

## **J. CIRCULATION**

### **1. Vehicular**

As discussed on page II-8, Jamestown is accessible from the east and west from Exits 11, 12 and 13 of the Southern Tier Expressway (NYS Route 17). NYS Route 60 and U.S. Route 62 are the primary north/south corridors into the City connecting with I-90 (NYS Thruway) at Fredonia and I-79 and I-80 in western Pennsylvania. The primary arterial corridors through Jamestown are North Main Street (NYS Route 60), Foote Avenue/North South Arterial (NYS Route 60), Fluvanna Avenue/ Washington Street (NYS Route 430), Fairmount Avenue and East Second Street (NYS Route 394). All primary arterials lead to and from the Central Business District. Other than the Southern Tier Expressway which passes Jamestown to the north, there are no by-pass arterials allowing travelers to avoid downtown traffic. This leads to a high volume of north/south and east/west traffic passing directly through the CBD.

Other major local routes include, running north/south: Prendergast Avenue, Winsor Street, and Forest Avenue; and running east/west: Newland Avenue, Second/Third/Fourth/Fifth/Sixth Streets, and Buffalo Street. Jamestown's streets follow a general grid pattern which is significantly influenced by the steep topographic conditions and the Chadakoin River.

One-way traffic in the CBD creates some difficulties in finding the most direct route to downtown destinations. In the CBD Second Street and Fifth Street are one-way eastbound while Fourth and Sixth Streets are one-way westbound. Third Street maintains two-way traffic flow. East and west bound traffic volumes are roughly equal between these routes with a slightly higher volume of east/west bound traffic skirting the walkable downtown via West Fifth and West Sixth Streets.

Washington Street, North Main Street, and Prendergast Avenue are the primary north/south routes through the CBD. Washington and North Main Streets carry the highest traffic volumes into and through the downtown.

### **2. Pedestrian**

In general, the existing pedestrian circulation system is adequate, though deteriorating. Most streets have sidewalks on both sides, and those that do not are located in quiet residential neighborhoods. The topography of the City often makes pedestrian travel difficult along the steepest streets. Pedestrian crossings are provided at all bridges over the Chadakoin River.

A significant shortcoming to pedestrian circulation is the current lack of access to the riverfront. Moreover, the location of the railroad running parallel to the river through much of the City effectively separates the City from the river along the northern bank. River access along slopes and across the railroad should be increased as part of overall neighborhood revitalization, river improvement and recreational development strategy for the City.

The primary issue concerning pedestrian circulation is not intra-neighborhood, but rather inter-neighborhood, creating connections to commercial and recreational destinations.

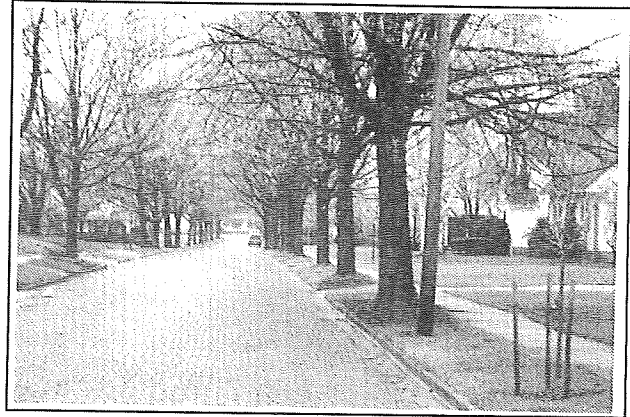
### 3. Railroad

Jamestown is no longer located on a through rail line. Existing industries are currently served by Conrail which operates a daily shuttle between Jamestown and Hornell. Continued operation of the rail line to industry located within Jamestown's Economic Development Zone is highly desirable and necessary for the continued operation of several local manufacturers. However, rail service to the CBD and the western section of the City is unnecessary and an impediment to the highest and best use of the Chadakoin River waterfront. Future planning should address opportunities to abandon the existing railroad right-of-way west of the EDZ in favor of mixed use riverfront development which celebrates the presence of the river in the downtown.

## K. NEIGHBORHOODS AND HOUSING

### 1. Neighborhoods

Its residential areas are among Jamestown's greatest assets. The typical Jamestown neighborhood is quiet, with pleasant tree-lined streets and two and three story pre-1940 houses uniformly set back from the street. Houses are generally well constructed and in good condition. Several concentrated areas have historic structures of extraordinary quality and beauty.



Single-family residential housing (R-1 zone) is generally located at the outer edges of the City, including the older single family neighborhoods (pre-1940) to the east of the Lakeview Cemetery, as well as the newer (post-1940) neighborhoods primarily along the southeast and southwest corners of the City.

Jamestown's multi-family residential neighborhoods are located closer to the downtown commercial core and are typically comprised of the City's older housing stock (pre-1940). These areas were generally built as single family areas but have been converted over time to a more dense mixed use, including single family, two-family and multi-family residential as well as commercial uses. In these areas, there has been a problem in certain neighborhoods with housing deterioration due to deferred maintenance and overly crowded conditions. The most distressed neighborhoods include East Second Street, the Allen and Water Street areas, and the Chadakoin West district.

### 2. Housing Type, Condition and Tenure

According to the 1990 Census, there were 16,351 residential housing units in the City of Jamestown and of these, 2,082 were vacant (vacancy rate: 13%). Of the total vacant units, 767 were available for rent, 123 were listed for sale.

Owner-occupied housing represents the largest tenured group at 7,402 (52% of all occupied units). Renter-occupied units number 6,867 (48% of all occupied units) compared with approximately 33% for the nation.

Table II-1, HOUSING STOCK INVENTORY, details housing ownership and vacancy conditions in Jamestown.

**Table II-1**  
*Housing Stock Inventory*

Category	Total		0 and 1 Bedroom	2 Bedroom	3 or More Bedrooms
<b>Total Year Round Housing</b>	<b>16,351</b>		<b>3376</b>	<b>5549</b>	<b>7516</b>
Total Occupied Units	14,269 (87%)		2629	4579	7061
<i>Renter</i>	6,867 (48%)		2469	2917	1481
<i>Owner</i>	7,402 (52%)		160	1662	5580
Total Vacant Units	2,082 (13%)		747	880	455
<i>Available For Rent</i>	767 (10%) <sup>1</sup>		314	331	122
<i>Available For Sale</i>	123 (2%) <sup>2</sup>		17	47	59
<i>Other</i>	1,192		416	502	274

<sup>1</sup> Percentage of all vacant and occupied rental units in the City.

<sup>2</sup> Percentage of all vacant and occupied non-rental units in the City.

Source: 1990 Census; The Saratoga Associates

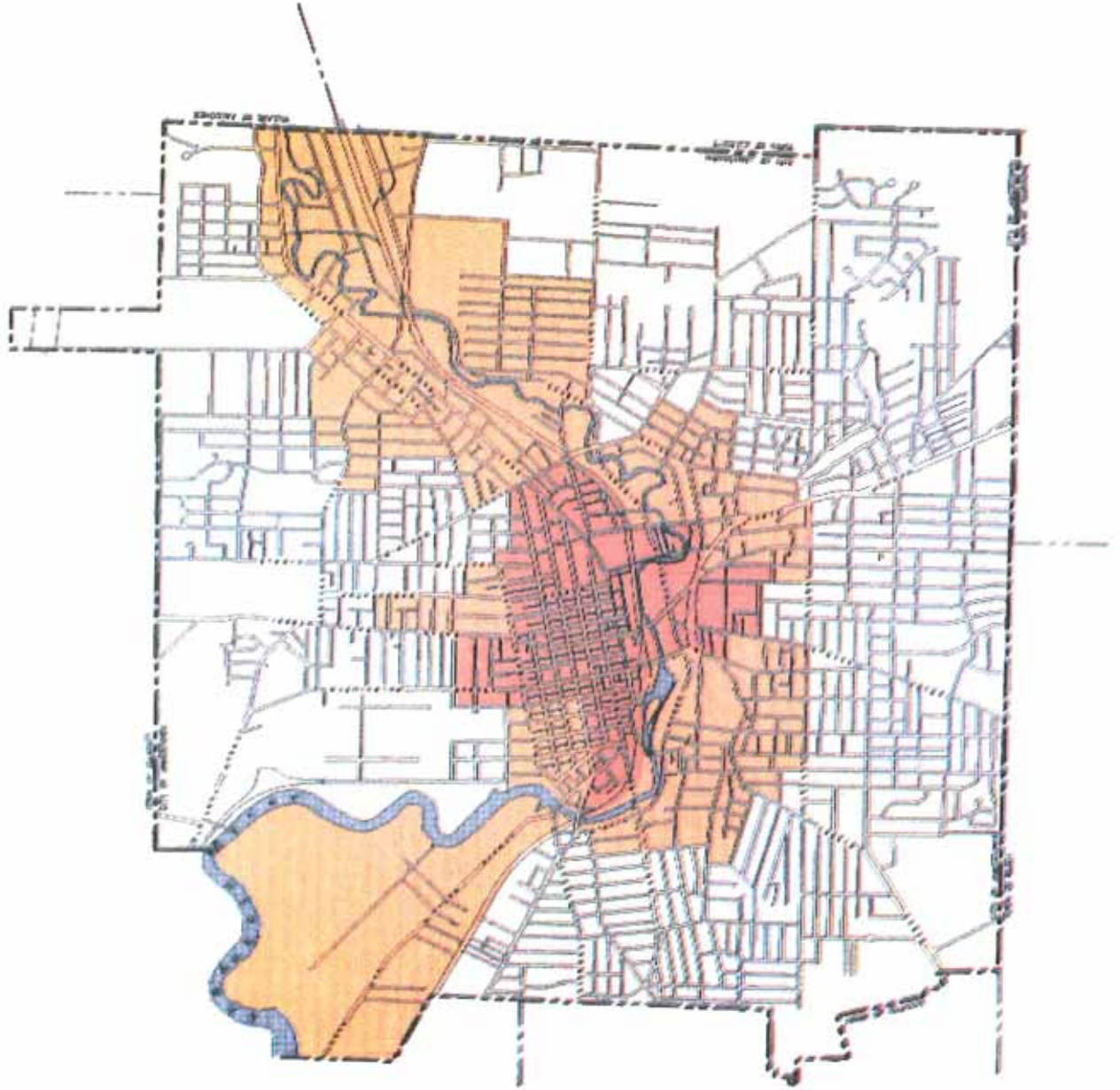
Sections of the City where renter-occupied housing exceeds 50% are generally located within areas zoned R-3 or higher. Sections exceeding 75% renter-occupied housing are limited to the CBD and surrounding commercially zoned districts with some encroachment into R-2 districts. These areas are illustrated in Figure II-9, PERCENTAGE OF RENTER OCCUPIED HOUSING.

Housing conditions tend to be worse in the rental housing stock, where approximately 35-40% of the units are considered substandard (i.e: a structure with at least one primary component or secondary component needing major repair). Typically, the larger rental units are more likely to be substandard. The inferior condition of the larger units, along with their relative scarcity, is a significant impediment to larger families seeking adequate and affordable housing. Approximately 52% of the owner-occupied housing stock in the central city is sub-standard according to an exterior survey performed by the Jamestown Department of Development. Nearly all substandard rental and owner occupied housing units are considered suitable for rehabilitation.

Single family detached homes represent the most common type of residence with 7,425 units throughout the city (45.0% of all housing units).

Jamestown is a community of very old housing stock. According to the 1990 Census, nearly two thirds of all housing units (63 percent) in Jamestown, or more than 10,200 units, were constructed before 1940. This compares to about one fifth for the nation as a whole and approximately one half

Figure 11-9  
 PERCENTAGE OF RENTER  
 OCCUPIED HOUSING  
 (By Census Block Group)



**Legend**

- Less Than 25% Renter Occupied
- 25%-50% Renter Occupied
- 50%-75% Renter Occupied
- Greater Than 75% Renter Occupied

Source: 1990 Census



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for Chautauqua County. Moreover, only one census block group (Allen Park neighborhood) has a median year of construction after 1959, and the median year of construction of this neighborhood is 1960, indicating that the City was substantially built out around this time.

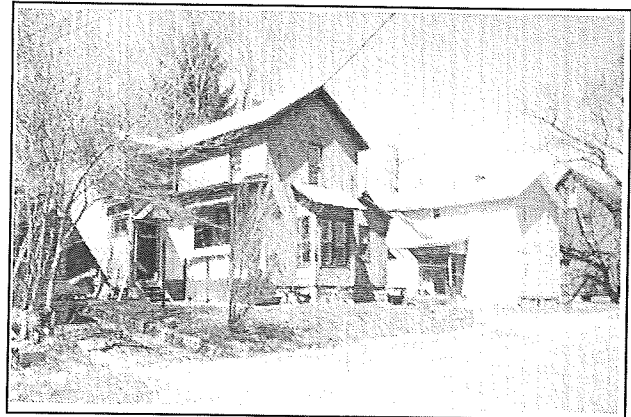
Figure II-10, MEDIAN YEAR STRUCTURE BUILT, illustrates the median age of the City's housing stock by census block group.

As is the case with many communities, social problems associated with a decline in higher paying industrial employment have resulted in a substantial deterioration of many of the City's neighborhoods. With its economy in distress and the housing stock aging, many deteriorating properties are sold to absentee landlords who defer on their maintenance. This trend contributes to a greater number of substandard housing which does not conform to code.

Figure II-11, AREAS OF EXISTING OR POTENTIAL URBAN BLIGHT, graphically illustrates sections of the City with a high and moderate incidence of blight. The criteria used in determining high incidence of blight included census block groups with a median household income of less than 80 percent of the Jamestown MSA and greater than 50 percent rental units. Moderate incidence of blight uses the same income criteria and census block groups with greater than 30 percent rental units.

### 3. Housing Rehabilitation Programs

Jamestown is fortunate to have one of the most prolific and successful housing rehabilitation assistance programs in New York State. For nearly two decades the Jamestown Urban Renewal Agency (JURA) has administered an aggressive program designed to upgrade the housing stock, stabilize/improve declining residential neighborhoods, and provide decent affordable housing for low-moderate income residents. Since 1977 more than 5,200 housing units (nearly 1/3 of all the housing in the City) have received some degree of home repair assistance.

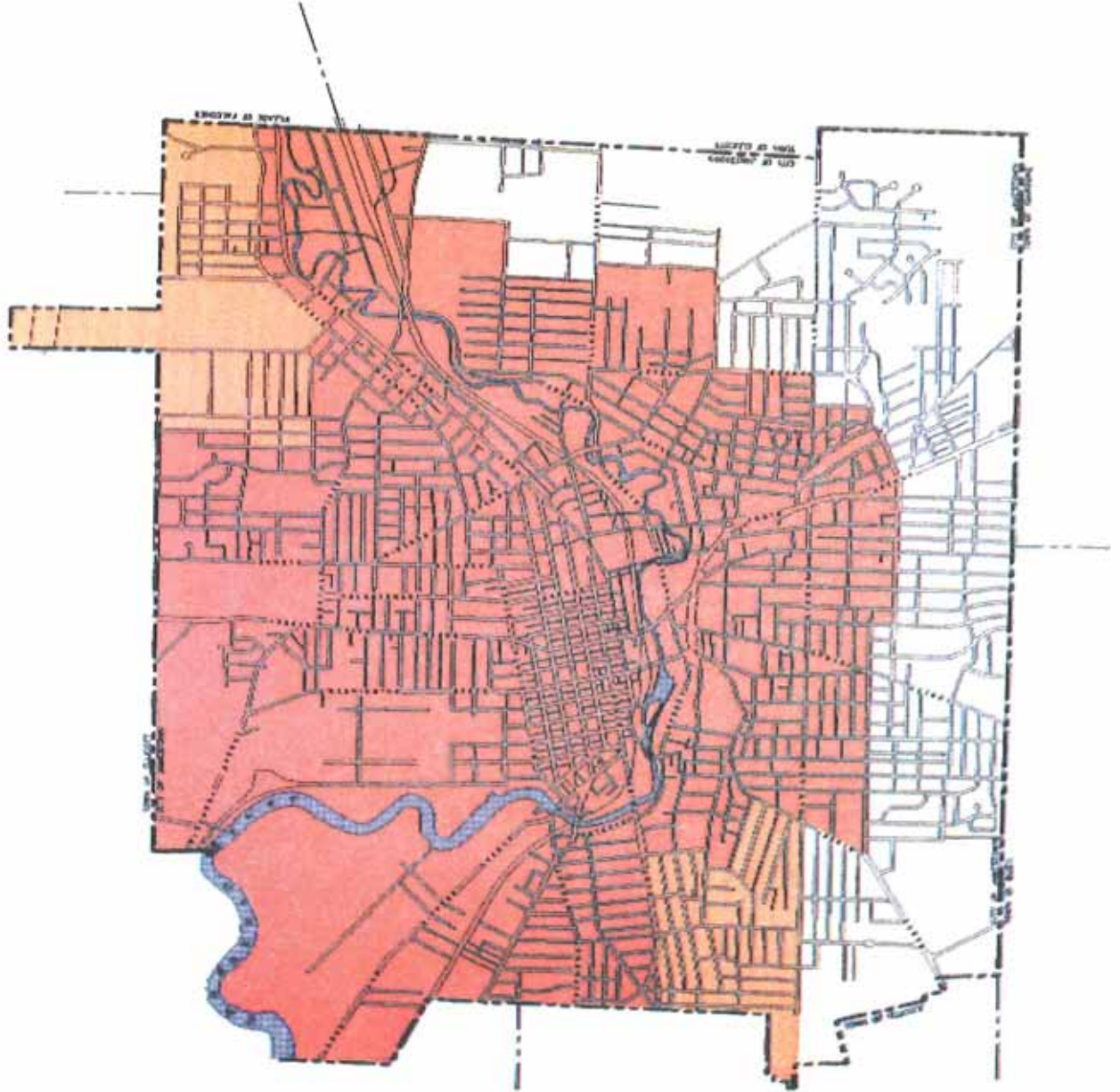


JURA currently administers various programs aimed at improving the City's distressed neighborhoods, including:

- *Code Enforcement Activities* - JURA pursues a series of efforts to insure that residential properties meet the City's Property Rehabilitation and Conservation Code.
- *Target Area Incentive Programs* - JURA is currently operating eight targeted area incentive programs providing 100% grants and 50% rebates to low-moderate income homeowners and rental property owners making units available to low-moderate income tenants. The eight target area programs recently and currently operated by JURA include:

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Chautauqua County ■ New York  
*Comprehensive Plan*

Figure II-10  
MEDIAN YEAR  
STRUCTURE BUILT  
(By Census Block Group)



Legend

- Pre 1940
- 1940-1949
- 1950-1959
- Post 1960

Source: 1990 Census



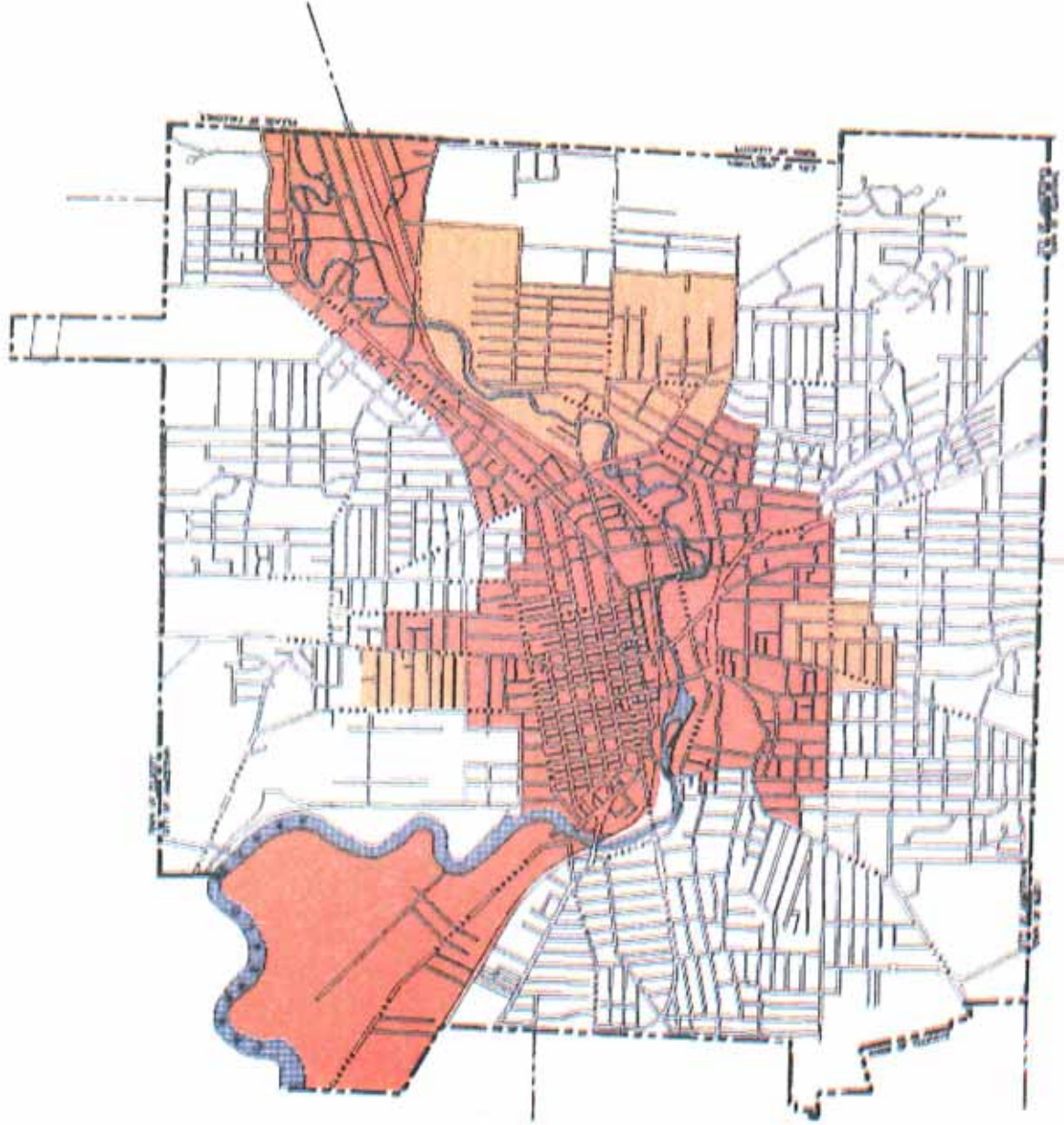
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Figure II-11  
 AREAS OF EXISTING OR  
 POTENTIAL BLIGHT  
 (by Census Block Group)



**Legend**

- High Potential For Blighting Conditions
- Moderate Potential For Blighting Conditions
- Low Potential for Blighting Conditions

Source: 1990 Census and The Saratoga Associates

**Analysis Criteria**

- High Potential**
- 1) Median household income <80% of MSA Median; and
  - 2) >50% renter occupied units
- Moderate Potential**
- 1) Median household income <80% of MSA Median; and
  - 2) >30% renter occupied units
- Low Potential**
- 1) Median household income >80% of MSA Median; and
  - 2) <30% renter occupied units

Note: The neighborhood to the north of Albion St. and the neighborhood between Washington St. and St. Louis St. to the north of West 11th St. do not meet the demographic criteria for moderate blighting potential.



