



# Town of Penfield Comprehensive Plan Update



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(REVISED COMMITTEE DRAFT)



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# Acknowledgments

The Town of Penfield has been fortunate to have active leadership, engaged staff and dedicated citizens to guide the development of the 2023 Comprehensive Plan Update. This updated plan was prepared by Town staff with input and feedback provided by members the Comprehensive Plan Committee. An educational presentation to the Committee was provided by Ingalls Planning & Design at the start of the planning process. In addition to the individuals and organizations listed below, the Town of Penfield appreciates the many citizens and property owners who provided valuable insight and input at various stages of the planning process.

As with many aspects of our lives over the last few years, the onset of the COVID-19 pandemic delayed the timeline for this plan's development and completion. However, the updated plan benefits from this experience as it reminded the Town to provide a framework to address issues and circumstances we cannot predict.

### **Comprehensive Steering Committee Members**

Daniel Berger

George Flansburg

Charles Fox

Michael Gsellmeier

Harold Mellars

Roland Osterwinter

Heidi Rasmussen

Matthew Rich

Donna Spinella

Christopher Whipple

### **Penfield Town Board**

Debbie Drawe, Deputy Supervisor

Linda Kohl, Councilperson

Candace Lee, Councilperson

Robert Ockenden, Councilperson

### **Town Staff**

Kerry Ivers

Matt Prinzing

Doug Sangster

Mark Valentine

The Town of Penfield would also like to thank previous Town Board members (former Supervisors Marie Cinti and Tony LaFountain and Council Members Paula Metzler, Andy Moore, and Rob Quinn) and past Town staff (Jim Costello, Catherine DuBreck and Zach Nersinger) who contributed to the development of this plan.

# Executive Summary

## Plan Purpose and Intent

The purpose of the 2023 Comprehensive Plan Update ("2023 Plan Update") is to provide a guide for the community, outlining a vision and supporting policies that can be used to inform future public and private investment in the Town of Penfield. The 2023 Plan Update revisits the strategies and actions contained in the 2010 Comprehensive Plan ("2010 Plan") and modified and added to them based on current conditions and the community's evolving vision for its future. The 2023 Plan provides strategies to achieve this vision and serves as a foundation for future planning and policy decisions.



*Aerial view of Empire Boulevard where Irondequoit Creek meets the Irondequoit Bay. This is also the vicinity of the boundary between the towns of Penfield and Irondequoit.*

Based on their stated functions, the Town's decision-making boards have the authority and discretion to implement policies and act upon applications for development that may not be explicitly set forth within this Plan when such action is in the best interests of the Town and its residents as a whole.

## The Process

The 2023 Plan Update is a product of a significant amount of time and energy provided by the Comprehensive Plan Steering Committee ("Steering Committee") and Town staff. In July 2018, the Town Board appointed the Steering Committee to oversee the development of Penfield's 2023 Plan Update. The Steering Committee consisted of volunteers who were selected specifically to represent a broad cross-section of residents living in Penfield. The Committee and the public were key participants in the process used to develop this Plan. As noted in the planning process timeline below, the COVID-19 pandemic impacted the completion of this update.

Fall 2018	Introductory Committee Meeting
Winter 2018	Committee Roundtable Sessions with Town Staff
Spring 2019	Community Profile Guest Speakers
Fall 2019	Public Information Meeting Community Forum (09.24.2019)
Fall 2019	Preliminary Vision, Policies, & Strategies
Winter 2019-2020	Draft Sections of the Comprehensive Plan Initiated
2020 **	Comprehensive Plan Update Efforts Suspended
Spring 2022	Draft Comprehensive Plan Development Resumes
Winter 2023	Draft Document Prepared
Spring 2023	Town Board Review
Summer 2023	SEQRA Process Concludes
Summer 2023	Final Comprehensive Plan Adoption

\*\* From March 19, 2020 to June 1, 2020 the Town of Penfield closed its offices in response to the Governor's Executive Orders..

## Community Profile

The information contained in the Community Profile is intended to provide a snapshot of the Town's past, present, and future conditions. Although the exact changes that will occur in Penfield over the next decade are impossible to predict precisely, the following assumptions were developed to guide the Comprehensive Planning process.

- Population growth will continue, but likely at a slower rate than previously experienced.
- The population growth of older citizens will continue to outpace other age groups.
- There will be a continued shift in the housing market with an increased demand for affordable and market-rate rental housing, as well as smaller lots for single-family detached homes.
- Zoning districts like the MUD will likely be a draw to developers in the rental economy.
- Educational attainment levels will remain very high.
- Real estate values will continue to be among the highest in Monroe County.
- Rochester will remain the primary employment center for town residents.
- Sanitary sewer capacity will be the primary limitation on new residential development, and in turn, most residential subdivisions will be in-fill developments of smaller undeveloped parcels west of Route 250.
- Road carrying capacities will remain adequate but improvements at intersections controlled by the NYSDOT and MCDOT will be required to provide congestion relief.
- Improvements to pedestrian, bicycle and transit infrastructure will be needed to enhance linkages among destinations and residential neighborhoods.



*Aerial view of Penfield's Four Corners at the intersection of Five Mile Line Road and Route 441.*

These assumptions, combined with the key issues raised throughout the public input process, serve as the basis of the community's vision and policy areas for the updated Comprehensive Plan.

## Community Vision and Policy Areas

It is the vision of Penfield to remain an attractive place to grow up, receive an education, work, raise a family, and retire. The Town will continue to be a community that has...

- Community character and design that follows the recommendations of this Plan;
- Diverse residential living options for aging residents, growing families, and young professionals;
- Supportive economic development opportunities;
- Sustainable practices in renewable energy and green infrastructure, including support for green living practices;
- A safe and efficient pedestrian and vehicular transportation network; and
- Effective government through strong leadership, continued transparency, and public input.

The Town will achieve this vision by engaging its residents, capitalizing on its assets, and ensuring future public and private investments positively contribute to the character of the community, maintain property values through efficient planning practices, and support the local economy.

The Town’s policy framework is based on addressing the issues, needs and priorities across the following main categories:

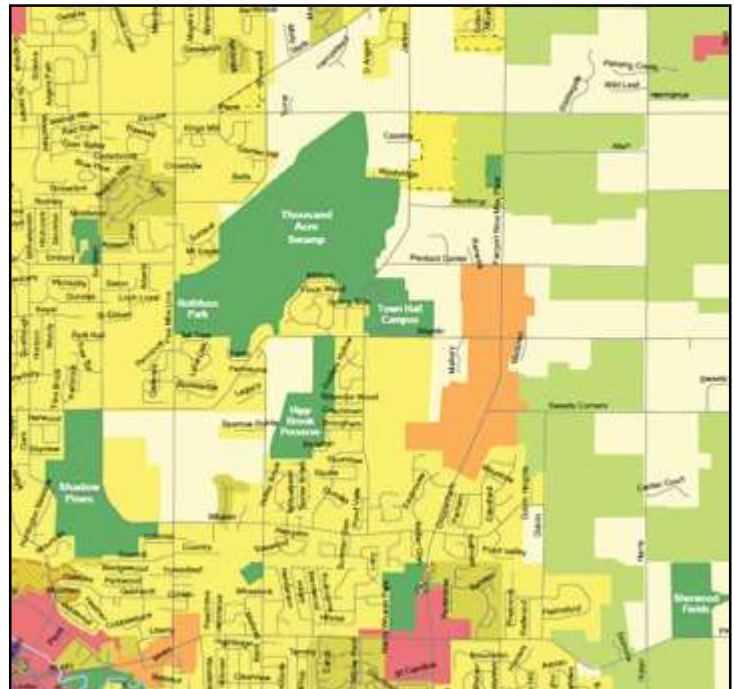
- Residential Living
- Community Resources
- Economic Development
- Agricultural Opportunities
- Natural Resources
- Sustainability
- Transportation
- Community Character and Design
- Civic Engagement

Within each of these categories, the Plan outlines policies, strategies and potential projects and/or actions needed to move the Town in the intended direction. This plan update provides clear direction, while establishing flexibility to address unknown circumstances and conditions that may arise in the future.

### Future Land Use

This Comprehensive Plan Update does not propose any significant changes to the existing land use patterns in the Town. The Town recognizes that Penfield will continue to be a predominantly residential community, with a strong rural-agricultural presence, particularly east of NYS Route 250 (Fairport Nine Mile Point Road). In areas that make sense, non-residential, mixed-use and industrial developments are encouraged. However, due to changes in the housing market and the need for balanced land use, the Town recognizes there will be an increased demand for a variety of new housing options within the community and understands that non-residential development helps offset the Town’s tax base.

Over the last 10 years there has been a significant shift in the housing market. Penfield, like many communities across the county, state and country, has seen a significant increase in the market value of single-family, pre-existing homes, with fast turnaround from listing to closing. Penfield continues to be a sought-after community for area residents. At the same time, some empty nesters are looking to downsize to smaller, single-story homes or other housing options.



Graphic excerpt from the Town’s future land use map.

There has also been an increase in the demand of affordable and market-rate housing. These shifts in the housing market supported one of the key recommendations from the 2010 Comprehensive Plan: the creation of a mixed-use zoning district to provide a variety of residential housing alternatives within walking distance to businesses and services.

Following the adoption of the 2010 Plan, the Town Board rezoned ±360 acres of land along NYS Route 250 from Penfield Center Road to the Eastside YMCA to Mixed-Use Development District (MUD). And in early 2023, the Town Board adopted a local law to amend the regulations governing the design requirements and development standards for this district. The MUD also promotes higher residential unit density with a variety of residential housing options. With projects under way, such as "Penfield Square" and "the Arbors," the MUD will provide the Town and its residents, both young and old, a place to either establish new roots in the community or to remain a resident and age in place.

It is anticipated there will be a growing demand to provide smaller development lots for new detached single-family homes and townhouses where sanitary sewer capacity exists, as well as more affordable and market-rate rental housing, such as Water's Edge Apartments (Empire Blvd.) and Ellison Heights (Old Penfield Road). Currently, there are only a few remaining locations for higher density living opportunities across the west side of Penfield. In turn, as part of the charge from the Town Board, the Steering Committee discussed and reviewed rezoning requests from property owners for denser residential development or transitional commercial business uses. These will be discussed later in the document, however the committee felt that several of the requests would be suitable recommendations for the Town Board to consider in the future.

The Town will continue its work to manage open space. The 2010 Comprehensive Plan documented the accomplishments of the 2002 Open Space Plan to outright purchase or obtain the development rights to over 1,100 acres of land in an effort to maintain and promote agriculture in the Town. Looking ahead, the Town may need to help address challenges that second-generation family members face when inheriting property with Conservation Easements and Purchased Development Rights. While most families have been able to maintain farming on their lands, some struggle to find the best use for the lands that conform with the easement requirements and applicable NYS Agriculture and Markets Law. Other preservation techniques used in land development, such as Town Law §278 Cluster Development will continue to be encouraged for most single-family residential neighborhoods.

In November 2017, the Town Board purchased the former golf course known as Shadow Pines, which added 212± acres to the Town's inventory of properties and limits future development rights by restricting future residential development. The Shadow Pines Conceptual Master Plan and Shadow Pines Conceptual Master Plan Report provided a mapping resource and a narrative of possible future uses on the lands. The future development of this property presents exciting opportunities for the Town to provide a broad range of uses for all types of visitors.



Over the next decade, the Town will use appropriate planning tools and will continue to monitor market conditions to ensure that additional growth positively contributes to the fiscal health of the Town. As Penfield continues to grow, it is imperative that the Town balances residential growth and open space preservation with commercial and industrial developments to help alleviate the tax burden for its residents.

### Relationship of Property Tax and Land Use

There is a direct relationship between land uses, the services they require, and the taxes required to provide those services. For example, undeveloped lands such as agriculture and open space do not require the same level of community services (e.g. public infrastructure, recreation, emergency services, etc.) and do not increase the number of children to be educated in the local school districts.

In 2016, the American Farmland Trust published an updated summary of the Cost of Community Services (COCS) from data collected from at least 151 communities in the United States. This summary indicates that, on average, approximately one-third of each tax dollar paid on undeveloped land is used to cover community services. The remaining \$0.63 represents a cash contribution to the community’s overall budget. Commercial and industrial uses require an average of \$0.30 in services for every tax dollar they contribute.

Fiscal Cost/Benefits of Various Land Uses (Source: American Farmland Trust, 2016)

<u>Land Use</u>	<u>Taxes</u>	<u>Cost of Use</u>	<u>Net</u>
Agricultural or Open Space	\$1.00	\$0.37	+\$0.63
Commercial/Industrial	\$1.00	\$0.30	+\$0.70
Residential	\$1.00	\$1.16	-\$0.16

By comparison, residential uses require the largest range of services, including fire, police, sidewalks, water service, sewer service, recreation, library services, and the education of children. Individual studies indicate that the cost of these community services frequently exceed the tax dollars generated by the residential uses. This is especially relevant in areas of low density residential development where significant infrastructure is required for relatively few properties. In this particular study, residential uses had an average net loss of approximately \$0.16 for every tax dollar they contribute; in some of the communities studied, the costs associated with community services were greater than \$2.00 per dollar of taxes paid.

### Zoning and Land Use Recommendations

As part of the planning process, the Town Board charged the Steering Committee with the review and discussion of rezoning requests from property owners seeking higher residential density (units per acre) or district designations that would allow transitional commercial business uses. The Committee was also asked to explore other future rezoning recommendations that would address identified goals and development priorities.

The Committee’s recommendations will be used to inform future land use decisions for local governments. The tools for accomplishing this include: the existing Official Zoning Map, which dictates currently permitted land uses and development patterns; and the Rezoning Recommendations Map, which provides a generalized vision for the community’s future land use over the next decade. The latter is intended to guide future changes in Penfield’s land use. However, this future rezoning map is not the only foundation for future land use modifications. Map amendments and zoning code updates may be included in the future land use narrative, but not reflected on the rezoning recommendation map. The permitted land uses found in the Zoning Ordinance can be summarized in the categories below.

## Land Use Categories based on Zoning District with Descriptions

<u>Land Use &amp; Zoning</u>	<u>Description</u>
Conservation Residential Zoning ID: CR-2	Limited low density residential development district to protect the Irondequoit Bay shoreline.
Rural Residential/Agricultural Zoning IDs: RA-2, RR-1	Sparsely developed land used for large lot residential, vacant, crop production, or animal raising.
Low Density Residential Zoning IDs: R-1-20, R-1-15, R-1-12	Single-family homes on lots with private open space and a fair amount of building separation.
High Density Residential Zoning IDs: TH, MHP, MR	Compact development of single-family homes, townhouses, duplexes, manufactured homes, condos and apartments.
Mixed Use Zoning IDs: FCD, LLD, MUD, PD	Variety of residential development blended with community uses and pedestrian scaled commercial uses.
Commercial Business Zoning IDs: BN-R, LB, GB	Retail, office, and service related uses that cater to local residents and the traveling public.
Industrial Zoning ID: LI	Manufacturing, assembly, warehouse, and distribution activities.

Any consideration of future land rezoning is based on an understanding that:

- 1) Proposed development shall have a strong emphasis on how the use is designed and how density has been applied to create the desired character.
- 2) Reviewing boards shall be sensitive to and encourage compatibility of the potential uses and densities with the character of the surrounding areas.
- 3) The understanding that there is a direct relationship between land use and property tax revenues.
- 4) Transitional uses and buffering incorporated into site layout and design significantly increase the compatibility of various uses.

## **Plan Implementation**

Chapter 5 of this Comprehensive Plan Update is dedicated to implementation and provides a series of detailed actions needed to achieve the goals outlined for each of the policy areas. This section provides Town leaders and staff with information needed to monitor progress toward comprehensive plan goals and priorities. It is important to note that many of the action items will require coordination with, and action by, other agencies and project partners. The Town will continue to work with project partners to keep Penfield aligned with its vision for the future.



# Chapter 1 - Introduction

## Introduction

### Plan Purpose & Intent

The purpose of the Town of Penfield 2023 Plan Update is to provide an overall framework for future public and private investment within the municipal boundary. This investment can take many forms, including, but not limited to, financial, civic, and creative resources. In Penfield, it is this collective investment by our residents, businesses, churches, and local government that will shape the physical, social, and economic character of the community. An additional intent of the 2023 Plan Update is to determine if the recommendations of the 2010 Plan have been met, affirm remaining recommendations that continue to reflect Penfield's vision for its future, and identify any new or additional strategies and actions needed to move Penfield forward.

It is important to note that the 2023 Plan Update is consistent with New York State Municipal Law. According to NYS Town Law 272-A, a comprehensive plan is defined as:

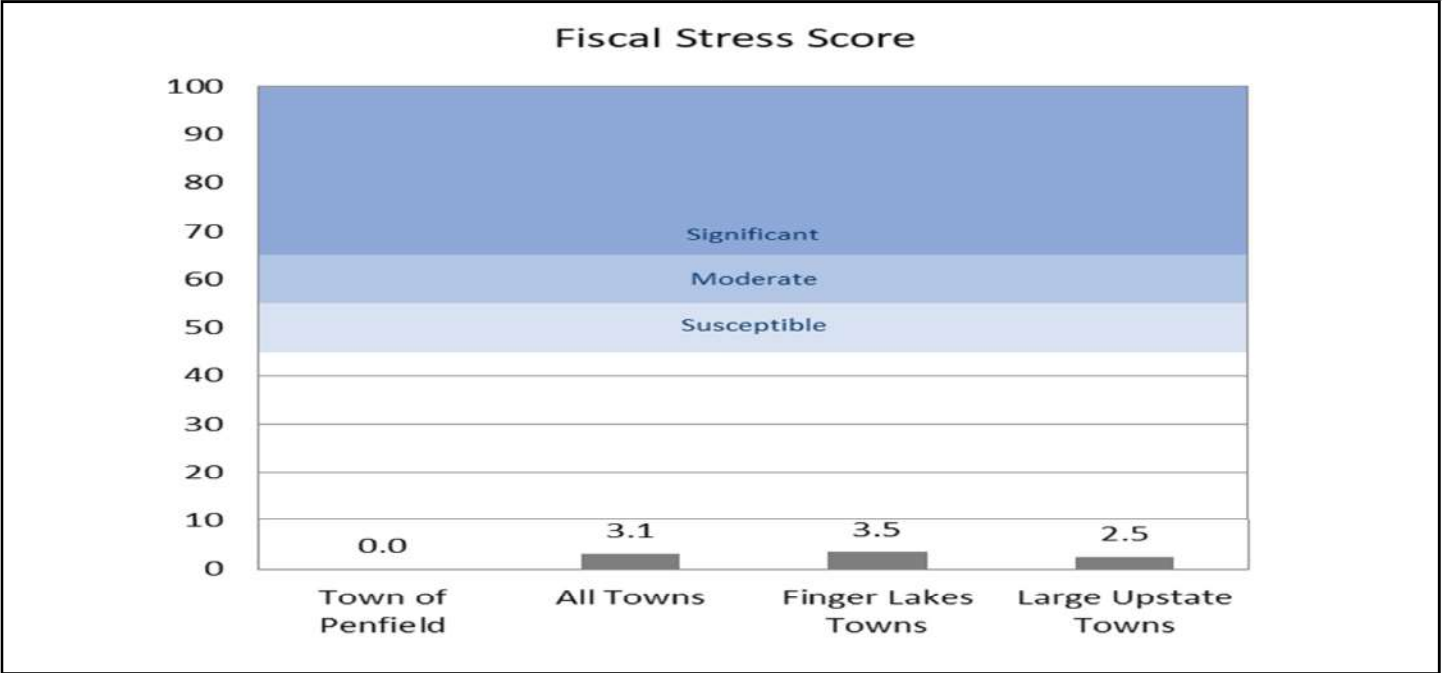
“the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the Town located outside the limits of any incorporated village or city.”

The 2023 Plan Update articulates the vision of the Town and establishes the community's policies and strategies in order to achieve that vision. It will serve as the foundation upon which future planning and policy decisions may be based. Although this document is an instrument for town policy making, future decisions may need to deviate from the stated vision and policies due to unforeseen or changing conditions or circumstances. If future actions or decisions deviate from the strategies expressed in the 2023 Plan Update, a sound argument and rationale will need to be analyzed by the board having jurisdiction. Any decisions that deviate from the 2023 Plan Update should only be supported after careful consideration of the overall benefit to the community.

### Planning Horizon

The “planning horizon” is defined as the length of time for which the plan is considered relevant and representative of the community. It also quantifies the length of time necessary to implement a majority of the plan's recommendations.

Penfield's traditional planning horizon has been 10 years, which was aligned with the start of a new decennial census. However, the results from the U.S. Census were never available before each of those plans were adopted. This resulted in the comprehensive plan citing older data, which required a revision within a few years of a comprehensive plan being adopted. Therefore, a new planning horizon of 12 years is proposed following the adoption of the 2023 Comprehensive Plan Update.



Upper left: Veteran's Day ceremony; Upper right: aerial view of the Town of Penfield's solar array located on Jackson Road; Lower: Slide from the 2023 Budget presentation to Town Board demonstrating the Town's excellent fiscal condition.

The 12-year horizon would only be temporary, however, in order to allow the U.S. Census Bureau to complete the 2030 U.S. Census. The compiled data from the U.S. Census would provide the next Steering Committee access to the most current demographic data for Penfield and the Greater Rochester area. Once the 2035 Comprehensive Plan is adopted, the planning horizon can be adjusted back to its standard 10-year period. This way future Town leaders, staff members, and Steering Committees will always have access to the most recent census data when analyzing the demographic conditions and trends.

As previously mentioned, the goals and content from the 2010 Plan remain relevant today. For this reason, the 2023 Comprehensive Plan has been designed as an update to the 2010 Plan. The Town Board, along with the Steering Committee assembled to oversee the preparation of this document, identified the following considerations and themes in preparing the updated plan:

**Aging Population** – Like many communities across the country, Penfield continues to experience a shift in the age of its residents. A growing number of residents are approaching retirement or are already retired, and they constitute an increasing percentage of the Town’s overall population. The Town believes that addressing the needs of the aging population will be a priority over the next decade. These needs include providing a variety of housing options to accommodate the down-sizing movement in real estate, enhancing accessibility to services, and ensuring that the infrastructure of the Town can support the needs of its aging citizens. However, the Town should continue to utilize sound planning principles to provide housing and opportunities for younger age groups that historically have been mobile and relocated out of Penfield and the Rochester area.

**Sustainability** – Over the past decade, the world has seen tremendous advancement in the field of renewable energy generation and sustainable practices to reduce pollution. This includes the efficiency of solar voltaic systems, advancements in electric and hybrid vehicles, the improved capture of geothermal and wind energy, advancements in recycling of household items, and green infrastructure solutions for land use development. In Penfield, several property owners have inquired about the use of these systems on their land. The Town should amend Penfield’s Town Code to address the use of renewable energy sources and sustainable practices and continue to advance climate smart initiatives.

**Fiscal Responsibility** – Although the Town of Penfield has relatively high property values, there are increasing costs associated with community services and infrastructure associated with residential development that can impact Penfield's tax base. Given the relatively stagnant regional economy, there is a growing focus on the fiscal impacts of local decision-making over the next 12 years. The Town should continue to ensure that land use decisions do not result in an unnecessary financial burden on Town taxpayers. The 2023 Plan Update recognizes that the Town provides a very high quality of life to its residents and must continue to provide services and facilities that meet the community's evolving needs. However, these needs must be addressed in a fiscally sound way to minimize impacts to Penfield tax payers.





## Chapter 2 - Community Profile

Considering Penfield's history to date and examining current conditions are critical steps in the long-range planning process. Understanding our community's physical, economic and social changes over time and considering past studies and planning efforts helps us better understand how the Town has developed and operated. The Town's past and current community investment decisions and policy making provide the foundation upon which the future goals and priorities contained in the 2023 Plan Update were established.

This chapter provides a brief synopsis of the existing conditions analysis and past studies in order to provide a context for the Town's vision and policies. More detailed data and information is provided in the appendices and is noted in the sections that follow.

### Existing Conditions Analysis Summary

This Existing Conditions Analysis included in Appendix A provides a detailed review of key statistics and data that is important to consider during long-term community planning efforts. Understanding where a community is now and observing changes over time provides a framework for determining future priorities and direction. The data and analysis included in the 2010 Plan was reviewed and deemed consistent with best practices in comprehensive planning. Consequently, the analysis contained in the 2023 Plan Update mimics the topics addressed and includes updated analyses to the extent that new data sets were available.

Below are the primary categories of information explored in the Existing Conditions Analysis with a snapshot of the information addressed in each area. Each topic was analyzed using a variety of data sources, such as the U.S. Census Bureau and the American Community Survey (ACS), in order to quantify and assess the state of the Town. For comparison purposes, data points for the surrounding towns within Monroe County are also provided where available.

For more detailed assessment of current conditions, please refer to Appendix A.

### Population

The Town continues to see steady population growth, which is consistent with, albeit slightly higher than, several neighboring communities. Future projections show that while population in Penfield will continue to grow, the population growth rate is forecasted to decrease over time.

Consistent with regional and national demographic trends, the percentage of residents age 65 and over is increasing and is expected to grow. At just over 20%, this age cohort is the currently the largest percentage of the Town's population. The 20-34 age cohort comprises the lowest percentage of Penfield's total population. This information will likely be important as the Town considers the services, amenities, land uses, housing options and infrastructure. Strategies to attract and retain younger residents need to complement those required to satisfy families and older adults who want to age in place.

The Town's population continues to enjoy high educational attainment, with nearly three-quarters of the population having at least one college degree and more than 25% having a master's degree or higher.

## Housing

For the last 60 years, Penfield has averaged approximately 200 new homes annually. That rate of single-family residential development will likely not maintain that pace going forward given the projected population growth, finite developable land, and shifts in residential housing market demand. The Town's ratio of owner-occupied to renter-occupied dwelling units continues to be higher than the county-wide percentage.

Consistent with data captured in previous comprehensive plans, Penfield's housing values have continued to rise. However, median sales prices have experienced significant spikes, specifically over the last four years. Penfield's median sales price increased 46.9%. And at \$320,000 in 2022, Penfield's median sales price was second highest in the County. Although this information confirms Penfield is a valued and sought-after place to live, it underscores the potential challenges that some may face when buying a home in our town, particularly those with fixed or lower incomes, including, but not limited to, young people, first-time home buyers, and aging residents.

## Economic Base

Penfield's median household income level consistently exceeds both national and county averages. Per 2017-2021 American Community Survey data, Penfield's median household income is \$101,250 and among the highest compared to other towns in Monroe County and significantly higher than Monroe County's median household income of \$66,317. Although not the only indicator of a community's economic health, higher median incomes are often associated with higher discretionary spending, which attracts, and helps retain, local and regional businesses and service providers. Our residents' spending also contributes to increased sales tax revenue, which benefits the Town in the form of sales tax revenues received from the County.

Penfield residents are employed across a variety of employment sectors, with the highest percentage of residents falling into the following categories: education, healthcare and social assistance; professional, scientific, administrative, and waste management services; and manufacturing. The current data available related to residents' commute to work may not accurately reflect current conditions, especially given COVID-19's impact on remote employment.

## Community Resources

This section of Existing Conditions Analysis includes an overview of the services and amenities related to sewer, stormwater management, emergency services and schools. Each of these resources can have a significant impact on the Town's future direction and decision-making. The Town's sanitary sewer system plays an integral role in determining the location and scope of future development. At the current time, the Town's community resources are able to meet current and anticipated future demands.



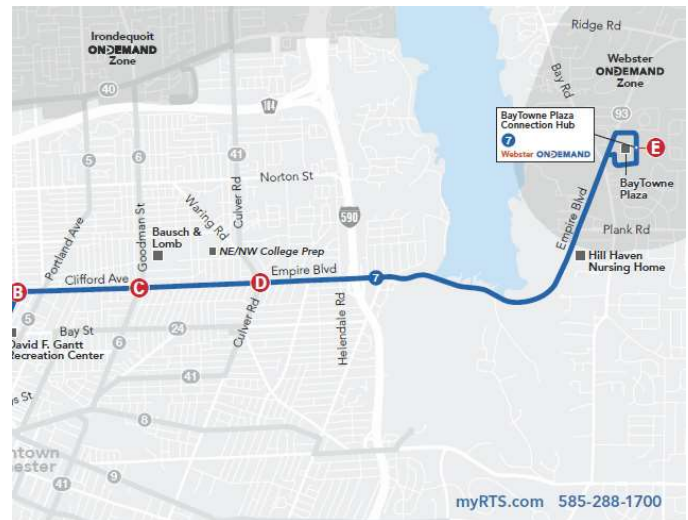
*Park facilities are one example of the community resources provided by the Town of Penfield.*

This section also provides an overview of parks and recreation facilities, including a summary of the public and private recreational facilities located within our municipality. Understanding the location of existing amenities helps identify current and future opportunities for connection to, and expansion of, the Town’s passive and active recreation offerings. There is also a summary of the Town’s historic resources, which contribute to the Town’s sense of place and community character.

### Transportation System

The Town of Penfield is served by a network of highways, arterial roads, collectors, and subdivision streets that are owned and maintained by either the New York State Department of Transportation (NYSDOT), the Monroe County Department of Transportation (MCDOT), or the Town of Penfield and its Department of Public Works. There are also several private drives that serve some residential subdivisions in various locations of the Town.

A review of traffic projections for the year 2031, provided by the Genesee Transportation Council, indicates good operating conditions within Penfield will continue over the next two decades with the following exceptions: Browncroft Boulevard beginning east of Blossom Road to Scribner Road; Five Mile Line Road from the southern town line to Whalen Road; NYS Route 441 east and west of Five Mile Line Road; and a small segment of Panorama Trail just north of NYS Route 441.



Graphic depicting the RTS bus route that serves BayTown Plaza located in the Town of Penfield.

Penfield currently maintains approximately 32 miles of sidewalks and continues to install about one mile of new sidewalk each year. It is reasonable to assume this inventory will grow over time since the Town implemented a sidewalk requirement for any new development. Although there is a waiver process for developments where new sidewalk may not be appropriate or feasible, developers contribute to a sidewalk fund that is used to fund new sidewalks elsewhere.

Penfield has a system of trails provided mostly in Town and County parks located within our municipal boundary. There are trails in neighborhoods that provide cross connection to neighboring subdivisions, schools, commercial areas and other destinations.

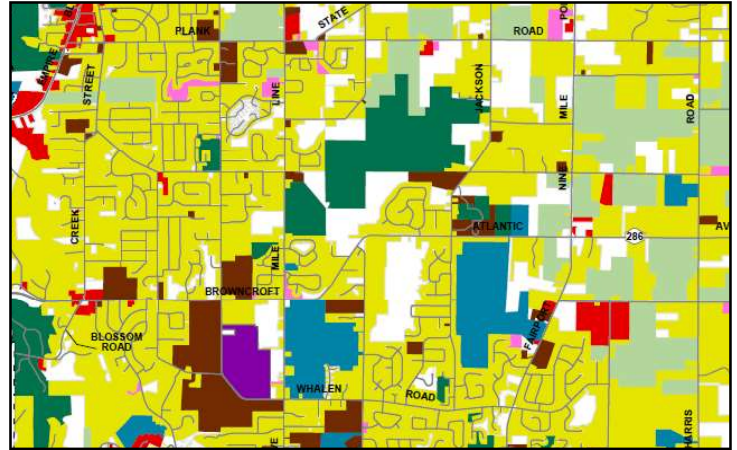
Transit service in the Town of Penfield is limited to two fixed routes that offer limited stops within the Town boundary. A portion of Penfield is located in the Webster OnDemand Service Area, which allows users to call or use an web-based application to request a ride.

## Natural Resources

The Town has established Environmental Protection Overlay Districts (EPODs) to protect sensitive nature features including steep slopes, woodlands, watercourses, wetlands, and floodplains. This section provides an overview of each area and the importance of protecting these critical natural features through careful design and conservation.

## Land Use Patterns

In keeping with our suburban classification, 50% of the Town's land area has been built for single-family residential use. Open space (vacant) and agriculture lands are the next highest uses at 17% and 14% respectively. The current land use patterns and distribution are not expected to change drastically given the limited ability to expand sewer service. However, with only 5% of land area designated for commercial, industrial or mixed-use, there is a need to expand the non-residential tax base. The recently created Mixed-Use Development District is the only area in town where a noticeable change in land use development patterns is anticipated.



*Graphic excerpt from the Town's Existing Land Use Map. Full map is contained in Appendix B.*

## Overview of Previous Plans and Studies

### Long-range Community Planning

The Town of Penfield has a long history of planning for its future. It has completed two Master Plans, three Comprehensive Plans, and numerous other site or topic-specific plans and studies. This document is Penfield's sixth community-wide planning effort.

Historically, the terms "Comprehensive Plan" and "Master Plan" have been used interchangeably. Each was used to describe a document with the primary purpose of addressing the physical development of a community. However, over the past 20 years, the two terms have diverged in their meanings. The scope of a modern Comprehensive Plan has broadened to include areas of interest that go far beyond the physical characteristics of an area. Policies and recommendations that address community resources and regional collaboration are examples of topics covered by a Comprehensive Plan. Alternatively, a modern Master Plan focuses on the physical development of an area, whether that be an entire community or a specific site or geographic area, such as the Four Corners area.

Over the last 20 years, the detailed focus of Penfield's previous comprehensive plans may have changed, but the general themes have remained relatively consistent. The Town continues to:

- value its role as a high-quality bedroom community;
- identify opportunities for agriculture and open space preservation;
- promote environmental stewardship and sustainability;
- explore ways to diversify its tax base by securing or expanding non-residential development; and
- maintain transparent and collaborative leadership.

A detailed summary of the past long-range community plans is provided in Appendix C.

### **Transportation Planning**

The Town has been proactive in undertaking planning efforts to identify land use and transportation strategies and projects to manage traffic flow and improve safety for all modes of travel. Several of these past planning efforts have resulted in access management policies and practices that reduce access points along the busiest roadways (e.g., NYS Route 441 and 250, Empire Boulevard) and create safer pedestrian access connections.

Many of the major corridors in Penfield are state and county roads. Initiation of road reconstruction and major road repair projects on state and county roadways are within the purview of the applicable permitting agencies. Consequently, the Town's planning efforts require close coordination with, and buy-in from, the New York State Department of Transportation (NYSDOT) and the Monroe County Department of Transportation (MCDOT).

The following is a list of the major transportation-related plans and studies completed to date. A detailed summary of these plans is provided in Appendix A.

- 1989 Town-wide Traffic Study
- 1996 Routes 441/250 Land Use Access Management Plan (LUAMP)
- 1999 Route 404 Corridor Study
- 1999 Route 286 Corridor Study
- 2009 Route 250 Corridor Study

### **Area Planning and Topic-Specific Planning Efforts**

Penfield boasts a range of natural landscapes and agricultural/open space lands (e.g. Irondequoit Bay, preserved farmland), is home to several historic sites and districts (e.g., Four Corners) and offers several commercial corridors and destinations that serve both local and regional residents. As a result, there have been a range of area-specific or topic-specific plans developed over the years. Many of the plans have been focused solely within the Town's boundaries. However, the Town has also been engaged in inter-municipal planning efforts (e.g., LaSalle's Landing Development Plan and Irondequoit Bay Harbor Management Plan). Each of these plans has helped to shape the patterns and types of development within the Town and to implement critical regulations and policies for environmental stewardship and open space protection. Descriptions of these past planning efforts is contained in Appendix C.



## Chapter 3 - Community Vision and Policies

### Vision

It is the vision of Penfield to remain an attractive place to grow up, receive an education, work, raise a family, and retire. The Town will be a community that has...

- Diverse residential living options that are safe and attractive;
- High-quality community resources to serve businesses, residents and other town stakeholders;
- Rewarding economic development opportunities;
- Effective stewardship of natural resources;
- A safe and efficient transportation system;
- Community character and design that is a source of community pride;
- Engaged citizens, volunteers and town leaders; and
- Sustainable environmental practices.

The Town will achieve this vision by engaging its residents, capitalizing on its broad array of assets, and ensuring future public and private investments are developed in a manner that enhances community character and community and promotes long-term economic security.

### Policies

In order to achieve the community's expressed vision, policy statements and supporting strategies were developed for the following key topics.

- Residential Living
- Community Resources
- Economic Development
- Agricultural Opportunities
- Natural Resources
- Sustainability
- Transportation
- Community Character and Design
- Civic Engagement

The policies and strategies outlined in this chapter provide a framework for the future land use and implementation chapters that follow. The direction and ideas contained in this chapter are specific enough to provide clear direction and recommendations for future action. However, they are also broad enough to offer direction for future decision making and investments on specific issues and scenarios that can't be predicted.

*A goal without a plan is just a wish.*

— Larry Elder

# Residential Living

It is the policy of the Town to have neighborhoods and residential living areas that are safe and attractive. The community will continue to place a priority on preserving the appeal of existing neighborhoods. The Town will locate future residential development in a manner that efficiently uses available infrastructure capacity, while minimizing the loss of high quality farmland and protecting environmentally sensitive areas. Over the next decade, Penfield will remain a suburban "bedroom" community that strives to have a variety of housing types for residents of various ages, incomes, and family structures.

## Strategies

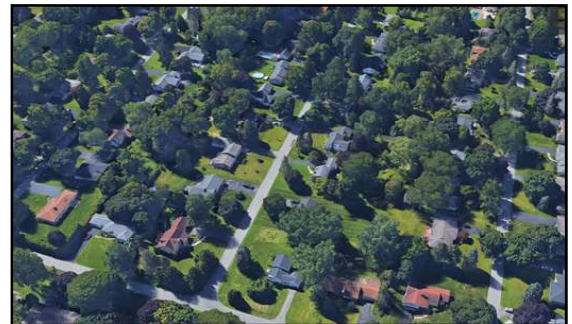
- A. Maintain the single-family residence as the primary residential unit in the Town.
- B. Address neighborhood nuisances and property maintenance issues.
- C. Increase the variety of living options available.
- D. Locate higher density residential development in areas that have appropriate infrastructure.
- E. Maintain and/or increase property values.

### A. Maintain the single-family residence as the primary residential unit in the Town.

Single-family homes continue to be the dominant land use in Penfield, as shown on the Existing Land Use Map. Through the public input process, residents expressed their support for the existing quality of life that the Town offers. Penfield’s role as a “bedroom” community within the Rochester region was viewed favorably based on the public input gathered.

The 2023 Plan Update continues to promote the single-family residence as the primary residential type in Penfield, which is supported in the current zoning and future land use plan. However, there is an identified need to expand the housing types and styles in the town, especially housing that allows residents to age in place and affordable options for younger residents. Over the next decade, a greater emphasis will be placed on expanding the variety of residential offerings within the Town, including compact development designs.

