workforce development strategy that will match the needs of the neighborhood’s employers with the skills of its residents through education, training and strategic placement opportunities.

**CHALLENGES**

Even in the midst of the current economic downturn, health care and education are two of the fastest growing sectors in the nation. The consolidation of health care in Western New York has placed additional pressure on the BNMC to sustain growth, absorb facilities from other locations and advance cutting-edge research and services.

The City of Buffalo is fortunate to have these economic drivers and major employment centers in such close proximity to one another.

However, there are existing facilities on the medical campus which are inadequate for its ambitions. Many properties warrant greater density and are in need of redevelopment; numerous sites are underutilized. Stronger integration of clinical care, education, research and business is needed and building in ways that leverage proximity similar to the vertical model of GVI/CTRC. The timing and funding of such collaborations increases the complexity of the development plan.

Finally, the campus will need to overcome the lingering (though misguided) perceptions about the safety of its downtown location. The BNMC needs to aggressively brand itself as a true “neighborhood”, complete with the type of amenities and events that attract people to the area beyond the medical workshifts.

BNMC member institutions have acknowledged these challenges and are interested in working together to develop the facilities and amenities that will match the development of the AHC brand.
A WHOLE BIGGER THAN THE SUM OF ITS PARTS

How will all the growth associated with an Academic Health Center come to the ground on the BNMC and what is the wider vision for the campus in the future?

Each of three largest BNMC institutions have developed facility or master plans for their respective properties. Kaleida Health, Roswell Park and the University at Buffalo are constantly evaluating their physical plant and responding to space pressures to enhance their missions, as are the other BNMC partners.

An objective of the BNMC Master Plan Update is to tally individual institution plans in order to understand where their differences lie and what potential there is for integration. The next section describes the growth expectations of member institutions and what happens when it gets aggregated toward the development of a single campus environment.

In order for the BNMC to fulfill its ambitions of becoming a nationally recognized AHC, the University at Buffalo’s five health science schools will need to be near the region’s leading tertiary care hospital and medical research concentrations. UB’s Schools of Medicine, Nursing, Public Health, Dental and Pharmacy will ultimately need to return downtown. It is this BNMC partner institution that we begin with in Section IV.

The major value of the AHC model is the ability to plan in an interdisciplinary fashion across various health science disciplines, leading to better education, better research initiatives and better clinical care.
IV. INDEPENDENT GROWTH PROJECTIONS

INTRODUCTION
There is an inherent challenge in planning for institutions whose plans change rapidly.
The transformations in health care delivery and the pressures to meet exceptional quality of clinical care requires that institutions constantly evaluate and re-evaluate their planning and construction goals.

A comprehensive overview of anticipated development on the medical campus for the short-term (5 years) and long-term (20 years) is therefore an elusive goal.

Nevertheless, an itemization of growth projections of the primary three institutions (University at Buffalo, Kaleida Health and RPCI) is an important place to begin to understand each institution’s vision as a way to identify where programmatic overlaps may occur.

This section represents an act of synthesis and an attempt to pull together individual plans of the partners. The next section that follows (Section V) identifies potential areas of collaboration and co-location.

Growth projections represent an initial act of synthesis to pull together and reconcile individual plans of the respective partners while recognizing that those plans change.

### BNMC DEVELOPMENT PROGRAM - 5 YEAR HORIZON (2010-2015)

#### North End Projects

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<th>PROJECT</th>
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<tr>
<td>SKILLED NURSING FACILITY</td>
<td>Kaleida Health</td>
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<td>I</td>
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<td>MEDICAL OFFICE BUILDING</td>
<td>Kaleida Health/developer</td>
<td>300,000</td>
<td>II</td>
</tr>
<tr>
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<td>Kaleida Health</td>
<td>87 beds</td>
<td>II</td>
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<tr>
<td>EMERGENCY DEPARTMENT**</td>
<td>Kaleida Health</td>
<td>10,400</td>
<td>I</td>
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<tr>
<td>CARDIAC ARREST**</td>
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<td>17,000</td>
<td>I</td>
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<td>CMHC RELOCATION</td>
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<td>16,800</td>
<td>I</td>
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<tr>
<td>CLINICAL and TRANSLATIONAL RESEARCH CTR. (CTRC)</td>
<td>UB</td>
<td>188,000</td>
<td>I</td>
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<td>BIOSCIENCES INCUBATOR</td>
<td>UB</td>
<td>40,000</td>
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<tr>
<td>MULTIMODAL TRANSPORTATION FACILITY</td>
<td>BNMC</td>
<td>(1600 cars)</td>
<td>II</td>
</tr>
<tr>
<td>*I = under construction</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>II = in design</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>III = in planning</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>**SUBTOTAL</td>
<td></td>
<td>967,900</td>
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#### Additional Projects

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>INSTITUTION/Project Sponsor</th>
<th>ESTIMATED SIZE (GSF) / UNITS</th>
<th>STATUS*</th>
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<tbody>
<tr>
<td>CLINICAL SCIENCE CENTER (Offices/Outpatient)</td>
<td>RPCI</td>
<td>120,000</td>
<td>II</td>
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<td>EDUCATIONAL OPPORTUNITY CENTER</td>
<td>UB</td>
<td>71,000</td>
<td>II</td>
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<tr>
<td>UB GATEWAY (M Wile Renovation)</td>
<td>UB</td>
<td>170,000*</td>
<td>I</td>
</tr>
<tr>
<td>INNOVATION CENTER</td>
<td>BNMC</td>
<td>109,000*</td>
<td>I</td>
</tr>
<tr>
<td>**SUBTOTAL</td>
<td></td>
<td>470,000</td>
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</tbody>
</table>

Above: By 2015, the BNMC will add over 40% of new development to its current footprint with 1,437,900 gross square feet of construction. (Note: not including the square footage of the new Multi-Modal Transportation Facility).

** Emergency Department and Cardiac Care facility actually expand within the footprint of the GVI/CTRC.
Above: The evolving long-range vision for the campus is to become a world-class Academic Health Center, where clinical care, medical education, health sciences research and practical applications are combined into one physical setting. To achieve this goal would require the University at Buffalo to relocate its five health science decanal units over a series of five phases and it is possible that all of UB’s new facilities will not be completed by 2030.

### BNMC DEVELOPMENT PROGRAM - 15 YEAR HORIZON (2015-2030)

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>INSTITUTION</th>
<th>ESTIMATED SIZE (GSF) / UNITS</th>
</tr>
</thead>
<tbody>
<tr>
<td>SCHOOL OF MEDICINE / BIOMEDICAL SCIENCES</td>
<td>UB</td>
<td>1,156,000</td>
</tr>
<tr>
<td>SCHOOL OF NURSING</td>
<td>UB</td>
<td>85,000</td>
</tr>
<tr>
<td>MD FACILITY</td>
<td>UB</td>
<td>200,000</td>
</tr>
<tr>
<td>CAMPUS LIFE / SUPPORT</td>
<td>UB / private developer</td>
<td>560,000</td>
</tr>
<tr>
<td>SCHOOL OF PUBLIC HEALTH</td>
<td>UB</td>
<td>232,000</td>
</tr>
<tr>
<td>SCHOOL OF DENTAL MEDICINE</td>
<td>UB</td>
<td>378,000</td>
</tr>
<tr>
<td>SCHOOL OF PHARMACY</td>
<td>UB</td>
<td>172,000</td>
</tr>
<tr>
<td>INCUBATOR</td>
<td>UB</td>
<td>328,000</td>
</tr>
<tr>
<td>OTHER ACADEMIC, ADMINISTRATION &amp; CAMPUS LIFE</td>
<td>UB</td>
<td>725,000</td>
</tr>
<tr>
<td>UNIVERSITY HOUSING</td>
<td>UB / private developer</td>
<td>660,000</td>
</tr>
<tr>
<td></td>
<td><strong>SUBTOTAL</strong></td>
<td><strong>4,496,000</strong></td>
</tr>
<tr>
<td>PARKING STRUCTURE</td>
<td>tbd</td>
<td>+/- (1600 cars)</td>
</tr>
<tr>
<td>CAMPUS SUBSTATION</td>
<td>tbd</td>
<td>tbd</td>
</tr>
<tr>
<td>PARKING STRUCTURE</td>
<td>tbd</td>
<td>+/- (1600 cars)</td>
</tr>
<tr>
<td>AMBULATORY CARE CENTER</td>
<td>Kaleida</td>
<td>100,000</td>
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<td>FUTURE BNMC EXPANSION (program TBD)</td>
<td>Kaleida</td>
<td>400,000</td>
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<td></td>
<td><strong>SUBTOTAL</strong></td>
<td><strong>500,000</strong></td>
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<tr>
<td>CLINICAL SCIENCE CENTER (CSC)</td>
<td>Roswell Park</td>
<td>120,000</td>
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<tr>
<td>SCIENCE BUILDING (post CSC)</td>
<td>Roswell Park</td>
<td>140,000</td>
</tr>
<tr>
<td>OFF CAMPUS DEVELOPMENT</td>
<td>Roswell Park</td>
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<td></td>
<td><strong>SUBTOTAL</strong></td>
<td><strong>260,000</strong></td>
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<tr>
<td></td>
<td><strong>GRAND TOTAL</strong></td>
<td><strong>5,256,000</strong>*</td>
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* A wide range of additional programs and amenities are not included in this number. When taking into account additional amenities and the expansion plans of other BNMC institutions, the projected buildout of the campus brings the total to approximately 5.3 million gross square feet from 2015-2030 and beyond, nearly doubling the current campus footprint.
The University at Buffalo Downtown Campus

“The University at Buffalo’s plans for a Downtown Campus involves nothing less than the creation of a world class center of clinical practice, medical education, health sciences research and the translation of new knowledge into practical applications – one that will rival other urban medical centers across the nation. The health sciences will continue to be a key economic sector in the 21st century and Buffalo can and should be prepared to compete in that important arena”. (From the introduction to the UB2020 Downtown Campus).

“BUILDING UB”

The Comprehensive Physical Plan, released in 2009, was the result of over two years of collective work. The plan outlines ambitious growth strategies for all three of the university’s campuses: North, South and Downtown.

The University at Buffalo has long had a presence downtown. The Ira G. Ross Eye Institute, the Research Institute on Addictions, the Jacobs Executive Development Center and the NYS Center of Excellence in Bioinformatics and Life Sciences contain an assortment of academic and community engagement programs totaling more than a half million gross square feet.

Three UB projects currently underway (identified as Phase 1 and listed below) are strengthening the school’s research, educational, civic engagement missions in the city.

UB DOWNTOWN GATEWAY

The “UB Downtown Gateway” is two interconnected buildings. To the south end of the campus, renovations to the historic early 20th century daylight factory (commonly referred to as the M. Wile Building), has given new life to this precinct. The former industrial building is now home to a wide variety of civic engagement programs such as the UB Regional Institute. This building will be directly connected via an atrium to a new building located directly to the south. UB’s Educational Opportunity Center will provide educational services, job training and employment services for adult learners.

NORTH END PARTNERSHIP

On the north end of the campus, the UB Clinical and Translational Research Center and Biosciences Incubator is situated atop Kaleida’s Global Vascular Institute. This hybrid building represents the most integrated model of research, education and patient care coming to ground on the BNMC.

These three UB developments will add approximately 1,800 students to downtown. While the North and South Campuses for the University at Buffalo will remain strong centers of excellence, within the next few years the image and intensity of educational opportunities at the Downtown Campus will become

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**UNIVERSITY AT BUFFALO - LONG TERM BUILDOUT (2010-2030+)**

<table>
<thead>
<tr>
<th>PHASE</th>
<th>PROGRAM</th>
<th>ESTIMATED SIZE (GSF)</th>
<th>STUDENTS</th>
</tr>
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<tbody>
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<td>SCHOOL OF MEDICINE/BIOMEDICAL SCIENCES</td>
<td>1,156,000</td>
<td>3,345</td>
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<td>II</td>
<td>SCHOOL OF NURSING</td>
<td>85,000</td>
<td>1,073</td>
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<tr>
<td>II</td>
<td>MD FACILITY</td>
<td>200,000</td>
<td>incl. above</td>
</tr>
<tr>
<td>II</td>
<td>PHASE II UB CAMPUS LIFE/SUPPORT (on and off campus)</td>
<td>560,000</td>
<td>na</td>
</tr>
<tr>
<td>III</td>
<td>SCHOOL OF PUBLIC HEALTH</td>
<td>232,000</td>
<td>1,760</td>
</tr>
<tr>
<td>IV</td>
<td>SCHOOL OF DENTAL MEDICINE</td>
<td>378,000</td>
<td>556</td>
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<td>IV</td>
<td>SCHOOL OF PHARMACY</td>
<td>172,000</td>
<td>1,859</td>
</tr>
<tr>
<td>IV</td>
<td>INCUBATOR</td>
<td>328,000</td>
<td>na</td>
</tr>
<tr>
<td>V</td>
<td>OTHER ACADEMIC, ADMINISTRATIVE &amp; CAMPUS LIFE</td>
<td>725,000</td>
<td>na</td>
</tr>
<tr>
<td>V</td>
<td>UNIVERSITY HOUSING</td>
<td>660,000</td>
<td>tbd</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>4,496,000</strong></td>
<td><strong>8,593</strong></td>
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</table>
significantly stronger. Collectively, these projects create extended interaction with the broader community and demonstrate a commitment of UB to strengthen its physical presence and educational mission downtown.

While the UB Downtown Campus seeks to infill on sites within the BNMC, attractive development opportunities in the surrounding areas will emerge with a host of campus life, administration and support functions in tandem with the downtown migration of UB and the growth of partner institutions.

As the student and staff base grows, demand will increase for retail services, entertainment, professional services, housing and improved transit on and off the campus.

UB's Downtown Campus is as much an act of “city-building” as building a “campus”, but development will not occur all at once. The university's growing presence on the BNMC is incremental but substantial. The goal is clear and the timetable is flexible depending on economic and political realities.
Roswell Park Cancer Institute (RPCI)

Above: RPCI’s Main Hospital Tower was built as part of the Major Modernization Project and is the institution’s front door along Carlton Street.

BACKGROUND
The Roswell Park Cancer Institute is one of the oldest National Cancer Institute-designated comprehensive cancer centers in the United States. It is the only upstate New York facility to hold the National Cancer Center designation of “comprehensive cancer center” and to serve as a member of the prestigious National Comprehensive Cancer Network.

The Roswell campus spans 27 acres in the center of the BNMC with 16 buildings and approximately 1.6 million square feet of space.

Past Planning Initiatives
MAJOR MODERNIZATION PROJECT
From 1992 to 2001, Roswell Park drastically altered its physical plant on the BNMC. The “Major Modernization of Roswell Park” demolished many outdated facilities and added over 120,000 square feet of new space. The impressive Hospital Building, completed in 1998, houses a comprehensive diagnostic and treatment center. It has become the “front door” and iconic image for the institution.

In terms of physical redevelopment, no large BNMC institution has accomplished more in the last decade than Roswell. The Major Modernization Plan transformed its campus around the primary open space of Kaminski Park and Gardens (still being completed when the initial BNMC Master Plan began). The $300 million Major Modernization Project finally gave Roswell Park a physical environment befitting its national reputation.

FACILITIES MASTER PLAN
RPCI conducted a Master Facilities Plan in 2006. Conducted by the Boston-based firm of Shepley Bulfinch Richardson & Abbott, internal drivers for the planning stemmed from the need to optimize existing under-spaced units, increase research capabilities and develop a reuse plan for decommissioned facilities. Strategies for increasing internal connectivity and addressing the severe parking shortfall were also explored. Site development options were tested (on land owned by RPCI), indicating a maximum build-out potential of more than 1 million square feet.

In addition to development capacity, the plan evaluated programmatic efficiencies, established highest and best uses for existing spaces and set into motion internal configurations that could distribute non-critical support functions to less central locations off-site. As urban campuses grow, more and more institutions are relocating
administrative spaces and/or non-essential programs elsewhere to allow core programs to expand. Roswell is now at maximum capacity in terms of office and clinic space, despite numerous internal reconfigurations to optimize space utilization and moving non-essential programs off site.

Roswell anticipates a growth of 4,000 employees over the next ten years. Thus, it has been considering numerous on-campus and off-campus options for development that advance the Facilities Master Plan.

Near term initiatives

**CLINICAL SCIENCE CENTER (CSC)**

Roswell’s top priority is the development of a Clinical Science Center (CSC). Currently in the initial design stages, a gateway site has been identified at the corner of Michigan Avenue and Carlton Street on land owned by RPCI. The corner is an important intersection for the campus and Fruit Belt neighborhood, with high visibility for patients, visitors, and staff. The facility will have multiple internal floor connections to the Main Hospital as well as the Grace Cancer Drug Center.

Mid to Long Term Initiatives

**WOMEN’S CANCER FACILITY**

Still in the conceptual stages, RPCI is studying the viability of a cancer screening facility on the northeast corner of Michigan Avenue and Carlton Street, directly across from the CSC.

**SCIENCE BUILDING**

The Carlton House site will continue to service RPCI for the near future for prevention programs, offices and records. However, the current building does not warrant major investment in renovations. The site is well positioned for reuse within the core precinct of the Roswell campus.

**WET LAB RESEARCH BUILDING**

Connected to the Cancer Cell Center directly south of the Carlton House site, this narrow parcel is ideal for lab expansion along Ellicott and Carlton Streets.

**CLINICAL FACILITY / HOSPITAL TOWER EXPANSION**

The largest development project and next significant clinical expansion for RPCI will likely occur along North Oak Street. This building could be connected to the Main Hospital by an expanded lobby that fronts Kaminski Park. The key site expands clinical functions in the direction of Buffalo General Hospital’s A Tower.

**SHARED UTILITIES**

In addition to the above development needs, Roswell is seeking to initiate a campus-wide utility plan and pursue discussions about a strategically-located substation on the west side of the BNMC. This critical infrastructure would reduce the amount of line loss for common steam and water service.

**COMMUNITY OUTREACH**

RPCI has been active in community engagement and outreach, working with the Community Action Organization (CAO) in the Fruit Belt. Initial (pro-bono) studies for a Community Wellness and Neighborhood Development Center have been emerging with representatives of the CAO and UB.

The initiative - still in the programming and space planning stages - would bring a new multi-purpose community center to a location near the BNMC. High Street has been identified as a priority investment area by residents, building on existing neighborhood assets.

Above: Roswell’s 2006 Facilities Plan identified a potential site capacity of 1 million square feet on land it currently owns. (Image courtesy of Shepley Bulfinch).
Past Planning initiatives

BACKGROUND
Kaleida completed a Site Master Plan Study for the Buffalo General Hospital/High Street Campus in October 2007 by Architectural Resources. The plan was developed further by Cannon Design. The purpose of the plan was to provide a high level analysis of potential growth and development opportunities within and adjacent to Kaleida Health’s existing campus boundary.

The study considered the importance of connections, circulation and parking. Approximately 14 acres were identified for potential new development. Proposed development on those parcels included six buildings totaling over 1 million square feet and structured parking for 2,380 cars.

The demolition of vacant and/or deteriorating buildings such as the Hamlin House, 50 High Street and the Community Mental Health Center (CMHC) have opened up new opportunities for development on these strategic sites and enabled projects such as the GVI to move from planning to implementation.

Current initiatives

NORTH END PROJECTS
The North End (defined by Maple Street, High Street, Main Street and East North Street) is the area on the BNMC that will see the greatest amount of construction activity in the next five years. Just as Roswell Park significantly altered its physical presence on the Buffalo Niagara Medical Campus in the 1990’s, Kaleida Health is now poised to do the same.

Over 1.4 million square feet of new construction will emerge on property owned by Kaleida in the next five years. The four projects associated with the plan are estimated to bring an additional 2,000 permanent employees to the campus and more than 60,000 additional patients and visitors each year. The four projects that comprise the North End development bring together world-class clinical care, research, medical education, office and support spaces.

Recent initiatives

GLOBAL VASCULAR INSTITUTE (GVI) / UB CLINICAL AND TRANSLATIONAL RESEARCH CENTER (CTRC) AND UB BIOSCIENCES INCUBATOR (BI)
The 500,000 square foot GVI/CTRC is the first of four North End Projects to break ground. The project establishes a vertical prototype for combining clinical care, research and educational spaces together in one state-of-the-art facility. The building is emerging as a model for institutional co-location and collaboration and integrates clinical, research and academic disciplines in new and innovative ways.

The structure is located directly north of Buffalo General Hospital’s A Tower, requiring the closure of Goodrich Street between Ellicott and Michigan. The ground floor of the new building significantly upgrades the Emergency Department (ED) for the hospital, making it the largest ED in Upstate New York. The middle portion of the building is dedicated to the integration of the stroke and cardiovascular Center of Excellence and the upper portions contain UB research and incubator spaces.
SKILLED NURSING FACILITY
The Skilled Nursing Facility, located to the east of Michigan Avenue, provides three hundred beds and consolidates long-term care spaces from Deaconess Medical Center and Millard Fillmore Gates Hospital. The massing of the building aims to make its presence less institutional by relating to the domestic scale of its surroundings. The 200,000 square foot building is an appropriate transition between the primary clinical care functions of the hospital and the predominantly residential Fruit Belt neighborhood.

MEDICAL OFFICE BUILDING
The Medical Office Building is a collaboration between a private developer (Ciminelli Development), BNMC Inc. and Kaleida Health. The building will provide new class-A medical office space to support the surrounding development. The elevation change of the property (between Main, Ellicott, High and Goodrich Streets) will allow for below-grade parking to partially meet the needs of the building and to replace existing surface spaces that will be lost due to the site’s redevelopment. A portion of the lower floor will contain retail and support activities that will enliven both the building and street edges of High and Main.

MULTI-MODAL TRANSPORTATION STRUCTURE
To accommodate the increase in traffic demand generated by the North End Projects and to partially address the existing shortfall, a new Multi-Modal Transportation Structure is planned. The facility will house over 1,600 cars and dedicate space for shuttle services and bicycle storage.

The transportation planning team of Howard/Stein-Hudson and Walker Parking consultants identified the first site for new facility at the intersection of High Street and Michigan Avenue. This site was selected after careful analysis of several alternate locations that considered key operational and environmental factors.

WOMEN’S AND CHILDREN’S HOSPITAL
Discussions surrounding the move of Children’s Hospital from Bryant Street (where it is currently located) to the medical campus have taken place since the BNMC was first formed.

As the medical campus becomes a stronger center for clinical care delivery, the viability of this scenario becomes even more likely. Though its exact location on the medical campus is unknown, the facility could have direct connections to the BGH tower, nearby parking facilities and potentially even Roswell Park.
V. OPPORTUNITIES FOR COLLABORATION

Analysis Of Individual Plans
Section IV: Independent Growth
Projections looked at the plans of UB, RPCI and Kaleida Health as a way to itemize individual institutional needs. There is value in understanding the ambitions, magnitude and relative priorities of the three largest BNMC partners.

But the true opportunity for the medical campus lies in leveraging the partnerships between them and seeking stronger connections with all of the institutions and the adjacent neighborhoods.

There are pitfalls for individual developments that are built in the wrong location at the wrong time and in a density that diminishes the possibility for linkages and partnerships. Individual projects planned in isolation can also syphon away opportunities to enhance open space networks and other shared amenities or (even unintentionally) isolate partner institutions from parking, transit or service access.

This section seeks to amplify program elements that have emerged in previous discussions and identify ways in which specific programs could be aligned that advance the integration of research, teaching, clinical care and campus services throughout the BNMC.

One of the best ways to achieve this goal is to more fully integrate UB’s health science schools with partner institutions. A Community Engaged Academic Health Center - where teaching, research, clinical care and entrepreneurship occur in close proximity - is the glue that will hold individual projects together.

UB GROWTH STRATEGY
The growth of UB’s Downtown Campus will drastically transform the physical make-up of the BNMC. However, it is destined to occur incrementally and evolve over time as real estate and funding allows.

Regardless of the physical configuration that the five health science units eventually take on the Downtown Campus, four core principles identified in UB’s Comprehensive Physical Plan will guide the decision making process. They are strongly supported in this BNMC Master Plan Update.

Coatless connections: There is a high priority for immediate proximity between facilities with related programs and a continuum between research, education and clinical practice.

Critical Mass: UB needs a recognizable physical presence that can best be achieved through a concentration of their own facilities. Where possible, new facilities will be in strategic locations which strengthen existing and facilitate new partnerships throughout the campus.

Respect for Context: An intensive, multi-partner infill growth strategy is sought that makes connections between institutions, fills in existing gaps in the streetwall and is mindful of neighborhood scale and urban design characteristics of the BNMC.

