



Town of Henrietta

Comprehensive Land Use Plan - 2019 Update



Environmental Design & Research, Landscape Architecture,
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1. Introduction

1.1 Purpose and Need

The Town of Henrietta (the “Town”) has found it necessary to update the Town Comprehensive Land Use Plan of 2003 (the “2003 Plan”) based upon current land use, development and dated information. This Comprehensive Land Use Plan – 2019 Update (the “2019 Update”) is also a following up on recommendations contained in the 2011 Strategic Update to the Comprehensive Plan (the “2011 Update”). Upon its adoption by the Town Board, this document will become a part of the Town’s 2003 Plan.

Because this update is a supplement, there is no need to repeat or amend text sections and maps of the existing 2003 Plan that remain relevant and accurate. All text sections and maps in the 2003 Comprehensive Land Use Plan that are not specifically addressed, revised, or updated in this document are considered to still be valid and useful as an important source of information for guiding the Henrietta community on planning-related topics. The contents of this update shall prevail as the more recent source of information in the event of an apparent or actual inconsistency with the 2003 Plan.

1.2 Background

Certain topics and sections of the 2003 Plan have not been addressed in this update as these sections have information that has not significantly changed over the course of the past 15 years. These 2003 Plan sections include: Community Facilities and Recreation; Cultural Resources and Visual Character; and Natural Resources (geology, water and air resources, climate, vegetation and wildlife).

The Town began preparation of its Agricultural Development and Farmland Protection Plan in 2016 as a recipient of a planning grant from the New York State Department of Agriculture and Markets. That plan was adopted in 2018 and it is anticipated that the Town of Henrietta Agricultural Development and Farmland Protection Plan will be incorporated into the Town’s Comprehensive Plan by reference and/or as an appendix. The Agricultural Development and Farmland Protection Plan will substantially update agricultural information that is presently contained in the 2003 Plan with new data and maps. The Farmland Plan will be addressed in this update as well because it provides existing conditions information and recommendations relevant to farmland protection and future land use policies in Henrietta.

Similarly, in 2016 the Town adopted the Henrietta Active Transportation Plan with funding provided by the Federal Highway Administration that was made available through the Genesee Transportation Council, which is the region’s Metropolitan Planning Organization (MPO). The Active Transportation Plan

shall also be made and considered a part of the Town’s Comprehensive Land Use Plan because it provides existing conditions information and recommendations for safety improvements to various modes of travel and transportation in Henrietta including vehicular movement, pedestrian activity, public transit, and bicycling.

The Active Transportation Plan recommends that the Town adopt a Complete Streets policy. The New York State Department of Transportation defines a “Complete Street” as a roadway with design features that include sidewalks, lane striping, bicycle lanes, paved shoulders suitable for use by bicyclists, signage, crosswalks, pedestrian control signals, bus pull-outs, curb cuts, raised crosswalks, sidewalk ramps and traffic calming measures. The plan provides short and long-term project recommendations for intersection and roadway improvements and encourages ADA-compliant sidewalks on both sides of all collector streets and arterials in Henrietta.

This 2019 Update also documents recent and evolving changes in land use and development patterns occurring in Henrietta. Existing land use maps and parcel acreages by land use categories, i.e. residential, commercial, industrial, open space, etc., have been updated in this document and compared to the 2003 Plan to identify how land use trends may be changing the character of Henrietta.

The community has expressed concerns regarding certain types of development occurring in portions of the Town that may be adversely affecting community character, open space resources, and increasing demands on local infrastructure and services. Concern over these issues and a substantial increase in project applications resulted in the Town of Henrietta implementing a temporary moratorium on new multiple dwelling facilities in 2016 so that the implications of this form of development could be better understood and possibly addressed through the Town’s land use policies and regulations.

Recent issues over new development in Henrietta reflect changes in residential and to a lesser extent non-residential development trends since preparation of the 2003 Plan. Changing trends in the housing market locally includes a recent surge in construction of large-scale multiple dwelling projects in Henrietta. Multiple dwelling projects are being developed for different types of residents including, but not limited to young professionals, seniors, empty nesters and college students. For a variety of reasons these residents are choosing to live in apartments rather than traditional single-family houses. At the same time changes in property ownership of former regional employers like Xerox and Kodak and the closing of major retailers in the Town are creating new issues and opportunities for developing vacant and underutilized properties.

The Town continues to identify opportunities for implementing Smart Growth principles as initially recommended in the 2003 Plan and the 2011 Update. The ten Smart Growth principles are summarized below, and more information is available online at <http://smartgrowth.org/smart-growth-principles/>.

1. Mix land uses
2. Take advantage of compact building design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas

7. Strengthen and direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair, and cost effective
10. Encourage community and stakeholder collaboration in development decisions

The Agricultural Development and Farmland Protection Plan and the Active Transportation Plan mentioned previously are both ways to implement Smart Growth principles in Henrietta. Another opportunity includes introducing mixed-use policies and amending zoning regulations to encourage mixed-use development in the Town.

Mixed-use development contains two or more types of use from different land use groups, (e.g., residential, commercial, or industrial), or from two or more significantly different use categories within the same use group (e.g., offices, retail sales and services). The uses are functionally integrated and typically share common buildings, open space, ingress/egress, parking and pedestrian access. A key characteristic of mixed-use development is its focus on walkability and connections via sidewalks, trails and pathways in a pedestrian-friendly environment. Access to public transit is another characteristic.

Mixed-use may be contained on a single parcel or adjoining parcels that includes different, complementary uses which provide for a variety of activities throughout the day. Mixed-use may be integrated both vertically or horizontally. An example of a vertically integrated mixed-use development might be a building with retail sales at ground level, and offices or multiple dwelling units on upper floors. An example of a horizontally integrated mixed-use development might be an office/industrial park containing office buildings side-by-side with commercial buildings or other uses, including residential use.

Multi-use development is often confused with mixed-use development. Although multi-use may consist of a combination of land uses adjacent to each other the uses typically do not occupy the same building and are not interconnected via sidewalks or shared driveways and parking. The land uses may or may not interact with each other and the development in general does not emphasize pedestrian circulation.

In Henrietta mixed-use development, and multi-use as well, can respond to current development trends by potentially providing a greater range of housing choices with a mix of residential and non-residential uses in appropriate areas of the Town. Mixed-use zoning in particular, can be implemented as separate zoning districts or as overlay zones on existing (underlying) or base zoning districts to allow for more compact, pedestrian-friendly development and the adaptive reuse of previously developed sites.

The Town does not specifically permit mixed-use development under its current zoning ordinance, although to some degree a mix of uses is allowed through the Town's Planned Unit (PUD) District. The use of PUD zoning however, is restricted to sites of 150 acres or larger, making it relatively infeasible to provide compatibly-scaled mixed-use opportunities in appropriate areas of the Town. The Town also has a Planned Commercial District (PCD) that provides for a well-planned commercial area. However, the PCD District does not permit mixed-use buildings or residential uses.

To permit and encourage mixed-use opportunities, it is necessary to modify existing zoning regulations as recommended by both the 2003 Plan and the 2011 Update. Both documents recommend mixed-use

development, possibly using zoning district overlays, accompanied by design and development guidelines and standards. Mixed-use development and redevelopment of existing areas provides important alternatives to conventional single-use projects allowed under current zoning. Mixed-use also provides for new housing and commercial opportunities with a wide range in scale, uses and public amenities.

This Update is intended to provide information to property owners, prospective developers and decision-makers about alternative types of development that are possible within designated areas of Henrietta. Recommendations provided herein are anticipated to create public and private interest and investment in redevelopment and the reuse of commercial and industrial properties as an alternative to sole reliance on new site development.

Redevelopment includes reconstruction, reuse or modification to any existing, previously developed property and buildings including residential, commercial, industrial, and institutional uses. New development, on the other hand, should be responsive to site conditions and the context of its setting, adjacent uses, and the desires expressed by the community via surveys and stakeholder outreach conducted during previous planning initiatives. New development refers to construction on land where there generally had not been previous construction or significant disturbance to surface conditions.

2. Key Aspects of the 2003 Plan

Due to their continued relevancy today, this 2019 Update reaffirms the Town's original Goals and Objectives from the 2003 Plan, which were also reaffirmed by the 2011 Update. Recommended changes to the Town's land use policies and zoning regulations discussed in this update are consistent with previous recommendations in the Town's 2003 Plan and the 2011 Update. Therefore, it is worthwhile to briefly review the vision, goals, and objectives as the foundation for this update.

The 2003 Comprehensive Land Use Plan states that "Henrietta needs to ensure that a broad mix of housing opportunities is available for its increasing population, especially for senior citizens, and that new housing is accessible to community facilities." Residential dwellings are the most prevalent land use in the Town. According to 2000 U.S. Census data, there were 13,243 housing units in the Town at the time the Plan was prepared. This increased by more than 23 percent to 16,326 units as estimated by the American Community Survey (ACS) between 2011-2015. The 2010 population in the Town was 42,581. The population in 2017 was estimated at 43,536 so the Town is increasing in population.

The 2003 Plan states that the hamlets of East Henrietta and West Henrietta should be maintained, expanded, and enhanced. It recommends the following. "The hamlets are intended to provide for a variety of pedestrian-friendly mix of activities and services with a village atmosphere that will provide a comfortable gathering place where residents and visitors may come together. A hamlet overlay district is recommended to serve as an overlay to the lot, bulk, and use requirements of underlying zoning districts. The Hamlet Overlay District would include the following components/goals: walkability; mixed use (commercial-residential) areas; a diversity in neighborhood services accessible to the residents and visitors within easy walking distance; and a variety of housing choices for people of all age groups, family sizes, and income levels."

Additionally, the 2003 Plan recommends creating “a floating senior citizen development zone with a minimum lot size of ten acres in which integrated health care, residential, recreational, and commercial uses for elderly persons would be allowed, and in which a specific percentage of units would be required to be affordable to persons of low or moderate income. Specific criteria to determine appropriateness of proposed sites would be established. These would include parcel size (e.g., 10-acre minimum), direct access to a county or state road, availability of on-site sewer and water, etc.”

The 2003 Plan lists a series of goals to achieve this vision. These goals include land use, economic development, housing and environmental amongst others (please refer to the 2003 Plan for details).

3. Key Aspects of the 2011 Update

The 2011 Update is organized around three interrelated initiatives towards achieving a “sustainable community” consistent with the 2003 Plan. The three initiatives are community building, green infrastructure and economic development.

Relative to community building and creating a sense of place, the concept of creating a mixed-use Town Center first suggested in the 2003 Plan. The 2011 Update notes that “Erie Station Village is a new multifamily housing neighborhood in the Hamlet of West Henrietta. Its pedestrian orientation, interconnected street network, public spaces, and use of vernacular architectural styles make it an excellent example of many of the elements of traditional neighborhood development.” It is also noted that Erie Station Village does lack a true mix of uses. The Park Point development, located at the corner of Jefferson Road and John Street adjacent to the RIT campus was also discussed as another example of a type of mixed-use development in the Town.

Relative to green infrastructure, the 2011 Update noted that agriculture is a significant contributor to the Town’s green infrastructure network, with over 20 percent of the parcels (in land area) in Town containing active agriculture land. The 2003 Plan noted most of Henrietta’s agricultural land is located in the southern and western areas of Town, with large “core” areas of contiguous farmland as an ideal location to focus future farmland protection efforts. As noted previously, in 2016 the Town began preparation of its Agricultural Development and Farmland Protection Plan that includes the identification of priority farmland protection areas.

Relative to economic development the 2011 Update state, “Rather than limiting the reuse or redevelopment of the Town’s older commercial areas to the same commercial zoning standards that are in place today, the Town could provide an alternative redevelopment option – creating an overlay zone or a similar designation that would utilize incentive zoning - to allow these areas to be converted to much higher density, mixed-use (residential, commercial, and office) developments. These would include very specific urban design requirements intended to promote the establishment of walkable and public transit-friendly neighborhoods or districts. The inclusion of a more varied range of residential types in these developments would have the added benefit of creating housing options for seniors, young professionals, and others in Henrietta who might be looking for something other than a single-family home.”