While standard subdivisions provide uniform lots with very similar dimensions and setbacks, it is important to avoid subdivisions that are too “cookie cutter” in their architectural design. A variety in housing design, even within the single-family development model, is important to enhance community character and quality of life.



*These aerial images demonstrate some of the residential development types and patterns found in Penfield.*



**B. Address property maintenance and neighborhood nuisances and safety issues.**

Protecting the quality of life that is enjoyed by current and future residents of the Town will remain a community priority throughout the planning horizon. In order to accomplish this, typical property maintenance and nuisance issues will need to be addressed, including, but not limited to:

- Excessive noise levels;
- Light pollution; and
- Poor property maintenance.

The Town Code contains provisions to ensure that residential areas remain peaceful and attractive places to live. The Town also produces informational materials to ensure residents are aware of their responsibilities. A prime example of this, is the flier entitled “Up To Code - Keeping Our Town Looking Good,” which can be viewed on the Town’s website. Penfield Code Enforcement staff will continue to educate residents and enforce applicable town and state codes.

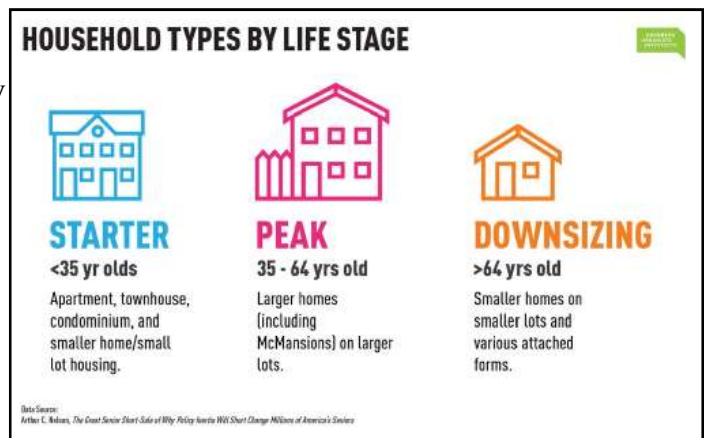
Motor vehicle use, while necessary and important to the Town, can have negative impacts on residential neighborhoods’ quality of life and can significantly detract from residents’ enjoyment of their homes. The most common traffic related complaints include:

- Vehicles traveling above the posted speed limit;
- High traffic volumes;
- Excessive cut-through traffic volumes. This occurs when vehicles use a residential street as a means to bypass a congested area or intersection; and
- Difficulty exiting side streets onto major transportation corridors.

These impacts pose a threat to the local quality of life but more importantly to the safety and comfort of the residents. Penfield will continue to pursue transportation solutions to ensure that motor vehicle traffic is properly managed and controlled on local streets.

**C. Increase the variety of housing options available.**

Throughout the public input process used to develop the 2023 Plan Update, it was made clear that the community needs a wider variety of residential options within the Town. The public comments mirrored what many articles and studies have shown over recent decades related to housing preferences through individuals’ life cycles. Included in a “Strong Towns” article reviewing recent shifts in the residential housing market as it relates to large detached single-family houses, they provided the life stage infographic to the right.



Infographic depicting the “typical” housing preferences over a resident’s lifetime. Source: Strong Towns Website

As suggested by the preceding infographic, Penfield’s current housing supply may not meet the current demand for “starter” homes and/or the housing preferences of aging residents looking to downsize from their larger single-family homes.

Penfield should continue to explore ways to encourage additional senior housing and support services that would allow residents to “age in place” or continue to live in the same community they have spent much or all of their lives in. The private development community has been successfully providing more senior housing within Penfield. Projects such as The Legacy Senior Living Community, Atria, and Arbor Ridge offer a variety of lifestyles to seniors within the Town. However, the high development costs (land values, infrastructure, etc.) in Penfield make it difficult for developers to create affordable housing options for seniors with fixed incomes.

The Town will also need to consider identifying future land use regulations and incentives to expand the affordability of residential purchasing and leasing options. These regulations could include an increase in residential densities or an expansion of the areas where a mix of residential and non-residential uses may be appropriate, as outlined in Chapter 4 (Future Land Use).

### **D. Locate higher density residential development in areas that have appropriate infrastructure.**

When considering where high-density residential development can be supported, the Town should carefully consider access to public water and sewer, traffic and roadway system capacity and proximity to other complementary infrastructure (e.g. sidewalks and trails). The Community Profile in Appendix A and the various infrastructure-related maps in Appendix B describe and depict where the infrastructure is located.

As interest in land development continues, it will be critical for the Town to require comprehensive capacity studies to demonstrate the current and future implications of proposed developments. The Town will continue to work with the County, regional planning organizations, and neighboring municipalities to coordinate growth.

In order to accommodate the variety of living options described in Strategy A of this section, the Town should strive to direct higher-density residential development such as apartments and townhouses towards the areas of the Town that can be serviced by public water and sewer service as well as transportation systems.

**E. Maintain and/or increase property values.**

There are many factors that impact local residential property values. In considering the Town's role in preserving housing values, Penfield must continue to take a multi-faceted approach that consists of:

- Encourage compatible growth and development. As additional infill, redevelopment, and new development take place within the Town, careful consideration should be given to a proposed development's impact on community character. Reviewing boards should be sensitive to and encourage compatibility of densities and character of the surrounding environment.
- Continue to offer community amenities to residents. The Town of Penfield has consistently invested in amenities to improve the quality of life of its residents. These amenities include an extensive park system and a variety of recreation facilities and programs for all age groups. In addition, the Town is actively working to expand its network of trails and sidewalks to connect neighborhoods to each other, to recreation resources, and to the goods and services offered in the local commercial districts.
- Monitor and enforce property maintenance. The Town will continue to ensure that its code enforcement staff review and remedy properties that do not comply with applicable town and state property maintenance regulations. Consistent code enforcement ensures that properties are maintained in good repair, which sustains the value of surrounding properties.

The Town should continue to work with its partners to ensure that other factors, such as a high-quality school system, low crime rate, and safe roadways, continue to positively contribute to the housing values within the community.



## Community Resources

For the purposes of this plan, a community resource is broadly defined as any program, service, or infrastructure that positively contributes to the Town's quality of life. The table below identifies the most common community resources within municipalities in upstate New York. It also identifies the providers of these services within Penfield.

### Common Community Resources and Providers in Penfield

Community Resource	Local Provider
Ambulance Service (Volunteer)	Penfield Volunteer Emergency Ambulance
Cable and Internet	Spectrum, Frontier, Greenlight and others
Educational System (K-12)	Public School Districts (Penfield, Pittsford, Wayne Central, Webster) and Private Schools (Charles Finney School, Rochester Christian School, St. Joseph's, Southeast Christian Academy, Webster Montessori)
Faith Community	21 local religious institutions and/or communities
Fire Protection (Volunteer)	Fire Companies (Penfield, West Webster, and Northeast Joint Fire Districts)
Gas and Electric Service	Rochester Gas and Electric, Penfield Community Choice Aggregation (CCA)
Highway Operation and Maintenance	New York State Department of Transportation (NYSDOT), Monroe County Department of Transportation (MCDOT), Penfield Department of Public Works (DPW), and Genesee Transportation Council (GTC)
Law Enforcement	New York State Police and Monroe County Sheriff
Library	Penfield Community Center Library (part of the Monroe County Library System)
Local History	Town Historian
Parks, Recreation and Open Space	Town of Penfield and Monroe County Parks Department, Genesee Land Trust, The Nature Conservancy
Public Transportation	Rochester Genesee Regional Transportation Authority
Water and Sewer Service	Towns of Perinton and Webster, Monroe County, and Monroe County Water Authority

Several of the community resources outlined above are provided directly by the Penfield Town government. Some are partially funded by the Town, and others are completely independent from the Town. The responsibility of delivering high-quality services to the Penfield community is shared by a variety of governmental entities, quasi-governmental agencies, not-for-profit groups, and/or private entities. Therefore, the Town must maintain collaborative relationships to help ensure the needs of our town residents, businesses and non-profits are met. In addition to the service providers above, Penfield boasts many other private and non-profit resources that enrich our residents' lives, including, but not limited to Shadow Lake Golf Course, Penfield Country Club, Outlet Rod and Gun Club, Genesee Conservation League, the YMCA (Bay View and East Side), Boy Scouts of America and Girls Scouts of the USA.

## Community Resources Policy Statement

It is the policy of the Town to have community resources that provide a high level of service to town residents and businesses at a reasonable cost. The quality of life within Penfield is positively impacted by the health and safety benefits provided by state and county law enforcement, local ambulance service, three fire companies, and public water and sewer service (in certain areas). The community's success and well-being are ensured by the combined efforts of the four school districts, private schools, the public library system, local faith communities, and local and county park facilities. As the community demographics shift over time, it is imperative that the community resources adapt to meet town residents' evolving needs.

### Strategies

- A. Provide high-quality services, activities and programs necessary to improve the health, safety, and welfare of residents of all ages.
- B. Increase recreational opportunities throughout Penfield.
- C. Maintain adequate infrastructure to support the needs of current and future residents and businesses.
- D. Work with other municipalities and public/quasi-public agencies to identify opportunities for enhanced coordination and service delivery.

#### **A. Provide high-quality services, activities and programs necessary to improve the health, safety, and welfare of residents of all ages.**

The health, safety, and welfare needs of a community continually change over time for a variety of reasons. As Penfield increases in population or shifts demographically (e.g. increased percentage of seniors), the Town's services, facilities and/or programming may need to change in order to meet new or expanded needs or the community's desire for specific programs, policies and facilities.

In order to deliver high-quality services, the Town and its partners will have to regularly monitor community needs and determine the best ways to respond. The Town should utilize its existing issue-specific committees, such as the Parks and Recreation Committee, Watershed Committee, and Transportation Committee, to gauge community needs and identify Town and partner agency resources that can be used to address them.

Recreation is a necessary component in the physical and emotional health of a person as well as an important contributor to the social fabric and quality of life of a community. Penfield is aware of the importance of recreation as a function of local government and has



*Examples of Penfield's recreational facilities.*

placed a high priority on its role in providing leisure opportunities. The Town must continue to enhance its existing facilities and programs while expanding its recreational offerings in response to changing demographics and lifestyles.

Although three multi-use fields were recently constructed at Rothfuss Park, additional athletic fields are projected to be needed to serve expanding youth and adult sports programs. However, in the near future, existing parks will reach their maximum recreational capacity. The Town has identified a portion of the former Shadow Pines property to be developed for active recreation space (e.g. pickleball courts, pavilions, playground area(s), etc.). However, the Town may need to explore acquisition of additional land for the development of new park facilities.

The Town should continue to work with its partners to ensure that the recreation needs of its residents are met. These partners include private organizations such as the local golf courses and not-for-profits including the Genesee Land Trust, the Nature Conservancy, and the YMCA. Over the next decade, the Town and its partners should move toward implementation of recommendations contained in the most current Parks and Recreation Master Plan.

### **B. Increase recreational opportunities throughout Penfield.**

Over the past two decades there has been a renewed interest in capitalizing on the recreational opportunities associated with open spaces and the natural environment. Through the COVID-19 pandemic, Penfield, like every community in the U.S. and around world, learned that recreational areas and open spaces are critical resources for a community's physical, mental, emotional and social health.

Penfield is fortunate to have a number parks, trails, open spaces, passive and active recreational areas, and water bodies. The Town should maintain these existing recreational resources and identify future areas in town where recreational resources should be added.

Penfield's most notable water bodies are the Irondequoit Creek and Irondequoit Bay, which offer a variety of water-dependent and water-enhanced recreational opportunities. The Town's other notable water body is Manitou Lake, which was a former Dolomite Quarry Site on Old Penfield Road that ceased mining operations in 2008. However, Manitou Lake is privately owned by Rochester Institute for Technology (RIT) and used for private educational purposes. There is no public access permitted at this time. The Town should protect and expand existing public access to water bodies and explore potential legal mechanisms to increase public access for any waterfront areas created in the future (e.g., public access easement).



*Rothfuss Park playground and open pavilion.*

### C. Maintain adequate infrastructure to support the needs of current and future residents and businesses.

The Town must continue to examine its existing infrastructure systems and identify future improvements and modifications needed to protect the health and safety of our community's property owners and residents.

Within the next five to ten years, the Town should complete an assessment of the capacity and constraints of the existing sewer system and consider areas of future expansion to accommodate Penfield's future growth. The Town needs to consider limitations of the downstream capacity of the receiving system. A significant portion of the existing reserve capacity is provided by the Towns of Webster and Perinton. As a result, close cooperation with both municipalities and their ability to provide service to properties located in the Town of Penfield is critical for existing and future needs.

Based on the Town's past experience with failing septic systems, it is recommended that on-site sewage disposal systems be considered a last resort design alternative. Determinations for allowing septic system usage should consider size and scope of the proposed development, soils and costs. Ultimately, the Monroe County Department of Health has the power to approve or prohibit the use of an individual sewage disposal system.

The Town will continue to adhere to NYSDEC and Monroe County Pure Waters design requirements and advocate for policies that minimize long-term financial burdens to local municipalities.

The Town should continue to implement best practices in stormwater management, including the following:

- Balance the use of piped drainage facilities and open channels, as necessary, to avoid unsightly or dangerous conditions and still improve water quality.
- Locate new residential development in such a manner as to preserve the natural features of streams, creeks and their corridors, which can help treat stormwater.
- Future developments should preserve and designate open space for the natural fluctuations in water levels that occur along creeks and streams.
- Require the use of acceptable measures to mitigate runoff from parking lots, roadways and other impervious surfaces. Mitigation measures can include, but are not limited to,



*H2O hero sticker near stormwater drains reminds residents to be stewards who help protect our waterways.*



infiltration, extended detention and retention. Creation of man-made wetlands is one alternative that can be implemented to help treat stormwater. The Town considers thermal impacts on classified waters to be as important as the quality of stormwater discharge. The Town should remain flexible in determining the appropriate mitigation measures for specific sites or conditions.

- Proposed developments should be encouraged to incorporate low maintenance water quality systems (e.g. ponds, swales, bio-retention facilities, etc.) to provide the maximum benefit to the community and local water resources.
- Pursue retrofitting existing built environments with stormwater quality treatment measures wherever funding and access easements can be obtained.

The Town should continue to work with its county, state and federal agency partners to ensure that local regulations reflect the needs associated with technological infrastructure, such as fiber optics and telecommunications.

**F. Work with other municipalities and public/quasi-public agencies to identify opportunities for enhanced coordination and service delivery.**

The Town will continue to actively participate in organizations that bring multiple communities and/or agencies together to address shared issues or needs. Examples include, but are not limited to, Irondequoit Bay Technical Staff Committee, Monroe County Stormwater Coalition, Monroe County Council of Governments, Monroe County Environmental Management Council, Monroe County Genesee Valley Parks and Recreation Society, and New York State Parks and Recreation Society. These types of committees and organizations provide board and staff members with opportunities to stay informed of best practices and to partner with other organizations that share common goals.

The Town should continue to explore opportunities for inter-municipal agreements and actions that encourage regional solutions, when appropriate. For example, the Town should consider grant funding applications where joint submissions with neighboring municipalities would strengthen the applications and the potential impact of proposed solutions.

The Town will continue to share information and resources with the local school districts whenever feasible. For example, the Town includes the school districts on email circulation of Planning Board agendas and reaches out to school district(s) representatives when they may be impacted by proposed developments under review. The Town will continue to work with the districts to identify opportunities for developing new shared facilities and inter-agency agreements to better meet the needs of Penfield residents.

## **Economic Development**

Businesses located in Penfield play a vital role in serving the needs of the Penfield community. Businesses in Penfield provide residents with convenient access to goods and services and provide local and regional employment opportunities. The Town continues to promote a business environment that is friendly and competitive, fostering growth across a number of industries. The Town coordinates with the Penfield Business Chamber (PBC) and numerous neighborhood and community groups to support planned, effective commercial development.

Approximately 5% or 1,046 acres of the Town's land area is comprised of non-residential uses. The Town's primary economic base consists of its commercial, industrial and mixed-use districts located in the following:

- Browncroft Boulevard and Creek Street;
- Penfield's historic Four Corners (Five Mile Line Road and Penfield Road (NYS Route 441));
- Lloyd's Corners located along a one mile span of state highway NYS Route 441 and NYS Route 250;
- Panorama Valley near the intersection of Panorama Trail and Penfield Road;
- North Crossroads District, Empire Blvd./Creek Street/ Bay Road;
- LaSalle's Landing located in the vicinity of the southern shore of Irondequoit Bay; and
- Mixed-Use District on NYS Route 250 between Penfield Center Road and Eastside YMCA.

### **Economic Opportunities Policy Statement**

It is the policy of the Town to have rewarding economic development opportunities within the community. The Town continues to foster non-residential development activity in a manner that provides convenient access to goods, services and employment opportunities. Penfield also recognizes the contributions that agricultural and industrial activity make to the local economy in the form of jobs, tax base, and charitable contributions.

#### **Strategies**

- A. Increase the commercial and industrial tax base.
- B. Ensure that there is adequate infrastructure in place to accommodate new commercial and industrial operations.
- C. Continue to partner with the Penfield Business Chamber and other local business groups to promote existing businesses and solicit new businesses that are consistent with our community objectives.
- D. Recognize the viability of agricultural operations in the Town.

#### **A. Increase the commercial and industrial tax base.**

Economic development is critical to the health of any community, but especially to those experiencing residential growth or those considered suburban "bedroom" communities. Both of these apply to Penfield. As noted in previous sections of this document, residential uses generally require more local resources, and the cost of these services exceed the amount of property tax revenue collected from residential property tax. In order to

balance the tax base and create employment opportunities, communities must pursue retail, office, mixed-use and industrial development.

Penfield's commercial districts are completely surrounded by residential development, with little to no developable land available. The Town must rely on redevelopment of existing commercial sites or creation of new mixed-use development in order to sustain a commercial tax base.

Since the 2010 Comprehensive Plan Update, the retail world has dramatically changed with the introduction of online shopping. According to data from the US Census, e-commerce sales accounted for 14.6% of retail sales in the United States in 2022. Brick and mortar retail will require careful market research in order to successfully compete with the major on-line retailers.

The Town may need to consider changes to zoning regulations to accommodate future development demands. One example has been the increased need for drive-through facilities across many retail sectors.

Retail and Service – It may take several years to return to pre-pandemic market conditions and employment trends. However, Penfield should continue to work with developers, property owners, the Penfield Business Chamber and business development organizations to attract new retail and services that will effectively meet residents' needs.



*PBC hosts ribbon cutting events for new businesses in Penfield.*

Office – The 2010 Comprehensive Plan encouraged the development of additional office development. However, the market for Class A office space is currently saturated in our region, and Penfield's ability to attract additional office development is weakened because of our limited access to interstate roadways (e.g. Route 490). One strategy that might be effective for Penfield is to attract businesses that need smaller office spaces. Penfield's secondary office locations may be more affordable for smaller businesses. Up until 2020, Penfield saw the construction of several new office buildings and experienced high occupancy rates. Since the pandemic, many corporations in our region and beyond have closed their offices and are now encouraging their employees to work from their homes. It is difficult to predict the extent to which this trend will continue into the future. In either case, little area for new office development on vacant land exists, and any new substantial office space, if desired, would have to be the result of redevelopment of, or upgrades to, existing developed areas. To encourage effective re-use of existing office buildings, the Town should look for ways to streamline review processes associated with new occupancy in existing office buildings and spaces.

Industrial – The Town of Penfield has very few parcels zoned for industrial development. The Limited Industrial District zoned parcels are mostly located in the Panorama Valley. Much of the remaining vacant land in the district has recently been approved for the development of an office/industrial complex known as “Panorama Park.” The completion of this development will result in only one remaining industrially zoned parcel, that being located on Linden Park Drive, opposite the Marriott Courtyard Hotel. The Town does not propose to rezone any additional lands to Limited Industrial as there are no appropriate properties that have adequate

infrastructure to support additional industrial development. As a result, the Town is focused on redeveloping existing industrially zoned land instead of designating additional areas for industrial activity.

### **B. Ensure that there is adequate infrastructure in place to accommodate new commercial and industrial operations.**

Economic development relies on adequate infrastructure to meet the evolving needs of industrial and commercial operations. Over time, the systems required by businesses have grown to include transportation, water, sewer, electrical, and telecommunications. As previously stated, there are a number of governmental agencies and private companies that are responsible for the ongoing installation, maintenance, and expansion of Penfield's infrastructure. The Town should continue to actively engage these organizations in helping to ensure adequate, well maintained infrastructure throughout the Town.

The Town will continue to seek funding for identified improvements and expansions of existing transportation and utility systems. For example, Monroe County and the Genesee Transportation Council identify upcoming transportation improvement projects to be completed over a five-year time period. The Monroe County Capital Improvement Program (CIP) and the New York State Transportation Improvement Program (STIP) are the primary funding sources. The current Monroe County CIP for 2023-2028 has a total of \$125,245,000 budgeted for identified "Capital Project Priorities," of which \$90,928,00 in County funds are allocated. Within the Rochester Transportation Management Area, the Genesee Transportation Council administers the STIP and federal funding through its Transportation Improvement Program (TIP). The Genesee Transportation Council is currently operating under its 2023-2027 TIP with a total budget of approximately \$540,000,000 in federal aid that is supplemented by state and local funding sources.

On a local level, the Town should continue to incorporate capital improvement planning as part of its regular operations. This includes setting aside funding into reserve accounts in order to help finance necessary capital improvement projects in the future (e.g. DPW / Highway facilities, Town Hall improvements, recreation facilities, etc.). The use of reserve accounts combined with municipal bonds constitute the two most common mechanisms for funding capital projects.

As stated previously, the Town should work with telecommunications carriers as they identify ways to expand telecommunications resources, improve network connectivity, and increase internet speed and bandwidth to meet the Town's growing demand for these services.

### **C. Continue to work with local business groups to promote existing businesses and solicit new businesses that are consistent with our community objectives.**

The Town of Penfield should continue to work with the Penfield Business Chamber to undertake various programs to encourage area residents to shop within its seven business districts. The Penfield Business Chamber has taken a more active role through its Look Local First Program, which encourages shoppers to visit Penfield shops and restaurants before seeking goods and food outside Penfield. The Town of Penfield should

continue to maintain a business inventory of all commercial and industrial businesses. Town staff will continue to work with local and national realtors to identify development and infill opportunities in an effort to minimize non-residential vacancies.

The Town of Penfield includes six zip codes. This creates identity issues, particularly in the northwest portion of the Town. People, including Penfield residents often think that the businesses and offices in LaSalle's Landing and in the vicinity of BayTowne Plaza area are located in the Town of Webster, when in fact, they are in Penfield. The Town has encouraged new freestanding signs at BayTowne Plaza to include "Penfield, New York" on them to promote the town's identity.

Currently, there is no formal marketing program for Penfield as a whole, and for the business districts separately. The seven business districts could benefit from a town-wide marketing campaign directed toward new businesses and visitors. A specialized campaign should be developed that capitalizes on the unique characteristics of each of the business districts. For example, the Four Corners Area should emphasize its history and its traditional development pattern. Meanwhile, the LaSalle's Landing Area should leverage its proximity to the Irondequoit Bay. Panorama Plaza and surrounding non-residential development should promote its easy access from Route 441 and quick access to Route 490 via Penfield Road. The Town may also want to consider "branding" each of the districts. These specialized campaigns would help attract patrons and businesses.

Successful marketing campaigns often begin with a strong webpage or website devoted to business recruitment for the entire community. The page should provide information about the various business districts, including their individual visions, market assessment, and links to up-to-date real estate sales and rental information.



*Examples of Penfield's non-residential businesses and industries, including mixed-use and commercial development areas like the one at Empire Blvd./Bay Road/Creek Street, agricultural operations, and industrial development.*



# Agricultural Opportunities

Penfield has a longstanding agricultural history that continues to define the Town's development pattern and contribute to its local economy. There are several thousand acres of land currently cultivated and harvested on an annual basis. Much of those lands are located in the Monroe County Northeast Agricultural District which was established in the 1970s under New York State Agriculture and Markets legislation. The agricultural district provides tax benefits to farmers, which serves as an incentive to continue farming in Penfield.

The Town is also home to several farm markets and agriculture-based businesses, which are classified as agri-businesses. These farming related businesses offer education and recreation through destination experiences in a farm setting. Agri-business draws patrons from the Penfield community and all parts of Monroe and Wayne counties. There are also several informal roadside farm stands, since residents are permitted to sell produce that is grown on their properties.

In recent years the Penfield community has embraced support of local agriculture through Community Supported Agriculture (CSA) member-based patronage; Penfield Recreation's 3.3-acre organic Community Victory Garden featuring nearly 100 rental plots on town-owned land on Five Mile Line Road; and "farm to table" offerings of local ingredients in the restaurant industry.

Currently in Penfield, 573 agricultural parcels comprising 5,471 acres are located in the Monroe County Northeast Agricultural District. Another 104 parcels totaling 3,318 acres within the district have an Agricultural Exemption; and nine more parcels totaling 228 acres located outside the district have an Agricultural Exemption. In all, 9,017 acres are actively used for agricultural purposes.

Consistent with trends across our region and beyond, existing farmland in Penfield is actively worked by fewer farmers. As a result, farmers' future retirement plans and their family's next generations' interest in the farming industry could impact local farming activity in Penfield.

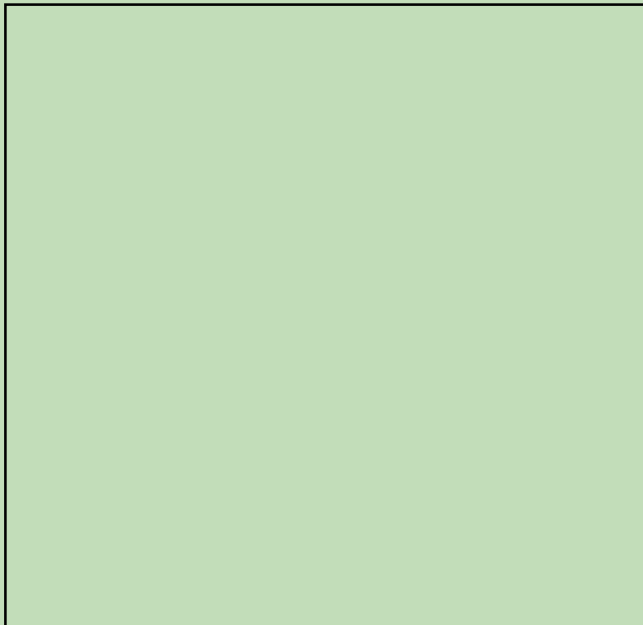
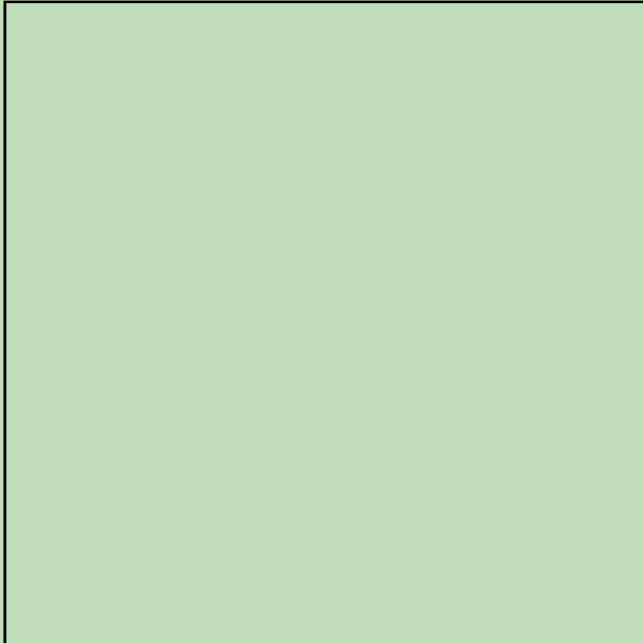
## Policy Statement

The Town will continue support the farming community. Penfield recognizes that the viability of traditional farming of field crops and dairy cannot continue to be successful without the support of agribusiness, agri-tainment and renewable energy production. The Town will continue to take actions that comply with the New York State Agricultural and Markets Law including any amendments related to agri-business and agri-tourism (e.g., cideries, wineries, and agri-tainment).

## Strategies:

The Town of Penfield should implement the following strategies to assist the farming community to remain viable in the Town:

- A. Work with the agricultural community to increase educational and promotional opportunities.
- B. Explore opportunities for agricultural lands to be used for renewable energy production.
- C. Develop policies and outreach efforts that support the viability of active agricultural operations.



*Examples of agri-tourism: Wickham Farm and Schutt's Apple Mill.*

## **Agri-Tourism**

According to the U.S. Department of Agriculture (USDA), agri-tourism is a "form of commercial enterprise that links agricultural production and/or processing with tourism to attract visitors onto a farm, ranch, or other agricultural business for the purposes of entertaining or educating the visitors while generating income for the farm, ranch, or business owner."

Penfield has several agricultural operations that rely on agri-tourism to maintain their current and long-term financial viability.

The Town will continue to support the existing agri-tourism operations and encourage the development of additional businesses that celebrate Penfield's agricultural heritage and foster its continued success.



**A. Work with the agricultural community to increase educational and promotional opportunities.**

Celebrating Penfield's agricultural past and present is an important aspect for supporting the future of agriculture in our community. With Penfield's image as a "bedroom community," there are many people, including Town residents, who may not be familiar with Penfield's farming history and the extent of current farming activity. Additionally, some may mistakenly think that certain Penfield farms and agribusiness are located in Webster or Macedon based on their US postal mailing addresses.

The Town should take steps to actively promote its local farming community and ensure the Town's identity continues to build on its agricultural heritage. Opportunities for promotion could include town-sponsored social media campaigns, banners along primary commercial corridors and town-partnered activities with local farms and agri-businesses. The Town should also work with these local agri-businesses to support their Town of Penfield location..

The Town should also work with local farming operations to expand their membership in, and partnership with, the Penfield Business Chamber and the Penfield Public Library. The Penfield Business Chamber's monthly schedule of activities may present interesting and unique educational and outreach opportunities for local farms and agri-businesses. The Penfield Public Library's programming also presents additional educational opportunities for patrons of all ages.

**B. Explore opportunities for agricultural lands to be used for renewable energy production.**

The Town, in coordination with local stakeholders, should explore policy changes that promote agri-solar as a primary use within the agricultural district. Agrivoltaics is defined as the collocation of agricultural production, such as crop or livestock production or pollinator habitats, underneath and/or adjacent to solar panels. This could reduce the community's ecological footprint while supporting the future viability of local agricultural and farming operations by providing an additional income stream during challenging growing seasons.

The Town is currently in the process of drafting a Sustainability Code that will, among other provisions, govern the review and permitting of solar energy production facilities within the community. With New York State's adoption of the Accelerated Renewable Energy Growth and Community Benefit Act, the Town should explore the utilization of agricultural lands for exclusive use as solar energy production facilities. In doing so, the Town should consider ramifications of potential moderate- to large-scale solar farms seeking permitting through the Office of Renewable Energy Siting (ORES) or an Article 10 review process through the New York State Board on Electric Generation Siting and the Environment. The Town should carefully draft solar regulations that provide sufficient protection for Penfield's agricultural community but not so restrictive or overly burdensome that ORES could overrule the Town's authority.

### **C. Develop policies and outreach efforts that support the viability of active agricultural operations.**

New York State Agricultural and Markets Law governs the requirements for agricultural operations and uses within the state. The Town should stay apprised of changes to state law that could impact local farms and agribusinesses. Additionally, the Town can identify key resources and contacts at New York State Agriculture and Markets (NYSAM) to help farmers connect with the available state resources and benefits, such as tax credits for remaining in the Northeast Agricultural District.

Town policies and procedures must comply with all applicable provisions of the New York State Agricultural and Markets Law to provide farmers every opportunity to maximize the use of their lands to remain competitive in the marketplace. Additionally, the Town can continue to take steps to simplify and streamline town-level review of proposed buildings, renovations and alteration of lands located on properties used for agricultural and agri-business operations. The Town should continue to conduct administrative reviews of proposed site plans or revised site plans and ensure efficient review of building permit applications for new structures and rehabilitation projects.

The Town should continue to support agri-businesses such as cideries, wineries, farm markets, community supported agriculture (CSAs), “farm to table” restaurants, Penfield Community Victory Garden, and individual home gardening. The Town will continue to support the use of farm markets and farm stands on private property to allow locally farmed products to be available for sale. In addition, the Town will continue to explore the option of hosting a public farm market during the spring, summer and fall seasons (e.g., weekly farm market days in the Town of Irondequoit and Village of Fairport) and/or working with commercial plaza owners who may be interested in hosting a farm market stand (e.g. Mall at Greece Ridge).

The Town will continue its commitment to maintaining drainage ditches, which help keep lands viable for active farming. The Town will work with DEC proactively in areas where DEC permitting is required. Additionally, the Town will support any regional efforts to streamline the DEC permitting process, which can cause delays to drainage ditch maintenance.

The Town should work with the Town Attorney and land owners with purchased development rights to explore modifications to existing easement agreements to determine whether there are additional agriculturally compatible uses that can be added to the easement. This would minimize the potential for future tax foreclosures on fallow, unfarmed swaths of farmland parcels in the event that future heirs and property owners don't have the interest or ability to utilize or lease the land.

## Natural Resources

The Town of Penfield has been a leader in the protection of its natural resources. Over the years the Town of Penfield has identified a number of natural features that, by virtue of their natural value, sensitivity, and/or uniqueness, warrant special protections. These features have been found to provide valuable services and functions that benefit the Town as a whole. They may represent a unique resource in the Town, or may, by their nature, be so sensitive that the potential hazards associated with disturbance far exceed any benefits derived from development.

The natural features classified as warranting special designation and protection are listed below and provided on maps in Appendix B.

- Wetlands
- Watercourses
- Steep Slopes
- Woodlands
- Floodplains



*Irondequoit Creek is a Class C stream, which is regulated through the NYSDEC.*

These features by themselves are often unique and should be preserved. However, in many areas, especially around Irondequoit Bay and Creek, more than one feature exists in the same area making it a significant wildlife habitat. The Town should carefully review all activity in these areas and provide the highest level of protection. Additionally, the Town should continue to coordinate with state and federal permitting agencies, such as the New York State Department of Environmental Conservation (NYSDEC) and the United States Army Corps. of Engineers (USACE) to ensure that their regulations and standards have been met.

In 1981, Penfield developed the Environmental Protection Overlay District (EPOD) ordinance to help protect these sensitive features. The overlay district provides an additional level of review and regulation to the general zoning provisions in these districts. The state and the federal governments have also recognized at least two of these features, wetlands and floodplains, as requiring preservation and protection measures. Therefore, the policy statement and strategies outlined in this section have been established to enhance and reinforce the continued preservation of these features over the course of the 2023 Plan Update.



## Natural Resources Policy Statement

It is the policy of the Town to be a community that preserves and sustains its natural resources. Sound development practices, proper zoning guidelines, green initiatives, and community stewardship will be employed to reduce or eliminate the degradation of these resources. In particular, special attention will continue to be paid to the protection of environmentally sensitive areas such as wetlands, steep slopes, woodlands, floodplains, and watercourses.

## Strategies

Over the next decade, the Town will continue to balance the protection of its natural resources with residential and commercial development.

- A. Protect areas characterized by steep slopes.
- B. Promote the protection of healthy and established trees, especially in identified woodland areas.
- C. Enhance, preserve, and protect wetlands and watercourses.
- D. Safeguard residents and property from the hazards associated with flooding within flood-prone areas.
- E. Ensure that future development activities protect and sustain our environment.
- F. Identify and remediate contaminated sites.

### A. Protect areas characterized by steep slopes.

All potential problems associated with steep slopes are amplified by the highly erosive soils that comprise the majority of these steep slope areas. Steep slopes in Penfield are most prevalent on the western side of the Town along Irondequoit Creek, Allens Creek, and Irondequoit Bay.

Only those slopes with well-established vegetation are protected. If the slopes are disturbed either through the removal of this stabilizing vegetation or by grading and other development-related activities, they may be subject to failure. The steep slopes are often heavily wooded which adds to the interest in the protection and preservation of these as part of the Town's environmentally sensitive areas.

Development can be permitted on steep terrain. However, development in areas with steep slopes must be carefully designed to work with the topography and ensure stable soils. The natural terrain and character, unique topographic features, and woodlands should be maintained to the greatest extent practicable.

### B. Promote the protection of healthy and established trees, especially in identified woodland areas.

Trees and woodland areas provide a variety of important benefits to people and wildlife; they support the drainage and cleansing functions of the wetlands, stabilize slopes and soils, and support a wide variety of wildlife habitats and native plant species. Trees contribute to increased oxygen levels in developed areas and reduced impacts of the urban heat island effect. They also provide a positive aesthetic benefit by creating visual interest in landscapes throughout the Town

Given the limited amount of protected wooded areas, especially in places that have reached full build-out capacity, the Town should ensure future development includes tree preservation and/or tree plantings to provide the benefits stated above.

The Town should consider participation in the Tree City USA program, cosponsored by the National Association of State Foresters and the United States Forest Service (USFS). Additionally, Penfield should pursue grant funding opportunities to support tree planting efforts on Town-owned properties.

### **C. Enhance, preserve, and protect wetlands and watercourses.**

Stream corridor conservation has a variety of benefits since streams serve as areas of recreation, water supply, waste removal, flood storage, and hydropower. Many of Penfield watercourses serve a recreational function and are used for walking, hiking, fishing, kayaking and water sports. Our creeks and streams play an important role in groundwater recharge as rainwater and snowmelt flow naturally and percolate. Irondequoit Bay provides a source of water supply for this region.

Wetlands serve important functions. They act as natural flood control devices to detain or retain excess runoff during storm events. They also serve to slow runoff and trap silt and nutrients, thus performing a pollution control function by filtering pollution from stormwaters. Wetlands protect and support surface and subsurface water resources by augmenting stream flows during dry periods and recharging groundwater aquifers. They also provide valuable natural habitat areas for a wide variety of wildlife species, including migratory waterfowl, which contributes to enhanced biodiversity. In this capacity they also serve as valuable recreation and open space facilities.

A watercourse can be generally defined as a natural or man-made body of water (e.g., streams, ponds, etc.). Uncontrolled development activities such as vegetation removal, excavation and filling can increase the erosion and sedimentation potential in a watercourse. This decreases the carrying capacity of the watercourse, increases flooding potential, and degrades water quality. Also, placement of certain uses such as septic systems in close proximity to a watercourse can increase the pollution potential, again adversely impacting water quality. The Town should continue to monitor and manage these activities to limit the negative impacts on these features.

Much of the Town's existing farmland is operated on muck soils which were once natural wetlands. The Town should continue to encourage low density housing in these agricultural areas to allow formerly farmed lands to revert back to wetlands if and when active farming ceases. Those lands would provide valuable habitat and water quality benefits.