Access to Transit: UB needs to facilitate movement between and throughout its three campuses by maximizing opportunities for public transit while minimizing parking requirements, traffic and environmental impacts.

The GVI/CTRC saved approximately $15 million by co-locating institutions and building together. This project should be embraced as a hybrid model for moving forward.

RPCI’S GROWTH STRATEGY
In terms of institutional identity, RPCI views both Carlton Street and Michigan Avenue as the front door to their campus. Many entrances to existing and future facilities currently face or will face Carlton Street which runs through the center of Roswell’s campus.

Roswell envisions that there will be a greater concentration of new research facilities around those that already exist to the south of Carlton Street. Less research space will exist on the north side of Carlton, with that area being increasingly dedicated to clinical and administrative functions. RPCI is destined to grow on sites surrounding their core research and clinical facilities. As institutional pressures dictate, less critical care functions will move to locations off campus.
**KALEIDA HEALTH’S GROWTH STRATEGY**

Kaleida’s plans represent intense redevelopment on property it already owns and occupies. Their development strategy focuses on replacing outdated facilities in a manner that builds out from the GVI site. The closure of Goodrich Street for the expansion of the Emergency Department and the construction of the GVI provides an east-west spine around which the hospital will grow. Acute care is and will be centered around the BGH Tower.

 Portions of the Main Street edge in Allentown have been identified for behavioral health programs and many are now occupying historic buildings that had been vacant. The Skilled Nursing Facility is an ideal buffer to the small scale, residential fabric of the Fruit Belt east of Michigan Avenue.

**Opportunities For Synthesis and Shared Facilities**

There is a maximum distance for effective collaboration: the closer, the better. New partnerships will emerge much more quickly if spatial relationships between clinical care, research and education are near one another. While BNMC partners are, by and large, on adjacent sites, new opportunities to co-locate are taking shape.

Partnerships that are directly adjacent to one another are possible in areas of Patient Care, Education, Academic Services, Research, Medical Office Facilities and Campus Services (See programmatic list to right). These relationships are facilitated by geographic proximity.

### Potential Shared Programs

Kaleida Health provided an initial list of programmatic elements that could potentially be co-located and coordinated with BNMC partners. This list represents one partner’s vision and establishes a springboard for discussion.

#### PATIENT CARE

- GVI Specialty Centers: Neuro, Heart, Vascular
- General Surgery
- General Medicine
- Medical Rehab Unit
- Orthopedics
- Transplant
- Geriatrics
- Mental Health
- Bariatric
- Critical Care
- Emergency Medicine
- Imaging
- Dialysis
- Ambulatory Care, Surgery and Clinics
- Clinical Laboratories
- Blood Center
- Outreach

#### HEALTH PROFESSIONAL EDUCATION CENTERS

- Nursing
- Primary and Specialty Clinics
- Pharmacy
- Dental
- Integrated Teaching (incl. nursing)

#### ACADEMIC SERVICES

- Health Education
- Library
- Classrooms and Conference spaces
- Simulation Labs

#### RESEARCH THEMES

- Centers and Institutes
- Research Offices
- Core animal testing facilities
- Incubator/entrepreneur spaces
- Wet and dry labs

#### MEDICAL OFFICE BUILDING

- General retail (drycleaning, concierge service, etc.)
- Health related retail (pharmacy, orthotics, eyeglasses, etc.)
- Wellness facility
- Childcare
- Adult Day Care
- Administrative spaces
- Spiritual Center

#### FACILITIES

- Parking and Transportation
- Power Plant
- Receiving
- Bio/Hazardous staging
- Green space / park areas
- Food service
- Laundry

#### CAMPUS SERVICES

- Transportation
- Public Safety
- Activities

Source: KSA Planning, BGH/Gates Site Strategic Planning, Integration Team (September 2008).
Hybrid models that integrate institutions have the ability to increase efficiencies and decrease costs through cooperative planning and management of resources. Hybrid models create opportunities to share space, increasing interaction and enhancing dialogue. It is unrealistic for every new building to contain a blending of programs. **However, a central principle for the future of the BNMC must be interconnectivity.**

With increased interconnectivity, there is convenience for patients and medical staff alike. Increasingly, one can find a faculty member who teaches at UB, conducts research at HWI or RPCI and is also on rounds at Buffalo General.

**An Integrated Approach**

**THE HORIZONTAL MODEL**

At the time it was completed in 2005, the Buffalo Life Sciences Complex (BLSC) represented a new, horizontal model of integration with three BNMC institutions located side by side: the Hauptman-Woodward Institute, University at Buffalo and Roswell Park. The three became even more integrated with a pedestrian bridge spanning over Ellicott Street.

**THE VERTICAL MODEL**

The GVI/CTRC represents the next evolution of an integration model that is stacked vertically. As opposed to a horizontal alignment, this building represents savings in infrastructure, utilities and servicing. **The GVI/CTRC saved approximately $15 million by co-locating institutions and building together on top of one another. In many instances, this project should be embraced as a model moving forward.**

The question has been asked: “Can the stars align again for the next large scale project that brings together multiple institutions?” For example, there are obvious synergies that would combine the Medical Office Building (MOB), Ambulatory Surgery Center (ASC) and UB School of Public Health.

The long range plan may also hold the possibility of bringing the Women and Children’s Hospital to the BNMC from its current location on Bryant Street. This move would enable another hybrid building that could combine with UB’s College of Nursing.

**INCREMENTALISM**

There is pressure to move in smaller steps. Some schools - what UB identifies as the “big building blocks” - are simply too big to move at once onto the Downtown Campus in any one year. At best, the university anticipates funding allocations between $50 to $60 million at a time which stymies larger aggregations. Timing is critical, and hybrid planning needs to anticipate an aggregation strategy over the course of three to four years. **Immediate needs unfortunately do not always align with the long range vision.**

The downtown migration of the university, even in smaller steps, will greatly increase the opportunities for programmatic synergy and add vitality to the campus. Classrooms, simulation labs, wet and dry labs, administrative offices, medical and outpatient care offices, core biomedical research facilities and supportive functions will be needed.

In addition, a medical research library and technology support center and a conference center with lecture halls and breakout rooms are all integral to the notion of an Academic Health Center.

In addition to clinical, research and educational opportunities, there are a host of non-medical but complementary uses that will benefit immensely from collaboration with other BNMC institutions (see Missing Elements on next page).

**PRECINCTS**

Within the 120 acre BNMC boundary, a pattern is loosely emerging with clinical care situated to the north around Buffalo General Hospital and research to the south with HWI, portions of RPCI, the BLSC and the Innovation Center. Education is an excellent fit situated in-between, linking teaching, patient care, research and entrepreneurial activities and encouraging faculty and staff to develop innovative solutions to complex health problems.

Above: Precincts are slowly emerging on the BNMC with clinical care clustered to the north, research concentrated to the south and educational and entrepreneurship as the glue that binds them together.
Missing Elements
What are some of the elements necessary to enable an Academic Health Center to become a reality?
- relocation of health science schools
- a new shared library facility
- gathering spaces to create a sense of community
- flexible shell spaces that can respond to emerging programs and grant requests
- retail spaces that are medical-related in addition to general retail needs
- coordinated parking, transportation, and wayfinding
- campus wide safety and security
- hotels for visitors and patients
- conference center
- housing opportunities for residents and graduate students

Implementing Collaborative Projects
Collaborative projects like the GVI/CTRC are not easily accomplished. They require constant communication and dialogue within and across institutional partners. They demand innovative financing solutions that coordinate complex funding streams. Moreover, it is difficult to simply build shell space in anticipation of future alliances when funding mechanisms do not allow it. The mix of land ownership on the BNMC adds to the complexity even more.

Nevertheless, in challenging economic times with scarce resources, partnerships are more important than ever in stretching the funding that is available.

The advantages of larger, vertically or horizontally aligned buildings with greater synergies between institutions can often outweigh the disadvantages of bringing them together. When collaborative projects are implemented, they become tangible demonstrations of the BNMC’s principle to seek cooperative collaborations and community solutions.

Fortunately, the organizational structure of the BNMC is developing in such a way to facilitate the implementation of future collaborative models. With the creation of Project Management Groups that focus on implementation and Work Councils that have demonstrated success in enhancing communication, the innovative GVI/CTRC model is just the beginning.

The next section: Planning Context places the growth of the medical campus in relationship to the city and neighborhood strategies to make sure the BNMC is a catalyst for economic development and physical improvement surrounding the campus.
Often, the best laid plans are those that advance existing plans and initiatives. This Master Plan Update builds from and seeks to advance a number of concurrent or recently completed initiatives on and around the BNMC.

In addition to pulling together the individual growth plans of the three largest medical institutions, this document references the “Four Neighborhoods, One Community Plan” that developed strategies for Allentown, the Fruit Belt and Downtown in relationship to the BNMC (Sasaki/Madden Planning Group).

Other documents referenced include: The Queen City in the 21st Century: The Buffalo Comprehensive Plan and the Queen City Hub: A Regional Action Plan for Downtown Buffalo. The two Neighborhood Strategies which bookend this BNMC Update are envisioned to serve as local Area Plans. This concept was recommended in the “Queen City Hub” which focused on five Strategic Investment Areas, of which the BNMC, Allentown and the Fruit Belt are an integral part.

This Update also references the Howard/Stein-Hudson and Walker Parking Consultant’s Comprehensive Transportation Study and the University at Buffalo’s 2020 Building UB Comprehensive Physical Plan.

Density and Scale
As the BNMC continues to expand, recognition that its neighbors become or remain vital is increasingly important. As the campus itself prospers, so too should Allentown, the Fruit Belt and all of Downtown.

Most urban medical campuses expand in one of three ways:
1.) they acquire land on the periphery and grow outward;
2.) they demolish older, obsolete buildings at the core and grow upward; or
3.) they disperse units of operation away from the center of campus to enable more critical services to expand.

To varying degrees on the BNMC, all three models are operating simultaneously and will likely continue to do so into the future. Nevertheless, building in the core of the campus and seeking to achieve greater density will enable the BNMC to meet its growth expectations. Ensuring the future vitality and expansion of clinical, research, educational and business operations on the campus is crucial to its success and densification is key.

A great deal of development can take place within the existing campus boundaries. A Floor Area Ratio (FAR) that doubles the BNMC’s current density (from 0.7 to +/- 1.5) will still not meet growth needs without additional land acquisition, but there is a great deal of land that could be redeveloped with higher densities and in closer proximity to one another.

Compared with other nationally renown medical centers, the BNMC is less dense (See table on facing page.) The plan builds up in scale from the neighborhood edges towards the center. The highest density for the BNMC is envisioned around Ellicott Street and High Street.
COMPARABLE MEDICAL CENTER DENSITIES

<table>
<thead>
<tr>
<th>Name</th>
<th>Institutions</th>
<th>GSF</th>
<th>Acres</th>
<th>FAR*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rochester Medical Center</td>
<td>16</td>
<td>1 million</td>
<td>100</td>
<td>0.25</td>
</tr>
<tr>
<td><strong>Buffalo Niagara Medical Campus</strong></td>
<td>9</td>
<td><strong>3.4 million</strong></td>
<td><strong>120</strong></td>
<td><strong>0.7</strong></td>
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<td>Texas Medical Center</td>
<td>46</td>
<td>42 million</td>
<td>1000+</td>
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<td>Washington University at St. Louis</td>
<td>7</td>
<td>7 million</td>
<td>155</td>
<td>1</td>
</tr>
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<td>Cleveland Clinic</td>
<td>12</td>
<td>9 million</td>
<td>140</td>
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<tr>
<td>Longwood Medical Campus</td>
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<td>17.5 million</td>
<td>125</td>
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<td>Johns Hopkins Medical Center</td>
<td>5</td>
<td>8.6 million</td>
<td>57</td>
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</tbody>
</table>

*FAR = Floor Area Ratio

Above: In the context of other nationally recognized Academic Health Centers, the Cleveland Clinic is twice as dense as the BNMC. John’s Hopkins Medical Center is five times as concentrated with much more development on less land.
Four Neighborhoods, One Community

Four Neighborhoods, One Community began in 2007 with the recognition that the medical institutions and the city are committed to working together to harness their respective strengths. The four neighborhoods are Allentown, the Fruit Belt, Downtown and the BNMC. The collaborative neighborhood planning effort was conducted by Sasaki Associates/Madden Planning Group.

The purpose of the neighborhood studies were to identify the issues that were specific to Allentown and the Fruit Belt, develop implementation strategies that build on recent and ongoing momentum and establish support for action and investment in the neighborhood.

Planning in both neighborhoods involved a comprehensive consultation process that included interviews with a wide variety of stakeholder groups from the public, private and non-profit sectors.

Since each of these “neighborhoods” is quite distinct, they each must build on unique strengths and confront distinct sets of issues. Together, the “one community” seeks to evolve into a center of employment, research, health care services, education, a variety of housing opportunities and the retail and entertainment amenities that come from a vital urban setting.

The transition between the medical campus and the Fruit Belt neighborhood must be carefully considered to take advantage of proximity while also mediating building scale, character and use.

Above: Composite plan of the UB 2020 Downtown Campus Plan and the Neighborhood Strategies of Allentown and the Fruit Belt. The darker red color in the neighborhood plans represent a strengthening of the High Street, Allen Street and Elmwood Avenue corridors.
Above: The Master Plan Update emphasizes densification in the core of campus with maximum building heights scaling down to address Allentown and the Fruit Belt. The edges between the BNMC and the neighborhoods should be geared toward amenities and shared services and at a scale of building that does not overwhelm the neighborhoods.
**Fruit Belt Neighborhood Strategy**

When planned thoughtfully and in collaboration with partner institutions and local government, institutional expansion can be a major catalyst in neighborhood revitalization. Medical institutions can play an even greater role in the community if steps can be taken to capitalize on the strength and vitality of these business enterprises.

As with college campuses, medical campuses often have strongly defined boundaries. More often than not, these boundaries are demarcated by a “hard edge”, such as the juxtaposition of a large scale structure directly adjacent to single-family homes. An equally prevalent tension is created by large expanses of surface parking or vacant land adjacent to the institution. **Neglect or underutilization of the environment surrounding institutions represents a lost opportunity to physically, socially and economically engage the community.**

**MICHIGAN AVENUE**

Increasingly, BNMC member institutions are a player in acquiring land on the east side of Michigan Avenue, in addition to private developers and community organizations. In addition, some individuals are capitalizing on the short-term demand for surface parking and hoping to benefit from the potential long-term opportunities of institutional development.

As stated in the “**Fruit Belt Neighborhood Strategy**”, the interface of the medical campus and the Fruit Belt neighborhood along Michigan Avenue is a priority area due to the active development of medical campus programs. The transition between the medical campus and the Fruit Belt neighborhood must be carefully considered to take advantage of proximity while also mediating building scale, character and use.

**RECOMMENDATIONS**

The Michigan Avenue corridor should support mid-rise heights and densities that transition from the residential scale of neighborhood to the adjacent institutional buildings.

**POINTS OF POTENTIAL CONFLICT**

Tensions between medical campuses and their surroundings can be the result of too much building or too much space. The key to integration is finding the right balance.

Future medical related uses on the eastside of Michigan need to enhance the pedestrian experience and balance clinical care with neighborhood amenities. Surface parking lots should be minimized on the primary east-west neighborhood corridors.

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*Above Street section of Carlton Street: Recommended infrastructure investments along key corridors of the Fruit Belt include: new pedestrian-scaled lighting, street trees, sidewalks and crosswalks, creating a more welcoming environment for the neighborhood. (Image taken from 2005 Chan Krieger & Associates Neighborhood Action Plan).*
Actions Items for Moving Forward: Fruit Belt

The “Fruit Belt Neighborhood Strategy” highlights key recommendations for the area east of the BNMC. The implementation strategy defines a set of initiatives and identifies the participants, organizations, and sectors necessary to realize each initiative. The implementation strategy consists of the following six elements:

**BUILD A UNIFIED VOICE**
- With facilitation by the City, LISC, BNMC and /or UB, identify the representative Board members for a Fruit Belt partnership
- Clarify shared goals and define the mission and capacity of each of the member organizations’
- Refine the agenda for the next 12 months, building on the recommendations in the report as appropriate
- Identify potential sources of funding for staff support

**AMEND THE REGULATORY ENVIRONMENT**
- Community review of the Fruit Belt Neighborhood Plan
- City review of the Plan, with identification of additional Area Plan requirements
- City approval of Fruit Belt Area Plan
- Review the status of the Urban Renewal Plan and amendment as necessary
- Update the Fruit Belt zoning as part of the citywide zoning effort

**CREATE A WORKFORCE DEVELOPMENT STRATEGY**
- Conduct a workforce needs assessment through the BNMC human resources departments
- Develop a coordinated strategy with the relevant stakeholders including the BNMC, Fruit Belt community organizations, and local educational institutions to address education, training and placement opportunities

**ESTABLISH A LAND BANK PROGRAM**
- Identify potential funding sources that support property acquisition and land banking, including government programs as well as private foundations
- Assemble and maintain an inventory of vacant property and property ownership in the Fruit Belt
- Identify actions required to facilitate sales of individual properties, such as title clearance or environmental remediation
- Assign potential functions for vacant properties (i.e.: side lot transfer, parcel assembly, buildable lots and parking)
- Set priorities for the use of property in accordance with the Neighborhood Strategy Plan, such as housing, commercial or civic use

**CREATE A FRUIT BELT COMMUNITY DEVELOPMENT CORPORATION (CDC)**
- Establish partnerships with and seek funding from the City of Buffalo, the BNMC, LISC and other intermediaries
- Establish a board of directors and appoint an executive director
- Determine where and how the Fruit Belt CDC should focus its initial efforts
- Continue to focus fundraising efforts at the local, state, and national levels
- Develop a physical presence in the Fruit Belt neighborhood

**FRUIT BELT AS A COMMUNITY DEVELOPMENT DEMONSTRATION PROGRAM**
- Focus on a code enforcement effort with funds for demolition of dilapidated structures
- Actively promote home ownership in the neighborhood by targeting city and other non-profit resources
- BNMC should consider developing an employer-assisted homeownership program targeted to the Fruit Belt
- BNMC should identify opportunities to improve human and social capital with health education and screening, and offering job readiness programs for low income, permanent residents
- Gain approval from the city for an Area Plan with ongoing community input and additional detail.
Allentown Neighborhood Strategy

**MAIN STREET**

As stated in the “Allentown Neighborhood Strategy”, the interface between the medical campus and Main Street is a top priority. Main Street is the city’s primary address, and a corridor that would benefit from greater density, a mix of uses that are oriented to the street and active, pedestrian-oriented ground floor activities.

The regeneration of Main Street will mark a tremendous transformation for both Allentown and the Buffalo Niagara Medical Campus. Improvements to the streetscape and adjacent uses will extend the positive impact of the reconstruction of Main Street at Buffalo Place, reestablishing the prominence of this major city corridor. With the Allen Street NFTA station as a centerpiece, Transit-Oriented Development (TOD) could provide the additional density, residents and retail space to increase ridership and make the street itself more vibrant.

The rehabilitation of Main Street is likely to attract more hospital employees to leave the medical campus and invigorate the eastern end of Allen Street. Strategic projects such as Main Street streetscape improvements, Allen Street extension, and investment in the Red Jacket and its retail frontage will further strengthen this connection.

New infill development and restoration of historic buildings could accommodate a wide variety of uses, including medical office spaces, research companies and other spin-off businesses from the BNMC, as well as residential and retail uses. New development, however, should meet the highest design standards and be built with the height and density sufficient to define the width of the Main Street right-of-way.

Some institutional expansion is already occurring along Main Street. In an effort to help revitalize the corridor and keep important mental health services near their core campus, Kaleida has located behavioral and community health programs from the GVI site to vacant buildings along Main Street.

**Points Of Potential Conflict**

**SCALE**

The entire Allentown neighborhood is designated as a Local Preservation District. Therefore, new construction needs to be sensitive to the quality and scale of the existing architecture. The Main Street corridor should support mid-rise heights and densities that transition from the scale of the nearby institutional towers to the six to eight story historic Main Street Buildings. However, a number of buildings constructed in the 1990’s have been built to one and two stories only, undermining the character and definition of the street.

**PARKING**

Consideration should be given to the ability to share parking assets with the BNMC in lots and structures that are underutilized in the evening hours and would fit the needs of people shopping or dining in Allentown. This would require a safe and secure street experience between the BNMC and Allentown.

Right: Main Street acts as a physical and psychological barrier between the BNMC and Allentown.
Actions Items for Moving Forward: Allentown

The “Allentown Neighborhood Strategy” highlights the key recommendations for the area west of the BNMC including: a Main Street Strategy, Retail Strategy, Infill and Improvement Strategy and a Regulatory Strategy. Key Action items under those categories are:

**MAIN STREET STRATEGY**
- Establish/enforce higher standards of design for new buildings
- Make façade grants available to transform existing facades
- Invest in Main Street streetscape and infrastructure
- Advance NFTA TOD Stations and Allen Street extension
- Organize a Task Force of the city, Allentown Association, BNMC and property owners to address problem properties
- Enforce city codes and HUD program inspections
- Promote greater density throughout
- Where appropriate, encourage the assembly of smaller sites with adjacent properties for redevelopment
- Develop corner lots and promote active retail uses on these corners where possible
- Limit building demolition for surface parking along Main Street

**RETAIL STRATEGY:**
- Encourage consistent maintenance of storefronts and restaurants
- Encourage retailers to regularly update merchandise displays
- Coordinate with the city and/or private foundations to assemble funding sources for façade and signage improvements and make those available for businesses
- Continue to advocate for streetscape repairs, maintenance and investment
- Outreach to successful retailers to ensure positive landlord relationships
- Recruit independent retailers that will complement existing uses
- In coordination with Allentown Association, assist with retail recruitment and cultivate local entrepreneurs and talent
- Address building vacancies, parking needs, egress issues and other deterrents to retail uses
- Encourage a mix of uses on upper floors with prime retail frontage on ground floors
- Prohibit drive-through uses and fast food franchises
- Discourage demolition of buildings for surface parking lots
- Infill development should be designed to accommodate retail uses on the ground floor
- Make infill a high priority on corner lots and target corner retail uses
- Non-retail uses should be encouraged to have facades that are open and visible to the street

**INFILL/IMPROVEMENT STRATEGY**
- Study sites for a publicly accessible parking structure along Delaware Avenue
- Consider shared future parking assets with the BNMC
- Encourage private investment throughout the neighborhood on home and business improvements

**REGULATORY STRATEGY**
- Community review and refinement of Allentown Strategy
- City review of strategy with identification of additional Area Plan requirements
- City approval of Allentown Strategy
- Participation in the update of the Allentown zoning as part of the city-wide effort
VII. A FRAMEWORK FOR BNMC CAMPUS PLANNING

An Initial Framework for Growth: Ellicott Street

The initial framework to support the growth on the medical campus stemmed from an understanding that multiple sites along Ellicott Street were either underutilized with low density buildings or were entirely devoted to surface parking. Therefore, Ellicott Street emerged as a promising campus spine.

Development along this corridor could link the highest number of underutilized properties within the area of the campus. Ellicott Street also represented the greatest opportunity to alter what was a collection of separate medical and research institutions who merely shared a territory into a true campus setting, marked with a distinct sense of character.

As one of only two continuous north-south streets inside the campus boundaries, Ellicott engaged all five of the initial 2003 BNMC institutions. Properties owned by Kaleida Health, Roswell Park, the University at Buffalo, Hauptman-Woodward Institute and the Buffalo Medical Group all aligned along Ellicott Street.

Focusing large-scale institutional growth along this internal corridor helps to open up possibilities for supportive, campus-related development and neighborhood services along the edges of Main Street and Michigan Avenue. Major commercial, retail and residential uses are best shared with the adjoining neighborhoods.

There is a historical significance to the street itself, named after Joseph Ellicott who first laid out the plan for the City of Buffalo in 1804.

The importance of strengthening connections to the south will help to speed the rehabilitation of the northern edge of downtown. The true value of Ellicott Street lies in its potential for transformation.

2006 ARTS MASTER PLAN

What makes a campus a campus is its sense of place. The 2006 nArchitect’s Arts Master Plan for the BNMC embraced the idea of the Ellicott spine and advanced its ability to physically connect institutions. Their work is transforming the east-side of the street into a robust and lush public environment. The open space is set to begin its first phase of construction in the fall of 2010.

“Ellicott Park” will usher in a new sense of shared identity for the medical campus. When completed, the park will be a tangible manifestation of the collaborative spirit of the BNMC and represent shared ambitions of the partnership. It will drastically change one’s perception of the place, increasing pedestrian activity and establishing an armature for future development.