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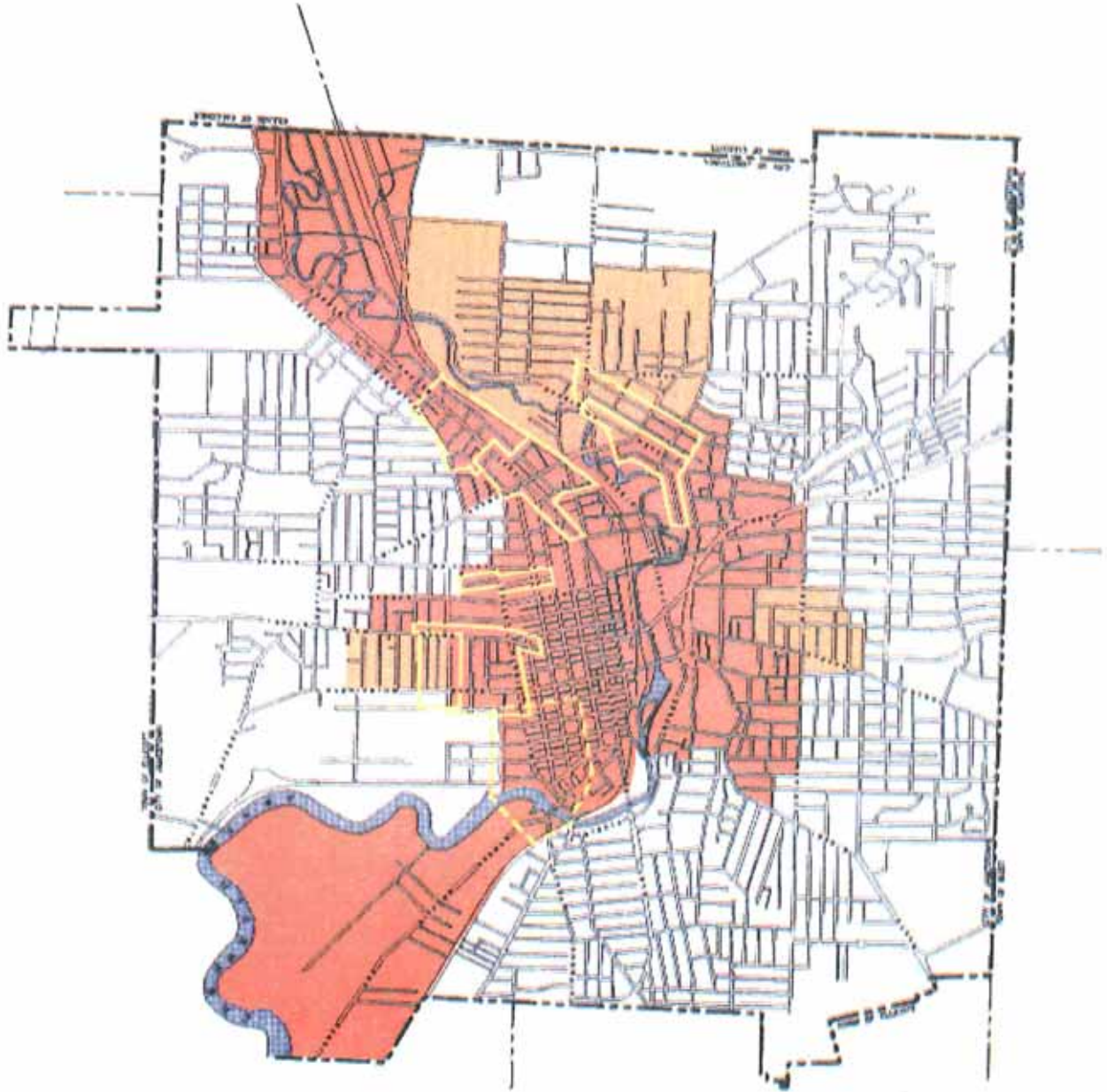
- Allen-Water Rehabilitation Program
- North Main Rehabilitation Program
- Barrows-Tower Rehabilitation Program
- Windsor-Second Street Rehabilitation Program
- Numbered Streets Rehabilitation Program
- Chadakoin West Rehabilitation Program
- Falconer/Second/Crescent Rehabilitation Program
- Fulton Street Demonstration Program

Figure II-12, CDBG TARGET AREAS AND EXISTING/POTENTIAL AREAS OF BLIGHT, illustrates distressed residential census block groups and the current CDBG target neighborhoods initiated by JURA to improve residential conditions.





- *City-Wide Incentive Programs* - JURA currently operates four City-wide incentive programs. These include:
  - City-Wide Rental Rehabilitation Program
  - City-Wide Owner Occupied Rehabilitation Program
  - Emergency Repair
  - Lead Paint Abatement Program
- *Homesteading Program* - JURA sells tax foreclosure residential properties to income-eligible first time home buyers. The Homesteading Rehabilitation Program then provides 100% grants up to \$30,000 per unit to bring these properties into compliance with the City's Property Rehabilitation and Conservation Code. The provision of this incentive for low income families is intended to provide an important first step in slowing the decline in home ownership within the community. It is also believed that the presence of responsible owner-occupants in these dwellings will help promote neighborhood stability and reinvestment.
- *Tenant-Landlord Technical Assistance Program* - Utilizing CDBG resources, JURA administers a technical assistance counseling and education program on the management and maintenance of residential properties. This program is directed to both building owners and tenants. The objective of this program is to assist landlords and tenants in becoming more responsible with their residences and to reduce the deterioration of previously completed, publicly funded housing improvement projects.
- *Community Policing* - In partnership with the Jamestown Police Department, JURA has utilized CDBG resources to serve as a local match to the COPS FAST program. These funds have been used to hire two community policing officers to increase crime awareness and prevention activities in designated CDBG targeted low-moderate income neighborhoods. It is believed that this initiative will effectively reinforce other ongoing housing, commercial and infrastructure rehabilitation efforts within these designated areas of economic and physical distress. Since it was adopted in 1995, community policing efforts have proven to be quite effective in deterring vandalism and street crime, and in regaining the confidence of neighborhood residents and business owners alike.



Figure II-12  
CDBG TARGET AREAS & EXISTING  
OR POTENTIAL AREAS OF BLIGHT  
(By Census Block Group)



**Legend**

-  High Potential For Blighting Conditions
-  Moderate Potential For Blighting Conditions
-  Low Potential for Blighting Conditions
-  CDBG Target Areas

Source: 1990 Census and  
The Saratoga Associates



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#### 4. Housing Affordability

The Jamestown Housing Study (1991) found that rental costs averaged \$250 per month. While rents tend to be lower than the national averages, rents increased approximately 77% between 1980 and 1990 compared to 60.2% nationally. Nevertheless, lower rents (as reinforced by the high vacancy rate and fair condition of the housing stock) are also seen as a disincentive in the private market for producing new units or rehabilitating existing ones without some form of public subsidy.

Owner-occupied housing has also appreciated in price; in the 1986-1990 period, the average selling price was \$39,689; a 43.7% increase from 1980 (Jamestown Housing Study 1991). At present, the average sales price is \$47,462 (Jamestown Assessors Office).

The end result of increasing home prices, coupled with relatively stagnant incomes, is eroding home ownership rates within the City over the past twenty years. In 1970, 58.3% of all occupied units were owner occupied. By 1980, 55.3% of the occupied housing stock fell into this category, and by 1990, only 51.9%. In total, the percentage of owner occupied units relative to all housing units in the City (vacant and occupied) fell to only 47.9% in 1990.

Figure II-13, MEDIAN HOUSING VALUE, graphically illustrates the median approximated housing value located by census block group.

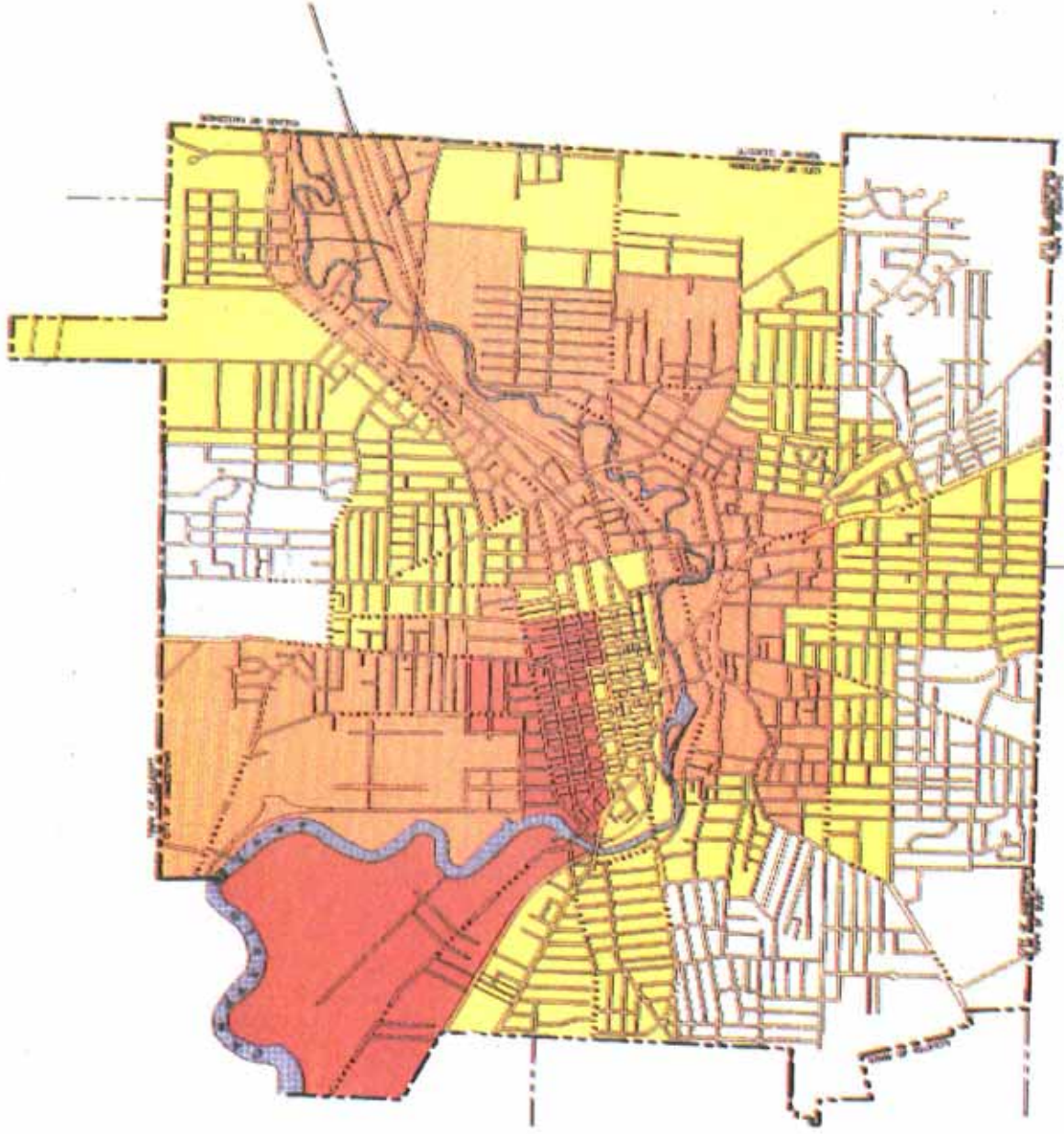
#### **Available Housing Assistance Programs**

Several public programs are available to assist low income residents in meeting their family's housing needs.

- *Public Housing* - Public housing in the City of Jamestown is limited to two projects primarily serving senior citizens: the Hotel Jamestown (116 units) and the Fifth Street High Rise (101 units). The condition of both facilities is excellent. All apartments have been renovated within the last few years through a Comprehensive Improvement Assistance Program (CIAP) grant. The vacancy rate averages approximately 2% which is considerably lower than the overall Jamestown rental vacancy rate of 9.6%.
- *Section 8* - The Section 8 Rental Assistance Program was established by the U.S. Department of Housing and Urban Development to help lower income persons afford a better place to live or help them pay the rent where they currently reside. Within the City, the Section 8 program is administered by the Jamestown Housing Authority. According to the City's 1994 Comprehensive Housing Affordability Study (CHAS), a total of 411 Section 8 units were under contract in the City of Jamestown. These included 141 elderly households and 270 non-elderly households. In suburban and rural communities around the City, Section 8 units are administered by Chautauqua Opportunities, Inc. (COI).
- *Other Federal, State and Locally Funded Programs* - Also according to Jamestown's 1994 CHAS, there were a total of 398 rental units (including senior housing units) in the City which are assisted through other Federal, State and local funding programs. These include 239 units of senior housing and 159 units of family housing (99 units at Brad Mar Village and 60 units at Crestline Villa).

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 Chautauque County ■ New York  
*Comprehensive Plan*

Figure H-13  
 MEDIAN HOUSING VALUE  
 MAP  
 (By Census Block Group)



**Legend**

- Less Than \$25,000
- \$25,000 - \$37,499
- \$37,500 - \$49,999
- \$50,000 - \$62,499
- Greater Than \$62,500

Source: 1990 Census

Note: Median Housing Value is derived from owner estimates reported in the 1990 Census. This data is useful for geographic comparison only.



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**L. ECONOMIC AND DEMOGRAPHIC CONDITIONS**

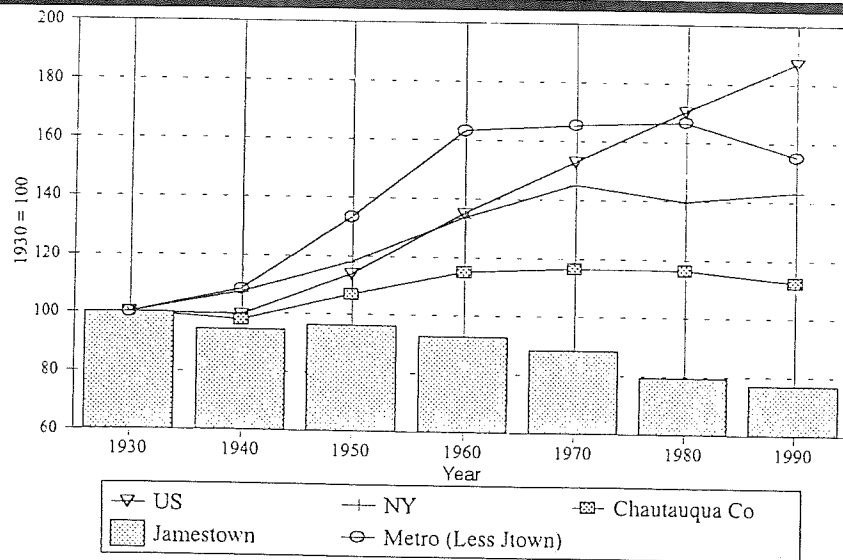
**1. The Challenge to Jamestown**

Jamestown faces a significant challenge as it approaches the millennium. The community boasts many significant assets, the most important of which are its people and local institutions. Historically a manufacturing town, Jamestown has already survived changes in its core industrial sector that many communities across America have only recently begun to confront. As an example of the community's response to stress, Jamestown's successful alliance between labor and management predates similar endeavors across the United States and is held up as a model for conflict resolution in other metropolitan areas. Furthermore, the community retains the work ethic and social institutions essential to a successful manufacturing base.

The losses of previous decades have made an indelible impression on the community. Poverty has become a scar of the local landscape as jobs lost in manufacturing are either replaced with lower-paying employment in the service or retail sectors—or not replaced at all. Many of those who could no longer find a way to support themselves and their families have been forced to leave or rely on public assistance.

The decline of Jamestown as a population center is highlighted in Table II-2.<sup>3</sup> As the importance of Jamestown's natural advantages—particularly water power—lessened, the employment base of the community has fallen along with Jamestown's population. With the exception of the 1940's when Jamestown saw a slight increase in the number of residents, the population has been shrinking steadily since 1930, while the remainder of the county, state and nation have experienced relative growth.

**Table II-2**  
*Population Trends*  
*Jamestown v. County, NYS Metro*

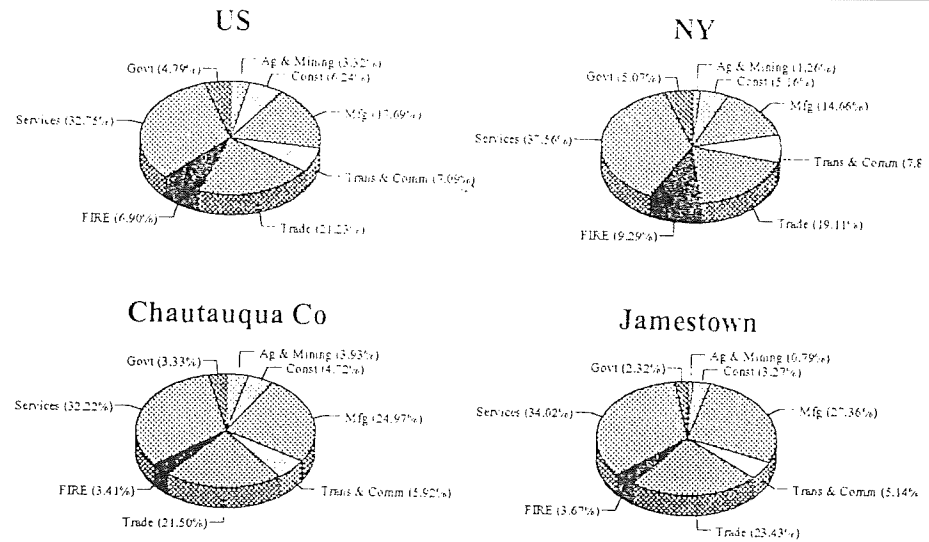


Source: US Dept of Commerce, Bur of Census

<sup>3</sup>“Metro (Less Jamestown)” is defined as the Town of Ellicott (including the villages of Falconer and Celoron), Busti and Lakewood.