### **D. Safeguard residents and property from the hazards associated with flooding within flood-prone areas.**

Development typically includes activities that affect the natural functions of a hydrological system, such as the rate of runoff, flow patterns, absorption, and storage capacity. Grading and filling alter natural drainage patterns and flows. Paving and rooftops limit absorption and increase the rate and volume of runoff. Development features along streams, such as bridge abutments and retaining walls, can negatively alter flow characteristics.

It is critically important that development acknowledge and accommodate the natural hydrological characteristics of an area. The Town should continue to control development activities that have the potential to impact the ability of a floodplain to carry and store excess flows and it should enforce development regulations that are consistent with the policies and guidelines of the National Flood Insurance Program (NFIP).

**E. Ensure that future development activities protect and sustain our environment.**

The most effective means of achieving this strategy is to educate developers and property owners and to have proper land development regulations in place. The Town has made all EPOD areas readily available to the public through the use of GIS mapping. The Town hosts a public GIS map viewer that contains parcels and EPODs and other relevant data to assist residents and developers in identifying EPODs that may be on their property.

The Town should continue to enforce the existing EPODs and update/change the regulations as necessary based on tracking and monitoring of the environmental features. The EPOD data sets were last updated in 2015 and it is important that data for each of the features in the districts be updated regularly. The EPODs provide the legal foundation necessary to protect the natural environment from poor development practices. It is recommended that the Town continue to educate residents and developers on the importance of EPODs within our community.

**F. Identify and remediate contaminated sites.**

Waste sites in the Town of Penfield and adjacent towns may have a hazardous environmental effect on soils, water (surface and ground) and ultimately, human beings. Contaminated sites are often blighted, vacant, and pose significant redevelopment constraints. Common activities or land uses that result in ground and water contamination include: older auto repair operations, gas stations, dry cleaning businesses, and chemical production, storage, or waste facilities that have been in operation for more than two decades. In order to help implement this strategy, the Town should work with Monroe County and the NYSDEC to identify and map confirmed and suspected sites. The Town should proactively work with property owners and appropriate agencies to seek funding for the planning, remediation, and redevelopment of sites through state and federal sources including the New York State Brownfield Opportunity Areas Program (BOA).

Utilize the document prepared by Monroe County Environmental Management Council, entitled *Guidelines for Development within 2,000 feet of a Suspected or Confirmed Waste Disposal Site* to create a structured approach to review development within proximity of a site. This should include early identification of proximity, alerting necessary and appropriate government agencies, development of special site design features and other measures to mitigate impacts.

# Sustainability

The 2010 Plan did not include sustainability as a separate policy area. Strategies and actions related to sustainability were embedded in other policy statements and recommendations. For the 2023 Plan Update, the Town wanted to better reflect Penfield's progressive approach to sustainable policies and practices by calling out sustainability separately. Since this is a new policy area, this section includes some background information to provide a context and framework for the policy statement and strategies that follow.

## Sustainability Activities To Date

### Street Lighting

The Town of Penfield has a history of making innovative choices that reduce use of resources, waste, and improve efficiencies. In 1999, while other municipalities continued to lease streetlight fixtures from RG&E, the Town decided to purchase the fixtures directly from RG&E and replace inefficient mercury vapor lights with more efficient high-pressure sodium (HPS) fixtures. Over the years, the flexibility gained from this decision has saved taxpayers many thousands of dollars in reduced equipment lease charges and energy costs, and put Penfield ahead of the curve for using more sustainable light fixtures.

In 2018, the Town began converting HPS fixtures to more efficient LED lights to further reduce consumption and costs. The switch to LEDs has been done gradually over several budget cycles as replacement fixtures were needed. A complete transition to LED street lights is anticipated by the end of 2023.

### First public Electric Vehicle charging stations in Monroe County

In 2012, the Town of Penfield installed a public Electric Vehicle charging station at the Penfield Community Center—this was the first public EV station in Monroe County. That was soon followed by an EV charging station at the Penfield Town Hall and another in Harris Whalen Park. In the future, the Town plans to install four more EV charging stations in the South East corner of the Four Corners Public Parking lot. This installation will be connected to a New York State EV charging station network. Since 2012, the Town has hosted annual Electric Vehicle car shows for enthusiasts and interested residents.

### Powering up with renewable solar



*EV charging station at Penfield Town Hall campus. Penfield was the first municipality in Monroe County to install one on its property.*



The Town's first venture into solar power was a small self-sufficient sewer pump station that went online in 2012. Next, a solar-powered crosswalk signal was installed on Scribner Road at the Scribner Road elementary school in 2013. That was followed in March 2014 with a solar panel array on the roof of the Harris Whalen Lodge that offsets nearly half of that facility's annual electric use. This installation has the ability to expand in the future.

Commissioned by RG&E in 2019, the Town completed the installation of a solar photovoltaic array at its DPW complex at 1607 Jackson Road. The system consists of 3,648 solar modules (each 345 watts) driving 38 inverters. The solar array generates approximately 1.2 million kilowatt-hours of renewable energy annually—the equivalent of powering 120 households for one year.

The energy produced by this array is directly connected to RG&E utility grid and offsets approximately 75 % of the Town of Penfield's overall electrical usage at its main facilities (Town Hall, Community Center, DPW).



*Solar array installed on town property located on Jackson Road.*

### **Community Buy In**

In 2010, the Energy and Environmental Advisory Committee (EEAC) was formed to build on the previous work the Town had done to lower its energy consumption, costs to taxpayers, and to promote responsible stewardship of the environment by the Town and its residents. Areas of focus included public education and awareness, environmental stewardship, reduced energy consumption, use of natural landscapes and gardens, and recycling. The advisory committee was focused on identifying ways the Town could reduce its use of resources and help residents reduce their own energy consumption and expenses.

The Town recognized an opportunity to streamline the efforts to promote environmental conservation and encourage sustainability by combining the Conservation Board and the EEAC to form the Energy and Environmental Conservation Board (EECC.)

The Town continues to focus on providing the Penfield community with opportunities to reduce, reuse, recycle, and manage resources in ways that help to lower residential and business expenses. This includes annual events

*“We cannot solve our problems with the same thinking we used when we created them.”*

— Albert Einstein

for residential drop-off and recycling, secure document destruction/recycling, household hazardous waste collection, a community victory garden on town land, free public electric vehicle charging stations at Town and community facilities and electric vehicle shows.

### Sustainability Policy Statement

It is the policy of the Town to be a community that preserves energy resources and engages in sustainable practices. Penfield will continue to implement policies and systems upgrades that lower the Town's energy consumption and promote responsible environmental stewardship. Areas of focus will include public education and awareness, environmental conservation, reduced energy consumption, renewable energy, use of natural landscapes and gardens, and recycling.

### Strategies

Over the next decade, the Town will continue to be a leader in Sustainability both at a municipal level as well as encouraging its residents to follow suit.

- A. Reduce, reuse, and recycle appropriate materials.
- B. Pursue new sustainable technologies and methods.
- C. Continue Community Choice Aggregation.
- D. Pursue policy changes and programs that support the Town's sustainability priorities.
- E. Implement Smart Growth Principles.

#### **A. Reduce, reuse, and recycle appropriate materials.**

The Town has implemented a recycling program since the 1990s within its facilities and buildings. Penfield provides educational materials to its residents regarding leaf management programs and offers brush drop-off, which is converted to free mulch available for residents to pick up.

The Town will continue to reduce paper usage by utilizing electronic submissions to the greatest extent practicable. The Town will only require paper copies when absolutely required for internal use and agency review.

Penfield has implemented automated salt control for all plow trucks to only put down the amount of salt necessary during a storm event, thereby reducing the salt usage and long-term impact on the environment. Penfield will continue to maintain the rain garden located at the DPW facility property. This rain garden helps mitigate the impacts of the stormwater run-off to the Thousand Acre Swamp, sets an example for the community, and demonstrates the need to utilize stormwater mitigation and reduction techniques.

*“We cannot solve our problems with the same thinking we used when we created them.”*

— Albert Einstein

## B. Pursue new sustainable technologies and methods.

Beginning in 1980, the Town installed an automated Energy Management System for heating, cooling and light control in each of the town-owned buildings. This system has continued to be upgraded over the years. In 2009 the Town secured a NYSERDA grant to conduct an audit of its facilities for energy efficiency, which resulted in a project to replace the Town Hall windows, upgrade the lights in all facilities in an effort to reduce energy consumption. The Town continues to seek grant funding to support energy audits and upgrades to improve efficiency and reduce consumption.

Penfield should explore opportunities to reduce the community's ecological footprint and incorporate 'green' techniques and practices that minimize waste, improve efficiencies and/or reduce the monetary and environmental costs of day-to-day operations.

In order to accomplish this, the Town should review its current day-to-day activities and explore opportunities for more sustainable practices by:

- Encouraging alternatives to exclusively using gas-powered vehicles. Such alternatives include public transit, alternatively-fueled vehicles, bicycle and pedestrian routes, and bicycle and pedestrian-friendly development design.
- Continue a reduction in the Town fleet, utilize correctly sized vehicles based on required tasks, and replace older vehicles with more fuel-efficient models, thereby moving towards a green fleet.
- Encouraging the use of alternative renewable energy sources and meaningful energy conservation sources.
- Stormwater management – Maintaining MS4 compliance, conducting weekly site inspections, overseeing pond maintenance, conducting P2 inspections.

The Town will continue to balance community needs and capital improvements with the costs associated with maintaining our infrastructure and expanding access to town-based services and facilities. The Town will continue to explore the use of various grant funding opportunities to offset town costs for capital investments, services and programs.



*Two examples of "sustainability in action" in the Penfield community.*

## Monarch Butterflies



The monarch butterfly is an iconic North American species whose multigenerational migration and metamorphosis from caterpillar to butterfly has captured the imagination of millions of Americans. Both the western and eastern monarch populations have experienced significant declines. Less than one percent of the western monarch population remains, while the eastern population has fallen by as much as ninety percent. Monarch scientists attribute the population decline to degradation and loss of summer breeding habitat in the U.S., and loss of winter habitat in south-central Mexico and coastal California. The Town of Penfield looks to improve practices and implement measures to improve breeding habitat for monarchs and pollinators in our area.

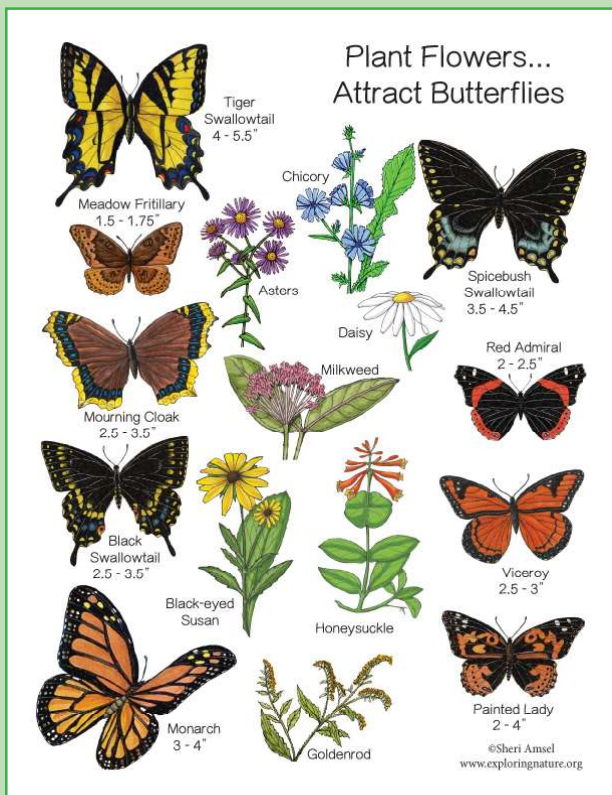


Image sources: Top image by Chris Chow (via unsplash.com); bottom image via exploringnature.org.

**C. Continue Community Choice Aggregation.**

Community Choice Aggregation (CCA) allows local governments to source energy on behalf of its residents by designating a default energy provider, with a goal of aggregating buying power to offer residents greener energy options, potential cost savings, or both. CCA Program Administrators negotiate on behalf of a municipalities' eligible property owners' to leverage their collective purchasing power. The selected utility supplier(s) will become the default power supplier for participating properties. Property owners that do not want to participate in the program can opt out anytime at no cost.

The Town of Penfield initiated its CCA program in January 2022. Currently there are over 7,000 eligible households and businesses participating in the program. The Town should continue its participation in the program to expand our community’s use of renewable energy sources.

**D. Pursue policy changes and programs that support the Town's sustainability priorities.**

There are a variety of regulatory approaches and programs the Town can utilize to support its sustainability priorities.

One of the first steps the Town should take is to review potential town code amendments that more directly guide the installation and use of sustainable practices and renewable infrastructure. The purpose of a town code amendment would be to add regulations that facilitate the development and operation of renewable energy systems including wind, solar, geothermal, and energy storage systems. Such amendments would encourage the use of small-scale and large-scale generation of electricity for on-site consumption.

These renewable energy regulations would supplement existing zoning regulations and land use practices, and ensure future renewable energy systems are appropriately designed, sited and installed.



In order to accomplish these goals, the Town should develop new code amendments for the following:

- Solar power generation systems for residential and non-residential properties (allowed as primary and/or accessory uses);
- Wind Energy Conversion Systems (WECS) for both residential and non-residential properties;
- Geothermal parameters for implementation; and
- Energy storage facilities.

There are several state and federal programs that Penfield should explore to support the Town's efforts to implement sustainable practices and energy conservation. The two primary programs that municipalities can participate in are Clean Energy Communities and Climate Smart Communities, both of which provide grant

funding opportunities to offset the costs associated with renewable energy projects and sustainability initiatives. The Town should investigate the requirements, benefits and long-term investments needed to participate in the programs to ensure long-term viability. The Town has already completed several of the actions required for participation in these programs. Penfield staff should work with program administrators to understand future changes that could impact the Town's ability to obtain official designation.

### **E. Adopt Smart Growth Principles**

The policy framework for the Town of Penfield is centered around the concept of “smart growth,” which focuses on a range of land use and conservation strategies that support economic growth, strong communities, and environmental health. The United States Environmental Protection Agency (EPA) Office of Sustainable Communities has helped to formalize the application of these strategies to serve as a guide for municipalities across the country. The following is a listing of the 10 principles of Smart Growth in development as defined by the EPA.

1. Encourage a mix of land uses.
2. Take advantage of compact building design.
3. Create a range of housing opportunities and choices.
4. Create walkable and bikeable neighborhoods.
5. Foster distinctive, attractive communities with a strong sense of place.
6. Preserve open space, farmland, natural beauty and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide a variety of transportation choices.
9. Make development decisions predictable, fair and cost effective.
10. Encourage community and stakeholder collaboration in development.

The Town should consider implementing smart growth principles through future amendments in the zoning code and development review applications.

# Transportation

Penfield has a history of identifying opportunities for enhancing its transportation system. These plans and studies have resulted in ongoing improvements throughout the Town.

The transportation system is a major determinant of quality of life and economic development in every community. The ability to safely and efficiently move people and goods is essential to the social and economic prosperity of the Genesee-Finger Lakes Region. The transportation system in the region can be categorized by the following five modes:

- Highway and Bridge
- Public Transportation
- Bicycle and Pedestrian
- Goods Movement
- Interregional Travel

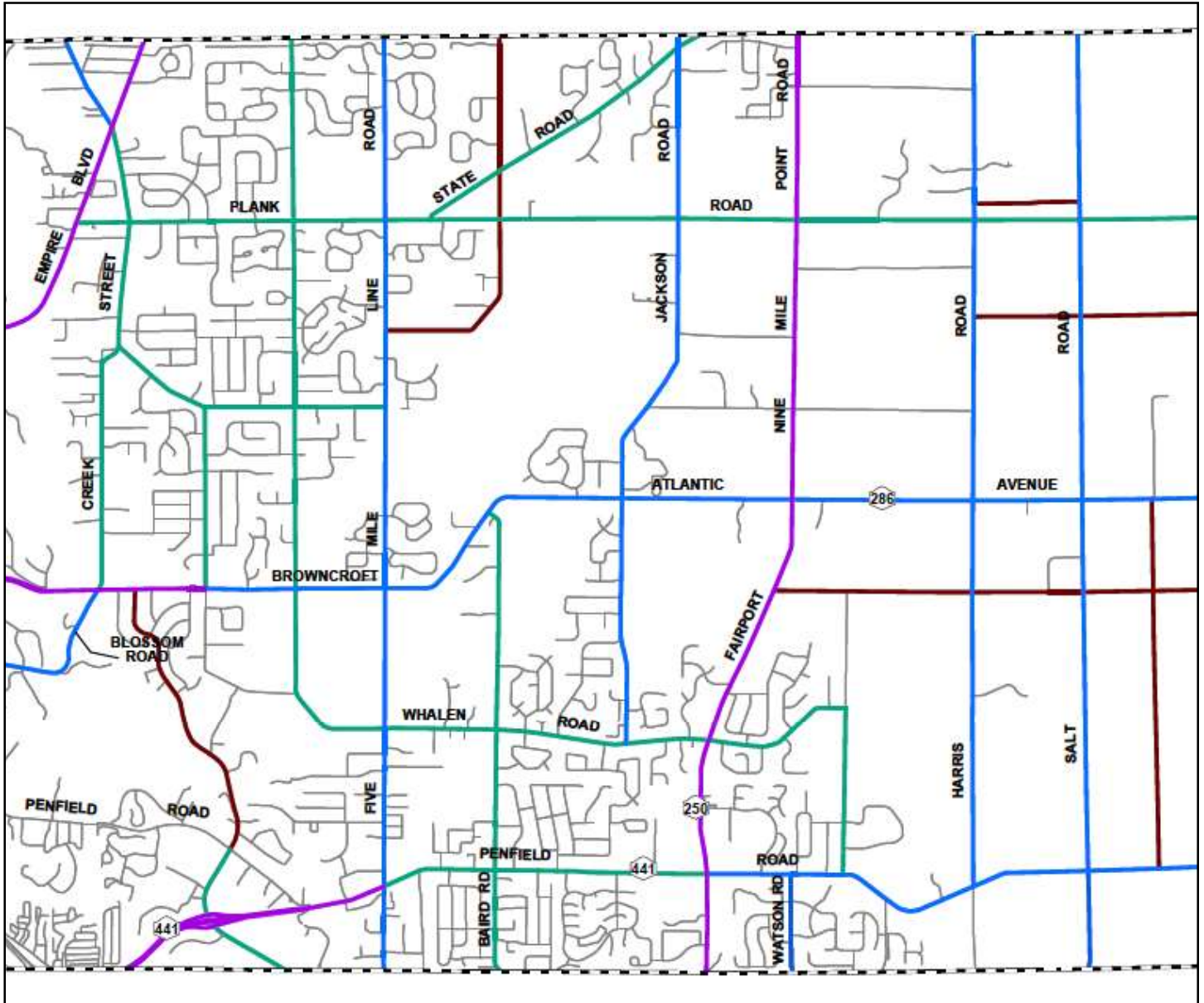
A review of the issues raised during the development of the 2023 Plan Update indicated that traffic congestion, especially on the state roads and at certain intersections, is one of the most commonly stated weaknesses associated with living in Penfield. This sentiment was also expressed by participants who attended the Community Forum and Youth Workshop sessions conducted as part of the planning process. As a result of these observations, a cursory assessment of the existing and future operating conditions was developed and summarized in the Community Profile section of this plan. This assessment concluded that traffic volumes are generally highest near the western town line and steadily decrease towards the eastern town boundary. Although the overall system performance was generally good throughout the Town, there were certain road segments that were approaching unacceptable levels of service (e.g., portions of Browncroft Blvd., Five Mile Line Road, NYS Route 441 and Panorama Trail).

*The transportation system will perform best when these modes are integrated to the greatest extent possible to create synergies among their respective functions, recognizing funding limitations.”*

*~ Genesee Transportation Council Long Range Transportation Plan*

The Town understands the important role that our transportation system plays in the quality of life of its residents and the success of its businesses. As a result, it has consistently planned for and implemented transportation system improvements for all modes of travel. This is evidenced by the number of plans, studies, and projects that the Town has successfully completed in cooperation with the Monroe County Department of Transportation (MCDOT) and the New York State Department of Transportation (NYSDOT). These projects include road widening, the addition of turning lanes, and the development of sidewalks and trails. The Town has also established the Penfield Transportation Committee to advise the Town Board and Planning Board on issues relating to new development, traffic calming, and pedestrian safety. This Committee will play a key role in the successful implementation of this policy area.

# Town of Penfield



Excerpt graphic of the Town's road network system. The full map with legend can be found in Appendix C of the Plan.



## Transportation Policy Statement

It is the policy of the Town to have a transportation system that enhances the quality of life and meets the needs of the residents, businesses, and the traveling public. The Town will continue to focus its efforts on creating a safe travel environment for more active living; one that increases opportunities and entices residents to walk and bike to meet their daily needs while promoting health and wellness. Over the next decade, Penfield will strive to achieve this policy in a manner that ensures the safety of all modes of travel and that contributes to the overall character of the community.

## Strategies

- A. Strengthen partnerships with the GTC, NYSDOT, MCDOT, and RGRTA to identify and mitigate system deficiencies and to prolong the life of existing infrastructure.
- B. Expand multi-modal network (sidewalks, trails, bike paths/lanes, etc.) and connections.
- C. Ensure system improvements meet the needs of persons with disabilities and senior citizens.
- D. Develop a transportation system that promotes a sense of place by preserving and enhancing the aesthetic, historic, and environmental qualities of the Town.
- E. Increase bicycling, walking and transit use to reduce the reliance on automobiles and promote a healthy lifestyle.
- F. Conduct a updated town-wide traffic study.

### **A. Strengthen partnerships with the GTC, NYSDOT, MCDOT, and RGRTA to identify and mitigate system deficiencies and to prolong the life of existing infrastructure.**

A number of organizations are responsible for various aspects of the Town’s transportation system. The Town has a successful track record of partnering with these departments and agencies to ensure that the local roads, sidewalks, and trails meet the needs of the various user groups. The Town will continue to collaborate with its federal, state, and local partners to implement its Transportation Policy.

### **B. Expand multi-modal network (sidewalks, trails, bike paths/lanes, etc.) and connections.**

“The Town Board shall adopt town-wide plans and programs to implement sidewalk and bike-way facilities in the Town...the Boards of the Town shall consider the impacts on transportation safety for automobiles, bicyclists, and pedestrians of all development proposals.” While the 1978 Penfield Master Plan lacked the modern vernacular of multi-modal transportation, they adequately expressed the desire to provide for the safety of all users of the Town’s transportation network. This trend continued as the 2008 Bicycle Facilities Master Plan for Penfield expressed that, “Communities across the world are responding to the growing need and responsibility to provide community members the opportunity to bike safely, more often, and to more

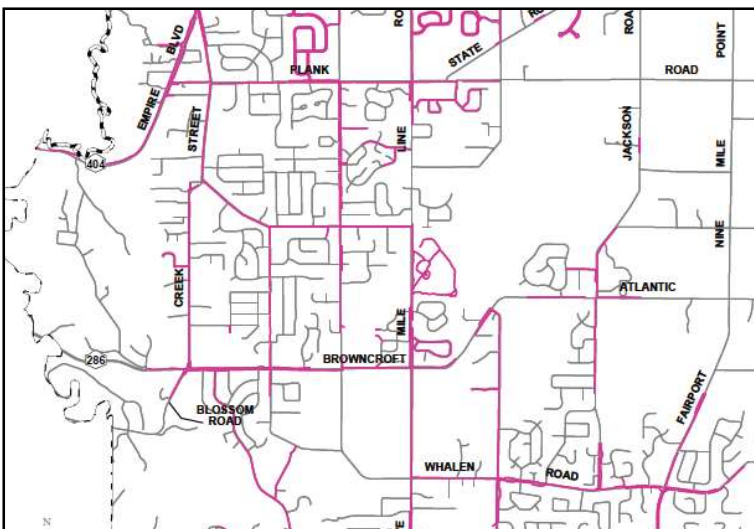
destinations." According to the 2017 National Household Travel Survey, 59% of average daily trips made by private vehicle are five miles or less. The ability to ride a bicycle for daily trips could assist in reducing private vehicle usage. Also, the benefits of riding a bicycle, either for utilitarian or recreational purposes, can be shown as improvements in the following: 1) environmental and individual health; 2) traffic congestion reductions; 3) personal time and stress; 4) economic gains; and 5) enhancements in the quality of life and community.

In addition to the 2008 Bicycle Facilities Master Plan, the Town also completed a Penfield Trails Master Plan in 2007 with the assistance of the Penfield Trails Committee. The implementation of the projects and recommendations contained within these two documents will be utilized to achieve this strategy.

The Town believes the benefits of bicycle ridership described above also extend to pedestrian trips that replace vehicle usage. As a result, Penfield has developed a program of sidewalk installation throughout the developed areas of the Town. This has been a combined effort of new sidewalk installation through the development approval process and the financial commitment of the Town Board to provide for sidewalk funding in the annual budget. The Town remains committed to providing facilities for safe pedestrian movement in high density, high-traffic development areas and around schools. Provisions of sidewalks in and around commercial areas will also be a Town priority over the next decade.

**Complete Streets Policy** - A growing number of communities and states are developing and adopting a Complete Streets Policy. According to the National Complete Streets Coalition (NCSC), the term Complete Streets refers to "streets that are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street." Penfield has successfully undertaken a variety of planning and design efforts to implement many of the

principles endorsed by the NCSC. Most notably, the Town has displayed an ongoing commitment to expand its bicycle and sidewalk network. The Town should consider formalizing its efforts into a coordinated policy and program. This policy would serve to articulate the relationship between various user groups by roadway classification. The benefits of developing such a policy include increased access to outside funding sources and providing a clear direction to residents, developers, and various agencies on the role and design of future streets.



Graphic excerpt of the inventory of sidewalks in Penfield. The full map can be found in Appendix C.

*Public streets and sidewalks present unique access challenges that are not encompassed by existing guidelines or standards. Access at street crossings for pedestrians with vision impairments, on-street parking, and constraints posed by terrain and space limitations are just some of the issues that often arise.*

~ U.S. Access Board

### **C. Ensure system improvements meet the needs of persons with disabilities and senior citizens.**

The senior citizen population in our country continues to increase. As stated in the Community Profile, the fastest growing age groups in Monroe County are those 55-64 and those over 65. Penfield has experienced a 16% increase in the number of residents over the age of 65 between 2010 and 2017.

Throughout the public input process used to develop this plan, residents expressed a desire to be able to remain in Penfield as they grow older. The local transportation system is critical to ensuring that these residents can continue to be self-sufficient and live an active lifestyle as they enter their 60s, 70s, and 80s. In order to accomplish this the Town will strive to:

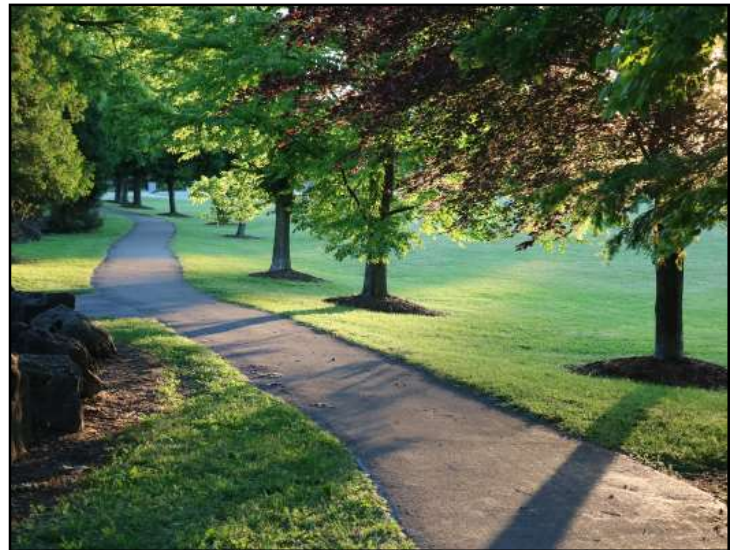
- Provide additional pedestrian accommodations such as trails, sidewalks, and pedestrian signals;
- Work with RGRTA to develop additional transit options within Penfield; and
- Incorporate design practices that accommodate the special needs of older drivers, bicyclists, and pedestrians.

This approach will also ensure that the Town can successfully meet the mobility needs of those persons living in Penfield with disabilities or with special needs.

### **D. Develop a transportation system that promotes a sense of place by preserving and enhancing the aesthetic, historic, and environmental qualities of the Town.**

The term “sense of place” is often used in relation to those characteristics that make a place special or unique, as well as to those that foster a sense of authentic human attachment and belonging. Communities across the country are becoming more concerned with providing and promoting a unique sense of place by enhancing their overall appearance and character. This is accomplished through a strong community vision that is supported by sensitive land development practices combined with a complimentary transportation network.

A good local example of this approach is the commercial area located at the intersection of NYS Routes 441 and 250. The re-construction of this



*Trails provide physical linkages and recreational opportunities.*

intersection enhanced the area by the placement of a landscaped median, decorative lighting, sidewalks, crosswalks, benches, and other pedestrian accommodations. Alternative approaches may also include restricting road widening or expansion in certain areas as well as developing facilities that focus on desired speed instead of the design speed. Over the next decade, the Town will continue to capitalize on opportunities to upgrade its transportation facilities in a manner that adds to its character.

The desired future land use pattern articulated in this plan contains several mixed-use areas. In many mixed-use areas around the country, street widths are narrower than existing standards may allow. As a result, the Town should develop a process and/or revise construction design standards to allow for reduced street widths.

### **E. Increase bicycling, walking and transit use to reduce the reliance on the automobile and promote a healthy lifestyle.**

One of the key elements of increasing bicycling, walking and transit use in a community is to ensure that inviting and comfortable facilities are in place (as described in the previous strategies). However, once these are in place, the Town and its partners should develop and market programs to entice residents and businesses to utilize alternative modes of transportation and develop strategies to reduce the demand for highway capacity. For example, the 2008 Bicycle Facilities Master Plan identifies on- and off-street improvements designed to increase the opportunities for safe and enjoyable biking in the Town.

The future land use pattern embraced in this plan includes a strong focus on compact residential development. Compact development patterns are conducive for pedestrian activity and interaction. It reduces the distances between housing, recreation areas, schools, places of worship, neighborhood businesses and support services.



*The Town of Penfield continues to pursue opportunities to expand the existing sidewalk system.*

# Community Character and Design

Community character can be described as the unique attributes of a community's built and natural environments. For some communities, it also includes the diversity of the population, history, and the social and civic activities that take place in the community. Public amenities such as parks, trails, art and programming can also contribute to a community's sense of place.

Penfield's character varies geographically across the Town, offering a range of styles and development patterns across its residential neighborhoods, commercial and mixed-use development area and its vast rural landscapes. The Town does not have a defined center, and there is a noticeable contrast between Penfield's more traditional suburban scale and design on the west side of town and rural development patterns to the east.

Residents generally appreciate and respect the agricultural history in the Town and the open pastoral landscape that exists in central and east Penfield. The Town has made great strides in preserving and enhancing this rural character through its Open Space Plan and land development regulations. It should continue those efforts and explore other tools to help preserve and enhance this character such as cluster development, and rural architectural and site design features.

Penfield will continue to be predominantly residential. It is important that the Town maintain and enhance the qualities and amenities that make Penfield a desirable place to live. Due to the recent changes in the economy and evolving market demands for different housing options, the demand for homes on smaller lots, townhomes and apartments is expected to increase. The demand for infill residential development is likely to increase. The Town must continue to work with developers to ensure that new and expanded neighborhoods are designed and built with a high level of site and architectural design that respects existing neighborhood character and any natural features located in adjacent or nearby areas. Streets and other public spaces should be designed to accommodate all users. Sidewalks and trails should link new development to existing developments, which would provide connections for residents to safely walk or bike between key destinations, such as parks, playgrounds, and commercial nodes.

## Community Character and Design Policy Statement

It is the policy of the Town to manage investment and development in a manner that enhances the character of the community for future generations to enjoy. Penfield's existing character is defined by its man-made and natural landscape such as its neighborhoods, streets, business districts, parks and open spaces. Over the next decade, the Town will utilize proper land use planning and design practices to maintain a sense of pride within the community, enhance its identity, and promote a positive image to visitors.

## Strategies

- A. Develop attractive, inviting, and pedestrian-oriented activity centers, streets, and other spaces.
- B. Define and promote Penfield's identity to residents and visitors.
- C. Preserve open space and farmland.
- D. Preserve the historical and architectural value of designated sites and structures.

### **A. Develop attractive, inviting, and pedestrian-oriented activity centers, streets, and other spaces.**

The vibrancy and livability of a community are enhanced by attractive and inviting pedestrian-scaled spaces. These include both publicly owned spaces, such as streets and parks, as well as privately owned spaces, such as commercial plazas and residential lots. Residents are more likely to walk in areas that offer safe pedestrian accommodations. Increased pedestrian activity generates both personal and community benefits. Walkable spaces promote physical activity, social interaction, and add a sense of place and security.

Mixed-use districts are encouraged to be developed due to their sustainable features. Having a variety of uses in a compact form is perfect for pedestrian-oriented design. Ideally, these types of developments allow people to easily travel from one destination to another without having to use a car.

Creating walkable communities requires careful consideration, attention to detail, and coordination between various disciplines associated with community design. Buildings should be designed or oriented to maximize visual connection between building interiors and adjacent pedestrian routes (e.g., sidewalk or trails). Careful attention to the design and placement of windows and building entrances, along with interactive first floor land uses, is considered an integral part of placemaking. Amenities such as street furnishings, pedestrian-scaled lighting, wayfinding signs, and public art can make spaces more functional and attractive for pedestrians.

The Town should develop public spaces to be pedestrian friendly and make them accessible to as many users as possible. It should also encourage developers and property owners of both commercial and mixed-use areas to do the same.

### **B. Enhance and promote Penfield's identity to residents and visitors.**

Identity is the collective aspect of a set of characteristics by which something or someplace is definitively recognizable. Key historical and architectural sites play a significant role in a community's identity. A community is also defined by the people who live, work and visit. Penfield's physical, natural and man-made design features create a sense of place, including views and vistas, open spaces, unique residential and non-residential areas, and gateway signage and landscaping. How Penfield is promoted through traditional and social media platforms also contributes to our identity.

During the planning process, the lack of community identity and the absence of a recognizable "town center" were identified as weaknesses. Penfield's municipal boundary crosses six different postal zip codes and is served by four school districts. There are several areas in town that often get confused as belonging to neighboring municipalities. For example, the northern portion of Penfield has a Webster zip code and is served by the Webster School District. As a result, residential subdivisions on the north side of town and businesses in the vicinity of Empire Blvd., Bay Road and Creek Street are often confused as being located in the Town of Webster. Penfield recognizes this as a longstanding issue that will need continued focus and attention. The Town should continue to better identify and promote all areas of Penfield as one community and eliminate any perceived fragmentation. The Town should explore opportunities to identify and promote Penfield's neighborhoods and commercial districts through a variety of methods, including social media campaigns and physical enhancements (e.g., signage).

### C. Preserve open space and farmland.

Penfield's agricultural heritage is an important part of Penfield's identity and physical development patterns. The Town should continue to support agricultural operations that contribute to the local economy and helps maintain Penfield's rural character.

Between 1996 and 2006, Penfield preserved 1,131 acres of land. This was done according to the Open Space Plan and included Fee Simple Acquisition, Purchase of Development Rights, and donations. Much of this land includes active farmland and/or natural resources, wildlife habitats, and scenic views and vistas. The Town should continue to update and manage its Open Space Plan and look for other opportunities to partner with local, state, and federal organizations.

### D. Preserve the historical and architectural value of sites and structures.

A community's historic resources, including its architecture and significant sites, are a major contributor to its character. They provide a sense of continuity and permanence, and they highlight Penfield's notable persons and historic events. It is essential to preserve these historic resources to maintain Penfield's character and distinguish it from other towns. A summary and list of Penfield's historic resources is included in the Community Profile.

The Town of Penfield has adopted three Historic Preservation Overlay Districts. The first district, located in the vicinity of the Daisy Flour Mill, was established in 1974. The second district is located in the vicinity of the Four Corners and was established in 1977. The third district is located along Five Mile Line Road, located between Whalen Road and the Penfield-Perinton town line, and was established in 1987. The purpose of these districts is "to preserve the historical and architectural character of certain sites, structures or districts within the Town of Penfield; to prevent the impairment of or injury to their historical, architectural and cultural value to the community; and to these ends to provide that a reasonable degree of control may be exercised over alterations (to such sites, structures or districts) and over the alteration, architectural design and construction of structures erected or to be erected on any such sites or districts." The Town should continue to update its historic resource list and modify the overlay districts as necessary. The Town will continue to share information with residents and property owners who are interested in pursuing local landmark designation.



Examples of designated historic districtis (Four Corners) and local landmark buildings (Daytons Corner School House).





# Civic Engagement

Civic engagement and community input are essential to effective and sound government. Civic engagement requires creative thinking, sensibility, compromise, and a willingness to establish unique partnerships between Penfield's elected officials, appointed board members, Town staff, other government agencies, and members of the community. The Town must continue to work hard to have an open and responsive government with good communication with its residents and property owners.

## Government Leadership and Civic Engagement Policy Statement

It is the policy of the Town to have a positive governmental atmosphere in which open communication and collaboration are fully supported and expected. Over this document's planning horizon, the Town will work together with residents, businesses, and organizations to make our community a model for effective delivery of governmental services and cooperative decision making in our region.

### Strategies

- A. Support equitable treatment of community members.
- B. Balance community services and financial responsibility.
- C. Promote effective stewardship of our natural resources.
- D. Continue to provide timely, factual communications and opportunities for public engagement.
- E. Focus on volunteer and advocacy organizations within the community.

#### A. Support equitable treatment of community members.

Penfield, like many of our neighboring communities, has come to recognize that we have an obligation to promote inclusion and denounce all forms of discrimination. We believe our community has made significant progress in this regard. However, there is still more that can be done. The Town must ensure that all members of our community are treated fairly and equitably by the Town and fellow members of our community, regardless of the color of their skin, cultural identity, religious and/or political beliefs, sexual orientation, gender, physical or mental health, or any other facets of their identity. The Town will continue to emphasize its firm commitment against all forms of racism, discrimination, and abuse of power against our community members. The Town will continue to work with various project partners to ensure that no resident, guest, or visitor is afraid to live, work, or shop in Penfield.

#### B. Balance community services and financial responsibility.

Penfield has been a leader in our region in fiscal responsibility through sound fiscal governance, diligent budgeting, and thorough auditing. The Town maintains a Moody's Aa1 credit rating, which is the second highest rating available, and one of the lowest property tax rates in Monroe County. Through the years, Penfield's credit rating and fiscal reputation has allowed the Town to secure low-interest funding for capital projects. The Town has successfully utilized the Community Development Block Grant (CDBG) program to assist in the design and construction of sidewalks and other community projects within the Town.