The 2011 Update set priorities to these goals and provides information to guide the implementation of these priorities in the coming years as summarized in the following table. Goals were prioritized based on their relevancy to the three major sustainability components previously mentioned: Community Building, Green Infrastructure and Economic Development. These goals, objectives, priorities and implementation actions continue to be valid as guidance for policy and action by the Town going forward.

Priorities	Short-Term Actions	Mid-Term Actions	Long-Term Actions
Community Building	<ul style="list-style-type: none"> Establish a Community Building Coalition Develop a Town Center Vision Plan 	<ul style="list-style-type: none"> Town Center Master Plan and Feasibility Study 	Update the Comprehensive Plan
Green Infrastructure	<ul style="list-style-type: none"> Prepare a Town-wide Green Infrastructure Plan 	<ul style="list-style-type: none"> Begin implementation of the Green Infrastructure Plan 	
Economic Development	<ul style="list-style-type: none"> Develop a Land Use Plan and GEIS for the western part of Henrietta 	<ul style="list-style-type: none"> Create redevelopment strategies for older commercial sites Create illustrated design guidelines / standards for commercial development 	

The 2011 Update provides a series of prioritized recommendations involving opportunities to implement mixed-use alternatives including the following:

- Developing a Town Center Vision Plan, including alternative development scenarios, followed by a Town Center Master Plan and Feasibility Study. Town Center is potentially located alongside Calkins Road, west of East Henrietta Road and currently includes municipal buildings (Town offices, library, recreation center and senior center), trails and parkland.
- Prepare a Town-wide Green Infrastructure Plan
- Implement economic development initiatives, such as institutionalizing the idea of a pre-proposal meeting between an applicant and the Town to expedite the project review process
- Create redevelopment strategies and inventory vacant and underutilized commercial space toward developing revitalization plans for older commercial areas and consider incentives for redevelopment
- Cooperate with the Rochester Genesee Regional Transportation Authority (RGRTA) to consider transit and redevelopment options for older commercial areas
- Develop a Land Use Plan and GEIS for the western part of Henrietta to identify areas for office and industrial uses and establish shovel-ready development sites
- Create illustrated design guidelines/standards for commercial development
- Monitor progress on implementation and update the Comprehensive Plan

4. Goals and Objectives in 2019

Building upon the Town's previous land use planning initiatives some new goals and objectives are provided in this update to reflect emerging development and redevelopment opportunities. These new goals and objectives are to supplement those expressed in the 2003 Plan and, the 2011 Update. These new additions include:

Goal 1. Create Opportunities for Redevelopment and Reuse of Underutilized and Vacant Properties

- Identify areas for infill, mixed-use, and possibly multi-use development in appropriate areas that are already served by existing public infrastructure and community services
- Redirect development through incentives and other administrative and legislative means away from sensitive environmental areas and significant community resources, both natural and cultural
- Provide incentives for re-investment, redevelopment and reuse of properties
- Encourage mixed-use development to expand housing choices and neighborhood services

Goal 2. Implement Complete Street Policies and Projects per the Town's Active Transportation Plan

- Require pedestrian and bicycling safety improvements for all major development projects, particularly along major arterials, important intersections, and collector streets
- Require access management, the consolidation of underutilized driveways and limit new curb cuts, with shared parking opportunities, where necessary and practicable
- Connect existing and future development areas through the site design process by setting aside future street and utility rights-of-way and stub roads

Goal 3. Enhance Community Character

- Maintain working farmlands, open space resources, and scenic landscapes that contribute to Henrietta's heritage and diverse character
- Promote sustainable land use practices, low impact development, and flexible, but high-quality building design that can accommodate future changes in use
- Encourage green infrastructure, the reduction of impervious surfaces, and re-establishment of natural buffers and drainage patterns
- Revitalize "tired" neighborhoods
- Clean-up degraded and contaminated properties

Goal 4. Establish Great Places and Destinations that Foster a Sense of the Henrietta Community

- Develop centers of neighborhood activity with pedestrian connections to venues for social gathering and community events
- Establish high quality site design with development standards and guidelines to enhance the look and function of developing areas without sacrificing local character
- Connect people and places through linked street patterns with pedestrian pathways and bicycling facilities and amenities

- Require interconnected sidewalks and pedestrian-scale features as part of comprehensive and context-sensitive site design for all major development projects

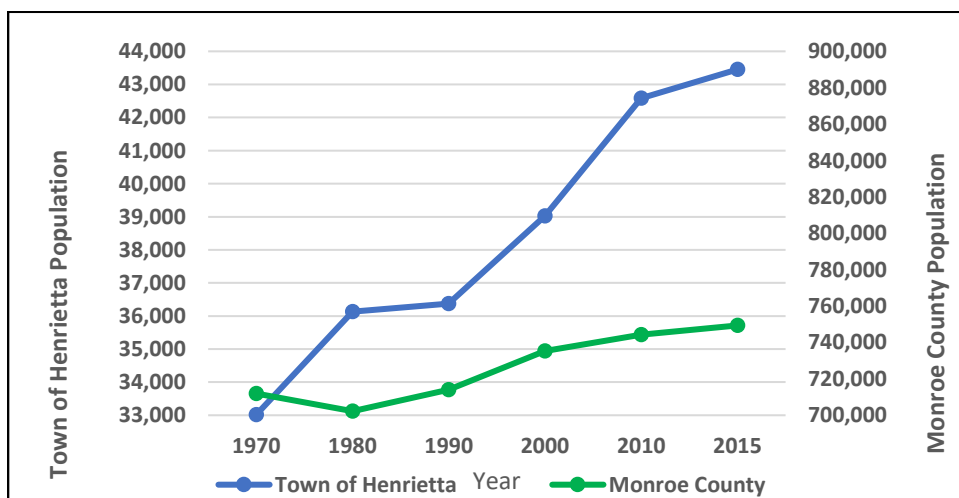
5. Existing Conditions Update

5.1 Population

According to the American Community Survey (ACS) 5-year estimates (2011-2015), the population within the Town of Henrietta was approximately 43,450 people. More recent estimates in 2017 put the population at approximately 43,536 people. While these numbers are estimates, this represents an approximate increase of 2.0 percent plus in total population from the 2010 (U.S. Decennial Census) population of 42,581. Monroe County has also experienced an increase (0.7 percent) in total population from 744,344 in 2010 (U.S. Decennial Census) to 749,356 in 2015 (ACS 5-year estimates). The projected 2020 population for the Town of Henrietta and Monroe County is estimated to be 44,343 and 754,402, respectively. This would be about a 4 percent increase in population in Henrietta between 2010 and 2020. Projections for the Town and County are based on their respective 2010-2015 growth rates.

The average household size for the Town of Henrietta is estimated to be 2.65 persons per household, which is slightly higher than the 2010 (U.S. Decennial Census) number of 2.51 persons per household. Figure 1 compares population change for the Town of Henrietta and Monroe County from 1970-2015. The U.S. Decennial Census and the ACS 5-year estimates indicate the total number of housing units in the Town increased 1.5 percent from 16,078 units to 16,326 units between 2010-2015; and the vacancy rate increased from 3.9 percent to 5.1 percent over the same time frame. Based on recent census data (2015) and as shown in Figure 2, the Town of Henrietta has seen an increased number of homes built from 2000-2015 as compared to the County. The median home value for the Town is \$139,400, while the County has a slightly lower median home value of \$138,600.

Figure 1. Population Change (1970-2015)

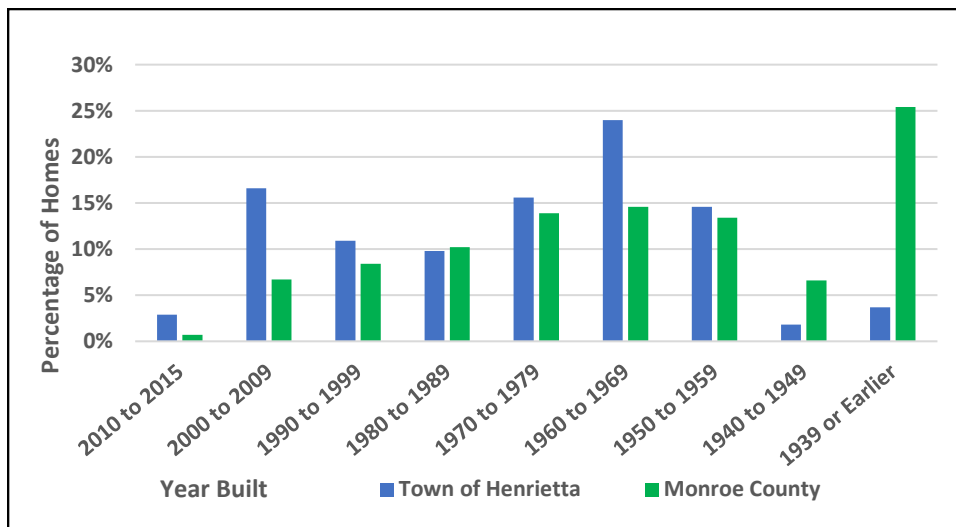


Data Source: U.S. Decennial Census and American Community Survey 5-year estimates 2011-2015

The median age in Henrietta increased (10.4 percent) from 30.7 years in 2010 (U.S. Decennial Census) to 33.9 years in 2015 (ACS 5-year estimates). In 2017 median age in Henrietta is estimated at 33.4 years, compared to New York State at 38.2 years and nationwide at 37.7 years. Given the survey results from the 2011 Strategic Update, a significant percentage of survey respondents have lived in Henrietta for over 20 years, it stands to reason that the median age would increase as the Henrietta population seems to be “aging in place.”

The 2015 (5-year estimates) median household income for the Town is \$61,762, which is an increase of approximately 5.1 percent from the 2010 (ACS 5-year estimates) median household income of \$58,750. The 2010 and 2015 ACS 5-year estimates show the percentage of people living below the poverty level increased from 11.2 percent in 2010 to 12.2 percent in 2015.

Figure 2. Age of Housing Stock



Data Source: American Community Survey 5-year estimates 2011-2015

According to the 2015 ACS 5-year estimates, approximately 61 percent of the population age 16 and over is employed. Of the total employed population, 84 percent are privately employed, 12 percent are employed by the government, and the remaining 4 percent are either self-employed or unpaid family workers. The three leading industry sectors in the Town are: 1) educational services, health care and social assistance, 2) retail trade, and 3) manufacturing. A full breakdown of employment by industry sector is shown in Table 1.

Since 2000 there has been about a 10.4 percent increase in the size of the civilian labor force in the Town. The largest increase during this period has been about 4.5 percent in educational, health care and social assistance services. The largest decline of about 4.8 percent has been in manufacturing down from 16.7 percent in 2000 to the most recent estimate of 11.9 percent. Arts and entertainment has remained the same at 8.9 percent. All other sectors have fluctuated in the range between plus 1.5 percent to minus 1.5 percent.

The local and regional workforce has substantially changed during the past 10 to 20 years with the loss of employment of major corporations such as Xerox and Kodak. Similarly, a more recent trend has been

the closing of major retailers within the Town, a reflection of what is occurring on a nationwide basis. The shift in retailing from brick and mortar stores to on-line purchasing is also occurring regionwide. The decline in large retail stores is reflected in a decrease in retail employment. These changes in workforce are also echoed somewhat in the change in percentages of land use within the Town.