DEVELOPMENTS ALONG ELICOTT

As the BNMC organizational structure has grown since 2001 - and new member institutions have joined the original partners - so too have opportunities for the Ellicott alignment to take on additional significance.

For example, to the south, BNMC Inc. owns the large parking lot at 589 Ellicott and opened the Innovation Center across the street. New buildings and programs at the UB Downtown Gateway to the south and

Ellicott Park ushers in a new sense of shared identity for the medical campus. When completed, it will be a tangible manifestation of the collective spirit and shared ambitions of the BNMC partnership.
the new GVI/CTRC to the north also engage the Ellicott corridor along with the Buffalo Hearing and Speech Center. Moreover, future growth can engage in the framework of an expanded Ellicott Park both to the north and south with development on underutilized sites.

The primary public spaces of the BNMC will continue to be the streets. While the initial Master Plan centered on the opportunity of a north-south Ellicott Park as a connective device, the amount of new development planned for the campus over the next two decades places a new responsibility on the perpendicular corridors to complement the initial Ellicott Street framework.

**Ellicott Park has a distinct advantage of running continuously through the core of the BNMC, connecting the largest institutions together along a corridor that has opportunity for institutional expansion.**

**A Future Framework for Moving Forward: The Perpendiculars**

The first principle of BNMC Inc. is to “respect the individual mission and identity of the member institutions and associated organizations”. The medical campus recognizes that each institution has its own campus environment set within the larger Academic Health Center geography. These individual campuses are naturally an important part of member institution identity.

**While Ellicott’s north-south framework creates a common “campus address”, institutional identities can emerge or be reinforced along the east-west streets.** In this way, Ellicott Street fosters a common identity for the BNMC as a whole, but the cross streets help to strengthen distinct “front doors” of various member institutions. The cross streets that follow offer particular roles and responsibilities for meeting growth needs into the future.

Above: Conceptual rendering of Ellicott Park. Above right: plan diagram and detail of Ellicott Park which is set to begin construction in the fall of 2010. (Images courtesy of nArchitects)
CARLTON STREET

Carlton Street is Roswell Park’s primary corridor. The Main Hospital Building and the current parking garage entry are accessed off of Carlton Street. In addition, Kaminski Park and Gardens - the major open space about which RPCI is oriented on Carlton Street - remains the most manicured and programmed landscape on the BNMC.

Properties that RPCI controls along Carlton Street offer opportunities to enhance this institution’s image as new development opportunities emerge to the east and west.

Development along Carlton Street to the eastside of Michigan Avenue should be seen as a transition zone between the larger institutional buildings and the lower-scale residential fabric of the neighborhood. Although much of the historic grain of the neighborhood has been lost over time due to disinvestment and demolitions, one of the most important urban design strategies is to stabilize the corridor.

Buildings along this edge should be appropriately-scaled mixed use or medical facilities that address the streets and enliven the pedestrian experience.

Due to the proximity of Main Street, development along Carlton is certain to emerge in the direction of Allentown as well. Underdeveloped sites to the west have the opportunity to reinforce pedestrian connections in the direction of Main Street such as the Cornerstone Manor site which is slated for demolition.

VIRGINIA STREET

As was typical of redevelopment sites in the Urban Renewal era, large superblocks were created through the consolidation of properties and the elimination of streets. This was a fate dealt to Virginia Street in 1972 with the construction of McCarley Gardens under the Oak Street Redevelopment Project. Under one of the Test Fit scenarios for the University at Buffalo Downtown Campus, a major new open space is created along the reconstruction of Virginia Street. This link re-establishes an important east-west connection that had been severed (See sketch to the left).

If implemented as envisioned, a new “McCarley Park” has the ability to link Allentown and the Fruit Belt once again. If implemented as conceptualized, the new space would be bounded by the Buffalo Life Sciences Complex, Hauptman-Woodward’s iconic Institute, a portion of UB’s Academic Health Center and St. John’s Senior Tower. The re-emergence of this alignment through the campus and the development of a public park along its edges will create an inviting public realm.

The BNMC Master Plan Update advances the connective potential of

Above: Linked by the north-south Ellicott Park spine, separate institutional identities can be strengthened along east-west streets. A cohesive and legible open space network will assist in the creation of a campus-like environment around which new development emerges.
Virginia Street through a westward continuation of “McCarley Park” to link to Main Street. While there is much more study that needs to be done with respect to property ownership, parking and traffic circulation, the value of this infrastructure and open space investment would be enormous. **A new “McCarley Park” will provide relief from the density of the surrounding institutional buildings, restore the original street grid and enhance connectivity between the neighborhoods.**

**GOODELL STREET**

Nearly two-thirds of people arriving to the BNMC by car do so via Goodell Street. Access to the downtown core and the medical campus via the Kensington Expressway places a significant responsibility on Goodell as a threshold to Buffalo’s Academic Health Center. The renovation and occupation of the M. Wile Building and construction of the Educational Opportunity Center for UB acknowledges the importance of Goodell with a concentration of civic engagement programs.

Additional new development must reinforce this potential for Goodell Street to be a gateway and celebrate the intersection with Ellicott. As a primary corridor from the expressway, the street also carries the highest Level of Service. Traffic calming measures need to be introduced that overcome the fast moving, one-way traffic to this New York State DOT controlled roadway.

**ALLEN STREET (EXTENSION)**

The 2003 BNMC Master Plan advanced a strategy of enhancing connections between the campus and public transportation through an extension of Allen Street eastward from Main Street. The “Allen Street extension” (partially funded but yet to be completed) will help to reinforce pedestrian wayfinding and take advantage of the light rail amenity. **While more planning and dialogue needs to occur with regard to whether the extension is a two-lane road or simply a wide pedestrian passage, enhancing connectivity is imperative.**

The BNMC is fortunate to have two transit stations for the Niagara Frontier Transportation Authority.
(NFTA) light rail: the Allen/Medical Campus and Summer/Best stations. As the campus grows, access to this transit line will help to minimize the demand of parking and provide a viable alternative to students, employees and visitors arriving to the BNMC by car. The light rail and bus networks are transit resources that must be exploited.

**NFTA STATION**

Long-term redevelopment options for the Allen/Medical Campus station (as well as the Summer/Best stop) must include substantial residential, educational and/or office uses in association with commercial amenities and the transit stations themselves. These public/private initiatives will be development catalysts and important gateways.

Clustering these uses together with enhanced stations and wayfinding will significantly leverage the NFTA's proximity and provide a viable alternative to students, employees and visitors arriving to the BNMC by car. The light rail and bus networks are transit resources that must be exploited.

**HIGH STREET**

For over a century and a half, Buffalo General Hospital has grown incrementally along High Street. For this Kaleida Health facility, High Street is the front door. While the intersection of High and Ellicott marks the highest point of elevation on the campus, recent renovations to the main entry/drop off at this location have enhanced the visibility of the hospital. In addition, a primary internal corridor leading from the main entrance connects BGH buildings A-E running parallel to High Street.
Above: The 2010 BNMC Master Plan Update builds on the 2003 Ellicott spine by emphasizing perpendicular streets that can complement Ellicott Park. Growth on the medical campus will likely double in the next decade with over 1.4 million new square feet of construction in the next five years alone with as much as 5.3 million additional square feet in the next two decades.
As High Street extends eastward into the Fruit Belt, it should emerge as a center for mixed-use development. Consistent with its historic identity and neighborhood commercial zoning designation, ground floor retail uses should compliment residential uses above. In an effort to draw users into the neighborhood, the intersection of Michigan Avenue and High Street should be treated as a gateway to the Fruit Belt.

**GOODRICH STREET**
The construction of the GVI/CTRC to the north of the Buffalo General tower has provided an opportunity to reconfigure the Emergency Department drop-off that had previously been located in a compromised corner location for the hospital. The construction of this project requires the closure of Goodrich Street, which will become more service-oriented and internalized to better address the needs of the hospital. However, the western section of Goodrich Street between Elicott and Main can be improved with streetscape enhancements and wayfinding to increase Kaleida’s exposure to the city’s primary thoroughfare.

**EAST NORTH STREET**
As identified in “The Olmsted City: The Buffalo Olmsted Park System: Plan for the 21st Century”, East North Street has the ability to be a greenway extension, connecting Symphony Circle and Front Park on the west side to Masten Park and Martin Luther King Jr. Park on the east side of the BNMC.

**BEST STREET**
Elicott Park currently terminates at North Street; however, the landscape should eventually extend further to North Street where it will link near to the NFTA Summer/Best station. At the intersection of Elicott and Best Streets, a Gateway Plaza is envisioned that bookends the BNMC and signals the northern threshold with the adjoining neighborhood.

Above: North Street (at the top of the Study Area shown with a red line) has the ability to connect Symphony Circle and Front Park on the west side to Masten Park and Martin Luther King Jr. Park on the east side of the BNMC. (Image courtesy of the Urban Design Project).
Ten Strategic Parcel Studies

Opportunities to accommodate significant expansion of the medical campus increases if higher density development occurs on sites that are underutilized or low density. Assuming an “urban model” of development with higher than existing lot coverages and densities, over 4.6 million of square feet could be accommodated on parcels outlined to the right (not including the McCarley Gardens site).

The following pages identify opportunities for redevelopment on strategic sites along the streets mentioned in this section. The capacity studies and concept proposals (lettered A - J) recommend urban design strategies, target densities and configurations for key sites within the campus boundaries.

Above: A great deal of construction can be absorbed on these ten sites if the campus builds with an eye towards co-location and greater density.
The intersection of High and Ellicott Streets represent the topographic high point of the BNMC. This intersection also holds the greatest opportunity for density and height on the campus. Greater height in the core of the campus will maximize efficiencies with existing buildings and allow for a tapering of scale as the institutions address the neighborhoods to the east and west.

An Ambulatory Care Center is currently being planned along the Main Street portion of the site with Pediatric and adult Women’s services. This property along Ellicott Park has the potential to link to an extension of the NFTA rail platform. The buildout of the block should anticipate an internal “coatless” connection between the station itself and Ellicott Park. In light of the opportunity for density in this location, there is a need for some open space relief with a small pocket park at corner of High and Ellicott Streets. The space can be viewed as an extension to the sequence of parks along the Ellicott spine.

**Key design considerations:** Integrate open space at the corner of High Street and Ellicott Streets, internal connection to an expanded Allen/Medical Campus station platform, active ground floor retail uses along Main and High Streets, integrated below-grade parking to account for the grade change on site.
Existing Plan

- parcel area: 150,000 sf (3.44 Acres)
- owner: Kaleida and Others
- current use: Medical Offices, Surface Parking

Proposed Parcel Plan

- parcel area: 145,000 sf (3.33 acres)
- recommended use: Medical Offices, Research Facility, Clinical Care, Education, Below grade parking

Conceptual Proposal

1) Preserve Ellicott Park Setback
2) Connect to Expanded NFTA Platform
3) 145,000 SF (3.33 acres) Development Area
4) Building frontages address Ellicott, High and Main St

2 buildings @ 6, 10 stories
716,000 gsf
FAR 4.9
As a result of the reconstruction of the Buffalo General Hospital Emergency Department, Goodrich Street will become an internal service road for Kaleida Health. The closure of the public right-of-way between Michigan Avenue and the GVI/CTRC allows the institution to foster greater connectivity between new and planned facilities and initiates Kaleida’s desire to build to the east. While the aggregation of properties and the closure of streets within medical campuses can cause a variety of negative repercussions, the closure of this tertiary street is warranted as it enables other, more significant redevelopment prospects to advance.

East North Street is a connector. At a city-wide scale, it connects Symphony Circle and Front Park to Masten Park and Martin Luther King Jr. Park. A more robust streetscape along East North Street will reinforce Frederick Law Olmsted’s grand open space network. Moreover, as one of the few east-west streets that actually connect neighborhoods through the BNMC, the site at the intersection of Michigan and East North Street offers a gateway development opportunity.

**Key design considerations**: Extend Colby Park through the site to enhance north-south pedestrian connections, maximize linkages with adjacent buildings.

### Campus Site Plan

#### Density Matrix

<table>
<thead>
<tr>
<th>FAR</th>
<th>GSF</th>
<th>lot coverage</th>
<th>40%</th>
<th>50%</th>
<th>75%</th>
<th>90%</th>
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<tbody>
<tr>
<td>floors</td>
<td>3</td>
<td>115,200 sf</td>
<td>1.2</td>
<td>144,000 sf</td>
<td>216,000 sf</td>
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<td></td>
<td>4</td>
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<td>1.6</td>
<td>240,000 sf</td>
<td>360,000 sf</td>
<td>432,000 sf</td>
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<td></td>
<td>5</td>
<td>230,400 sf</td>
<td>2.4</td>
<td>288,000 sf</td>
<td>432,000 sf</td>
<td>518,400 sf</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>268,800 sf</td>
<td>2.8</td>
<td>336,000 sf</td>
<td>504,000 sf</td>
<td>604,800 sf</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>307,200 sf</td>
<td>3.2</td>
<td>384,000 sf</td>
<td>576,000 sf</td>
<td>691,200 sf</td>
</tr>
</tbody>
</table>

**key**

- mid-range density
- FAR: floor area ratio
- (not including structured parking)
- GSF: gross square footage
- 1 acre: 43,560 sf
**Existing Plan**

- Parcel area: 96,000 SF (2.20 Acres)
- Owner: Kaleida Health
- Current use: Surface Parking

**Proposed Parcel Plan**

- Parcel area: 75,000 SF (1.72 Acres)
- Recommended use: Hospital Related Research & Education Facility Below Grade Parking

**Conceptual Proposal**

1) Extend Colby Park to North Street
2) 75,000 SF (1.72 acres) Development Area
3) Building frontages address Michigan Ave

- 1 building @ 4-10 stories
- 664,000 gsf
- FAR 8.8
Investing – or reinvesting – in infrastructure that enables downtown to be more accessible is one of the most important components in the revitalization of neighborhoods and the nurturing of the downtown core. Urban TOD’s with light rail connections provide mobility options by creating centers of development when use of a car is not a necessity. They increase transit ridership, conserve open space, improve public safety and serve as economic development tools. No site on the medical campus is better positioned to accommodate a large-scale TOD as a gateway to both the BNMC and the neighborhoods than this assemblage of properties.

The current NFTA rail boardings at the Allen/Medical Campus Station is 500,000 passengers per year. This number could be greatly increased with a well designed and appropriately scaled development. A project on this site that engages transit will foster greater cohesion across Main Street and offer a range of ground floor amenities that focus on commuter services. However, new programs located on the ground level should not be developed at the expense of nearby commercial space that is struggling to succeed.

**Key design considerations:** Incorporate Allen Street extension (pedestrian only or vehicular and pedestrian), include ground floor commercial services and build at a height that is consistent with the adjacent, historic Roosevelt Building (between 8-10 stories).
### Existing Plan

- **Parcel Area**: 81,000 SF (1.9 Acres)
- **Owner**: NFTA, HSBC Bank
- **Current Use**: Transit Stop, Surface Parking, Bank Branch

### Proposed Parcel Plan

- **Parcel Area**: 60,000 SF (1.38 Acres)
- **Recommended Use**: Research and Academic Space, Medical Offices, Resident/Doctor Housing, Transit-Oriented Development

### Conceptual Proposal

1. Allen Street extends to the East (vehicular/pedestrian)
2. Ideal for Transit Oriented Development (TOD)
3. Incorporate Transit Station
4. 60,000 SF (1.38 acres) Development Area

**3 buildings @ 6 stories + surface parking**
- 220,000 gsf + 40 parking spaces
- FAR 3.7
The sole art-related institution on the BNMC is Langston Hughes Art Center. While a cultural presence on the medical campus is an important component to the health and well being of the entire campus community, the age, condition and scale of the buildings on this property signals that redevelopment is likely. Site D is adjacent to Kevin Guest House and aligned along Allen Street extension that provides enhanced visibility for the property. The UB2020 Downtown Plan conceptualizes Washington Street (north of the Allen Street extension) as pedestrian corridor leading to the UB Research Institute on Addictions.

**Key design considerations**: Capitalize on the close proximity to RPCI and Kaleida with significant density, incorporate Ellicott Park, provide opportunities for ground floor retail space.
Existing Plan

- Parcel area: 126,000 SF (2.89 Acres)
- Owner: Kevin Guest House, BNMC, Kaleida, Ciminelli Development
- Current use: Art Gallery, Kevin Guest House, Offices, Surface Parking

Proposed Parcel Plan

- Parcel area: 80,000 SF (1.84 Acres)
- Recommended use: Kevin Guest House, Clinical Space, Research or Education Facility, Ground floor retail, Surface / Structured Parking

Conceptual Proposal

1) Create Allen Street Extension
2) 80,000 SF (1.84 acres) Development Area
3) Building frontages address Ellicott & Allen St

- 2 buildings
  - 3, 4, 6 stories
  - 318,000 gsf
  - FAR 4.0
ELLICOTT / HIGH / NORTH OAK

The confluence of Ellicott Park and High Street is a site currently occupied by the Buffalo Medical Group and Cleveland Biomedical Labs. This site is a “100% corner” for the BNMC with strong opportunities for connection in every direction. In particular, this site has enormous potential to be a link between Roswell Park and Kaleida Health.

Site E lies along Ellicott Park and is adjacent to the terminus of the Allen Street extension. The Master Plan Update envisions an open space connection between the Allen Street extension at Ellicott Park and Roswell Park’s primary open space to the east. The BNMC “Common” is envisioned as an active gathering space between this site and the Carlton House site directly to the south.

**Key design considerations:** Capitalize on the close proximity to RPCI and Kaleida with significant density, engage the BNMC Common towards Carlton House, incorporate Ellicott Park.
**Existing Plan**

- **parcel area**: 114,000 sf (2.62 acres)
- **owner**: BMG and Cleveland BioLabs
- **current use**: Medical Offices & Research Labs, Surface Parking

**Proposed Parcel Plan**

- **parcel area**: 114,000 SF (2.62 acres)
- **recommended use**: Clinical Care, Research or Education Facility, Shared Food Service, Medical Offices, Below Grade Parking

**Conceptual Proposal**

1) Create BNMC “Common” aligned w/ Extension
2) 114,000 SF (2.62 acres) Development Area
3) Building frontages address Elicott St, High St & BNMC “Common”

- 8-10 stories + underground parking
- 700,000 gsf
- FAR 6.1
The confluence of Ellicott Park and Carlton Street is an important corner for RPCI. Site F lies along Ellicott Park and is adjacent to the terminus of the Allen Street extension. The Master Plan Update envisions an open space connection between the Allen Street extension at Ellicott Park and Roswell Park’s primary open space. The BNMC “Common” is envisioned as an active gathering space between this site and Buffalo Medical Group / Cleveland Bio Labs site directly to the north.

**Key design considerations:** Capitalize on the close proximity to RPCI and Kaleida with significant density, engage the BNMC Common to the north, incorporate Ellicott Park.
Existing Plan

- Parcel area: 49,000 sf (1.12 acres)
- Owner: RPCI
- Current use: Cancer Prevention, Offices and Records

Proposed Parcel Plan

- Parcel area: 45,000 sf (1.03 acres)
- Recommended use: Research Facility, Medical Offices

Conceptual Proposal

1) Preserve Ellicott Park Setback
2) BNMC "Common" to North of Parcel
3) 45,000 SF (1.03 acres) Development Area
4) Building frontages address Ellicott and Carlton St

1 building
@ 6 stories
246,000 gsf
FAR 5.5
Combining the former Cornerstone Manor property with the 901 Washington site creates a more attractive development opportunity of 1.5 acres. While the 901 Washington building is still in active use and works well for administration space, the building is suburban in character and does not fully maximize the site’s footprint. Similar to Roswell’s Carlton House site diagonally across Ellicott Street, new development on Site G enables RPCI to increase its Carlton Street presence and grow west in the direction of Main Street.

**Key design considerations:** Build to the property lot lines, integrate building access on Carlton Street and/or Washington Street, minimize on-site surface parking and service access.
Existing Plan

- parcel area: 68,000 SF (1.56 Acres)
- owner: RPCI
- current use:
  - Offices (Cornerstone Manor scheduled for demolition)
  - Surface Parking

Proposed Parcel Plan

- parcel area: 68,000 SF (1.56 Acres)
- recommended use:
  - Offices
  - Research & Education Facility

Conceptual Proposal

1) Key Site at Corner of Ellicott & Carlton St
2) 68,000 SF (1.56 acres) Development Area
3) Building frontages address Ellicott & Carlton St

- 1 building @
- 6 stories
- 252,000 gsf
- FAR 3.7
Main Street is the city’s principal address. It is the location of the NFTA’s only light rail corridor and the most important thoroughfare linking the medical campus north-south. As such, there is a need for densification along Main Street on both sides of the corridor. While efforts should be made to preserve and rehabilitate the remaining historic fabric on the westside of the street, there is greater opportunity (and fewer significantly historical buildings) on the eastside.

As development pressures dictate, existing one and two story structures should be replaced by four to eight story developments that are at a scale befitting an urban campus. One need not look too far away for appropriate building precedents. The adjacent buildings of the Roosevelt and the Red Jacket are significant architectural resources and were designed at appropriate urban scale for the width of Main Street. As development pressures are making their way north from the downtown core, and more interest is developing around transit stations, the rehabilitation of these historic resources will entice adjacent redevelopment on Site H.

**Key design considerations:** Increase scale of new development, ground floor programs should enhance pedestrian experience along Main Street, dedicate building setback on southern portion of property to extend planned Virginia Street Park to connect to Main Street.
**Existing Plan**

- **parcel area**: 122,000 sf (2.80 Acres)
- **owner**: Private
- **current use**: Medical Offices & Research Facility
- **Surface Parking**

**Proposed Parcel Plan**

- **parcel area**: 122,000 SF (2.80 Acres)
- **recommended use**: Mixed Medical, Housing, Research/Education, Surface Parking

**Conceptual Proposal**

1. Key Site at Corner of Main and Carlton Streets
2. 122,000 SF (2.80 acres) Development Area
3. Building frontages address Main, Carlton, & Virginia St
4. Allow for public space connections
5. Ground floor retail

- **3 buildings @ 4-8 stories**
- **286,000 gsf**
- **FAR 2.3**
As the interface between Main Street and the BNMC extends further downtown to the south, historical resources become more frequent and significant. St. Louis Church, the Dioceses Buildings and the University's first medical school building at the corner of Virginia Street and Main are wonderful cultural assets. New development on the east side of Main Street on Site I should be built to assist in connecting these historic resources.

**Key design considerations:** Increase scale of new development, ground floor programs should enhance pedestrian experience along Main Street.
**Existing Plan**

- **Parcel Area**: 90,000 SF (2.07 Acres)
- **Owner**: Diocese & Other
- **Current Use**: Diocese, Structured & Surface Parking

**Proposed Parcel Plan**

- **Parcel Area**: 90,000 SF (2.07 Acres)
- **Recommended Use**: Research & Education Facility, Housing, Structured Parking

**Conceptual Proposal**

1) Mediate the scale between Allentown and the BNMC
2) 90,000 SF (2.07 acres) Development Area
3) Reinforce the street wall along Main Street
4) Incorporate Commercial / Retail Activity

- **2 Buildings @ 6 Stories + Parking Structures**
- **171,000 gsf**
- **400 Parking Spaces**
- **FAR 1.9**
Currently a highly-used surface parking lot, Site J holds immense development potential for the campus. The property is aligned along the emerging campus spine of Ellicott Park and there are multiple opportunities for site access. The property has excellent visibility along the southern corridor into downtown via Goodell Street. Moreover, Site J is large enough to absorb both structured parking and significant new institutional development.

The North End Projects are not the only new buildings to emerge in the next few years on the BNMC. This property will experience greater development pressure as the University at Buffalo constructs the UB Downtown Gateway across Goodell Street. UB’s presence on the southern edge of the BNMC creates a second cluster of new construction activity. Site J is a link between the north and south nodes of activity along the Ellicott axis.

**Key design considerations**: Structured parking should be embedded in the middle of the block with parking access via Oak Street, new facilities should address Ellicott Park and book-end a mid-block parking structure, ground floor commercial space should enhance the pedestrian experience.
Existing Plan

- parcel area: 196,400 sf (4.5 Acres)
- owner: BNMC Inc
- current use: Surface Parking

Proposed Parcel Plan

- parcel area: 185,000 sf (4.25 acres)
- recommended use: Research & Education Facility, Medical Offices, Structured Parking, Ground floor commercial space

Conceptual Proposal

1) Preserve Ellicott Park Setback
2) Extend Virginia and Oak Streets
3) 185,000 SF (4.25 acres) Development Area
4) Building frontages address Ellicott and Goodell

- 3 buildings @ 4-8 stories
- + parking structure
- 504,000 gsf
- 1080 parking spaces
- FAR 2.7
VIII. IMPLEMENTATION PLAN

Ten Collaborative Opportunities for Moving Forward

Planning assignments are often thought of as sober, analytical, thoughtful, consensus-building endeavors, and they must be. But they must also have a celebratory and promotional aspect. Seldom is planning an occasion to be timid. Without a commitment to innovation or excellence, the likelihood of real progress diminishes. There is no need for a document to occupy a shelf, nor for a plan to be developed that is unencumbered by the expectations of pragmatic execution. Inspiration and insight to achievement are required; implementation is the key.