The Town will continue to make prudent decisions related to capital improvements needed to provide adequate services and facilities to its community members. In doing so, the Town will ensure initial investments and long-term operating and maintenance costs are balanced and not overly burdensome. The Town will continue to seek various available grant funding opportunities to offset costs associated with capital investments, services, and programs. The Town will continue to ensure effective management of its annual budget, and seek the services of outside consultants to ensure compliance with state and federal standards that govern public finance.

### **C. Promoting effective stewardship of our natural resources.**

The Town understands that stewardship of our environment can have short-term fiscal costs. However, these costs pale in comparison to the long-term benefits to the health and well-being of our community. The Town strives to be leader in environmental awareness in our community and our region. The Town will continue to support environmental stewardship through the Energy and Environmental Conservation Committee (EECC). This is a newly-formed board that resulted from the merging of the Conservation Board and the Energy and Environment Advisory Committee. This Board focuses on environmental stewardship and sustainability while looking for ways to lower energy consumption in Penfield. This newly-formed Board will increase public education and awareness, promote increased stewardship of our natural resources, and increase focus on recycling and green infrastructure. The Town will continue to promote and expand its use of renewable energy sources. The Town's solar generation facility on the DPW campus provides 75% of the power necessary for Town facilities. The Town will continue taking a proactive role in the protection and stewardship of our community's environment and natural resources, which provide innumerable benefits to Penfield and our surrounding neighbors.

### **D. Continue to provide timely, factual communications and opportunities for public engagement.**

Informed citizens contribute to meaningful public discourse and more effectively engage with Town staff and elected officials. Penfield will continue to encourage residents' active involvement in the Town's decision-making processes, through service on our various boards and committees, attendance at public meetings, feedback on applications and proposals, and participation in Town events and programs. Town staff and the Town Board will continue to be committed to transparency with the Penfield community. This will be accomplished through consistent public outreach via postings at Town Hall, regular town website updates and e-notifications, traditional news outlets (e.g., print and television news), and social media platforms, many of which offer push notifications. The Town will continue its efforts to share information and news in multiple formats. Although the use of electronic communication and social media is expected to increase over time, the Town will continue to utilize direct communication methods (e.g., postcards and newsletters) to ensure access for users who may not have access to, or interest in, internet-based resources.

### **E. Focus on volunteer and advocacy organizations within the community.**

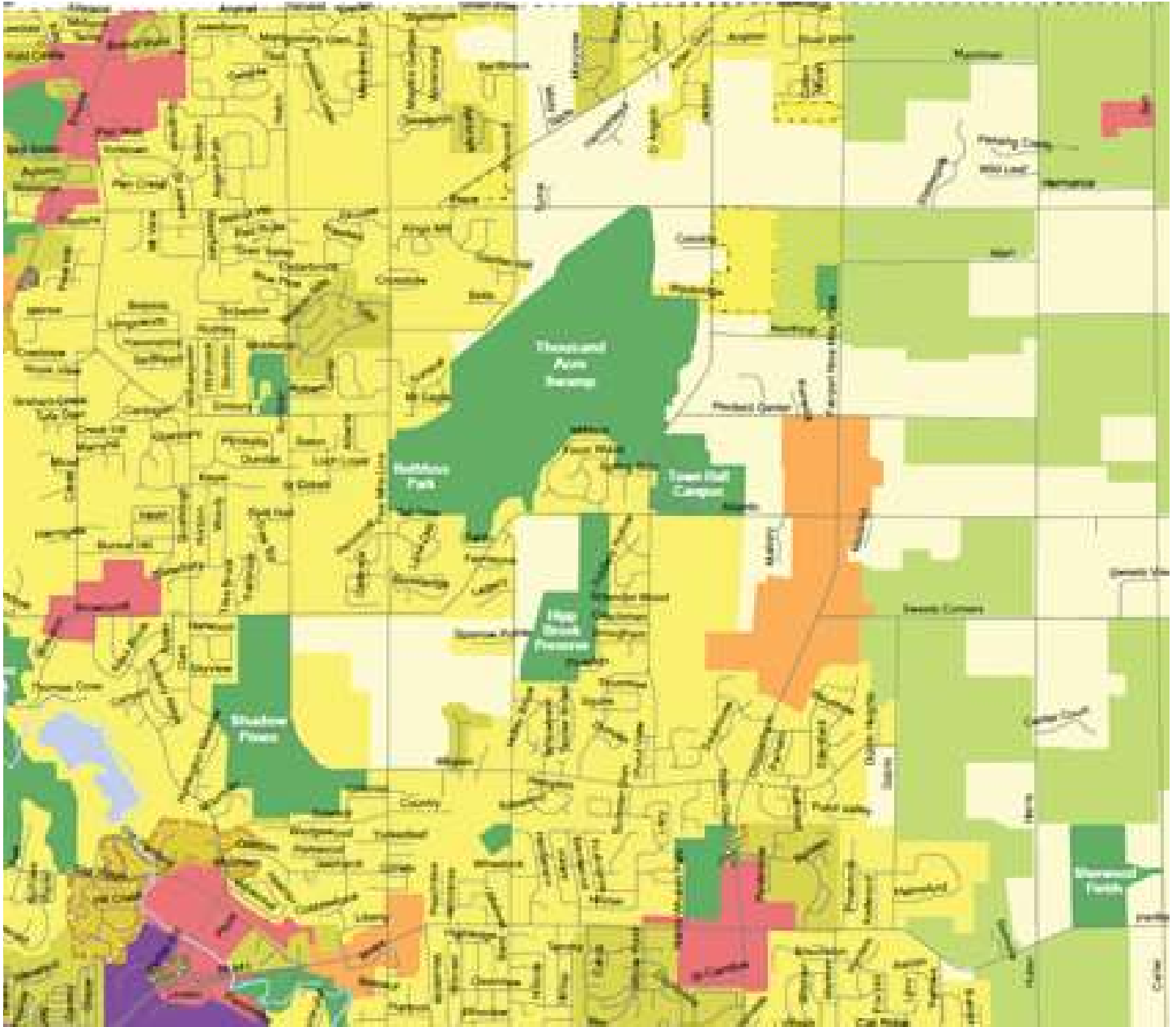
There are many organizations outside of government that provide civic engagement opportunities for people of all ages, backgrounds and interests, such as advocacy organizations, service learning programs, senior citizen organizations, neighborhood associations, youth groups and issue-specific interest groups. Many business, community, and government leaders have been involved with volunteer organizations and many continue to dedicate their time, money, and effort with these organizations. The Town recognizes that many of these organizations share common goals with the Town. The Town should continue to collaborate with community organizations to identify initiatives and activities that meet identified community needs in Penfield.

## Chapter 4 - Future Land Use

The Future Land Use Map is intended to be an overall vision of how the community's land should be used and a guide for future zoning map amendments during the planning horizon. Unlike the Town Zoning Map, the Future Land Use Map does not represent clear regulatory boundaries. The map, which is shown as a graphic excerpt on the next page and included fully in Appendix B, consists of eight use categories as defined below.

### Future Land Use Categories & Descriptions

Use Category	Description	Alignment with Current Zoning District(s)
Rural Residential/ Agricultural	Sparsely developed land used for large-lot residential, crop production, or livestock and animal husbandry. Lack of utility infrastructure limits potential for development.	RA-2
Low-Density Residential	Single-family homes on lots with private land either maintained as a lawn or unmaintained with significant building separation. Commonly referred to or sold as "estate" lots. (0.5-1 unit per acre)	RA-2, RR-1
Medium-Density Residential	Compact development of single-family detached and single-family attached homes. Occasionally will be developed as small-scale townhouses or duplexes with larger privately owned land. (2-4 units per acre)	Conventional: R-1-12, R-1-15 Cluster: R-1-20, RR-1
High -Density Residential	Ultra-compact single-family residences, often developed as townhouses or condominiums. Additionally, large-scale townhouse and apartment complexes. (More than 4 units per acre)	Conventional: MR, TH Cluster: R-1-12, R-1-15, R-1-20
Mixed-Use	Variety of residential development blended with community uses and smaller-scaled neighborhood-oriented retail, services, and other commercial.	MUD, FC, PD, GB, LB, BN-R
Commercial	Retail, office, and service-related uses that cater to local residents and the traveling public.	GB, LB, BN-R
Industrial	Office complexes, manufacturing, assembly, warehouse, and distribution activities.	LI
Parks/Municipal Property	Parks, trails, and other facilities devoted to recreational activities and general municipal use.	All



Changes in future land use must be based on an understanding that the exact size and location of proposed future uses may change over time. However any future change in land use should remain consistent with the overall intent of this plan and the Future Land Use Map. The image to the left is a graphic excerpt from the Future Land Use Map, which can be found in Appendix B.

The future land use recommendations contained in this section were made with the understanding that the scale and buffering of proposed developments can significantly increase the compatibility of adjacent land uses. Additionally, site design and architectural vernacular should complement and/or enhance existing community character.

## Future Land Use Summary Statement

The Town will continue to make Zoning Map amendments that are consistent with this Plan. At this time, the Town is not envisioning any drastic changes in proposed land uses. The eastern portion of Penfield will remain predominately rural in character. The Town will continue to support Mixed-Use Development District, as well as new development and redevelopment in La Salle’s Landing and the Four Corners. New opportunities for higher density residential and/or non-residential development may be accommodated in other areas of town where redevelopment and infill development opportunities exist. Over the life of the 2023 Plan Update, the Town will utilize appropriate planning tools and monitor market conditions to ensure that future growth and development positively contributes to the overall character and of the Town.

### Future Consideration: Accessory Dwelling Units (ADU)

An accessory dwelling unit is a separate dwelling located on a parcel with a primary structure or use. They tend to be located on residential lots and can be attached or detached to the primary home. Sometimes referred to as “granny pads,” these accessory dwellings are intended to expand housing options and are often for family members to live close by, but in a separate space.

Accessory dwelling units can be a cost-effective housing option for seniors who want to age in place while benefiting from family nearby. They are also a solution for young adults who don’t want to live in their parents’ home but cannot yet afford to rent or buy in the commercial marketplace. Depending on the regulations in place, accessory dwelling units can provide residential homeowners with a source of supplemental income from renting these units. And in more urbanized areas, they are an infill strategy to increase the housing supply in areas that have little or no space to expand residential development.

The Town of Penfield’s zoning currently has regulations in place that allow one attached in-law apartment. However, the current provisions require the in-law apartment to be attached to the primary structure. The Town should review its existing in-law accessory use regulations to determine if and how the Town Code should be modified or expanded to allow detached accessory dwelling(s). In doing so, the Town will need to consider potential impacts to existing infrastructure, school districts and emergency services as well as aesthetic and visual impacts to existing residential areas. Future regulations to expand this use should establish clear thresholds to ensure they are compatible with the neighborhood and don’t impose a significant negative impact to the surrounding neighborhood or community as a whole.

### **Rural Residential/Agricultural**

The area on the Future Land Use Map shown in dark green is designated as Rural Residential/Agricultural. The area designated for Rural Residential/Agricultural uses is generally located east of NYS Route 250.

Historically, the preferred land use within this area was active farming, agricultural operations and structures, and farming supportive housing (e.g., family farm homestead). However, in recent years there have been a limited number of residential subdivisions and single-family homes constructed within eastern Penfield. As shown in the Residential Development History Map in Appendix B, the majority of the subdivisions were built in the 1980s.

The Town should carefully consider any requests for subdivision of land and continue to encourage open space and agricultural uses in this area. It should be noted that any such preservation effort must recognize and balance the owner's right to develop their property.

In order to achieve the preferred land use pattern depicted on the Future Land Use Map, the Town should: 1) update and implement the Town's Open Space Plan; 2) consider incentive zoning in appropriate areas served by existing infrastructure; and 3) avoid the use of New York State's Article 278 cluster subdivision provisions in areas that do not have public sanitary sewer access.

### **Low-Density Residential**

The Low-Density Residential Use District is shown in light yellow on the Future Land Use Map. The areas designated as low-density residential are generally located in the eastern half of Town. The "dividing line" shifts north to south, with Jackson Road serving as the start of lower-density residential in the north and Harris Road serving as the start in the southern portion of Penfield.

The Low-Density Residential areas are generally characterized by single-family homes constructed on larger, "estate lots," typically ranging from one to two acres per unit. On average, this land use consists of single-family lots on private open space with a fair amount of building separation. It should be noted that a significant portion of the existing residential development within the Town has been accommodated on parcels that are less than one acre. As a result, future residential development in the areas designated as low-density residential should consider the character of existing neighborhoods when designing lots sizes and configurations. The Town should ensure that these areas are developed in a way that implements the strategies of the Residential Living Policy in Chapter 3 of this plan.

### **Medium-Density Residential**

On the Future Land Use Map shows, areas for Medium-Density Residential are shown in medium yellow. This land use is characterized by compact development of both attached and detached single-family homes, with densities ranging from 2 to 4 units per acre. On the Future Land Use Map, this land use category includes many of the Town's existing suburban subdivisions, which includes conventional lot configurations as well as those achieved utilizing cluster subdivision regulations. In the future, development in these areas should utilize cluster subdivision and/or attached dwelling designs to allow greater variety of housing styles to meet community needs.

## High-Density Residential

Areas for High-Density Residential are shown in dark yellow on the Future Land Use Map. Historically, these land uses were concentrated in the south and southwest portions of Penfield. However, there have been pockets of higher-density development in central Penfield. Future locations designated for High-Density Residential include the northeast corner of Route 250 and Marchner Rd. This area is intended to extend the existing, higher-density development pattern within the Village of Webster into Penfield. Additionally, portions of Empire Boulevard and Browncroft Boulevard have been deemed appropriate for this land use for new and/or infill development.

One of the purposes of higher-density residential is to meet the citizens' demand for a variety of housing types. Residential uses should consist of attached housing such as townhouses or apartments. Development densities within the High-Density Residential area typically greater than 4 units per acre for single-family detached housing. Greater residential intensities should be encouraged through the use of townhouses or apartment buildings in this area to capitalize on the availability of water and sewer service as well as access to transit.

The High-Density Residential District should be developed in a manner that emphasizes design and how the density is applied to achieve the desired character identified in the strategies of the Residential Living Policy Area.

## Commercial

The areas on the Future Land Use Map designated as Commercial Districts are shown in red. These generally include:

- Bay/Empire/Creek business district;
- Panorama Valley business district;
- Area surrounding Browncroft Blvd/Blossom Rd/Creek St; and
- Lloyd's Corners area (NYS Routes 441 and 250).

These commercial districts should generally be characterized by the widest range of commercial activity within the community and larger-scaled buildings and plazas.

Penfield's commercial districts are located along corridors with very high daily traffic volumes. As a result, these commercial areas were originally designed to accommodate the automobile first and the pedestrian second or not at all. Over the past two decades, the Town has placed an increasing emphasis on providing pedestrian connectivity throughout these areas as well as building and site design requirements in order to achieve a high standard of development.

The public input received throughout the planning process indicates that the size of the existing commercial areas and the services they offer are generally adequate to serve the local community. However, the Economic Development Action Plan identified opportunities to increase commercial activity to serve residents living

in Penfield and surrounding towns. As a result, this plan supports maximizing the potential of the available commercial land area within the existing commercial activity centers as well as some expansion of the commercial district boundaries.

### Mixed-Use

There are three areas within the Town of Penfield that are designated for mixed-use development under one of three zoning districts. These areas are depicted on the Future Land Use Map in orange. They include:

- LaSalle's Landing area at the south end of Irondequoit Bay;
- Four Corners near NYS Route 441 and Five Mile Line Road; and
- Mixed-Use Development District (NYS Route 250 between Penfield Center Road and Glendonwood Drive).

In addition to the areas outlined above, it should be noted that one of Monroe County's earliest suburban mixed-use developments was built in the vicinity of Lloyd's Corner (NYS Routes 441 and 250). The land located to the southwest of this intersection, accessed by Willow Pond Road from the north and New Wickham Drive from the east, is comprised of a mix of residential developments within close walking distance to the commercial plaza at this corner (e.g. Wegmans and Target plaza and out-parcel developments).

Mixed-use areas are intended to be unique places that provide a variety of residential development types blended with community uses and neighborhood commercial. They are envisioned to create a vibrant setting to allow for a mix of housing choices with amenities within walking distance to meet daily needs while providing recreation, neighborhood shopping, and entertainment to the surrounding area. First floor uses should actively engage the pedestrian realm on primary streets and intersections. Although one particular use should not dominate a mixed-use area, a theme could be established such as the water-dependent or water-enhanced uses in LaSalle's Landing and Manitou Lake Site or a business/agriculture emphasis in the NYS Route 250 area, and a traditional village scaled commercial district at the Four Corners. To be effective in creating the vibrancy and sense of place expected from these areas, they must include a variety of uses within easy walking distance of each other.

Mixed-use development offers many advantages over single-use buildings or districts. A vertical mixing of uses results in multi-story structures that are made possible by the larger revenue streams associated with maximizing the use of a particular site or parcel. By comparison, the horizontal mixing of land uses combines single-use buildings within a defined area. Both types of mixed-use developments could serve to achieve the desired vibrancy and sense of place by bringing together complementary and compatible uses in close proximity to one another.

The cornerstone of successful mixed-use districts is multi-modal access. Developments that are truly walkable – where people want to walk because it is a pleasant experience – have several important design characteristics. They have a street network that has connectivity and is clear and identifiable. Dead-end streets and cul-de-sacs do not work well in mixed-use areas. When possible, streets should be narrow, include sidewalks, on-street



parking, street trees, pedestrian lighting, and other pedestrian-friendly amenities. Walkable areas have buildings that engage the pedestrian realm with entrances, windows, and articulated facades. Buildings should have architectural detailing that is interesting and, when appropriate, reflective of Penfield's architectural heritage. Parking areas should be identifiable but should not dominate the landscape. When possible, parking should be located behind buildings and never define primary streets or intersections. Streets and parking areas should be well landscaped with plant material and decorative accent pavement.

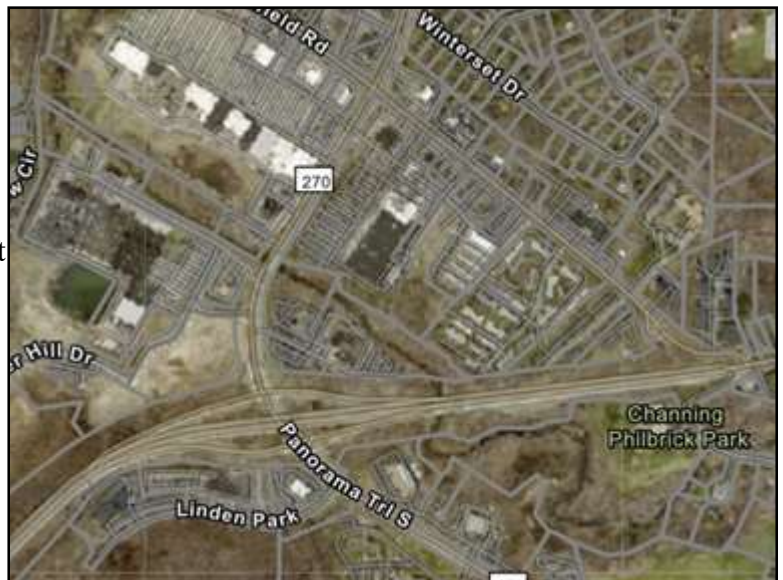
As part of the 2010 Comprehensive Plan, the Town reviewed and evaluated Manitou Lake, a former Dolomite quarry, as a potential mixed-use development site. However, in 2015 the lands were sold to a private owner. The owner met with the Town to request that the area not be rezoned, and the Town agreed to their request. They were made aware that it was still the Town's hope that this area would be under consideration for rezoning in the future. However, in 2019 the property was donated to a non-profit higher education institution. They have expressed no interest in rezoning the property at this time and it is not expected that the property will be reconsidered for rezoning within the planning horizon of this document. The property is not open for public use.

## Industrial

The areas on the Future Land Use Map designated as Industrial Districts are shown in purple. These generally include the following areas:

- West of Panorama Trail along either side of NYS Route 441;
- North of the Browncroft Blvd/Old Browncroft Blvd intersection; and
- Southwest corner of the Town on both sides of Hagen Drive.

A review of the Town Zoning Map indicates that the rendering plant located along Old Browncroft Road is a pre-existing, non-conforming use located on property that is zoned R-1-20. The Town anticipates that the plant will continue to operate throughout the planning horizon established for this document. As a result, this area is designated as Industrial on the Future Land Use Map.



*Aerial view of the light industrial area west of Panorama Trail.*

The opportunities for creating new industrial areas within the Town are very limited. Panorama Park will likely be the last area for new industrial development in Penfield. This can be attributed to only one undeveloped LI zoned parcel left in Penfield, the lack of undeveloped land in close proximity to the regional highway system, and the lack of rail access in Penfield. As a result, any new industrial activity will occur within existing industrial zoning districts as a redevelopment of existing facilities.

## The Future of Shadow Pines Property

The Shadow Pines Property, a former 18-hole golf course, approximately 212 acres in size, is located at the southwest corner of Atlantic Avenue and Whalen Road. The property is divided by Clark Road, providing two distinct areas within the overall site, Shadow Pines North and Shadow Pines South. The northern portion occupies approximately 99 acres and the southern portion of the site 113 acres. The property is comprised of three separate parcels.

The golf course ceased operation in 2016. The Town Board imposed a moratorium to allow public input on the future development of the property. In February 2018, a public referendum was held to consider the Town's purchase of the property. Voters overwhelmingly approved the purchase. The vote demonstrated residents' desire for the land to be preserved. Both 1950 Clark Road and 745 Whalen Road (i.e., 18-hole course) were purchased by the Town through a 30-year bond and are restricted from sale or subdivision until the bond period ends. The Clark House, the adjacent cart barn, and the Clark Road Barn, which are located at 1960 Clark Road, were purchased directly with Town funds.

Recognizing the Property was a unique asset, centered in the southwestern part of the Town of Penfield, the Town Board appointed a committee of residents to provide recommendations for the best possible use(s) of these lands. The committee, known as the Shadow Pines Land Use Advisory Committee, compiled its recommendations in a final report in 2019. Recommendations took into account the recommendations of the Moratorium Committee, and input from the Comprehensive Plan Committee, residents, and Town staff.

The Town has engaged the services of design professionals to design active and passive recreation throughout the property and explore the potential adaptive re-use options for the historic Clark House.

As the Town moves forward with implementation, it will continue to work with the community to ensure this Town property is preserved for recreation and natural open space.



## Parks/Municipal Property

The areas on the Future Land Use Map shown in dark green are designated as Recreation/Sanctuary uses. These areas include the following.

- Abraham Lincoln Park
- Ellison Park and the Ellison Park Wetlands
- Greenwood Park
- Shadow Pines Property
- Channing H. Philbrick Park
- Rothfuss Park
- Thousand Acre Swamp
- Property controlled by the Genesee Land Trust
- Penfield Community Center
- Penfield Country Club
- Harris Whalen Park
- Sherwood Fields
- Four Mile Creek Preserve

A review of the park and municipal property areas indicates that they are well-distributed throughout the Town. One notable exception is the lack of an area designated for the northeast portion of the Penfield. In 2017, the Town acquired a 20-acre parcel on Fairport Nine Mile Point Road for use as a park. The Town dedicated the land as the Four Mile Creek Preserve. This property will remain in a natural state with rough trails.

At one point, the Town considered whether a portion of the former landfill site located at the end of Gloria Drive could be converted to a recreation space with the County's assistance. However, that property has been converted to a solar generating system. While this does not allow for the type of passive recreational opportunity sought by the previous committee, the dedication of land to renewable energy is a worthwhile venture for a property with such limited potential.



*Examples of parks and municipal property. Above: Abraham Lincoln Park (Monroe County); Below: Veteran 's Park (Town of Penfield)*



## Chapter 5 - Implementation

The 2023 Plan Update provides a framework for decision making and helps ensure consistency in future zoning updates, capital or community improvements, and other Town policy decisions. This section outlines example actions that can and should be taken to implement the community policy framework contained in Chapter 3. It should be noted that the Town may already be undertaking some of the strategies and actions articulated in this plan and wish to ensure that they continue to do so over the next decade.

The action items provided below are organized according to the most appropriate policy area. However, it is reasonable to expect that implementation of some actions may have effects outside the specified policy area or may support multiple policies. The list of actions contained in this chapter is not an exhaustive list of future potential actions. Rather, these are examples of the actions that may be needed to achieve the strategies outlined for each policy area. This section also identifies potential partners outside of the Town that may be needed to assist in the successful implementation of various items.

Each policy area has its own table outlining the proposed actions, potential time frame and any outside agencies or partners that may be involved. The potential time frame and partners may change over time and should not be considered final.

For the purposes of this chapter, short-term means less than three years, mid-term means three to seven years and long-term means seven to 12 years. For actions that would not involve any other agencies or partners, that column has been left blank. However, actions with no identified partners should not preclude the Town from identifying or engaging new partnerships that could assist with implementation.

### Agency/Organization Abbreviations:

G/FLRPC - Genesee/Finger Lakes Regional Planning Council  
 GTC - Genesee Transportation Council  
 GVRMA - Genesee Valley Regional Market Authority  
 IBTS - Irondequoit Bay Technical Staff Committee  
 MCDES - Monroe County Department of Environmental Services  
 MCDOT - Monroe County Department of Transportation  
 MCIDA - Monroe County Industrial Development Agency  
 MCP - Monroe County Parks Department  
 MCPD - Monroe County Planning and Development  
 MCSO - Monroe County Sheriff's Office  
 NYSAM - New York State Ag and Markets  
 NYSDEC - New York State Department of Environmental Conservation  
 NYSDOT - New York State Department of Transportation  
 NYSERDA - New York State Energy Research and Development Agency  
 NYSPSC - New York State Public Service Commission  
 PBC - Penfield Business Chamber  
 USACE - United State Army Corps. of Engineer  
 USEPA - United States Environmental Protection Agency  
 USFWS - United States Fish and Wildlife Service

<b>Residential Living - Proposed Action</b>	<b>Timeline</b>	<b>Agency</b>
1. Identify appropriate modifications to the zoning regulations and the Official Zoning Map to provide a wide range of housing choices and expand potential housing development opportunities.	Mid-term	MCPD, Developers/ Land Owners
2. Town Board should work with Town staff to determine the process for making the specific map amendments identified through this Comprehensive Plan Update process.	Short-term	MCPD
3. Town staff and boards reviewing development applications will continue to encourage the use of cluster subdivision regulations to the greatest extent practicable.	Ongoing	
4. Continue ongoing coordination with the Town/Village of Webster and Wayne County communities to ensure consistent and sustainable development patterns.	Ongoing	T/V Webster, Walworth, Macedon,
5. Encourage a variety of housing types within the districts that permit mixed-use development (e.g. MUD, FC, LLD).	Ongoing	
6. Encourage developments that effectively serve under-represented groups and allow aging in place, including, but not limited to affordable housing for seniors, young working adults and college students.	Ongoing	

<b>Community Resources - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Continue investments in programs, services and facilities in order to meet the evolving and expanding needs of town residents and property owners.	Ongoing	Monroe County
2. Facilitate ongoing studies and/or community outreach to identify community resource needs.	Ongoing	
3. Monitor industry best practices in the areas of recreation and public works to improve the quality and efficiency of service delivery and programming.	Short-Term	MCP
4. Expand amenities, public access and recreational opportunities associated with local water bodies.	Mid-Term	
5. Continue to ensure high-quality stormwater management practices and identify opportunities to allow stormwater facilities (e.g. ponds) be designed to provide other public benefits.	Ongoing	MCDES, Stormwater Coalition
6. Encourage developments that effectively serve under-represented groups and allow aging in place, including, but not limited to housing for seniors, young working adults and college students.	Ongoing	Monroe County, LifeSpan
7. Regularly update facilities master plans and seek funding opportunities to support capital improvement projects that meet the community's current and future needs.	Ongoing	NYS (various departments)
8. Cooperate with school districts and community organizations to share resources and information and to develop strategies for the benefit of residents.	Ongoing	School Districts

<b>Economic Development - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Continue actively monitoring inventory of existing businesses and services located in Penfield and be a resource for developers and real estate professionals seeking locations for non-residential development.	Ongoing	PBC
2. Ensure that there is adequate infrastructure in place to accommodate new commercial and industrial operations.	Ongoing	
3. Continue to partner with the Penfield Business Chamber (PBC) and other local business groups to promote existing businesses and solicit new businesses that are consistent with our community objectives.	Ongoing	PBC
4. Identify opportunities for grant funding to support economic development goals, including working with state and county partners (e.g., Monroe County Industrial Development Agency).	Ongoing	MCIDA
5. Utilize the Town's social media and website to promote the Town's economic development related activities, such as grand-opening ribbon cutting events.	Ongoing	
6. Conduct round-table discussions with various industry representatives to understand current market conditions and identify policy and regulatory changes that may be needed to respond to changing needs.	Ongoing	PBC

<b>Agricultural Opportunities - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Seek grant funding opportunities to support educational, marketing and outreach campaigns related to Penfield's agricultural heritage and current industry.	Short-term	GVRMA, NYSAM
2. Communicate regularly with property owners and farmers to identify issues and needs that the Town may be able to address locally or work with state and federal partners to advocate Penfield's local needs.	Ongoing	
3. Work with the Penfield Business Chamber (PBC) to identify opportunities agricultural focused events and join activities.	Short-term	PBC
4. Explore the creation of Town-sponsored farmers market events and create incentives to encourage Penfield-based vendors and agricultural goods.	Mid-term	GVRMA, NYSAM
5. Research, and implement where feasible, renewable energy production that may be appropriate for use and application on agricultural lands.	Mid-term	NYSERDA, NYSAM
6. Continue to ensure that Town policies, practices and standards that support agricultural uses, including agri-tourism	Ongoing	NYSAM
7. Review, and modify as needed, the limitations imposed on lands where development rights were purchased by the Town to identify modifications that may be needed if farming activity ceases in the future.	Mid-Term	Town Attorney, NYSAM

<b>Natural Resources - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Update EPOD mapping for all natural features to ensure they accurately reflect natural conditions.	Ongoing	NYSDEC, USACE USFWS
2. Educate appropriate Town staff on identification of violations of EPOD.	Ongoing	
3. Engage in communication with residents on maintaining watercourses and the process for stream cleaning.	Ongoing	
4. Develop educational opportunities for residents to learn good stewardship practices for wetlands on their properties.	Short-Term	NYSDEC,
5. Pursue participation in the FEMA Community Rating System (CRS) program.	Mid-Term	FEMA, NYSDEC
6. Encourage Town staff to participate in training related to best practices for development within flood prone areas.	Ongoing	
7. Work with federal and state permitting agencies to identify and remediate any existing contaminated sites utilizing available programs (e.g., Brownfield programs).	Mid-Term	NYSDEC, USEPA



Sustainability - Proposed Actions	Timeline	Partners
1. Engage in partnerships with neighboring municipalities to provide events and services that promote recycling, reuse, and reduction.	Ongoing	Neighboring municipalities, Monroe and Wayne Counties
2. Revise Chapter 250, Zoning Ordinance and Chapter 255, Incentive Zoning, to incorporate incentives for developers to implement sustainable site planning and building practices.	Short-Term	NYSERDA
3. Continue partnership with, and promote the use of, Monroe County's Ecopark.	Ongoing	Monroe County
4. Pursue designation as Clean Energy Community and implement required actions.	Short-Term	G/FLRPC, NYS
5. Investigate the Town's future participation in the Climate Smart Community program to determine feasibility and long-term costs to the Town.	Mid-Term	G/FLRPC, NYS
6. Review data ahead of the 2023 CCA Program renewal to determine future path forward.	Short-Term	NYSPSC, RG&E
7. Encourage energy efficiency upgrades within the Town's facilities and operations.	Ongoing	
8. Research funding opportunities or grants related to energy efficient technologies and sustainable practices.	Ongoing	
9. Continue to review model laws and policies to incorporate best practices in the Town of Penfield.	Ongoing	
10. Continue to encourage the use of cluster subdivision regulations and allow higher density development to reduce environmental impacts associated with physical development.	Ongoing	
11. Engage with Rochester/Genesee Regional Transportation Authority (RGRTA) to explore transit opportunities within the Town in order to expand alternative transportation options and reduce vehicle trips.	Mid-Term	RGRTA
12. Encourage the expanded use of renewable energy within the Town's operations on and advocate their use to property owners.	Ongoing	
13. Organize and/or participate in education and outreach efforts to property owners that encourage sustainable practices and renewable energy usage.	Ongoing	EECC
14. Continue to collaborate with community groups and organizations focused on sustainable practices.	Ongoing	
15. To the greatest extent possible, Town staff and elected officials should actively participate in the county's and state's current and future climate action planning efforts.	Short-Term and Ongoing	Monroe County and NYS

<b>Transportation - Proposed Actions</b>	<b>Timeline</b>	<b>Partners</b>
1. Meet regularly with GTC, NYSDOT, MCDOT, and RGRTA to share information about existing conditions, identify Town needs and priorities, report information gathered through the Penfield Transportation Committee, and explore opportunities for coordination and partnership.	Ongoing	GTC, MCDOT, NYSDOT, RGRTA
2. Conduct an updated town-wide traffic study to better understand current and future conditions.	Short-Term	MCDOT and NYSDOT
3. Identify potential corridor improvement projects and seek grant funding or utilize transportation overlay district funds to implement improvements.	Mid-Term	
4. Maintain a prioritized list of projects to expand multi-modal network and connections (e.g., sidewalks, trails, etc.) and implement improvements as funding and resources become available.	Ongoing	GTC, MCDOT, NYSDOT
5. Continue to install accessible infrastructure on public roadways, sidewalks, and intersections.	Ongoing	GTC, MCDOT, NYSDOT
6. Work with private developers, property owners, and other agencies to encourage installation of accessible infrastructure within private developments.	Ongoing	
7. Ensure future transportation system expansions and modifications, such as new sidewalks and trails and modifications to existing roadways, promote a sense of place by preserving and enhancing the aesthetic, historic, and environmental qualities of the Town.	Ongoing	
8. Upon completion of a town-wide traffic study, seek grant funding to develop an Active Transportation Plan.	Mid-Term	GTC, NYSDOS
9. Research funding and grant opportunities related to implementing and constructing infrastructure improvements that will establish complete streets, such as facilities for bicyclists, pedestrians and transit users.	Short-Term	
10. Coordinate with community partners to participate in outreach and campaigns that encourage increased use of bicycling, walking and transit use to reduce the reliance on the automobile and promote a healthy lifestyle.	On-going	MCSO

<b>Community Character &amp; Design - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Continue to preserve and promote the historical and architectural value of designated sites and structures.	Ongoing	
2. Define and promote Penfield’s identity to residents and visitors utilizing a wide range of outreach tools and techniques.	Ongoing	PBC, Monroe County
3. Initiate community identity campaigns to identify unique characteristics or defining terms for each of the commercial and business districts.	Ongoing	
4. Encourage neighborhoods to promote unified identity through the installation and maintenance of signage, defining characteristics, historical significance, or geographic location.	Short-Term and Mid-Term	
5. Research the availability of grant funding for open space, development rights acquisition, or other land preservation.	Ongoing	NYSAM
6. Identify new areas that would be ideal for preservation.	Ongoing	
7. Undertake a 25-year update on the 2002 Open Space Plan.	Mid-Term	

<b>Civic Engagement - Proposed Actions</b>	<b>Timeline</b>	<b>Agency</b>
1. Continue to seek opportunities to expand inclusion and diversity in all Town sponsored activities and events.	Ongoing	
2. Utilize available funding to implement capital improvements that are needed to effectively maintain the Town's high level of service and to meet the evolving needs of a growing community (e.g., Town Hall modifications and enhancements).	Long-Term	
3. Continue to provide a wide range of services and programs that offer activities for all ages and stages in life.	Ongoing	
4. Promote environmental stewardship by enacting local laws and policies that support protection and preservation of our natural resources.	Short-Term	
5. Foster open and clear communication with residents and interested citizens utilizing a wide variety of communication and outreach tools, including mailings, postings at town facilities, website, and all social media platforms.	Ongoing	
6. Serve as a resource and partner for area volunteer and advocacy organizations within the community that are addressing Town-related issues and needs.	Ongoing	

As the Town looks ahead to implementing these proposed actions, Town leaders, staff and community members should continue to be mindful of new opportunities and resources that weren't considered during the development of the 2023 Plan Update. As mentioned earlier in this section, this is not an exhaustive list of possible actions. Other programs, priorities and needs may emerge over the coming years. The Town can use this document to provide guidance and consider the best course of action.

The Appendices that follow contain a wide range of information and resources that provide context and support the guidance outlined in this plan.

# Appendices

A - Existing Conditions

B - Full-sized Maps

C - Past Plans and Studies

D - Key Issue Summary

E - Comprehensive Plan Committee Rezoning Considerations

# Appendix A

## Existing Conditions Analysis

### Community Profile

This Community Profile is intended to provide a common starting point that will serve as the foundation for the comprehensive planning process in the Town of Penfield. It also provides local decision makers with the background necessary to better understand the consequences of future actions and the tools needed to make more informed decisions. The information that was included in this profile was largely consistent with the 2010 Plan and has been updated accordingly based on the early discussions of the Committee's work, as well as sound comprehensive planning practices. The Community Profile is divided into these topics:

- Population Characteristics
- Housing Characteristics
- Economic Base
- Community Resources
- Transportation System
- Natural Resources
- Land Use Patterns
- Sustainability

Each topic is analyzed using data sources, such as the U.S. Census Bureau and the American Community Survey (ACS), in order to quantify and assess the state of the Town. For comparison purposes, data for the surrounding towns within Monroe County was also provided when appropriate. It is important to note that town and city level data collected in the 2020 Decennial Census is scheduled to be released sometime in 2023. To the extent that the U.S. Census Bureau has updated estimates available for Penfield, that information has been provided in the corresponding narrative sections below. The Town will continue to monitor the U.S. Census Bureau website and will update this appendix document when new data is made available.

## Population Characteristics

### Town Population History

The Town of Penfield's population doubled during the 1960s but has shown a more steady population growth since 1970. This is consistent with the continuing trend of Monroe County residents moving from the city to inner-ring towns and then from the inner-ring towns to outer areas. As shown below, Penfield grew from a total population of 12,601 in 1960 to 39,438 residents in the year 2020. This represents an additional 26,837 people or a 213% increase in persons living in Penfield over a 60-year period. The most significant growth period was between 1960 and 1970 when approximately 11,181 people moved to Penfield. Since then, the Town's population increased by an average of ±3,131 residents per decade since 1970. This slowed to a growth of approximately 1,597 between 2000 and 2010, but increased to a growth of approximately 3,196 between 2010 and 2020. The growth rate is largely explained by the lack of sanitary sewer availability in the more densely zoned Residential Districts. A review of the population history of the larger towns in Monroe County indicates that Penfield has shown steady growth since 1970.