Industry Sector	Town of Henrietta	
	Employed Population	Percent
Educational services, and health care and social assistance	6,648	29.9
Retail trade	2,912	13.1
Manufacturing	2,652	11.9
Professional, scientific, and management, and administrative and waste management services	2,611	11.7
Arts, entertainment, and recreation, and accommodation and food services	1,986	8.9
Finance and insurance, and real estate and rental and leasing	933	4.2
Other services, except public administration	885	4.0
Public administration	894	4.0
Construction	860	3.9
Transportation and warehousing, and utilities	763	3.4
Information	639	2.9
Wholesale trade	459	2.1
Agriculture, forestry, fishing and hunting, and mining	12	< 0.1
Total civilian employed (population 16 years and over)	22,254	100.0

Data Source: American Community Survey 5-year estimates 2011-2015

5.2 Existing Land Use

Overall land use and non-residential development patterns have remained essentially the same in Henrietta during the past fifteen years. However, there appears to have been a substantial shift in local housing trends away from interest based solely on living in single-family homes to a stronger interest in apartments and multiple dwelling facilities. The reason for this increased interest in multiple dwelling facilities may be a combination of factors. These factors include: the nationwide housing downturn in 2008 that made single-family housing unaffordable for many; the increase of empty nesters and seniors that may no longer be interested in buying and maintaining large homes; and the increase in single parent households. There may be other reasons as well to explain why Henrietta has experienced a recent surge in multiple dwelling construction. For example, it is apparent that new multiple dwelling facilities are being constructed as student housing for RIT students who want to live near or off-campus.

As illustrated in Table 2, residential use accounts for nearly one-third of all development within the Town of Henrietta. There has been an increase of approximately 2 percent in residential use since the early 2000s. Commercial use has also increased by approximately 3 percent during this same period and there has been some decrease in industrial acreage. Existing land use and development patterns are shown on **Map 1. Existing Land Use**. There have also been changes in how land use is classified since the early 2000s which may account for the difference in agricultural acreages and some of the other land use classifications as noted in Table 2.

Table 2. Existing Land Use				
Property Classification	2001 Existing Land Use		2017 Existing Land Use	
	Acres	Percent of Total	Acres	Percent of Total
Agricultural*	987	4	3,032	14
Residential	6,440	28	6,681	30
Vacant	6,027	26	4,588	20
Commercial	2,280	10	2,830	13
Recreation and Entertainment	898	4	901	4
Community Services*	1,512	7	3,453	15
Industrial	472	2	389	2
Public Services	451	2	538	2
Wild Forested, Conservation Lands, and Public Parks	40	<1	90	<1
Other Rights-of-way*	2,417	10	see Note below*	-
Unclassified*	1,603	7	see Note below*	-
Total	23,127	~100%	22,503	~100%

Source: 2016 Henrietta Parcels

***Note:** The differences in total acreages may be due to changes in how land uses are currently classified compared to 2001, when these data were originally compiled by Monroe County. The increase in agricultural lands based on 2016 parcels may be due to a large percentage of the lands that were previously categorized as “unclassified” or “vacant”, but now classified as agricultural, but vacant land. Lands classified as “Other Rights-of-way” in 2001 are now classified under both the “Community Services” (roads, streets, highways, etc.) and “Public Services” (utilities, pipelines, etc.). Changes in parcels may also be due to subdivisions and consolidations.

The Town is largely developed as a suburban community north of the NYS Thruway (I-90) and somewhat less developed with more rural characteristics south of the Thruway. Northern portions of the Town are balanced between residential uses, mostly east of I-390 and commercial, institutional and industrial uses west of the interstate. Rural residential and some agricultural areas remain undeveloped in the western section of the Town north of the Thruway and east of the Genesee River. However, recently this area has been a focus of substantial development interest. Agricultural lands and other previously undeveloped properties along East River Road north of the Thruway and areas south of the RIT campus have been developed with several large multiple dwelling complexes.

Land use south of the Thruway includes single family residential neighborhoods, both east and west of the I-390 corridor, particularly along the NYS Route 15A (East Henrietta Road) and NYS Route 15 (West Henrietta Road) corridors as well as areas east of the Genesee River in the southwestern portion of the Town. Some commercial and industrial development has also occurred along Erie Station Road west of NYS Route 15.

6. Land Use - Issues and Opportunities

6.1 Development of Industrial Lands

Land use continues to evolve as uses, property ownership, and market trends continue to change throughout the Town of Henrietta. In recent years the Town has experienced considerable development of industrially zoned parcels not only for industrial purposes, but for commercial and particularly non-industrial uses including multiple dwelling facilities. At the time of writing this Update, the use of industrially zoned land for multiple dwelling facilities is allowed by Special Permit from the Town Board according to current zoning regulations. In 2016 and extending through 2018, the Town initiated a temporary moratorium on the development of multiple dwelling projects and issuance of Special Permits for these uses because of the number of facilities proposed to be located on parcels zoned industrial.

Concerns with over development of multiple dwellings within the Town and the loss of industrially zoned properties to non-industrial uses have been expressed by residents and local officials which prompted the moratorium. The moratorium was to temporarily halt such development until an analysis of the increase in these types of projects and impacts upon the Town could be analyzed. The loss of industrially zoned property has also resulted in the potential need to identify new areas for industrial purposes that provide tax revenue to the community. In 2016 an Advisory Committee was established to study the issue and a planning consultant, Environmental Design & Research, Landscape Architecture, Engineering and Environmental Services, D.P.C. (EDR) was hired by the Town to address potential issues with continued development of multiple dwelling projects and the loss of industrial lands.

6.2 Large Multiple Dwelling Projects

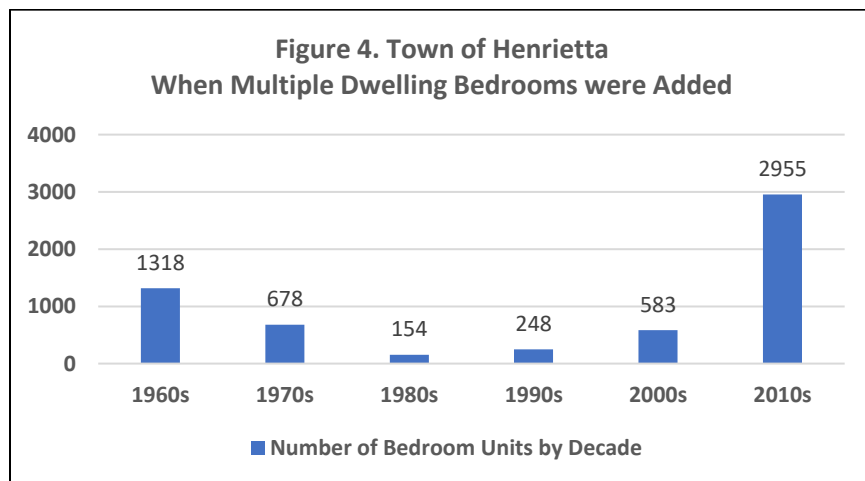
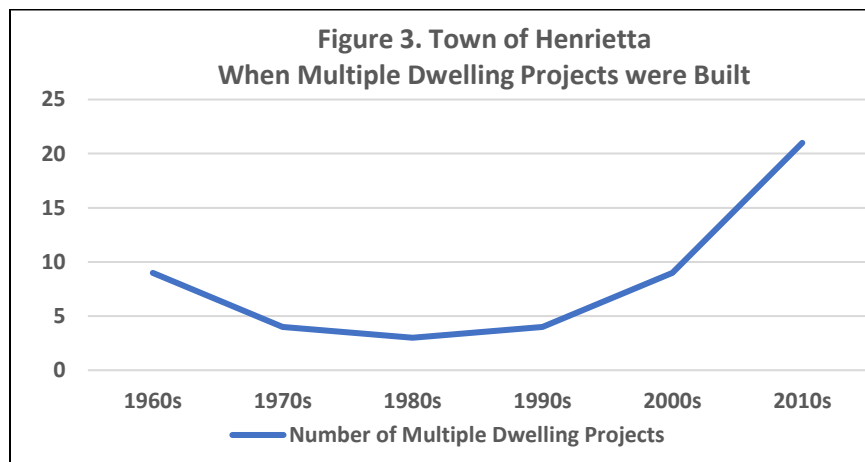
The Town has experienced a substantial influx of large multiple dwelling projects in recent years due to strong housing demand for choices other than single-family homes, particularly since the nationwide housing crisis in 2008. Multiple dwellings are defined to include all lands, buildings, structures and facilities, or any part thereof, which comprise a "Multiple Dwelling" pursuant to the Henrietta Town Code.

A Multiple Dwelling is defined in Section 295-2 of the Code as: A building arranged, intended or designed to be occupied by three or more families living independently of each other. At the time of writing this Update, the terms Multiple Dwelling and Apartment House as used in the code have the same meaning. Townhouses are also permitted as multiple dwellings. A Townhouse is defined as, "A one- or two-story single-family dwelling unit joined with another family unit or units in a row or cluster but separated from each other by (common) party walls."

At the time of writing this Update, Multiple dwellings under existing zoning regulations are permitted in the following zoning districts, subject to certain requirements as follows:

- Multiple dwellings are permitted in the Industrial District (I), subject to a special permit from the Town Board, after notice and a public hearing, to be granted or denied pursuant to the procedures set forth in Article XII of the Zoning Chapter and in accordance with all provisions of Chapter 295 applicable to apartment houses.
- Apartment houses (and therefore, multiple dwellings) are permitted in the R-2 Residential District, subject to provisions as set forth in §295-13, including a special permit.
- Townhouses, whether for sale or rent, are also permitted as multiple dwellings under §295-13.
- Multiple dwellings are also permitted within the B-1 and B-2 Commercial Districts, subject to a special permit.

The Town maintains a listing of multiple dwelling complexes and related information including location, dates certificates of occupancy were issued, total number of bedrooms per dwelling unit, and the type of residential dwellings. Recent trends in the development of multiple dwelling facilities are summarized in the charts below.



As of 2017, there were approximately 52 multiple dwelling complexes listed within the Town. Approximately forty-eight complexes have been built since 1964. Several others are either under construction or in design. These complexes represent more than 6,600-bedroom units and comprise a variety of housing types including regular market rate apartments, senior living, student housing, affordable family, assisted living, special needs, disabled and nursing home units. The increase in multiple dwelling facilities and the total number of bedroom units constructed in recent years is illustrated in Figures 3 and 4. Nearly 3,000-bedroom units and 21 projects have been constructed or are in design since the beginning of 2010.

6.3 Industrial and Commercial Development

Industrial and commercial development also continues in Henrietta. Most recent development has continued to occur on greenfield sites along and near NYS Route 15 (West Henrietta Road) and adjacent to the RIT campus. Greenfield development has implications on existing natural resources and changes in land use character, most notably in western portions of the Town between West Henrietta Road and East River Road. This is an area that contains wetlands, floodplains and considerable woodlands on some, but not all parcels. Development has increased traffic on State, County and local roadways and created additional demand for extending public infrastructure such as sewer and water. Town sanitary and water districts have been extended in several areas to accommodate this development. Development of former agricultural areas both north and south of the NYS Thruway are changing the landscape and visual character of the Town as it continues to transition into suburban uses.

6.4 Redevelopment and Reuse Opportunities

During the moratorium on multiple dwellings, the Advisory Committee discussed opportunities for encouraging redevelopment and adaptive reuse of previously developed properties as a feasible alternative to further development of greenfield sites. Redevelopment and adaptive reuse, for example of former commercial sites or buildings, could help redirect land use development, including multiple dwellings as a possible part of a mixed-use project or as a stand-alone project, to locations in the Town where public infrastructure (sewer, water, highways) already exist and likely have the available capacity to accommodate redevelopment. Redevelopment opportunities in already developed areas could also result in shifting development interest away from greenfield locations and take further stress off undeveloped areas, including active farmlands, open space and sensitive natural resources.

Specific locations have been identified for possible redevelopment and reuse. These locations presently consist of properties that are underutilized and possibly capable of supporting new uses as surrounding areas transition into other forms of development so that they no longer are compatible with the new uses. The general area surrounding Marketplace Mall in north-central Henrietta may hold considerable redevelopment potential as large retailers have closed leaving sizeable building footprints and parcels that could possibly be divided for multiple purposes and mixed-use or replaced entirely with smaller mixed-use buildings. This is also an area of several older commercial strip developments and shopping centers situated along high volume roadways such as Jefferson Road and West Henrietta Road near RIT. Redevelopment opportunities may extend northward to the Henrietta/Brighton Town boundary.