The underlying purpose of the BNMC Master Plan Update is to establish a vision for the future and move the campus from an aggregation of individual plans towards the creation of a first-rate Community Engaged Academic Health Center where research, clinical care, education and entrepreneurship are cultivated. Even in this uncertain economic climate, intensive development is going to occur downtown. Though it may take time to transpire, the full vision of a world-class, medical center is imminent.

The following ten steps (listed in no particular order) were identified by campus stakeholders as important and necessary initiatives. They build off of the collaborative efforts already underway and will help the BNMC move towards its next phase of development.

1. Strategic Plan

Functional alignments between institutions and within departments are necessary that provide strong rationale to co-locate. Detailed discussion are needed that include physicians, researchers, educators and staff that will assist in the implementation of the physical vision. These discussions could be facilitated by health care specialists around themes that emerge from the Expert Focus Teams (See Step 8).

2. Generic Environmental Impact Statement

As the BNMC grows, there will be new types and intensities of land uses and impacts. A Generic Environmental Impact Statement (GEIS) is well suited for the campus as a whole as it will allow for broad environmental review of projects where specific components may not be fully developed or known at the time of review.

Similar to the GEIS process that was undertaken with the North End Project, a campus-wide GEIS will enable the city to assess known plan components and impacts in detail while the constraints and consequences of less defined elements could be discussed in general terms. Importantly, a BNMC GEIS would establish conditions under which future actions would be undertaken, including those actions which require supplemental reviews.

In the past, the City of Buffalo has suggested using State Environmental Quality Review Act (SEQRA) to create formally approved Area Plans, which would provide a rigorous public involvement and a “clear, supportable record of the agency’s decision-making.” This process makes sense for the BNMC given the amount of anticipated growth. An alternate, larger study area would include the neighborhood plans that were developed as part of the Four Neighborhoods, One Community planning process.

SEQRA would provide a neutral platform within which all the various agencies and proponents could contribute information and weigh development options and impacts in a public forum. Decisions made during this process will likely be very enforceable.

Ideally, the City of Buffalo would be the lead agency and would submit a full Environmental Assessment Form (EAF), cooperating with UB, Kaleida, RPCI, the BNMC and other agencies.

Above: The BNMC is a good candidate for a campus-wide GEIS that can evaluate the potential impacts of growth in both detailed and general terms. The inclusion of the adjacent neighborhoods in the GEIS would demonstrate the cohesiveness of an “Area Plan”.
3. Land Use and Zoning

THE NEED FOR REFORM

The City of Buffalo is beginning a comprehensive overhaul of the city’s zoning code for the first time in nearly sixty years. The zoning reform, which is a multi-year effort, will act as the foundation for the development of a new “place-based economic development” strategy for all of Buffalo’s neighborhoods.

Dubbed the ‘Buffalo Green Code,’ it will embody 21st century values about economic development, sustainability, pedestrian movement and green urbanism. Chicago-based Camiros Ltd., (in partnership with Goody Clancy of Boston) was selected to revise the City Zoning Code beginning in May 2010. The goal of the effort is to move away from development initiatives that are based on traditional zoning mechanisms of “districts” and “zones” differentiated by land use.

The Buffalo Green Code will be an inclusionary process, actively engaging citizens in the formulation of the regulatory effort. Since the BNMC already has strong partnerships with neighborhood groups and an internal structure of Work Councils, it should convene a group specifically dedicated to interfacing with the rezoning initiative.

The new code will be centered on the physical and spatial assets in a neighborhood that define a sense of place. The code will help support public transit and reduce the dependency on automobile use. It will also make it easier for neighborhoods to develop within close proximity to jobs and daily amenities.

THE AHC as CASE STUDY

By streamlining the regulatory process, new economic development opportunities will emerge around the city. This makes the Academic Health Center, as a consortium of major institutions, a great candidate for further study and initial application of the code within the rezoning process.

Current land use on the BNMC is guided by the 1965 Oak Street Urban Renewal Plan that does not reflect the urban character of the medical campus. The creation of new precincts within the Academic Health Center are necessary that emphasize a mix of uses and reinforce build-to lines (as opposed to set-backs) that encourage densification and enhance pedestrian activity.

A medical district with a stronger mix of uses is envisioned versus a singular “zone” approach where academic, research and clinical care functions are separated.

A Form Based Code, which could emerge out of the rezoning process, will place less emphasis on specific uses, allowing for greater flexibility with programming. It will concentrate more on physical and spatial aspects of the campus as well as building character, acknowledging that uses are dynamic and change over time.

Lot and area requirements currently reflect suburban standards and restrict opportunities for innovative infill projects. In particular, a stronger, collective sense of urban design needs to be developed all over the medical campus and especially the seams with the neighborhoods along Main Street, High Street and Michigan Avenue.

PROTOTYPES

Prototypes need to be developed for areas on and around the campus that are largely well-formed and whose patterns of development are strong. For example, the westside of Main Street, portions of Allen Street and the UB Gateway would fit into this category. Other areas, such as the eastside of Main Street, Michigan Avenue or High Street in the Fruit Belt, which have lost much of their historic patterns, also warrant attention and are good candidates for the development of new prototypes.
4. Transportation Planning
One of the most important and pressing goals for the BNMC in 2010 is to develop and implement a transportation system that supports the evolving needs of an Academic Health Center and that addresses the short and long term needs of a growing population of patients, visitors, employees and students. The campus is working to achieve this goal through four initiatives.

One, the construction of a new north end parking structure at High Street and Michigan Avenue will help to meet the demand generated by the North End Projects. Two, an integrated shuttle system and satellite parking initiative will coordinate off-campus parking opportunities. Three, existing parking spaces will be maximized and four, efforts will be made to finalize the lease agreements on the 900 space City Ramp to the west of Buffalo General Hospital.

In addition to these initiatives, the BNMC is mobilizing to address the Howard/Stein-Hudson and Walker Parking Consultants short-term recommendations from the Comprehensive Transportation Study. The recommendations are being viewed in the context of current BNMC capacity to implement the initiatives.

This work includes the establishment of a Transportation Demand Management Association, general transit improvements, on and off street parking improvements and improvements in valet service, data tracking and addressing traffic safety and congestion issues.

5. Safety and Security
A primary goal of the BNMC public safety planning process is to determine where greater collaboration, coordination, and communication among BNMC member institutions (as well as with Federal, State and local law enforcement) can work to enhance the safety of today’s campus, and ensure ongoing safety as the campus continues to develop in the future.

The effort is a charge of the BNMC Board of Directors and is being carried out through a collaborative effort among BNMC administrative staff and the appropriate member institutions’ personnel who have been assigned to participate in public safety sub-committees.

Over the course of the last 18 months, members of the BNMC Public Safety Project Management Group have established a vision statement to help further the ongoing development of a collaborative and evolving public safety plan for the campus: “To provide the greatest possible services, protection and infrastructure to ensure the safety of the campus community through better collaboration, coordination, and communication among BNMC member institutions.” The purpose of the document is to aid in the development and implementation of a collaborative and feasible BNMC Public Safety Plan.

Public safety is a multifaceted component of both the daily operations and physical environment of the BNMC, responsible for ensuring the actual and perceived welfare of the campus population; therefore, it is important that this document take a comprehensive approach to planning for the current and future safety of the medical campus.

The BNMC Public Safety Plan will:
1. Examine the existing safety and security resources and operations of current public safety entities on the BNMC.
2. Assess the existing safety and security conditions of the exterior campus environment.
3. Identify both real and perceived safety and security issues.
4. Set realistic public safety goals for the immediate, short, and long terms.
5. Develop a phasing and implementation strategy based on priorities, plans, and funding streams.
6. Determine best practices by performing a case study on the organization and operations of a comparable, multi-partner public safety program.

6. Retail Strategy

In many cities, medical campuses grow faster than downtown centers. However, the tendency is for institutions to grow inward. Often, commercial and retail amenities are internalized to maximize convenience. In addition, many health care related professionals do not have the time (or take the time) to eat out or shop beyond the confines of their building.

To address these issues, the BNMC is in the process of developing a comprehensive retail strategy. The purpose of the initiative is to provide the campus appropriate retail amenities to service its growing population of employees, patients, visitors, and students. With over 8,500 employees currently, and potentially 10,000 students in the future, there is a remarkable opportunity to create retail amenities that can service the growing population.

The retail study must support a healthy balance between on-campus and neighborhood retail providers. Careful dialogue is necessary to ensure that commercial interests and economic development opportunities for the neighborhoods can be realized as the Academic Health Center grows.

Off campus retail opportunities must focus on Main, Allen and High Streets. There is a high percentage of vacant storefronts on Main Street and - while some rehabilitation of a number of properties has already occurred - many more opportunities exist.

The Allen/Medical Campus NFTA station is an obvious candidate for a transit-oriented redevelopment. Ground floor retail at this site will draw employees towards Allentown and promote transit users. Allen Street is already known as a strong commercial corridor, but there are gaps and retail linkages that could be strengthened.

In the Fruit Belt, High Street needs to be the focus of a broader array of neighborhood services. Through the Fruit Belt Neighborhood Strategy, the community identified a site at the corner of Mulberry and High Street for an active community center. RPCI has been working with the Community Action Organization in developing initial concept plans for a similar program that is emerging into a Community Wellness and Neighborhood Development Center.

Similar to this intersection, other neighborhood corners to the east of Michigan Avenue have the potential for a mix of uses with some retail in the base of the building. As a major transportation corridor for bus transit, High Street has good visibility and access.

Michigan Avenue - while not a retail street historically - should bridge the gap between the large institutional scale of the BNMC and the residential scale of the Fruit Belt with some dedicated ground floor space to amenities that both the campus and the neighborhood could share. Virginia and Carlton Streets are mainly residential in nature and are, therefore, unlikely retail candidates.

As a general rule, retail amenities that emerge through the analysis need to complement and minimize competition with commercial activity in the neighborhoods and seek to minimize the possible negative environmental impacts.

For example, the nearby Elmwood Village is an attractive and vibrant pedestrian environment, in part, because local amenities and services entice people from Women and Children’s Hospital to frequent their businesses. Such an environment needs to emerge on the BNMC in phases that recognize the realities of market conditions.
7. Utility Plan
A campus-wide utility plan will examine the opportunities for improving energy costs and efficiencies across institutional boundaries. The plan should first identify and analyze the locations of all existing campus infrastructure and determine the capacity present in the systems.

Second, the plan should align the physical development plans of the institutions with anticipated future energy and information technology needs associated with those developments. Third, given the amount of new development on the BNMC, the study should recommend sites for the location of a new (and possibly shared) substation to reduce campus-wide electrical costs and associated line loss.

8. Expert Focus Teams
The medical campus is filled with technical experts in all areas of the organization. Tapping into that expertise will enable greater communication between institutional departments and lead to enhanced collaboration.

These Focus Teams could work within the existing BNMC organizational structure (i.e. Project Management Groups and Work Councils) centered around specific disciplines such as Information Technology, Utilities and Infrastructure, Zoning and a Transportation Management Association.

9. AHC Branding
The need for urban institutions to establish and maintain identity in their respective communities is imperative. Branding is important for establishing a sense of campus which is distinct from the surrounding area, yet also making the campus an attractive and welcoming neighborhood.

Branding for an institution is particularly important in generating an immediate public identity which will become all the more important as the BNMC develops into a world-class Academic Health Center. Employing an engaging and comprehensive graphic identification system at all scales for the Community Engaged AHC will lead to greater local, national and international recognition and identity.

Above: A cohesive branding initiative is needed that will improve wayfinding around the campus and create a recognizable image for the Academic Health Center. (Image taken from the 2003 Chan Krieger & Associates BNMC Master Plan).
Wayfinding elements as a component of branding involves the coordination of a wide range of informational, directional and regulatory signage elements. Wayfinding acts as a “user’s manual” for both those who pass through the environment and those for whom the AHC is the destination. At one scale, the wayfinding strategy needs to generate visibility for vehicles from the highway and major transportation corridors, and at another scale the elements need to orient pedestrians.

Symbols and colors on various forms of signage need a clear hierarchy of elements that respects and recognizes the individual identity of the member institutions within the context of the AHC. In addition, the development of the AHC branding needs to delicately consider the boundary between the campus and Allentown and the Fruit Belt, creating unity within the area while allowing each sub-district to maintain its own unique character.

Two of the most challenging issues regarding the branding of the AHC will surround the representation of individual member institutions and how the Community Engaged AHC interfaces with the adjacent neighborhoods.

10. Conflict Resolution
Much good work has been done to foster clear lines of communication between the institutions. As the campus moves to its next stage of development, and as the BNMC grows into a world-class Academic Health Center, promoting adherence to agreed upon guiding principles for campus development will become more and more important.

The structure of BNMC Inc. with board positions at the leadership level and Project Management representation at the staff level is well suited to deal with opportunities for collaboration when they arise. With the addition of Expert Focus Teams (See Step 8 above), these lines of inter-institution communication can effectively gather the necessary information, identify underlying needs and individual interests and develop mutually acceptable solutions that can provide win-win situations for all parties involved.

As the campus moves to its next stage of development, promoting adherence to agreed upon guiding principles for campus development will become more and more important.

Above: The future environment of the Community Engaged AHC must be of exceptional health care venues, but also an exceptional public realm to complement existing open spaces such as Kaleida’s Colby Park and RPCI’s Kaminski Park and Gardens.
BNMC PARTNER INSTITUTION ACCOMPLISHMENTS

While the majority of new construction on the medical campus will occur as a result of the expansion of the three largest member institutions – Kaleida, RPCI and UB – each BNMC partner, regardless of size, plays a significant role in the evolution and reputation of the collective organization.

Leadership from each of the nine institutions sit on the BNMC Board of Directors, making sure that individual aspirations are reflected in the common vision for the campus. In addition, staff members from all the institutions collaborate to achieve common goals in areas such as planning, security, government affairs, and communications.

Close coordination and constant dialogue is necessary as the campus continues to expand into new areas of health care, research and education. **What follows is an abridged synopsis of just several highlights from member organization’s activities and accomplishments from over the past few years.**

Buffalo Hearing and Speech Center

The Buffalo Hearing and Speech Center (BHSC) is considered the largest independent community based center in the United States with 35 locations across Western New York (WNY). Their main headquarters is located on the north edge of the campus. Since 1953, BHSC has provided comprehensive evaluations and therapy for people of all ages in areas such as language disorders, literacy, communication and cognitive difficulties, brain injury and progressive neurological diseases.

In recent years, BHSC has achieved numerous successes in terms of establishing new programs to diagnose and treat these ailments on the local, state and national levels. These include specialized educational and therapeutic programs for children and adolescents with autism related problems; state and national literacy programs for preschool and school-aged children; cochlear implant programs as well as oral deaf education programs setup throughout WNY to help the deaf community better communicate with the hearing world; and an accent modification program established to improve business, professional, and speaking skills for people with foreign accents.

In addition, BHSC has developed an extensive Continuing Clinical Competency Workshop Series for WNY professionals in Speech-Language Pathology, Audiology, Occupational Therapy, Physical Therapy, and Special Education Teachers to better serve the region.

Future plans for BHSC include establishing a Charter School to focus on language and literacy excellence in children grades K – 4 in Buffalo. The opening of the school is anticipated for 2011.

Buffalo Medical Group

Founded in 1946, Buffalo Medical Group (BMG) is among the oldest and largest multi-specialty physician practice groups in New York State and the largest in WNY with one of three main locations on the BNMC and 23 satellite sites located throughout Erie and Niagara counties. During the past decade, BMG has continued to grow and enhance its reputation as a major provider of medical, surgical and diagnostic services in WNY. With 90 primary care physicians, medical and surgical sub-specialists, and 40 mid-level providers as well as a team of more than 600 nurses, technologists and other health care professionals, BMG records more than 400,000 outpatient visits annually.

In recent years (2006-2009), BMG has achieved a number of key accomplishments, such as being selected by the Medical Group Management Association (MGMA) as one of the highest-performing medical group practices in the United States – earning MGMA elite performance status compared with other medical group practices across the country. In addition, BMG became the first health care provider in WNY to be awarded recognition as Physician Practice Connections-Patient Centered Medical Home by the National Committee for Quality Assurance.

In terms of growth, BMG sees approximately 200,000 active patients annually with outpatient
visits growing from 390,000 in 2006 to 415,000 in 2008. BMG has also taken major steps towards enhancing patient care by implementing electronic medical records (EMR) technology among its primary care physicians. In 2008, BMG rolled out its patient portal known as MyChart, enabling BMG patients to view their personal health information anywhere in the world using a secure internet connection. BMG is currently the only local health care provider that offers such service to its patients.

**Hauptman-Woodward Institute**

The Hauptman-Woodward Medical Research Institute (HWI) began in 1956 as an independent, nonprofit research facility specializing in structural biology. One of the institute’s major claims to fame is its president and namesake, Dr. Herbert A. Hauptman, who was awarded the Nobel Prize in Chemistry in 1985.

Since 2001, HWI has served as the University at Buffalo’s Department of Structural Biology in the School of Medicine and Biological Sciences. Today, the faculty of 24 HWI researchers, as well as additional faculty from the University, perform advanced research initiatives and train scientists in the methods of modern structural biology, offering both M.S. and Ph.D. degrees. Recently, the first class of Ph.D recipients graduated from the HWI/UB program in June 2008.

With a new CEO in place, future initiatives for HWI include plans to hire a new chair in 2010 for the soon to be renamed Department of Structural and Computational Biology as well as hiring 14 new scientists and at least 20 new technical staff members over the course of the next seven years.

In January 2010, HWI began a new venture when it assumed management of an experimental station at the Argonne National Laboratory Synchrotron Advanced Photon Source (APS) located outside Chicago, Illinois. HWI scientists, along with crystallographers around the world, will conduct research at the experimental station at Argonne known as IMCA-CAT.

Located directly to the east of the BNMC on Maple Street, the opening of the St. John Baptist-Hospice Buffalo House in July 2008 was the nation’s first partnership between a faith-based community and hospice for hospice inpatient care focused on the African-American community. On the west edge of campus, major renovations took place at the Hospice Buffalo, Caring Hearts Home Care, and Home Connections offices at 892 Main Street, Buffalo.

In terms of future growth, the Center will continue to enhance partnerships with acute care facilities on the BNMC, including the flagship Hospice Palliative Care Unit at Buffalo General Hospital; Palliative Care Emergency
Department diversion partnership with the coming soon Kaleida Skilled Nursing Facility; furthering the Palliative Care partnership with Roswell Park; and expanding their downtown staffing presence.

Olmsted Center for Sight
The Olmsted Center for Sight is guided by the agency’s mission: to help individuals with visual and other physical challenges achieve their highest levels of independence in their homes, communities and places of work. The Olmsted Center was established in 1907.

The Olmsted Center Campus on Main Street includes three interconnected buildings - the Main Building, the National Statler Center for Careers in Hospitality Service, and the Ira G. Ross Eye Institute (operated by the University at Buffalo School of Medicine and Biomedical Sciences). The Main Building also houses a manufacturing business staffed entirely by blind individuals who perform packaging, sewing and other sub-contracting manufacturing services. The agency also owns five apartment buildings custom designed for physically disabled and visually impaired tenants.

The Olmsted Center for Sight currently employs 150 people, some of whom have been committed to the agency for more than 30 years. Their dedication is what makes Olmsted Center the premier provider of services to the visually impaired community in WNY.

In recent years, the Olmsted Center for Sight has acknowledged three major achievements:

- The Statler Center is the first and only program of its kind in the nation, and was awarded major national grants to train and establish career opportunities for blind and/or otherwise disabled adults through their comprehensive curriculum and placement service.

- The Nelson Hopkins Apartment Project, a 24 unit apartment complex specifically designed for physically disabled families and individuals broke ground in Lockport, NY where there is a substantial need for this type of affordable housing.

- The Bulger Vision Rehabilitation Clinic, which addresses not only vision loss, but other physical, cognitive and emotional issues related to vision impairment, has expanded its patient base for diagnostic treatments in the past 24 months by 20 percent.

Future plans include expansion of the Statler Center Program to include disabled veterans; increasing the accessibility of the Bulger Vision Clinic; and exploring new locations and funds to provide affordable housing for blind and physically disabled individuals.

Upstate New York Transplant Services
Upstate New York Transplant Services (UNYTS) is a major nonprofit procurement organization serving all eight counties of WNY. UNYTS is headquartered on Broadway Street in Downtown Buffalo, approximately 0.5 miles south of the campus. In 2007, UNYTS started the Community Blood Service at the request of area hospitals. Over the last 2 years, it has become the sole provider of blood products for the Kaleida Health System and hospitals in Niagara and Wyoming Counties.

In recent years, UNYTS has nearly doubled their community partners for a total of approximately 700 community partners in WNY. In addition, UNYTS has increased the number of blood drives held by 44 percent from 2008 to 2009 and increased the number of presenting blood donors by 23 percent from 2008 to 2009.

UNYTS has also been actively involved in educational outreach programs throughout the local community, being the only organization in WNY that is undertaking a Donate Life Education Program. This is a year-long, multi-disciplinary program designed to assist secondary level students (grades 9-12) to provide education on organ, eye, tissue and blood donation and transplantation to their peers. Currently in the 6th year of this program, it has grown from 5 schools in 2004 to 32 schools in 2010.

In terms of physical growth, construction is underway on a Family Resource Center for UNYTS to be located on the first floor of the Broadway location. This will function as an all-encompassing space for many different activities, including bereavement services, support groups, educational programs and blood donation. It is anticipated that construction will be complete by the end of January 2010.
Allentown, Fruit Belt, the Buffalo Niagara Medical Campus (BNMC), and downtown Buffalo are bound together into a common vision of Four Neighborhoods / One Community (Figure 1). Since each of these ‘neighborhoods’ is quite distinct, they each must build on unique strengths and confront distinct sets of issues. Yet together, the interrelationship of the four areas creates a much more powerful idea of the best that Buffalo has to offer — employment, research, health care services, education, a variety of housing opportunities, and the retail and entertainment amenities that come from a vital urban setting.

This narrative focuses on one of the four neighborhoods, Allentown, and considers it in relation to the BNMC and its larger context (Figure 2). The purpose of this study is to identify the issues specific to Allentown, develop implementation strategies that build on recent and ongoing momentum, and establish support for action and investment in the neighborhood. Discussions with civic and community leaders, the City, BNMC, and residents have helped shape these recommendations.

For the neighborhoods, the Medical Campus has the potential to become a vital economic engine, helping to regenerate investment in this part of the city. Since its inception in 2001, the BNMC has become a catalytic player in the city with significant investment on its campus. By creating a coalition of interests, the BNMC has been able to create a strong identity for the district, while offering a forum for discussion around shared interests and issues, and joint opportunities.

As the institutions continue to grow, however, development must be carefully considered to occur in a manner that is sensitive to neighborhood interests.

The inherent attributes of the Allentown neighborhood — its location in the city, its historic character, eclectic retail stores and restaurants, and quiet residential streets — will continue to be the basis for positive change. In many ways, Allentown enjoys a precarious position as one of the most successful mixed income, mixed use, diverse neighborhoods in Buffalo and has held this position for decades. Still the neighborhood needs ongoing attention and investment to ensure its ongoing success. The Allentown Association has played a vital role in preserving the character of the neighborhood and promoting its best features. Moving forward, this preservation role needs to be balanced with the need to encourage appropriate infill development and investment in areas that are lagging, particularly Main Street.

The growing number of jobs and increasing influence of the BNMC is a tremendous opportunity to support the health of the neighborhood. With attention to the retail configuration, reinvestment and the mix of stores, these employees could help support the Allen Street retail as well as additional retail on Main Street. Even more important will be to increase the number of medical employees who live in the neighborhood as a way of minimizing automobile dependency and alleviating parking needs.
The highest priority for attention and investment in Allentown is the Main Street corridor that is shared with the Medical Campus. New development and renovation of historic buildings can transform this into an area of transit-oriented development (TOD) that takes advantage of a newly configured Metro station and Allen Street extension. A mix of residential, institutional, medical office and research uses will put many more people on the street, increasing the feeling of safety. At the ground level, new retail uses will front onto a vibrant urban street, characterized by broad, shaded sidewalks, and on-street parking.