The Jamestown area has had to struggle with both faces of America's "de-industrialization." Not only have surviving manufacturers become more productive (i.e., requiring fewer workers), but entire industries have shrunk, re-located or disappeared.

**Table II-3**  
*Industrial Distribution of Employment: 1990*  
*Jamestown v. County, State & Nation*

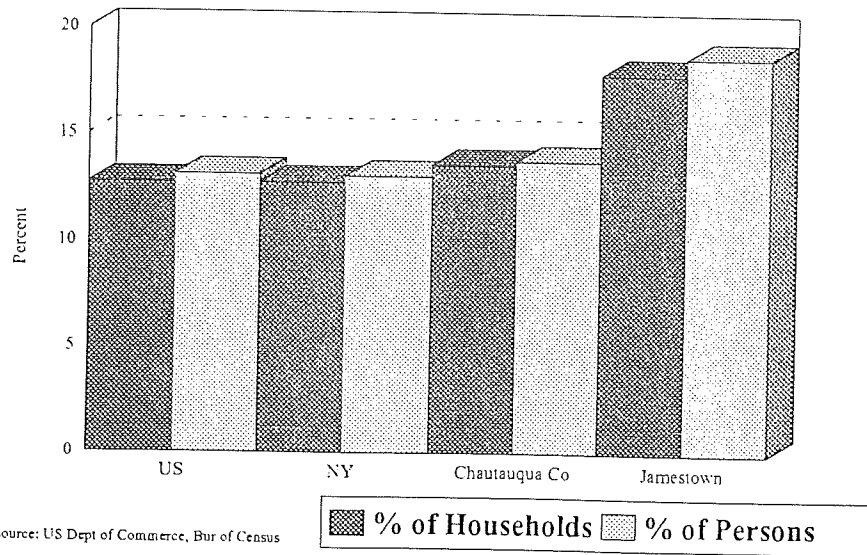


Source: US Dept of Commerce, Bur of Census

**Income and Poverty: Jamestown v. County, State and Nation**

Jamestown's poverty rate significantly exceeds that of the county, state and nation. While about 13 percent of New York State's households were considered poor by 1989, almost 18 percent of Jamestown's households were considered poor. Almost 19 percent of persons living in Jamestown are considered poor by Census standards.

**Table II-4**  
*Poverty Rates: 1990*  
*Jamestown v. County, State Nation*



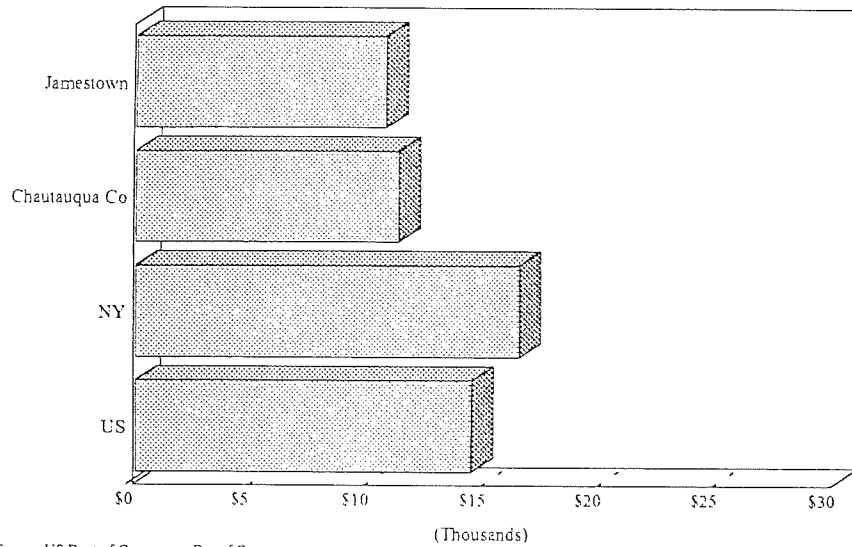
Source: US Dept of Commerce, Bur of Census

Jamestown and Chautauqua County both report lower per capita rates (income) than the state or nation. On average, Jamestown's residents reported personal income about 65 percent of the per capita income in New York State and only 62 percent of New York's median household income.

**Housing Stock: Jamestown Residents Less Wealthy Than Neighbors**

Lower incomes become translated into less wealth. Although direct measurements of wealth are unavailable, an examination of the housing stock and housing prices provides important clues. The median value of a home in Jamestown is just over one-third that of New York as a whole and about 60 percent of the average for the nation.

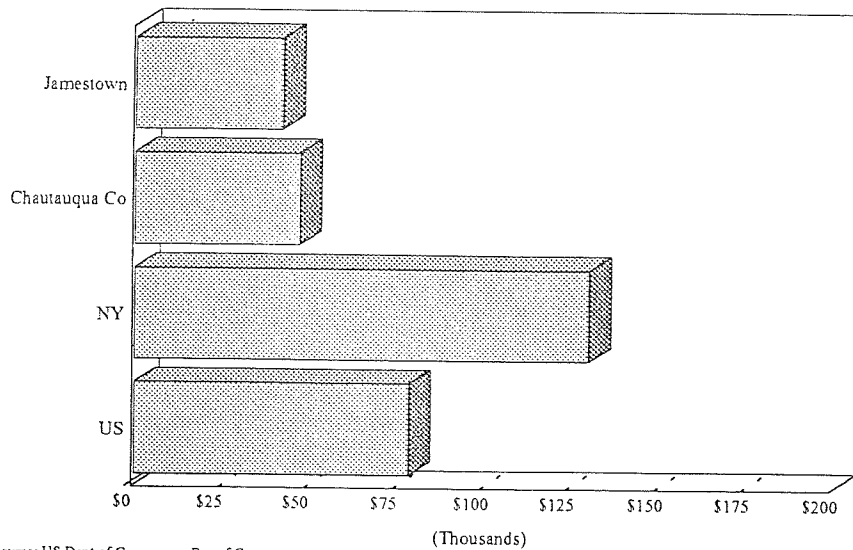
**Table II-5**  
*Per Capita Income: 1990*



Source: US Dept of Commerce, Bur of Census

While some of the difference in value is driven by a lack of demand fueled by declining local employment, further study suggests that Jamestown's housing stock is intrinsically less valuable. While age is not a perfect measure of housing quality, the 1990 Census of Population and Housing reports that fully two-thirds of Jamestown's housing stock was built before 1940. In

**Table II-6**  
*Median Value of Home: 1990*  
*Jamestown v. County, State, Nation*

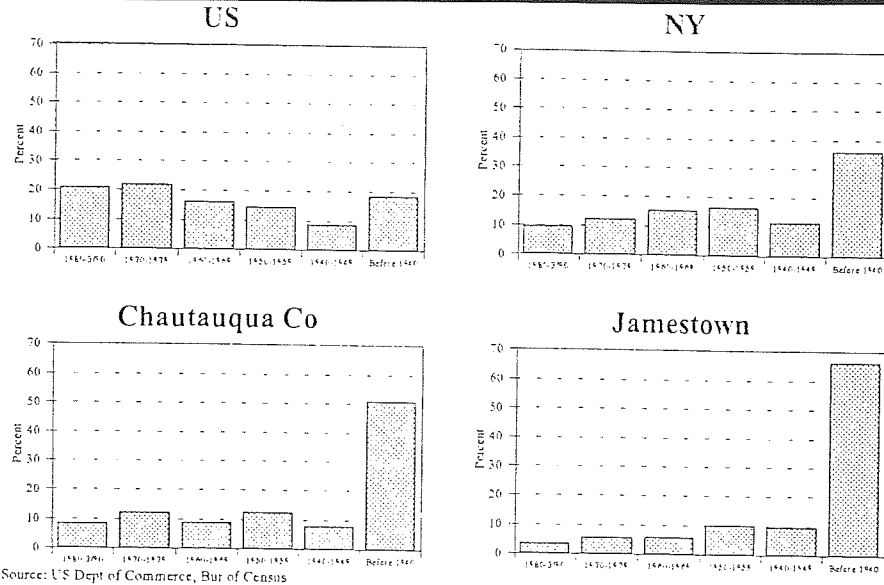


Source: US Dept of Commerce, Bur of Census

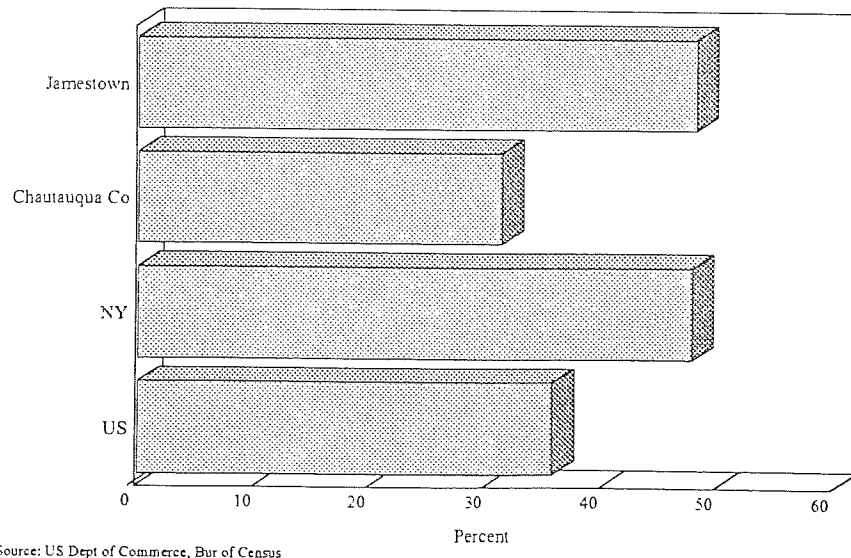
the nation as a whole, only about one-fifth of 1990 housing pre-dated 1940. Slightly over half of all homes built in Chautauqua County were constructed prior to 1940.

Despite lower housing prices, Jamestown residents rent their homes at a relatively high rate. Mirroring the New York State average (which is strongly influenced by the very high rate of rental housing in New York City), almost half of Jamestown residents live in rental housing. For the nation as a whole, roughly one-third rent their homes.

**Table II-7**  
*Housing Development Patterns*  
*Share of Housing Stock by Year of Construction*



**Table II-8**  
*Share of Rental Housing*  
*Jamestown v. County, State, Nation*



**2. Jamestown and Chautauqua County: Economic Base Analysis**

Key to the health of any local economy is its ability to draw income from other economies. Ultimately, local citizens prosper when they are serving the needs of residents of other geographic areas, thus drawing the spending power of these residents into the local area.

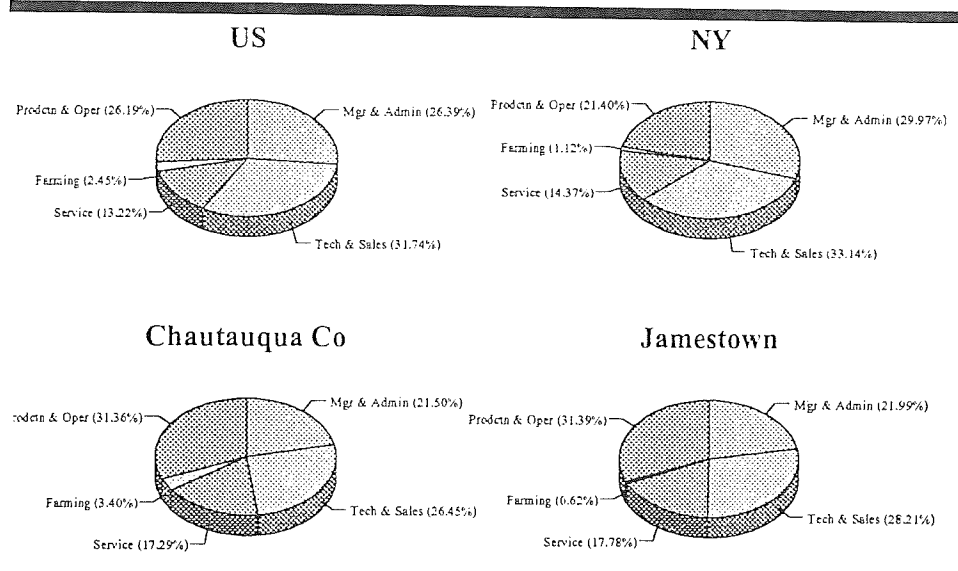
Activities that draw income from other regions are often called “export” activities. Yet physical product exports (such as bearings from MRC or furniture from Bush Industries) are not the only way to draw money from other regions. Tourism is also an “export” since tourists bring their dollars with them from other places. Thus the Chautauqua Institution is just as much a part of Chautauqua County's trade sector as Cummins Engine.

**Jamestown’s Strength: Production Manufacturing**

The strength of Jamestown’s manufacturing base is still considerable, despite many years of decline. Over one-quarter of the jobs reported by residents in 1990 were in the manufacturing sector. This compares to about 15 percent in NYS and 18 percent in the U.S. Jamestown and Chautauqua County have a correspondingly lower share of the state’s finance, insurance and real estate (FIRE) employment. While FIRE is a very significant industry for the NYC metropolitan area—as reflected by FIRE's nine percent share of employment statewide—this sector employs about four percent of Jamestown’s workforce.

The occupational distribution of Jamestown’s residents is also reported in Census figures. Unlike communities like Rochester and metropolitan New York where headquarters and research represent a significant share of manufacturing employment, Jamestown is principally a production center. Production workers made up almost a third of the Jamestown labor force in 1990.

**Table II-9**  
*Occupational Distribution of Employment: 1990*  
*Jamestown v. County, State, & Nation*





Major manufacturers in the Jamestown area include:

Firm	Product	Employment
Bush Industries	Ready-to-assemble furniture	1200
Carborundum Company	Refractory	325
Chautauqua Hardware Corporation	Furniture hardware	350
Cummins Engine Company	Diesel engines	1020
MRC Bearings	Precision bearings	850
Valeo Engine Cooling	Engine cooling systems for heavy machinery	425
Weber Knapp Company	Hinges, hardware	250
Truck Lite	Tail light assemblies for trucks	500

#### ***Employment Distribution: CBD, Jamestown City and Chautauqua County***

Accurate information on the composition of central business district (CBD) employment is difficult to obtain. A 1991 survey of CBD businesses conducted by the City of Jamestown in cooperation with the Downtown Jamestown Development Corporation indicated that business activity had grown from the 1986 survey. In 1986, the survey revealed that the downtown area contained 486 businesses employing 4,800. By 1991, business activity had grown to encompass 581 businesses employing 5,450.

#### ***Decline in U.S. Manufacturing Reflected in Chautauqua County***

The losses suffered by U.S. manufacturing during the 1980's were amply demonstrated in Jamestown and Chautauqua County. Although total personal income rose nine percent between 1980 and 1992, manufacturing earnings fell 25 percent in real terms during the same period.

Chautauqua County manufacturing performed better than the nation (which lost 34 percent of real earnings during these twelve years), but worse than the State. New York lost 16 percent in real manufacturing earnings between 1980 and 1992.

Looking over a longer period (1970 to 1992) it is clear that the share of personal income from manufacturing and its importance to the local economy has been changing in the region and within the county. Manufacturing was responsible for about one-quarter of the State of New York's personal income in 1970, but now is responsible for only 14 percent. Over 40 percent of Chautauqua County's personal income could be traced to the manufacturing sector in 1970. By 1992, slightly over 30 percent was directly attributable to manufacturing firms.

Manufacturing is still the single most important sector of the local economy. With 31 percent of total personal income, manufacturing is significantly larger than the two sectors virtually tied for second place, services and government. The importance of manufacturing is even more significant when one considers that virtually all of the government sector and much of the service sector is driven by dollars first brought into the community by manufacturing exports. State University of New York Fredonia, which attracts students from other counties and financial support from the state, is an "exporter" while local governments are not. In the service sector, the Chautauqua Institution is an "exporter" while a physician's office generally is not.

Despite the continued decline in the manufacturing sector, per capita income in Chautauqua County held its own against the state while losing slightly to the nation as a whole during the 1970's. During the 1980's, however, growth of per capita income was markedly slower in the County than in either New York State or the nation, reflecting the fact that County residents were continuing to fall behind.

### ***Manufacturing's Contribution to Total Output and Employee Compensation***

Employee compensation for Chautauqua County residents totals \$1.3 billion and total industrial output is estimated at \$4.6 billion. Among manufacturing sectors, the largest contribution to local employment is the non-electrical machinery category. This category includes MRC Bearings, Cummins Engine, Blackstone, Valeo, Rand Machine Products and the county's many other tool and machine companies. Total industrial output (TIO) from these firms is estimated at \$343 million annually with compensation to the estimated 3,000 employees totaling about \$103 million.

Manufacturing of food and kindred products was the second largest manufacturing employer with over 2,500 jobs and a total industrial output of \$538 million. Workers at companies like Welch's, Mogen David, Kraft and Red Wing earn an estimated \$72 million annually.

Firms producing fabricated metal products—the category populated by firms like Chautauqua Hardware, Weber Knapp, Jamestown Metal Products, American Locker, Dawson Metal, Anderson Screw and Falconer Metal Specialties—employ almost 1,900 workers earning about \$53 million. Collectively, the value of output from these firms totals almost \$200 million.

Bush Industries, Master Carvers Ltd., Fancher Chair, Ethan Allen, Crawford Furniture and Ulrich Planfiling are some of the firms in the "furniture and fixtures" category. Firms in this category employ over 1,800 workers collectively. Of the total industrial output of approximately \$150 million, employees earn over \$40 million annually.

Carborundum and Vac Air Alloys are two firms in the primary metals manufacturing area which pay and estimated 1,200 workers over \$40 million annually on total industrial output of \$324 million.

### ***Tourism: Major Economic Force in Region***

Given the beauty of the area, it is no surprise that tourism is a significant contributor to both the Jamestown and Chautauqua County economies. While the Chautauqua Institution is the "flagship" of Chautauqua County tourism, the region boasts other institutions and events which have a significant impact on local economic conditions.

Measuring the magnitude of tourism is always difficult, since tourism expenditures are embedded in categories such as retail shopping, lodging and transportation services which often include considerable local spending.

The Chautauqua Institution, however, commissioned an economic impact study in 1990 that offers insight into the role this tourism magnet plays in the region. During its busy summer season, Chautauqua attracts about 136,000 visitors who collectively spend about 400,000 days in the area. According to the report, visitation has been relatively stable over the six years preceding the 1990 study. Total spending by these summer visitors (excluding owned-housing expenditures) was estimated to be about \$40 million. Adding off-peak revenue, owned-housing expenditures and other income to the Institution, the total direct impact on the region from the Chautauqua Institution was estimated at \$55 million annually. Of this total, the study asserted that approximately 40 percent is spent off-site. Of spending by the Institution itself, the study concluded that about three-fifths of total Institution expenditures became income or receipts to local households or business firms. The Nichols Applied Management study further concludes that with a possible "multiplier" effect of 1.5, the aggregate impact of the Institution on the local economy could be \$80 million or greater.

Tourism also plays a role in more traditional industrial development. Ultimately, industrial location decisions are made by people, not companies. The appeal of a community to the individuals who must live and work at an industrial site is very important. Thus a tourism destination like the Chautauqua Institution attracts influential people who can choose to build a new plant or facility in Jamestown. The high quality of life in the region will serve as an anchor to local managers who might otherwise choose to move to another community. Furthermore, significant tourism can have a positive effect on the self esteem of the community (i.e. if the region is attractive enough for outsiders to visit, there must be something special about this place).

The IMPLAN model estimates for the "amusements and recreation" category, total employment is just under 1,300 with almost \$9 million in employee compensation and \$34 million in total industrial output. Hotels and lodging services employ about 950 with \$11 million in employee compensation and \$27 million in total industrial output. The retail trade category also includes many tourism-related expenditures as its estimated employment is at 12,000 with employee compensation of \$130 million and total industrial output of \$320 million.

### **3. Economy of the Southern Tier West Region**

#### ***Allegany, Cattaraugus and Chautauqua Counties***

Although Jamestown and Chautauqua County are tied economically to many different communities including Buffalo to the north, Erie to the west and, to a less extent, Binghamton to the east, the common characteristics of Allegany, Cattaraugus and Chautauqua counties often cause these regions to be examined together as the "Southern Tier West" region. Indeed, these counties have many industries in common, as they share a common resource base and confront similar locational advantages and disadvantages.