### Historical Population Change for Monroe County

Towns	Decennial Census Years								American Community Survey (5Yr)
	1960	1970	1980	1990	2000	2010	2020	2021	
Brighton	27,849	35,065	35,776	34,455	35,588	36,609	37,137	36,986	
Chili	11,237	19,609	23,676	25,178	27,638	28,625	29,123	29,097	
Clarkson	2,339	3,642	4,016	4,517	6,072	6,736	6,904	6,872	
East Rochester*	8,152	8,347	7,596	6,932	6,647	6,587	6,334	6,348	
Gates	13,775	26,442	29,756	28,583	29,275	28,400	29,167	29,125	
Greece	48,670	75,136	81,367	90,106	94,141	96,095	96,926	96,228	
Hamlin	2,755	4,167	7,675	9,203	9,355	9,045	8,725	8,770	
Henrietta	11,598	33,017	36,134	36,376	39,028	42,581	47,096	46,327	
Irondequoit	55,337	63,675	57,648	53,657	52,354	51,692	51,043	51,054	
Mendon*	3,902	4,541	5,434	6,845	8,370	9,152	9,095	9,126	
Ogden*	7,262	11,736	14,693	16,912	18,492	19,856	20,270	20,281	
Parma*	6,277	10,748	12,585	13,878	14,822	15,633	16,217	16,174	
<b>Penfield</b>	<b>12,601</b>	<b>23,782</b>	<b>27,201</b>	<b>30,219</b>	<b>34,645</b>	<b>36,242</b>	<b>39,438</b>	<b>39,074</b>	
Perinton*	16,314	31,568	41,802	43,015	46,090	46,462	47,479	47,378	
Pittsford*	15,156	25,058	26,743	24,497	27,219	29,405	30,617	30,364	
Riga*	2,800	3,746	4,309	5,114	5,437	5,590	5,586	5,599	
Rush	2,555	3,287	3,001	3,217	3,606	3,478	3,490	3,491	
Sweden*	7,224	11,461	14,859	14,181	13,716	14,175	13,244	13,307	
Webster*	16,434	24,739	28,925	31,639	37,926	42,641	45,327	45,133	
Wheatland*	3,711	4,265	4,897	5,093	5,149	4,775	4,897	4,887	
<b>Total</b>	<b>275,948</b>	<b>424,031</b>	<b>468,093</b>	<b>483,617</b>	<b>515,570</b>	<b>527,192</b>	<b>548,115</b>	<b>545,621</b>	
<b>Monroe County</b>	<b>586,387</b>	<b>711,917</b>	<b>702,238</b>	<b>713,968</b>	<b>735,343</b>	<b>744,344</b>	<b>759,443</b>	<b>757,332</b>	

Source: U.S. Census Bureau Decennial Census, 2021 5-Year ACS Estimates\*\*

\*Population total includes the villages located within these towns.

\*\*Smaller sample size, greater margin of error

### Current Population and Estimated Future Growth

According to the 2020 U.S. Census Bureau Decennial estimates, the Town of Penfield’s population is 39,438 which is an 8.8% increase since 2010. To establish some context for examining this growth rate, in that same period of time the Towns of Webster and Perinton experienced population growth of 6.3% and 2.2% respectively.

#### Projected Population for Monroe County

Population & Projections	Projected			
	2020	2030	2040	2050
<b>Monroe County</b>	<b>751,697</b>	<b>757,932</b>	<b>763,343</b>	<b>768,124</b>
Town of Brighton	36,569	36,846	37,008	37,107
Town of Chili	29,294	30,112	30,762	31,302
Town of Clarkson	6,594	6,654	6,692	6,719
Village of Brockport (Part)	165	182	196	208
T/V of East Rochester	6,446	6,380	6,310	6,239
Town of Gates	29,497	30,679	31,647	32,467
Town of Greece	97,434	99,401	100,904	102,117
Town of Hamlin	9,578	10,114	10,559	10,942
Town of Henrietta	45,134	44,486	44,625	45,142
Town of Irondequoit	51,167	51,156	51,035	50,866
Town of Mendon	6,521	6,614	6,680	6,731
Village of Honeoye Falls	2,664	2,678	2,684	2,687
Town of Ogden	16,493	16,835	17,098	17,311
Village of Spencerport	3,648	3,719	3,773	3,817
Town of Parma	9,728	9,793	9,830	9,851
Village of Hilton	6,170	6,465	6,707	6,915
Town of Penfield	37,051	38,052	38,846	39,504
Town of Perinton	42,984	44,941	46,557	47,935
Village of Fairport	5,370	5,431	5,471	5,501
Town of Pittsford	28,413	28,964	29,382	29,719
Village of Pittsford	1,339	1,337	1,331	1,325
Town of Riga	3,705	3,801	3,877	3,939
Village of Churchville	1,994	2,039	2,073	2,102
City of Rochester	207,003	205,736	204,179	202,555
Town of Rush	3,551	3,644	3,718	3,778
Town of Sweden	6,135	6,339	6,505	6,642
Village of Brockport (Part)	7,603	7,146	6,730	6,353
Town of Webster	39,031	37,680	37,222	37,215
Village of Webster	5,461	5,560	5,635	5,694
Town of Wheatland	2,917	3,062	3,183	3,287
Village of Scottsville	2,038	2,086	2,124	2,154

Source: 1960–2020 U.S. Census Bureau

In 2013, the Genesee Finger Lakes Regional Planning Council (GFLRPC) prepared a Regional Population Projections study. According to that study, the Town and the surrounding region were expected to experience steady growth over the next three decades (through 2050). The Town population was projected to grow by 2,453 residents (approximately 2.0%) through 2050, and Monroe County by 16,427 (approximately 3.2%) residents between 2020 and 2050. As the table above illustrates, Penfield’s population will increase, but the rate of growth is expected to decrease during the next thirty years. The Town has averaged approximately 3,600+ new residents every ten years leading up to 2010. Between 2010 and 2020, there were approximately



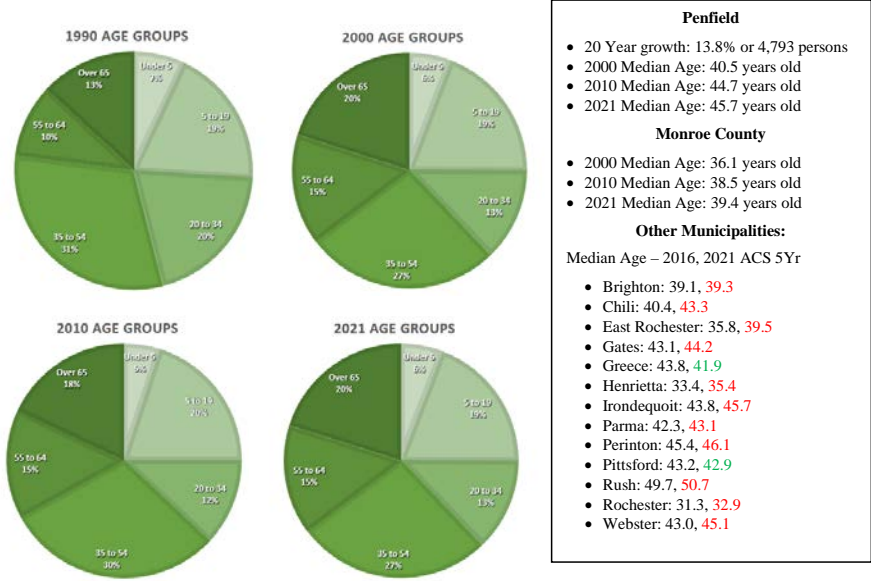
3,196 new residents. It is estimated that the number of new residents will drop to approximately 800+ new residents per decade through 2050.

### Age of Population

According to the *2020 Profile of Older Americans*, published by the U.S. Department of Health and Human Services in May 2021, 16% of U.S. population (54.1 million people) were ages 65 and older in 2019. That percentage is expected to grow to 21.6% by 2040. The baby boomers are largely responsible for this increase in the older population, as they began turning 65 in 2011. By 2050, the surviving baby boomers will be over the age of 85. The aging of the population will have wide-ranging implications for the country. By “aging,” demographers often mean that the proportion of the population in the older ages increases. As the United States ages over the next several decades, its older population will become more racially and ethnically diverse. The projected growth of the older population in the United States will present challenges to policy makers and programs, such as Social Security and Medicare. It will also affect families, businesses, and health care providers.

The charts shown below illustrate the breakdown of the population by age group. The combined percentage of those people approaching retirement (55 to 64 years old) and those people of retirement age (over 65) account for 35.3% of the local population according to the 2021 5-Year ACS. This is consistent with the National trend and is projected to continue to rise in the years to come. Thus, providing attractive and functional housing within close proximity to amenities and

### Penfield Demographics: Age



Source: U.S. Census Bureau Decennial Census, 2021 5-Year ACS Estimates

services, such shopping, medical offices, and other community resources, will be an important planning objective for the Town of Penfield.

The second largest age group in Penfield is the 34 to 54 year old at 26.9% according to the 2021 ACS. People in this group are more likely to have a family, own a home, and be active members in the community.

The third largest group was the 5 to 19 years old at 19.3% of the population as of 2021. This represents a decrease of 0.6% from the 2010 Census data, a trend that has continued since the 2000 Census. This downward trend is likely the result of people having fewer children compared to past decades.

A notable exception is the 20 to 34 years old age group, at just 12.7% of the local population, an increase of 0.7% since the 2010 Census. This age group has seen positive growth since 2010. It represents young persons that are typically single, very mobile, pursuing higher education, serving in the armed forces, or establishing a career. While it is difficult to understand with certainty the cause of this modest increase, it may be a result of young adults opting to stay or returning to live with or near their family in Penfield.

The observed trend in the Census data indicates that the Town of Penfield is experiencing two different age trends. First, Penfield is continuing to be an “aging” community with one of the highest median ages within the county at 45.7 years old. The Decennial Census data was reinforced by the 2021 5-Year ACS, which showed another 3% increase to the combined age group of the 55 to 64 and over 65 years old.

However, the data also suggests that the Town is beginning to experience an age transition from old to young. The Town experienced growth in both the under 5 and 20 to 34 years old age groups, which may suggest that millennials may be choosing Penfield as their preferred place to live.

### **Shift in Age Groups**

Similar to the previous section, entitled Age of the Population, the most significant observation in the shift in age groups between the Town and County is the 20 to 34 years old age group and the Over 65 age group, as shown in the “Shift in Age Groups” tables on the following page. The dramatic shift is affirmed in the percentages listed below for Penfield residents approaching and entering the retirement age over the past decade compared to the County as a whole.

In the 2010 Comprehensive Plan, the population shift data showed a 28.3% increase for the 5 to 19 years old age group, and a 26.5% increase for the 25 to 54 years old age group. This was not the case for the results of the 2010 Census data as both of these age groups experienced a decrease from the year 2000 to 2010. On the contrary, the 55 to 64 age group increased by 18.6% from 1990 to 2000, and then again from 2000 to 2010 by 47.7%. This confirms the aging population of the baby boomers. This trend is continuing into 2020.

The 2021 5-Year ACS data suggests that the fastest growing population in Penfield is still the 65+ age group.

A trend new to Penfield is the growth in the under 5 population. While the county’s younger population continues to decline, Penfield is experiencing a dramatic rise in the under 5

population and a modest rise in the 20 to 34 age group. This suggests younger adults are beginning to move to Penfield to raise a family.

**Shift in Age Groups from 2000 to 2010**

<b>Penfield</b>				<b>Monroe County</b>		
	<b>2000</b>	<b>2010</b>	<b>% Change</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
<b>Ages</b>						
Under 5	2,043	1,867	-8.6%	46,977	43,282	-7.9%
5 to 19	7,496	7,217	-3.7%	163,366	151,082	-7.5%
20 to 34	4,508	4,468	-0.9%	145,067	149,113	2.8%
35 to 54	11,837	11,045	-6.7%	221,021	205,455	-7.0%
55 to 64	3,591	5,303	47.7%	63,133	91,818	45.4%
Over 65	5,170	6,342	22.7%	95,779	103,594	8.2%
<b>Total</b>	<b>34,645</b>	<b>36,242</b>		<b>735,343</b>	<b>744,344</b>	
<b>Median Age</b>		<b>44.7</b>			<b>39</b>	

**Shift In Age Groups from 2010 to 2021**

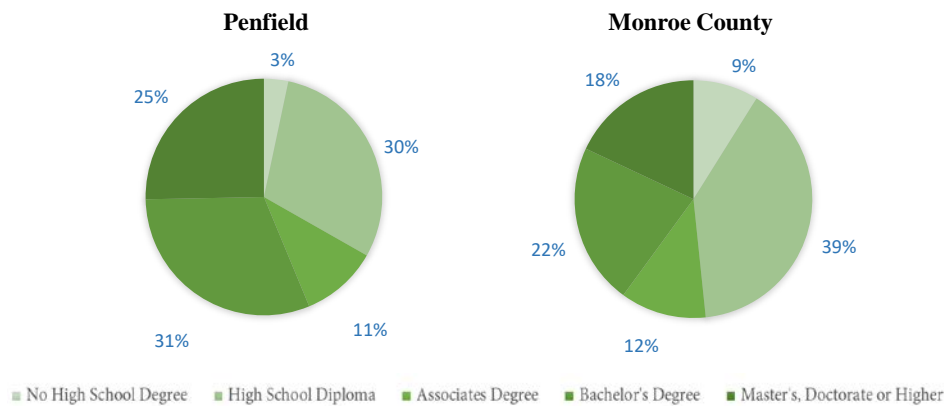
<b>Penfield</b>				<b>Monroe County</b>		
	<b>2010</b>	<b>2021</b>	<b>% Change</b>	<b>2010</b>	<b>2021</b>	<b>% Change</b>
<b>Ages</b>						
Under 5	1,867	2,267	21%	43,282	40,901	-6%
5 to 19	7,217	7,526	4%	151,082	140,448	-7%
20 to 34	4,468	4,975	11%	149,113	156,199	5%
35 to 54	11,045	10,523	-5%	205,455	182,602	-11%
55 to 64	5,303	5,924	12%	91,818	105,427	15%
Over 65	6,342	7,859	24%	103,594	131,755	27%
<b>Total</b>	<b>36,242</b>	<b>39,074</b>	<b>2.8</b>	<b>744,344</b>	<b>757,332</b>	<b>2</b>
<b>Median Age</b>	<b>44.7</b>	<b>45.7</b>		<b>39.0</b>	<b>39.4</b>	

Source: U.S. Census Bureau Decennial Census, 2021 5-Year ACS Estimates

### Educational Attainment

The graphs below provide a comparison of the educational attainment for Penfield and Monroe County. Similar to the County as a whole, Penfield has a highly educated adult population. Approximately two-thirds of all adults in Penfield have at least one college degree, with 25% percent having a master’s degree or higher. This represents a decrease of approximately 7% from the 2000 Census. By comparison, only 3% of the local residents 25 years or older did not graduate from high school; a 5% decrease since the 2010 Census.

It shall be noted that this information is for the population as a whole and is not an indication of the performance of the Penfield or Webster Central School Districts. According to the 2021 ACS, 56% of Penfield’s population have a four-year college degree. By comparison, only 40% of the County’s population has a college degree.



Source: 2021 5-Year ACS Estimates

### Housing Characteristics

#### Home Ownership

Home ownership is typically regarded as a measure of community stability due to the tendency of owners to invest in their properties and the community. According to the 2021 5-Year ACS, Penfield had 16,402 housing units with an occupancy rate of 95%. Penfield has maintained a high rate of home ownership with 82.3% of homes being owner-occupied.

Home Ownership Rates	Owner Occupied	Renter Occupied
Town of Penfield	82.3%	17.7%
Average for towns in Monroe County	63.7%	36.3%

Source: 2021 5-Year ACS Estimates

In previous Comprehensive Plans this was recommended as a Community Profile strength to build upon. However, there have been significant shifts in the housing market in the recent years

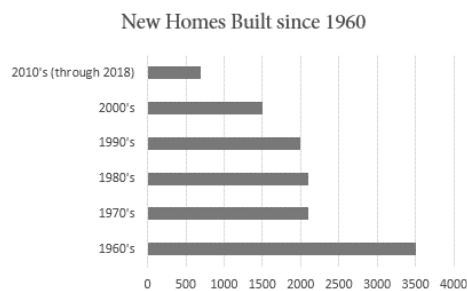
leading up to 2020 that support trends showing an increase in the demand of renter-occupied housing. The shift has been brought on by several factors, including, but not limited to the following:

- The cost per square foot of constructing a single-family residential home has continued to increase in the past ten years, driving up the cost of new homes;
- Increase in the demand of market-rate rental units by empty nesters who want to downsize and/or are no longer interested or able to be responsible for property maintenance;
- Increase in the demand of affordable rental units by young professionals, ages 20 to 34;
- Individuals, families, and empty nesters searching for homes to purchase or to build new prefer smaller lots with less maintenance;
- Growing interest and demands from residents to be able to age in place with senior-orientated housing communities with a continuum of care options. Providers of these types of residential communities have had success with townhomes and 2- to 3-story apartment buildings.

The small number of 20 to 34 years olds (4,975 as of 2021) living in Penfield may be correlated with the lack of affordable rental opportunities in the community. It can also be linked to a loss of longtime residents of the community being forced to relocate outside of Penfield to find suitable housing as they enter retirement.

**Residential Building Activity**

According to Town records there have been approximately 11,894 new homes constructed within Penfield between 1960 and 2018 (see below). A review of the new home “starts” indicates the Town has averaged 205 new homes per year over the last 60 years. Based on this data and on future growth projections, this 2023 Comprehensive Plan assumes that there will be continued residential development over the next decade. However, the future population estimates through the year 2050 for the Town indicate an additional 3,262 residents. Using the national average of 2.6 persons per household, this equates to an additional ±1,254 households in the community, or an average of ±41 new households in Penfield every year over the next three decades. If correct, this would result in a significant decrease in new home “starts” in the Town through 2050.



Source: Town of Penfield

## Home Sales Prices

According to the Greater Rochester Association of Realtors, Penfield’s median home sale price was \$320,000 in 2022, which represents a 46.9% increase since 2018. Looking back to the housing data analyzed in the 2010 Comprehensive Plan, Penfield’s median sales price has increased nearly 74%. Although the increase in median sale price is a positive testament to the value of living in our community, it also highlights the challenge in attracting young people and first-time home buyers to locate within the Town.

As seen on the following table, Penfield’s significant increase in value was not unique to our community. Every community in the county saw increases during that timeframe. In 2022, Penfield had the second highest median sale price compared to other communities within the county.

	2018	2019	2020	2021	2022	Change From 2021	Change From 2018
<b>Monroe County</b>	<b>\$146,855</b>	<b>\$154,000</b>	<b>\$170,000</b>	<b>\$190,000</b>	<b>\$210,000</b>	<b>+ 10.5%</b>	<b>+ 43.0%</b>
Chili	\$147,000	\$154,000	\$172,000	\$190,000	\$225,000	+ 18.4%	+ 53.1%
Clarkson	\$150,000	\$162,500	\$170,000	\$209,950	\$233,250	+ 11.1%	+ 55.5%
Gates	\$119,000	\$126,050	\$145,000	\$160,000	\$179,250	+ 12.0%	+ 50.6%
Greece	\$133,000	\$142,000	\$155,000	\$175,000	\$192,000	+ 9.7%	+ 44.4%
Hamlin	\$120,000	\$128,000	\$149,500	\$166,000	\$180,500	+ 8.7%	+ 50.4%
Ogden (Spencerport Village)	\$163,750	\$183,500	\$197,000	\$210,000	\$230,000	+ 9.5%	+ 40.5%
Parma (Hilton Village)	\$164,950	\$162,500	\$200,000	\$207,250	\$247,450	+ 19.4%	+ 50.0%
Riga (Churchville Village)	\$134,000	\$174,900	\$190,000	\$205,000	\$194,750	- 5.0%	+ 45.3%
Sweden (Brockport Village)	\$130,000	\$142,000	\$150,000	\$172,000	\$195,000	+ 13.4%	+ 50.0%
Wheatland (Mumfords Village, Scottsville Village)	\$132,950	\$143,750	\$164,900	\$175,000	\$155,000	- 11.4%	+ 16.6%
Brighton (West Brighton)	\$195,000	\$195,000	\$227,000	\$250,000	\$275,000	+ 10.0%	+ 41.0%
East Rochester	\$104,450	\$104,500	\$117,000	\$141,250	\$160,000	+ 13.3%	+ 53.2%
Henrietta (West Henrietta)	\$155,000	\$168,201	\$182,000	\$211,513	\$232,500	+ 9.9%	+ 50.0%
Irondequoit (East and West)	\$129,900	\$132,000	\$150,000	\$168,000	\$186,000	+ 10.7%	+ 43.2%
Mendon (Honeoye Falls Village)	\$263,500	\$275,000	\$302,040	\$350,000	\$400,000	+ 14.3%	+ 51.8%
Penfield	\$217,800	\$240,000	\$242,500	\$282,000	\$320,000	+ 13.5%	+ 46.9%
Perinton (Fairport Village)	\$217,700	\$220,000	\$240,000	\$280,500	\$307,750	+ 9.7%	+ 41.4%
Pittsford (Pittsford Village)	\$291,000	\$300,000	\$346,000	\$405,000	\$420,000	+ 3.7%	+ 44.3%
Rush	\$208,250	\$240,000	\$250,000	\$266,988	\$284,000	+ 6.4%	+ 36.4%
Webster (Webster Village)	\$200,000	\$205,900	\$234,920	\$270,000	\$289,950	+ 7.4%	+ 45.0%
City of Rochester	\$85,278	\$95,000	\$112,500	\$130,000	\$135,000	+ 3.8%	+ 58.3%

Source: 2022 Annual Report on the Greater Rochester Housing Market, Greater Rochester Association of Realtors

## Economic Base

### Household Income

Household income is an indicator of the quality of employment that individuals are able to find, their relative well-being, and their potential for investing in their community and property.

Household income includes the income of the householder and all persons over 15 years old. According to the 2010 Census data, Penfield had a median household income of \$71,550. The American Community Survey five-year estimate for 2021 reported a 42% increase to \$101,250.

Penfield’s median household income is higher than the national median household income, which increased 33% to \$69,021 between 2010 and 2021.

As represented on the following table, Penfield has increased from the fifth to the third highest median household income among all towns in Monroe County between the 2010 and the 2021 5-Year ACS.

**Median Household Income from 2010 to 2021**

<b>Towns</b>	<b>2010</b>	<b>2021</b>	<b>2021 Adjusted*</b>	<b>Did Income Keep Up with Inflation</b>
Pittsford	102,355	124,780	127,587	No
Mendon	90,326	114,359	112,592	Yes
<b>Penfield</b>	<b>71,550</b>	<b>101,250</b>	<b>89,188</b>	<b>Yes</b>
Perinton	74,497	99,022	92,861	Yes
Rush	81,184	96,458	101,197	No
Parma	63,607	83,627	79,287	Yes
Riga	64,846	82,500	80,831	Yes
Chili	63,937	81,348	79,698	Yes
Webster	66,727	81,345	83,176	No
Ogden	67,973	80,202	84,729	No
Brighton	61,381	75,852	76,512	No
Henrietta	58,750	73,475	73,233	Yes
Gates	50,677	70,578	63,169	Yes
Irondequoit	51,683	68,969	64,423	Yes
Hamlin	59,286	68,766	73,901	No
Wheatland	61,462	68,212	76,613	No
Greece	53,894	68,062	67,180	Yes
Clarkson	62,324	66,468	77,688	No
East Rochester	45,374	60,260	56,559	Yes
Sweden	52,623	58,377	65,595	No

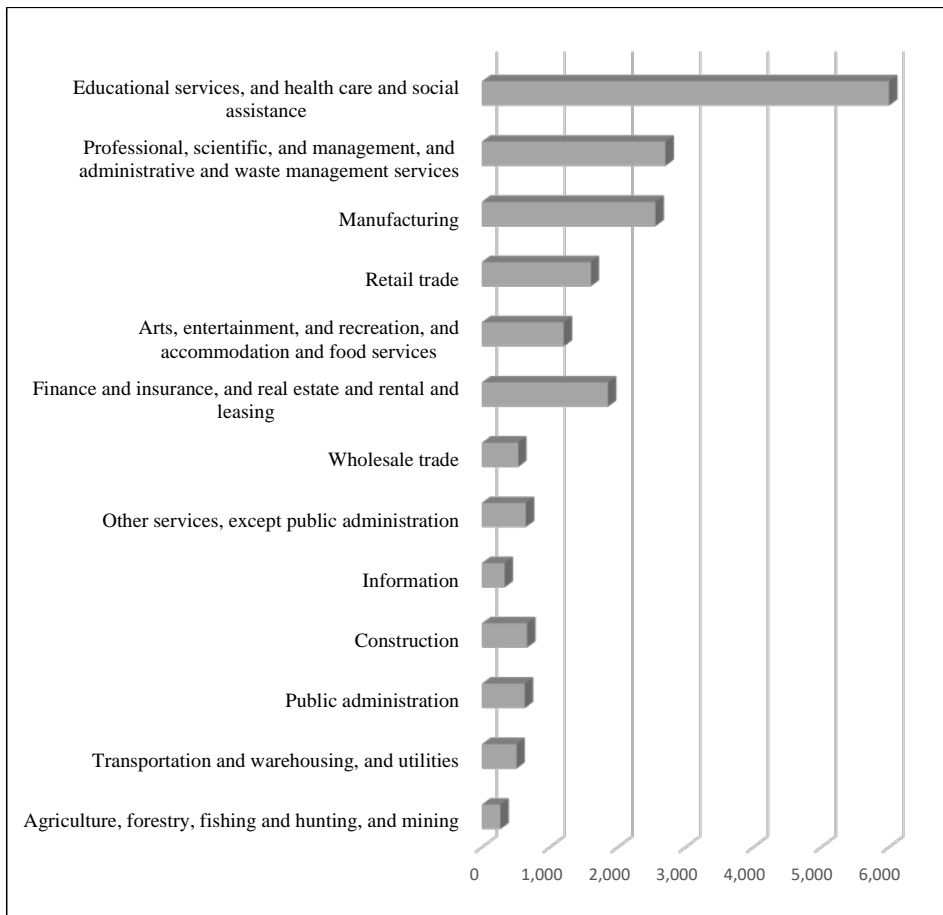
*Source: 2010 and 2021 5-Year ACS Estimates*

*\*Based on Bureau of Labor Statistics CPI Inflation from June 2010 - June 2021*

### Employment by Industry

According to the 2021 5-Year ACS, there were approximately 19,456 workers living in Penfield, up from 17,747 workers in the 2010 5-Year ACS. The graph below shows the type of occupation in which these workers were employed. It should be noted that some of these jobs are located outside the community. A majority of workers in Penfield are employed in manufacturing and the educational, health and social services sectors.

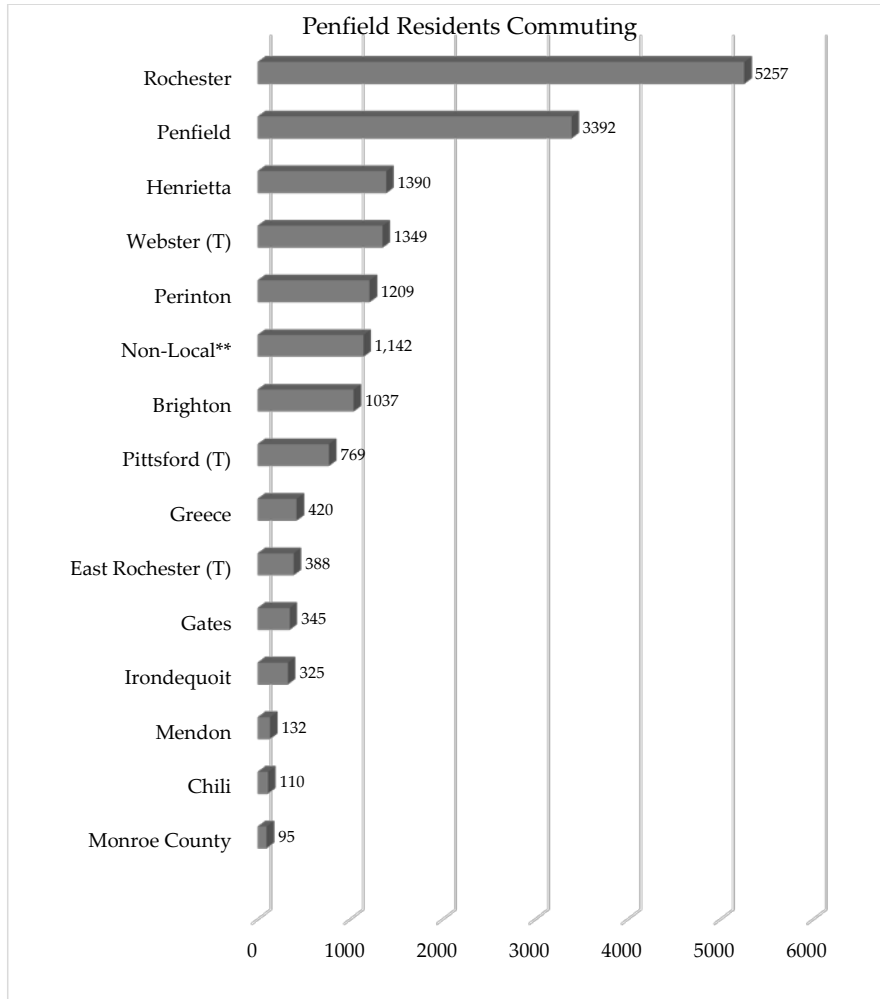
**Employment by Industry in 2021**



Source: 2021 5-Year ACS Estimates



## Commuting Flows



Source: 2011-2015 5-Year ACS Commuting Flows

Rochester continues to be the primary place of employment for Penfield residents.

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## **Community Resources**

The Town's community resources are comprised of services and amenities provided by the Town as well as outside agencies and governmental entities.

### **Sanitary Sewer Service Summary**

The rate of growth in the Town is dependent on the accessibility and capacity of the sanitary sewer system to accommodate new development. The current limits of the sanitary sewer systems available in Penfield are shown in the map in Appendix B. The sanitary sewer service area and collection system (shown in colors) is operated by the Town of Penfield Department of Public Works Sewer Department, with the Town Board as Commissioners of the Sewer Districts. The Town of Penfield provides only sewer collection and transmission service. Sewage Treatment service is provided by either the Monroe County Pure Waters or the Town of Webster, depending on geographic location. As a result, future growth that relies on sanitary sewer service is dependent on the Town collection system capacity and the receiving, transmission and treatment works of Monroe County and/or the Town of Webster.

In 1996, the Town Board created the Town-wide Consolidated Sewer District to provide a more efficient management structure for sanitary sewers and to provide a more equitable cost-sharing platform for the construction and maintenance of sewers. This consolidation provided the Town with an affordable means of installing sanitary sewers into existing neighborhoods that had high incidents of failing septic systems. This situation was a result of the Town approving the construction of several neighborhoods in the 1960s and 1970s on relatively small ½-acre lots with septic systems. Septic systems have finite life spans and often there is insufficient area to replace the systems when they fail, thus resulting in a critical health concern in several neighborhoods.

Few sewer capacity studies have been undertaken, and those that have been completed, were associated with a specific site, application, or infrastructure upgrade. In 1965, the Town completed a Sewer Master Plan that still serves as a resource for local land use planning. In 1998, the Sewer Department conducted a capacity study for key areas of the system. Continued interest in future land development has warranted more comprehensive, basin-wide capacity studies. The first comprehensive basin study was completed in 2020, in which the Town consolidated and updated older studies in the area of NYS Route 250 and the new Mixed-Use Development District (MUD).

Sewers in the northern areas of the Town of Penfield have been served by the Town of Webster's sewer treatment facility. In 2018, the Town of Webster began implementing plans for critical upgrades to its sewer treatment plant to allow for greater capacity. This is anticipated to create pockets of development in the Town of Penfield along NYS Route 250 and other rural connectors across the northeastern area of the Town where undeveloped properties still remain.

### **Drainage & Storm Sewer Summary**

The purpose of the Town's drainage and storm sewer system is to prevent uncontrolled stormwater runoff. The system consists of natural and man-made infrastructure. Natural infrastructure includes the creeks, streams, and wetlands that collect and direct water to the appropriate destination (Irondequoit Bay, Lake Ontario, etc.). Man-made infrastructure includes catch basins, storm sewers, retention ponds, and detention ponds. Currently, there are 194

stormwater management facilities in Penfield, of which, there are 109 Town owned or maintained detention/retention/wetland ponds.

In order to ensure that proper drainage facilities were constructed as development occurred, Penfield passed a Town Drainage Law in 1988 which was updated in 2000 and renamed the “Stormwater and Erosion Control Law.” In 2007, the Town passed three additional laws to be consistent with the NYS Department of Environmental Conservation’s new Phase II regulations for stormwater quality control. Additionally, staff from the Town Engineering Department and Department of Public Works proactively monitor stream conditions and implement an ongoing stream clearing and maintenance program to ensure effective stormwater management.

**Emergency Services Summary**

The term “emergency services” includes ambulance, fire, and police protection. Police protection within the Town is provided by the Monroe County Sheriff and the NYS Police. Ambulance service in Penfield is provided by Penfield Volunteer Ambulance. There are three fire districts and five fire stations within the Town: (1) The Penfield Fire District with three stations in the western and southern areas of Penfield, (2) Northeast Joint Fire District with one station in northeast Penfield, and (3) West Webster Fire District with one station in northern Penfield.

**School District Summary**

The Town of Penfield is primarily serviced by the Penfield (PCSD) and Webster (WCSD) Central School Districts. The PCSD serves the southern portion of the Town, while Webster serves the northern portion, as shown on the School District map in Appendix B. The PCSD’s total enrollment is approximately 4,589 students (4,900 students in the 2000 Plan), and Webster’s total enrollment is approximately 8,806 (9,100 students in the 2000 Plan). Approximately 24% or nearly 2,200 members of Webster’s student population are Penfield residents. School districts are self-regulating agencies that perform their own planning studies to budget and implement changes to benefit its students, such as building new elementary schools and facilities on lands that have been acquired over time to prepare for such needs. Below is a list of public and private educational institutions located in Penfield.

**Educational Facilities**

<b>Name</b>	<b>Operator</b>
Penfield High School	Public (PCSD)
Bay Trail Middle School	Public (PCSD)
Scribner Road, Cobbles, and Harris Hill Elementary Schools	Public (PCSD)
Plan Road North and Plank Road South Elementary Schools	Public (WCSD)
Penfield Village Nursery School and Kindergarten	Private - Secular
St. Joseph’s (Pre-K-6)	Private - Religious
Southeast Christian Academy (Pre-K-12)	Private - Religious
Rochester Christian School (K-8)	Private - Religious
Charles Finney School (K-12)	Private - Religious
Webster Montessori School (Pre-K-5)	Private - Secular

*Source: Town of Penfield*

## Parks & Recreation Summary

The 2019 Town of Penfield Recreation & Parks Master Plan Update was created based on four dimensions of recreation with recommendations that should be implemented over five years to improve the quality and types of programs offered. The dimensions of recreation were identified as:

- 1) Recreation Indoor Facilities
- 2) Penfield Parks
- 3) Penfield People
- 4) Recreation Programs

Many of the recommendations of the past plans have been implemented, and these investments and accomplishments have generated new opportunities for the community. A copy of the plan can be viewed on the Town website.

As described in the 2019 Update, Penfield has an abundance of recreational opportunities. As shown in the map in Appendix B, these facilities are generally located in the western half of the Town providing access to the residential development that has occurred over several decades. The public recreational opportunities within Penfield are listed below. Ellison Park and Abraham Lincoln Park are currently owned and operated by the Monroe County Parks Department. The remainder of the facilities listed below are operated by the Town. The PCSD and WCSD also provide athletic facilities that are available to residents.

### Public Recreation Facilities

Name	Acres	Name	Acres
Ellison Park (MC)	447	Greenwood Park	20
Abraham Lincoln Park (MC)	182	Ellison Park Wetland Center (MC)	12
Shadow Pines property	207	Penfield Community Center	8
Veterans Memorial Park	115	LaSalle's Landing Park	4
Sherwood Fields	81	Heritage Park	4
Rothfuss Park	69	Dayton's Corners School	2
Harris Whalen Park	45	Schaufelberger Park	1
Channing H. Philbrick Park	41		

Source: Town of Penfield

In addition to the public parks and trails, there are numerous private and not-for-profit recreational facilities. A list of some of the major facilities is provided below.

**Private & Not-For-Profit Recreational Facilities**

Name
Hipp Brook Preserve, Genesee Land Trust
Irene Gossin Nature Preserve, Genesee Land Trust
Thousand Acre Swamp, The Nature Conservancy

*Source: Town of Penfield*

**Shadow Pines Golf Course Property Referendum and 2018 Acquisition**

In early 2016, Shadow Pines Golf Course was placed on the market for sale. The property could have continued as a golfing operation, or it could have been redeveloped based on the underlying zoning for half-acre residential development. On April 6, 2016, following an open call for volunteers, the Penfield Town Board appointed a citizen advisory committee to identify and review all land use options for the Shadow Pines Property. The committee was referred to as the Shadow Lake/Shadow Pines Community Advisory Committee. This committee submitted its final report to the Town Board on September 2, 2016, with a first-choice recommendation that the Town of Penfield acquire the 212-acre property, including the Clark House.

After ongoing discussions and negotiations between the Town and the property owner, Oldcastle, a purchase agreement for the 212-acre property, including the former golf course lands and the Clark House, a local landmark, was signed conditioned on a successful public referendum vote to acquire the land for general municipal use. The referendum to purchase the property was held on February 27, 2018, and was overwhelmingly approved by 80% of voters.

On July 18, 2018, the Town Board appointed volunteer community residents to serve as members of the Shadow Pines Land Use Advisory Committee (SPLUAC). The Committee’s report, dated April 17, 2019, was submitted to the Town Board for its review and consideration. The report recommended preservation of the former golf course lands by allowing it to remain as open and natural as possible, while offering a variety of recreational resources, multi-use paths and trails, and activities that would be attractive to the community. The future use and rehabilitation of the Clark House falls under the jurisdiction of the Town Board, which issued a Request for Proposals (RFP) in 2019 and 2020.