Preserving and enhancing the retail character of Allentown is another high priority. The success of this retail, with its interesting mix of small independent stores and restaurants, is difficult to replicate in Buffalo or in many cities across the United States (Figure 3). Focusing on quality shoppers’ goods and destination restaurants in the core area of Allen Street and Elmwood Avenue will ensure that the experience remains connected, contiguous and interesting.

Implementation along the Main Street Corridor will require a partnership of the Allentown Association, the City of Buffalo and the BNMC, with the participation of Buffalo Place. This recognizes that no one organization is currently looking out for and advocating for the best outcomes in this stretch of Main Street, a situation that could change over time. The retail strategy is closer to the core mission of the Allentown Association and could perhaps be led out of that organization.

Allentown has served as a model neighborhood within the City for many decades. In the upcoming years, partnership will be a high priority to extend the potential of the neighborhood and to achieve needed reinvestment and new development in the eastern part of the district.

PLANNING PROCESS

The Allentown Neighborhood Strategy was developed through a comprehensive and community-oriented process. Integrated through all aspects of the planning effort were a commitment to community engagement and coordination with other planning initiatives, such as the BNMC’s Campus Master Plan Update, the University at Buffalo’s Comprehensive Physical Plan, and the City’s planning initiatives.

Planning for Allentown involved a comprehensive consultation process that included interviews with a wide variety of stakeholder groups from the public, private and non-profit sectors. The stakeholders included:

- City of Buffalo
- Office Strategic Planning (Divisions of Planning and Development Review)
- Department of Economic Development
- Department of Public Works
- Allentown Association
- Buffalo Place
- Buffalo Niagara Medical Campus: Board, Staff and Master Planning Committee
- Medical Institutions: Kaleida Health
- Olmsted Center for the Visually Impaired
- Buffalo Hearing and Speech Center
- Hauptmann Woodward Medical Research Institute
- Roswell Park Cancer Institute
- Buffalo Medical Group

The initial phase of the planning process began in January 2008 and involved a thorough examination of existing data and previous planning studies, site reconnaissance, and meetings with stakeholders to identify key issues and opportunities. This review and synthesis established the foundation for the framework plan and development strategies. A number of options were explored to test critical adjacencies, boundaries, densities, connections and program alternatives.

These development strategies were presented in a community forum in April 2008 (Figure 4). The discussion centered on priority locations that need attention in Allentown and potential program elements. With community and stakeholder input, the framework plan was further refined and focus was given to specific implementation strategies. The second community forum, which was held in June 2008, discussed the overall framework plan and priorities for Allentown, along with implementation strategies for retail and rehabilitation and redevelopment of Main Street and other key areas.

A number of themes and concepts emerged from conversations with community participants. While there are a number of neighborhood concerns, many participants voiced an overall satisfaction with the character of Allentown’s neighborhoods and shopping streets. The Allentown Association is a strong advocate for the neighborhood and will continue to focus on historic preservation, streetscape investment, and the overall character of the neighborhood. In discussions with the community, the primary area that needs attention and that is not already being addressed is the Main Street corridor, including the connection between BNMC and retail uses on Allen Street. Leadership by the BNMC or some other consortium would be welcomed in this area, as plans for reinvestment did not fit within the portfolio of the Allentown Association.

Better connections to downtown and ongoing investment in streetscape were cited as other key priorities.
Allentown has been a successful urban neighborhood for many decades. The community’s focus on preservation of the historic building stock (Figure 5 and Figure 6) and support for local retail has made this both a great place to live and a unique destination within the city. The renowned arts festival and the historic house and garden tours further promote the identity of the neighborhood. Based on conversations with residents and on the census data, however, the success of Allentown is somewhat precarious, making it all the more important to continue to invest and care for the quality of the environment.

Allentown benefits from proximity to downtown, the theater district, the Buffalo Niagara Medical Campus, attractive neighborhoods to the north, and easy access to regional highways. The City’s comprehensive plan, The Queen City Hub, describes a greater downtown that extends to North Street, embracing all of Allentown in this central area. Another recent study attaches Allentown to Elmwood Village and presents a cohesive area described as The Community of the Arts. In its 2001 Master Plan, the Buffalo Niagara Medical Campus addresses the shared boundary along Main Street and the medical center’s impact on the neighborhood.

The Allentown Association is an active advocate for the community. Key issues that they address include:

- Historic Preservation
- Buffalo Place
- Neighborhood Planning
- Events
- Education and Outreach
- Business Relations
- Crime Prevention and Safety Awareness

The Allentown Village Society is widely recognized for the success of the annual Allentown Arts Festival that takes place in June and that hosts over 400 exhibitors.

Figure 5. (opposite) Residential homes front onto the gracious parks and quiet streets.
Figure 6. (above) Historic homes contribute to the character of Allentown.
Allentown Age Distribution

Allentown Racial Diversity

DEMOGRAPHICS

Allentown strikes a true balance in diversity, home to committed residents representing a wide range of economic and demographic characteristics. The population includes both long-time homeowners and renters, and is a residence of choice for many artists, students and musicians. The Allentown census tract indicates a population of 3,657 people in 2004, a slight drop from the 2000 census (3,745 people) and the 1990 census (3,812 people). There are few families in Allentown, with an average household size of 3.1 people and a large cohort of over 55 years. Only 24 percent of households live in owner-occupied units, and approximately 14 percent of the total dwelling units are vacant. The median household income is approximately $23,000, well below the Buffalo-Niagara Metropolitan Statistical Area (MSA) median income of $41,600. Compared to the City, MSA, and the State, adults in Allentown tends to be better educated, with 37 percent holding bachelor degrees or higher and only 39 percent with a high school degree or less (source for all data: Mappoint, US Census data for 2004 unless otherwise noted).

NEIGHBORHOOD CHARACTER

The community has managed to maintain a diverse, attractive, and affordable character with steady investment over the years. Maintaining this momentum is essential. Recent projects include new lighting and trees on Allen Street, new institutions, new retail businesses that keep vacancies to a minimum, adaptive reuse, and ongoing preservation of the housing stock. The Allentown Association has provided consistent leadership in oversight of preservation and review of new projects.

The walkable pedestrian environment in Allentown features a mix of uses, including residential, office, retail, civic and institutional. For the most part, the grand civic and institutional uses mark the edges of the neighborhood at Symphony Circle, and along North Avenue and Main Street. The neighborhood is dissected by the major city corridors of Elmwood Avenue and Delaware Avenue. Allen Street is a defining element at the heart of the neighborhood, terminating at the Buffalo Niagara Medical Campus on Main Street and extending west and north along Wadsworth Street to Symphony Circle and Richmond Avenue. The finer grain of the residential neighborhood, which is largely intact from its historic development at the turn of the 20th century, is found on the smaller north-south streets. Demolition and infill development has disrupted the character along parts of Delaware Avenue and Main Street.

COMMERCIAL USES

Allen Street is the main spine for local retail, restaurants, and entertainment (Figure 7). These activities also extend onto north-south streets, primarily Elmwood and Delaware Avenues. Shoppers’ goods, such as boutique and consignment clothes and books, can be found intermixed with antiques and art galleries. A wide variety of unique restaurants and bars predominate, however, and draw customers from the larger citywide population. This popularity speaks to the destination quality of many of these businesses, but causes conflicts at times with residential uses. Professional offices are most prominent in the eastern part of the neighborhood, along Delaware, Franklin, and Main Streets, adaptively reusing historic mansions or occupying infill development (Figure 8).
Commercial infill development has not always been successful and in many cases detracts from the neighborhood character, with many examples dating from the 1960s and continuing through recent years. Many of these buildings lack active ground floor uses, presenting blank walls with few entries. In other cases, demolition of the historic buildings has left a gaping pattern of infill buildings alternating with surface parking lots. For example, the recent Walgreens drug store is set back from the street and surrounded by parking in contrast to the typical character of Allentown.

Retail success can be fragile, dependent on continuous active storefronts and entries. The retail on the eastern end of Allen Street is hampered by the break in continuity at Delaware Avenue, where non-retail uses and surface parking lots tend to dominate. The vacant storefronts on the corner of Main Street present a deterrent to the many employees of the BNMC, who might otherwise venture down Allen Street.

The ability to maintain a strong and sustainable mix of independent stores is an issue faced by many similar communities. Local retailers tend to be sensitive to rents and any changes can threaten an area with either empty storefronts or franchises. Ongoing local support and strong foot traffic is an important factor for the success of these stores.

**RESIDENTIAL AREAS AND AMENITIES**

The neighborhood benefits from the variety and the quality of the housing stock, including large apartment buildings, grand historic homes, and wood frame houses on small lots, most of which were built around the turn of the 20th century (Figure 9).

For the most part, homes in Allentown line quiet streets and surround Arlington Park and Days Park.

Allentown has a number of amenities that make it a desirable place to live, creating a sense of unity and community. The neighborhood has two K-8 charter schools, and P.S. 36, a public bilingual elementary school, which is scheduled to close in 2010. Days Park and Arlington Park provide passive open space for local residents, while Symphony Circle and Elmwood Park act as visual gateways that mark entries into the neighborhood. At Symphony Circle, Allentown connects to the larger Olmsted Parks and Parkway System that extends north along Richmond Avenue. The Allendale Theatre was renovated in 1999 and has become the permanent home for the Theatre of Youth, a city-wide attraction for adults and children (Figure 10). Kleinhans Music Hall at Symphony Circle is home to the Buffalo Philharmonic Orchestra and serves as a major cultural destination on many levels. Occupying a former Christian Science Church, the Karpeles Manuscript Library on North Street is one of two Karpeles museums in the City, which are part of a system of museums across the country housing a private collection of important original manuscripts and documents.

Allentown is also home to a number of social service agencies, including The Salvation Army headquarters in Buffalo (Figure 11), Buffalo Adult Learning Center, Louis J. Billitteri Center, Community Service for Developmentally Disabled, the Friends of the Night, and the newly located Kaleida Health Community Mental Health Outpatient treatment facility on Main Street. The potential for a concentration of social services in the neighborhood is an issue that was voiced by some residents.

![Figure 9. Wood frame houses are a common building type.](image)

![Figure 10. Cultural amenities enrich the character of the neighborhood.](image)

![Figure 11. The Salvation Army headquarters occupies extensive frontage on Main Street.](image)
The entire neighborhood is designated as a Local Preservation District. Notable historic structures are as follows:

- Kleinhans Music Hall, National Historic Landmark
- Ansley Wilcox Mansion/Theodore Roosevelt Inaugural Site, National Register of Historic Places
- Birge/Horton House, National Register of Historic Places
- Dorsheimer House, National Register of Historic Places
- First Presbyterian Church, Buffalo Landmark
- St. Louis Roman Catholic Church, Buffalo Landmark
- Knights of Columbus, Buffalo Landmark
- Franklin Square North/St. Mary’s Seminary, Buffalo Landmark
- Courier Express Building, Buffalo Landmark

ACCESS AND PARKING

Parking to support commercial retail and office uses in Allentown is limited. While this condition encourages walking and alternative modes of transport, it also creates some conflicts with residential parking and limits the marketability of some of the larger office buildings on Delaware Avenue and Main Street. With few sites available for a public parking structure, a destructive pattern of demolishing every other building to provide sufficient parking has left an uneven character on Delaware and Main Streets. The neighborhood is within a five to ten minute walk of the NFTA transit stop at Allen and Main, a single line that provides access to the waterfront, downtown, Canisius College, and the University at Buffalo South Campus. A number of buses also cross through the district providing access to jobs and other parts of the city.
DEVELOPMENT FRAMEWORK PLAN

Allentown has all the elements in place for a strong neighborhood, but should continue to focus on preservation, improvements, and investment in the following areas:

- **Housing**: preservation, and where appropriate, infill housing that maintains the scale and urban form of the neighborhood
- **Parks and streets**: ongoing investment in streetscape, and programming and maintenance of existing parks
- **Cultural and educational activities**: support for local schools, theater, churches, festivals, and other civic activities and landmark buildings
- **Retail shops**: retention of quality local retailers and recruitment of new local entrepreneurs and credit tenants to ensure a balance of goods and services; shopping local and encouraging a walkable pedestrian environment is essential for success.
- **Jobs**: encourage private reinvestment in Class B and C space on Delaware Avenue and Main Street
- **Access and parking**: consider sites that might allow for a public parking structure to support office uses and/or retail uses; resist demolition for surface parking lots that front onto major streets

Midway through the process, different priorities were presented as options, including the following:

- **Allen Street Spine**: focus on retail mix, parking and streetscape; set boundaries and preserve the character of residential streets (Figure 14).
- **Multiple Centers**: focus investment on corners with vacant and underutilized sites and create a mix of uses (Figure 15).
- **External Interface**: focus on Main Street as a major redevelopment corridor; regain stature as one of Buffalo’s great streets (Figure 16).

Based on input from the public process, a development framework plan was developed (Figure 13). The following sections highlight key recommendations for Allentown, including a Main Street strategy, retail strategy, infill and improvement strategy and regulatory strategy.

In general, residents and other stakeholders identified Main Street as the priority area that needs the greatest amount of attention. The Allen Street spine was viewed as relatively strong, and the Allentown Association voiced the ability to lead in areas related to preservation, landlord outreach, and maintenance of the inherent qualities of the core area of the neighborhood.
The regeneration of Main Street will mark a tremendous transformation for both Allentown and the Buffalo Niagara Medical Campus. Improvements to the streetscape and adjacent uses will extend the positive impact of the planned reconstruction of Main Street at Buffalo Place, reestablishing the prominence of this major city corridor. With the Allen Street NFTA station as a centerpiece, transit-oriented development (TOD) could provide the additional density, residents, and retail that would increase ridership and make the street itself more vibrant.

The rehabilitation of Main Street is likely to attract more hospital employees to leave the Medical Campus, and in this way, to invigorate the eastern end of Allen Street and its retail. Strategic projects such as Main Street streetscape improvements, Allen Street extension, and investment in the Red Jacket and its retail frontage will further strengthen this connection (Figure 17). New infill development and restoration of historic buildings could accommodate a wide variety of uses, including medical office buildings, research companies, and other spin-off businesses from the BNMC, as well as residential and retail uses. New development, however, should meet the highest design standards and should have the height and density sufficient to define the width of Main Street. Historic rehabilitation and redevelopment of small lots along Main Street will not go forward without a serious proposal to accommodate a structure for shared parking in the vicinity.

Figure 17. New infill and reinvestment in streetscape and buildings will transform Main Street.
Urban Form and Character

Given the broad width of Main Street and its prominence as a city-wide thoroughfare, new development along this frontage should be of comparable scale and importance. Adaptive reuse and infill uses should maximize the value of a location that is close to over 8,000 employees on the BNMC campus to the east, and adjacent to the retail shops, restaurants, and the historic character of the desirable Allentown neighborhood to the west. Preservation of the significant historic buildings should be a high priority, including strategies that address parking and egress needs in the area. New infill construction on both the east and west side of the street should take cues from adjacent historic buildings regarding scale and massing and should be at least three stories tall on small lots and up to five or six stories along the street wall on larger lots with greater massing and height set back from the street frontage to minimize winds at street level.

Many of the historic buildings on Main Street today set an appropriate scale. As Buffalo expanded at the turn of the 20th Century, the scale of development on Main Street began to evolve from individual mansions to more continuous commercial blocks with buildings that ranged from three to seven stories. The grander scale of these buildings was appropriate for the broad width of Main Street, which has a right-of-way of approximately 90 feet. The Granite Works and the Church of Scientology demonstrate the potential for reinvestment in these architecturally significant buildings. As a further example, ZeptoMetrix has recently purchased the Hoyt Mansion at 878 Main Street to renovate into offices that will complement their labs in an adjacent building.

Main Street today lacks a consistent character in terms of use and physical form. There is little sense of place, which is exacerbated by surface parking lots and low rise buildings on the edge of the Buffalo Niagara Medical Campus. Although there are only about six vacant buildings on the west side of Main Street, the scale and concentration of these at the terminus of Carlton Street and at North Street establish the overall impression of Main Street and detract from the many historic and architecturally rich buildings along its length.

Demolition over the years has left a ragged quality to Main Street. New construction tends to be at a much lower density, with some buildings only one and two stories tall. These newer buildings often lack architectural detail, with only some effort expended at the entry ways. Lacking the real estate values necessary to justify structured parking, surface lots have continued to erode the character of the corridor. The gapped tooth pattern of buildings interspersed with surface parking is a tremendous disincentive for walking, where pedestrians lack the safety and the interest provided by continuous storefronts along their path.

Corner locations tend to be the most valuable due to their high visibility and greater foot traffic, often supporting landmark structures and destination retail stores or restaurants. Along Main Street, however, most of the corners are eroded with surface parking, one story buildings, or underutilized open spaces. The highly visible intersections of North Street, High Street, and Virginia Street are characterized by one story buildings and surface parking lots. Allen Street terminates at Main Street with a corner of vacant store fronts in the Red Jacket and a little used park. The terminus of Carlton Street is compromised by a low-rise structure and vacant buildings. These highly visible situations establish the overall impression of Main Street and detract from the many historic and architecturally rich buildings along its length.

Streetscape Improvements

In this particular segment of Main Street, between Goodell/Edward Street and North Street, a distinctive character will call attention to the unique Allentown/Medical Campus connection and would foster stronger ground floor retail. A vibrant urban street typically has wide sidewalks under a canopy of street trees and a narrow roadway as possible, encouraging easy visual access to both sides of the street (Figure 18). Generous sidewalks allow people to congregate in cafes, on benches, or simply stroll along a more pedestrian friendly street (Figure 19). The number of travel lanes should be limited with no more than four lanes including turn lanes, and...
using 11 feet as a recommended travel lane width. On-street parking is much needed by adjacent uses and also serves to calm traffic and protect the pedestrian (Figure 20). The continuity of Main Street today is compromised by the pedestrian mall between Tupper and Division Streets. Buffalo Place has been actively pursuing a redesign strategy that would allow cars to share the street with the light rail system, which would improve physical and perceptual connections between downtown and the Medical Campus and Allentown.

The current proposals for the overall redesign of Main Street from downtown to the northern part of the City call for a boulevard centered on a green landscaped median. Landscape medians provide a visual amenity for those passing through but tend to divide a street, blocking views and promoting faster traffic, aspects that limit retail potential. The most vibrant urban streets, such as Fifth Avenue in New York, Newbury Street in Boston, Larimer Street in Denver, and Stockton and Post in San Francisco, are place-focused with an emphasis on sidewalks rather than medians. Given a limited right-of-way, allocating space to sidewalks allows for generous street tree planting, while also accommodating active pedestrian uses. Overall the impact of the street should be minimized by providing narrower lanes and limiting excessive traffic capacity.

**Historic Character**

Between Goodell Street and Allen Street, many of the buildings along the west side of Main Street are historic in nature. With their grand scale and fine architectural detailing, these buildings speak to better days when this part of Main Street was a promising new area for development, a condition that can be repeated through the growth of the BNMC and the strength of the Allentown neighborhood.

Today, the character of the remaining historic buildings on Main Street ranges considerably with different heights and setbacks, including:

- Singular landmark structures such as Saint Louis Roman Catholic Church
- Institutional buildings with significant density and architectural detail, such as the former Buffalo Catholic Institute, now the Church of Scientology, and the Diocese of Buffalo building at 785 Main Street
- Former mansions and individual houses such as the Hoyt Mansion at 878 Main Street and Roxy’s (Figure 21)

Most of these older buildings are four to five stories with high floor to ceiling heights, creating an impressive presence on the street. A number of the historic buildings lack parking and in some cases rear egress, rendering them virtually undevelopable. The most notable lack of parking occurs at the vacant Summit Distributors building (916 Main Street), the adjacent carriage factory (918 Main Street), and the Red Jacket. In other cases, the front yard is used for parking, as in the case of the Di Natale Hair Gallery, which is located in a former house.
Medical - Related Uses
A number of medical-related uses have migrated to the Main Street corridor, bringing valuable jobs. This trend should be encouraged especially for high value research and development enterprises and medical office buildings that derive benefit from proximity to the BNMC. Manufacturing uses and other low rise structures may not be the best use of land as property values increase over time. The design of medical facilities must be of the highest quality, mitigating the tendency for blank ground floors and development enterprises and especially for high value research and manufacturing of ingestible, capsule-based medical devices for gastro-intestinal disorders.

As office buildings, many of the current facades present blank walls or shuttered windows, which do little to enliven the street. In several cases, parking is an issue, causing concern for employers and employees but also creating a demand for demolition of adjacent structures for surface parking. Current medical-related uses include:
- ZeptoMetrix: medical research with specialized labs; lacks sufficient parking (Figure 22)
- Center for Hospice and Palliative Care, Inc.: home health care service agency and health care training agency; parking behind the building with access to North Pearl
- King Opticians
- Epic-Every Person In Children, Inc.: national not-for-profit organization offering programs, training, and resources related to raising children; parking behind the building with access to North Pearl
- Proposed Kaedila Health mental outpatient unit; lacks sufficient parking and is proposing to demolish adjacent structures.

On the east side of the street – on the Buffalo Niagara Medical Campus – the following medical related uses are found:
- University of Buffalo Research Institute on Addictions
- Excellus Health Plan medical office building: with Lifetime Health Medical Group, Academic Medicine Service, Inc.
- Smart Pill Corporation: development and manufacturing of ingestible, capsule-based medical devices for gastro-intestinal disorders

Retail Goods and Services
A more continuous retail frontage will enliven the street, making it feel safer and more attractive, and will provide needed services to the employees of the BNMC. A strong retail presence on Main Street will serve as a destination that draws foot traffic eastward along Allen Street, improving the chances for success for these businesses.

Current retail uses along Main Street are not contiguous and vary widely in their offerings. Although a number of drinking establishments are geared specifically toward serving the gay and lesbian community (Roy’s and OHM, as well as others in the area), the overall lack of continuity does not create a walkable urban environment. Retail uses in these blocks include:
- Restoration Works, Inc. (808 Main): decorative plumbing, fixtures, trims, and hardware
- Wine bar (846 Main)
- Di Natale Hair Gallery (868 Main)
- Camperi’s Pizza (888 Main)
- Destini’s Pizzeria (900 Main)
- Convenience store (900 Main)
- Hyatt’s (906 Main): art supply, pantone, and sign equipment with retail and online sales (Figure 23)
- OHM (946 Main): bar with live music
- Pharmacy (1031 Main)
- HSBC/Marine Midland Bank (963 Main)

Civic Uses
The NFTA subway stop could become the center for transit-oriented development (TOD) on the Medical Campus and in Allentown. The station could also be a major generator of foot traffic in the Main Street corridor. Currently, however, the station building blocks the connection between Allen Street and the BNMC. Plans to extend Allen Street to Washington Street and possibly to Ellicott Street remain a high priority and will involve the reconfiguration of the station on either side of the street.

Currently religious institutions control a significant amount of storefront along Main Street, with major local and regional destinations including St. Louis Roman Catholic Church, the Church of Scientology, and the Salvation Army. As headquarters, these also serve as significant employers in...
Residential Uses

A significant increase in housing units along Main Street will make the corridor feel more vibrant and safe throughout the day and the week. Additional residents will help support retail on both Main Street and Allen Street. Some hospital employees might choose to live closer to work if given an expanded range of housing types in close proximity, a demand that will be accelerated by the merger of the Millard Fillmore Gates Circle Hospital and Buffalo General Hospital, the potential for expanded UB programs downtown, and other projected growth on the campus. In many places, including Canisius College in Buffalo, institutions have implemented Live/Work programs that provide financial assistance for employees living close to work.

Main Street currently has only about 160 to 170 units of housing, not quite enough to create a critical mass of residents or a feeling of safety at all hours that comes from the sense of “eyes on the street.” The recent renovation of 846 Main Street included 28 market rate apartments on the upper floors (Figure 24). The Roosevelt Apartments offer 113 units of Section 8 housing for elderly and disabled tenants (Figure 25). The property was recently rehabilitated and is maintained in excellent condition. The Red Jacket (Figure 26) is part of a scattered site project known as BRACO-1 entailing 220 units in several buildings in the city. Approximately 25 to 30 units of housing are estimated to be in the Red Jacket. As a part of BRACO-1, the Red Jacket has family units that are subsidized by HUD with project-based Section 8 assistance as part of the Loan Management Set Aside (LMSA) program. The properties were recently refinanced with a mortgage expiration date of 2025. Project-based subsidies are attached to the specific mortgaged property for the contractual period.