## M. DOWNTOWN DEVELOPMENT AND MARKET ANALYSIS

The City of Jamestown has a long and proud history as the urban center of a largely rural market area. The development of the City extends back to the early 19th century. Jamestown was an important city in the period of industrialization and westward movement of the American population and has maintained a viable and often thriving economy for nearly two centuries.

The central business district (CBD) functions as the physical and psychological center of the City and the southern Chautauqua County region. The present condition of the CBD suggests that the downtown is undergoing intense economic change which has prompted the City to adjust its approach to downtown development. The purpose of this analysis is to evaluate the economic forces which will shape the future form of the City.

### 1. Analysis of Individual Market Sectors

#### *Retail Market*

The retail market area for Jamestown essentially includes the City of Jamestown, all of Chautauqua County, western Cattaraugus County and the northern portion of Warren County, Pennsylvania. Sales within this area are affected by its proximity to the larger Buffalo market to the north, and the Erie, Pennsylvania market to the southwest. Many in the Jamestown market area travel to these locations for higher-end and specialty items, and, in the case of Erie, to take advantage of Pennsylvania policy to not impose a sales tax on apparel. This situation may also affect retail sales in Warren County, Pennsylvania, which is less than 20 miles south of Jamestown.

Detailed analysis of retail activity is greatly constrained by the lack of a reliable and consistent data source that provides information at the level of the CBD and the various commercial sectors of the City. For this analysis, the Department of Commerce retail census information for 1982 and 1987 was utilized. To corroborate the 1982 and 1987 data, a combination of other sources, (i.e. field observations and interviews; certain US Census data; and *Sales and Marketing Management Magazine* sales projections) were used to evaluate retail activity relative to the downtown.

The distribution of retail space within the City is summarized in Table II-11, which shows five (5) principal concentrations of retail space. It is worth noting that there are other, somewhat less notable concentrations of retail space in the City which are not summarized. The relatively minor role that the CBD has in the retail pattern of the City is demonstrated by this relative distribution of space. The CBD in this case would include both the downtown core and Brooklyn Square; together these two areas comprise only about a fourth of total retail space in the City.

Each of the four areas outside the downtown has its own distinct retail character. While the areas serve their respective neighborhoods, Jamestown is a small enough place that they also serve the entire City in certain specific ways.

The Washington Street/Fluvanna Avenue commercial corridor near Chadakoin Park has a strong concentration of retailing that serves the adjacent neighborhood and communities to the west. Quality Markets, the fast food outlets and the Ames Store are important to the area. Several car dealers and auto repair services serve a much larger market that extends throughout the County. The

**Table II-11**  
*Characteristics of Retail Space by Principal Retail Areas,  
 City of Jamestown*

Retail Area	Est Retail Space (000 SF)	Occ. Rate (%)	Typical Rents (\$/sq.ft.)
Brooklyn Square	200	100	1/
Downtown CBD	400-500	80	\$2-6
Foote Ave. (South)	500-550	96	\$6-12
Washington St./Fluvanna Ave.	800-900 2/	98	\$4-8
E. Second St.	400-600	90	\$2-6
<b>Total SF</b>	2,300-2,750		
<b>Avg Occupancy</b>		93.3	

Note: 1/ Space is mostly owner occupied

2/ Does not include the 85,000± GSF of new retail space under construction by Tops Markets along Washington Street

Source: Thomas Point Associates, Inc.

occupancy rate for this area is very high and the recent Tops Market development along Washington Street has proven to be a catalyst to spin-off developments in the area. Also, several local automobile dealerships in this corridor have undergone expansion and relocation in recent months.

The Foote Avenue corridor, south of the City, supports a variety of professional and commercial uses. The anchor of this corridor is the Southside Plaza which is comprised of a Quality Market and several other smaller stores. There also are three major fast food restaurants at the principal corner of Foote and Cole Avenues. Similar to the Washington/Fluvanna corridor, this area supports the surrounding neighborhood as well as the entire City in many respects. There is virtually no commercial vacancy within the Foote Avenue commercial area.

The East Second Street corridor is home to a variety of small businesses. There are many small, locally-owned restaurants and food stands which serve the neighborhood and the large, nearby employee base. Certain restaurants, bars and shops attract residents from throughout the area.

#### ■ Retail Trends

The negative impact of the Chautauqua Mall and other retail development outside the City and the downtown has been significant. The effect has been a steady decline of the role of the downtown as a regional shopping center. This impact is evident in the large number of vacancies in the core area and the relatively low sales reported by many of the businesses that remain downtown. While these trends are present throughout the nation, the relative impact in Jamestown is severe.

A notable exception to low sales growth has been in the category of automotive sales and service. The City is clearly the center of automotive sales and service for the region. The gain in automotive sales is even more striking when viewed as a share of County-wide sales, rather than a sales dollar figure. Although retail sales in the City have shown modest growth over the last 20 years, overall retail growth lags behind surrounding suburban areas.

The same figures can be evaluated from the viewpoint of the changing positions of the six retail categories over the period 1988 to 1992. The sales figures are shown in for the two years, along with the relative position of the City in terms of total sales. The City actually increased its share of three of the six retail categories: food, eating and drinking, and automotive. Its share declined in general merchandise, furniture and appliances and drugs, although the relative change in two of these three categories (general merchandise and drugs) was statistically insignificant.

#### ■ *Retailing Conclusions*

The City does reasonably well in retailing on a regional basis. Its strength in recent years has come increasingly from the commercial areas outside the downtown. Without ignoring or neglecting the future of the downtown, the City should act vigorously to shore up the positions of these non-CBD commercial centers.

The downtown is and will continue to be an important but relatively weaker component of the overall pattern of retail activity in the City and the region. The decline of the small store, which became so conspicuous in the 1980's, will continue, and may even get worse in the years ahead. As more space becomes available in the future, the City must find new uses and new management approaches for the downtown.

While it may lack glamour, the automotive sales and service category is the City's strongest retail suit. The City should make sure that it takes action to encourage growth in this retail category and support the continuing prominence of the assets which make Jamestown the place to buy, sell and service cars. Any future city plans with respect to Washington/Fluvanna Avenue should foster this area of commerce.

There is a conspicuous lack of grocery stores in the downtown, an absence that is noteworthy because of the proximity of strong city neighborhoods immediately adjacent to the downtown. The City should consider creative leasing approaches that might encourage more grocery retailers in the downtown.

The importance of furniture manufacturing is an unusual feature in a downtown of this size. While the retail sale of furniture has been declining in the City, there may be some opportunity to improve sales in this category. This would involve focusing on furniture categories, in terms of price levels and types of merchandise, that are not prominent in the hypermarkets or among the large furniture retailers. The categories could include specialty furniture at more than one price niche, but probably at the higher end.

#### ***Office Market***

Unfortunately, there has never been a thorough survey of the office market to determine supply and occupancy of office space within the City of Jamestown. Generally speaking, there are three types of office space in the City. These are:

- Traditional downtown offices used for general tenancy. There is some space of this nature in buildings such as the Commons Mall. For specialized medical tenants there are buildings such as the Medical Arts Building, a 15,000 SF structure (gross space). The main problem with estimating

space available in the downtown is in determining space that could be suitably renovated at a price that would be competitive in the leasing market.

- Non-downtown office buildings. A recently constructed office building is the Nationwide Insurance Building, a 3,000 SF structure on North Main Street. There is a limited amount of space located on Fairmount Avenue, west of the CBD. This sector of the office market includes a substantial number of large homes converted into office space, a type of development that seems to represent a trend in the City.
- Route 60 office buildings. There are also some recently developed office buildings on Route 60, south of the CBD. The typical product is a 5,000-10,000 SF building of one or two stories that is integrated into the neighborhood. This location clearly has an important relationship to the hospital and related medical activities.

Real estate brokers interviewed have noted a general desire by small firms to own office property rather than rent. This makes leasing of existing multi-tenant office space more difficult.

#### ■ *Estimates of Office Use and Projections of Requirements*

While there is no current survey of office space for the downtown or the City as a whole, it is possible to evaluate general trends and levels of demand based on observed changes in employment in economic sectors that generate office demand. While the following calculation is somewhat hypothetical, it serves to demonstrate the limited potential for office demand within the CBD.

During the period between 1986 and 1991 employment increased by approximately 2,600 jobs (13.89%) in Chautauqua County<sup>4</sup>. Assuming this growth rate continues, this translates to an additional office-using employment of approximately 1,300 employees (220 employees per year). Assuming an average space requirement of 200 GSF per office worker, this growth rate results in a demand for approximately 44,000 GSF of new office space per year, for the entire County.

Since this calculation includes office activity in Dunkirk, Falconer, Fredonia and Lakewood, as well as Jamestown, the annual figure must be discounted to focus on actual change in the City of Jamestown, and in Jamestown's CBD. Assuming 50% of the County's office demand is in the City of Jamestown, a city-wide demand for approximately 22,000 GSF of new office space per year may be expected. If Jamestown's CBD represents one-half of that demand, there would be a net annual demand for 11,000 GSF of new office occupancy in the downtown.

#### ■ *Office Conclusions*

Office demand in the core of the City appears to be very weak, probably amounting to only a portion of the total City share of approximately 20,000 SF per year. There is little or no strong prospect for significant office growth in the downtown office market. A significant portion of future office demand is expected to occur in the health and social service sector.

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<sup>4</sup>U.S. Department of Commerce, County Business Patterns, 1986-1991.

The conversion of housing to office use is a relatively popular activity, accounting for a significant portion of total demand for new office space. The pressure to convert housing to office use will continue, and will probably grow. The conversion of residences to office use will most likely absorb a majority of the demand for new office space in the City.

### **Hotel Market**

The hotel industry in the City and in the Jamestown area is a relatively small but important component of the economy.

The inventory of rooms and meeting space (refer to Table II-12), is quite limited, especially with respect to meeting space. The market is geographically dispersed. The Holiday Inn, the top quality hotel in the region, is in the downtown while other facilities are located in other communities around the City.

**Table II-12**  
*Survey of Hotels and Motels in Jamestown Area*

Facility	Location	Rooms (no.)	Pool	Mtg. Space
Colony Inn	W. Ellicott	43	X	
Comfort Inn	N. Main St., Town of Ellicott	101		
Heritage House	Falconer	34		
Holiday Inn	W. Fourth St., Jamestown	148	X	Seats 400-500
Lakewood Red Coach	Lakewood	51		Seats 200
Motel 6	Falconer	79		

*Note: 1/ Rates shown are for June, 1994; actual rates vary by season.*

*Source: Jamestown Area Chamber of Commerce; Thomas Point Associates, Inc.*

Rates typically change by season due to varying levels of demand. Peak months of hotel occupancy throughout the area are July and August. However, there is an important component of winter business generated by the ski industry. One major facility operator reports that 40 percent of room demand derives from recreational travelers, of whom approximately two-thirds are traveling in groups. As noted earlier, the summer is an off-season for the downtown.

Meeting and conference space in the City is very limited. The 2,550 square foot room at the Holiday Inn is the largest meeting location in an operating facility. There is an excellent ballroom located in the Hotel Jamestown Building, also in the downtown. This facility is generally used for dances and social events, rather than meetings.

There are two developments that will affect the operations of the hotel industry in Jamestown. The former Gaslight Inn, on Fairmount Avenue in the Town of Ellicott, has been demolished and replaced with a new Sam's Club wholesale outlet. Although difficult to evaluate over the short term, the reduction of rooms may create some, probably very modest, pressure for increased use of other



facilities. The second development is the newly constructed addition of a chain restaurant on property adjacent to the Comfort Inn. This addition is likely to enhance the attractiveness of that facility to area visitors and will draw more traffic from Route 17.

There are two factors that are the prime forces in creating demand for new accommodations. The first is travel generated by business meeting requirements of the regional economy. The second is tourism and recreational travel, an area in which Jamestown has significant growth potential. The strongest attractions in the vicinity of the downtown are the Roger Tory Peterson Institute of Natural History, the Fenton Historical Society and the Audobon Nature Center & Burgeson Wildlife Sanctuary, as well as special events such as hockey tournaments, small conventions, Lucy Fest and the Babe Ruth World Series. Regional attractions include the Chautauqua Institution and the regional ski industry. There needs to be a concerted promotion of these as well as other attractions that can persuade tourists to spend a full day in the City.

The single most important immediate action that can be taken is the development of signage on Route 17 that identifies the downtown exit and provides one or more reasons for visitors who are unfamiliar with the City to visit the area.

## **2. Downtown Issues**

### ***Space: Renovation and Reuse***

The significant changes in retailing that have occurred over the past couple of decades have tremendous implications for the City and, in particular, the downtown. The Chautauqua Mall, gradual elimination of department stores from the downtown, and the replacement of small, often locally owned stores in certain specialties with large national chains has caused a generational change in the use of the downtown. The full effects of this change are still being felt. In the future, downtown retailing will take even less space than it presently requires, and will probably feature a mix of service oriented businesses and specialized retail stores. There is currently a tremendous amount of vacant space in the downtown which is available for retail and other uses.

The City currently lacks a process for evaluating buildings and assigning budget priorities to redevelopment issues and opportunities. The most important action that can be taken is the creation of a systematic approach to evaluate and prioritize redevelopment opportunities in a decision-making forum where funding priorities can be assigned.

Since redevelopment will take many years, the City should seek to preserve downtown structures and groups of structures that have historic merit or are of special significance to the community. To a large extent, the City has already taken this approach, as demonstrated by the packaging of the Chadakoin Building. This will require that the City take an aggressive role in owning and managing vacant downtown space, and in defining and supporting new uses that can occupy space in productive, but low-density patterns. Retailing will play a modest role, rather than the lead position in the reuse pattern.

It is important to note that in order to support additional retail businesses, the downtown is in need of significant traffic generators such as downtown offices and cultural, entertainment and recreation facilities. If opportunities arise in which the City can play a role in encouraging this type of development in the downtown area (i.e. riverfront), it should do so.

Table II-13 is a starting point for additional thinking about the potential use of downtown space, rather than a definitive statement about future use. The next step should be a community-based process that involves participation by key leaders in real estate and development companies, and non-profit organizations to prepare specific recommendations for the process of reuse: project, financing, specific organizational roles and operating plans.

**Table II-13**  
*Program of Downtown Activities: Best Potential Use*

Type of Activity	Proposed Use
Office and back office operations	<ul style="list-style-type: none"> <li>• Professional offices: lawyers, accountants**</li> <li>• "Back" offices: direct mail advertizing; data processing; credit reporting**</li> <li>• Medical Offices**</li> <li>• "Incubator" office complexes*</li> </ul>
Medical complexes and related uses	<ul style="list-style-type: none"> <li>• Health maintenance organizations**</li> <li>• Therapeutic treatment centers</li> <li>• Alternative medical clinics and practitioners**</li> </ul>
Recreational activities	<ul style="list-style-type: none"> <li>• Dance workshops and studios*</li> <li>• Learning centers**</li> <li>• Community meeting space</li> <li>• Health clubs**</li> <li>• Downtown Chautauqua Center</li> <li>• Ice Arena / Sports Complex</li> </ul>
Specialty retailers	<ul style="list-style-type: none"> <li>• Specialty furniture stores and showrooms</li> <li>• Antiques**</li> <li>• Crafts stores**</li> <li>• Artisan workshops*</li> <li>• Art galleries**</li> </ul>
Food stores and restaurants	<ul style="list-style-type: none"> <li>• Brew pub operation</li> <li>• Farmer's market</li> <li>• Supermarket</li> <li>• Specialty food market</li> <li>• Coffeehouse**</li> </ul>

Notes: \* Some already attracted or in place  
 \*\* Being pursued

Source: Thomas Point Associates, Inc.

At the same time the City also needs to address building code restrictions that make reuse and redevelopment of vacant upper floor space difficult. This situation results from code requirements that are designed to ensure public safety but are inappropriate for downtown areas. The City should review and revise the code requirements which are too restrictive for downtown redevelopment.

**Downtown Parking**

The parking limitations in the downtown are of primary concern to those who own or operate downtown businesses. Retail store managers want parking that is close-by and cheap (if not free) but restricted to store customers and not open to the general public, employees, office workers or others who are not actually shopping downtown. Office developers want dedicated parking for all

employees, while hotel operators want convenient and dedicated spaces for guests and event attendees.

Downtown Jamestown has the benefit of a large supply of on-street and off-street parking that is distributed widely throughout the downtown area. The inventory shown indicates a total of 3,585 spaces of which a majority (57 percent) are public spaces. The City operates two parking garages in the downtown with a total of 667 spaces.

Retail activity is particularly sensitive to on-street spaces that are convenient to specific stores. The designation of location and duration of parking are as important as the availability of spaces in many situations. The management of downtown parking spaces also involves the degree of enforcement, level of fines and administrative procedures related to enforcement.

The management of parking in downtown Jamestown comprises arrangements that have evolved over time to meet the needs of various interests. The Downtown Jamestown Development Corporation (DJDC) manages the parking structures, while the police department controls on- and off-street spaces. The DJDC or another organization should review parking garage and space locations very carefully from time to time in order to evaluate the metering policies in relation to the changing realities of downtown business activity.

In general, the supply and distribution of spaces appears to be reasonable, with some room for adjustments as the downtown continues to change. The Jamestown CBD seems to have a relatively large inventory of spaces by comparison to other cities that are comparable in size.

The following items should be addressed concerning downtown parking:

- An evaluation of parking management practices, focusing on organizational responsibilities, coordination and management relationships;
- A detailed analysis of specific parking practices, including location of spaces, metering policies, enforcement practices and other aspects of the "total parking picture."
- Review of the allocation of free and short-term spaces, with focus on intensifying the use of closed-in spaces through increased turnover.

### ***Development Financing***

The City has been active and very creative in creating loan and grant programs to encourage private investment in the downtown and in targeted neighborhoods. Throughout its first 15 years, the Jamestown Local Development Corporation (JLDC) has approved/administered 170 loans to area businesses in excess of \$11 million. This in turn led to an additional \$60 million+ in private investment. The majority of these funds have been expended on community development efforts that include support for commercial and residential projects and programs.

The array of currently available loan programs is impressive and includes the following:

- Jobs and Private Investment Program
- Downtown Jamestown Greenlining Program
- Community Energy Incentive Program
- Housing Stimulus Program
- Small Business Development Program
- Citywide Commercial/Industrial Energy Conservation Program

The Greenlining Program is particularly relevant to the downtown, where it provides rebates for up to 50 percent of the total cost of a project (up to \$15,000) to property owners and tenants for "appropriate" facade treatment and exterior building renovation projects. The area of eligibility is a very concentrated one, encompassing just a few blocks in the downtown core.

Many downtowns have created business improvement districts (BIDs) as a mechanism to finance special arrangements to support downtown management and marketing. The funding mechanism brings downtown property owners together and often improves downtown business conditions. There was lengthy consideration of the implementation of a BID in the City of Jamestown, although the process failed to achieve widespread support. It is unlikely that a renewed effort to create a BID could be successful at the present time due to an insufficient number of thriving and stable downtown businesses.

Three recommendations can be made with respect to financing and lending programs. First, the City should designate a block or a few blocks in which landscaping comparable to what is done in the downtown core and special lending programs like Greenlining can be brought to bear on a relatively small area where the impacts could become evident rather quickly. Second, the City should review the performance of local financial institutions with respect to community reinvestment and work with them to secure their greater participation in community-based redevelopment efforts. Finally, with regard to the potential for a business improvement district, this may become a more acceptable approach when downtown assessments go down and the level of business activity improves. The BID concept deserves more attention, provided that property owners and merchants are supportive.

### ***Tourism Opportunities***

Tourism is an important matter in the regional economy since it encompasses a large cross-section of jobs and income sources. It is particularly important in a relatively isolated market area such as Jamestown, and especially one that has a wealth of natural and man-made attractions.

The leading attraction in the region is the Chautauqua Institution, an entity that describes itself as "an internationally known center which offers a wide range of cultural, educational, religious and recreational programs." The Institution reports that it attracts approximately 150,000 visitors yearly, of whom more than three-quarters are from outside Chautauqua County. These visitors account for an estimated 635,000 days of visitation. The Institution estimates that it generates \$55 million in direct spending and more than \$80 million in indirect spending. It attributes an astounding 1,800 to 2,000 County jobs (almost ten percent of total employment in the County) directly to its operations. While most of these are seasonal positions, they have a significant impact on the regional economy.

According to local people who understand Jamestown's economy, there is little or no spillover of Chautauqua Institution visitors to Jamestown, particularly to the downtown. This in spite of the fact that the Institution is just a twenty-minute drive from the downtown. The observation is confirmed, indirectly, by the fact that tourism professionals regard the summer as the slack visitor season for the downtown. If this lack of connection is true, rather than just a perception, this market represents a very big potential opportunity that should be carefully evaluated. There are numerous other tourist attractions in the area, but none are as concentrated and serve as such a powerful magnet for well-heeled visitors.