Similar opportunities also exist along some of the older commercial corridors within the Town, such as East Henrietta Road (NYS Route 15A) in the eastern portion of Henrietta. Some existing properties are showing their age and underutilization as evidenced by building vacancies and large unused parking lots. This corridor includes several small to medium size retail stores and neighborhood strip shopping plazas that are no longer filled with retail and commercial businesses. These areas may be prime candidates for re-use and redevelopment into other uses, specifically mixed-use types of development as originally discussed in both the 2003 Plan and the 2011 Update.

6.5 Land Use and Transportation Policies

Land use and transportation policies are possibly the two most important planning considerations addressed in the 2003 Plan and the 2011 Update. Both documents recommend considering alternatives to conventional forms of suburban development that have occurred throughout the Town in past decades. Those conventional forms of development often created and continue to result in a host of transportation-related issues affecting traffic management, vehicle and pedestrian circulation, use of public transit, and facilitating sprawl.

Development alternatives, initially identified in the 2003 Plan include encouraging mixed-use development combined with transportation policies that place greater emphasis on pedestrian activity, access to public transit, and accommodation for non-motorized means of travel. Changes in land use and transportation policies that promote mixed-use and for example, complete street design, will require amending Town zoning regulations and review and approval processes for proposed development. These changes may require greater scrutiny of development proposals by the Town to ensure that projects meet additional criteria for approval, including consistency with design guidelines and development standards that will need to be incorporated into the Zoning Ordinance.

6.6 Mixed-use Development and Redevelopment

Mixed-use development is a type of development that is pedestrian-focused around a walkable community comprised of not only a variety of housing choices, but also a vibrant mix of shopping, dining, personal services, employment and entertainment venues. This type of development is typically served by public transit situated along enhanced streetscapes and near other community assets, such as trails, civic spaces for social gathering, and public art. As an alternative to more conventional suburban forms of development, mixed-use development represents a potentially significant opportunity for the Town to redevelop underutilized areas like what is occurring on a widespread basis in urban and suburban communities in New York State and throughout the U.S.

The form of mixed-use development described above is not a specifically permitted use within any existing zoning district in Henrietta at this time. One possible exception is the Town's current Planned Unit Development (PUD) District. One of the constraints on mixed-use development as a PUD is, however, its minimum acreage requirement of 150 acres. This size constraint precludes much smaller forms of mixed-use development on a more widespread basis and for targeted areas for redevelopment. The Town currently has one designated PUD at Riverton in the southwestern portion of Henrietta, east of the Genesee River and south of the NYS Thruway. Riverton includes a mix of housing types and some

commercial uses but as an older community it does not fully represent current thinking about what comprises a walkable mixed-use community. Portions of the Riverton PUD were developed more than 30 years ago.

Erie Station Village, located just south of the NYS Thruway and northeast of Riverton also provides a mix of housing opportunities, including townhouses, apartments, studios, and lofts with some commercial uses integrated into the site's development. Erie Station Village is based on traditional neighborhood design principles. The architectural styles of housing are diverse, but respectful of the area's rural character. The community includes pedestrian amenities including sidewalks and trails, open space, ponds and gardens. Erie Station Village was developed in a series of three phases that began in 2004. Its development was largely achieved through the granting of use and area variances to accommodate the mixing of different uses and project amenities.

Park Point is another variation of a mix of residential and commercial uses located along Jefferson Road and John Street at the northeast corner of the RIT campus neighborhood. Park Point, previously called College Town, opened in 2008 on approximately 60 acres of land and consists of 32 buildings, mostly apartment buildings housing RIT students. Approximately 80,000 square feet of commercial retail, including a large Barnes and Noble bookstore is situated around Simone Square, a public plaza consisting of a central fountain and stage area for concerts and other outdoor events. Buildings around the square have ground level retail shops and apartments on the 2nd, 3rd and 4th floors.

6.7 Active Transportation Plan

The 2003 Plan describes Henrietta as the crossroads of Monroe County due to its location at the intersection of I-90 (NYS Thruway) and I-390. The Plan identifies one of the key challenges to the community being the coexistence of pedestrians and autos in areas of conventional commercial strip development that creates traffic congestion, safety issues and negative visual impacts. It is noted that there are both residential and commercial areas in Henrietta that lack pedestrian and bicycling facilities. Thus, the Comprehensive Land Use Plan established a goal to enhance Town identity and community spirit by creating focal points, central meeting places and making transportation and circulation improvements, such as traffic calming and sidewalks.

Consistent with the 2003 Plan, the Town prepared the Henrietta Active Transportation Plan in 2016. The Active Transportation Plan evaluates existing transportation and safety conditions, including bicycling and pedestrian facilities, priority intersections, and shared use trails.



The Active Transportation Plan provides recommendations for these facilities and design guidance, including the use of bike lanes, multi-use paved shoulders, shared lane markings, designated bike routes and boulevards, shared-use paths, sidewalk gap improvements, curb ramps, mid-block crossings, transit improvements and bike parking. Key recommendations include adopting a Town-wide Complete Streets policy and requiring all development to include ADA accessible sidewalks on all public roadways.

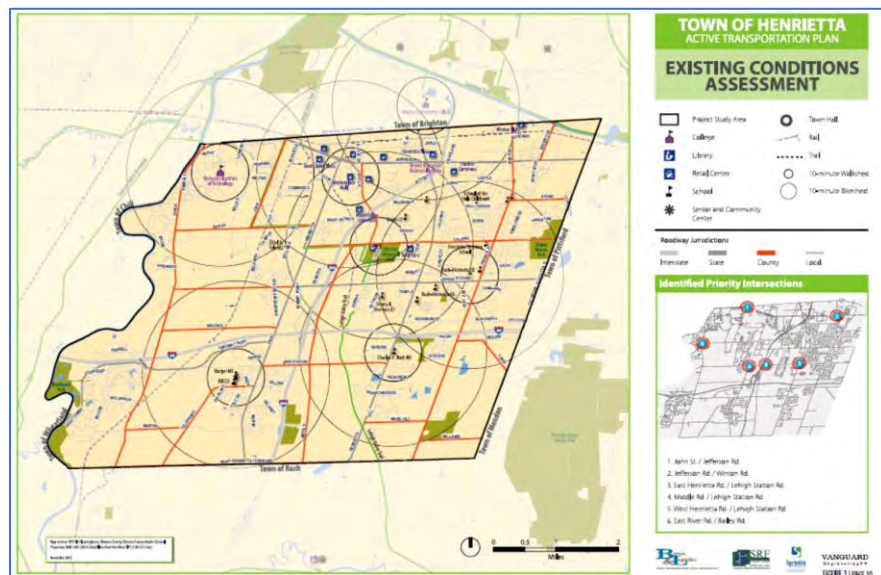
The 2003 Plan and the Active Transportation Plan note the importance of providing a variety of transportation choices in the community. These include motorized and non-motorized means of travel including pedestrian pathways and shared-use trails. The Active Transportation Plan addresses the Erie Canalway Trail that runs through the northeastern corner of Henrietta and the Lehigh Valley Trail that runs north-south connecting Henrietta with regional trail networks that also provide off-road bike connections for residents in Henrietta, Brighton, Rochester, and Rush.

Six intersections were studied in detail in the Active Transportation Plan as part of the assessment of existing conditions. Issues and concerns associated with each intersection location are addressed in the Plan. Recommendations for pedestrian and other safety improvements are then provided including illustrations of necessary improvement projects. The objectives of the analysis and subsequent recommended actions are intended to:

- Minimize conflicts between different modes of transportation
- Improve visibility between modes
- Elevate motorist awareness of pedestrian and bicycle activity

These intersections and the jurisdictional agencies include:

- Jefferson Road and Winton Road South (NYSDOT)
- Jefferson Road and John Street (NYSDOT)
- Bailey Road and East River Road (MCDOT)
- Lehigh Station Road and West Henrietta Road (NYSDOT)
- Lehigh Station Road and Middle Road (NYSDOT)
- Lehigh Station Road and East Henrietta Road (NYSDOT).



The Active Transportation Plan assesses existing pedestrian, bicycling, and public transit conditions and the interaction with motorized modes of transportation in Henrietta.

6.8 Complete Streets

Governor Andrew M. Cuomo signed the Complete Streets Act (Chapter 398, Laws of New York) on August 15, 2011, requiring state, county and local agencies to consider the convenience and mobility of all users when developing transportation projects that receive state and federal funding. The New York State Department of Transportation (NYSDOT) is working to ensure that its policies and procedures meet the new standards. The initiative presents an opportunity to expand upon existing programs and collaborate with bicyclists, pedestrians, people with disabilities and others to identify best practices and designs for transportation facilities.

A Complete Street is a roadway planned and designed to consider the safe, convenient access and mobility of all roadway users of all ages and abilities. This includes pedestrians, bicyclists, public transportation riders, and motorists; it includes children, the elderly, and persons with disabilities. Complete Street roadway design features include sidewalks, lane striping, bicycle lanes, paved shoulders suitable for use by bicyclists, signage, crosswalks, pedestrian control signals, bus pull-outs, curb cuts, raised crosswalks, ramps and traffic calming measures. Additional information is available at www.dot.ny.gov/programs/completestreets. The Cornell Local Roads Program has also compiled a very helpful and informative manual on Complete Streets. This information is available at [https://www.dot.ny.gov/programs/completestreets/repository/Complete Streets Manual 2012 nylta p.pdf](https://www.dot.ny.gov/programs/completestreets/repository/Complete_Streets_Manual_2012_nylta_p.pdf).

The Henrietta Active Transportation Plan provides the following recommendations:

1. Adopt a town-wide Complete Streets policy that would incorporate the Town's Sidewalk Policy and Complete Streets guidelines throughout all Town districts.
2. All development documents should include requirements for sidewalks on all public roadways. These requirements should specifically state that sidewalks must be compliant with the ADA Public Rights-of-Way Accessibility Guidelines (draft), or most recent ADA standards for public rights-of-way.
3. Enact a local law based on the State of NY enabling legislation to reimburse consultants for review of subdivision site plans for active transportation considerations. Additional information is available at http://www.dos.ny.gov/lg/publications/Site_Development_Plan_review.pdf.

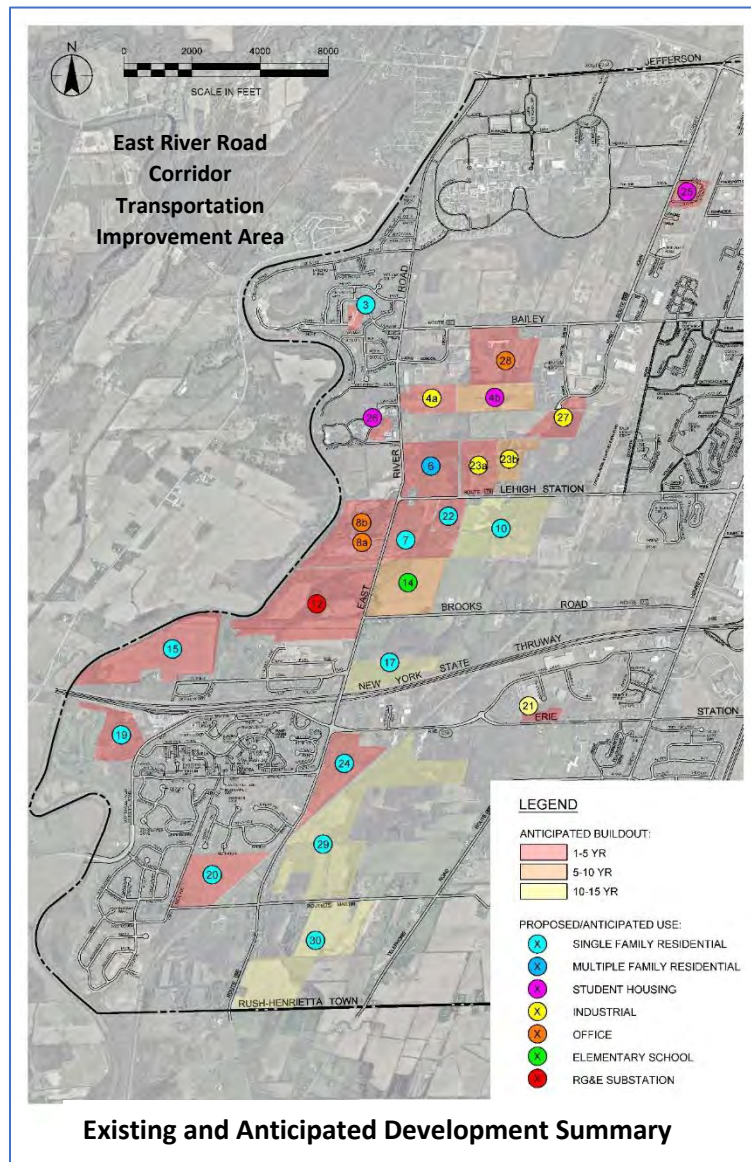
6.9 East River Road Corridor Study

In 2018, in response to the negative impacts created by all of the new development that has been occurring along East River Road, the Town of Henrietta, in conjunction with the Monroe County Department of Transportation and RIT, conducted a traffic analysis of current and future traffic conditions along the East River Road Corridor in the western portion of the Town. The study area extends from Erie Station Road in the south to Jefferson Road in the north. The study calculated the expected traffic impacts from these potential developments, using a combination of current projects, future projects, and conceptual projects, and then analyzed what improvements could be made to the traffic corridor to help mitigate any of the negative impacts from the additional traffic.