Action Items

- Establish and enforce higher standards for design of new buildings
- Make façade grants available and encourage their use to transform existing facades with blank walls
- Invest in Main Street streetscape and infrastructure with wider sidewalks, continuous street trees, and active ground floor uses on both sides.
- Move forward with NFTA Station redesign and Allen Street extension
- Organize a task force composed of City of Buffalo, Allentown Association, BNMC, and property owners to address problem properties, including upkeep, parking, and egress issues
- Enforce City codes and HUD program inspections at the Red Jacket
- Promote greater density throughout, but maintain a
consistent scale for the street wall on both sides of Main Street (ranging from 4 to 8 stories)

- Where appropriate, encourage the assembly of smaller sites with adjacent properties for redevelopment.
- Develop corner lots and promote active retail uses on these corners where possible.
- Limit building demolition for surface parking along the Main Street frontage.

RETAIL STRATEGY

Allentown is a complete pedestrian-oriented neighborhood with a mix of retail uses that support the residential, office, and cultural uses. The retail mix is dynamic as businesses move in and out, but overall remains an eclectic mix of locally owned stores (Figure 27). An area like Allentown is not immune to national trends that have positioned large format groceries, big box, and malls – often in suburban locations – as alternatives to downtown and local shopping. On the other hand, the turnover from unique local businesses to urban franchises has not yet occurred in Allentown.

The retail analysis is based on the Allentown Association business directory and considers five main types of retail establishments:

- Shoppers’ goods: apparel and accessories, antiques, furnishings, gifts, books, and any other stores with merchandise that the patron can take with them
- Services: banks, real estate offices, barbershops, nail and hair salons, professional offices, etc.
- Restaurants/Bars
- Convenience/grocery: food marts, drug stores, liquor stores
- Galleries: art galleries and studios

Retail streets often thrive along a relatively short length, where stores are concentrated, easily visible on both sides of the street, and accessible within about five minutes of each other (1/4 mile length). Side streets offer additional interest but usually one street offers the best retail frontage and commands the best rents. Examples of eclectic shopping districts similar to Allentown that are focused around relatively short streets include Church Street in Burlington, State Street in Ithaca, Exchange Street in Portland, Westminster Street in Providence, and the core area of Harvard Square. Many of these examples have the advantage of a young college student population, which helps sustain the retail shops. It becomes difficult to sustain strong retail uses beyond a core area, unless there is a very wealthy catchment area, such as Greenwich, Connecticut, or a dense and wealthier population, such as Georgetown, D.C. Allentown’s ability to retain its distinctive character speaks to the unique role it fills in Buffalo and the commitment of its residents, landlords, and retailers.

Retail districts are fragile in that they can change quickly, either devolving away from shoppers’ goods to a preponderance of service uses or becoming so successful that the very character that defined the district is lost when national franchises begin to dominate. Greenwich, Georgetown, and Faneuil Hall in Boston have all witnessed the take-over by national chains. The gradual encroachment of service uses – especially nail and hair salons, banks, and professional offices – is much more common in many downtown and neighborhood shopping districts. These soft retail uses take advantage of affordable space at street level, which is preferable to vacancies. Unfortunately, these uses typically offer little presence on the street and hamper the continuity of interesting, high quality window displays that make retail districts intriguing.

In Allentown, the 224 retail establishments in the neighborhood are distributed on several corridors,
but the character and mix of businesses on each is quite distinct. Allen Street is the primary retail address, but Delaware Avenue and Elmwood Avenue both have significant retail uses, while Franklin, Main Street, and some other streets have lesser amounts (Table 1).

In many ways, Allen Street defines the neighborhood. This central spine is easily accessible for residents on the side streets to the north and to the south and the restaurants, bars, and entertainment provide a city-wide destination. Given the terminus of the street at Main Street, most vehicular traffic is likely to be local and passes more slowly than on the north-south thoroughfares. About a third of all retail establishments in the neighborhood are on Allen Street. The prominence of the address is reflected in the fact that the greatest number of shoppers’ goods stores are found on this street, especially apparel and accessories, furnishings, and books, which serve as anchors that draw foot traffic. Allen Street also has the highest concentration of restaurants and bars, which serve the same purpose. On Allen Street, the core area between College Street and Delaware Avenue is about 1/4 mile. The intersection of Delaware presents some discontinuity in retail frontage in any event, but extending the length of the Allen Street retail all the way to Main Street will be difficult without a stronger set of retail anchors on Main Street to draw the employees of the Medical Campus toward Allentown. The negative perception of vacant buildings on Main Street creates barrier that discourages this foot traffic today.

Delaware also has a large proportion of the neighborhood’s retail establishments, but most of these are services (Figure 28). The few national franchises in the neighborhood tend to locate on Delaware, perhaps because of the high volume of traffic that passes through. Elmwood Avenue supports a fairly even balance between services and shoppers’ goods with a few restaurants, galleries, and convenience/grocery stores. Main Street has become a minor retail street with only a few services and a few convenience restaurants. Hyatt’s is the only anchor store left in this part of Allentown, and significant portion of its business is done online.

The large number of service uses in the area is an issue that bears monitoring, especially if they become predominant on either Allen Street or Elmwood Avenue. Key corners are particularly important locations for active retail uses such as restaurants or shoppers’ goods stores. Any encroachment of franchises should be carefully monitored to be sure that they will enhance the shopping environment and district character. Escalation in rents, demand for excessive parking, and loss of district identity should be areas of concern in regards to national franchises.

### Table 1. Retail Use Distribution in Allentown

<table>
<thead>
<tr>
<th>Street</th>
<th>Services</th>
<th>Restaurants</th>
<th>Shoppers’ Goods</th>
<th>Gallery</th>
<th>Convenience</th>
<th>Total</th>
<th>Percent</th>
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<tr>
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<td>15</td>
<td>22</td>
<td>24</td>
<td>5</td>
<td>3</td>
<td>69</td>
<td>31%</td>
</tr>
<tr>
<td>Delaware Ave</td>
<td>33</td>
<td>11</td>
<td>4</td>
<td>-</td>
<td>3</td>
<td>51</td>
<td>23%</td>
</tr>
<tr>
<td>Elmwood Ave</td>
<td>18</td>
<td>3</td>
<td>16</td>
<td>4</td>
<td>3</td>
<td>44</td>
<td>20%</td>
</tr>
<tr>
<td>Franklin Ave</td>
<td>16</td>
<td>5</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>26</td>
<td>12%</td>
</tr>
<tr>
<td>Main Street</td>
<td>7</td>
<td>5</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>14</td>
<td>6%</td>
</tr>
<tr>
<td>Virginia St</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>6</td>
<td>3%</td>
</tr>
<tr>
<td>North Street</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>5</td>
<td>2%</td>
</tr>
<tr>
<td>St. Louis Pl</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>1%</td>
</tr>
<tr>
<td>Symphony C</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>1%</td>
</tr>
<tr>
<td>College St.</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Park Street</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Pearl Street</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100</td>
<td>53</td>
<td>50</td>
<td>11</td>
<td>10</td>
<td>224</td>
<td>100%</td>
</tr>
</tbody>
</table>


The marketing services provided by the Allentown Association and its website are a valuable resource that enhances the success of the overall district and makes retail uses more accessible to patrons. The annual arts festival and garden walks also serve to increase visibility of the area, which benefits the retailers over the course of the year.

### Action Items

- Encourage consistent maintenance of storefronts and sidewalks, including trash removal, store fronts, and clean sidewalks and entries
- Encourage retailers to regularly update merchandise displays and continue to make these interesting with a variety of color, texture, and style
- Coordinate with the City and/or other foundations to assemble funding sources for façade and signage improvements and make these available to businesses
- Continue to advocate for streetscape repairs, maintenance, and investment especially along Allen Street and Elmwood Avenue
- Outreach to successful retailers in the neighborhood to ensure that they have positive landlord relationships and that their needs are being met
- If a vacancy occurs on Allen Street or nearby on Elmwood Avenue, recruit small independent retailers that will complement existing uses and maintain a contiguous and clustered retail district (Figure 29)
- In coordination with the Allentown Association, identify a group or an individual who can assist with retail recruitment including developing relationships with landlords and helping them recruit and cultivate local entrepreneurs and talent that will contribute to the character and mix of the Allentown retail
- Address building vacacies, parking needs, egress issues, and other deterrents to retail uses

![Figure 28: The commercial uses on Delaware tend to be professional office and other services, in either historic structures or modern in KB buildings.](Image 684x354 to 1170x716)
IMPLEMENTATION STRATEGY

ALLENTOWN NEIGHBORHOOD STRATEGY

- Figure 29. The recruitment of strategic anchor stores helps drive foot traffic.

on Main Street; recruit uses that will meet demand from the 8,000 employees in the Medical Campus.
- Create design guidelines targeted to developers, property owners, and retailers, both as a source of information and a tool for enforcement.
- Encourage service uses such as offices to locate on upper floors and on side streets, maintaining prime retail frontage at ground level on Allen Street and Elmwood Avenue in particular (Figure 30).
- Prohibit drive-through uses and fast-food franchises in the zoning code.
- Discourage demolition of buildings for surface parking lots; ideally a location for publicly-accessible parking structure should be identified to support the neighborhood, with sites more likely along Delaware or Main Street or parts of Elmwood than other parts of the neighborhood.
- New retail and other buildings should be placed at the street edge and parking, if any, should be placed in the rear.
- Infill development and building renovations should be designed to accommodate retail uses even if these uses are not possible in the initial opening. Storefronts are usually distinguished by greater floor to ceiling heights, more transparent surfaces on the façade, and visible and frequent entryways.
- Make infill a high priority on corner lots, which have the most visibility and set the tone for an area, and target active retail uses on these corners.
- Even non-retail uses should be encouraged to have facades that are open and visible to the street.

Given the growth of the Medical Campus with the future of Kaleida Health and the University at Buffalo uses, a retail study may be warranted to define retail demand and the targeted mix of stores. A scope for this work would include the following:
- Define the customer base for retail in the area, including medical campus employees, visitors, and local residents. Identify demographic characteristics for current and projected employees and households (age composition, employment by sector, income, education, etc.).
- Using the recent zip code data for hospital employees and knowledge of the areas surrounding BNMC (Allentown, downtown, Elmwood, Masten, etc.) identify competitive shopping opportunities for a variety of goods and services (food and beverage, shoppers’ goods, destination/specialty retail, grocery, convenience, pharmacy, consumer services, etc.).
- Analyze the existing merchandise mix and its strengths and weaknesses, addressing retail within the medical facilities, on the campus, and in the immediate area.
- Provide an overview of real estate characteristics for retail in the area (rents, property prices/values, vacancies, absorption, owner occupied businesses versus tenants, lease structures, etc.).
- Conduct employee surveys to determine willingness to shop locally, demand for different goods and services, and likely patterns of use (day, evening, length of lunch hour, location of parking, etc.).
- Recommend a merchandise mix with retail uses that will cater to the employees, visitors, residents, and other markets, including type of store and approximate absorption (floor area).
- Identify the most feasible locations in the area for retail and the conditions for success based on patterns of movement, volume of foot traffic and/or vehicular traffic, visibility, building and/or site suitability, walkability, and parking.
- Prepare design guidelines for facades and store fronts to create a positive image for the district and the retail businesses.
- Evaluate the need for a retail recruiter or coordinator to complement and/or enhance the work that the Allentown Association currently does.

INFILL / IMPROVEMENT STRATEGY

For the most part, Allentown is built out and possesses a positive character that is appreciated by the residents, employees, and visitors to the area. While Main Street and the retail district are the primary focus of this study, a few other areas in Allentown would benefit from improvement strategies over time. Delaware Avenue suffered the greatest transformation in the mid-twentieth century as the character-defining grand mansions were demolished to make way for faceless office buildings, fast food and hotel chains, and supporting surface parking lots (Figure 31). Over time, infill and redevelopment along Delaware Avenue will dramatically change the character of this busy street. New development should be considerate of the remaining mansions in terms of massing, the placement of the building, and the height of the street wall. A better pedestrian environment can be achieved, however, with more continuous buildings that front on the street offering multiple entrances and transparent facades at the ground level. Even the renovation of the ground floor of the existing office buildings on Delaware would be transformative in that they currently interrupt the retail on both Allen Street and Delaware Avenue.
Onsite parking will be impossible for most sites unless it is placed underground. Alternatively, a site for a publicly accessible parking structure should be considered along Delaware, which has some of the only large footprint sites in the neighborhood. With a shared parking arrangement, this garage could serve office uses during the day and support some of the cultural and restaurant uses in the evening and weekends, while also providing a supply of spaces for residential guest parking.

Consideration should be given to the ability to share parking assets with the BNMC in lots and structures that are underutilized in the evening and weekends, while also providing additional retail on Main Street and the eastern end of Allen Street.

Street/cape improvements are a high priority for the Allentown residents and businesses. While this investment may be challenging within the context of the overall city needs, a high priority should be given to reconfiguring and improving Main Street and maintaining a high quality streetscape on Allen Street, Delaware Avenue and Elmwood Avenue.

REGULATORY STRATEGY

Formal approval of an Area Plan for Allentown and participation in the City’s rezoning effort are the key regulatory actions that are recommended as described below. The existing Allentown Historic District is an important element in defining future infill development and renovation, but no changes are recommended.

Area Plan

The City of Buffalo’s Comprehensive Plan, The Queen City in the 21st Century: the Buffalo Comprehensive Plan (Figure 32), articulates an overall vision for the City, and establishes “… the policy framework for all other local planning efforts including plans for downtown, neighborhoods, the waterfront, special districts and special purposes.” (City of Buffalo, The Queen City in the 21st Century: the Buffalo Comprehensive Plan, 2006, About This Plan)

The Plan outlines the challenges facing the City, as well as the opportunities in several areas including the region, population, economy, community, environment, infrastructure, finance, planning and zoning. It defines several strategies and policy priorities, founded on three key principles:

- Sustainability
- Smart growth
- Fix the basics, build on assets

The strategies and policy priorities address such elements as development scenarios, development priorities, land use, and revising the City’s zoning ordinance.

Section 2.3 of the Comprehensive Plan states that the Plan “incorporates within its framework all other plans for the city – for neighborhoods, districts, special functions, citywide systems, and otherwise” and “… is the preeminent official and authoritative plan for Buffalo to which every other plan will be subordinate and with which every other plan will be consistent.” (The Queen City in the 21st Century, Section 2.3)

Within this framework, it acknowledges that more detailed area plans must be completed for various planning districts in order to implement the plan vision. It also articulates the need to revise the City’s zoning ordinance, which was originally adopted in 1951. The Comprehensive Plan does not outline any formal content requirements for area plans, or provide specific guidance on preparing them. Given the broader city-wide perspective of the Comprehensive Plan, however, the area plans clearly need to define more focused strategies for the various districts and neighborhoods to which they apply, and should at a minimum achieve the following:

- Comply with the principles and general policy and planning provisions of the Comprehensive Plan
- Focus on a geographically defined district or neighborhood
- Specify district or neighborhood specific issues, policies and strategies
- Serve as the foundation for amending the City’s zoning ordinance, zoning district maps, and other regulatory documents

The Allentown Neighborhood Strategy is intended to serve as an initial draft of an area plan for Allentown. The Strategy contains the elements of an area plan, including context, existing conditions, recommendations for the future, and implementation strategies. Neighborhood residents and stakeholders need to review the Strategy to ensure it fully reflects the vision and aspirations of the community. City review will also be
required to identify any additional elements that should be addressed if the plan is to be adopted under the Comprehensive Plan as a formal regulatory document.

Zoning Update
The City’s Comprehensive Plan establishes a priority to:
1. Crafting of a new City-wide zoning ordinance as a key implementation tool. Key recommendations for change include incorporating urban design requirements and amending residential lot standards to reflect the urban context, and creating new mixed-use districts that emphasize mixed-use commercial/residential development, built-to lines, multiple stories, surface parking location requirements, and other measures.

In the spring of 2008, the Office of Strategic Planning initiated the process to revise the ordinance. If the City adopts the Allentown Neighborhood Strategy as a formal area plan for the community, the planning and urban design framework described for the Allentown should serve as the basis for amending current zoning.

Section 1.8 of the Comprehensive Plan states the following concerning the City’s zoning ordinance.

“The current ordinance and an official zoning map was adopted by the City in 1951 (Figure 33). That ordinance included 12 zoning districts (five residential, four commercial and three industrial) specifying the use, height and area regulations in each case. Since its adoption, many amendments have been approved and a host of special use districts and Urban Renewal Districts have been created. As a result, the ordinance is difficult to comprehend and apply today.

The zoning now, in effect, embodies the thinking of the mid 20th century about appropriate land uses and regulations. But it also reflects efforts since then to respond to the changing needs of the city through a proliferation of new and special zoning districts and an increasing number of individually-zoned parcels. At the same time, there are many cases of unplanned intermingling of residential and industrial uses that were typical of the built environment prior to the adoption of the current ordinance. A new ordinance must take this history into account.” (The Queen City in the 21st Century, Section 1.8)

The City’s existing zoning ordinance (Chapter 511 of The Charter and Code of the City of Buffalo, New York) governs permitted uses, lot and development standards, and parking requirements among other items, according to mapped districts. The Allentown neighborhood contains the following districts, which permit a range of residential and commercial uses:

- Allen Street District (AD)
- Elmwood Business (EB)
- Community Business District (C2)
- General Commercial District (GM)
- Apartment Hotel District (R5)
- Dwelling District (R3)

Existing zoning districts largely reflect current land uses, and are not always consistent with the full range of uses or the urban design framework proposed in the Allentown Neighborhood Strategy.

- The Community Business District (C2) zoning in the eastern part of the neighborhood does not support potential mixed-use development that could occur with higher density residential uses.
- The distinctions between Allen Street District, Elmwood Business, General Commercial District, Community Business District, and the Apartment Hotel District should be evaluated to see if they are necessary given the desire to create a unified retail and mixed-use environment.
- The ordinance does not contain any zoning district that would support the vision for mixed-use development along Main Street and other parts of the neighborhood.
- Overall, existing lot, area, setback, bulk and density requirements are unnecessarily complex and difficult to interpret, in particular for commercial and higher density residential districts. Where commercial and residential districts abut, varied setback and height requirements may generate inconsistent urban design responses.
- Minimum residential lot dimensional and area requirements reflect suburban standards, and restrict opportunities for innovative infill development, or for redevelopment of vacant lots.
- The zoning regulations do not adequately address urban design.

Action Items
- Community review and refinement of the Allentown Neighborhood Strategy
- City review of the Strategy, with identification of additional Area Plan requirements
- City approval of Allentown Strategy
- Participation in the update of the Allentown zoning as part of the city-wide effort
Allentown has maintained a distinctive, diverse, and eclectic character against many odds over the last several decades. The balance of historic preservation and artistic storefronts defines a unique character. The ongoing growth of the Medical Center in terms of stature, development, and number of employees presents an opportunity for the community to tackle one of the more enduring issues facing the neighborhood: the need to improve Main Street. The historic properties are in disrepair and new infill development and uses must be held to a higher standard. Investment in the streetscape will create a vibrant urban space that can connect the medical campus to the neighborhood and its retail. A number of other opportunities exist for infill and appropriate redevelopment, primarily along Delaware Avenue. Given the importance of the retail character of Allen Street and Allentown, careful monitoring and business investment is warranted to ensure the unique mix and quality of stores and restaurants.

The ongoing dedication of the Allentown Association and community leaders has contributed to the success of the neighborhood over the years. In areas where the required effort – such as Main Street – is beyond the mission of the existing organization, strong partnerships between the Allentown Association, BNMC, property owners, and the City are warranted to ensure that the work ahead is accomplished.
Special Thanks
This report was prepared for the Buffalo Niagara Medical Campus, in cooperation and partnership with the City of Buffalo with significant input from the residents, businesses, and other stakeholders in Allentown as well as other participants in the City of Buffalo, New York.
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<td>Fruit Belt as a Demonstration Program</td>
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EXECUTIVE SUMMARY

FRUIT BELT NEIGHBORHOOD STRATEGY

The Fruit Belt, Allentown, the Buffalo Niagara Medical Campus (BNMC), and downtown Buffalo are bound together into a common vision of Four Neighborhoods/One Community. Since each of these “neighborhoods” is quite distinct, they each must build on unique strengths and confront distinct sets of issues. Yet together, the interrelationship of the four areas creates a much more powerful idea of the best that Buffalo has to offer—employment, research, health care services, education, a variety of housing opportunities, and the retail and entertainment amenities that come from a vital urban setting, whether downtown or in the neighborhoods.

This narrative focuses on one of the four neighborhoods, the Fruit Belt, and considers it in relation to the BNMC and its larger context. The purpose of this study is to identify the issues specific to the Fruit Belt, develop implementation strategies that build on previous studies and the momentum of current projects, and establish support for action and investment in the neighborhood.

Discussions with civic and community leaders, the City, BNMC, and residents have helped shape these recommendations.

For the neighborhoods, the medical district has the potential to become a vital economic engine, helping to regenerate investment in this part of the city (Figure 1). Since its inception in 2001, the BNMC has become a catalytic player in the city with significant investment on its campus. By creating a coalition of interests, the BNMC has been able to create a strong identity for the district, while offering a forum for discussion around shared interests and issues, and joint opportunities. As the institutions continue to grow, however, development must be carefully considered to occur in a manner that is sensitive to neighborhood interests.

The inherent attributes of the Fruit Belt neighborhood —its location in the city, its residential character, and the number of active civic organizations — can become the basis for positive and focused change. Against the backdrop of the region’s overall decline in population, however, the assets of the neighborhood must be improved and promoted to encourage existing residents to stay and new residents to move in. Linking the growing number of jobs at BNMC with opportunities for existing residents and convenience for new residents is one way to stabilize the neighborhood. To retain neighborhood character, however, new housing must contribute to the neighborhood in terms of both quality and character. Part of making the neighborhood a better place to live will involve ongoing investments to infrastructure and over time better public transit service. A unified neighborhood voice is needed to bring together the many constituencies and efforts toward a common purpose.

A priority location for investment is recommended for the High Street corridor with the potential for a new neighborhood center at Mulberry Street and an orchestrated plan for development along Michigan Avenue and High Street, a mix of uses, new housing types, and slightly higher densities is envisioned, while the quiet side streets in the neighborhood are recommended to remain residential for one and two family homes.

Implementation will require the organized effort of many different individuals and entities. Key steps include the following:

• Building a unified voice
• Amending the regulatory environment
• Creating a workforce strategy
• Establishing a land bank program
• Creating a community development organization

The Fruit Belt could become a demonstration community for the City of Buffalo where focused resources can bring about real and lasting revitalization.
EXECUTIVE SUMMARY

The Fruit Belt Neighborhood Strategy was developed through a comprehensive and community-oriented process. Integrated through all aspects of the planning effort, residents and the community stakeholders. The strategies should clearly define the leaders and the role of public, private, and non-profit entities and their priorities to achieve immediate and sustained action.

Develop a More Unified Neighborhood Voice

The Fruit Belt Neighborhood Strategy recognizes that neighborhood stabilization and revitalization is not achieved through a single effort, but through an ongoing process that requires collaboration from a variety of parties, as well as continuous dialogue with residents, community organizations and stakeholders. The strategies and recommendations of the Fruit Belt Neighborhood Strategy are products of a collaborative planning process that should persist well into the future with a more unified neighborhood voice.

Synchronize Neighborhood Plans with BNMC and City Plans

The Fruit Belt Neighborhood Strategy and BNMC Campus Master Plan Update are being prepared concurrently, along with the HSU/Walker Transportation and Parking study. This synchronization creates the opportunity to align recommendations and strategies in a comprehensive and consistent manner. For the Fruit Belt, this becomes increasingly important when looking at the treatment along Michigan Avenue, the seam between the two areas. Similar alignment should be achieved with City planning initiatives, such as the current zoning update and any future amendments to the Urban Renewal Plan.

PLANNING PRINCIPLES

The following principles were established to address neighborhood issues and to make the Fruit Belt Neighborhood Strategy actionable:

Build on Neighborhood Strengths

The Fruit Belt contains many assets, including historic buildings, active community organizations, proximity to downtown Buffalo, and opportunities for partnerships with the nearby medical campus. The Fruit Belt Neighborhood Strategy recognizes that the first step toward community change relies on these strategies and harnesses their capacity for change.

Link Strategies to Neighborhood Priorities

The recommended strategies should directly respond to the issues identified by the residents and community stakeholders. The strategies should clearly define the leaders and the role of public, private, and non-profit entities and their priorities to achieve immediate and sustained action.