There are many good reasons why the City has never attracted the Institution's visitors. The place is a destination in itself, and the Institution is not interested in promoting wide spread travel off the grounds; the type of visitor who comes is not interested in the attractions of an old urban area; most visitors come from the west and never pass through or by the City. Nevertheless, the City should consider a strategy that will bring these visitors into the downtown. This strategy should be a campaign which focuses on what Jamestown has to offer the Chautauqua visitor which he or she can't get at Chautauqua (i.e. and emphasis on dining and drinking establishments).

There are some assets already in place in Jamestown such as, the Roger Tory Peterson Institute, the comedy museum and College Stadium (i.e. Jamestown Jammers baseball games) which could serve as attractions to Chautauqua visitors. The historic district concept and the designation of historic industrial sites could create other ties. Moreover, there are few restaurants and no alcohol served on the Institution grounds. Most Institution visitors who travel to Jamestown do so seeking alternative places to dine and socialize. In essence Jamestown needs to be "repackaged" with new thinking on this matter.

The City is also evaluating development of a National Comedy Center, which would serve as a "multimedia interactive museum and hall of fame celebrating the world of comedy, and particularly highlighting the contributions of Lucille Ball and Desi Arnaz." The feasibility study projected that net operating revenue (excluding debt service on the property and construction/renovation costs) would be break-even or slightly positive from the initial years of the project, provided that there would be an endowment to support new exhibit development. This type of attraction would certainly be a major draw in the downtown.

### ***Historic District Designation***

The Jamestown downtown offers an unusually well-preserved stock of older buildings, from the late-19th and early 20th centuries, which suggest the origins of certain important inventions of our time. Photography as we know it was essentially invented in Jamestown. The crescent wrench is a tool which originated in Jamestown. Several important advancements in metal furniture, including the hollow metal door, came from Jamestown. Many of the old industrial buildings in the City were dedicated to manufacturing these industrial products.

However, industrial requirements have changed and there is little hope for the reuse of old, vacant buildings in the downtown over the next ten to twenty years under expected patterns of market absorption and use. There are several million square feet of empty industrial space available for reuse at the present time. It is not projected that the regional economy will experience a transformation that will justify the rehabilitation of so much empty space. Instead, it is likely that developers in the area

will continue to look at suburban sites for new retail and office space, just as they have been doing for the past ten to twenty years. The economics of developing at sites outside the downtown are simply more attractive under current conditions.

In the meantime, until the costs and uncertainties associated with the renovation of older spaces are reduced relative to new construction on suburban sites, the downtown will be at a very significant disadvantage in attracting new uses.

The City's important manufacturing history should also be considered as an area of potential interest to visitors to the Chautauqua Institution and tourists in general. Some level of commemoration would be of interest to visitors as well as residents. There is a City Historic Marker Tour that has a North Side and a South Side component. The former includes various downtown attractions, such as Keelboat Landing, the Arcade Building, the Little Theater, Broadhead Mills, various churches and residences. The Southside tour includes historic homes. It is a "typical" historic area tour that does not recognize Jamestown's substantial industrial heritage.

Another historically significant area is the Chadakoin River. The use of the river and industrial development in Jamestown is closely intertwined. The riverfront plan prepared in the late 1980's offered some good ideas for the enhancement of the River, including its relationship to the downtown. The City should move forward and implement the recommendations of the plan.

The City should pursue the designation of one or more historic districts in and around the downtown. This process will be difficult but it will add a new dimension to the development process and give additional recognition to downtown resources. Over the long run, the designation will be a distinctive edge that the downtown can offer.

### ***Commercial Corridors***

The City is fortunate in that it has several viable commercial corridors that offer commercial support to nearby neighborhoods. These corridors have already adjusted to the economic forces of the market. Unlike the downtown, which will continue to shrink, the commercial corridors are approximately the right size for the market area that they serve. Allowing for some infill and additional occupancy, they can be expected to remain relatively healthy.

The East Second Street Commercial Corridor is one of the longest and most diverse. Its businesses serve the workforce in factories along the Chadakoin River as well as the neighborhoods and suburbs to the northeast, including the Village of Falconer. There are numerous small restaurants and bars, convenience stores, auto repair services and other small establishments. This Corridor is the least attractive in appearance, the result of heavy commercial traffic and neglect in upkeep to the housing stock and businesses. Nevertheless it is an important connection between the downtown and neighborhoods to the northeast. It is the primary route between Jamestown Community College and the downtown, and one of the main routes between the Southern Tier Expressway and the downtown.

The City has taken a proactive role in terms of improvements to those three corridors. Its efforts should be expanded so as to foster greater development opportunities in these areas.

### **3. Downtown Development and Market Conclusions**

Downtown Jamestown is an urban form waiting to be reinvented. The challenges associated with the reuse of available space are significant and redevelopment will require innovative approaches. The general public and the business community will need to develop a new understanding and appreciation of the downtown space that already exists. The prevailing perception that the downtown is hopeless and dead must be refuted. An emphasis should be placed on the opportunities which exist downtown rather than on past glories.

The City's role should be to ensure that downtown structures that are well-built and can be reused are preserved so that, when new uses are conceived, they can be put into economic use. At such time, the old buildings will have great value and the downtown itself will again be the center of the community. In order to make the necessary decisions on these matters, there must be a process of evaluating and assigning priorities prior to taking action.

The City should focus its resources on a relatively small number of projects and use available funds to ensure individual successes. It should also concentrate geographically on very specific blocks and groups of buildings.

The subject of downtown parking needs attention. While there are locations in the downtown where parking is difficult, the CBD seems to have a relatively large inventory of spaces by comparison to other cities that are comparable in size. The City's management approach has evolved on an ad hoc basis over recent years. There is a need for a new evaluation of parking management issues, focusing on organizational responsibilities, coordination and management relationships and a detailed analysis of specific parking practices (i.e. including location of spaces, metering policies, enforcement practices and other aspects of the total parking picture).

Tourism should play a larger role in the downtown economy. The City should engineer a strategy that will bring these visitors into the downtown by selling the many attractions offered by the City.

A leading issue is the need to pursue the historic district designation. There is little else that distinguishes the downtown except its history. The designation supports potential interest from the tourism sector and may have special connections to visitors to the Chautauqua Institution. It also bears on the financial feasibility of individual real estate projects.

The riverfront is a downtown asset that must be exploited. Water transportation may represent the best connection between the downtown and Lakefront destinations, including the Institution. Some of the concepts from the Riverfront Plan need to be reviewed and implemented.

Retailing will always be an important component of the downtown, although its role continues to fade in importance. Certain principles, such as clustering complementary uses, targeting activities with the best prospects for success, and intensifying the penetration of existing markets, should be pursued in order to counteract the powerful economic forces that are drawing away downtown customers.

However, these principles focus on the immediate issues and will not "solve" the long-term problem of vacant space in a stable or declining market. The bigger challenge will be to find new uses for formerly retail downtown space, since no strategy that relies on retailing alone will be successful.

Retail as well as other uses, especially in connection with back office operations, special medical space requirements and entertainment/recreation activities, represent the "waves of the future."

There will be a long period of adjustment in which the City acts as a manager or steward of downtown buildings and related resources. Its role will include the conservation of structures that have merit, and the direction of developers to creative use. We can foresee, eventually, a new downtown with a much stronger multi-use identity.



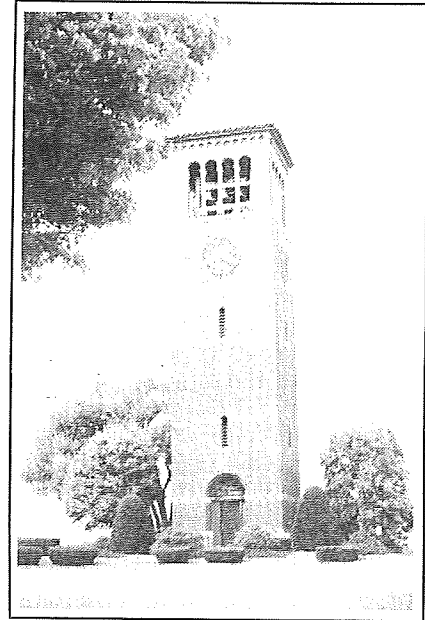
### III. ISSUES AND RECOMMENDATIONS

#### A. PEOPLE

##### *Self Esteem*

Jamestown is a community viewed by its residents as having a high quality of life. Situated in the scenic and rural Chautauqua Lake region, Jamestown is a friendly and relaxed community where residents have made their homes for many generations. Jamestown provides diverse recreational and cultural opportunities with a cost of living among the lowest in the nation.

The standard of living in Jamestown is less than that of the surrounding Chautauqua region and New York State. A per capita income well below the state and national average make it difficult for Jamestown residents to maintain a desired standard of living. The problem involves both an insufficiency of well paying employment opportunities and an employment mismatch wherein worker skills and job requirements result in an underemployed working class. As desirable a place as the City is to live, without the opportunity for its residents to earn a reasonable living, Jamestown will continue to lose its population base which will further exacerbate the economic decline of recent years.



The role of the Comprehensive Plan is to help the community define itself as an attractive place in which to live, work and recreate. The Plan seeks to recognize that which works well and should be built upon, as well as what does not work and should be fixed. This is particularly relevant now that the City is looking toward the long term redevelopment of the river corridor, the industrial sector, the downtown district, all the while preserving its high quality residential neighborhoods.

- *Address the Core Issue of Prosperity for City Residents.* The quality of life in Jamestown is linked, to a certain extent, to the economic well-being of its citizens. Economic well-being is in turn dependent, to a certain degree, on educational/job skill preparedness and attainment. There are a number of human resource agencies (Jamestown Community College, the Private Industry Council, Chautauqua Opportunities, Inc., the School and Business Alliance and the Jamestown Area Labor Management Committee) that are focused on these issues and have implemented educational and skills enhancement programs. These programs should be continued and expanded to insure that the workforce meets the technological skills required for twenty-first century employment. There is an immediate need for the efforts of these resource providers to be better coordinated in order to achieve an effective and up-to-date delivery system.

- *Celebrate Victories and Avoid Exaggerating Negatives.* To reverse the weakening self image, all aspects of the community (government, private and civic sectors, media, etc.) must repeatedly and effectively celebrate economic and cultural victories while avoiding exaggerated publicity of negative events. Although bad news is perhaps more interesting than good, the community should be encouraged to focus on both positive and negative stories. Accompanying every report announcing the loss of a downtown retailer, loss of manufacturing jobs, deteriorating housing conditions or local crime, there should be references made to successful downtown greenlining projects, achievements of the EDZ program, assistance available for low income homeowners through a variety of community development housing programs, and Jamestown's remarkably safe streets in comparison to other cities throughout the nation. Moreover, the temptation to accompany good news with a "balancing" negative view must be avoided.

### ***Cultural Diversity***

Jamestown is also becoming more culturally diverse. The once dominant Swedish, Italian, and English population has become integrated with African-American, hispanic and other minority residents. In the last few years there has been an increasing perception that the more homogenous outlying suburbs offer a higher quality of life and better schools. The challenge before the community is to celebrate its cultural diversity (as it was effectively recognized as a strength and capitalized upon during earlier generations) forging a community identity based on strong values.

- *Organize and Implement Cultural Awareness Programs.* To avoid the polarization of ethnic groups and destructive stereotyping, cultural awareness programs should be incorporated into local schools and civic organizations. Education should focus on the benefits of cultural diversity and the important role differing backgrounds and skills have played in the historical development of Jamestown. Annual cultural heritage festivals should become regular events to highlight the positive influences of various ethnic groups. An inter-organizational entity, possibly including city hall, local schools, the chamber of commerce, and local churches should be established to help organize and sponsor cultural awareness events. A public gathering place should be developed, such as the river corridor park or a revamped Tracy Plaza which could serve as the hub of activity and provide the community with a sense of identity.

## **B. LAND USE AND ZONING**

Figure III-1 graphically illustrates the following land use and zoning concepts.

### ***1. Chadakoin River Corridor***

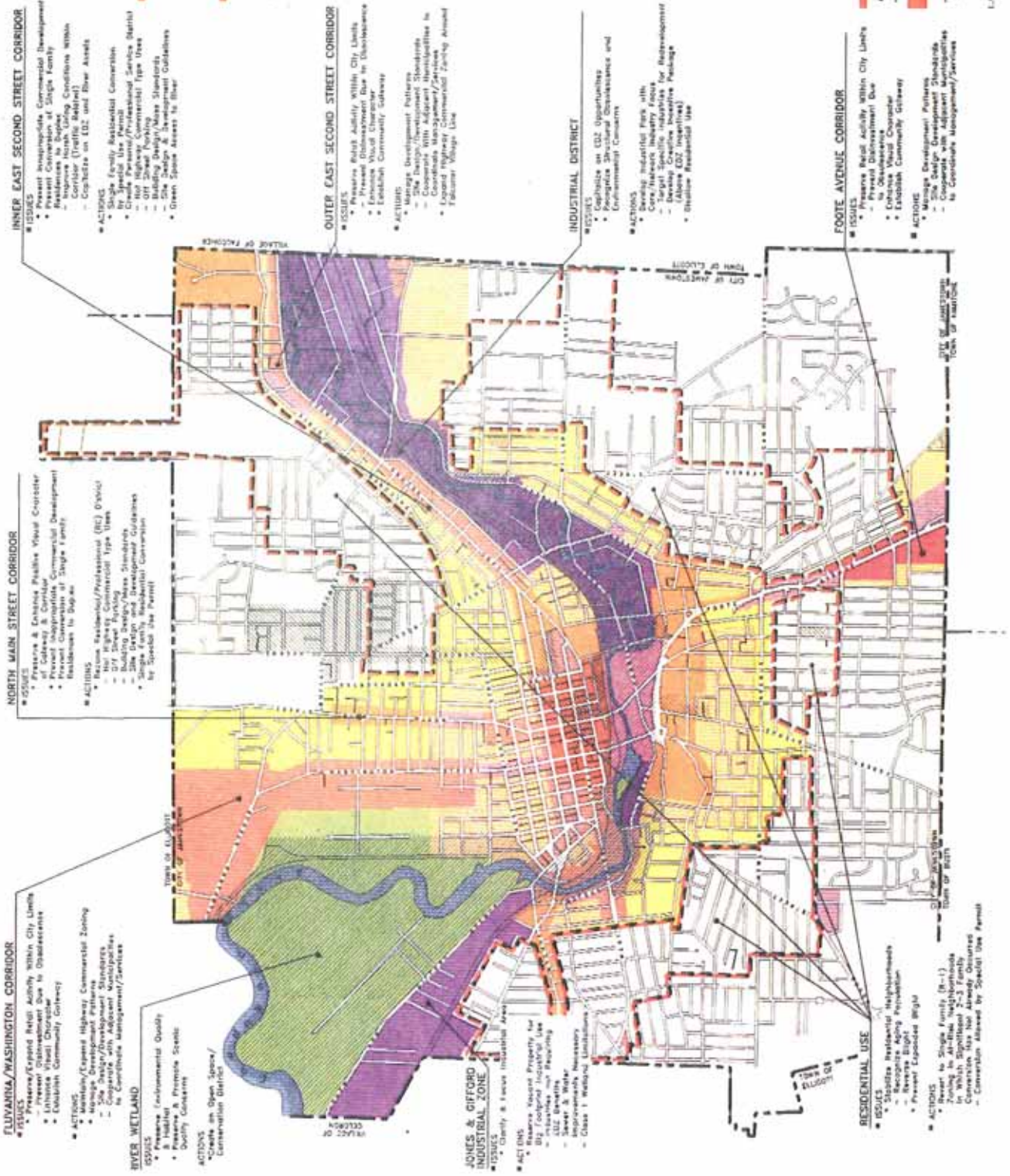
Jamestown is fortunate to have an outstanding natural corridor winding through the heart of the community. The Chadakoin River forms the spine of the City and is a valuable living resource that has the potential to become the visual, recreational, cultural and commercial centerpiece of the community.

#### ***Under-utilization of the Resource***

Through the development history of the City, the Chadakoin River has been viewed as part of the industrial infrastructure - primarily utilized as an economic resource used to strengthen the City's

City of Jamestown  
Chautauqua County ■ New York  
*Comprehensive Plan*

Figure III-1  
LAND USE CONCEPT  
MAP



- Legend**
- Single Family Res.
  - Two Family Res.
  - Multiple Dwelling Res.
  - Res./Professional
  - Commercial
  - Central Services
  - Community Shopping
  - Central Retail
  - Retail
  - Service & Highway
  - Manufacturing
  - Land Conservation
  - Greenbelt Overlay
  - Preservation and Enhancement Overlay



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Jamestown Urban Renewal Agency

**INNER EAST SECOND STREET CORRIDOR**

**ISSUES**

- Present Inappropriate Commercial Development
- Present Concentration of Single Family Residences in Suburbs
- Corridor Traffic Congestion
- Congestion on LOC and Flow Axiels

**ACTIONS**

- Single Family Residential Conversion
- Create Professional/Commercial Service District
- Building Design/Architectural Type Use
- Off Street Parking
- Site Design & Development Guidelines
- Green Space Access to Strip

**NORTH MAIN STREET CORRIDOR**

**ISSUES**

- Preserve & Enhance Positive Visual Corridor of Gateway & Corridor
- Present Concentration of Single Family Residences in Suburbs

**ACTIONS**

- Rezone Residential/Professional (RE) District
- New Highway Commercial Type Uses
- Building Design/Architectural Type Use
- Site Design and Development Guidelines
- Single Family Residential Conversion
- Create Open Space/Conservation District

**FLUVIANNA/WASHINGTON CORRIDOR**

**ISSUES**

- Preserve/Expand Right of Way Within City Limits
- Inappropriate Use for Subdivisions
- Establish Community Gateway

**ACTIONS**

- Maintain/Expand Highway Commercial Zoning
- Strategic Development Patterns
- Create Open Space/Conservation District
- Coordinate with Adjacent Municipalities in Corridor Management/Services

**IVER WETLAND**

**ISSUES**

- Preserve Environmental Quality
- Infilling Precipice Steeps
- Quality Concerns

**ACTIONS**

- Create an Open Space/Conservation District

**OUTER EAST SECOND STREET CORRIDOR**

**ISSUES**

- Preserve Right of Way Within City Limits
- Present Disinvestment Due to Discontinuance
- Establish Community Gateway

**ACTIONS**

- Manage Development Patterns
- Site Design/Development Standards
- Coordinate with Adjacent Municipalities in Expanded Highway Commercial Zoning Around Fullmer Village Line

**JONES & GIFFORD INDUSTRIAL ZONE**

**ISSUES**

- Clarify & Focus Industrial Area

**ACTIONS**

- Reserve Special Property for Big Footed Industrial Use
- All Building Footing
- Sewer & Water Improvements Necessary
- Class 1 Regional Institutions

**INDUSTRIAL DISTRICT**

**ISSUES**

- Inappropriate Use of Opportunities
- Present Disinvestment and Environmental Concerns

**ACTIONS**

- Service Industrial Park with Core/Industrial Industry Focus
- Target Specific Industries for Redevelopment (Above COZ Incentives)
- Encourage Residential Use

**RESIDENTIAL USE**

**ISSUES**

- Stabilize Residential Neighborhoods
- Recognize Aging Population
- Present Expanding Right

**ACTIONS**

- Incentive to Single Family (R-1) Zoning in Air-Frame Neighborhoods in Which Single-Family 2-3 Family Conversion has Not Already Occurred
- Conversion Allowed by Special Use Permit

**FOOTE AVENUE CORRIDOR**

**ISSUES**

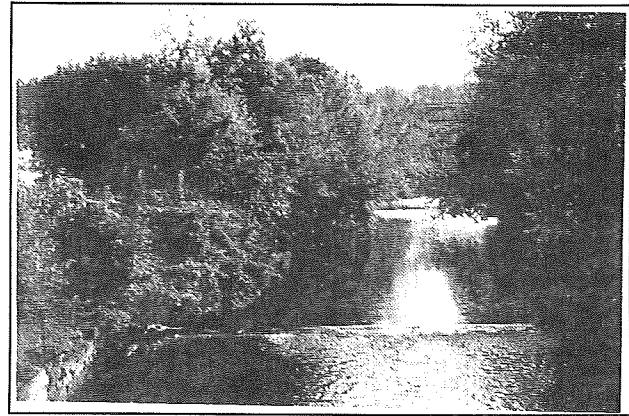
- Preserve Retail Activity Within City Limits
- Present Disinvestment Due
- Enhance Visual Corridor
- Establish Community Gateway

**ACTIONS**

- Manage Development Patterns
- Site Design/Development Standards
- Create Open Space/Conservation District
- Coordinate with Adjacent Municipalities in Corridor Management/Services

manufacturing base. In fact, Jamestown was born as a result of water dependent and water enhanced activities which included the transportation and energy opportunities provided by the river. As the City's industrial core developed along the Chadakoin banks, the river was largely hidden from view by industrial structures. From a current land use perspective, even though the river is once again visible, Jamestown continues to turn its back on this resource. Much greater attention should be given to realize the potential of the river environment to enhance the economic, environmental, recreational and cultural quality of life in Jamestown.