In the past decade, there have been significant development that has occurred within the corridor as well as south of the traffic study portion. Large new single-family developments have occurred south of the Thruway for which East River Road is the main thoroughfare out of their neighborhoods. These include Berkshire Park by Faber Homes, Shadow Ridge by Ryan Homes, Riverton Parcel C by Home Properties, Queens Park by Faber Homes, Graywood Meadows by Ryan Homes, Foxfield by Graywood Properties, Howlett Acres by Ryan Homes, and The Preserve Sections 7-10 by Reidman AtHome Builders and Faber Homes. In addition, a number of new apartment complexes have gone in or been expanded, including The Lodge student housing, Rivers Run senior housing, Greenwood Cove senior then later market rate housing, The Hill (formerly Racquet Club) student housing, Red Maple Apartments, and four large planned developments: a senior housing complex on Lehigh Station Road near East River, a Heritage Christian housing complex on Lehigh Station Road near East River, a market rate apartment complex on Lehigh Station Road near East River, and a student housing complex on East River Road on the former Wallman farm.

In addition to all of the new residences, there has been significant development of the office parks in the area, including major new tenants on John Street, the extension of John Street south to Lehigh Station Road, Park Center Drive, Bailey Road, Tech Park Drive, Lucius Gordon Drive, and planned for the new Wiregrass Park Drive. The significant growth of the RIT Campus, including dozens of new academic buildings, has also added to the congestion, especially at the northern end of the corridor.

The study will assist the Monroe County Department of Transportation in planning for future roadway improvements as development occurs and the resulting conditions require the improvements. In addition to significant improvements to most of the intersections along the East River Road corridor, the study also recommends additional improvements, including improving multi-modal access, such as a



sidewalk or bicycle path along the heaviest used portion of the road, given that there are a lot of anticipated student housing, as well as senior housing, multi-family, and single-family residential properties along the length of East River Road.

The above map, taken from the study, shows the recent, current, planned, and contemplated future developments.

The traffic study was prepared by Stantec Associates and accepted by the Monroe County Department of Transportation and the Henrietta Town Board.

6.10 Agricultural Development and Farmland Protection Plan

Chapter 2.5 of the 2003 Plan addresses the importance of agricultural lands as scenic, economic, and historic assets to the community. One of the goals of the 2003 Plan was to preserve important agricultural land uses and undeveloped rural lands. Agriculture in Henrietta is generally located in portions of the western part of the Town and mostly south of the NYS Thruway. Many of the largest existing farmland parcels in the Town participate in the NYS Agricultural Districts Program as part of Monroe County Agricultural District #6.

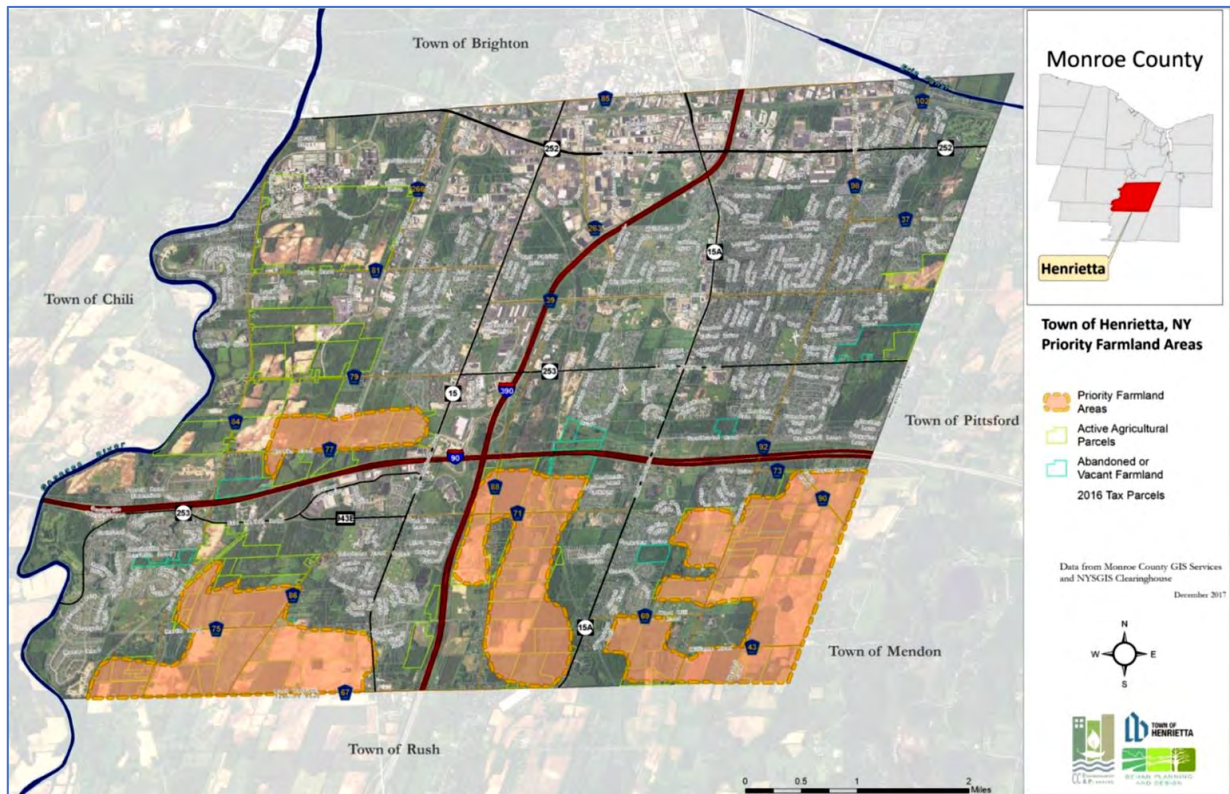
The Town supports agriculture and the use of local farmland for farming purposes. In 2016 the Town selected Behan Planning and Design as its planning consultant to prepare a Municipal Agricultural Development and Farmland Protection Plan with the assistance of a grant from the NYS Department of Agriculture and Markets. The Agricultural Development and Farmland Protection Plan contains up-to-date information about the status of agriculture and farming in the Town of Henrietta as well as land use policy and other recommendations for protecting agricultural resources. The Agricultural Development and Farmland Protection Plan addresses strategies for agricultural development and farmland protection including: the status of current farming in Henrietta and challenges faced from conversion pressure; a vision for the future of agriculture in Henrietta; a “farm-friendly” zoning audit with recommendations for amending the zoning ordinance; and, mapping of agricultural resources throughout the Town including the prioritization of farmland areas for possible protective measures as shown below.

The plan identifies priority farmland areas based in part on physical characteristics of properties including: parcel size; existing agricultural exemptions; location within the Monroe County Agricultural District; contiguous blocks of active farmland; development pressure; and presence of prime farmland soils. Other important criteria in prioritizing farmland include landowner interest in protecting farmland.

The results of the prioritization process identify priority farmlands, many of which are in the Monroe County Agricultural District, located in four general areas:

- Parcels north of Brooks Road and the NYS Thruway,
- Parcels along Martin Road, East River Road, and Telephone Road in the southwestern portion of the Town north of the Town of Rush,
- Parcels east of I-390 along Middle Road and south of the Thruway, and

- Parcels along Pinnacle Road, Ward Hill Road, and Williams Road in the southeastern portion of the Town north of the Town of Rush and west of the Town of Mendon.



The Henrietta Agricultural Development and Farmland Protection Plan identifies several clusters of Priority Farmland Areas (shown above in orange shading).

The Agricultural Development and Farmland Protection Plan recommends several opportunities to implement farmland protection measures in Henrietta. Recommended actions include establishing incentive (or amenity) zoning as a voluntary method that would allow a landowner or developer to obtain development incentives in exchange for providing certain community benefits, such as preservation of agricultural resources, possibly through conservation easements. As noted in the Farmland Plan a conservation easement is a voluntary agreement that restricts development of a property only to the extent necessary to protect the land's conservation value. These easements and incentives could be tied to either the Purchase (PDR) or Transfer of Development Rights (TDR) programs that could be instituted by the Town. Information on conservation easements, PDR and TDR programs is available through the NYS Department of Agriculture and Markets (<https://www.agriculture.ny.gov/ap/agservices/farmprotect.html>).

The Zoning Analysis section of the Farmland Plan recommends the following actions relative to Town code and zoning:

- Protect priority farmland
- Consider creating a local "Right to Farm" law
- Initiate a feasibility study for a possible Town supported PDR program and identify landowner

interest and funding options.

- Develop PDR applications with landowners/land trust (including consideration of local match for grants).
- Design incentive zoning/TDR program to fit Henrietta's unique setting.
- Educate the community about priority farmland areas.
- Limit water/sewer extension into agricultural areas - adopt an easement program to offset lateral restriction impacts if necessary.
- Ensure farm operation as a permitted use in industrial and other appropriate zoning districts and the County Agricultural District.
- Clarify definitions of farm operation and related uses including agri-tourism.
- Remove restrictions on farm operations as necessary and appropriate.
- Prepare and adopt subdivision regulation and site plan review amendments, including design criteria to minimize fragmentation of farm fields, reduce neighbor conflicts, and protect farm infrastructure and access to fields when new development is proposed on or near active farmland.

Following its adoption by the Town Board in 2018, the Agricultural Development and Farmland Protection Plan will be incorporated into the Town's Comprehensive Plan.

7. Recommendations

7.1 Encouraging Mixed-use Development and Redevelopment

The following recommendations are provided to further implement the Town's Comprehensive Land Use Plan in response to recent and emerging changes in land use and demographic conditions in the Town. It is anticipated that there will be increasing opportunities for adaptive reuse, redevelopment and new mixed-use projects as land use continues to evolve in meeting community needs. This is especially true for some older properties that can transition to meet new market expectations for more diversity in styles of residential and non-residential forms of development. Redevelopment opportunities may be most evident in aging commercial and industrial areas and along well-developed transportation corridors north of the NYS Thruway. These highway corridors and their adjacent land uses include East Henrietta Road (NYS Route 15A), Jefferson Road (NYS Route 252) and northern portions of West Henrietta Road (NYS Route 15).

Consistent with previous planning initiatives, the Town should position itself to attract and accommodate reinvestment, reuse and redevelopment of previously developed properties in lieu of greenfield development, where appropriate. Greyfield redevelopment, as it is often called, could shift some development interest away from undeveloped (greenfield) properties to previously developed areas, particularly underutilized commercial strip shopping centers and other former retail and larger non-retail properties.