PLANNING PROCESS

The Fruit Belt Neighborhood Plan was developed through a comprehensive and community-oriented process. Integrated through all aspects of the planning effort, were a commitment to community engagement and coordination with other planning initiatives, such as the BNMC’s Campus Master Plan Update, the University at Buffalo’s Comprehensive Physical Plan, and the City’s planning initiatives.

The initial phase of the planning process began in January 2008 and involved a thorough examination of existing data and previous planning studies, site reconnaissance, and meetings with stakeholders to identify key issues and opportunities. This review and synthesis established the foundation for the framework plan and development strategies. A number of options were explored to test critical adjacencies, boundaries, densities, connections and program alternatives. These development strategies were presented in a community forum in April 2008 (Figure 2). The discussion centered on priority locations for initial investment, key program elements, and organizational issue integral to a successful strategy. With community and stakeholder input, the framework plan was further refined and a number of specific implementation strategies were developed. The second community forum, which was held in June 2008, discussed the overall framework plan and priorities for the Fruit Belt Neighborhood, along with strategies for infill development, site lot transfer programs, infrastructure projects, and workforce initiatives.

Planning for the Fruit Belt involved a comprehensive consultation process that included interviews with a wide variety of stakeholder groups from the public, private and non-profit sectors.
The master planning area for the Fruit Belt Neighborhood consists of approximately 130-acres directly east of the BNMC. This 36-block neighborhood rises in elevation towards the north, with a high point between High Street and North Street. On this high ground, large institutions such as the City Honors School and the Masten Armory along North Street contain the neighborhood along its northern edge. Jefferson Avenue, the neighborhood’s eastern edge, is a major arterial that separates the Fruit Belt from Buffalo’s East Side neighborhoods. The introduction of the Kensington Expressway has divided the Fruit Belt from neighborhoods to the south, connected now with only two pedestrian overpasses. With the growth of the medical campus over the years, Michigan Avenue has become a defining edge, although McCarter Gardens remains to the west. Michigan Avenue is also the primary arterial that connects the neighborhood to downtown Buffalo as well the Michigan Avenue Heritage Corridor, which commemorates the African American experience in Buffalo.

The history of the Fruit Belt dates back to 1839 with the arrival of immigrants from Southern Germany who fled religious persecution. Upon arrival, they established a residential neighborhood and planted a variety of orchards that would later become the namesakes of the streets including Peach, Orange, Grape and Lemon Streets, earning the nickname “The Orchard.” Employment could be found in the nearby breweries, and small shops were found at each corner along High Street (Figure 3). A wide variety of churches have always been dispersed throughout the neighborhood, while public school No. 37 has been a center for the community since the 1880s. By 1901, all the streets in the area were platted (Figure 4).

The Fruit Belt remains a tightly knit residential neighborhood, predominantly African American, with just under 2,000 people living in this well-defined area. The average household income in 2000 was approximately $23,000, less than half of the Buffalo area median income (AMI) of $46,900 per household for that year (Figure 5). Only 13% of the adult population had an associate’s degree or higher (Figure 6).

While many of the denominations have changed, 14 churches remain in the Fruit Belt today. In addition to the public schools, a number of other community organizations now serve the Fruit Belt. Many of the small retail stores have not endured, however, with the rise of larger metropolitan retail centers and the declining population in the Fruit Belt. Those that remain tend to be on the edges along Jefferson and along Michigan as well as a few corners on High Street and Virginia Street. Many homes have also been...
lost over the years to abandonment and demolition (Figure 7).

EXISTING NEIGHBORHOOD ASSETS

Despite its many challenges, the Fruit Belt contains a variety of assets that favorably position the neighborhood for revitalization. The location of the neighborhood within the City, its quiet residential character, and its community institutions and organizations are the foundations for the future.

Within the neighborhood, the Fruit Belt contains a series of leafy residential streets, with tree canopies that contribute to Buffalo’s legacy as the “City of Trees.” Each street has its own personality and sense of community. The traditional wood-frame homes (Figure 8) are narrowly spaced, but front directly

Figure 7. The fabric of the neighborhood has been weakened by ongoing demolition and vacant properties.

Figure 8. Traditional wood-frame houses with porches.
and Peach Streets (Figure 10). The nearby City Honors (P.S. 195) offers high quality study for grades 5 through 12 as a test-based magnet school. Approximately $8 million in renovations have been slated for City Honors over the next two years.

The Fruit Belt hosts a variety of neighborhood services and activities (Figure 11):

- The Locust Street Neighborhood Art Classes provides free art training to all ages. Courses include painting, drawing, clay and photography.
- The Moot Senior Center, part of the Buffalo Federation of Neighborhood Centers, is located at the corner of High and Orange Street and provides activities and services to seniors in the neighborhood that focus on art classes, singing and exercise.
- Teen Challenge, located on Locust Street between Virginia and Carlton Streets, provides a holistic approach to drug and alcohol rehabilitation through its residential program. Teen Challenge also recognizes the importance of education and offers a state-certified GED program and houses a Computer Learning Center that provides opportunities to improve reading and computing skills.
- Southwest Key Program, located on the eastern edge of the neighborhood at Jefferson and High Street runs a variety of mentoring, empowerment and reentry programs for at-risk youth. They also help families develop care plans for their children.
- Fruit Belt Community Action Organization (CAO) anchors the corner of High Street and Peach Street, offering a wide variety of neighborhood and family services, including workforce training, housing assistance, and crisis and emergency assistance.
- UB East Side Neighborhood Transformation Partnership is a grant-funded program assisted by the university. The program onto the street with broad porches and front steps. Historic churches and a few remaining brick structures provide variety and texture to the neighborhood. Many homes have been demolished over the years, however, leaving vacant lots and a wide variety of infill housing types that typically lack the sense of character that contributes to the community and the life of the street.

Only a mile from downtown Buffalo and directly adjacent to the Buffalo Niagara Medical Campus, the neighborhood is close to many destinations, activities, services, and employment centers. The neighborhood is within about a ten-minute walk from the NFTA Metro Rail Line at Main Street and Allen Street. In addition, several NFTA buses serve the area, running on High, Michigan, and Jefferson Streets (Figure 9). Service during rush hour, however, tends to be approximately every half hour, while during the day and later in the evening, buses come only every hour.

With $4 million in recent capital improvements, the Futures Academy (P.S. 37) creates a welcoming environment for study and community gatherings in the building, and for play on the outdoor playground. The Fruit Belt’s only formal green space is located just opposite the school on Carlton Street between Orange

Figure 9. Transportation routes in and around the Fruit Belt.
The identity of the Fruit Belt is inherently linked to the challenges it faces, both past and present. The strategies and recommendations proposed in this document address a series of issues that surfaced through client and community meetings, research, site visits and an examination of previous planning documentation. While previous planning efforts have explored many of these issues, this strategy synthesizes and speaks to these issues through actionable and clearly defined implementation strategies. The issues include population loss, vacancy and the perception of crime, appropriate forms of housing redevelopment and infill, infrastructure conditions, access and the need for a unified neighborhood voice.

**Population Loss**

Buffalo continues to lose population as a city and a region, and has affected the Fruit Belt (Figure 13). The data indicates that the city has been depopulating at a faster rate than the metropolitan area, especially during the 1990s. In the current decade, this trend seems to be changing, with the urbanized areas beginning to stabilize somewhat, and the ex-urban areas beginning to decline faster (Table 1 and 2).

Buffalo is part of the Buffalo-Niagara Falls Metropolitan Statistical Area (MSA) with a population of 1.14 million people in 2006 within the United States. This MSA is the third largest in the State, exceeded only by the New York City and Long Island areas, and is in the top fifty in the United States. Almost a million more people live across the border in the City of Hamilton and the Niagara Regional Municipality of Southern Ontario.

**Table 1 - Population Trends for the City, Metropolitan Area and State**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>City</th>
<th>MSA</th>
<th>State</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>2,316</td>
<td>328,123</td>
<td>1,186,288</td>
<td>17,990,455</td>
</tr>
<tr>
<td>2000</td>
<td>1,925</td>
<td>292,648</td>
<td>1,170,111</td>
<td>18,976,457</td>
</tr>
<tr>
<td>2006 (est)</td>
<td>276,059</td>
<td>1,137,520</td>
<td>19,306,183</td>
<td></td>
</tr>
</tbody>
</table>

**Table 2 - Changing Population**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>City</th>
<th>MSA</th>
<th>State</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990 - 2000</td>
<td>-1.7%</td>
<td>-1.1%</td>
<td>-0.2%</td>
<td>0.5%</td>
</tr>
<tr>
<td>2000 - 2006</td>
<td>-0.9%</td>
<td>-0.5%</td>
<td>0.3%</td>
<td></td>
</tr>
</tbody>
</table>

**Table 3 - Fruit Belt Housing**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Housing Units</th>
<th>Vacant Units</th>
<th>% Vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>1,329</td>
<td>225</td>
<td>20%</td>
</tr>
<tr>
<td>2000</td>
<td>1,148</td>
<td>232</td>
<td>17%</td>
</tr>
</tbody>
</table>


Data Set: Census 2000 Summary File 1 (SF 1) - 100-Percent Data

1. Data Set: Census 2000 Summary File 1 (SF 1) - 100-Percent Data, GCTHS, General Housing Characteristics. Data Set: 2006 American Community Survey, 5% PUMS. Occupancy Characteristics
2. Data Set: Census 2000 Summary File 1 (SF 1) - 100-Percent Data, GCTHS, Occupied Housing Characteristics. Data Set: 2006 American Community Survey, 5% PUMS. Occupancy Characteristics
3. Buffalo Blueprint
In the 1990s nearly 400 people left the Fruit Belt neighborhood, which amounted to a 17 percent decrease in population with the greatest population loss occurring near its western edge.

**Vacancy**

The loss in population is apparent in the number of vacant lots and buildings in many Buffalo neighborhoods, including the Fruit Belt (Figure 14). Of the Fruit Belt’s 1,148 residential housing units recorded in the 2000 Census, 225 units, or 20 percent, were classified as vacant (Table 3). Despite the demolition of nearly 200 units between 1990 and 2000, the vacancy rate in 2000 remained similar at about 17%. Compared to the city overall, the vacancy in the Fruit Belt was slightly higher than the Buffalo’s rate of 16% in 2000, although the city’s vacancy rate is now estimated at 23% in 2006.

Approximately 41% of the occupied homes in the Fruit Belt are owner occupied, which is slightly lower than the rate of 43% for the city overall in 2000 (44% in 2006).

In addition to a general sense of blight, vacancy depresses property values, reduces the overall quality of the neighborhood and places heavy fiscal burdens on local governments if and when the units get demolished. Since 1995, the City of Buffalo has spent approximately $30 million dollars demolishing 4,500 vacant buildings.

Currently the Fruit Belt contains roughly 34 acres of vacant lots, around 35 percent of the neighborhood’s total area (Figure 15). Left untended and without ownership or specific programming, these lots often become overgrown and neglected, act as evidence of a distressed neighborhood, and contribute to the outward perception of the Fruit Belt as a dangerous neighborhood.

Some vacant lots have been informally appropriated as parks, although they too lack the specific programming so vital to successful neighborhood parks and healthy urban landscapes. Where houses have been demolished and rubble left on site, the costs of soil remediation for lead and asbestos raises the cost of new construction.

**Housing Typologies**

The original housing stock in the Fruit Belt helped to define a cohesive neighborhood of traditional wood frame houses, fronting onto the street with a front porch that mediated between the public life of the street and the private life of the home. Over the last fifty years, the Fruit Belt has experienced ongoing demolition that has eroded this traditional housing stock. The form and quality of infill housing on vacant lots has lacked any consistent character or relation to the older housing stock. In the absence of consistent development guidelines, the layering
of incompatible housing types has created an environment where single streets contain a variety of setbacks, building heights, building forms and housing styles (Figures 16, 17 and 18). Together these conditions detract from the coherent sense of place that once characterized the neighborhood.

Access
A key element of sustainable and stable neighborhoods is access—access to appropriate retail and commercial outlets, transit, and jobs, among others. While the Fruit Belt contains a few small local shops, these do not begin to meet the retail needs of the community.

Infrastructure Conditions
The Fruit Belt struggles with aging infrastructure and infrastructure management issues, issues that have been consistently noted in community forums over the years (Figure 19). The 2001 Neighborhood Action Plan identified the following issues:

- General sidewalk conditions including lack of sidewalk curbs, narrow and undefined sidewalks and sidewalk repairs
- Deficiency of crosswalks
- Untended street repairs
- Lack of street tree maintenance and management
- Proliferation of exposed utility poles and wires
- Lack of building maintenance
- Absence of signage and design standards

The substandard infrastructure conditions in the neighborhood were recognized and resulted in a $1.6 million grant from Congress in 2007 to put toward streets, sidewalks, curbs, streetlights, and utility improvements. While a significant step in the right direction, these funds will address only a fraction of the necessary improvements in the neighborhood.

Unified Neighborhood Voice
From neighborhood block clubs to students, church representatives to community organizations, the Fruit Belt contains many advocates representing a diversity of constituencies and perspectives. While advocates and community leaders must shepherd neighborhood change, it is also essential that their voices be aligned to focus their efforts.

This diversity is expressed physically as well. These neighborhood organizations are dispersed throughout the neighborhood and lack a central community meeting space. Providing organizations and advocates with a common and neutral community meeting space to share ideas is one of many steps toward achieving a unified neighborhood voice.
The development framework builds on the Fruit Belt’s existing neighborhood assets and speaks to the issues identified above as they relate to physical design. The framework targets priority locations for future investment and development, along with programs and design recommendations for each location (Figure 20). Community input, ideas and recommendations both informed and inspired the Framework Plan and include the following:

- Focus reinvestment on High Street
- Integrate retail and transportation along High Street
- Create a unified housing strategy
- Develop a vacant lot strategy
- Define a neighborhood center

**NEIGHBORHOOD STRUCTURE**

A notable characteristic of the Fruit Belt neighborhood is the lack of an easily identifiable center, either historically or in the present. In fact, the neighborhood has a series of corridors and multiple centers of activity dispersed among the residential fabric. Different constituencies have grown up around these centers and corridors, adding variety to the neighborhood on the one hand, but making it a challenge to identify common ground for a first phase of investment. The availability of vacant land and opportunities for change are part of the consideration for development recommendations.

The life of the Fruit Belt neighborhood is organized around quiet residential streets that extend north south – Rose, Grape, Peach, Orange, Lemon, Locust, Mulberry, and Maple Streets. Since these are not through streets, they serve primarily the residents of the street. While many vacant lots are found on these streets, many of them are narrow single lots, making them candidates for transfer to adjacent home owners as side yards. Multiple lots provide the opportunity for assembly and development of new housing, compatible with the existing single family homes.

The three east west corridors - High, Carlton, and Virginia - are visually prominent through streets that provide entrance to and from the neighborhood as well as access across it for employees of the medical campus and others (Figure 21). Jefferson Avenue and Michigan Avenue are active interfaces to the outside world in that they connect to other parts of the city (Figure 22). Michigan Avenue is the de facto interface with the medical campus to the west, while Jefferson Avenue is the interface with the East Side neighborhoods and provides access directly onto Route 33/Kensington Expressway. Many of the lots facing onto these busier corridors are vacant and suggest that low- and mid-rise apartment structures may provide a more suitable interface with the street.

The centers of activity in the neighborhood have grown around churches, schools, non-profit centers, and service organizations (Figure 23).

- St. John Baptist Church anchors a major node in the southwest corner of the Fruit Belt. Through the efforts of the church and its spin off entities, such as the St. John Community Development Corporation, a full range of housing...
and services are found within a four to six block area, offering pre-school, elementary education, after-school programs, hospice, and low income, elderly, supportive and family housing.

- Another cluster of activities is found on the block between Mulberry and Maple, Virginia and Carlton Streets. With a focus on youth, the Locust Street Art Classes and the Teen Challenge occupy historic buildings, complemented by a basketball and outdoor play area.

- The Futures Academy anchors the geographic center of the neighborhood and is a source of pride for many residents. The reinvestment in the school has made it a welcoming place for children and their families and is complemented by the outdoor playground and the adjacent green parkland on Carlton Street.

- High Street is notable for its variety of churches, some of the few remaining stores, the Moot Senior Center, and the energy of the Community Action Organization and the Neighborhood Transformation Partnership.

PROPOSED INVESTMENT AREAS

The community identified the intersection of Mulberry Street and High Street as an opportunity area for a new center of activity that complements other centers in the neighborhood (Figure 24). This location builds on existing assets, generated through close proximity to the BNMC, the deli at Maple Street, historic buildings, the Moot Senior Center and Fruit Belt Community Action Organization on High Street, and the Teen Challenge, Locust Street Art Classes, and St. John’s investments to the south.

Only two blocks from Michigan Avenue, Mulberry Street is highly visible from the BNMC, and retail and community facilities here could be supported by both employees and residents. Three of the four corners at the intersection are currently vacant, and contribute to a total of 12 vacant lots within 200 feet of the intersection of Mulberry and High Streets (Figure 25). Focusing investment here takes advantage of the vacant lots and transforms them into development opportunities. As development takes hold and generates additional foot traffic and eyes on the street, the Fruit Belt will become a safer, more inviting neighborhood.

High Street emerged as the “main street” of the neighborhood, because of its roots in its historic and current role according to members of the community. In addition, the NFTA bus route follows High Street making it a common destination for residents of the neighborhood. High Street also contains a number of distinctive historic buildings. The $1.6 million dollars in funding that has recently been awarded to the Fruit Belt should be focused on streetscape and utility improvements on High Street, although additional funding will be necessary to carry out the entire project.

A new neighborhood center in this location can become a central destination for all members of the community. Larger structures such as a community center or retail could be sited on assembled land in and around the High Street and Mulberry Street intersection. As an example, in East Baltimore a 12,000 square foot former school
Figure 27. Town houses along High Street would provide a new housing type (example from Denver).

Figure 26. Neighborhood retail streets provide a common ground for the community (example in Westport, Missouri).

has become a center for the neighborhood, housing the local development corporation with its offices and community rooms, providing a full range of services for neighborhood residents.

This area could also accommodate slightly denser housing, such as elderly housing, townhouses or low rise loft-like structures to complement the traditional single family homes in the neighborhood (Figures 26 and 27).

The interface of the medical campus and the Fruit Belt neighborhood along Michigan Avenue also becomes a priority area due to the active development programs of the medical campus. The transition between the medical center and the neighborhood in this zone must be carefully considered to take advantage of the economic benefits of the medical center while mediating scale, character, and use (Figure 28). A proposed Nursing Center on Michigan Avenue north of High Street is a first phase project that could become a positive transition with good design, but needs to present a positive face in both directions.

The intersection of High and Michigan could become a locus for retail that serves both the neighborhood and the employees of BNMC. A mix of uses including civic, retail, residential, and small office could be centered in this area, complemented by improvements to the streetscape and infrastructure on High Street.

**LAND USE, DENSITY AND PROGRAM**

Heights, density, and land use in the neighborhood should relate to the character and function of the streets. An increase in housing density on the major corridors and better connections to the hospitals will make retail development more feasible, providing needed services to residents and employees alike. New housing types, such as apartments, lofts, and townhouses, will expand the range of housing choices for residents. The mix of uses on major corridors can also include professional offices, services, and civic uses. The north-south side streets are generally recommended for residential uses only.

Consistent with its historic identity, High Street can become a center for mixed-use development with ground floor retail and one to two floors of residential above. Renovation of historic brick buildings is highly recommended to distinguish the character of this important neighborhood street. As the highest elevation in the neighborhood, High Street also offers an excellent opportunity for a prominent civic building such as a community center.

Figure 28. The transition between the scale of the hospital and the scale of the neighborhood needs to be carefully managed.
Development along this corridor should help frame the street and support the life along it, with a continuous street wall of active front doors, shops, or stoops. Residential townhouses at two to three stories or two stories of loft like apartments above retail uses will provide an appropriate scale. The side streets should be targeted for rehabilitation and infill of one and two family homes (Figure 29).

In an effort to draw users into the neighborhood, the intersection of Michigan Avenue at High Street should be treated as a gateway to the Fruit Belt and be programmed with active ground floor uses. The Michigan Avenue corridor will support mid-rise heights and densities that transition from the scale of the adjacent institutional buildings (Figure 30). In comparison to other neighborhood streets, Michigan Avenue supports four instead of two lanes of traffic. Given the added vehicular intensity and greater street width, Michigan Avenue can support four to six story lofts or apartments. Moving east into the neighborhood, the building heights and densities transition to reflect the size and scale of the surrounding neighborhood.

On the ground floor of Michigan Avenue, small offices, services, and retail could be located especially on key corners. Given the narrow blocks, however, the buildings and their parking must provide a positive face onto Maple Street. Housing along Michigan can serve longtime residents as well as BNMC employees who desire to live near the medical campus.

A community center has been discussed as a possible focus for the Mulberry and High Street area. This type of facility could provide new space for new and existing community organizations, while providing a central location and common ground for residents. The programming of such a facility will require active community input, but suggested uses include recreational spaces, youth activities, job training, and community rooms.

The internal cross streets of High, Carleton, and Virginia will support slightly greater density than exists now, and the north south neighborhood streets are recommended for two to two and half story single-family infill, complementing existing structures. Along the eastern edge of the neighborhood, the Jefferson Avenue can accommodate mixed use infill, while North Avenue is likely to remain primarily residential.
BUILD A UNIFIED VOICE
Improvements in the Fruit Belt will require a unified focus and coordinated effort from the private, public and non-profit sectors, as well as residents of the Fruit Belt community. To assist in this endeavor, this implementation strategy defines a set of initiatives and identifies the participants, organizations, and sectors necessary to realize each initiative. The implementation strategy consists of the following six strategies:

- Build a Unified Voice
- Amend the Regulatory Environment
- Create a Workforce Development Strategy
- Establish a Land Bank Program
- Create a Community Development Corporation (CDC)
- Fruit Belt as a Community Development Demonstration Program

The implementation strategy is designed to prioritize initial actions and clearly define the roles, responsibilities and leadership of participants involved in each element. The implementation strategy relies upon the existing strengths of organizations in the neighborhood as springboards for revitalization and suggests that Fruit Belt could become a model for other neighborhoods in the City. The following section describes each initiative in detail.

Fruit Belt is one of many distressed neighborhoods in Buffalo, each one competing for funding and attention from elected public officials, city staff, and non-profit foundations and organizations. Outside agencies, however, are often discouraged from action when faced with disparate neighborhood voices. A unified neighborhood voice with a well-defined sense of priorities can elicit the attention of government, institutional, civic and private entities and can translate this into strong partnerships to achieve goals defined by the community. Without leadership and participation from within the community, change may not serve the interests of its residents.

This planning process, like many before, creates a forum for discussion among residents and community organizations during ad hoc meetings and public meetings. This conversation needs to continue over time, however, around a focused agenda and ultimately with the necessary staff to achieve results. Many of the existing organizations are short-staffed as it is and struggle to deliver their services with limited budgets. In trying to make do with limited resources, it becomes especially important to invest some time in coordination to avoid duplication of efforts and to determine how best to allocate resources toward shared goals. In fact, each entity, whether non-profit or faith-based, has a primary mission and can translate this into strong neighborhood voices. A unified neighborhood voice with a well-defined sense of priorities can elicit the attention of government, institutional, civic and private entities and can translate this into strong partnerships to achieve goals defined by the community. Without leadership and participation from within the community, change may not serve the interests of its residents.

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AMEND THE REGULATORY ENVIRONMENT
The key regulatory actions that are recommended to promote reinvestment in the Fruit Belt are formal approval of an Area Plan for Fruit Belt, rezoning, workforce strategy, land use program, and a community development corporation.

Action Items
- With facilitation by the City, LISC, BNMC, and/or UB, identify the representative Board members for a Fruit Belt Partnership.
- Clarify shared goals and define the mission and capacity of each of the member organizations.
- Refine the agenda for the next 12 months, building on recommendations in this report as appropriate.
- Identify potential sources of funding for staff support.

IMPLEMENTATION STRATEGY
The following sections including formal approval of an Area Plan for Fruit Belt, rezoning, workforce strategy, land use program, and a community development corporation.

Figure 32. Urban Renewal Areas (#34 is the Fruit Belt NDP and #9 is the Oak Street Redevelopment Project)
Area Plan

The City of Buffalo’s Comprehensive Plan, The Queen City in the 21st Century: the Buffalo Comprehensive Plan, articulates an overall vision for the City, and establishes “… the policy framework for all other local planning efforts including plans for downtown, neighborhoods, the waterfront, special districts and special purposes.”