The Chadakoin River is truly a unique resource and amenity that should become the most important element of the City and should be used to enhance all aspects of urban life. Just as the birth of the City began in the river corridor, Jamestown's rebirth depends upon utilizing the Chadakoin as a functional and aesthetic catalyst to rejuvenate and rebuild the community. The previous work of the Chadakoin River Planning Committee is an excellent beginning toward realizing the value of this resource as a recreational and open space amenity. Future



economic development planning in the river corridor should build upon the concepts established in the *Jamestown Riverfront Reclamation and Development Study*.

Twenty-first century development in the river corridor should recognize the wide range of contemporary water born and water related activities. The City should turn toward and embrace the river as its unifying element. Parks and recreation, environmental enhancement, waterfront commercial and residential development, and other public benefit land uses should be implemented to capitalize on the significant value of the river. Future development must take this existing resource and redirect land use in order to encourage contemporary riverfront opportunities.

- *Focus on Recreational, Aesthetic, and Other Public Benefit Improvements to the Corridor as a First Step.* Redevelopment of the Chadakoin corridor should be conducted sequentially in order to reverse the negative public impression of the corridor and make the waterfront a desirable place for private sector investment. Public land uses such as passive and active recreational development within a city-wide riverfront greenway should become priority programs. Development of recreational amenities such as river promenades, overlooks, gardens and groves, public gathering places, and canoe trails will improve the aesthetic appearance and make the Chadakoin a desirable destination while serving as the catalyst for economic development. Enhanced appearance and increased human activity will turn the image of the river around and make the corridor recognizable as a suitable place for commercial and residential development while helping to link and revitalize the downtown.

The site of the former Jamestown Plywood Company is a primary example of a property holding attractive re-use opportunities within the waterfront district. Redevelopment of this site should be directed to a constructive traffic generating use which not only takes advantage of the river but also enhances the immediate area. Ideal uses may include commercial, recreational and even residential uses supporting a more diverse downtown area.

- *Develop, yet Protect the Riverfront.* As discussed above, the Chadakoin River has the potential to serve as an economic catalyst for downtown redevelopment. To maximize this opportunity, the riverfront should be used as a vehicle to support unified and quality development along the river shoreline and create a continuous public greenbelt throughout the length of the corridor. All riverfront projects should be constructed with the intent of providing some form of amenity which enhances the rivers appearance while increasing public interaction at its banks. Requirements for public access, minimum greenspace and landscaping should be clearly defined. Opportunities for creating nodes along the river by aggregating common green areas to support active and passive public uses should also be explored. Existing non-conforming development could be permitted to remain as a grandfathered condition until such uses become functionally obsolete or discontinued for a specified period of time.

Figure III-2, RIVERFRONT RECREATION CONCEPT, illustrates general recreational and commercial development concepts along the downtown waterfront.

## **2. Downtown Core**

### ***Weakening of Commercial Core***

Like many other downtowns across the nation, the Jamestown CBD is in transition. The loss of retailers to the various suburban and strip areas over the years coupled with the gradual elimination of department stores from the downtown and the replacement of small specialty stores with large national chains, has caused a generational change in the use of the downtown. In the future, downtown retailing will take even less space than it currently occupies, further adding to the more than 200,000 gross square feet of space which is reported by the Downtown Jamestown Development Corporation (DJDC) as being currently vacant in the CBD. For the purposes of long term planning, the substantial inventory of attractive re-usable building stock can actually be considered one of Jamestown's strengths.

Another of Jamestown's strengths is its well consolidated and "walkable" downtown center of activity. This area is generally bounded by Fourth Street, First Street, Washington Street and Prendergast Avenue. Unlike other cities, urban sprawl has not yet caused the CBD to lose its small city identity. Long term land use planning should focus on re-occupying vacant and under-utilized downtown structures, as opposed to their demolition, and maintaining the clear walkable definition of the CBD.

- *Identify and Focus Downtown Redevelopment Opportunities.* Future planning must recognize that the downtown is evolving from its traditional use as a retail center. In order for the downtown to survive, mixed uses of office, market rate housing, government, entertainment/restaurants, recreation and tourism need to be further developed. With increased employment opportunities in more diversified business sectors, retail will return in the form of support and convenience services.

It is important to recognize that downtown redevelopment strongly hinges on successfully maintaining existing office employment as a population base to support other types of business development. In particular, governmental employment must be encouraged to remain in the downtown rather than relocating to suburban areas or even other sections of the City.

Figure III-2

**DOWNTOWN RIVERFRONT  
 CONCEPT**



**RECREATION LAUNCHING EXTENSION**  
 • Develop a Launching Ramp Along the River and Provide Additional Facilities Including a Stage and Festival/Market Area.

**CITY ISLAND RIVERPARK**  
 • Construct a Pedestrian Bridge to Island from the North River Bank and Develop River-Retained Park to Accommodate Picnicking, Boating, and Fishing.

**MIXED USE VALLEYFRONT DEVELOPMENT**  
 • Office/Commercial  
 • Residential

**COMMERCIAL REDEVELOPMENT**  
 • Strengthen River Orientation of Existing Commercial Concerns and Encourage Infill with Provision for Pedestrian Amenities Along the River.



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- *Create a Strategy of Renovation and Reuse of Downtown Structures.* There is an enormous amount of vacant space in the downtown that can be reused, and the inventory can be expected to grow. The changes that are occurring in the downtown are generational. The most important action that can be taken right now is the creation of a systematic approach to identify the inventory of vacant and under-utilized structures, and evaluate and prioritize opportunities that bring together the various community interests in a decision-making forum where funding priorities can be assigned. The possible reuses of space are very substantial, with retail being only one relatively minor part of the challenge.

A management entity should be established that is responsible for actually administering the process of redeveloping the downtown. This could be established in the form of a public-private cooperative.

Demolition of under-utilized structures in the downtown should be avoided whenever possible. Unnecessary destruction of downtown structures removes aesthetically valuable architecture while creating holes in the fabric of the downtown which are difficult to fill.

- *Develop Critical Mass Centers.* To encourage the development of commercial activities and support services and to efficiently focus mixed commercial uses downtown, development should be clustered into defined nodes which enhance existing CBD use patterns. More simply stated, similar activities should be clustered into "Critical Mass Centers" to efficiently utilize and share existing and future infrastructure and support services while creating recognizable downtown districts.

Figure III-3 graphically illustrates the following downtown core concepts. The types and locations of the "Critical Mass" districts include:

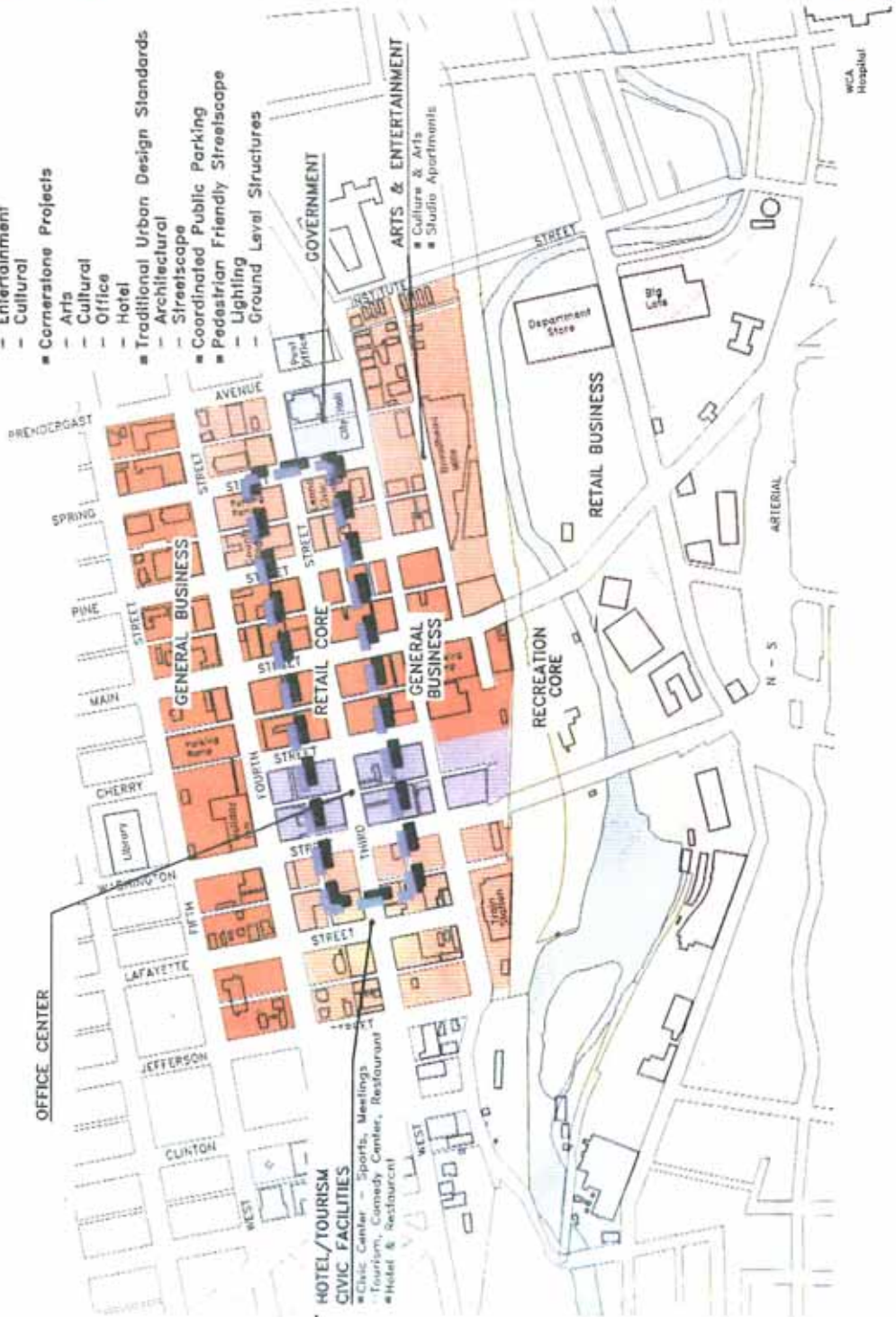
- *Hotel, Tourism and Related Commercial/Office District.* Based on the availability of space, the visibility of primary transportation arterials and the potential for riverfront and downtown tourism activities, the west end of Third Street (Chadakoin Building & city center block) should focus on achieving a sustainable mass of hotel, tourism and commercial office development.
- *Governmental, Cultural and Entertainment Center.* East Third Street in the vicinity of Spring Street has evolved into the governmental/entertainment center of the downtown. The Municipal Building, Federal Building and the Chautauqua County offices form the governmental core of the City.

The Reg Lenna Civic Center has become a significant source of evening entertainment activity for the entire region. Future development in this area should include restaurants, museums/arts education facilities, antique shops, artist studios/galleries/lofts and other arts and entertainment based opportunities which serve to reinforce the existing cultural foundation of the downtown. Targeted redevelopment of this type requires both program and real estate initiatives. The City should seek a partnership with appropriate land and cultural development agencies to further this action. Potential co-partners include the DJDC and/or the Arts Council. A complete program to define future development opportunities and establish the targeted sponsors for business and residential development is necessary.

Figure III-3  
**BUSINESS CORE  
 CONCEPT**

**TRADITIONAL DOWNTOWN  
 DISTRICT**

- Mixed Use
- Housing
- Entertainment
- Cultural
- Cornerstone Projects
- Arts
- Cultural
- Office
- Hotel
- Traditional Urban Design Standards
- Architectural
- Coordinated Public Parking
- Pedestrian Friendly Streetscape
- Lighting
- Ground Level Structures



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- *Office Center.* There is currently a lack of focus on the downtown office sector. Although the need is currently limited and the absorption rate will be slow, a critical mass center of office development should be targeted for the vicinity of West Third Street and Washington Streets to capitalize on the availability of the Chadakoin, Phillips, Grants and Furniture Mart buildings and the proximity of the Holiday Inn for accommodations and limited conference space.
- *Retail Core.* Third Street between Washington and Spring Streets and Main Street between Second and Fourth Streets should remain the retail core of the CBD. Through the success of the previously described critical mass nodes, additional downtown employee and visitor traffic will encourage retail and upper story residential development in the downtown.
- *River Recreation/Greenway Core.* To further enhance development, recreational and greenway improvements are recommended for the downtown portion of the river corridor (refer to pages III-4 and III-20 for additional discussion of this concept). Aesthetic improvements to the "back door" components of First Street businesses will attract and accommodate a wider range of activities which could assist in the redevelopment of several downtown structures, including the Broadhead Mills, the Arcade Building and the former train station.
- *Infill Housing.* Opportunities for additional market rate housing, including conversion of loft space above appropriate ground floor uses (retail), and infill new housing development should be aggressively pursued.

There is little short term, internally driven economic support for newly constructed large scale office uses in the downtown over the next five to ten years. Plans that call for large new buildings in the downtown appear to be particularly unrealistic in light of likely patterns of demand unless a proactive economic development program is pursued. The general public and the business community will need to develop a new understanding and appreciation of the downtown space that already exists. The City should focus its resources on a relatively small number of projects and use available funds to ensure individual successes. It should also concentrate geographically on very specific blocks and groups of buildings.

There will be a long period of adjustment in which the City acts as a manager or steward of downtown buildings and related resources. With this approach, the downtown should re-emerge with a new and much stronger multi-use identity.

- *Reevaluate Downtown Parking Policy and Procedures.* In view of the evolution in parking management that has occurred in Jamestown over the past ten years, the City should take a fresh look at this important matter, reevaluating its approaches and underlying assumptions. This should include a detailed analysis of specific parking practices, including location of spaces, metering policies, enforcement practices, long term off-street parking needs and other aspects of the "total parking picture." It should specifically address the allocation of free and short-term spaces, with a focus on intensifying the use of close-in spaces through increased turnover. In addition, the evaluation should address the increasing long term parking requirements associated with an evolving downtown (diversifying employment and residential activities). The evaluation of the parking management practices should also address organizational responsibilities, coordination and management relationships.

- *Continue Downtown Financing Programs.* The City offers an excellent array of financing tools to support new commercial and residential initiatives in the downtown area. Greater involvement of local financial institutions will, however, be necessary for such programs to reach their full potential impact. The concept of a Business Improvement District in the downtown may have merit in years ahead when underlying economic conditions improve.
- *Develop a Tourism Strategy.* The City needs a strategy that will bring visitors into the downtown. This will require additional attractions, rather than a slogan or a marketing program. It will also require a generational shift in perception and awareness that is difficult, but not impossible, regarding the economic merit and viability of tourism in the downtown. The Reg Lenna Civic Center and the Roger Tory Peterson Institute are the kinds of attractions that can connect with the Chautauqua Institution visitor. If proven viable, the expanded Lucille Ball/Desi Arnaz National Comedy Center would extend the potential connection. The designation of historic industrial sites and enhanced waterfront development coupled with quality dining and tavern establishments could also draw visitors. The redevelopment of the historic First Street Mills District for a variety of commercial, social and service uses provides yet another opportunity to attract both visitors and local residents alike. The waterfront has the potential of providing the setting in which tourist based activity could occur, such as an annual cultural festival and an expansion of the Fenton Historical Society downtown walking tour. The key is to package a variety of attractions and activities which will identify Downtown Jamestown as a place people want to be. Additionally, it has been successfully demonstrated elsewhere that an effort to nurture tourism and related entertainment activity is an effective strategy for attracting a greater number of area residents into an evolving Downtown district.
- *Designate a Downtown Historic District.* The City should pursue the designation of one or more historic districts in and around the downtown. This process will add a new dimension to the development process and give additional recognition to downtown resources. Over the long run, as the results of district designation become evident, the historic character will provide a distinctive edge in promoting tourism in the downtown.
- *Create an Effective Broad Based Management Program for the Downtown.* It is important to recognize that the economic viability and attractiveness of the downtown is dependent on the presence of people. However, there is currently a conspicuous lack of programmed people generating activities in the downtown. Because the downtown is characterized by changing demand patterns the challenge is to manage the process of finding new activities and uses that can thrive in the downtown setting. An effective management association should be established to administer a broad-based initiative that focuses on coordinated business attraction and retention programs, marketing, events and promotions, and other associated functional requirements such as parking that will reinforce the role of Jamestown's CBD as the community's primary meeting place. Whether this role is fulfilled by the DJDC, a subsidiary, or reassigned to another organization/agency, commitment to the broader issues affecting a successful downtown is needed.
- *Implement a Coordinated Streetscape Improvement Program.* Aesthetics and functionality of downtown streets are important factors in attracting people to the CBD. In conjunction with all other redevelopment programs, the City should continue to expand its downtown streetscape improvement plan which not only seeks to improve the physical appearance of the CBD through planting, pavement and other site enhancements, but also addresses functional issues such as

vehicular and pedestrian circulation, handicapped accessibility and on-street parking. Consideration for the extension of this approach for the rest of the CBD should be given.

### **3. Extended Downtown and Brooklyn Square**

The extended downtown and Brooklyn Square districts, generally bordered by the Washington Street arterial to the south and Sixth Street to the north (exclusive of the downtown core), currently serve as a transition zone between the well defined walkable downtown and the surrounding neighborhoods. The extended downtown area to the north and east of the CBD is characterized by single and two story structures which are residential in character and functionally oriented to home conversion and office/residential use. The Brooklyn Square area south of the river is characterized by urban renewal areas of large parking lots and big footprint retail buildings. This built pattern disrupts the functional and aesthetic continuity between the neighborhoods to the south and the downtown to the north.

- *Encourage Transitional Scale Commercial Uses to the North of the CBD.* The area to the north of the CBD should focus on residential, office and smaller scale professional service uses that seek individual identity and can adaptively reuse the existing structures and/or sites. Small building footprint uses which can utilize the existing building stock would create a functional and built environment that provides a suitable transition from the downtown core to the surrounding residential neighborhoods. Signage control and the requirement of mandatory site plan review, including updated standards for parking, greenspace, and building setbacks should be implemented to ensure future development remains in character with the existing neighborhood.
- *Encourage Highway Commercial Uses to the South of the CBD.* There are unique opportunities created by the urban renewal area located on the south side of the Chadakoin River in the area bounded by the river and the Washington Street arterial. Given the large parcel size, direct arterial access and available parking, this area should be maintained and further developed for highway related commercial uses. All future development activities should seek to create retail anchors which will function as the foundation of an inner-city center while encouraging functional linkage with the Third and Main Street district.

Other private sector driven development efforts should occur in the vicinity of the former Jamestown Plywood building. This area offers unique waterfront development opportunities which include public greenspace, river access and coordinated waterfront district parking. Specifically, the ideal development of this site may include commercial, recreational and possibly even residential uses supporting a more diverse downtown area.

### **4. Commercial Arterials**

Jamestown is fortunate to have several viable commercial corridors that offer commercial support to the surrounding neighborhoods. Generally, these corridors have adjusted to the economic forces of the market and are appropriately sized for the markets they serve. Allowing for some infill and adaptive re-use, these corridors can be expected to remain relatively healthy.

East Second Street is Jamestown's longest and most diverse retail/commercial corridor with businesses serving the workforce of the adjacent manufacturing district as well as the surrounding neighborhoods and northeast suburbs. The Washington/Fluvanna corridor represents Jamestown's export retail market

with the automobile sales and service sector far exceeding the per capita needs of the City. The Foote Avenue corridor is a retail hub for the southeastern portion of the City and adjoining areas.

### ***Functional Obsolescence of Commercial Corridors***

An important issue is the possibility that these commercial corridors will become functionally obsolete due to insufficient depth of commercial zoning to accommodate the lot size needs of contemporary retail business. Failure to address this issue will result in prospective retail development locating outside of the City where such constraints do not exist.