Greyfield properties typically consist of large building footprints and equally large underused parking areas with access along major thoroughfares such as those identified above. The redevelopment of

these properties may become more possible due to anticipated changes in retail markets, such as the continued closing of major retail stores due to online shopping, and consumer expectations for greater choices in housing and other lifestyle needs for all age groups and abilities. Greyfield properties can be redeveloped relatively quickly for various types of mixed residential and commercial uses unlike brownfields that are typically associated with environmental contamination that require clean-up before reuse. These underutilized and vacant properties can accommodate redevelopment, possibly on a large scale, because of existing public infrastructure (roadways, sewer, water, utilities) and the availability of other community services, such as public transit and emergency services.

The 2003 Plan and the 2011 Update discuss the social, economic and safety benefits of mixed-use development and the importance of walkable communities. These benefits do not need to be repeated here, but it is important to reaffirm the validity of mixed-use development and redevelopment as a viable alternative to conventional suburban development.

The implementation of mixed-use will require a shift in land use policy away from sole reliance on new site development to consideration of reuse and redevelopment alternatives. The development community may need to be encouraged by the Town to consider such alternatives at first in presenting their project proposals to the Town. On the other hand, the concept of mixed-use development has been around for several decades and is in fact based on traditional neighborhood design, so many in the development community and others involved in real estate may welcome this as a real opportunity. Before mixed-use can become a reality, the Town will need to adjust its Future Land Use Plan and amend sections of the zoning ordinance to permit its development in order to achieve the Smart Growth principles described in previous planning documents, the goals expressed in this update, and the recommendations of the Active Transportation Plan and the Agricultural Development and Farmland Protection Plan.

Proposed Mixed-use Overlay Zones can support and complement the underlying single-use base zoning districts by providing opportunities for a balance between residential and non-residential uses. Mixed-use areas may develop in the form of centers, activity nodes, and as corridors subject to site design and development standards.

The objectives for implementing these overlays include:

- (1) Encouraging the efficient use of land through clustering and similar conservation techniques to protect environmentally sensitive resources and open space in a setting that provides for the compatibility of uses with existing and proposed surrounding development.
- (2) Promoting the economic sustainability of neighborhoods, businesses and property values by encouraging actions that protect areas from blight, neglect and abandonment of properties by providing choices in housing and employment.
- (3) Facilitating safe pedestrian and non-motorized activity with improved accessibility to businesses to reduce reliance on personal forms of motorized travel.
- (4) Permitting mixed-use development that integrates residential use with office, retail and other suitable types of non-residential uses in a walkable environment that fosters social interaction.

- (5) Accommodating infill development and the reuse of properties already served by public infrastructure, transit and community services.

7.2 Updating the Future Land Use Map

This 2019 Update includes “**Map 2. Future Land Use**” as a replacement for the Generalized Land Use Plan (Figure 4-1) in the 2003 Plan, which, by this update, shall be reamed as “Historical 2003 Generalized Land Use Plan”. The updated Future Land Use map provides new guidance for how the community wants to develop in the future. It is also somewhat predictive in showing where possible updates to the zoning ordinance may be necessary to better align with Smart Growth principles, including encouragement of mixed-use development and redevelopment.

The Future Land Use map is a tool for identifying where changes in land use policies and administrative procedures may need to be implemented by the Town via the zoning ordinance, the official zoning map and project approval processes. Unlike the Official Zoning Map of the Town, the Future Land Use map is intended to be generic in its content and should not be precisely interpreted along property boundaries or at a parcel level of detail or scrutiny. In other words, the boundaries of uses shown on the Future Land Use map are intended to be flexible and general in nature, subject to shifting and revisions, and should not be expected to perfectly align with the zoning district boundaries for the same uses shown on the Official Zoning Map. The Official Zoning Map is the legally enforceable document.

Map 2 identifies three major categories of land use, either existing or proposed. These include residential, commercial and industrial uses. Existing land use is generalized and not shown to the same level of detail as shown in Map 1. Existing Land Use. The purpose of Map 2 is to provide information at a broader perspective that identifies the locations of each category in relationship to other uses. The map is helpful in determining where growth has occurred and where the community would like it to occur in the future.

Noteworthy elements shown on the Future Land Use map include:

- Areas of residential use at different levels of density from the lowest density of rural residential/agriculture south of the NYS Thruway to low density, mostly single-family residential neighborhoods, and moderate density residential (including single-family and multiple dwelling/apartment uses) scattered throughout the Town.
- Areas of commercial and industrial uses
- Areas of important institutional uses such as the Town Center area along Calkins Road that contains municipal facilities, and the Rochester Institute of Technology (RIT) in the northwest portion of the Town
- Areas identified as priority farmland in the Town of Henrietta Agricultural Development and Farmland Protection Plan.

7.3 Amending the Zoning Ordinance and Zoning Map

The Town should consider the use of overlay zoning as a technique to provide greater incentives to attract mixed-use development and promote reinvestment and the redevelopment of greyfields and other vacant and underutilized properties. The use of overlay zones is discussed in both the 2003 Plan and the 2011 Strategic Update.

An overlay zone is superimposed over one or more previously established underlying zoning districts, typically establishing additional standards and criteria for properties within the overlay district in addition to the requirements of the underlying zoning district. Under this overlay approach, mixed-use development and redevelopment would be optional on the part of a property owner or developer. Option one would continue to allow a project to be developed according to the requirements of the underlying zoning district regulations in a conventional (non-mixed-use) manner. Under the overlay option if chosen, a property owner or developer could develop a mixed-use project according to certain design and development standards created by the overlay.

Overlay zones are a permitted type of zoning regulation widely used in New York. Overlay zoning can be used for a variety of reasons including the protection of environmentally sensitive natural or cultural resources and as in this case to promote economic redevelopment of specific areas. The use of overlay zoning will require modifications to the Zoning Ordinance and Official Zoning Map. Additionally, there will be the need for amending procedural aspects of the Town's review and approval processes for development proposals. Requirements for project approvals may also need to consider compliance with design and development standards.

7.4 Mixed-use Overlay Districts

Opportunities for mixed-use development and redevelopment will be encouraged in three areas of Henrietta as an optional form of development under a mixed-use overlay zone. In the future additional areas may be identified. The three areas with greatest potential at this time as identified on **Map 3.**

Existing Zoning Districts and Proposed Changes include the following:

- **Mixed-use Redevelopment Corridor** - The East Henrietta Road (NYS Route 15A) corridor, includes those properties immediately adjacent to the roadway that are currently zoned Commercial (B-1 and B-2). This corridor is an older developed area extending from I-390, the Genesee Expressway southward for a total distance of approximately 1.9 miles to approximately 700 feet south of Lehigh Station Road. This corridor contains numerous small to medium size commercial parcels with a variety of service-oriented and professional businesses, and small to medium size older underutilized or vacant commercial strip style shopping centers and retail establishments. Large single-family residential neighborhoods are located both east and west of the corridor and would not be included in the overlay zone.

The East Henrietta Road corridor is highly traveled by Rochester area commuters and nearby residents. NYSDOT 2015 annual average daily traffic (AADT) volumes along the segment between I-390 and Calkins Road are 22,125 vehicles. Volumes between Calkins Road and Lehigh Station Road are 17,084 vehicles. Volumes south of Lehigh Station Road decrease substantially to 5,107 vehicles. Mixed-use redevelopment at a neighborhood scale could service the needs of the adjacent residential neighborhoods in a more pedestrian-friendly environment. The area is also served by public transit.

- **Mixed-use Redevelopment Area** – This is an area centered around the intersection of Jefferson Road (NYS Route 252) and West Henrietta Road (NYS Route 15) in an older developed commercial and industrial area extending outward in all directions including north to the Town

boundary with Brighton, west to John Street, south along West Henrietta Road to Bailey Road, and eastward for approximately 0.5 miles. This is an area that includes many medium to large size parcels in use as either commercial retail, business or industrial uses. Residential use is mostly restricted to several multiple dwelling facilities located in this area or nearby. In addition to the redevelopment potential of commercial and industrial properties some of these multiple dwelling properties may also have redevelopment potential. Residential neighborhoods exist to the south of this area. The RIT campus is west of West Henrietta Road.

Roadways in this area experience high traffic volumes. Highest AADT volumes are along Jefferson Road just east of West Henrietta Road at 31,694 vehicles; and 32,775 vehicles north of Jefferson Road. Volumes also include 19,189 vehicles along Jefferson Road west of West Henrietta Road; and 21,532 vehicles along West Henrietta Road south of Jefferson Road. Hylan Drive has an AADT of 22,526 vehicles. The area is served by public transit. This is a large area that may afford opportunities for large-scale mixed-use or multi-use commercial and residential redevelopment in the future especially in light of the changing retail landscape and declining marketplace for large commercial retailers and “brick and mortar” stores.

- **Mixed-use Employment Center** – This is an area south of the RIT campus and along East River Road from Bailey Road south to the existing transmission line right-of-way north of Brooks Road. The area is experiencing substantial new development of multiple dwelling facilities primarily along East River Road on lands zoned for industrial and residential use. This area includes major employers such as RIT, the RIT Business and Technology Park, Paychex, and the University Park of Rochester. Undeveloped parcels in this area are generally large and most are existing or former agricultural lands. Considerable development interest in these parcels continues. Some of these remaining undeveloped properties contain wetlands, floodplains, and substantial woodlands. Due to current development interest, these properties are an opportunity for the Town to manage their use in a proactive manner for a balance between development (preferably mixed-use development) and conservation of open space and natural resources. Development is possible if sited properly in the context of the area’s sensitive environment.

Development consisting of employment centers with a variety of nearby housing choices, including multiple dwellings, could be provided in a walkable environment. Light industrial and limited commercial uses may be associated with research and development businesses in a campus-like or office park setting. Due to its proximity to RIT this area may support entrepreneurial businesses, research and development. AADT traffic volumes on area roadways range between a high of 8,248 vehicles along East River Road, to 6,185 vehicles on Lehigh Station Road, and lows of 5,196 vehicles on Brooks Road and 4,781 vehicles on Bailey Road. Managing the density of further development and limiting future traffic volumes in the area are important to maintaining a high quality of life in this area. Development in this area has been the subject of the East River Road Corridor Traffic Study by Monroe County, the Town of Henrietta and RIT to assess existing and future traffic conditions and needed improvements.

7.5 Incentives for Redevelopment

The 2011 Update to the 2003 Plan noted that 87 percent of respondents to a Community Survey of Henrietta indicated the Town should create policies that encourage redevelopment of currently vacant or underutilized commercial sites as an alternative to commercial development in new locations. It was recommended that the Town consider creating incentives for redevelopment of older “underperforming or abandoned” commercial sites. The 2011 Update recommends the use of incentive zoning “- to allow these areas to be converted to much higher density, mixed-use (residential, commercial, and office) developments. These would include very specific urban design requirements intended to promote the establishment of walkable and public transit-friendly neighborhoods or districts. The inclusion of a more varied range of residential types in these developments would have the added benefit of creating housing options for seniors, young professionals, and others in Henrietta who might be looking for something other than a single-family (detached) home.”

The 2011 Update further states, “The increased development density and the flexibility of use that would be permitted under this new redevelopment option for commercial properties should be a powerful incentive for the owners of these properties to invest in their redevelopment. In this manner, the Town of Henrietta would inspire the market to think differently about the economic opportunity that these properties represent.”

In combination with mixed-use overlay zones, incentive zoning or the creation of some form of incentives is recommended to attract redevelopment to targeted areas, such as the three potential mixed-use areas described previously. Incentive zoning allows a developer to develop a project in such a way that would otherwise not be permitted in exchange for some form of a public amenity or community benefit. Incentive zoning is allowed under NY Town Law.