The Town of Penfield maintains 380± acres of land, most of which is available for public use and enjoyment. The purchase of the former golf course added 212 acres of land to the Town’s existing facilities. The SPLUAC provided recommendations to the Town Board for future activities to potentially be supported on the property. Additionally, the Town will be completing an RFP for the Clark House property. A determination of future use of the Clark House and barns will be decided by the Town Board based on the results of the RFP process. Currently, the only activities permitted at the Shadow Pines property include passive recreational activities: walking, hiking, cross country skiing, snowshoeing, and sledding. An RFP was awarded in 2019 to BME Associates, a local professional company specializing in civil engineering and land use planning, to work with the Town Board to create a master plan for the Shadow Pines property.

The Shadow Pines Conceptual Master Plan with its narrative and mapping were accepted by the Town Board on August 19, 2020.

**Historic Resources Summary**

There are currently 28 properties located within the Town that are designated as local or national landmarks. These properties are listed below and shown on the associated map in Appendix B.

**Penfield’s Local and/or National Landmarks**

Site Name, Year Built		
Alpheus Clark House, 1832	Harvey Whalen House, 1875	Nelson Fullam House, 1835
Brisee Tavern Stand, 1822	Henry Fellows Sr. House, 1816	Peter Silliman House, 1832
Brown-Furman-Vegh House, 1817	Harris House, 1850	Ross Farm House, 1860
Bush-Fellows House, 1821	Hipp-Hutch House, 1804	Samuel Rich House, 1816
Daisy Flour Mill, 1848	John Fellows House, 1868	Silas Higbie House, 1835
Daniel Penfield House, 1811	John Weaver House, 1832	Stephen M. Phelps Home, 1814
Dayton’s Corners School, 1857	Lawrence Johnson School, 1832	Tiffany Nettleton House, 1810
East Penfield Baptist Church, 1836	Luther Clark House, 1852	Former Town Hall/Library, 1895
First Baptist Church, 1839	Mann-Owen House, 1828	
George Southworth House, 1875	Mud House/William Gors, 1835	

*Source: Town of Penfield*

Penfield also has three Historic Preservation Districts which are also shown on the Historic Resources Map in Appendix B:

- 1) The first district area is located at the Daisy Flour Mill, established in 1974;
- 2) The second district area is located at the intersection of NYS Route 441 and Woodside Drive, established in 1977; and
- 3) The third district area was established in 1987. Its boundaries straddle both sides of Five Mile Line Road from Whalen Road to the southern town line.

To ensure that the historic integrity and character of these properties and districts are maintained, the Town established the Historic Preservation Board in 1973. This Board may issue a Certificate of Appropriateness for work on designated landmarks and structures within the three preservation districts and may designate local landmarks.

## Transportation System

### Existing Road Network

The Town of Penfield is served by a network of highways, arterial roads, collectors, and subdivision streets that are owned and maintained by either the New York State Department of Transportation (NYSDOT), the Monroe County Department of Transportation (MCDOT), or the Town of Penfield and its Department of Public Works. There are also several private drives that serve some residential subdivisions in various locations of the Town.

Streets and highways are grouped into classes, or systems, according to the level of service they provide to the road user and the surrounding area. This is known as functional classification. Below are the road classifications found in Penfield.

- 1) **Principal Arterials** - The purpose of this facility is to carry a major portion of trips entering and leaving an urban area as well as motorists desiring to bypass the central city.  
  
Examples: Fairport Nine Mile Point Road (NYS Route 250), Browncroft Blvd. (NYS Route 286, west of Qualtrough Road), Empire Blvd. (NYS Route 404), Penfield Road (NYS Route 441).
- 2) **Minor Arterials** - The purpose of this facility is to carry traffic between communities. They place a greater emphasis on land access than a Principal Arterial. May carry local bus routes and provide intracommunity continuity but does not penetrate neighborhoods.  
  
Examples: Bay Road, Blossom Road, Harris Road, Jackson Road, Five Mile Line Road, Penfield Road (east of NYS Route 250) and Salt Road.
- 3) **Collectors** - The purpose of this facility is to provide land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. It also collects traffic from local streets within neighborhoods and channels it to the arterial system.  
  
Examples: Baird Road, Creek Street, Embury Road, Hatch Road, Panorama Trail South, Plank Road, Qualtrough Road, Scribner Road, State Road, and Whalen Road.
- 4) **Local Roads** - A lower volume street that does not conduct traffic through the Town, but provides direct access to residential streets.  
  
Examples: Gloria Drive, Hermance Road, Hogan Rd, Kennedy Road, Shoecraft Road, and Sweets Corners Road.

The majority of east/west travel across Penfield takes place on Browncroft Boulevard (NYS Route 286) /Atlantic Avenue and Penfield Road (NYS Route 441). The majority of north/south travel takes place on Fairport Nine Mile Point Road (NYS Route 250) and on Empire Boulevard (NYS Route 404), located at the northwest corner of the Town.

These highways carry the majority of traffic flow in Penfield's transportation system. The Monroe County Department of Transportation (MCDOT) maintains several roadways within the Town that travel north/south including: Creek Street, Five Mile Line Road, Jackson Road, Harris Road, and Salt Road. The MCDOT also maintains Plank Road and a portion of Whalen Road which travel in the east-west direction.

The Town of Penfield and its Department of Public Works maintains several miles of local roads and the majority of the roads in residential subdivisions. The Town does not maintain private roads that service residential subdivisions. The DPW also has agreements with the NYSDOT and MCDOT to plow certain portions of their roads located in the Town.

The Penfield Transportation Committee was established by the Town Board to provide residents with an outlet to voice its concerns for traffic improvements in the Town of Penfield. The Transportation Committee is made up of members of the community, transportation professionals, representatives of the Monroe County Sheriff's Office, and Town Staff from the Department of Public Works and the Engineering Department. The Committee serves in an advisory capacity, by providing memos to the Town Board and the Planning Board on issues relating to the review of traffic studies for new developments. The Committee also reviews potential traffic calming measures on local roads, provides guidance on maintaining pedestrian safety, and makes recommendations to higher agencies for transportation improvements.

### **Existing Traffic Volumes**

Existing Average Daily Traffic (ADT) information for State and County roads was obtained from the NYSDOT Traffic Data Viewer website.

A review of historical volume data indicates that the rate of growth in ADT has diminished over the last ten years. As shown on the traffic volume map in Appendix B, the arterial highways carry the highest traffic volumes (i.e., NYS Route 441 (Penfield Road), NYS Route 286 (Atlantic Avenue), and NYS Route 404 (Empire Blvd., etc.)) while the lower functioning local collector roads (i.e., Whalen Road, Scribner Road, etc.) have lower traffic volumes. A review of the ADT figures for Penfield also indicates that traffic volumes are generally highest near the western town line and steadily decrease towards the eastern town boundary.

The Town Roads by Class network map and NYSDOT Traffic Data Viewer map shows the functional classifications of the major Town, County, and State highways and roads in Penfield. These maps can be found in Appendix B.

### **Highway Capacity**

A useful planning tool to assess the performance of a transportation system is the volume to capacity (v/c) ratio. When the v/c ratio is less than 0.2, motorists are typically able to travel at or near the speed limit on a regular basis. However, when the v/c ratio is 0.8 or higher, motorists will encounter increased traffic congestion, slower speeds, and travel delays.

A review of v/c ratios for the year 2005 indicates that overall, the transportation system performance in Penfield is generally good with v/c ratios for major road segments ranging from 0.2 to 0.8 throughout the Town.

A review of traffic projections for the year 2031, provided by the Genesee Transportation Council, indicates good operating conditions within Penfield will continue over the next two decades with the following exceptions:

- Browncroft Boulevard (NYS Route 286) beginning west of Blossom Road to Scribner Road;
- Five Mile Line Road from the southern town line to Whalen Road;



- NYS Route 441 east and west of Five Mile Line Road;
- A small segment of Panorama Trail just north of NYS Route 441;

Based on existing projections, these road segments will be considered to be at or near their capacity with v/c ratios between 0.80 and 1.00; indicating poor levels of service by 2031.

### **Pedestrian & Bicycle Facilities**

Penfield currently maintains approximately 32 miles of sidewalks and continues to install about one mile of new sidewalk each year. The Town Sidewalk Map in Appendix B shows the location of existing sidewalks throughout the Town.

A recommendation of the 2023 Comprehensive Plan is to identify gaps in sidewalk connections and fill those in to promote safe and accessible pedestrian routes between neighborhoods and nearby destinations, such as schools, parks, and shopping centers.

Currently, there are no designated bicycle routes within the Town. Bicycle traffic is accommodated along the shoulders of the existing road network along with “Share the Road” signs along more frequented cycling corridors. Road sharing may be challenging on some of the Town’s east-west corridors due to speed of travel, limited shoulder space or shoulder conditions.

This update included the review of the 2008 Bicycle Facilities Master Plan, which evaluated the quality of on-street bicycle facilities, maps the bicycle hot spots, and recommended the most important on-road and off-road improvements. This Plan also contained a Bicycle Suitability Map and a Bicycle Facilities Improvement Plan. As the Town reviews implementation made to date, recommendations around future bicycle facilities, including updated studies, will be addressed in subsequent sections of this plan document.

### **Transit Service**

The Regional Transit Service (RTS), formerly known as Rochester Genesee Regional Transit Authority (RGRTA), has modified its service routes within the last year.

Penfield is now serviced by Route 50, which is shown on the transit map in Appendix B. This route provides seven stops between Blossom Road and the Wegmans/Target plaza on weekdays and Saturdays. In order to utilize RTS to travel to any points in downtown Rochester, a connection to the Route 9 line (at Blossom Road) would be needed.

It should be noted that the RTS service in Webster is currently suspended. In the past, routes to Webster, Creek Street and Browncroft Boulevard (NYS Route 286) within the Town of Penfield were part of the designated travel route.

## Natural Resources

Penfield has established Environmental Protection Overlay Districts (EPODs) to help protect its environmentally sensitive areas. A brief overview of each overlay follows.

### Steep Slopes

It is generally acknowledged that slopes greater than fifteen percent (15%) are considered steep slopes. As shown in the map in Appendix B, a majority of the steep slopes within the Town are concentrated in the western portion of the Town along Irondequoit Creek, Allens Creek, and Irondequoit Bay. The size and coverage of the areas characterized as steep slopes are summarized below.

**Size & Coverage of Areas with Steep Slopes**

Location of Sleep Slopes	Acres	% of Town's Total Land Area
Irondequoit Creek, Allens Creek & Irondequoit Bay	2,471	11%
Remainder of the Town	1,568	7%
<b>Total</b>	<b>4,039</b>	<b>18%</b>

*Source: Town of Penfield*

Depending on the severity, location and extent, the presence of steep slopes is likely to impact or limit development activities due to the cost or complexity of potential engineering and design requirements. Physical disturbance of land, which is often associated with construction, excavation and/or fill, can increase erosion and sedimentation which can negatively impact water quality, vegetation, unique lands forms, and the scenic quality of the area. While the presence of steep slopes does not prohibit alteration of land can occur, it does require careful design and review.

### Woodlands

Natural woodlands can be defined as areas where there are twenty (20) or more trees per acre. Trees grown commercially for landscaping, Christmas tree plantations, and orchard trees whether abandoned or active, are not considered part of this classification. The size and coverage of the woodlands are summarized below. The Town defines a Woodland EPOD as area of 5 acres or more of contiguous woodlands. A map of the Town's Woodland EPOD is provided in Appendix B.

### Size & Coverage of Woodland Areas

Location of Woodlands	Acres	% of Town's Total Land Area
Irondequoit Creek, Allens Creek & Irondequoit Bay	2,495	11%
Thousand Acre Swamp	430	2%
Remainder of the Town	4,174	19%
<b>Total</b>	<b>7,099</b>	<b>32%</b>

*Source: Town of Penfield*

The data on which these tables are based was collected in the late 1970s and early 1980s. The Town is currently working to update this information.

#### Watercourses

Watercourses are often directly linked to floodplains and wetlands. They provide many of the same important functions and can be impacted by all of the same activities and conditions that impact floodplains and wetlands. Watercourses are often referred to as a stream of water, normally in a natural setting. Regulated watercourses include those streams, creeks and tributaries that have been identified by the New York State Department of Environmental Conservation and are included on the Town of Penfield Official Environmental Protection Overlay District (EPOD) Map.

Watercourses, both natural and manmade (streams, ponds, etc.), collect and convey water flows within a geographically defined drainage basin. These drainage basins are created by natural divides in the terrain. In the Town of Penfield the existing terrain creates four major divides directing flows to four overall drainage basins: Lake Ontario, Irondequoit Creek, Irondequoit Bay, and the Oswego River Basin. The hydraulic (carrying) capacity of a watercourse depends on a number of factors, including channel dimensions, bed slope and any physical characteristics that affect the useable volume of the channel.

#### Wetlands

In 1975, New York State, recognizing the value of wetlands and the advantages to their preservation, passed the Freshwater Wetlands Act. This Act requires the protection of all wetlands of 12.4 acres or more in size. New York State Department of Environmental Conservation (NYSDEC), as the enforcement agency for this legislation, has mapped all wetlands in the state that meet the minimum size requirements.

The map in Appendix B shows all thirty-one (31) regulated wetlands that have been identified in the Town of Penfield, including the Thousand Acre Swamp Sanctuary. Many of the wetlands in Penfield are also classified as woodlands. Additionally, wetlands of any size may fall under the regulatory jurisdiction of the U.S. Army Corps of Engineers and some are shown on the map. Detailed Watershed Drainage Studies have found that these often smaller wetlands play a very important role in the Town's drainage network. The size and coverage of wetlands in the Town are summarized below.

**Size & Coverage of Wetlands**

Wetland Designation	Acres	% of Town's Total Land Area
Federal & State Wetlands	2,479	11%

*Source: Town of Penfield*

**Floodplains**

Hydrologic studies have made it possible to mathematically calculate or model watersheds based on topography, soil characteristics, rainfall data, watershed areas, etc. and to determine a probability factor for flooding occurrences at various stream flows.

For example, a “100-year flood” is a calculated flow that has a one percent (1%) chance of occurring in any year, and a “10-year flood” has a ten percent (10%) chance of occurring in any year. Under normal conditions, stream flows are contained within an existing channel. During periods of heavy precipitation and/or excessive storm runoff, increases in flows can exceed the capacity of the channel, also known as the floodway, and cover adjacent lands.

The location of the 100-year flood plain and the floodways in Penfield are shown in Appendix B. Development in these areas should be minimized and may be subject to NYS Department of Environmental Conservation review and permitting.

Approximately 11% of the Town is covered by wetlands and 7% is covered by the 100-year floodplain. The size and coverage of the 100-year floodplain is summarized below.

**Size & Coverage of 100-Year Floodplain**

Floodplain Region	Acres	% of Town's Total Land Area
100 Year Floodplain	1,528	7%

*Source: Town of Penfield*

**Commented [MP2]:** Would it be better to combine all these "Size & Coverage" tables from this section together?

**Land Use**

**Existing Land Use**

Historically the Town of Penfield has been a bedroom community in the Greater Rochester Area and it is reflected in the existing land use patterns. Approximately 50% of the Town's land area has been built out for residential uses. The second largest category is vacant land at approximately 17%, and agricultural is listed third at 14%. A review of the Existing Land Use Map in Appendix B shows a majority of the agricultural land is located east of Fairport Nine Mile Point Road (NYS Route 250).

A significant portion of the Town’s commercial land uses are clustered into activity centers located at the following intersections:

- Bay Road and Empire Boulevard (NYS Route 404)
- Blossom Road, Browncroft Boulevard (NYS Route 286), and Creek Street
- Panorama Trail South and Penfield Road (NYS Route 441)
- Penfield Road (NYS Route 441) and Five Mile Line Road – known as the Four Corners
- Fairport Nine Mile Point Road (NYS Route 250) and Penfield Road (NYS Route 441) – known as the TF, 250/441 LUAMP District (Land Use Access Management Plan).

The remaining commercial uses are scattered throughout the Town. It should also be noted that Penfield has a large amount of land dedicated to parks and recreational uses. The below table indicates that there are currently more acres of land classified as parks and recreation than business, commercial and limited industrial uses combined. Approximately 5% of the current land use in the Town has been developed or redeveloped for business, commercial, or limited industrial land uses.

The table below contains a breakdown of the various land uses within the Town and the maps in Appendix B show their location. The table and map were developed using the land use codes from the Town’s property information file. This file is maintained by the Town’s Assessor who assigns each parcel within the Town one of nine New York State land use classifications, each with a three-digit code.

**Existing Land Use Breakdown**

<b>Land Use Category</b>	<b>Acres</b>	<b>Total Land Area</b>
Single-Family Residential	10,773	50%
Vacant	4,283	17%
Agricultural	3,223	14%
Parks & Recreation	1,519	7%
Public, Cultural, & Educational	751	3%
Commercial	699	3%
Industrial	347	2%
Utilities & Transportation Services	384	2%
Multi-Family Residential	321	1%
Misc/Unassigned	166	1%
<b>Total</b>	<b>22,466</b>	<b>100%</b>

Source: Town of Penfield

## **Residential Land Use History**

According to Town records, approximately 11,092 new homes were constructed within Penfield between 1960 and 2010 and approximately 819 new homes were constructed between 2011 and 2019.

The Town of Penfield has seen consistent development growth since the end of World War II. The Development History Map in Appendix B shows the generalized development pattern for each decade starting in 1950. Development started in western Penfield and has moved eastward wrapping around the Thousand Acre Swamp in a crescent shape. Until 1960, development occurred west of Jackson Road with the majority of it concentrated around Baird Road, Five Mile Line Road, and Penfield Road (NYS Route 441). Throughout the 1970s, development was still occurring west of Jackson Road but was moving eastward, south of Whalen Road. By the end of the 1980s there were several new developments east of Fairport Nine Mile Point Road (NYS Route 250) along Plank Road, Sweets Corners Road, and Penfield Road (NYS Route 441). The lack of sanitary sewers along with zoning changes that decreased density deterred development from continuing to move eastward and has preserved agricultural uses in the area.

While some development continues east of Fairport Nine Mile Point Road (NYS Route 250), much of the development in the last decade has focused on infill parcels in more developed areas of the Town with large developments such as Windsor Ridge on Five Mile Line Road, small 2- or 3-lot infill developments, as well as continued development of previously established subdivisions such as Silverwood and Watersong on Five Mile Line Road and Fox Hill on Watson Road.

Two major trends have contributed to the shifting development model in Penfield. The first is the expansion of sewer capacity along portions of the NYS Route 250 corridor in Penfield. The Town of Webster has been undergoing major renovation and expansion of their sewer treatment facilities which has allowed for further development in northeast Penfield. The second contributing factor is the increasing use of Town Law §278 and the preservation of open space. In the areas of Penfield where zoning has traditionally been restricted to large lot sizes such as the RR-1 and RA-2 zoning districts, many developers have been utilizing Town Law §278 to provide the ½- to ½-acre lots often sought by buyers while providing additional green space or buffering from neighboring properties.

Today, areas east of NYS Route 250 have generally been designated for large residential lots, crop production, animal raising, and open space. The Town recognizes agricultural operations contribute to the local economy and help to maintain Penfield's rural character. As stated in the Water & Sewer Service Summary, future growth is anticipated but only in areas where existing sewers have not reached capacity.

## **Residential Living**

According to a 2018 survey of prospective home buyers, the suburbs, like Penfield remained the most desirable home location (64%) followed by rural settings (24%).

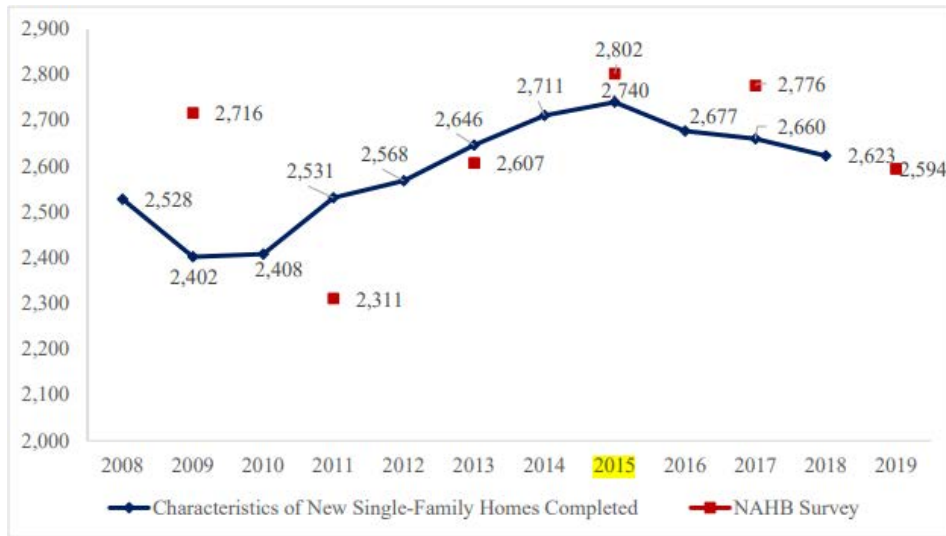
According to the 2002 Consumers Survey conducted by the National Association of Homebuyers (NAHB), the following amenities were most influential in choosing to move into a new community: highway access, walking/jogging/bike trails, sidewalks, a nearby park area, playgrounds, and shops within walking distance. The survey also indicated that buyers were

willing to pay more for a home that offered these amenities. In addition, Zimmerman Volk & Associates, a leading market research firm, believes that as many as 50% of home buyers prefer homes built on smaller lots with traditional neighborhood elements (as shown in the image to the lower right-hand corner of this page). The same year, the NAHB completed a comparative analysis of responses for surveys completed between 2002 and 2018. This analysis determined that the desired median home size has not changed significantly since 2002, however, buyers indicated that they are increasingly likely to choose smaller homes on smaller lots to attain affordability in desired neighborhoods.

**Commented [MP3]:** What image? Is this provided in one of the appendices? Is it even necessary?

According to the NAHB, the typical new home continued to grow each year until it reached 2,521 square feet in 2007. Experts believe that the size of new homes will not continue the dramatic growth recorded in the 35 years prior to 2007. Following 2008 economic crisis, the average home size decreased from 2,716 square feet in 2009 to 2,311 square feet in 2011. As the economy recovered, average home sizes peaked in 2015, but have steadily decreased since that year (see graph below).

**Commented [MP4]:** The original version of this paragraph appeared very outdated, citing projected estimates for 2015 instead of actual measurements. I referenced the 2020 NAHB report and added the graph below.



Source: NAHB Economics and Housing Policy Group, Cost of Constructing a Home, 2020

These national trends can be seen within Penfield and the Rochester region. One of the most prevalent is evident in the increasing focus on utilizing Town Law §278 by residential developers within the Town of Penfield. Town Law §278 allows for clustering development on lots smaller than allowed by code, with the remaining acreage being deeded against further subdivision or development. The residual acreage is often placed under conservation easements or deed to the Town, and occasionally utilized as wetland or stormwater management facilities. In the past 20 years, more than 915 homes have been built utilizing Town Law §278; 33 are currently under construction, and an additional 89 have been approved, but are not yet constructed.

For example, a description included as part of a current real estate listing for a home on Chippenham Drive in the Town states, “Great location. Close to YMCA and shopping.” In addition, the success of Stonetown Hamlet in Mendon, Taylor Farms in Churchville, and Newcroft Park in Rochester prove that there is a market for new village, scaled neighborhoods within the region. Meanwhile, many residents are choosing to locate on large lots within the rural parts of the County. The manner in which residents are accommodated within Penfield over the next decade will directly impact the character of the entire community. For example, if more residents can be accommodated on smaller residential lots, it will reduce development pressure on farmland and open space within the eastern portion of the Town.

It is the responsibility of the Town to ensure that the proper regulatory framework is in place in conjunction with the infrastructure necessary to provide a variety of housing types within the community. Once these actions are completed, the real estate market will dictate the pace and exact nature of the development. If the market does not produce the desired results, the Town may need to offer additional incentives or solicit specific developers in order to implement this policy area.

### **Implications**

The information contained in this Community Profile is intended to provide a snapshot of the Town’s past, present, and future conditions. Although the exact changes that will occur in Penfield over the next decade are impossible to predict with a high degree of accuracy, the following assumptions will guide the Comprehensive Planning process:

- Population growth will continue at a fast pace, but slower than the peaks of the 1960’s and 1970s;
- The population growth of senior citizens will continue to outpace other age groups;
- Educational attainment levels will remain very high;
- Real estate values will continue to be among the highest in the County;
- Rochester will remain the primary employment center for Town residents;
- Sanitary sewer capacity will be one of the primary limitations on new residential development; and
- Road carrying capacities will remain adequate, but intersection improvements will be required to provide congestion relief.

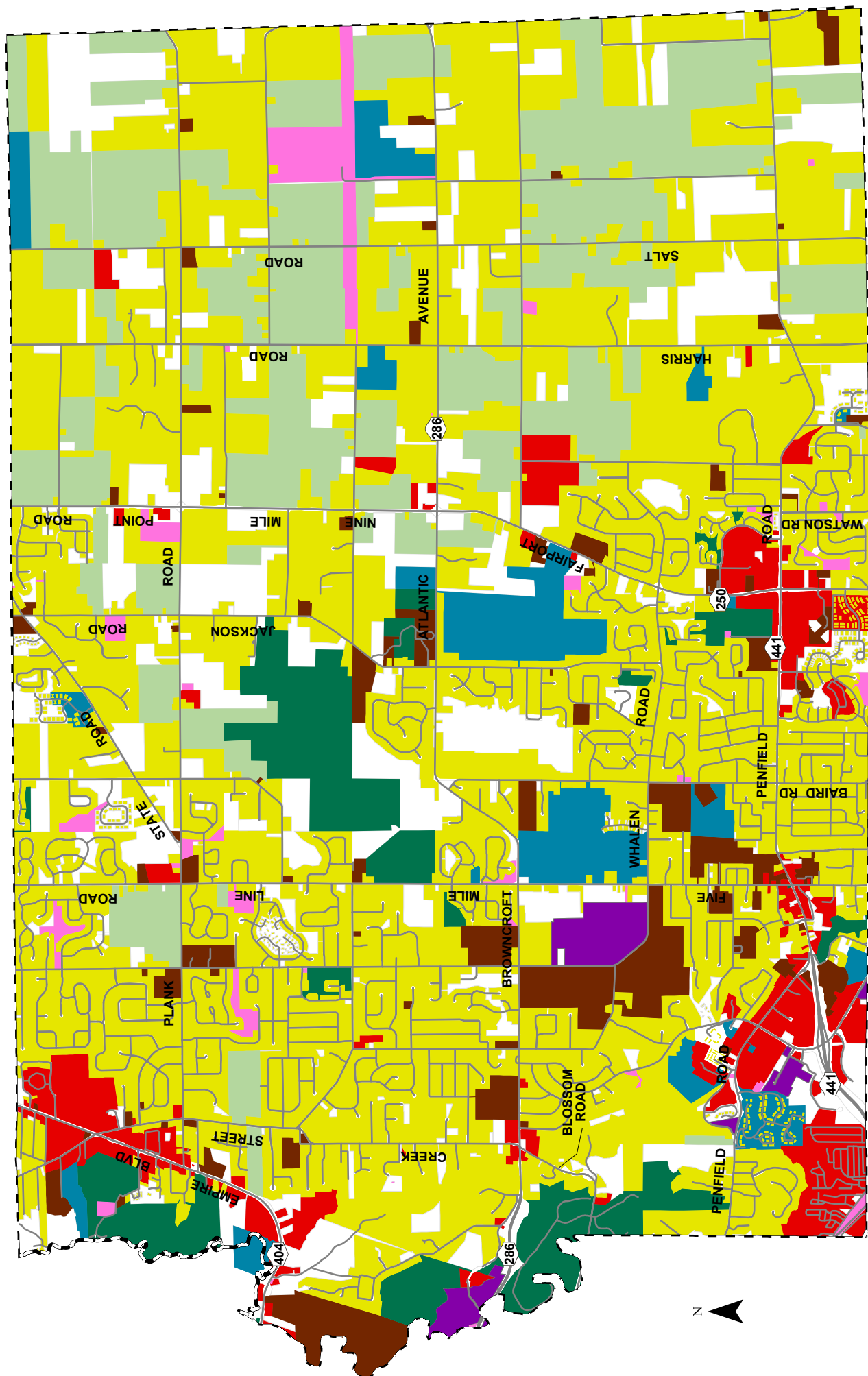
These assumptions, combined with the key issues summarized in Appendix D, will form the basis of the community’s vision and policy areas for the 2023 Comprehensive Plan. The detailed information contained within the Community Profile will help to formulate the plan’s strategies.












# Appendices B

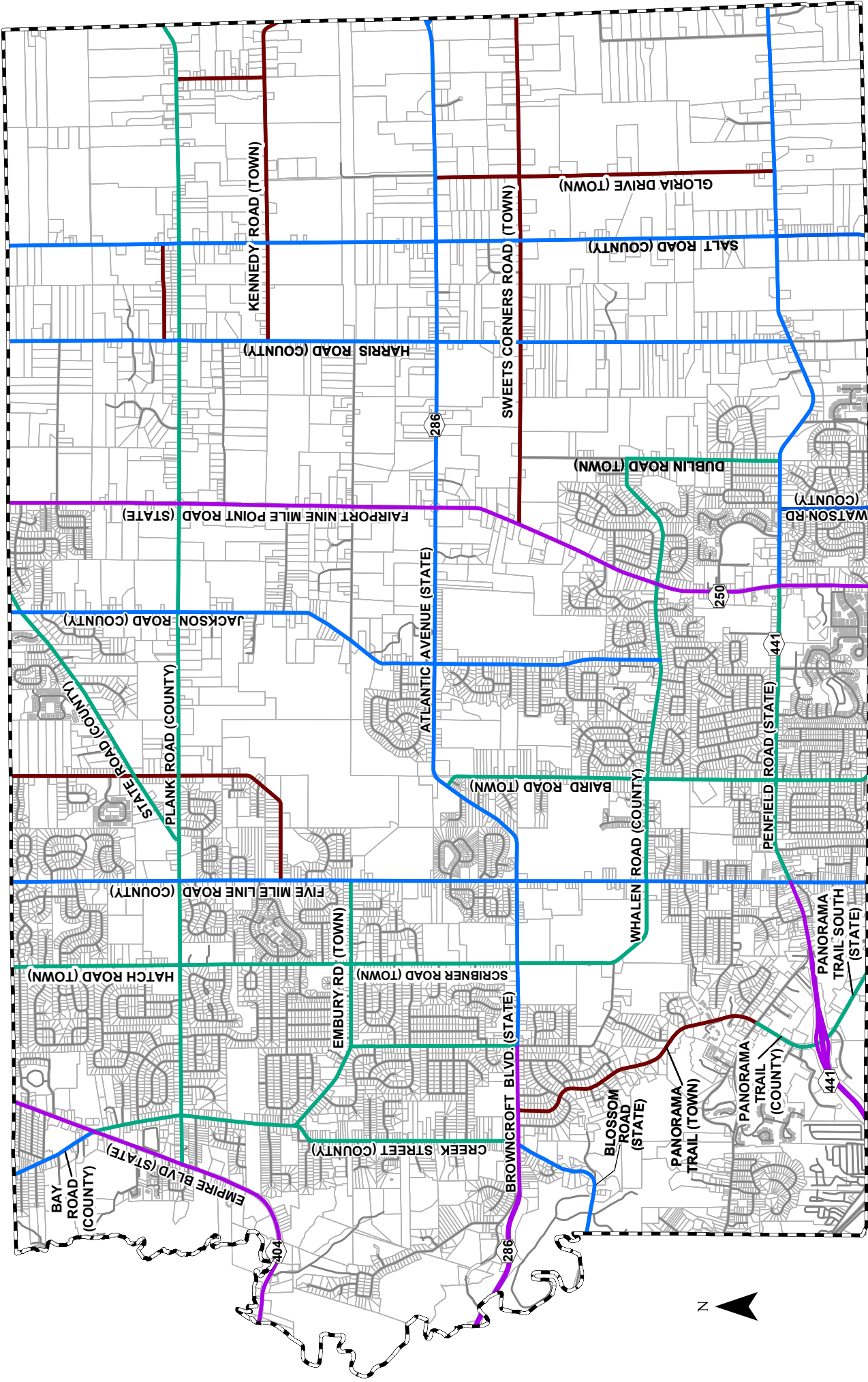
## Full-sized Maps

1. Existing Land Use
2. Residential Development History
3. Existing Road Network
4. Sidewalks
5. Parks and Recreation
6. Historic Resources
7. School District Boundaries
8. Water and Sewer Service Area
9. Sanitary Sewer Mains (In Progress/Will Be Added)
10. Prime Soils
11. Steep Slopes and Woodlands
12. Streams and Floodplains
13. Wetlands
14. Future Land Use

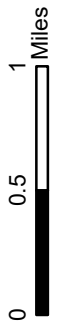


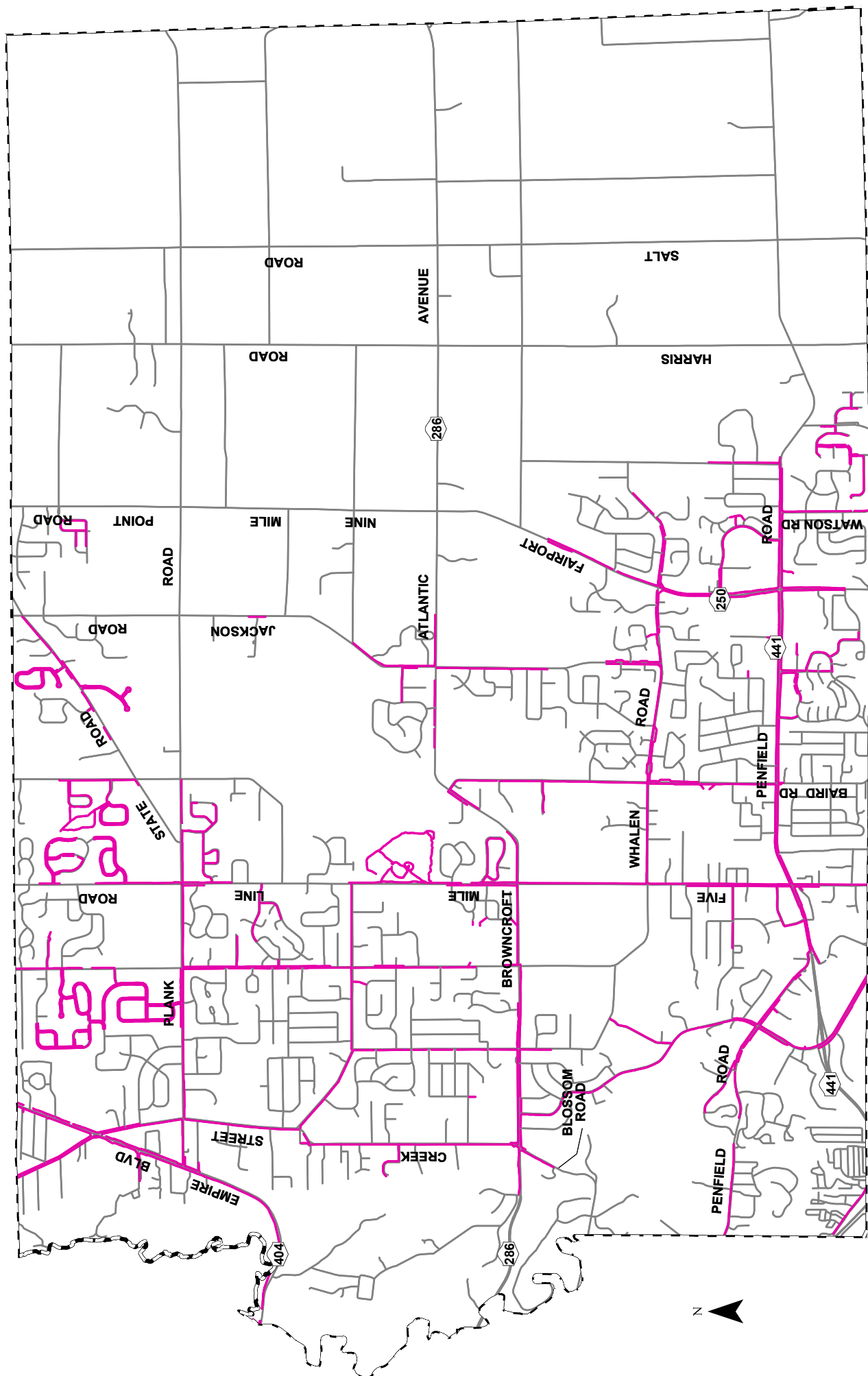
	Agricultural		Commercial		Industrial
	Residential		Recreation & Entertainment		Public Services
	Vacant		Community Services		Wild, Forested, Conservation Lands, Public Parks

0 0.5 1 Miles



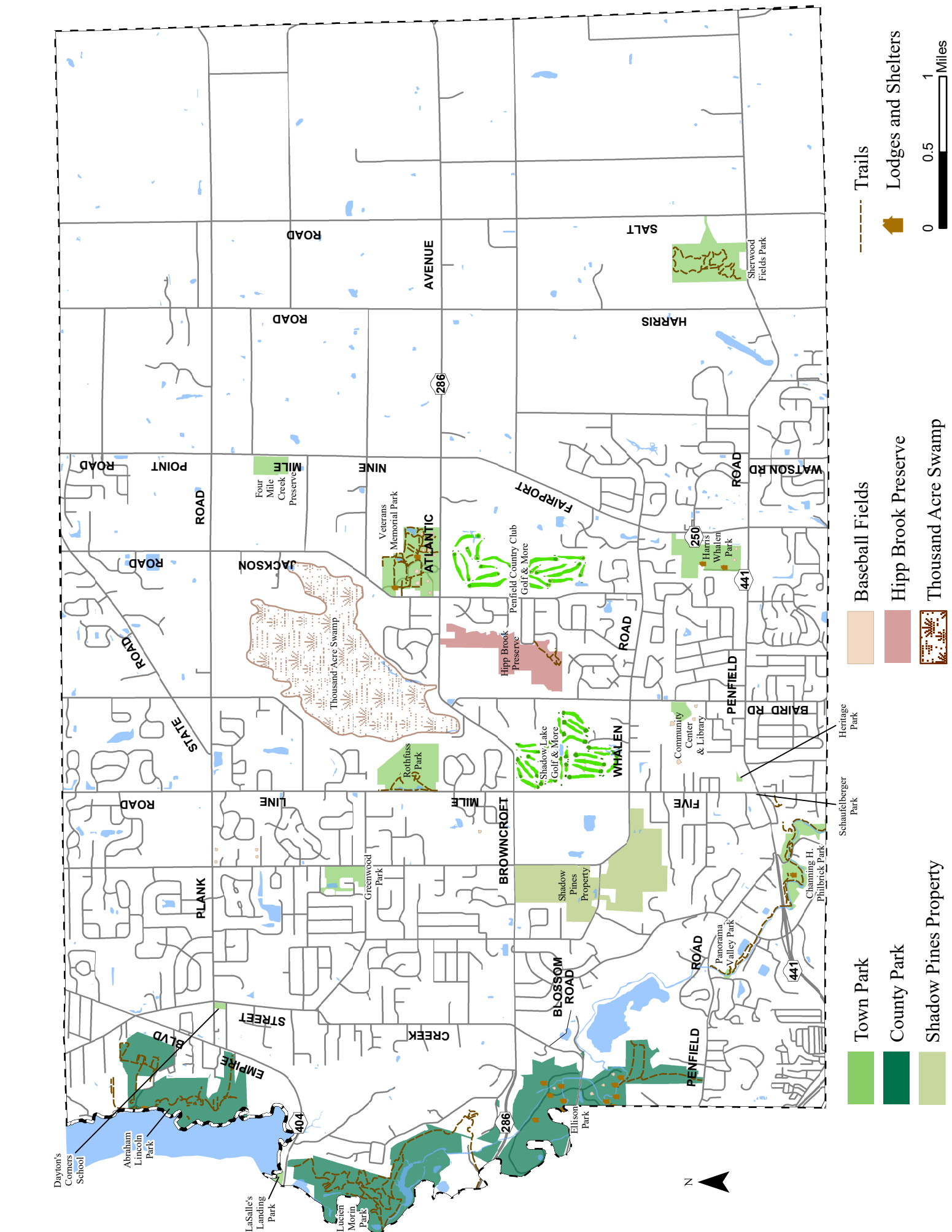
- Principal Arterials
- Minor Arterials
- Collectors
- Residential Roads