The Plan outlines the challenges facing the City, as well as the opportunities in several areas including the region, population, economy, community, environment, infrastructure, finance, planning and zoning. It defines several strategies and policy priorities, founded on the principles of Sustainability, Smart Growth and Fix the Basics, Build on Assets.

The strategies and policy priorities address such elements as development scenarios, development priorities, land use, and revising the City’s zoning ordinance.

Section 2.3 of the Comprehensive Plan states that the Plan “incorporates within its framework all other plans for the city—neighboring districts, special functions, citywide systems, and otherwise” and “… is the preeminent official and authoritative plan for Buffalo to which every other plan will be subordinate and with which every other plan will be consistent.” Within this framework, it acknowledges that more detailed area plans must be completed for various planning districts in order to implement the plan vision. It also articulates the need to revise the City’s zoning ordinance, which was originally adopted in 1951.

The Comprehensive Plan does not outline any formal content requirements for area plans, or provide specific guidance on preparing them. Given the broader city-wide perspective of the Comprehensive Plan, however, the area plans clearly need to define more focused strategies for the various districts and neighborhoods to which they apply, and should at a minimum achieve the following:

- Comply with the principles and general policy and planning provisions of the Comprehensive Plan
- Focus on a geographically defined district or neighborhood
- Specify district- or neighborhood-specific issues, policies and strategies
- Serve as the foundation for amending the City’s zoning ordinance, zoning district maps, and other regulatory documents

The Fruit Belt Neighborhood Strategy

The Fruit Belt Neighborhood Strategy Plan is intended to serve as an initial draft of an area plan for the Fruit Belt. The plan contains the elements of an area plan, including context, existing conditions, vision, land use and urban design recommendations, phasing and priorities, and implementation strategy. Neighborhood residents and stakeholders need to review the Strategy Plan to ensure it fully reflects the vision and aspirations of the community. City review will also be required to identify any additional elements that should be addressed if the plan is to be adopted under the Comprehensive Plan as a formal regulatory document.

Urban Renewal Status

In 1972, the Fruit Belt was designated as Urban Renewal Area ND-401, with a horizon of forty years. The district is bounded by North Street and Best Street, Jefferson Avenue, Michigan Avenue, and the Kensington Expressway and Goodell Street (Figure 31). The Buffalo Urban Renewal Agency (BURA) administers urban renewal programs as well as grants under CDBG, HOME, and other federal community and economic development programs. The status of renewals to the original Urban Renewal Plan needs to be confirmed to determine its expiration date.

The Urban Renewal Plan allows for residential density of not more than 30 dwelling units per acre as well as neighborhood commercial uses, off-street parking, and mixed residential-commercial uses. The plan calls for housing rehabilitation except in cases where clearance is necessary to remove vacant and dilapidated units or to assemble land for public improvements or redevelopment of low and moderate housing units.

Changes in land use or project boundaries are deemed major amendments, and require approval of the BURA and the Common Council of the City of Buffalo, as well as concurrence of the owner or lessee of project land materially affected. Development plans are subject to review and approval by the BURA for consistency with the Urban Renewal Plan.

New housing development along Michigan Avenue and potentially along High Street could exceed 30 units per acre, which would require an amendment to the Urban Renewal Plan. Further discussions are recommended to determine if and when to allow the Urban Renewal Plan to expire, allowing the Comprehensive Plan and Neighborhood Area Plan to establish policies for zoning and other development approvals.

Zoning Update

The City’s Comprehensive Plan establishes as a priority the crafting of a new Citywide zoning ordinance as a key implementation tool. Key recommendations for change include incorporating urban design requirements and amending residential lot standards to reflect the urban context, and creating new mixed-use districts that emphasize mixed-use commercial/residential development, built-to lines, multiple stories, surface parking location requirements, and other measures.

In the spring of 2008, the Office of Strategic Planning initiated the process to revise the ordinance. If the City adopts the Fruit Belt Neighborhood Plan as a formal area plan for the community, the planning and urban design framework described for the Fruit Belt should serve as the basis for amending current zoning.

ZONING DISTRICTS

Section 1.8 of the Comprehensive Plan states the following concerning the City’s zoning ordinance:

The current ordinance and an official zoning map was adopted by the City in 1951. That ordinance included 12 zoning districts (five residential, four commercial and three industrial) specifying the use, height and area regulations in each case. Since its adoption, many amendments have been approved and a host of special use districts and Urban Renewal Districts have been created. As a result, the ordinance is difficult to comprehend and apply today.

The zoning now, in effect, embodies the thinking of the mid 20th century about appropriate land uses and regulations. But it also reflects efforts since then to respond to the changing needs of the city through a proliferation of new and special zoning districts and an increasing number of individually-zoned parcels. At the same time, there are many cases of unplanned intermingling of residential and industrial uses that were typical of the built environment prior to the adoption of the current ordinance. A new ordinance must take this history into account.

The City’s existing zoning ordinance (Chapter 511 of the Charter and Code of the City of Buffalo, New York) governs permitted uses, lot and development standards, and parking requirements among other items, according to mapped districts. The Fruit Belt neighborhood contains the following districts, which permit a range of residential and commercial uses (Figure 32):

- Dwelling (R3)
- Dwelling (R2)
**IMPLEMENTATION STRATEGY**

- **Apartment Hotel District (R5)**
- **Neighborhood Business District (C1)**
- **Community Business District (C2)**
- **General Commercial District (CM)**

Existing zoning districts largely reflect current land uses, and are not always consistent with the full range of uses or the urban design framework proposed in the Fruit Belt Neighborhood Strategy Plan:

- Zoning districts along Michigan Avenue form a patchwork that reinforces fragmented land use patterns, rather than the unified, cohesive and mixed-use environment envisioned in the plan. Existing zoning districts include Dwelling (R3), Apartment Hotel District (R5), Neighborhood Business District (C1) and General Commercial District (CM).

- **The Community Business District (C2)** zoning along Jefferson Avenue does not support potential mixed-use development that could occur with higher density residential uses.

- **The General Commercial District (CM)** zoning along the Kensington Expressway frontage should be changed to residential and open space, to accommodate an open space buffer along the expressway.

- The ordinance does not contain any zoning district that would support the vision for mixed-use development along Michigan Avenue and High Street.

- Overall, existing lot, area, setback, bulk and density requirements are unnecessarily complex and difficult to interpret, in particular for commercial and higher density residential districts. Where commercial and residential districts abut, varied setback and height requirements may generate inconsistent urban design responses. Along Michigan Avenue, for example, the R3 zoning has a maximum height restriction of three stories, while the adjacent CM zoning permits a much greater building height.

- **Minimum residential lot dimensional and area requirements reflect suburban standards, and restrict opportunities for innovative infill development, or for redevelopment of vacant lots.**

- The zoning regulations do not adequately address urban design.

**Action Items**

- **Community review of the Fruit Belt Neighborhood Plan.**
- **City review of the Plan, with identification of additional Area Plan requirements.**
- **City approval of a Fruit Belt Area Plan.**
- **Review of the status of Urban Renewal and amendment as necessary.**
- **Update of the Fruit Belt zoning as part of the citywide effort.**

**CREATE A WORKFORCE DEVELOPMENT STRATEGY**

The creation of a comprehensive and collaborative workforce development strategy will match the needs of the neighborhood’s employers with the skills of its residents through education, training and strategic placement opportunities. This strategy requires a coordinated effort among a variety of community stakeholders with different roles, responsibilities and resources.

Key stakeholders are the BNMC and its member institutions, Fruit Belt community organizations, and local educational institutions including the University at Buffalo, local community colleges, RS. 195 City Honors middle and high school, RS. 37 Futures Academy, and the Aloma D. Johnson Fruit Belt Community Charter School. While their roles and responsibilities vary, their collective efforts result in a unified approach to social change within the Fruit Belt.

**Community Organizations**

The role of the community organizations should focus on basic job readiness skills, promoting youth education, facilitating access to day care and supportive family services, and providing one on one mentoring for teens and adults. After school activities that involve computer skills, team work, and basic skills help expand the opportunities for youth. The tutoring programs that now exist are excellent opportunities to connect local professionals and neighborhood youth. With many more personal relationships, the community organizations are well poised to counsel local residents and encourage them to attend job fairs, apply for scholarships, attend community college, and participate in other workforce initiatives.

An advantage of a central community center would be to consolidate workforce programs in a single location that is easily accessible to residents. A Workforce Center can house employment databases, provides basic skills training and gives local residents opportunities to establish employment networks. Among its services should be to provide assistance with typing, resume and cover letter writing, interviewing techniques and job searching skills.

The Workforce Center should be staffed with an individual in charge of communicating and posting information about internships, job opportunities and career fairs, and coordinating placements with the BNMC and other local employers. The Workforce Center should also establish a program with its local business developments to provide access to internships and employment.

**BNMC**

With over 8,000 employees, the BNMC is a major economic engine in the greater Buffalo region, and these job opportunities are expected to grow with the consolidation of Gates Circle Millard Fillmore Hospital at Kaleida, the Global Vascular Institute, and an expanded UB presence downtown. The Fruit Belt’s proximity to the BNMC invites opportunities for collaboration and shared interest between the campus and the neighborhood. Specific activities that BNMC could facilitate or sponsor include:

- Career fairs with participation of the member institutions and coordination with local community organizations, building on the successful 2008 fair.
- Coordination of human resource departments of member institutions, building on discussions initiated in summer 2008, with a particular focus on sharing outreach activities, and sponsoring a workforce needs assessment that defines the jobs, skills and training needs of the BNMC.
- Coordinate with the City Honors School and the local community colleges to tailor programs to meet the needs of health care and other professions based on the needs assessment.
- As a consortium, the BNMC could fund internships for young people in the neighborhood, coordinating with Fruit Belt community organizations and/or fund scholarships for community college.

One model for the successful placement of low-income residents in high quality jobs is the Flint Healthcare Employment Opportunities (FHEO) in Flint, Michigan. Supported by the National Economic Development Law Center and the Charles Stewart Mott Foundation, the FHEO project involved seven stakeholder institutions representing educational, community development and health-related interests who came together to provide the necessary education, training, career exploration programs, case management services and placement opportunities for low-income individuals in three of Flint’s largest healthcare centers. Its success as a program is largely attributed to its collaborative structure and its ability to engage future employers in many of its decisions, committees and internal processes. This interdependent structure allowed FHEO to easily respond to the changing needs of the employers.

**Community Colleges and University at Buffalo**

The specific skills needed to succeed in health care and other technical fields are best delivered by community colleges and other colleges and universities in the area. Community colleges are a particularly important link for local residents, because they are an affordable path to specific careers in health care, administrative, or business among others. Internships and placement of graduates should be coordinated with the BNMC.

The University at Buffalo Educational Opportunity Center in downtown Buffalo focuses on academic preparation and workforce development for urban communities. Their programs include literacy training, English as a second language, Ged and college preparation. In partnership with employers, they focus on specific training programs for allied health fields, information technology, and the service industry. They recently received a grant to train entry and mid-level workers in the life sciences field through the Career Pathways program.

**Local Primary and Secondary Schools**

The role of the local primary and secondary schools, including RS. 195 City Honors School, RS. 37 Futures Academy, and the Aloma D. Johnson Fruit Belt Community Charter School, is to encourage youth participation and provide career exposure at an early age. Elementary and middle schools should provide career discovery days and employment tours where students can visit local employers like the BNMC to learn about the various jobs, educational pathways, and get students excited about future careers.

Middle and high schools should also provide additional opportunities to engage with employers through career exploration and job shadowing opportunities. One such example is Taylorville Junior High School in Illinois that offers a six-week health
career exploration program in which students spend an hour per week at the local hospital exploring six different health careers, touring facilities and learning about related educational pathways.

**Action Items**

- Conduct a workforce needs assessment through the BNMC human resources departments.
- Develop a coordinated strategy with the relevant stakeholders including the BNMC, Fruit Belt community organizations, and local educational institutions to address education, training and placement opportunities.

**ESTABLISH A LAND BANK PROGRAM**

Property vacancy and abandonment is a key issue facing the Fruit Belt. Of the 96 acres of land within the Fruit Belt, fully 34 percent is vacant, and as many as 200 houses were abandoned as of the 2000 census (Figure 37). Many vacant and abandoned properties are now owned by the City as a result of tax foreclosures, some are in housing court, and some that are recently abandoned, have unclear title status, a situation exacerbated by the current sub-prime lending situation.

Vacant or abandoned properties have a significant blighting influence on the neighborhood, and undermine its stability. Their presence detracts from the value of surrounding properties, and vacant buildings are often associated with criminal activity. Maintenance of vacant properties, and vacant buildings from the value of surrounding properties, and vacant buildings from the value of surrounding properties, and vacant buildings from the value of surrounding properties, and vacant buildings from the value of surrounding properties.

In its in-depth study of vacant property, LISC’s Blueprint Buffalo recommends that the City step up comprehensive code enforcement, create a citywide land banking program or entity, and establish right-sizing and greening policies and practices, to formalize many actions already underway in the land banking arena. As noted by Buffalo Blueprint, a formal land bank authority may need enabling legislation.

The City and BURA currently act as land banking entities, acquiring vacant property, often demolishing structures, and transferring the lots as soon as possible for private redevelopment. Since many of the lots are too narrow to develop on their own, however, an entity is needed to acquire, hold, and assemble properties strategically. For the medical campus, the BNMC is beginning to take on this role of land assembly. In many other cities and communities, a local community development corporation (CDC) assumes this role, often working in partnership with the City. A community-based entity is able to manage acquisition and redevelopment strategically to meet the community’s needs.

Vacant parcels that are too narrow to redevelop and are not adjacent to other vacant land should be offered to adjacent land owners as part of a side lot program (Figure 33). The Genesee County Land Bank Authority in Flint, Michigan developed the Side Lot Transfer Program that allowed homeowners to purchase adjacent side lot properties at a marginal cost. The program is only available to owner-occupied households. In this way, existing houses could gain more value with more generous yards, while providing direct care and ownership for the land. Community members clearly expressed that additional open space and community gardens were not desirable since they are difficult to maintain and control. Over 100 parcels, equivalent to a total of seven acres, could be distributed as side yard lots to existing home owners.

**Action Items**

A strategy for the Fruit Belt needs to consider the city-wide strategies as well as other actions that can begin as quickly as possible at the local level and that respond to community input from residents. Within the framework of this Neighborhood Strategy, a land bank program for the Fruit Belt could focus on the action items, but additional staff resources would be required.

- Identify potential funding sources that support property acquisition and land banking, including government programs as well as private foundations.
- Assemble and maintain an inventory of vacant property and property ownership in the Fruit Belt.
- Identify actions required to facilitate sales of individual properties, such as title clearance or environmental remediation.
- Work with the City to clear titles and to anticipate sale of tax foreclosed properties.
- Assign potential functions for vacant properties.
properties, which could include: 
- Side lots for undevelopable vacant lots that could be sold to adjacent property owners 
- Parcel assembly for lots that could be combined with adjacent properties to create buildable lots 
- Buildable lots for properties that are sufficiently large to accommodate new construction 
- Parking for commercial or civic uses 
- Set priorities for the use of property in accordance with the Neighborhood Strategy Plan, such as housing, commercial or civic use.

CREATE A FRUIT BELT COMMUNITY DEVELOPMENT CORPORATION

A community development corporation (CDC) will provide a strong vehicle for a unified voice in the Fruit Belt, bringing a specific focus on affordable housing, business and workforce development to complement the existing service funding organizations. As a community-based organization, a CDC is uniquely positioned both to understand the needs of the neighborhood and simultaneously advance the existing economic and social strengths of the Fruit Belt. Ultimately, the CDC could also act as an umbrella organization unifying the existing community organizations.

This SO(1)(3) should have professional staff knowledgeable about housing and economic development and have a board comprised of key stakeholders including the city, BNMC, church leaders, local educational institutions, and the community. Initial startup funding could be provided by the city (HOME and CDBG funds), BNMC and other major institutions; this money could see additional fundraising activities, including grant writing and funding applications.

The intent of the CDC is to provide a flexible organizational framework that allows the neighborhood groups and leaders to assemble and address critical social, economic and development issues, advance neighborhood interests, and gather support at levels of efficiency that are difficult to achieve on their own. This critical mass of support ultimately enables a larger scale of neighborhood investment and improvement. CDCs have grown in numbers in the past few decades and central to their success has been the quality of leadership within their organizations and their abilities to sustain themselves through a combination of fund raising and development projects.

The St. John Fruit Belt CDC has been a vehicle for development of many affordable housing units in the neighborhood but does not have the staff or representative board necessary to become a center for the community at large.

Leadership

The Fruit Belt CDC should be comprised of board members from the immediate and larger community, led by an executive director. Typically, the board is elected at the first annual meeting; however an informal board can operate as an incorporator body during the CDC’s initial stages. The board of directors should balance interests with representatives drawn from small business owners, civic organizations, religious and educational institutions, foundations, residents and community organizations, the City, and the adjacent Buffalo Niagara Medical Campus. The CDC can become the platform where partnerships between the City, the BNMC, and the community are forged.

The executive director should be a qualified and neutral representative without ties to any one specific interest but who’s able to build bridges both within the community and out to other organizations and agencies in the City. This key leadership role often involves a considerable amount of cheer leading and advocacy for the community while acting strategically to achieve community interests. Specific skills and knowledge of finance, real estate development, and housing policy are critical to the organization. To help build a knowledgeable staff, LISC and other national organizations can provide technical assistance about development tools and programs.

Funding

While the ultimate goal of the CDC is to become a self-sustaining organization, fundraising efforts at local and national levels are necessary to launch its initial operations, especially when initial investments are riskier. The ability to attract community services and economic development in low-income communities.

Renewable Communities Tax Incentives program supports business development and neighborhood revitalization in federally designated Renewal Communities like the Fruit Belt through employment credits, tax incentives and deductions.

HOME Investment Partnerships Program (HOME) provides funds in support of affordable housing development in low income communities.

- Self-help Homeownership Opportunity Program (SHOP) provides funds to non-profit organizations that support equity and volunteer based homeownership developments for low income communities.

The current financial situation is affecting lending at many levels, but traditionally many financial banking institutions have been dedicated to community development and serve as potential funding sources for the Fruit Belt CDC. Bank of America recently renewed its America – Block by Block program that invests in local communities through long-term, strategic development. In 2004, Bank of America set a ten-year goal of investing and lending $750 billion dollars to local communities in support of affordable housing, small business ownership, and economic development and consumer loans for low to moderate-income families.

The Fruit Belt CDC should also take advantage of funds available through certified Community Development Financial Institutions (CDFI) including the Buffalo Cooperative Federal Credit Union (BCFCU) that provides funding to train community development board members and staff, and supports community partnerships. HSBC’s community development department supports local community-based organizations involved in affordable housing development and economic development through loans, equity investments and its Community Works program. Although the Buffalo Branch of the Federal Reserve Bank of New York no longer provides financial assistance, it continues to provide community outreach and financial education.

Initiatives

While CDCs traditionally engaged in affordable housing, the Urban Institute found that the CDCs with a broader portfolio of services were more successful than those with a narrower focus. The Fruit Belt CDC should concentrate its efforts around affordable housing development and maintenance of such facilities along with homelessness strategies, local business development and workforce development and build partnerships with existing community organizations.

Affordable housing development should include a land banking strategy designed to manage the large number of vacant parcels throughout the neighborhood as discussed above. Initial affordable housing investment should be targeted along Michigan Avenue, High Street and other sites that contain multiple, contiguous vacant parcels. In an effort to stabilize the neighborhood, the CDC should also provide access to financial services and counseling that facilitate responsible home ownership. Affordable housing efforts should be pursued in conjunction with other affordable housing efforts, namely the St. John Fruit Belt CDC.

In support of local business development, the CDC should engage the city’s economic development arm, the Buffalo Economic Renaissance Corporation (BERC) for financial support through its small business loan programs and Commercial Area Revitalization Effort (CARE) that supports commercial investment in distressed and economically underserved areas of Buffalo.
Investment in small businesses should be focused along Michigan Avenue and High Street, particularly near the proposed neighborhood center at the intersection of High Street and Mulberry Street. Jefferson Avenue, between the Kensington Expressway and High Street, has been identified as a CARE site and should also be considered for business development. Interested businesses should consult with the BERIC and the local community to determine the services needed within the Fruit Belt.

Workforce development strategies should engage a variety of stakeholders including the BNMC, educational institutions and the CDC, and focus around the needs of the BNMC and other major employers. As a stakeholder, the CDC should play a critical role in communicating the needs of the employers and provide training and placement services.

**Action Items**

- Establish partnerships with and seek funding from the City of Buffalo, the BNMC, LISC and other intermediaries.
- Establish a board of directors and appoint an executive director.
- Determine where and how the Fruit Belt CDC should focus its initial efforts.
- Continue to focus fundraising efforts at the local, state, and national levels, making sure that these efforts align with the CDC’s specific areas of interest and that this seed money contributes to a more self-sustaining project base for the future CDC.
- Develop a physical presence in the Fruit Belt neighborhood. The site of the proposed Fruit Belt Center at Mulberry and High Streets is an ideal location for the CDC.

**FRUIT BELT AS A COMMUNITY DEVELOPMENT DEMONSTRATION PROGRAM**

The City of Buffalo has more than 10,000 vacant structures within its municipal boundaries. The city currently has several small scale initiatives/programs that are available to address this challenge and to spur neighborhood improvements city-wide. Some of these programs include:

- The Mayor’s Livable Communities Housing Incentive Program offers up to $10,000 to City of Buffalo teachers, firefighters and police officers who move into the city. This is a forgivable loan for downpayment assistance.
- The American Dream Downpayment Initiative (ADDI) offers a long-term, deferred payment, interest free loan of up to $5,000 to assist first time homebuyers purchasing in the City of Buffalo.
- New homes built in the Home Ownership Zone of the City’s Empire Zone are exempt from the increased assessment of new homes.
- Homefront, Inc., the Homeownership Center of Buffalo, offers a variety of financial assistance programs including an acquisition, rehab and resale program; an emergency repair program; a matching grant program for code-related improvements in owner-occupied homes; a 50/50 loan program (providing up to $25,000) to assist low income first time homebuyers in the rehab of a home purchased in the city; etc.

These programs, some of which are targeted to selected neighborhoods, are important but often do not have a significant enough impact on their own to turn a neighborhood around. The city should consider creating a demonstration program for the Fruit Belt neighborhood which specifically targets a comprehensive array of programs and services to the community, working in concert with BNMC, LISC, and the local organizations and churches active in the area.

The demonstration program would tap existing resources including those listed above. A focused effort to access these existing resources should be a top priority. Bringing together many recommendations in this implementation strategy, key programs to consider for this demonstration include:

- A focused code enforcement effort in the neighborhood with funds for demolition of dilapidated structures, building on the successes of the Housing Court and potential funding from the Neighborhood Reclamation and Revitalization Program Act.
- Land banking of vacant parcels. In the short-term, these properties would be maintained so they are not an eyesore to the community. In the long-term, they can be assembled/ bundled for development efforts of scale. A key area to target would be the vacant properties along Michigan Avenue where more dense, mixed-use development is possible.
- Actively promote homeownership in the neighborhood by targeting city and other non-profit resources to Fruit Belt. Minimize the development of new rental housing at this time until the neighborhood stabilizes.
- BNMC should consider developing an employer-assisted homeownership program targeted to the Fruit Belt neighborhood. Other institutions (Canisius College and the State University of Buffalo) offer stipends or loan guarantees but may not target this neighborhood specifically.
- Create a new non-profit community development corporation for the sole purpose of revitalizing the Fruit Belt neighborhood.
- BNMC should identify opportunities to improve the human and social capital in the neighborhood, in addition to the physical conditions. For example, a formal health education and screening program could be provided for current residents. Offering job readiness programs for low income, permanent residents should also be considered by BNMC as well as other major institutions and businesses in the area.
- BNMC has started the process of planning for the Fruit Belt neighborhood but the next step is to work with the city to gain approval for the area plan with ongoing community input and additional detail where necessary.

The Fruit Belt has many inherent elements that can contribute to its long term success. A unified neighborhood voice can focus energies on a few key strategies, while raising the profile of the neighborhood in the eyes of the city and key funders. Identifying shared goals and clarifying roles and responsibilities allows each entity to pursue their primary mission with the staff resources at hand, while ultimately contributing to a common purpose. While larger economic conditions may slow down some of the funding opportunities, success in the long run will involve many different organizations and individuals taking multiple steps in the same direction.
Special Thanks
This report was prepared for the Buffalo Niagara Medical Campus, in cooperation and partnership with the City of Buffalo with significant input from the residents, businesses, and other stakeholders in the Fruit Belt as well as other participants in the City of Buffalo, New York.