- *Increase Depth of Commercial Zoning Along Highway Corridors.* Commercial zoning along all highway corridors should be of sufficient depth to accommodate viable large scale retail interests desiring to locate in Jamestown. Zoning depth should be evaluated on a parcel specific basis to enable packaging of back lot properties in order to create a developable parcel of appropriate size for higher quality commercial projects. Smaller properties tend to encourage lower quality or poorly designed projects. A minimum zoning depth of 500 feet is recommended for large footprint retail center development. Specific commercial corridors which should be addressed include Washington Street from Fluvanna Avenue to Eighth Street and potentially, section of East Second Street.

### ***Appearance of Commercial Corridors***

Jamestown's commercial corridors are quite typical of the roadside business development which is occurring throughout the country. Businesses requiring significant on-site parking or outdoor display space are competing for visibility through dominant signage, architecture and other means of attracting attention. There is pervading sense of "one upmanship" between strip retailers which has created a "tacky" visual experience which detracts from the overall appearance of the community.

- *Implement Sign Ordinance.* A draft sign ordinance has been prepared by the City as a means to reduce the increasing competition for retail visibility. The purpose of this ordinance is to limit the size, number, style, placement, colors, and lighting of signs to the minimum necessary to successfully promote a business. Advertising items such as brightly colored banners, flags, bunting and reflective garland should not be permitted. Review of signage design should be part of the site plan approval process for individual development projects. Existing non-conforming signage should be given an appropriate amortization period before removal or reconstruction is required. The draft sign ordinance should be adopted and incorporated into the revised zoning ordinance.
- *Implement Design Standards.* To reduce the visual clutter of Jamestown's commercial corridors new commercial development should be required to adhere to a uniform set of site and architectural design standards. Such standards should consider the visual appearance as well as overall function of the commercial corridors. Clear concepts concerning architectural style, on site-traffic flow, landscaping, greenspace, and placement and screening of on-site parking, outdoor display and service areas should be provided as part of the City's existing Site Plan Regulations. Specific requirements should also be developed to assure the uniformity of site furnishings such as lighting, planters and benches, as well as curbing and sidewalks which will be constructed within the road right-of-way.

- *Coordinate Commercial Corridor Infrastructure Improvements with Redevelopment Objectives.* The City of Jamestown should work in conjunction with the NYS Department of Transportation to achieve a highway redevelopment plan which is consistent with the City's long term commercial redevelopment objectives within all of its commercial corridors. Consideration should be given to traffic lane design, curb-cuts, on-street parking and site amenities.

### ***Transition of Primary Transportation Corridors***

In several areas of the City, commercial land uses are beginning to encroach into declining residential areas, threatening the aesthetic character of the neighborhoods with an awkward mix of commercial, single family, double family and multiple dwelling residential use. This condition results in a harsh living condition for residents and a disjointed business environment.

East Second Street, Foote Avenue and Washington Street are clearly and appropriately transitioning to commercial use. However, it is important for Jamestown to prevent transitional decline and preserve the integrity of intact residential areas such as Newland Avenue, West Third Street, and Fairmount Avenue.

Conversion from residential to office use of property along Lakeview Avenue, Prendergast Avenue and North Main Street should also be evaluated to determine the degree of commercial encroachment appropriate. The high demand for home to office conversion is beginning to adversely affect the aesthetic and cultural integrity of these valuable corridors and should be limited.

- *Rezone Portion of North Main Street to Residential/Professional (R-C) District.* An important segment of North Main Street between the City line and Buffalo Street is transitioning from residential to commercial use as a result of the desire for businesses to locate along primary transportation corridors where there are fewer site development constraints than in the downtown. In a number of cases, large, older houses have been demolished and replaced with new structures, which are incompatible with neighborhood characteristics.

To prevent continued degradation of residential character while accommodating appropriate business development opportunities, this portion of North Main Street should be rezoned from Two Family Residential (R-2) to Residential/Professional (R-C). Within this district, restoration of former residential structures should be encouraged where possible, while obsolete buildings should be replaced with new construction which is compatible with the scale and architectural character of the surrounding neighborhood.

## ***5. Industrial Districts***

### ***Loss of Industrial Employment Base***

In the last five years, approximately 2,800 manufacturing, office and distribution center jobs have been lost in the Jamestown area. These losses are merely the latest round of job reductions which have been occurring since the height of Jamestown's industrial employment in the early part of the century. To compound this problem, the City's tax base has declined at an alarming rate. This has led to accelerated job losses and disinvestment as property taxes continue to rise, prompting business and property owners to relocate elsewhere. The City has lost over six million dollars in taxable full market value over the last five years.

### ***Packaging of Industrially Zoned Property***

Jamestown has limited industrially zoned property within the river corridor, much of which is characterized by older and/or abandoned buildings. An important aspect of successful economic development is the ability to ensure the availability of adequate land and buildings. A sufficient land bank of industrial property should be improved and maintained to accommodate future manufacturing opportunities. Because Jamestown is basically a built-out community, the challenge is to adapt and re-use old industrial sites and structures. Some of these properties should continue to serve industrial development purposes, others may better contribute to the economic growth of the City under alternative uses (ie. the former Jamestown Plywood site on Steele Street for riverfront commercial and recreational development - see Figure III-2).

Once again, it is important to note that even with this approach, the City cannot offer significant "greenfield" acreage that is required for large scale industrial development and will not be in the position to accommodate within its borders the level and variety of industrial development activity necessary to revitalize the location economy.

- ***Clarify and Focus Industrial Areas.*** Economic growth within the industrial corridor will be best served by consolidating the Manufacturing (M) zone to specific areas holding industrial redevelopment potential in order to provide rational delivery of services and minimize the negative impact on adjoining land uses. Significant areas within the central portion of the City should be rezoned to encourage alternative development opportunities in conjunction with downtown, riverfront and neighborhood growth initiatives.

The existing Manufacturing (M) zone in the western portion of the City should be consolidated to include the existing industrial properties along Jones and Gifford Avenue. This area should be included in a new Light Manufacturing District (LM) to minimize adverse environmental impact. These properties should be targeted for clean industrial users, specifically those not able to take advantage of the benefits of the Greater Jamestown Economic Development Zone which is located in the eastern portion of the City and in portions of the Town of Ellicott and Village of Falconer.

Industrial properties located along the Chadakoin River between the Fairmount Avenue and Institute Street bridges, with the exception of the existing BPU facilities, should be rezoned to accommodate progressive riverfront redevelopment including public recreation, commercial and office uses. Existing industrial businesses located within this zone should be allowed to remain until they become functionally obsolete and cease to exist.

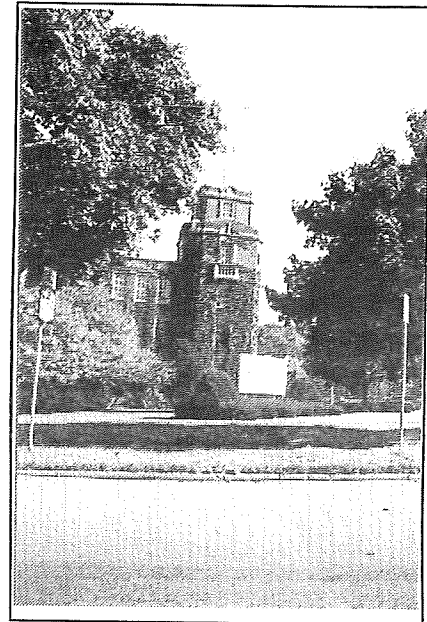
All current property zoned Manufacturing (M) to the east of the Institute Street bridge should be retained in order to offer substantial development incentives as part of the Greater Jamestown EDZ. The focus in the EDZ should be to consolidate and prepare sites to accommodate development.

To eliminate significant land use conflicts, all residential uses within industrial zones should be disallowed, with the exception of existing residential properties which should be treated as pre-existing non-conforming land uses. Commercial use should only be allowed as an adjunct to industrial activity.

### **Functional Obsolescence of Industrial Structures**

Over the past twenty years, Jamestown has experienced difficulty in attracting new industry to the City. Much of the existing industrial space within the City is considered antiquated and inefficient. Existing multi-floor facilities are not competitive with modern single story operations. Many old buildings have costly maintenance needs, are expensive to heat and have upper floors which do not conform to current code requirements. Environmental concerns left from previous owners often make transfer of ownership difficult or impossible.

- *Develop a Proactive Industrial Redevelopment Strategy.* The City should work in conjunction with appropriate economic development entities to develop and implement a strategy to overcome the obstacles to industrial redevelopment in Jamestown. Concepts which should be evaluated include land assembly; public coordination of the delivery and cost of infrastructure; proactive remediation of environmental conditions; business retention, attraction, and an entrepreneurship program; coordination with the Economic Development Zone and County industrial parks and programs; developing a coordinated and comprehensive capital loan program (seed, venture, working and fixed asset capital); coordination with human resource delivery programs; and implementing a targeted marketing program. A comprehensive development strategy should be created to further strengthen the creation and delivery of a regional approach to economic development.



Reuse of abandoned industrial structures should be encouraged. If this is not possible, obsolete structures should be demolished with the cleared property transferred to a public redevelopment agency for highest and best use analysis and redevelopment marketing.

The existing Industrial Renewal and Modernization Program (IRAMP), which works to facilitate modernization and expansion within the City's older industrial areas by removing functionally obsolete facilities to make way for new, albeit smaller (2-4 acre) development sites (e.g.; the Union National and Maddox Complexes), should be continued and expanded.

## **6. Neighborhoods**

### **Expansion of Neighborhood Blight**

As is found in many communities, social problems associated with a decline in higher paying industrial employment opportunities have resulted in a substantial deterioration of many of Jamestown's neighborhoods. An aging housing stock of modest construction, deferral of maintenance, failure of neighborhood businesses, and the sale of deteriorating properties to absentee landlords often result in non-conforming poorly maintained properties. Moreover, in the neighborhoods closer to the downtown (R-2 and R-3 zones) housing which was originally constructed for single-family occupancy has been converted over time to two or more dwelling units in response to a perceived market need for affordable housing. Such multi-family conversion in neighborhoods not initially planned for high

density use contributes to overcrowding, parking and service problems, as well as an extremely high percentage of under-maintained rental units.

Conversion of single family residences to multi-family units is currently permitted in R-2 and R-3 zones, although in many neighborhoods, little conversion activity has taken place and a significant majority of the structures remain single-family. Considering an increasing need for affordable rental units, as well as the opportunity for multi-family conversion within R-2 and R-3 zones, there exists a likelihood that the blighted conditions will expand into areas which are generally considered stable single-family areas.

- *Maintain the Integrity of Existing Single Family Residential Neighborhoods.* Low density R-1 residential areas in Jamestown, such as the Emory, Allen Park, Cole, Bergman, and West Side neighborhoods, are both attractive and stable. These neighborhoods are valuable assets and should continue to be protected from higher density residential encroachment. Strict code enforcement and disapproval of inappropriate use variances and special permits by the Zoning Board of Appeals should be continued in order to maintain the positive character of these neighborhoods.

- *Protect At-Risk Residential Neighborhoods.*

R-2 zoned neighborhoods which have not yet experienced significant 2-3 family conversion should be rezoned to R-1 as a measure to prevent outward migration of blighted conditions into currently stable residential neighborhoods. Furthermore, R-3 zoned neighborhoods should be re-zoned to R-2 neighborhoods in order to prevent further multi-family conversions of single and two-family structures. Such neighborhoods typically do not have sufficient parking, open



space or appropriate service areas to support higher residential density. Allowing such conversion will lead to diminution of the tax base and reduced living conditions for residents of these neighborhoods. The purpose of this action is to reestablish the integrity of the neighborhoods so that potential homeowners will regain confidence in housing investments within the City. Examples of neighborhoods which should be rezoned to R-1 include portions of the College, Fenton Heights, Barrett, Swede Hill, Hebner and Northeast districts (as defined by the 1980 Census Neighborhood Statistics Program).

- *Maintain Reduced R-2 Districts Within Residential Neighborhoods Which Have Already Experienced Substantial Multi-Family Conversion.* These zones should continue to provide a transition between the City's central core and the surrounding single-family neighborhoods at the perimeter of the City. Continuation of these uses, albeit on a smaller scale, will provide necessary affordable living and property investment opportunities within the City in areas where infrastructure support is present.

The zoning code should be revised to include site plan review of individual single to multi-family conversion projects to insure sensitive treatment of historic character, adequate parking, open space and trash and maintenance areas.



- *Continue/Reinforce Successful Rehabilitation and Code Enforcement Initiatives.* Jamestown's active and successful community development housing programs should be continued to encourage residential reinvestment and restoration in multi-family neighborhoods. The programs may need to be expanded in the future to support the continued retention and preservation of single-family neighborhoods. The City's Homesteading Program should be expanded to increase home ownership opportunities. In conjunction with rehabilitation and ownership finance programs, aggressive code enforcement is essential to assure reasonable property maintenance.

The City must continue to support and expand its code enforcement activities if the desired impact on its neighborhoods is to be realized.

- *Improve, Maintain and Re-Use Existing Housing Stock.* Demolition of existing residential structures should occur on a last resort basis and in conjunction with a coordinated specific re-use opportunity or strategy. Piecemeal and uncoordinated clearance of structures has an adverse impact by reducing overall property values, lowering the total assessment and creating a hole in the fabric of the neighborhood that quite often becomes a permanent maintenance and code enforcement problem for the community. The present strategy, whereby existing structures are rehabilitated while the integrity of the neighborhood is maintained, should be reinforced.

#### ***Lack of Neighborhood Identity***

Jamestown's neighborhoods have grown in a circular pattern around the central core of the city. Although various sections of the City are comprised of unique architectural styles, culture and social interests, there are few visible neighborhood centers. Mechanisms to more clearly define neighborhood centers, such as markets and public gathering places, should be identified.

- *Create Distinct Neighborhood Centers.* Each of Jamestown's neighborhoods should be encouraged to establish a neighborhood identity and a sense of public ownership. Examples of neighborhood centers include parks, schools, churches, and neighborhood markets. In addition, neighborhood identification can be achieved through coordinated sign programs.

Adaptive reuse of vacant neighborhood structures, such as the Euclid Avenue School building, for complementary uses should be pursued to protect the scale, function and architectural integrity of the surrounding neighborhood.

Designation of local historic districts is also encouraged to promote a sense of neighborhood identity. The Lakeview Avenue area should become Jamestown's first locally designated historic district (refer to discussion of local historic review process on III-21).

#### ***Recognize Aging Population in the Neighborhoods***

An interesting demographic statistic is the high percentage of senior citizens living in Jamestown's more affluent neighborhoods. Considering the out-migration of people from the community, it is possible there will be a lack of qualified buyers for homes in these neighborhoods as they come on the market in the next ten to fifteen years, unless the City neighborhoods remain an attractive and affordable alternative to suburban housing.

- *Continue Successful Owner Occupied Rehabilitation Programs* as a mechanism to help low-moderate income senior citizen residents remain in their homes and maintain the housing stock for the next generation of buyer-occupants.
- *Develop Neighborhood Support Programs.* Support programs should be established to encourage the transition of homes from current to future owner occupied units. Such programs should be organized on the basis of need and will serve to promote the stability of the neighborhoods. An example of a support program is Jamestown's existing Tenant/Landlord Program which offers home ownership skills training. In addition, other programs might include in-home aid programs for the elderly and mutual cooperation with neighboring communities to decrease the suburban housing supply.

## **7. Recreation and Open Space**

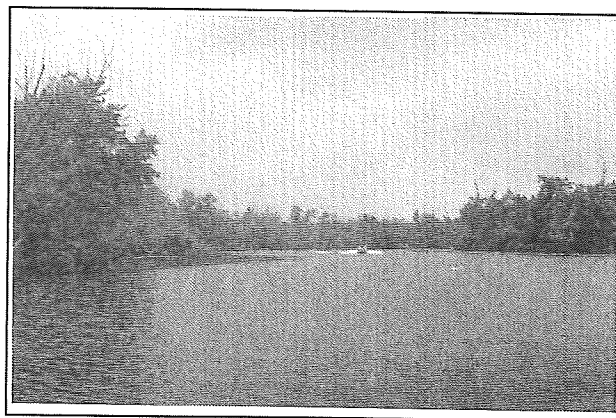
Jamestown is endowed with abundant passive and active recreational facilities. There are numerous public greenspaces ranging from small pocket parks and urban squares in the downtown to large wooded greenspace offering quiet escape from urban life. Jamestown's active recreational facilities are also quite impressive, including numerous picnic shelters, comfort facilities, softball, baseball and soccer fields, tennis courts, playgrounds, concessions, an indoor ice skating rink and even a band shell. Including facilities available at local schools, Jamestown is rich in recreational opportunities.

Figure III-4 graphically illustrates the following recreation and open space concepts.

### ***Isolated Recreation and Open Space Areas***

Most of Jamestown's large community parks are located near the perimeter of the City within single-family residential neighborhoods. This is likely the result of park development as a late response to increasing population. The community parks were located where large tracts of undeveloped land were available and often gifted to the City. As a result, the most densely populated residential neighborhoods in the core of the City are some distance from these recreational resources.

- *Create a series of "pedestrian ways" through the neighborhoods as linkages between Jamestown's abundant parks system and the Chadakoin River corridor.* Improvements should include bike and hike trail routes, route signage, sidewalk improvements, and street tree programs.

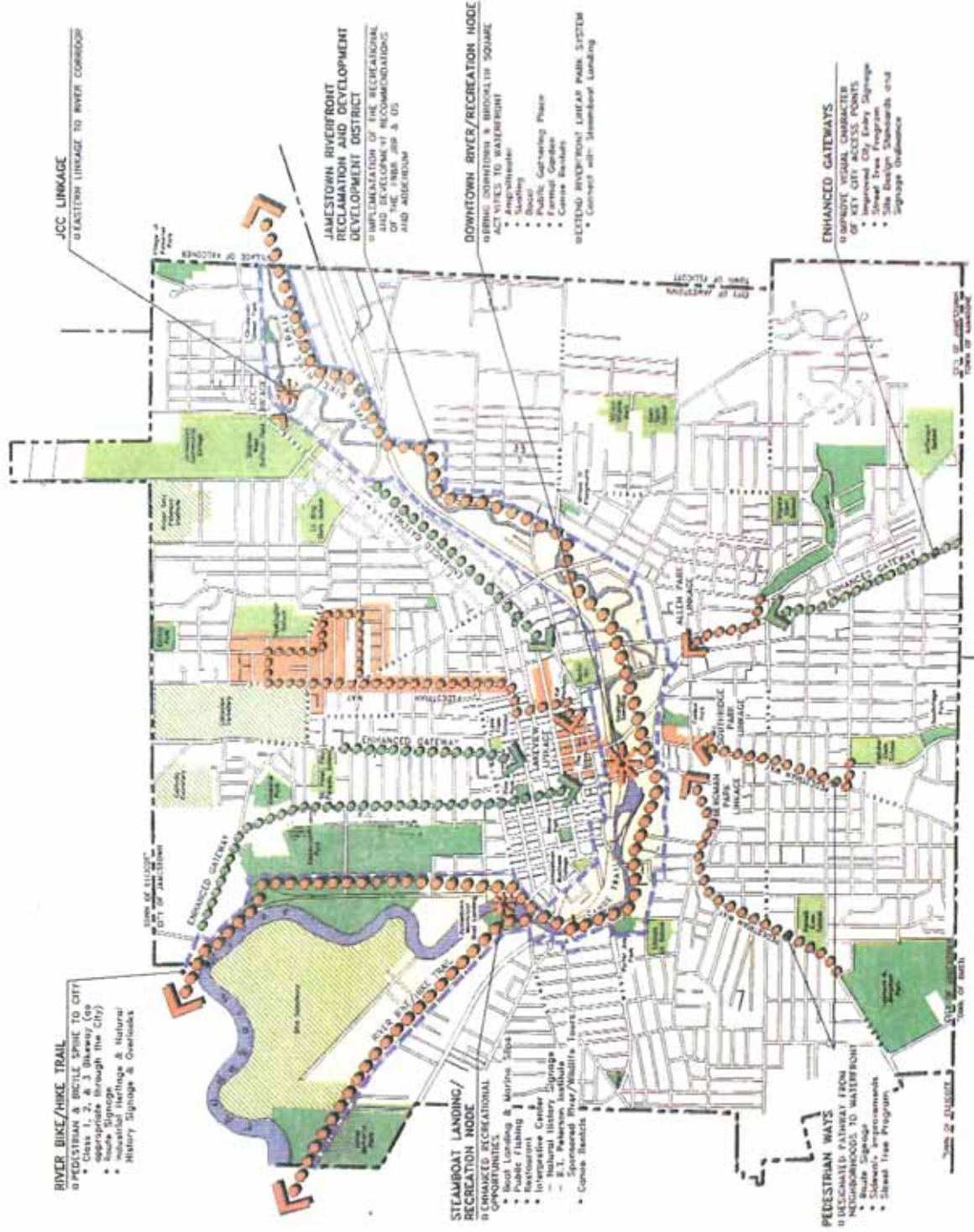


### ***Under-utilization of the Chadakoin River Corridor as a Recreational Resource***

The Chadakoin River is a largely untapped recreational resource and should become the recreational and visual centerpiece of the City. As the primary natural open space element in the City, the river is highly under-utilized for both passive and active recreation. The river's central location, proximity to the downtown, and connection to scenic Chautauqua Lake highlight the potential of the river to be a major recreational corridor with linkages extending out to the neighborhoods and City park system.