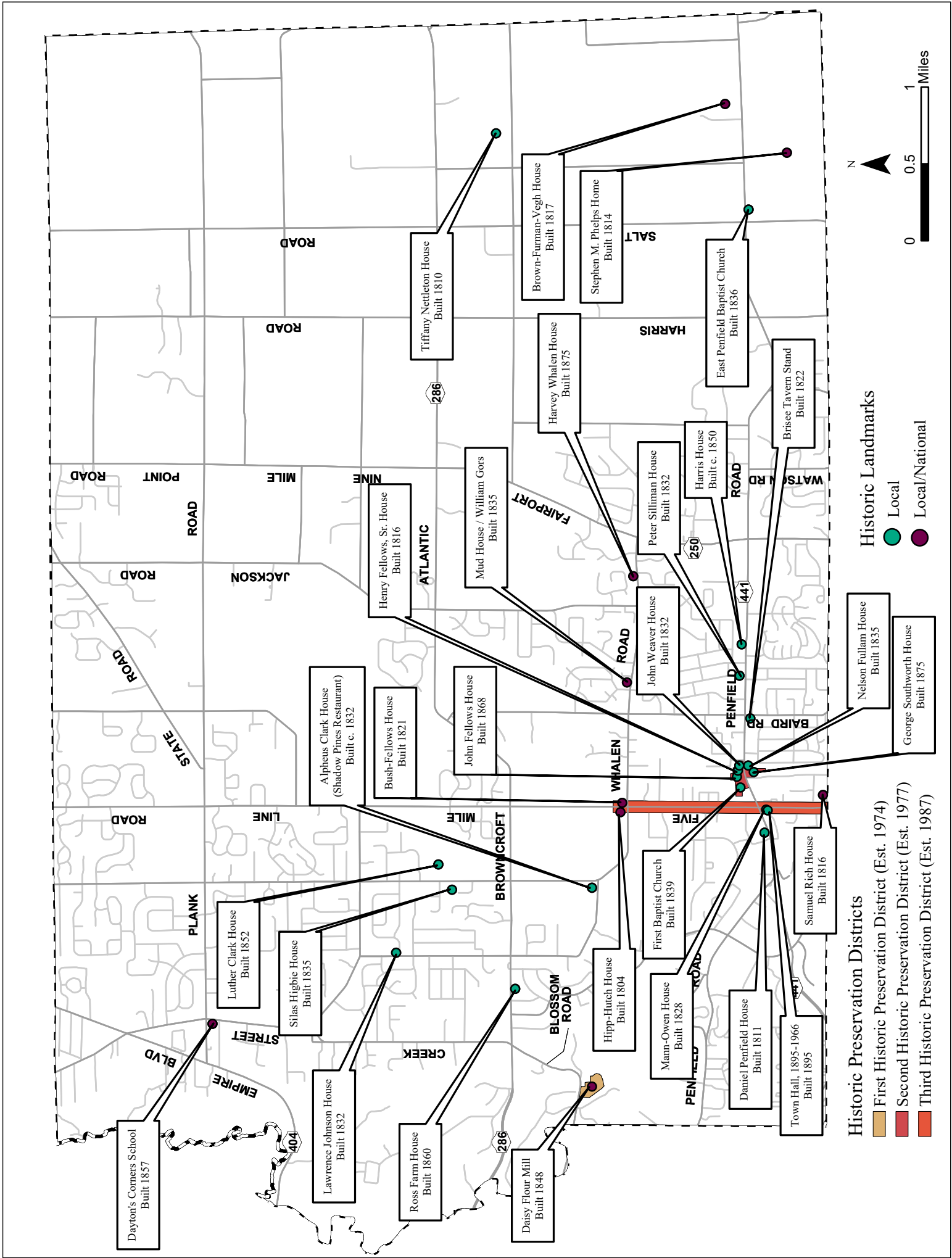


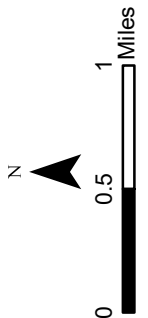
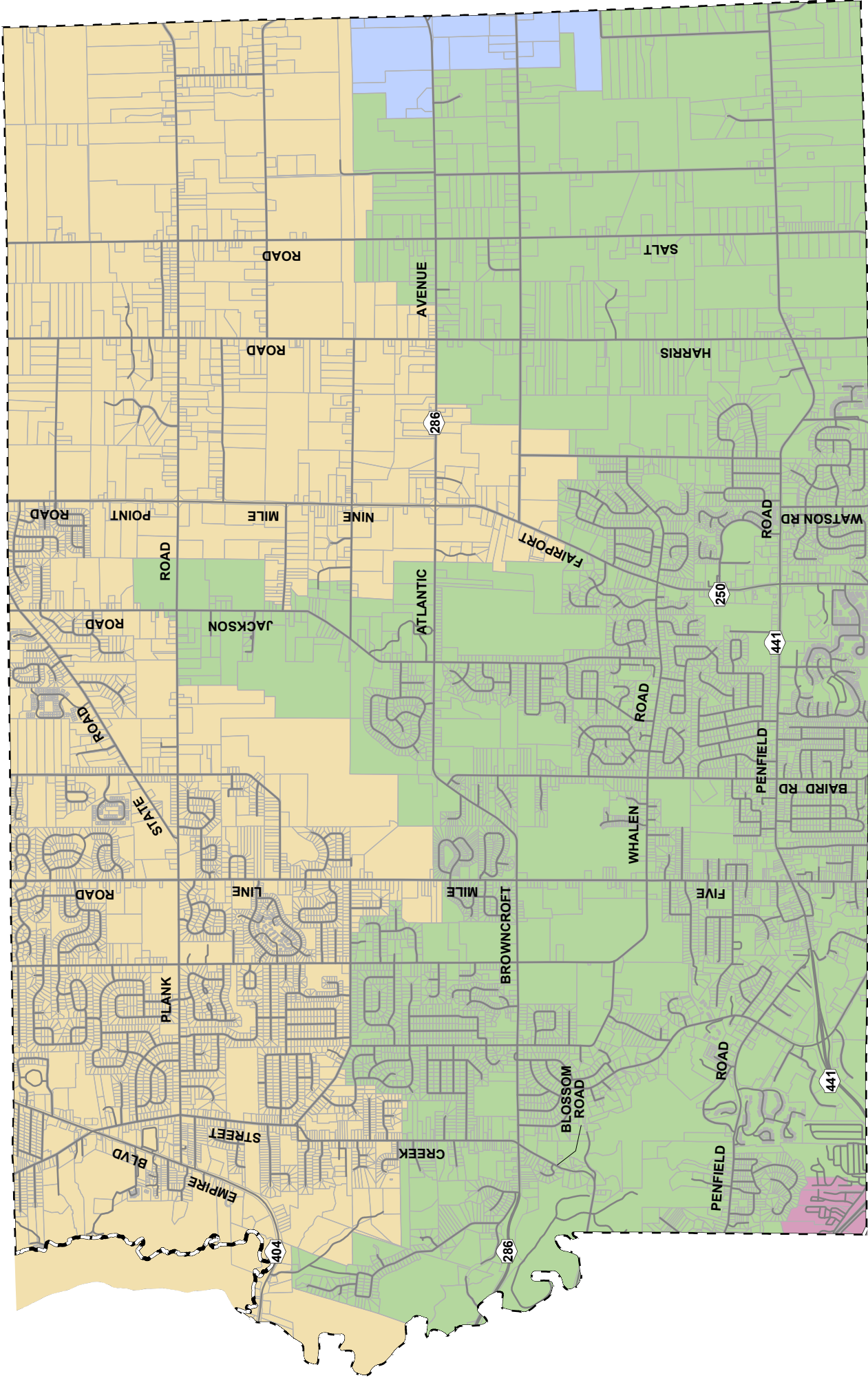


— Roads

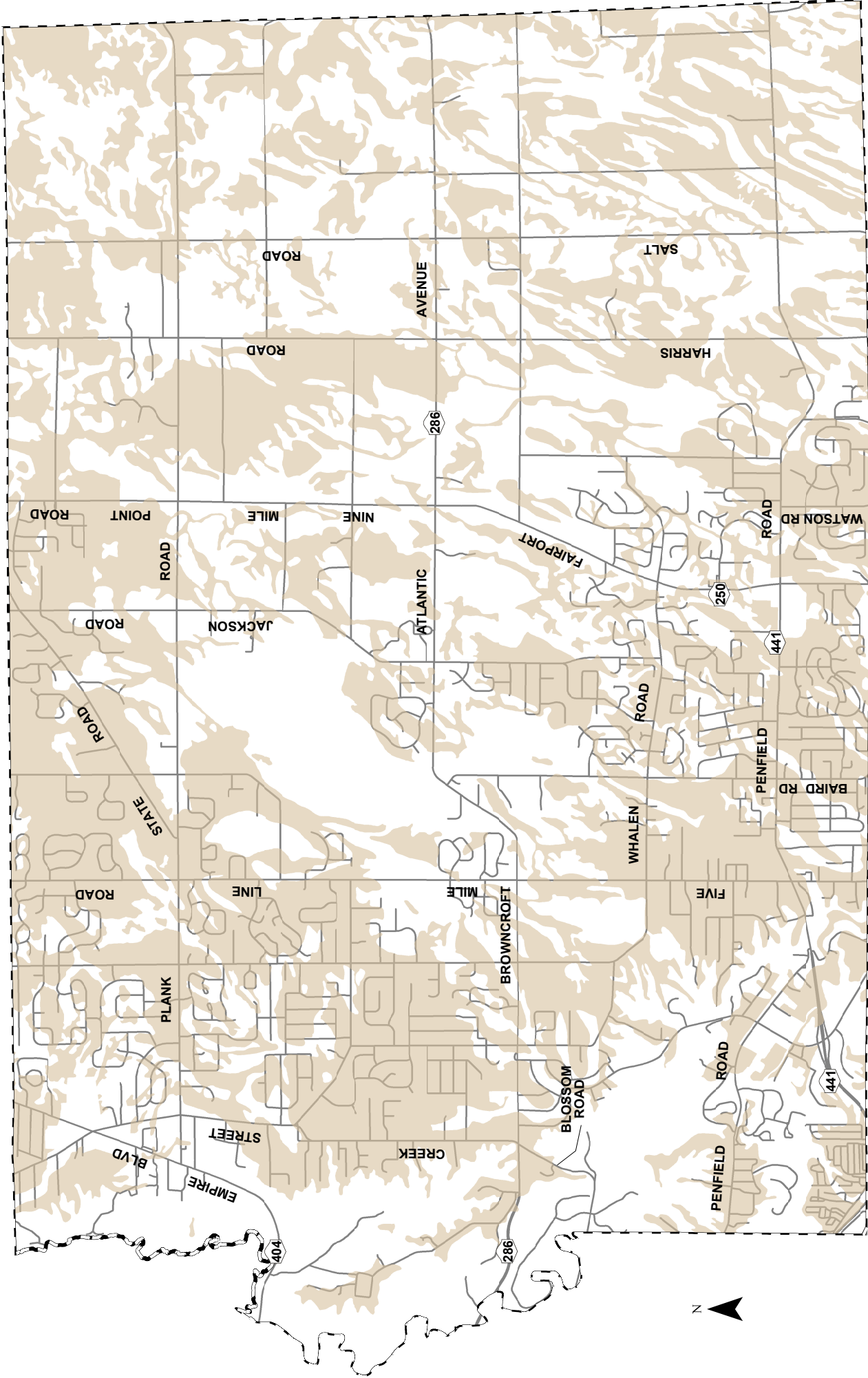
— Existing Sidewalks







- Penfield Central School District
- Pittsford Central School District
- Wayne Central School District
- Webster Central School District



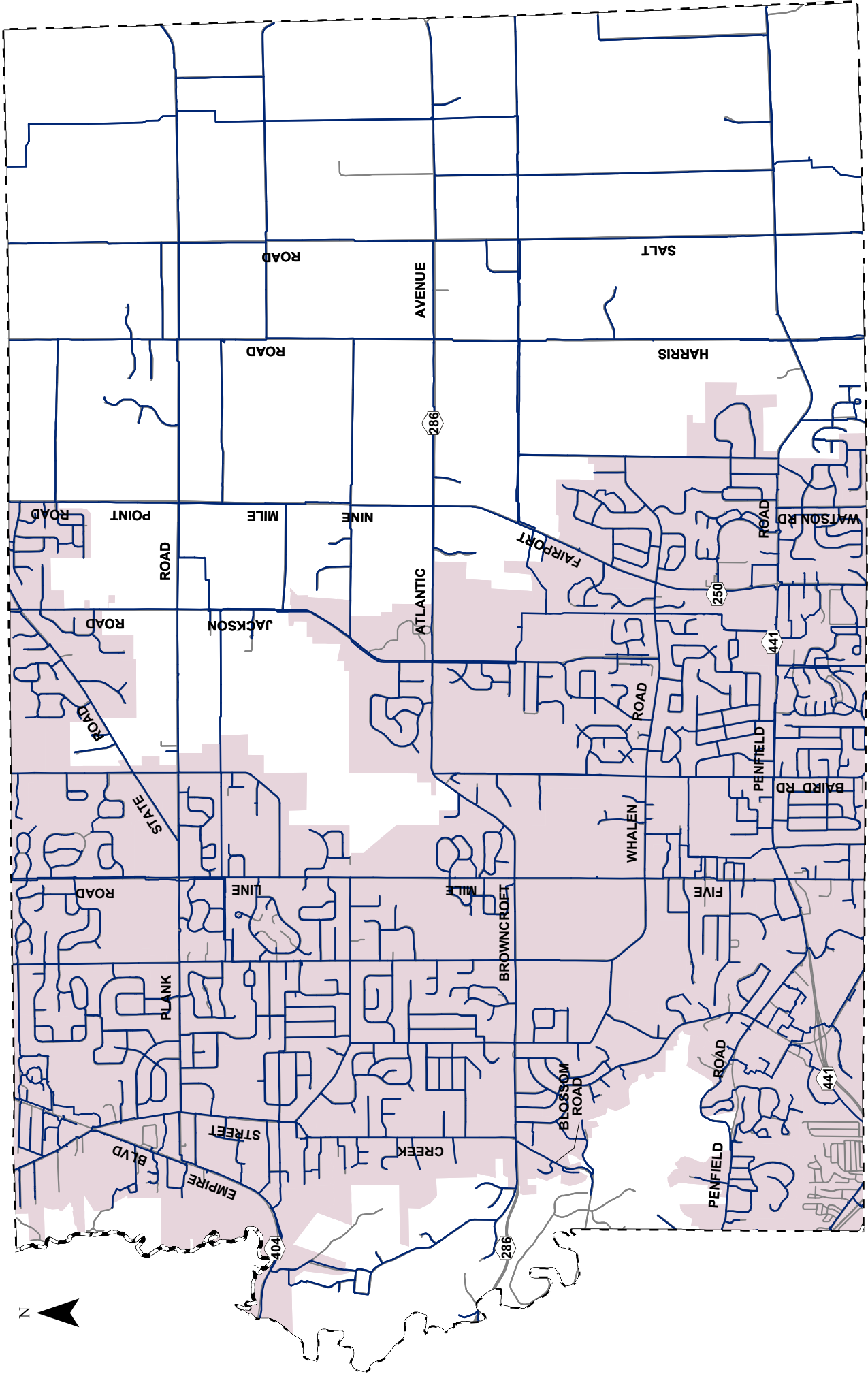
Prime Soils



Roads



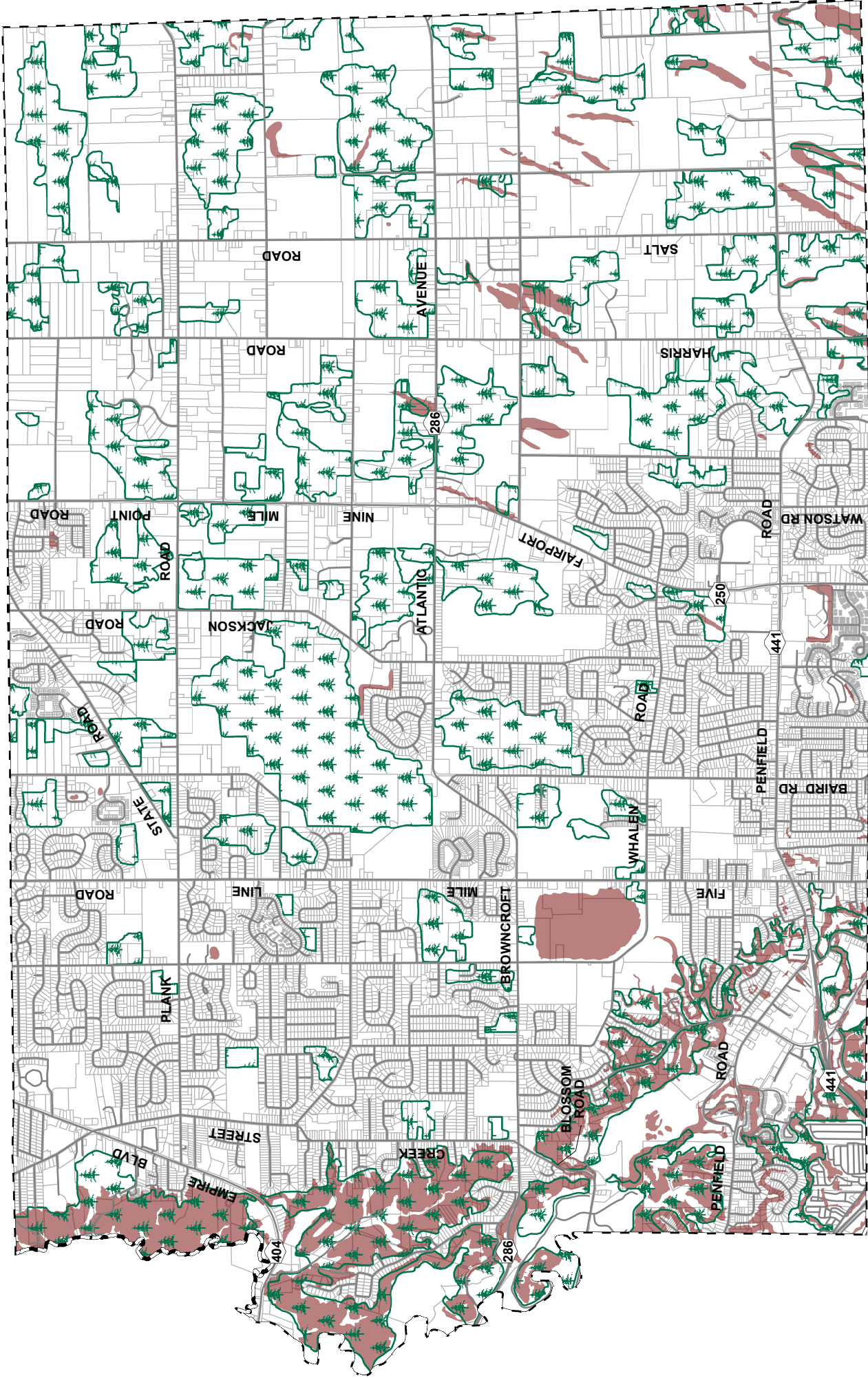




Sanitary Sewer Service Area

Roads

Water Service (MCWA)

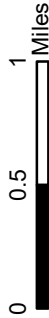


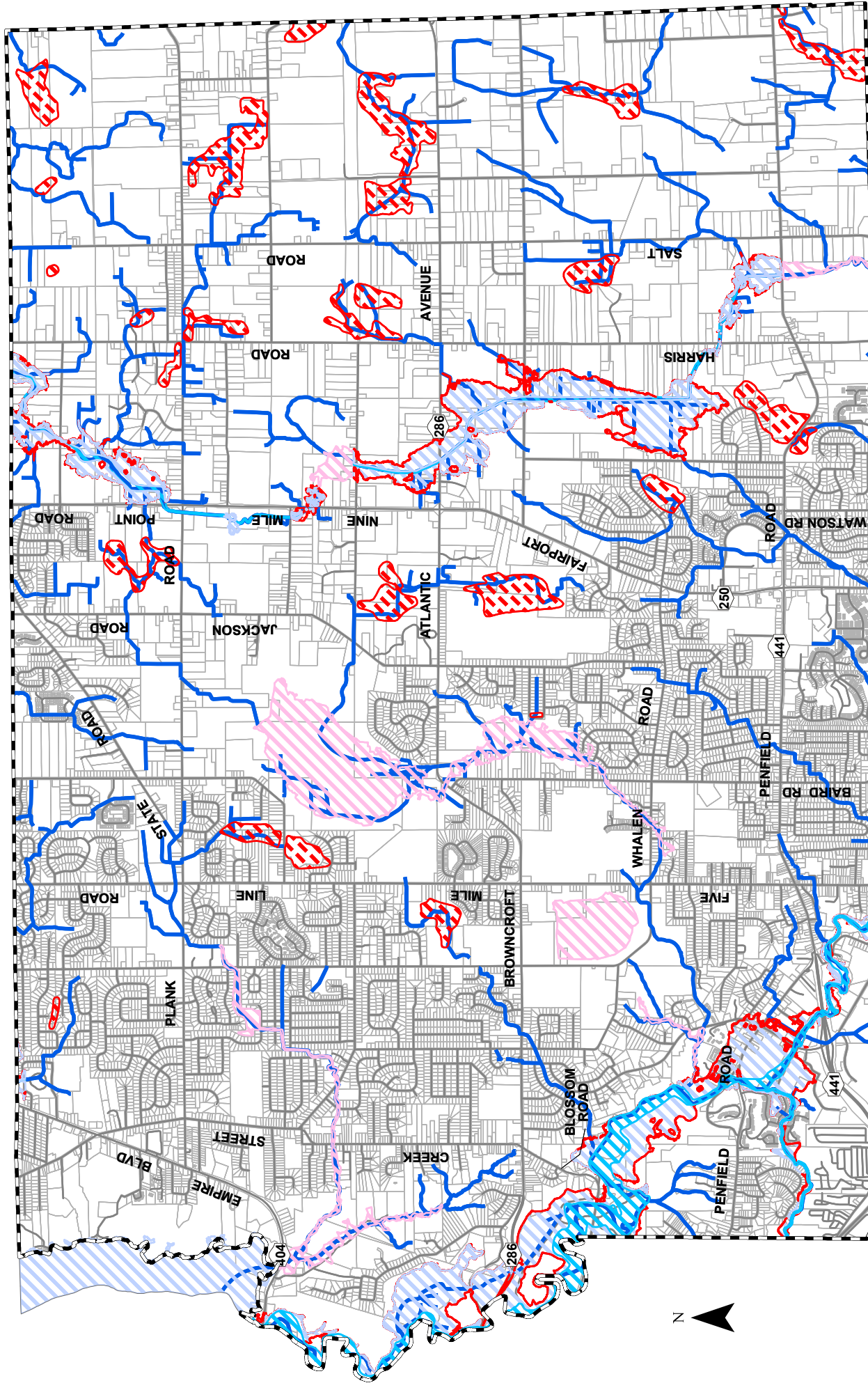
Woodland



Steep Slopes

Roads





500 Yr Floodplain



100 Yr Floodplain - No BED



100 Yr Floodplain - BED



100 Yr Floodplain/Floodway



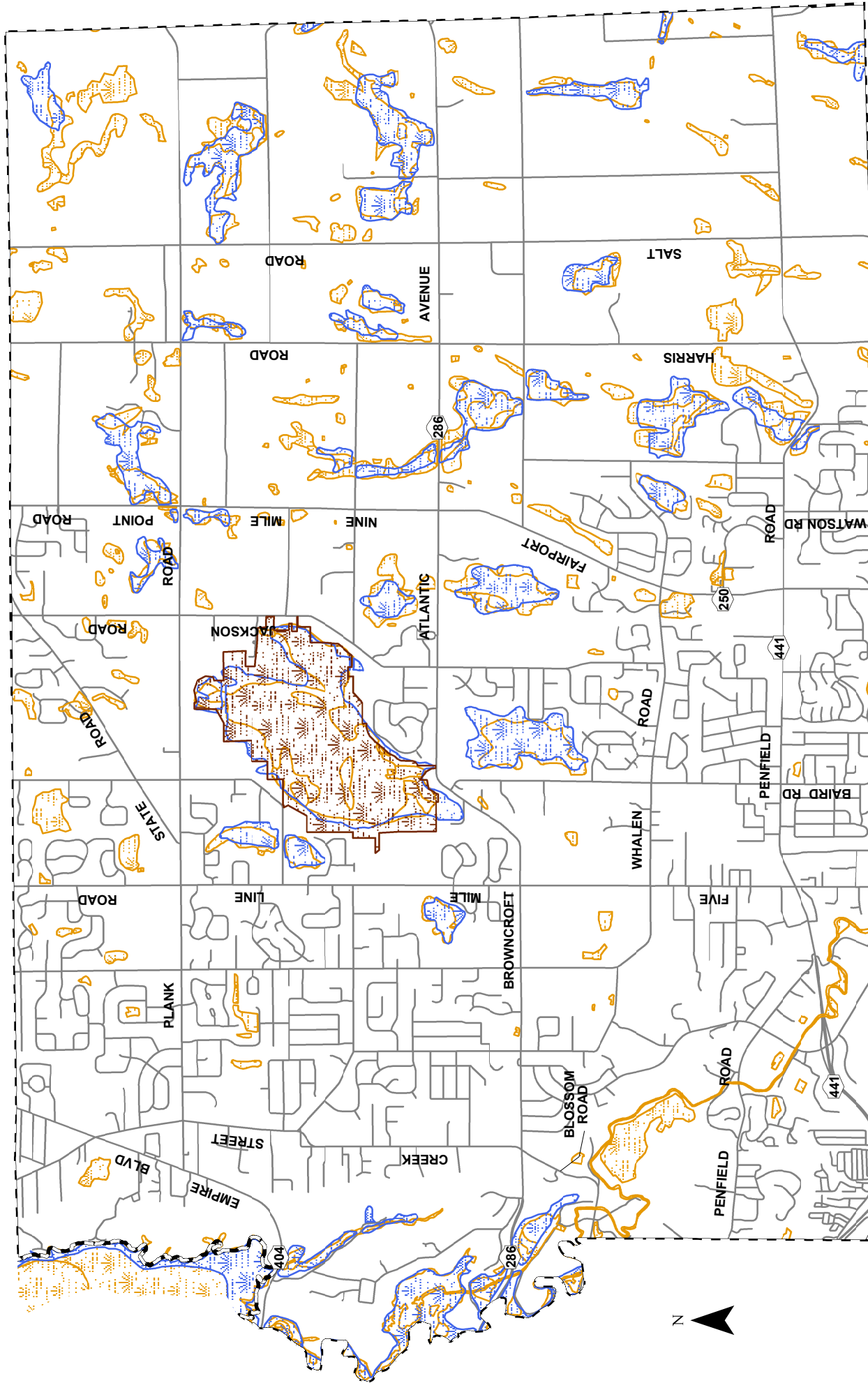
Streams



0 0.5 1 Miles



N



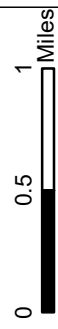
National Wetland Inventory

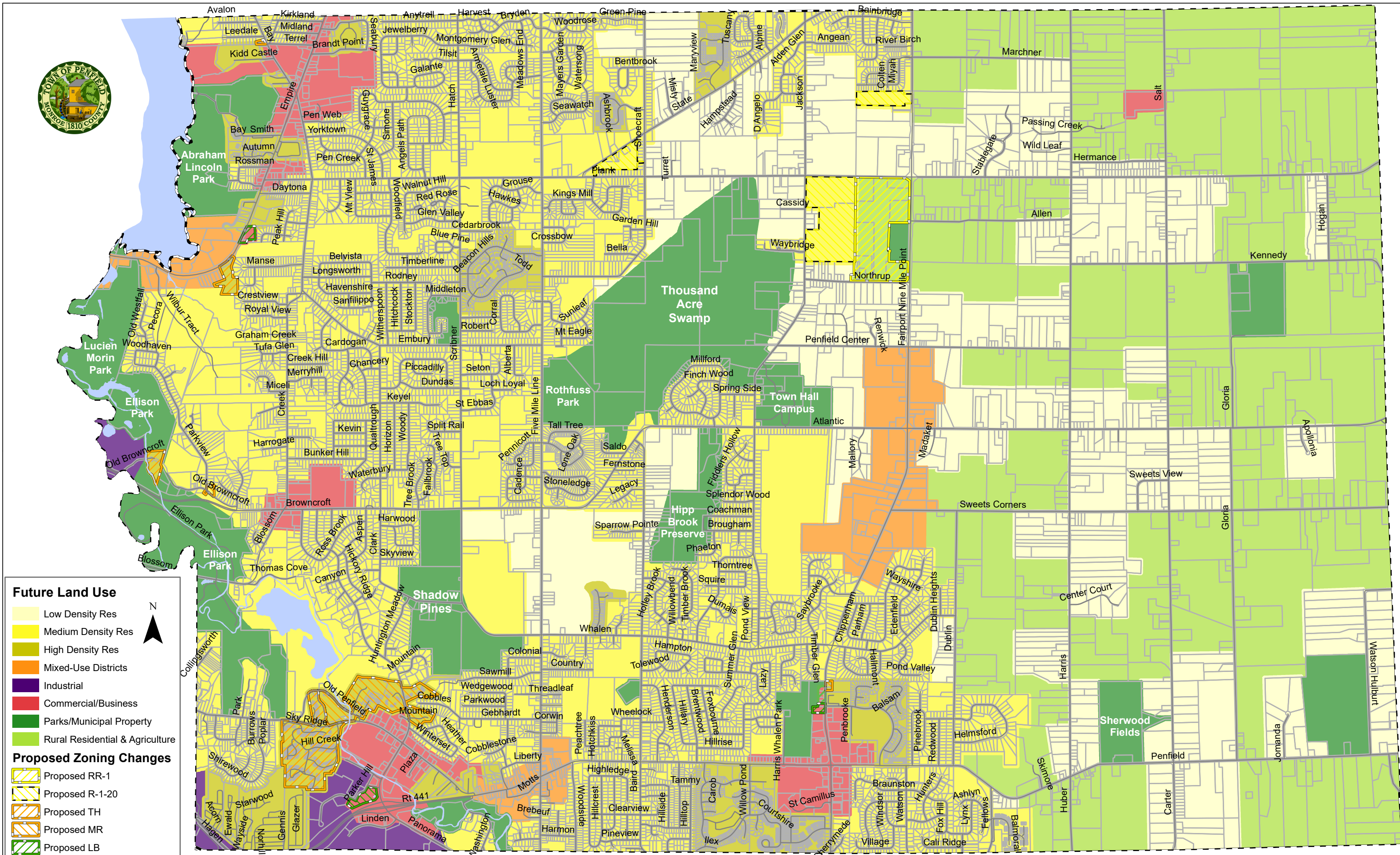


Thousand Acre Swamp



NYS DEC Wetlands



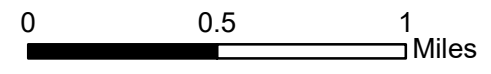


**Future Land Use**

- Low Density Res
- Medium Density Res
- High Density Res
- Mixed-Use Districts
- Industrial
- Commercial/Business
- Parks/Municipal Property
- Rural Residential & Agriculture

**Proposed Zoning Changes**

- Proposed RR-1
- Proposed R-1-20
- Proposed TH
- Proposed MR
- Proposed LB
- Proposed GB
- Proposed BN-R



## Appendix C - Previous Plans & Studies

The Town of Penfield had a wealth of historical knowledge available to its staff and committees for the purposes of composing the 2020 Comprehensive Plan Update. Below is a listing of the many plans and studies the Town of Penfield has completed over multiple decades in the effort to continuously learn from its past experiences and anticipate its future needs for the community.

### **History of Master or Comprehensive Planning in Penfield**

The Town of Penfield has a long history of planning for its future. It has completed two Master Plans, three Comprehensive Plans, and numerous other plans and studies. This document represents the sixth community-wide planning effort completed for the Town of Penfield. A summary of the four previous town-wide planning efforts is provided below.

Historically, the terms Comprehensive Plan and Master Plan have been used interchangeably. Each was used to describe a document whose primary purpose was to address the physical development of a community. However, over the past twenty years, the two terms have diverged in their meanings.

The scope of a modern Comprehensive Plan has broadened to include areas of interest that go far beyond the physical characteristics of an area. Policies and recommendations that address community resources and regional collaboration are examples of topics covered by a Comprehensive Plan.

Alternatively, a modern Master Plan emphasizes the physical development of an entire community or a portion of it, such as the Four Corners area or a redevelopment site.

### **1966 Master Plan**

The first Master Plan of the Town of Penfield was prepared at a time when major growth was being experienced and the projections for an increase in town population were indicative of the growing pains being experienced. This plan projected an increase of over 100% in Penfield's population from 1966 to 1980. This Plan first proposed the concept of "planned neighborhood development", which evolved into Penfield's identity as a "bedroom community". It also initiated the concept of preservation of sensitive environmental areas, such as the Irondequoit Valley steep slopes and the Thousand Acre Swamp.

### **1978 Master Plan**

The second Master Plan of the Town of Penfield set forth goals and objectives to further the Town's development planning. This plan encouraged strong preservation techniques for the natural environmental features that are an important part of Penfield. It recognized the need to plan for open space preservation, conserve sensitive natural features and maintain the agricultural and rural features of eastern Penfield. It also promoted a residential development philosophy that met the future housing needs of persons with a wide range of income levels.

## **1990 Comprehensive Plan**

As the first Comprehensive Plan for the Town, the 1990 Plan endorsed many of the features of the 1978 plan. These included:

- 1) Maintaining Penfield as primarily a residential community;
- 2) The importance of preserving sensitive environmental features;
- 3) Maintaining a diversified tax base with commercial and industrial development to support the residential population;
- 4) Preserving the agricultural heritage of the Town;
- 5) The acknowledgement of the uniqueness of the Four Corners and preservation of its cultural contributions.

The 1990 Comprehensive Plan also contained several new recommendations that the Town successfully implemented. These included:

- 1) Creation of a business association;
- 2) Provision for an affordable mechanism to preserve open space;
- 3) Creation of a mixed use zoning district known as LaSalle's Landing;
- 4) Creation of a "Four Corners Overlay District";
- 5) Provision for a tax incentive program for business development.

## **2000 Comprehensive Plan**

The Town Board appointed a citizen committee to prepare an update to the 1990 plan. The 2000 Plan was the result of over four years of research, discussion, public meetings, and review. This process began in March of 1997 with a committee of 38 Penfield citizens. The committee was divided into six sub-committees to review specific topics related to the update. These included:

- 1) Public Interest and Notification;
- 2) Commercial Interests;
- 3) Emergency Services;
- 4) School Districts;
- 5) Parks, Open Space and Environmental Issues;
- 6) Adjacent Towns' Land Use.

The 2000 Comprehensive Plan provided the basis for the following projects and programs that the Town has completed over the last ten years.

- 1) Designation of the Daniel Penfield Home as a National Landmark;
- 2) Approval of a \$10 million Bond passed by the Town for open space preservation that resulted in over 1,100 acres of open space preserved;
- 3) Initiation of updating the Town's Environmental Protection Overlay Districts;
- 4) Remediation of a brownfield on Empire Blvd with NYSDEC Grant funds;
- 5) Development of a land use and regulatory framework for the Four Corners Area;
- 6) Implementation of several transportation initiatives and projects such as traffic calming on Huntington Meadows, ongoing development of local trail system and sidewalk network, and the provision of pedestrian access within commercial developments from the street.

### **2010 Comprehensive Plan**

The Town Board and the Steering Committee that was assembled to prepare this document felt that it was important to convey some of the key considerations of this Plan. They include:

- 1) Planning for the growth of an aging population that outpaces younger age groups;
- 2) Providing diverse residential living options;
- 3) Establishing Limitations of development due to sanitary sewer capacity;
- 4) Creation of a mixed use zoning district to promote a variety housing options within walking proximity to business, services and civic space;
- 5) Supporting economic development of the business districts;
- 6) Fiscal responsibility of Town operations.

### **Previous Transportation Planning Efforts**

The Town has been proactive in undertaking planning efforts to identify land use and transportation strategies and projects to keep congestion to a minimum while improving the safety of all modes of travel. Below is a list of studies that have been completed.

#### **1989 Town-wide Traffic Study**

The study evaluated the operational and safety characteristics of primary travel routes and intersections within Penfield. The Committee was supportive of making a recommendation to the Town Board to perform a new town-wide traffic study to analyze the relationship between the steady growths Penfield has experienced with the existing traffic network. The Town can utilize the findings of the study to work with the County and State transportation agencies.

#### **1996 Routes 441/250 LUAMP**

The Land Use and Access Management Plan encompassed the area within a one-third of a mile radius around the intersection of Routes 441 and 250. Key recommendations included the installation of a raised median along Route 441, the development of secondary access roads, and



the requirement of cross access provisions in order to reduce the number of conflict points along the two state highways.

### **1999 Route 404 Corridor Study**

The study area encompassed the portion of Route 404 (Empire Boulevard) from Culver Road in Irondequoit to the Webster Village line. Key recommendations include severing Daytona Avenue to relieve congestion at its intersection with Route 404 and re-aligning Rossman Drive to create a four-way intersection with Plank Road and Route 404. The Study also identified an Overlay District to reduce the impacts of new development along the roadway.