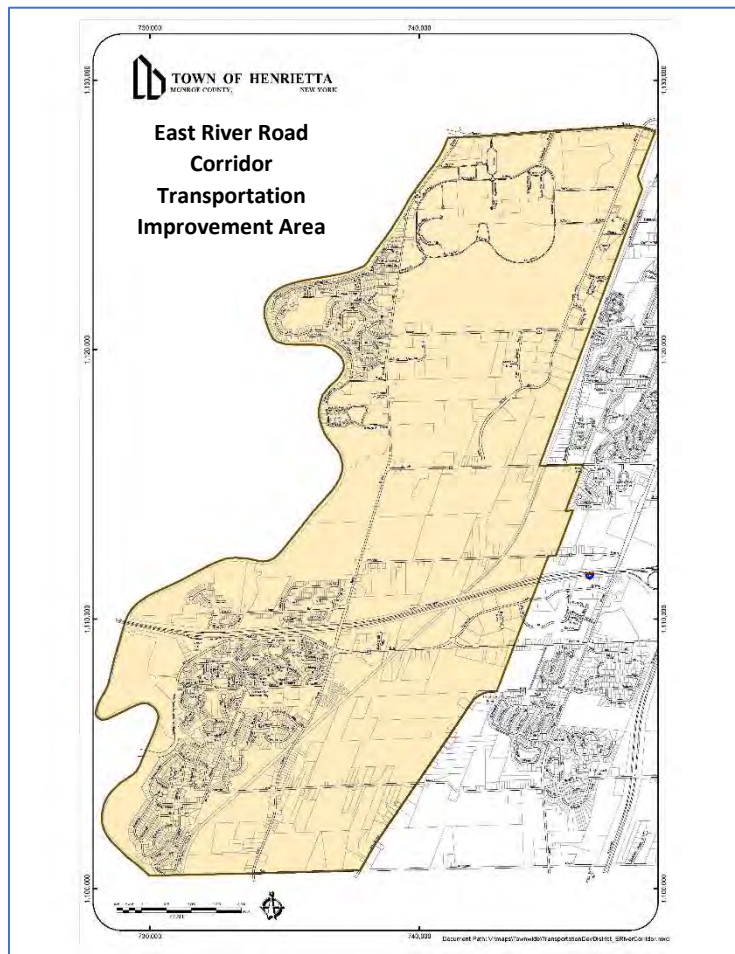
Increased flexibility in developing a project would be considered by the Town under incentive zoning upon the request of a developer in exchange for certain types of amenities or community benefits. These benefits might include the dedication or preservation of open space, historic preservation, parks, affordable housing, or improvements to public infrastructure such as sewer, water or roadways. These benefits would be provided by the developer in addition to any improvements that might also be required for approving a project under the Town’s subdivision, site plan or SEQRA regulations such as the mitigation of potential traffic impacts. The use of incentives would be voluntary on the part of a developer and approval would be at the discretion of the municipality, in this case the Town Board.

7.6 East River Road Corridor Traffic Mitigation

The Town is considering implementing recommendations from the East River Road Corridor Study in order to help mitigate the negative impacts of all of the development along that area. The study identifies all of the improvements the Monroe County Department of Transportation is planning to construct as traffic counts warrant them. Rather than placing these mitigation requirements on the shoulders of the development whose additional traffic impacts triggers the require mitigation, the study proposes a means to share that mitigation cost among all of the developments that add traffic to the area and thus add to the negative impacts that the traffic is creating.

To do this, the Town should create a final update of the expected and contemplated future projects to have the traffic consultant prepare final traffic counts. At the same time, the Monroe County Department of Transportation should create a final cost estimate of all of the proposed development. By dividing the total costs allocated to the developers by the total number of traffic added, a per vehicle contribution to the mitigation costs can be calculated. Since the majority of the negative traffic impacts occur during morning or evening peak travel times, the Town, County, and consultants agreed that the basis for the mitigation should be the number of vehicles added to East River Road during peak travel hours, as calculated by traffic impact studies.

By doing it this way, it incents the developers to provide access to other roads from their development since that could potentially reduce the number of cars introduced onto East River Road during peak travel hours and thus decrease the amount of their traffic mitigation costs. It also incents other means to decrease the amount of traffic added to East River Road such as providing a shuttle bus to and from the RIT campus for student housing complexes as that encourages students to leave their cars home and thus reduce the traffic mitigation needed.



The recommendation is for the Town to calculate, as part of the SEQRA process, the traffic mitigation costs for a new development based upon the number of vehicles added to East River Road during the peak travel hours as calculated from accepted traffic impact studies provided by the developers. Those funds would then be accumulated in a capital reserve fund, or similar mechanism, created specifically for this purpose. Any funds collected for this purpose could only be used for traffic mitigation, including vehicular, pedestrian, bicycle, or other, within the defined corridor area as depicted on the map below.

Then, when the increased traffic dictates that an improvement is needed, the Monroe County Department of Transportation will engineer the improvement, determine the total cost of the improvement,

and determine the portion of the costs allocated to developers. The County will then request the funds from the Town's capital reserve fund, or similar mechanism, and the Town will provide the funds, if

available, as the costs are incurred and billed, or more precisely through the Intermunicipal Agreement that will be created between the Town and County as recommended by the study and by this Comprehensive Land Use Plan Update.

It is recommended that the traffic mitigation funds be collected as part of permitting process by the Town. As an alternative to providing the traffic mitigation funds, it is recommended that developers be allowed to propose constructing necessary traffic improvements of equal or greater value to their calculated traffic mitigation costs. However, it should be noted that improvements specific to their development, such as a turn lane into their development, should not be considered as a contribution to traffic mitigation costs and should be made in addition to any contribution or improvements made to the general corridor itself. It is recommended that Town and County approval be required for any proposed traffic improvements to be considered as traffic mitigation.

In the event there are funds left in the capital reserve fund, or similar mechanism, when the corridor is deemed by the County and Town to be fully built out, it is recommended that those remaining funds be spent to make improvements to bike paths, pedestrian paths, or similar infrastructure, within the traffic corridor area, as agreed to by the Town and County.

7.7 Design Guidelines and Development Standards

Design Guidelines and Development Standards are also discussed in both the 2003 Plan and the 2011 Update. Standards are typically interpreted as regulatory requirements enforced through use of terms such as, “shall”, “will” or “must”. Standards would be enforced through the Henrietta Town Code. For example, standards for mixed-use development would be enforced through the mixed-use overlay zones. Guidelines are typically more suggestive in nature and could be overtly encouraged, but not mandatory unless stated otherwise in the enacting legislation. Guidelines highlight opportunities where design creativity and flexibility are available on the part of design professionals such as architects, engineers, landscape architects, and urban designers. Typically, guidelines are identifiable by terms such as “may” or “should”. Guidelines can also be transitioned into standards over time depending upon their effectiveness.

Design guidelines and development standards provide a degree of predictability to the outcome of a development proposal. Through use of guidelines and standards, the Town can clarify its expectations about what is desired from an owner/developer and the owner/developer knows ahead of time what is expected from a project proposal.

Preparing and implementing Design Guidelines and Development Standards is recommended to address project-related design and appearance issues associated with neighborhood compatibility. Guidelines and standards will help create more attractive and walkable neighborhoods, diversify housing options, encourage aging-in-place, protect important resources, and promote mixed-use development and redevelopment in suitable areas of the Town. These should be described in text and graphic formats to illustrate sustainable site design principles, desired building form, and public amenities. Various factors can be addressed such as:

- Site design and layout

- Grading and open space requirements
- Building placement and orientation on a site
- Building design, scale, form, materials, rooflines, and frontages
- Façade treatment and transparency with windows and doors
- Parking, vehicle and pedestrian circulation
- Streetscaping, sidewalks and public space amenities
- Visual screening and buffers
- Landscaping and lighting

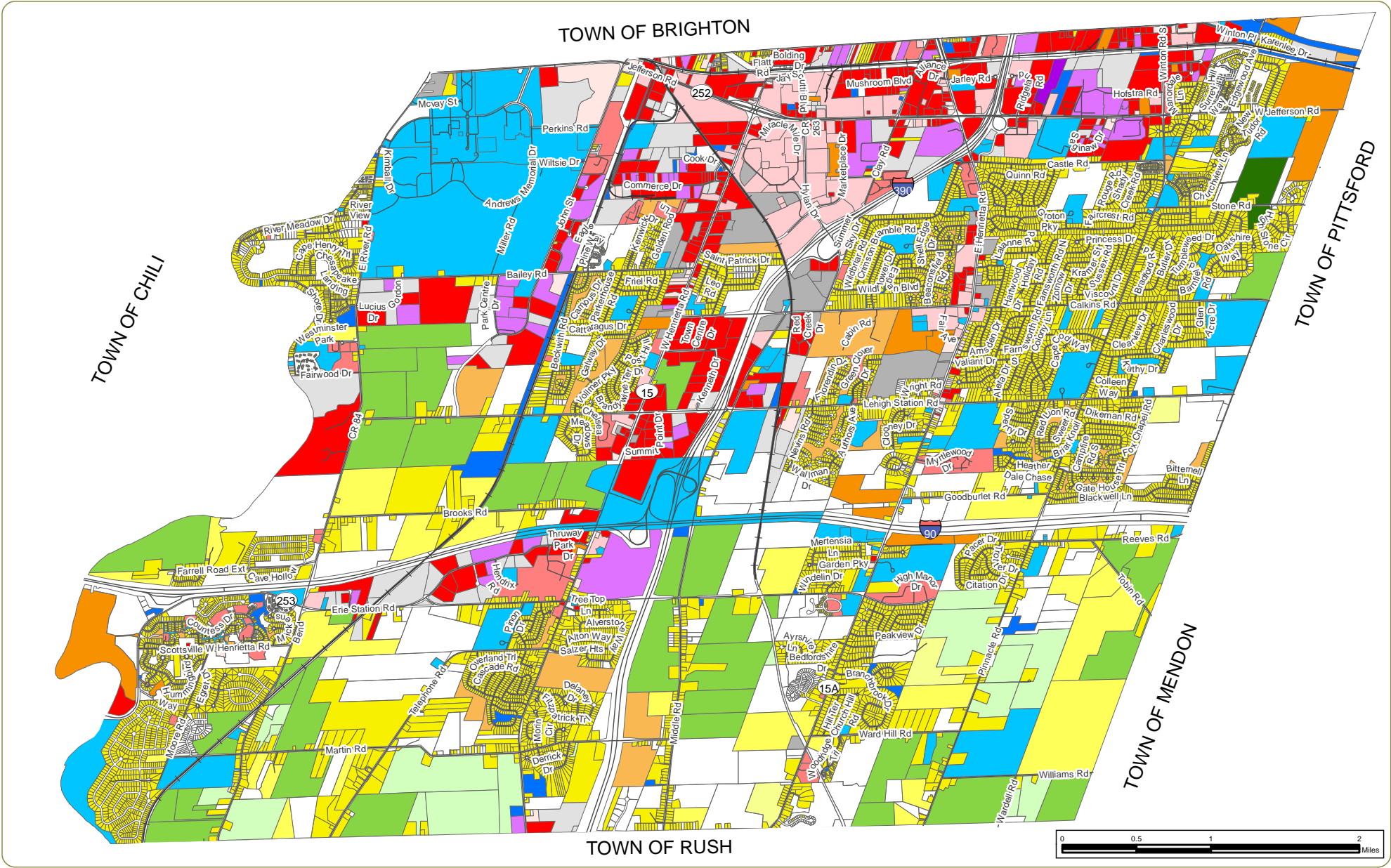
8. Summary

The Town of Henrietta is recognized as a premier community in which to live and work as well as a great place to raise a family and get a solid education. Henrietta is known as the crossroads of Monroe County and has the distinction of being home to the Rochester Institute of Technology, leading national and regional retailers, and both large and small businesses and employers. Although suburban in nature north of the Thruway, it is a community that still retains aspects of its rural agricultural heritage, especially to the south. The population of the Town continues to increase at a time when many communities are seeing a decline. And the landscape is evolving as demographics change and market demand increases for expanded housing opportunities and commercial forms of development that meet the changing expectations of homeowners and consumers of all ages and abilities.