Figure III-4  
 RECREATION CONCEPT

- LEGEND**
- Recreational Space
  - Institutional/Open Space
  - School Grounds
  - Historic Districts
  - Riverfront Greenbelt
  - River Bike/Hike Trail
  - Pedestrian Way
  - Enhanced Gateway



Developed By:  
 Jamestown Urban Renewal Agency

- *Implement the Recommendations of the "Jamestown Riverfront Reclamation and Development Study" & Addendum.* These recommendations include:
  - Development of a bike/hike corridor along the riverfront. Such a corridor should serve as the primary riverfront link to the proposed pedestrian way linkages to the neighborhoods.
  - Extension of the linear park system throughout the river corridor.
  - Implementation of various recreational and economic development projects which focus attention on the riverfront. These should include the development of the McCrae Point Boatlanding Park; Chadakoin River nature preserve; the downtown riverfront; and the progressive redevelopment of the Jamestown Plywood site for recreational, commercial and possibly residential activities.
- *Create a Critical Mass Recreation Center along the Downtown Waterfront.* Activities in this area should include an outdoor entertainment complex, public gathering place, gardens, and other passive recreational activities.

Sub-recreational activity centers should be located at the McCrae Point Boatlanding and near the JCC campus as key riverfront access points.

- *Implement a Land Conservation Zoning District* within the Chadakoin Park area to discourage future inappropriate use of sensitive river wetlands, particularly along the west bank of the river in the vicinity of Jones and Gifford Avenue. The area should be enhanced with interpretive nature trails, programs, parking and restroom facilities.

#### ***Non-Resident Use of Recreational Facilities***

Jamestown is the area's regional center, in which city recreational facilities are heavily used by residents of the surrounding communities. Since the City has no tax jurisdiction beyond the City limits, the City residents are left with the full burden of maintaining the parks system. With the ongoing erosion of the city's tax and revenue base it has become increasingly difficult in recent years to properly maintain and enhance what has historically been an outstanding parks and recreation system.

- *Inter-municipal Delivery of Recreational Services.* A solution to this issue should be established in conjunction with the broader inter-municipal delivery of services policy discussed on page III-22. Failure to effectively provide for the regional support of this system will ultimately lead to its further decline.

#### ***Under-utilization of Chadakoin Park***

Although it is the largest single park in the City, Chadakoin Park is under-utilized and provides redundant recreational services to the population of Jamestown.

- *Reserve Property for Future Alternative Land Uses.* Future facility and program planning at Chadakoin Park should respond to the active recreational needs of the adjacent north side neighborhoods for which the park was originally intended to serve as a center of neighborhood

activity, as well as opportunities related to future commercial development along the Washington Street corridor. (Refer to page III-11 for a discussion of the needs and opportunities of the Washington Street commercial corridor). Design and layout of future recreational facilities should be carefully planned to meet both objectives.

### C. ENVIRONMENTAL RESOURCES

#### *Hazardous Material Contamination of Industrial Sites*

Jamestown's industrial heritage has left the Chadakoin River corridor with seven (7) sites which are currently listed with the NYSDEC as inactive hazardous waste sites and several other sites which are suspected of being contaminated. Contamination of existing vacant or under-utilized industrial sites may be one of the most significant obstacles to redevelopment of industrial properties. This is a critical issue considering the reuse of these vacant and under-utilized properties represents important redevelopment opportunities in this otherwise built-out City.

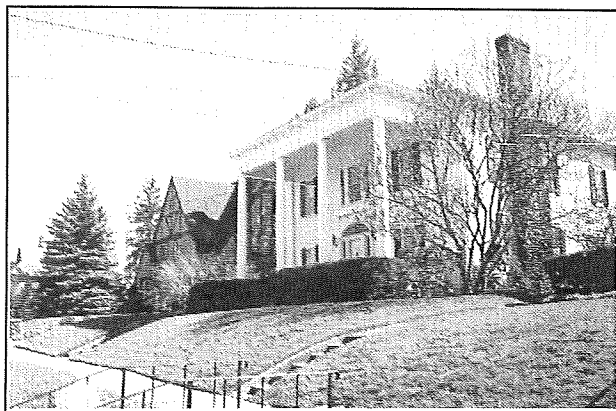
- *Understand Extent of Environmental Problems and Remediation Needs.* The City of Jamestown in cooperation with current and past industrial property owners and NYSDEC should initiate a proactive program to identify hazardous materials sites and define a strategy to efficiently mitigate hazardous sites to the extent necessary to free these properties for redevelopment. Mitigation planning should consider packaging of priority redevelopment sites and creation of an environmental remediation trust fund dedicated to environmental clean-up of developable properties. An on-going working relationship with NYSDEC should be maintained to stay current with the changing application of environmental remediation regulations. A mechanism should be established wherein an organization or agency of the city or county government is responsible for the proactive management of the remediation program.

### D. CULTURAL RESOURCES

The interest of a community in its cultural character says a lot about the way a community views itself and the impression it wants to extend to others. Attention to the historic and visual aspects of the City will help to restore a positive self image.

#### *Under-utilization of Historic Resources*

Jamestown is rich in cultural heritage. From the mill buildings of the river corridor to the stately residences of Lakeview Avenue, numerous structures remain to tell the story of Jamestown's development. The City should celebrate and reinforce the significance of its heritage and confirm the community's commitment to historic preservation for both civic pride and as a means to retain a unique housing and living environment which distinguishes the City from adjoining suburban towns.



- *Develop an Historic Preservation Review Process.* Create a locally designated and managed Historic Overlay District in the areas of Lakeview Avenue and Downtown (Broadhead Mills and Main Street and Third and Fourth Streets). A Historic Review process should be established to monitor, educate and encourage the preservation and adaptive reuse of historically significant structures located in the districts.

At this time, historic districts should be created and regulated at the local level only. Designation of a State or National Register Historic District will be an arduous task and may result in regulations which are unnecessarily restrictive. Implementation of a local historic preservation review ordinance will allow the community to develop regulations for the preservation of culturally significant properties without unduly restricting the rights of local property owners to use and maintain their property.

## **E. CIVIC AND GOVERNMENTAL RESOURCES**

### ***Lack of Inter-Agency Coordination of Services***

There is currently a minimum of interaction between various municipal service providers. Adjacent municipalities are delivering services independent of each other. This practice affords a higher degree of local control over the service (without quantifiable benefit), but at a higher cost to the tax payer.

- *Coordinate Inter-municipal Delivery of Services.* Explore the merit of inter-municipal cooperation concerning service delivery for mutual benefit. An internal review with the affected municipalities in the greater Jamestown area, Chautauqua County government, as well as the Southern Tier West Regional Planning Board should be established to review the delivery practices of fire, police, sewer, water, and recreation services. Where possible, the municipalities should consider methods of maintaining current levels of service at lower costs through intermunicipal cooperation.

A positive example of such inter-municipal cooperation is the Fire Department Study of the county-wide fire service. Coordination of fire protection is being considered in the context of deriving better delivery of service at a lower cost. Although the findings are in process and subject to refinement, the principal of thinking about the issue of service coordination has merit and illustrates the potential by the municipalities for exploring sensitive topics.

Another positive model of inter-municipal cooperation is currently in place for the delivery of economic development services between the Jamestown Local Development Corporation (JLDC), Jamestown Urban Renewal Agency (JURA), the Chautauqua County Industrial Development Agency (CCIDA) and the newly created Greater Jamestown Economic Development Zone. In this spirit of regional cooperation, Jamestown has previously consolidated the City IDA with the CCIDA and has assisted both the Villages of Falconer and Celoron in writing CDBG grant applications in past years.

- *Annex Land for Community Development* - In addition to service and revenue sharing between municipalities, the City must pursue additional opportunities to obtain additional property through annexation. Such municipal land acquisition, combined with aggressive packaging of the property for development (particularly industrial and commercial uses), will help to further expand the tax base.

- *Joint Sponsorship of Community Services.* The City should continue to explore with the County the transfer or joint sponsorship of certain services (such as the public parks, public library, and emergency dispatching) which primarily benefit the regional population. In most cases, such efforts will incorporate a wider pool of resources and result in a higher quality of service.

### ***Role of School System in the Community***

Schools serve both a community and neighborhood role as educational and community centers. No new buildings are planned in the Jamestown School District at this time. However, there is a need to adapt and maintain what is in place.

- *Maintain Schools as the Center of Neighborhood Activity.* Schools are evenly dispersed throughout the City. This helps create identity in addition to establishing hubs of neighborhood activity. This is an asset to the community and should be retained. A centralized school campus would remove an important organizing element from Jamestown's residential neighborhoods.
- *Utilize the Schools System for Locally Oriented Skills Training.* An important issue in Jamestown is the loss of its educated youth due to a lack of good employment opportunities. To address this issue, Jamestown's school system should take an active role in local economic development planning. The schools should expand their mission to include targeted training to provide students with the skills necessary for local employment.
- *Open Schools for Extended Educational Opportunities and Community Events.* In conjunction with overall neighborhood improvement and identity programs, neighborhood schools should be open and available as public gathering places. Evening continuing education programs which offer personal improvement classes (such as home finance, cooking, auto repair, exercise classes and other programs) will bring neighborhood residents out in the evening to participate in common educational/social pursuits. Schools should also be available for non-educational local oriented activities such as neighborhood watch meetings, senior dances, recreational and other evening activities which require low cost group meeting space.

## **F. UTILITIES/INFRASTRUCTURE**

The public utility system is one of Jamestown's major assets. There is sufficient capacity in both the municipal sewer and water systems to accommodate any foreseeable growth within the City. Jamestown operates a municipal electric system providing service to the entire city and certain surrounding areas at a rate which is among the lowest in the nation.

### ***Utility Service***

The City should continue to cautiously explore both the opportunities and the impact of expanding utility service to neighboring communities as an extension of the concept of inter-municipal cooperation. The issues of economic development, cost/benefit of service and system efficiencies must be considered in a coordinated and comprehensive manner.

A specific issue requiring consideration is the distribution of City sewer and water service to adjacent municipalities. While it may result in increased revenue to the city and improved water quality for adjacent municipalities, such system expansion may also provide the necessary infrastructure for future development to occur within other taxing jurisdictions rather than in (and often at the expense of) the City of Jamestown.

- *Adhere to a Formal Policy Concerning Inter-Municipal Delivery of Utility Service (Adopted January 27, 1997).* A defined policy concerning inter-municipal utility service agreements will ensure the level of payment and benefit received by the City is commensurate with the development benefit realized by the receiving municipality. Such a policy must be utilized to guide the negotiation of all such future agreements.

### **Streets/Infrastructure**

In many areas of the City, local streets, as well as storm and sanitary sewer systems, are in need of immediate repair. Deteriorating pavement, damaged curbing and aging piping contribute to drainage, aesthetic, safety and health concerns. It is important that the City aggressively continue its maintenance and rebuilding programs to not only improve the function of its roadways, but also to convey a positive image of the community to residents and visitors alike.

The City should continue to pursue outside funding for municipal infrastructure improvements and legislate annual capital infrastructure budget appropriations.

## **G. TRANSPORTATION**

The movement of people and goods is critical to the on-going competitiveness of a community. Fortunately, Jamestown has decent intra-city circulation, and its regional access will improve considerably once NYS Route 17 is completed.

### **Vehicular Circulation**

- *Improve NYS Route 17 Signage.* As one travels along NYS Route 17 (the Southern Tier Expressway), Jamestown, for the most part, is identified as a significant destination. As far as Binghamton, more than 200 miles to the east, mileage signs note the distance to the City. However, these distance signs fail to reference Jamestown for a significant distance between Hinsdale and Salamanca, but do reference Erie, Pa. as the next destination city within this stretch of expressway. Moreover, upon arrival in the Jamestown area there is only one highway sign reading "Jamestown - Airport," which is easily misinterpreted to read "Jamestown Airport". First time visitors may likely end up in Bemus Point while looking for a "Downtown Jamestown" exit. There are currently three NYS Route 17 interchanges which access Jamestown. One is west of the City at Fluvanna Avenue, another is north of the City at North Main Street, and the third is east of the City at the Village of Falconer. The City of Jamestown should be clearly signed as a designation at each interchange. Mileage references to Jamestown should also be installed on all expressway signs along the stretch from Hinsdale to Salamanca.



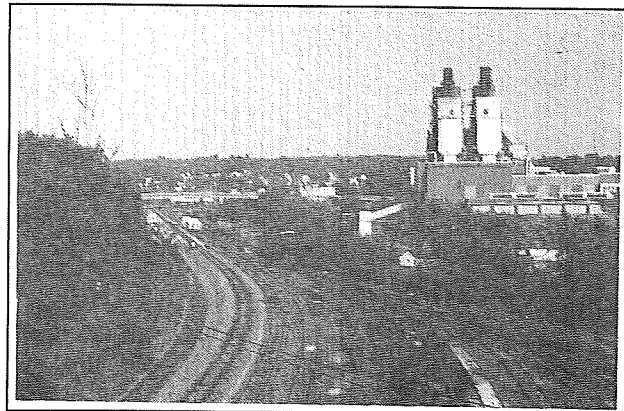
With the upcoming completion of NYS Route 17 to the Pennsylvania state line, traffic is expected to increase significantly. As such, there should be clear signs prior to exits 8 and 13 of the Southern Tier Expressway announcing arrival in "Jamestown and the Chautauqua Lake Region." Highway signage should also promote Jamestown's assets such as JCC, the Roger Tory Peterson Institute, the Reg Lenna Civic Center, historic districts and the downtown business district.

- *Route 60 By-pass.* Local officials should initiate efforts to work with NYS DOT to designate Washington Street as NYS Route 60. Construction of a NYS Route 60 connector between Washington Street at Fluvanna Avenue and North Main Street (existing NYS Route 60) should also receive priority status to promote a safer flow of traffic, greater access to business districts and remove through traffic from the North Main Street residential and professional service corridors.
- *Encourage and Support NYS DOT Upgrade of NYS Route 60.* NYS Route 60 north of Jamestown is the primary north/south transportation corridor connecting the City with the NYS Thruway (I-90), the Greater Buffalo Area and Canada. Improved access is critical to maintain regional north/south traffic flow through Jamestown, particularly considering the likely upgrade of U.S. Route 219 to the west.
- *Improve Gateway Signage.* At each of the major gateways to the City (North Main Street, Fluvanna Avenue, Foote Avenue, East Second Street and Fairmount Avenue) only a standard NYS DOT "Entering Jamestown" sign announces arrival at the urban hub of Southern Chautauqua County. The City should allocate resources to enhance the visual appearance of the gateway signage to create a positive first impression of the community for visitors and residents alike. Community organization signage should be limited to avoid visual clutter at the gateways.

### ***Rail Transportation***

Jamestown is currently at the end of the Southern Tier spur of the Conrail system connecting Chautauqua and Cattaraugus Counties with the regional Conrail System. At this time, Jamestown is the only community with active industry utilizing this spur. Although Conrail is planning disinvestment in this spur, an agreement has been reached to maintain service between Olean and Jamestown three days per week until 1998. Negotiations to maintain service after 1998 are ongoing between Conrail and several other agencies.

- *Preserve the Southern Tier Rail Corridor.* Jamestown should take an active role in the negotiations to maintain rail service to the City. This link to the regional marketplace is critical for the success of Jamestown's industry. The City should support the efforts of the Chautauqua County Industrial Development Agency (IDA), the Southern Tier West Planning Board and other rail advocates to assure continued service.



Several Jamestown area manufacturers rely on rail for transportation of materials and distribution of product. In the near term, a strategy should be developed to ensure uninterrupted rail connections for the shipment of goods and raw materials. In the long term, there is a need to look for ways to reduce the impact of the existing rail yard on the downtown corridor. Possible solutions which should be investigated include relocating the Jamestown rail yard to another area within the Greater Jamestown Economic Development Zone (such as near the Mason-South County Industrial Park) and consolidating the number of tracks passing through the downtown to the minimum required to maintain service. It is also important that the integrity of rail service to and through the City be preserved to accommodate any future needs and opportunities for rail transportation such as increased freight demand, train tour excursions or contemporary passenger opportunities such as a Mag-Lev corridor.

## **IV. GENERIC ENVIRONMENTAL IMPACT STATEMENT**

(Note: The "cover sheet" required under SEQR is provided inside of Comprehensive Plan title page.)

The purpose of this GEIS is to establish baseline information for the scoping of future SEQR evaluations (e.g., Supplemental Environmental Impact Statements) of the actions recommended in the Comprehensive Land Use Plan and Zoning Ordinance Update (hereafter referred to as "the Plan"). The Plan discusses the broad issues related to these actions prior to investment of money and time into the preparation of detailed plans for such. The GEIS also discloses the factors and information considered by the City in the decision-making related to the Plan.

The following shall serve as the Draft Generic Environmental Impact Statement for the adoption of the Plan.

### ***1. Description, Purpose, Public Needs and Benefits***

The proposed action is the adoption of the Comprehensive Land Use Plan and Zoning Ordinance Update for the City of Jamestown, NY. The purpose, public needs and benefits are described in Section I of the Plan and are included by reference in this GEIS.

### ***2. Environmental Setting***

The environmental setting for the proposed action is described in Section II of the Plan and is included by reference in this GEIS.

### ***3. Environmental Impacts***

The Plan's recommendations will have long-term, rather than direct impacts, on the community and the environment. The Plan describes desired outcomes which will occur over a 20 year planning horizon. The Plan sets forth a wide range of general policies and strategies to guide the City towards implementing the vision. Primary or direct impacts are too dependent on site-specific or detailed plans to be discussed adequately in a GEIS.

### ***4. Alternatives***

As discussed throughout the Plan, the City considered a wide range of reasonable alternatives that would possibly achieve the City's stated objectives. The Plan's recommendations are at the conceptual or strategic stage; therefore, the preferred alternatives discussed in the Plan are subject to future modification during the implementation stage. Additional alternatives will be considered during the implementation stage. The "No Action" Alternative has been considered by the City as part of the SEQR process and is considered inadequate for meeting the City's goals and objectives.

### ***5. Irreversible and Irretrievable Commitment of Resources***

The adoption of the Plan, in and of itself, will not incur any irreversible and irretrievable commitment

of resources. In fact, many of the measures set forth in the Plan are designed to prevent such effects. In addition, the Plan encourages the redevelopment of the City in a manner which preserves or protects sensitive environmental resources.

#### **6. Mitigation**

Since no direct impacts will result from the adoption of the plan, mitigation measures are unnecessary. Mitigation measures which should be considered during the implementation of individual actions are recommended throughout the Plan and are incorporated by reference in this GEIS.

#### **7. Growth-Inducing Impacts**

The City is predominantly developed, and the Plan will guide the redevelopment of previously developed areas. By implementing specific actions recommended in the Plan, development will occur in a manner which achieves the City's stated goals and objectives. The Plan also recommends measures to protect or preserve sensitive environmental resources.

The net effect of implementation of the Plan's recommended actions may be a slight increase in overall level of development within the City. This is consistent with the City's objective of increased economic activity within its boundaries. However, the actual effect of implementation of the recommended actions will depend on which actions are actually implemented by the City.

#### **8. Use and Conservation of Energy**

The Plan will not have any direct impact on the use and conservation of energy.

#### **9. Underlying Studies**

The GEIS includes by reference several underlying studies.

#### **10. Catastrophic Effects**

There is no reasonably foreseeable catastrophic effect from the adoption of the Plan. This proposed action is not associated with a potential extreme hazard.

#### **11. Solid Waste**

The Plan will not directly cause the production, transportation or sale of solid wastes.