The Town continues to implement the recommendations of its 2003 Plan to serve the health, safety and general needs of its residents, businesses and property owners. This Update is yet another step in the Town's proactive approach to planning for the future of Henrietta. Consistent with the recommendations of the 2003 Plan and the 2011 Update the Town is considering some important changes in land use development policies that will both highly encourage and allow for mixed-use development and redevelopment of appropriate areas in the Town where it can be supported by existing public infrastructure and community services. In doing so, the Town will shift from what is often a singular focus in developing new, single-use sites in conventional ways to encouraging redevelopment and reuse alternatives of previously developed areas that can support it. In places where redevelopment or reuse may not be possible or yet practicable, the Town will promote mixed-use and site design alternatives in creating a balance between development and protection of open spaces and natural resources. To accomplish the recommendations contained in this Update, it is necessary for the Town to revisit and modify, as needed, its present land use policies and zoning regulations.

APPENDIX A

MAPPING



Comprehensive Plan Update - 2019

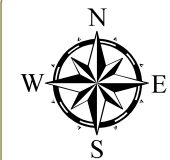
Town of Henrietta, Monroe County, New York

Map 1: Existing Land Use

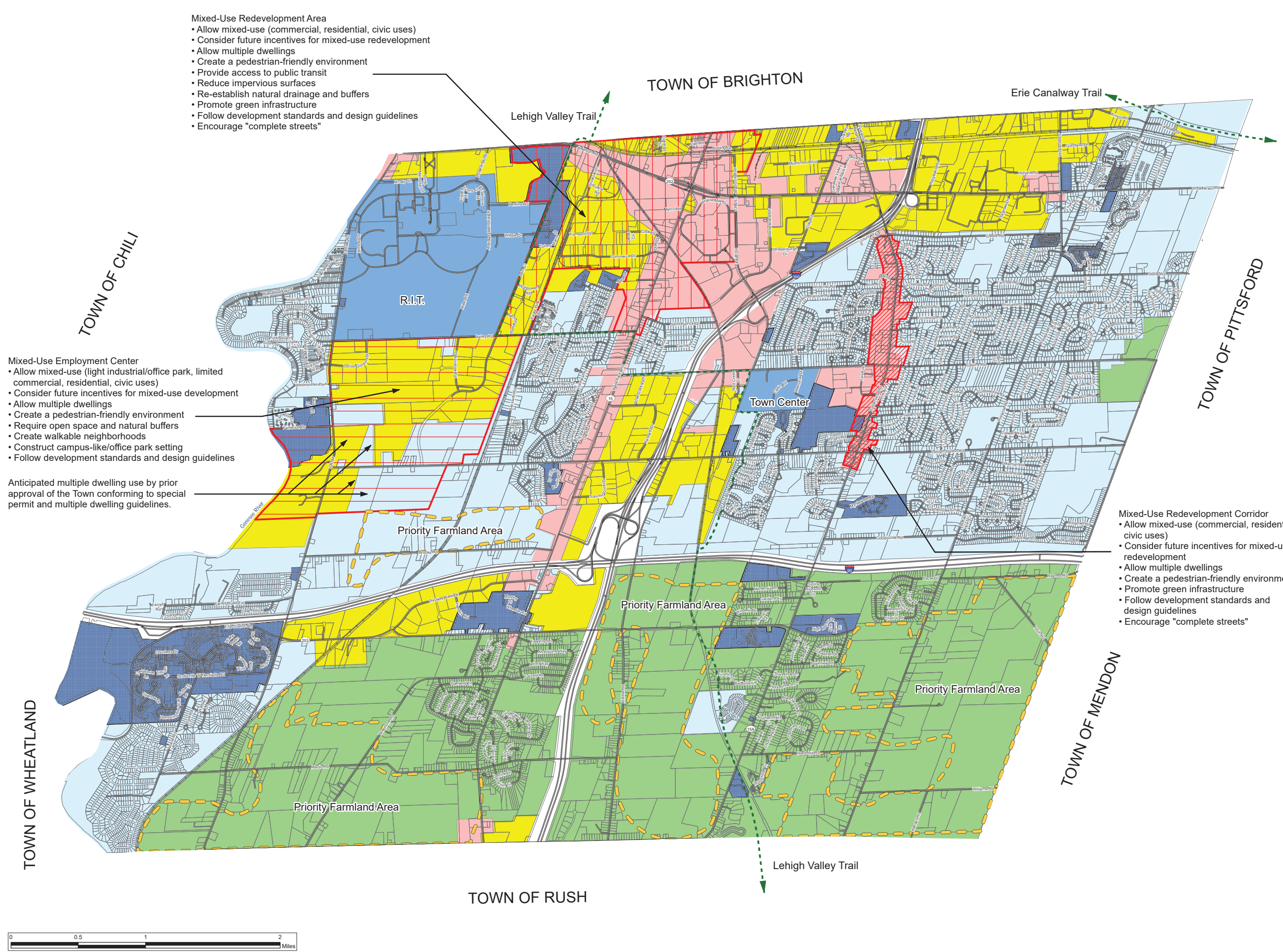
Notes: 1. DISCLAIMER: This map is for planning purposes only. 2. This map was generated in ArcMap on February 25, 2019. 3. This is a color graphic. Reproduction in grayscale may misrepresent the data.

Land Use by Property Class

- | | | | |
|---------------------------|-------------------------|------------------------------------|---|
| 100 - Agricultural | 300 - Vacant | 480 - Multiple Use | 710 - Manufacturing and Processing |
| 105 - Vacant Agricultural | 330 - Vacant Commercial | 500 - Recreation and Entertainment | 800 - Public Services |
| 200 - Residential | 340 - Vacant Industrial | 590 - Municipal Parks | 900 - Forested, Conservation Lands and Public Parks |
| 240 - Rural Residence | 400 - Commercial | 600 - Community Services | |
| 250 - Estate | 411 - Apartments | 700 - Industrial | |
| | 450 - Retail Services | | |



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- Mixed-Use Redevelopment Area**
- Allow mixed-use (commercial, residential, civic uses)
 - Consider future incentives for mixed-use redevelopment
 - Allow multiple dwellings
 - Create a pedestrian-friendly environment
 - Provide access to public transit
 - Reduce impervious surfaces
 - Re-establish natural drainage and buffers
 - Promote green infrastructure
 - Follow development standards and design guidelines
 - Encourage "complete streets"

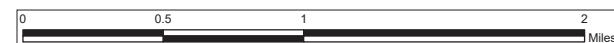
- Mixed-Use Employment Center**
- Allow mixed-use (light industrial/office park, limited commercial, residential, civic uses)
 - Consider future incentives for mixed-use development
 - Allow multiple dwellings
 - Create a pedestrian-friendly environment
 - Require open space and natural buffers
 - Create walkable neighborhoods
 - Construct campus-like/office park setting
 - Follow development standards and design guidelines

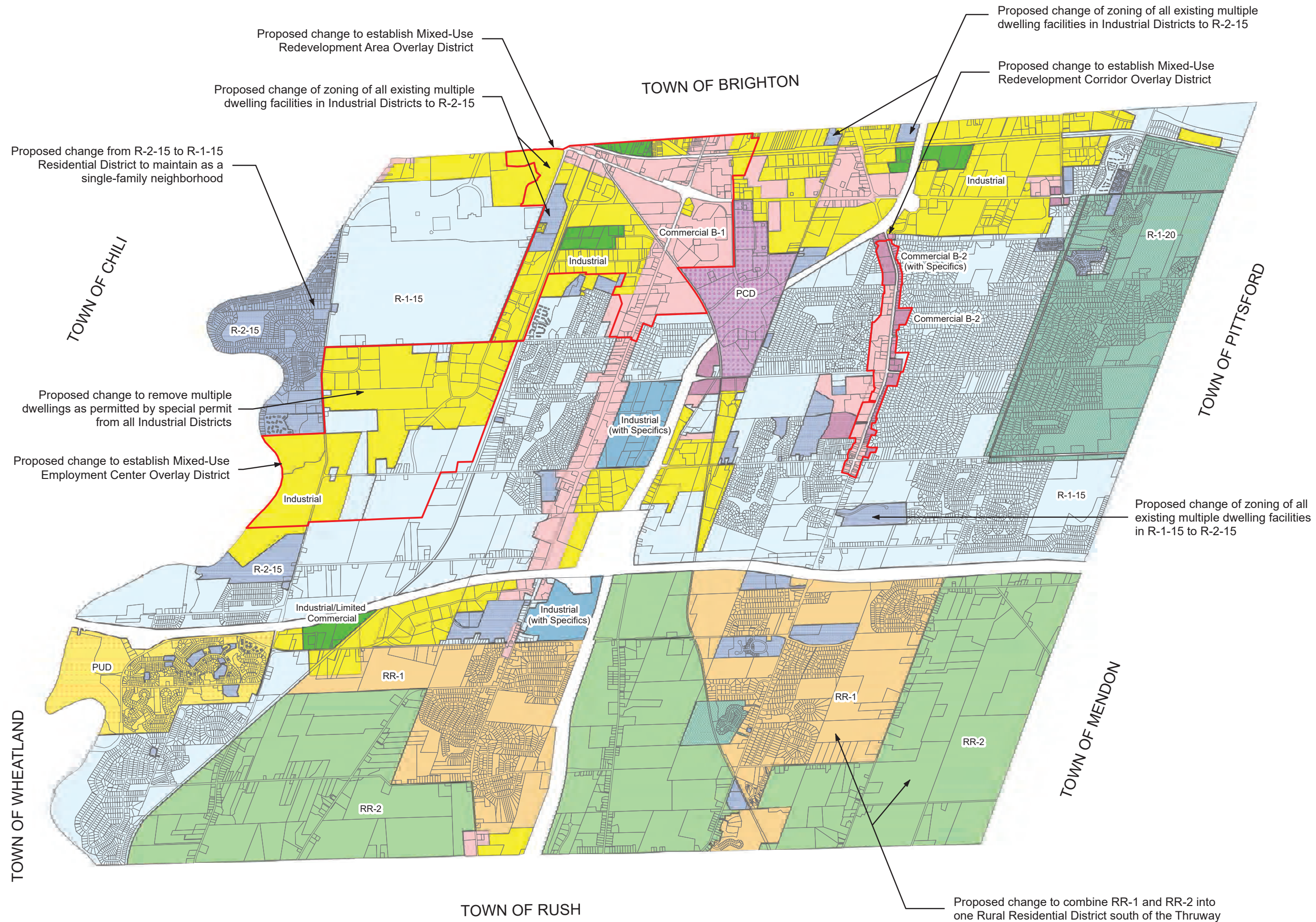
Anticipated multiple dwelling use by prior approval of the Town conforming to special permit and multiple dwelling guidelines.

- Mixed-Use Redevelopment Corridor**
- Allow mixed-use (commercial, residential, civic uses)
 - Consider future incentives for mixed-use redevelopment
 - Allow multiple dwellings
 - Create a pedestrian-friendly environment
 - Promote green infrastructure
 - Follow development standards and design guidelines
 - Encourage "complete streets"

- Roads
- - - Trail
- Priority Farmland Areas
- * See Town of Henrietta Agricultural Development and Farmland Protection Plan
- Mixed Use Redevelopment Corridor
- Mixed Use Redevelopment Area
- Mixed Use Employment Center Area
- Parcel
- Future Land Use Classification
- Commercial
- Industrial
- Institutional
- Moderate Density Residential
- Low Density Residential
- Rural Residential / Agriculture

- Notes:
1. DISCLAIMER: This map is for planning purposes only.
 2. Boundaries are approximate and not intended to be interpreted as precise parcel lines.
 3. This map was generated in ArcMap on February 25, 2019.
 4. This is a color graphic. Reproduction in grayscale may misrepresent the data.





- Proposed Mixed Use Overlay Boundaries
- Parcel
- Existing Zoning Districts**
- Commercial B-1
- Commercial B-2
- Commercial B-2 (with Specifics)
- Industrial/ Limited Commercial
- Industrial
- Industrial (with Specifics)
- Planned Commercial Development
- Planned Unit Development
- Residential R-1-15
- Residential R-1-20
- Residential R-2-15
- Rural Residential RR-1
- Rural Residential RR-2

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