### **1999 Route 286 Corridor Study**

The study area encompassed the portion of Route 286 (Browncroft Boulevard/Atlantic Avenue) from Route 590 to Route 350 in Walworth. This study made a number of recommendations to improve the operation and safety of the roadway, including the addition of turning lanes and traffic signals at specific intersections when conditions warrant it. It also discussed longer term modifications such as the feasibility and benefit of expanding Atlantic Avenue to a three or four lane facility and extending Route 286 further into Wayne County.

### **2009 Route 250 Corridor Transportation Study**

The study area encompassed the portion of Route 250 from Lake Road in Webster to Route 96 in Victor and includes the Towns of Webster, Penfield, Perinton, and Victor, along with the villages of Webster and Fairport. This study's key recommendations within Penfield include the installation of turning lanes at the Route 250/Atlantic Avenue intersection, the development of a coordinated land use and transportation plan, and the consideration for rezoning on the west side of Route 250 near the Atlantic Avenue intersection to allow for retail uses. The image that follows is of the Route 250/441 intersection. This area is a prime example of implementing good transportation planning and traffic engineering solutions.



- Image Label Legend: (1) Raised median to protect the functional area of the intersection.
- (2) Access restrictions eliminate left-turning vehicles exiting the site.
  - (3) Access roads to provide alternative access to businesses.
  - (4) Right turn / exit only eliminates left turns in and out of the site.
  - (5) Cross access provides alternative access between businesses.
  - (6) Sidewalks throughout the area promotes walking between sites.

## **Previous Area Planning Efforts**

The Town has completed several plans and studies aimed at preserving and enhancing the social, environmental and economic qualities of specific areas (e.g. Four Corners) or neighborhoods. They have often led to physical and regulatory improvements including land use, pedestrian and vehicular circulation, design guidelines, and zoning districts. These area plans or studies include:

### **1997 LaSalle's Landing Development Plan**

Developed in collaboration with the Town of Irondequoit, this plan guides development and redevelopment of the southern shoreline area of Irondequoit Bay including land fronting on Empire Boulevard. The plan made specific recommendations including encouraging mixed-use development and public infrastructure improvements.

### **1998 Panorama Area Plan**

This plan addressed the environmental and general community planning issues associated with the full build-out of the Panorama Valley area. It explored and recommended actions including future land uses, mitigation measures for development, and floodplain and stormwater management practices.

### **2000 Four Corners Plan**

This plan evaluated the long range needs and vision of the Four Corners area. It examined such issues as community character, traffic, pedestrian movement and access, parking, and recreational opportunities. Several recommendations have been implemented including the creation and use of design guidelines, the planting of street trees, and the development of a neighborhood park at the northwest corner of Route 441 and Five Mile Line Road.

### **2003 Browncroft Blossom Creek Neighborhood Plan**

This plan developed recommendations to create a mixed-use activity center for residents and capitalize on the more than 18,000 motorists that travel through the area each day. Recommendations include: higher density residential development, combining of curb cuts and access points for commercial properties, and improving the aesthetic quality of the area by implementing various streetscape improvements and architectural design guidelines.

### **2003 Irondequoit Bay Harbor Management Plan**

The Harbor Management Plan was prepared to help assure greater consistency in reviewing plans among the local municipalities and various state and federal agencies that have jurisdiction for Irondequoit Bay. The Plan helps the New York State Department of Environmental Conservation (NYS DEC), Monroe County, and the sponsoring Towns of Irondequoit, Webster and Penfield cooperate to make better use of the Bay. The Harbor Management Plan is intended as an addendum to the Local Waterfront Revitalization Programs adopted by the Towns of Irondequoit, Penfield, and Webster.

### **2007 North Penfield Crossroads Area Plan**

The intersection of Empire Boulevard, Bay Road, and Creek Street is a key commercial center. The plan for this area includes recommendations such as additional points of access for pedestrians to the existing Monroe County park trails network, development of a theme for area businesses that could promote the Bay Road/Empire Boulevard/Creek Street area, the rezoning of Daytona Avenue commercial lands to residential, and the installation of a curbed median and reduction in travel lane widths along Empire Boulevard.

### **2009 Route 250 Corridor Land Use Analysis**

As a companion to the Route 250 Corridor Transportation Study, this study analyzed the current and potential land use patterns of the corridor. The study's key recommendations include the creation of an Access Management Overlay District to reduce the number of conflict points along the corridor and the development of a mixed-use "Hamlet" area near the intersection of Route 250 and Sweets Corners Road. The hamlet concept emphasizes, "creating a node of development largely focused on agribusiness with some potential for niche retail and/or hamlet style housing mixed in."

### **2015 Amendment to Local Waterfront Revitalization Plan**

The LWRP has had a positive effect on the Town of Penfield. It has helped to improve the waterfront area by providing a consistent framework for revitalization aimed at balancing the environmental sensitivity of Irondequoit Bay and Creek with recreational and economic development opportunities.

Several things have taken place since the adoption of the 1991 LWRP that warrant this update. Many of the nonconforming uses that were present at the time the LWRP was adopted are no longer there. LaSalle's Landing Park has been developed and an expansion is underway. Several key properties in LaSalle's Landing have been redeveloped and plans are underway to do more. A Harbor Management Plan and the associated Harbor Management Plan Law are now in place.

This 2015 amendment to the 1991 LWRP continued the revitalization efforts already underway and expanded upon some of the programs and controls that were initially established to more effectively improve and protect waterfront resources and facilities.

## **Additional Planning Efforts**

### **2001 Open Space Plan (Updated in 2006)**

The Open Space Plan was driven by a series of goals laid out in the 2000 Comprehensive Plan. Three Town Board members assisted a small citizens committee in developing the 2001 Open Space Plan. In February 2002, the Penfield Town Board voted unanimously to let local residents decide whether or not the community should borrow up to \$10 million dollars to purchase properties and development rights targeted for preservation in the Open Space Plan. As of June 2005, the Town of Penfield has preserved eleven properties of active farmland or open space totaling 1131 acres. The majority of the acreage where the development rights were purchased was farmland. The plan was updated in 2006, and in 2014 the Town completed its final acquisition of property from the Open Space Plan.

### **2007 Parks & Recreation Master Plan**

This plan was undertaken to ensure continuity and consistency with previous recreation planning efforts while expanding the current vision and scope of parks and recreation in Penfield to match the Town's present and future needs. The plan developed a strategy that consists of acquiring land adjacent to existing parks, acquiring land for new parks, developing outdoor recreational facilities, and expanding indoor facilities.

### **2008 Economic Development Action Plan**

The main purpose of the plan was to study the characteristics of Penfield's six business districts and develop a plan and vision for their future. The six business districts are LaSalle's Landing, North Penfield, Browncroft Corners, Panorama, Four Corners and Lloyd's Corners. Recommendations include creating a Small Business Loan Fund with a member item grant, allowing for more office development (particularly in the North Penfield and Panorama areas), and enabling the creation of Business Improvement Districts within Penfield.

### **2008 Bicycle Facilities Master Plan**

The Bicycle Facilities Master Plan serves as a strategy for providing safe, convenient and well-designed bicycle routes and facilities within a community. Recommendations for Improvements were made in four categories: on-road improvements, off-road improvements, bike facilities at destinations, and policies & programs. In addition, a phasing plan and cost estimates were included to facilitate implementation of the plan. It is noteworthy that the plan identifies the difficulties riders experience while traveling east/west due to higher traffic volumes and speed

limits versus the greater number of opportunities to stay on lower volume roads for the north / south rider.

### **2017 Town of Penfield Mixed Use Development Manual**

Mixed Use Development is a planning practice used in urban, suburban and rural areas that combines two or more different types of land uses, such as residential, commercial, services, and entertainment, in a compact setting that emphasizes pedestrian connectivity. The Manual was the product of a community driven steering committee that provides guidelines to support requirements set forth in the Town of Penfield Mixed Use District Zoning Ordinance, adopted on November 1, 2017. The Manual is organized to provide information on the concepts of mixed use development, the background of mixed use specific to the Town of Penfield, and guidelines for planning a successful mixed use development project.

### **2019 Shadow Pines Land Use Advisory Committee Report**

In early 2016, Shadow Pines Golf Course was placed on the market for sale as continuing golfing operations or as currently zoned, half-acre residential development. On April 6, 2016, following an open call for volunteers, the Penfield Town Board appointed a citizen advisory committee to identify and review all land use options for the Shadow Pines Property. This committee was referred to as the Shadow Lake/Shadow Pines Moratorium Committee. This committee submitted the final report to the Town Board on September 2, 2016 with a first choice recommendation that the Town of Penfield acquire the 212 acre property, including the Clark House.

After ongoing discussions and negotiations between the Town and the property owner at the time, Oldcastle, a purchase agreement for the 212 acre property, including the former golf course lands and the Clark House, a local landmark, was signed by both parties, conditioned on a successful public referendum vote to acquire the land for general municipal use. The referendum to purchase the property was held on February 27, 2018 and was overwhelmingly approved by 80 percent of voters.

After acquiring the lands, the Town Board appointed the Shadow Pines Land Use Advisory Committee in July 2018, which consisted of residents of the community. This committee's report was submitted to the Town Board on April 17, 2019 with recommendations for a broad range of future land uses. This included combinations of active and passive recreation opportunities, multi-use paths and trails, and other activities and uses that would be attractive to the community. The future use and rehabilitation of the Clark House fell under the jurisdiction of the Town Board, which issued a RFP (Request for Proposals) in 2019 for possible tenants that could use the building for acceptable uses.

### **2019 Recreation & Parks Master Plan Update**

For this update, the Committee decided to develop recommendations that should be implemented for each of the four dimensions of recreation identified. Rather than create four to five department recommendations, the Committee felt that this update would benefit from providing specific recommendations to each area of focus. The recommendations were:

- 1) Recreation Indoor Facilities
- 2) Penfield Parks
- 3) Penfield People
- 4) Recreation Programs

Each area of focus has recommendations for the next five years that will impact the type and quality of programs offered. Many of the recommendations of the past plans have been implemented, and these investments and accomplishments have generated new opportunities for the community.

# Appendix E

## Comprehensive Plan Committee Rezoning Considerations

December 16, 2021

To: Penfield Town Board

From: Comprehensive Plan Update Committee

Re: Land Use Recommendations Pertaining to Potential Rezoning of Properties

Please be advised that the Committee, after numerous discussions and site visits has the following recommendations for the following properties, recognizing that they may be subject to the granting of area variances in consideration of rezoning:

1. **A portion of 125 Panorama Trail (Panorama Park Subdivision)** - the property consists of 7.5 acres, and fronts onto Panorama Trail (see attached “Map of Area to be Re-zoned”). The property is currently zoned Limited Industrial. After reviewing the site with the property owners, the Committee recommended that the 7.5 acres be rezoned to General Business. The property had previously been zoned General Business (1981), but was rezoned to Limited Industrial (LI) to discourage the proliferation of auto dealerships along Panorama Trail. The Committee has met with the owners’ representatives who have stated that they would be comfortable with restrictions relating to automobile sales at this location. The Committee recommended that the Town Board consider rezoning the 7.5 acre portion of the subject property from Limited Industrial (LI) to General Business (GB). The Committee is aware that the 7.5 acres have been re-zoned.
2. **1423 Empire Blvd.** – the property consists of 9.94 acres, and fronts onto Empire Blvd. (see aerial photo). It is currently zoned LaSalle’s Landing Development District and R-1-20. The zoning districts split the property in half. The site abuts the residences on Manse Lane and Morning Woods Drive to the east, and commercial properties to the west and south. The site has some topographic constraints and at one time received approval to construct a mosque and community center. The applicant has stated to the Committee that he would like to develop townhomes on the site to act as a transition between the single family residences to the east and the commercial and industrial uses to the west and south of the site. The Committee recommends that the Town Board consider rezoning the site to Townhouse Dwelling District pending a favorable engineering report.

3. **1177-1179 Bay Road** – the properties consist of .37 and .41 acres respectively (see attached aerial photo). The property at 1177 is vacant and the property at 1179 has a pre-existing nonconforming two family dwelling on it. It is currently zoned R-1-20. The owner conveyed to the Committee that he would like to construct a second two family dwelling on 1177 Bay Road. The site abuts a Limited Business zoning district to the south and a single family residence to the north. It is well buffered to the property to the north and the Committee finds that the property should be rezoned to Multiple Residence (MR) to eliminate the pre-existing nonconforming status of the existing two family dwelling, and will create a transitional use to the single family residence to the north of 1177 Bay Road. The Committee recommends that the Town Board consider rezoning the subject properties from R-1-20 to Multiple Residence (MR) provided that conditions be included to provide sufficient buffers to sights, sounds, and lights to adequately protect single family residential properties to the north and west.
  
4. **1271 Fairport Nine Mile Point Road** – the property consists of 17.10 acres (see attached aerial photo). It is currently zoned Rural Agricultural 2 (RA-2). It abuts the Abbington Place Subdivision which was developed at a much higher density and a stub road was developed to connect Abbington Place to this property upon its development. Further, the Committee is aware that the owners have met with the Town Board, and has requested the use of Incentive Zoning to develop 27 single family residences. The owner met with the Committee and requested that it consider a recommendation to rezone the property from RA-2 to R-1-20 to provide a higher density to complement the Abbington Place subdivision. It is the intent of the owner to reserve five (5) acres for the farm market use with the remaining acreage being utilized for development. The Committee has been made aware that there is adequate sanitary capacity to serve a higher density on the property and that a higher density is for the property. The Committee recommends by a majority, but not unanimous, vote that the Town Board consider rezoning the subject property from RA-2 to R-1-20.
  
5. **Allens Creek Valley Townhouses** – the project was constructed in the 1990's, is zoned Multiple Residence (MR) and consists of 202 townhouse units (see attached aerial photo). The staff recommended to the Committee that the properties included in the project be rezoned to Townhouse Dwelling (TH) to make the zoning consistent with the use. The Committee agrees with staff's recommendation and recommends that the Town Board consider rezoning the project from Multiple Residence (MR) to Townhouse Dwelling (TH).



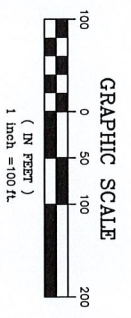
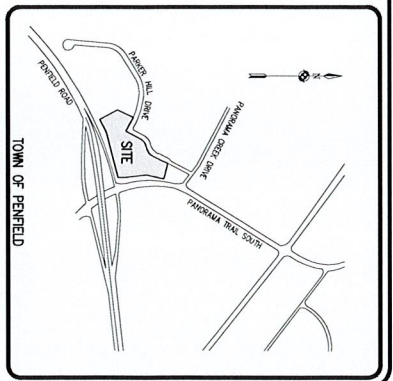
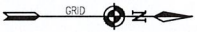
6. **Sable Oaks Townhouses** – the project was constructed in 2007, is zoned Multiple Residence (MR) and consists of 14 townhouse units (see attached aerial photo). Again, the staff recommended to the Committee that the properties included in the project be rezoned to Townhouse Dwelling to make the zoning consistent with the use. The Committee agrees with staff recommendation and recommends that the Town Board consider rezoning the project from Multiple Residence (MR) to Townhouse Dwelling (TH).
7. **2328 Browncroft Blvd.** – the property is the site of the Glendoveer’s Catering facility and consists of 7.82 acres, and is zoned R-1-20 (see attached aerial photo). The facility is a pre-existing non-conforming use. The Committee met with the owner of the property and discussed alternative uses for the site. The owner stated that he would like to replace the facility with a townhouse project if possible. The Committee finds that a townhouse development, although limited due to topographic and wetland constraints, would bring the site into greater compliance as a residential use than the existing facility. The Committee recommends that the Town Board consider rezoning the property from R-1-20 to Townhouse Dwelling (TH).
8. **2013 – 2039 Fairport Nine Mile Point Road** – this area is situated on the west side of Route 250, starting immediately north of the Gymnastics Training Center, northward to Harris-Whalen Park (former Filkins property) and 2004, 2008 and 2012 on the east side of Route 250, north of Heathwood Nursing Home to the Random Knolls Subdivision (see attached aerial photo). The properties on the west side of Route 250 are situated adjacent to Harris Whalen Park to the north and east, and commercially zoned property to the south. The intersection of Penbrooke Drive terminates in front of 2033. Any intent on the town’s part to tie in the properties to the south of this site to create an access to a future traffic signal to Penbrooke Drive will necessitate the single family zoned properties to be rezoned to another use, which would impact the remaining properties to northward to 2013. In addition, changing the zoning on those properties would create an additional impact to 2004, 2008 and 2012 on the east side of Route 250, which are already impacted by the development of the Heathwood facility. The Committee recommends that that Town Board consider rezoning those properties to one of the following zoning districts: Multiple residence (MR) or Townhouse Dwelling (TH) for 2004, 2008 & 2012; Business Non-retail (BN-R) for 2013, 2017, 2021, 2025, and 2029; and Limited Business (LB) for 2033 and 2039.
9. **1468 Empire Blvd. and 1506 Empire Blvd.** – the properties are zoned R-1-12. 1468 Empire Blvd. is one of two single family home remaining in this area of Empire Blvd. and 1506 Empire Blvd. is the site of the former Hilltop Farm Market. The site includes the farm market, a barn and the other single

family residence, which has been used for rental purposes. The owner of 1506 Empire Blvd. requested that his property be recommended for rezoning to LaSalle's Landing. The Committee, after visiting the sites, determined that LaSalle's Landing permits uses that are too intense as they relate to the adjacent single family residences to the east, and after conducting site visits, find that R-1-12 is no longer an appropriate zoning for these sites. The Committee recommends that the Town Board consider rezoning these sites to Limited Business (LB) subject to the condition that building height be limited to 2-stories or 35' whichever is less and that the existing tree line along the eastern property line is maintained to provide buffering to the single-family residences to the east.

10. **1265-1271 Plank Road and 1220-1258 Northrup Road** – the subject properties are located on the south side of Plank Road, west of Route 250 on the east and north of Northrup Road to the south. They are the remaining properties that are zoned Rural Agricultural 2 acre (RA-2) in that quadrant. The properties to the west are zoned Rural Residential 1 acre (RR-1) and are now partially served by a sanitary sewer system and are being developed as a 72 lot subdivision, known as Rocco Pines, subject to Town Law 278. The owners of the remaining RA-2 properties have requested that the Committee recommend their properties be rezoning to RR-1 as well, as a portion of those properties will have the ability to be served by the new sanitary sewer system and propose any future development be approved subject to Town Law 278 to compliment the Rocco Pines subdivision. After reviewing the site, the Committee recommends by a majority, but not unanimous, vote that the Town Board rezone the subject properties from RA-2 to RR-1 as these are the only remaining properties in this area that have access to a sanitary sewer.
  
11. **1345 Shoecraft Road, 919, 923, 925, 927 and 933 State Road** – The subject properties are zoned rural Residential 1 (RR-1) and are the only remaining properties in this specific area that are not zoned R-1-20. The sites are surrounded by several homes that were rezoned to R-1-20 in the 2010 Comprehensive Plan Update. Developer Rudy Neufeld gave the Committee a presentation regarding a plan to develop 1345 Shoecraft Road which requires a rezoning from RR-1 to R-1-20. The Committee felt that his proposal was consistent with the neighborhood in scope and density. In addition, the owner of 933 State Road would also like to rezone her 1.3 acre parcel to allow it to be subdivided to allow a second home which is also consistent with that area of State Road. The remaining four parcels, (all less than one acre in area and don't exceed .62 acres) are pre-existing non-conforming lots and cannot comply with the requirements of the RR-1 zoning district. The committee recommends to the Town Board that the subject parcels be rezoned from RR-1 to R-1-20, consistent with the

rezoning of the other parcels in the area that were the result of recommendations of the 2010 Comprehensive Plan Update.

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**REFERENCES:**

1. A PLAN ENTITLED "PANORAMA PARK SUBDIVISION PHASE 2, BEING A RESUBDIVISION OF REMAINING LANDS B-7" AS FILED IN THE MONROE COUNTY CLERK'S OFFICE AT LIBER 350 OF MAPS, PAGE 38.
2. A PLAN ENTITLED "PANORAMA PARK SUBDIVISION PHASE 2, BEING A RESUBDIVISION OF REMAINING LANDS B-7" AS FILED IN THE MONROE COUNTY CLERK'S OFFICE AT LIBER 360 OF MAPS, PAGE 39.
3. A MAP ENTITLED "MAP OF A SURVEY OF LOT 2, PANORAMA PARK SUBDIVISION PHASE 2," PREPARED BY BME ASSOCIATES, LAST REVISED DECEMBER 16, 2010, LYING DRAWING NO. 20088-19.
4. AN ABSTRACT OF TITLE WAS NOT PROVIDED FOR THE COMPLETION OF THIS SURVEY.

**NOTES:**

1. THE HORIZONTAL DATUM SHOWN HEREON IS REFERENCED TO THE NEW YORK STATE PLANE COORDINATE SYSTEM OF 1983, WESTERN ZONE, NAD 83.

PHLEPS & GORHAM PURCHASE, TOWNSHIP 13, RANGE 4, TOWN LOTS 61 AND 50, T.A. No. 136112-1-112

P:\2020\Penfield\Penfield\2020 Subdivision Plot 100 Schematic

PROJECT MANAGER	P. VARS	DATE	
PROJECT SUPERVISOR	O. BELL	DATE	
DRAWN BY	J. GILMORE	DATE	
SCALE	1"=100'	DATE ISSUED	JUNE 15, 2021
PROJECT NO.	2377CZ	DRAWING NO.	01

PROJECT	PANORAMA PARK
LOCATION	TOWN OF PENFIELD, COUNTY OF MONROE, STATE OF NEW YORK
CLIENT	UFS PANORAMA I LLC 1001 LEDINGTON AVE ROCHESTER, NY 14608
DRAWING TITLE	MAP OF AREA TO BE REZONED



**BME ASSOCIATES**  
ENGINEERS • SURVEYORS • LANDSCAPE ARCHITECTS

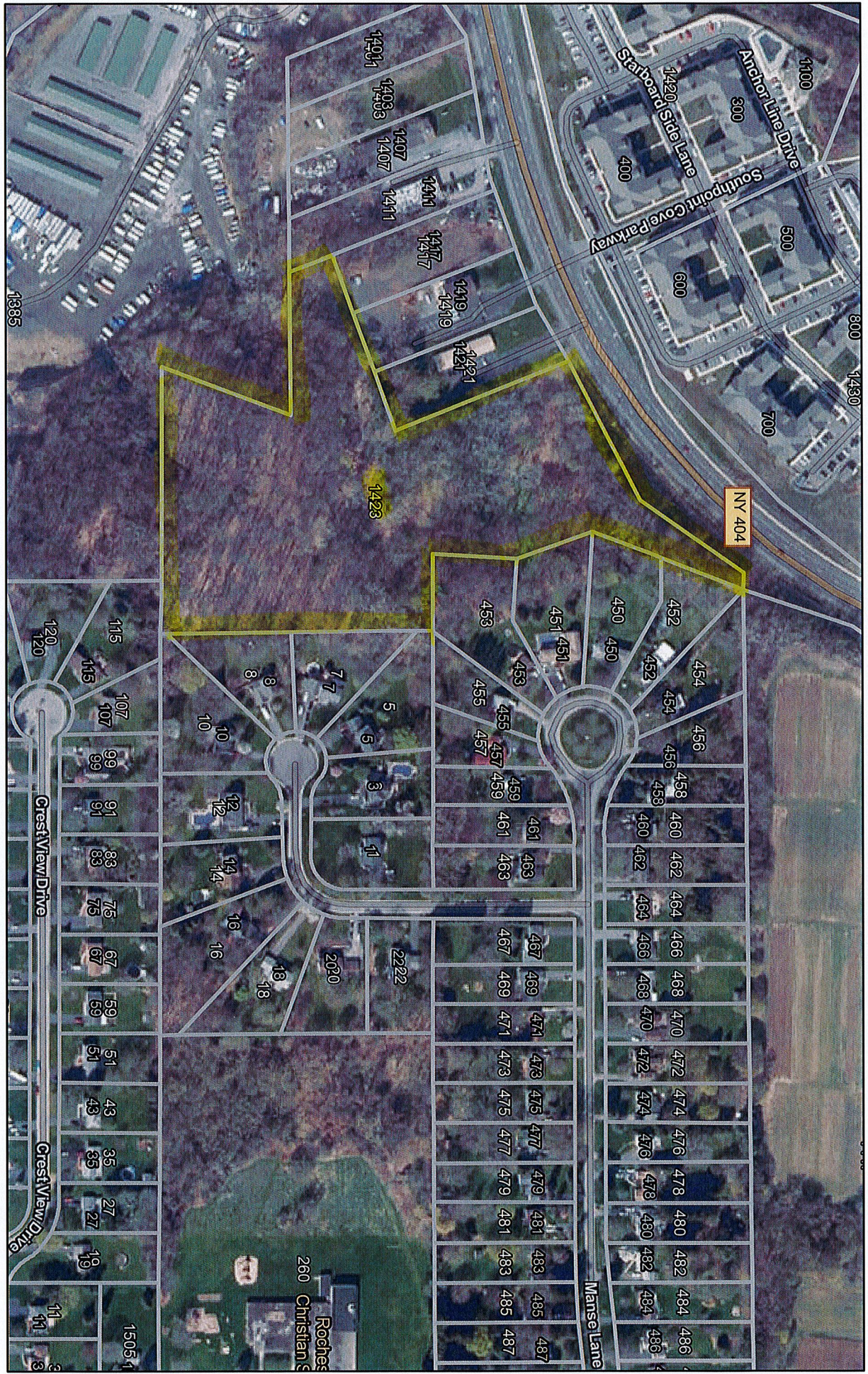
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PHONE: 855-377-3600  
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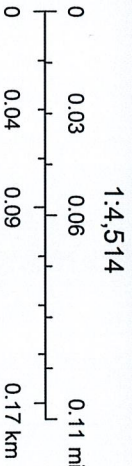
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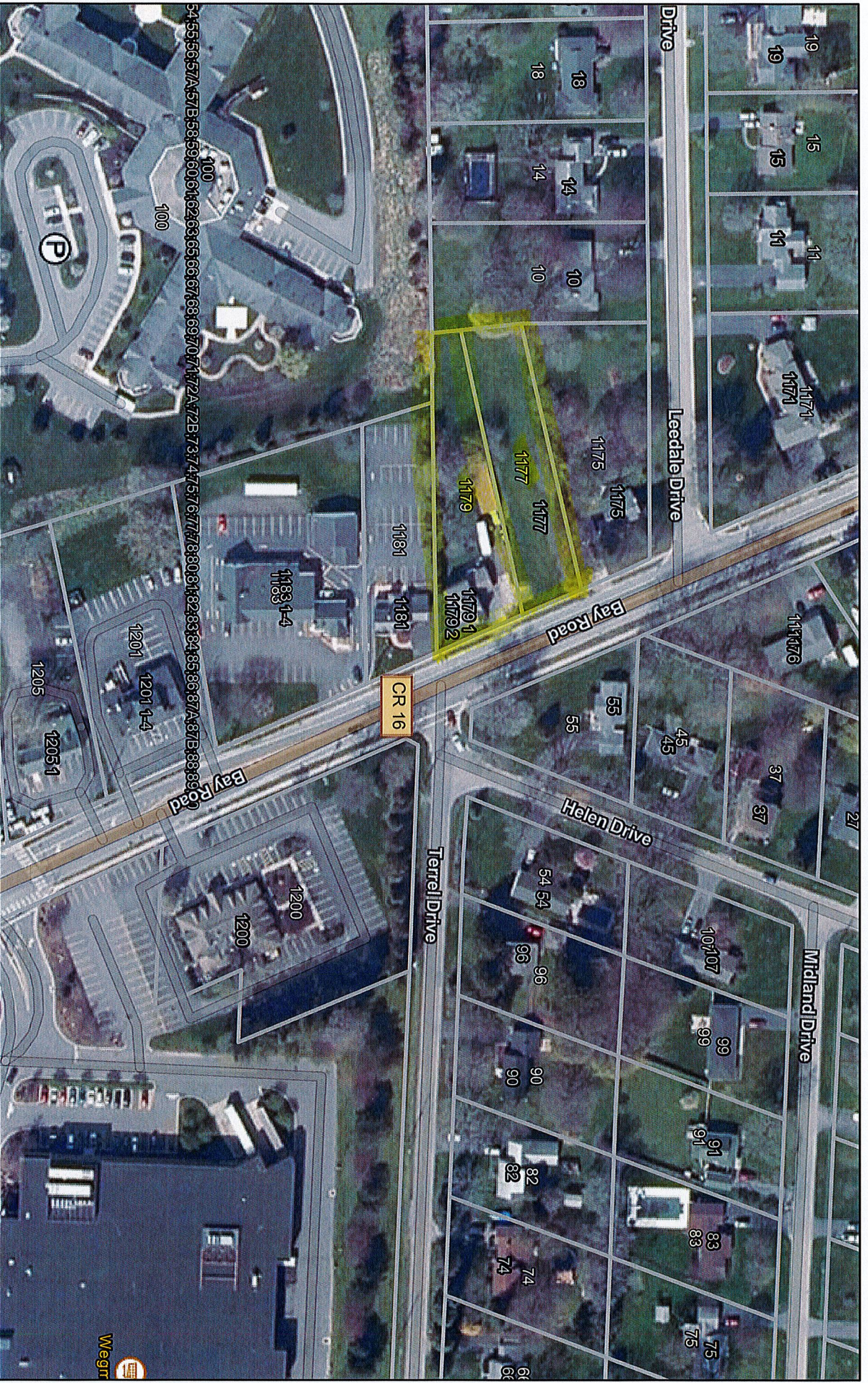


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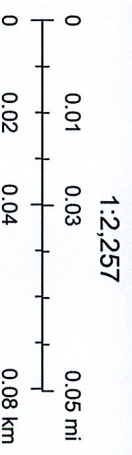


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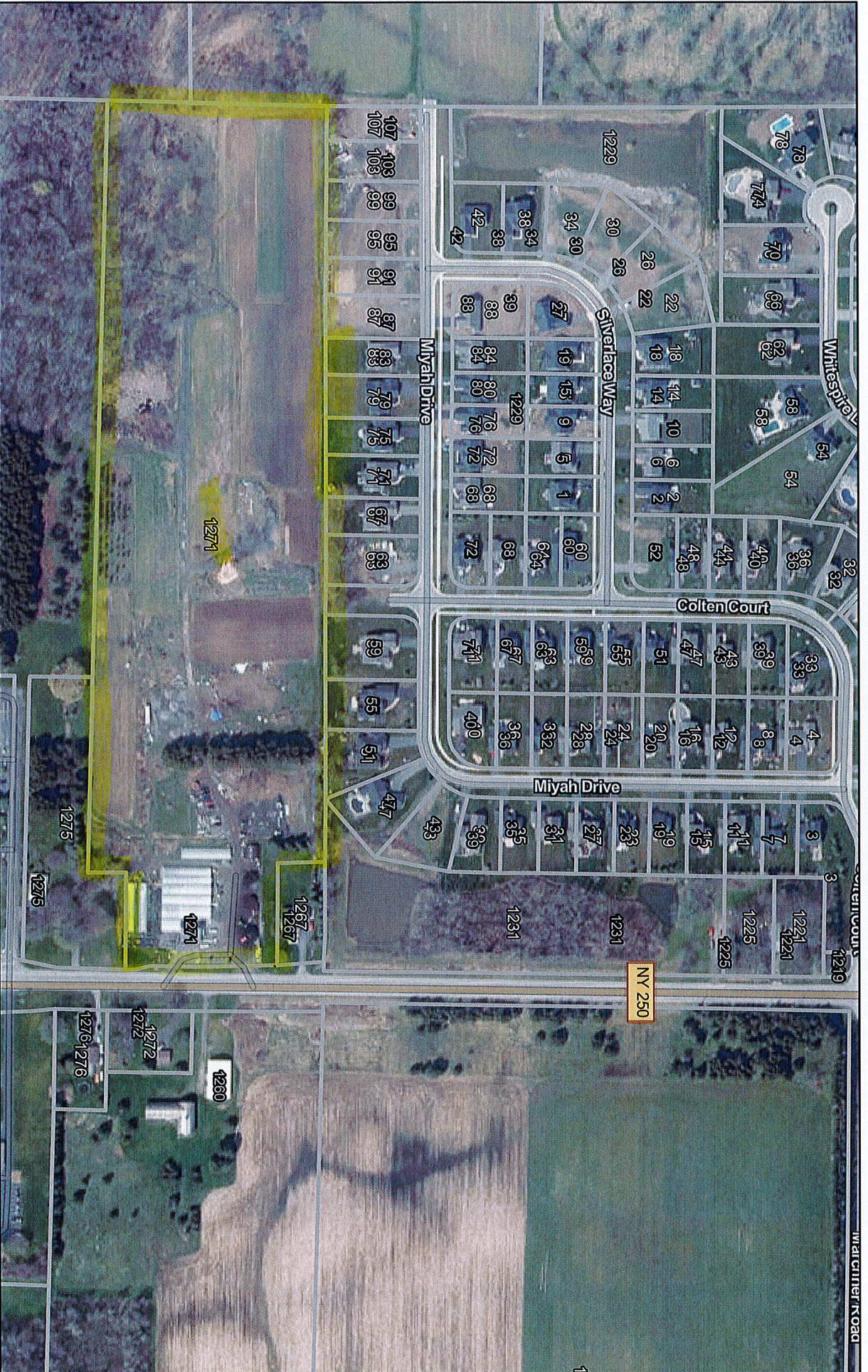
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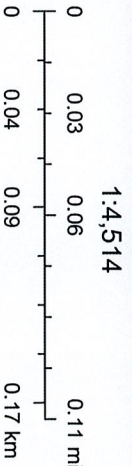
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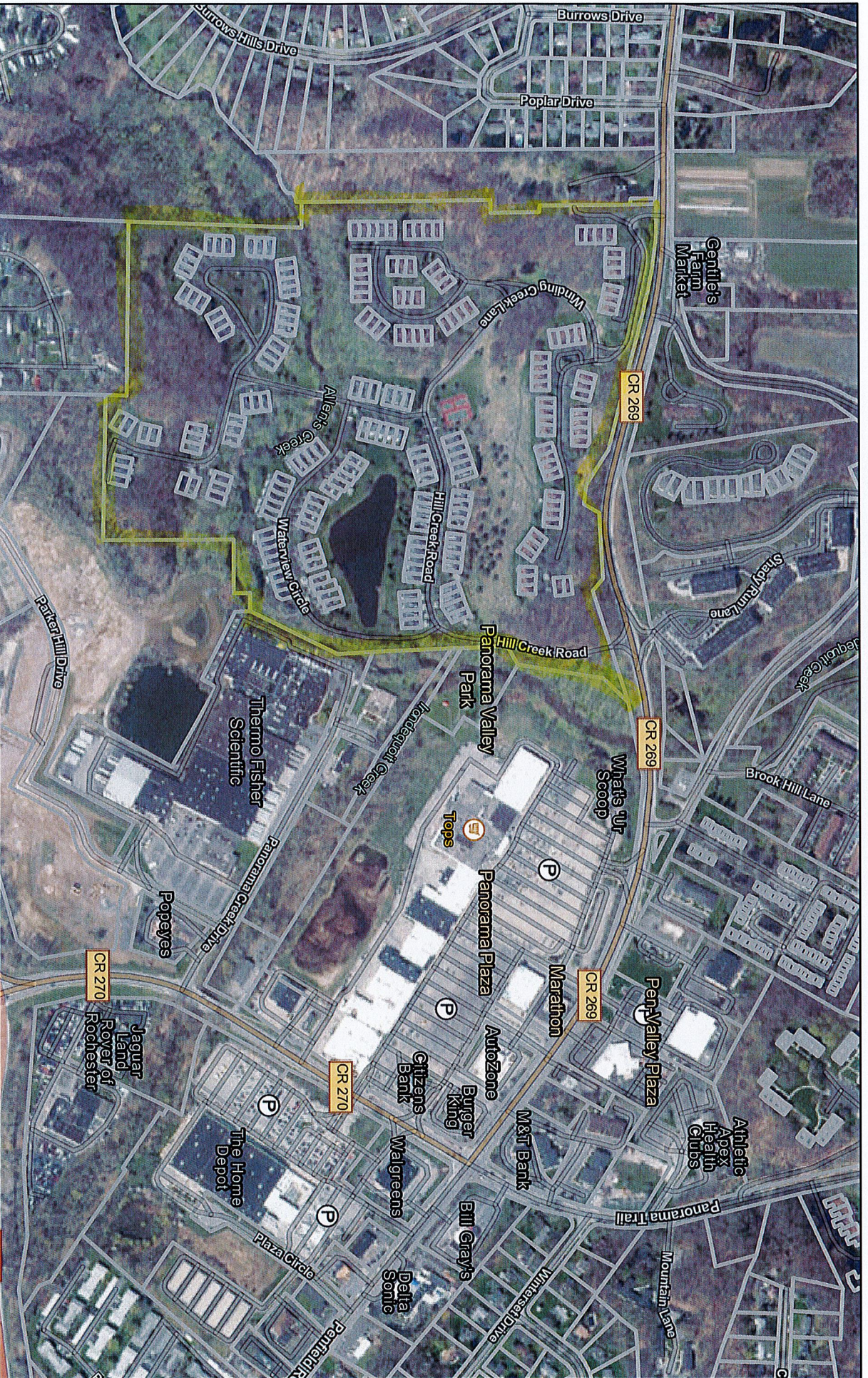
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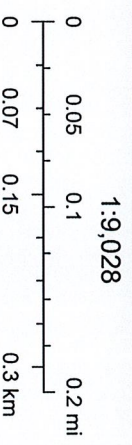
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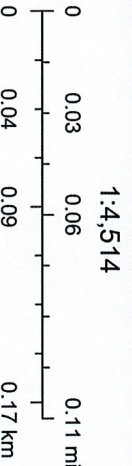


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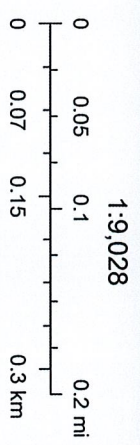
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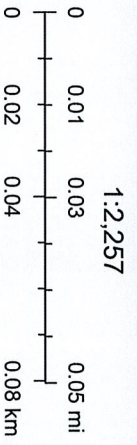
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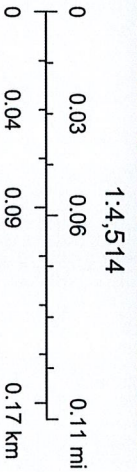


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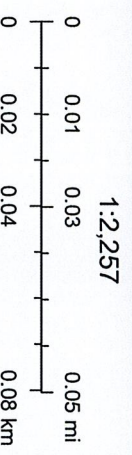


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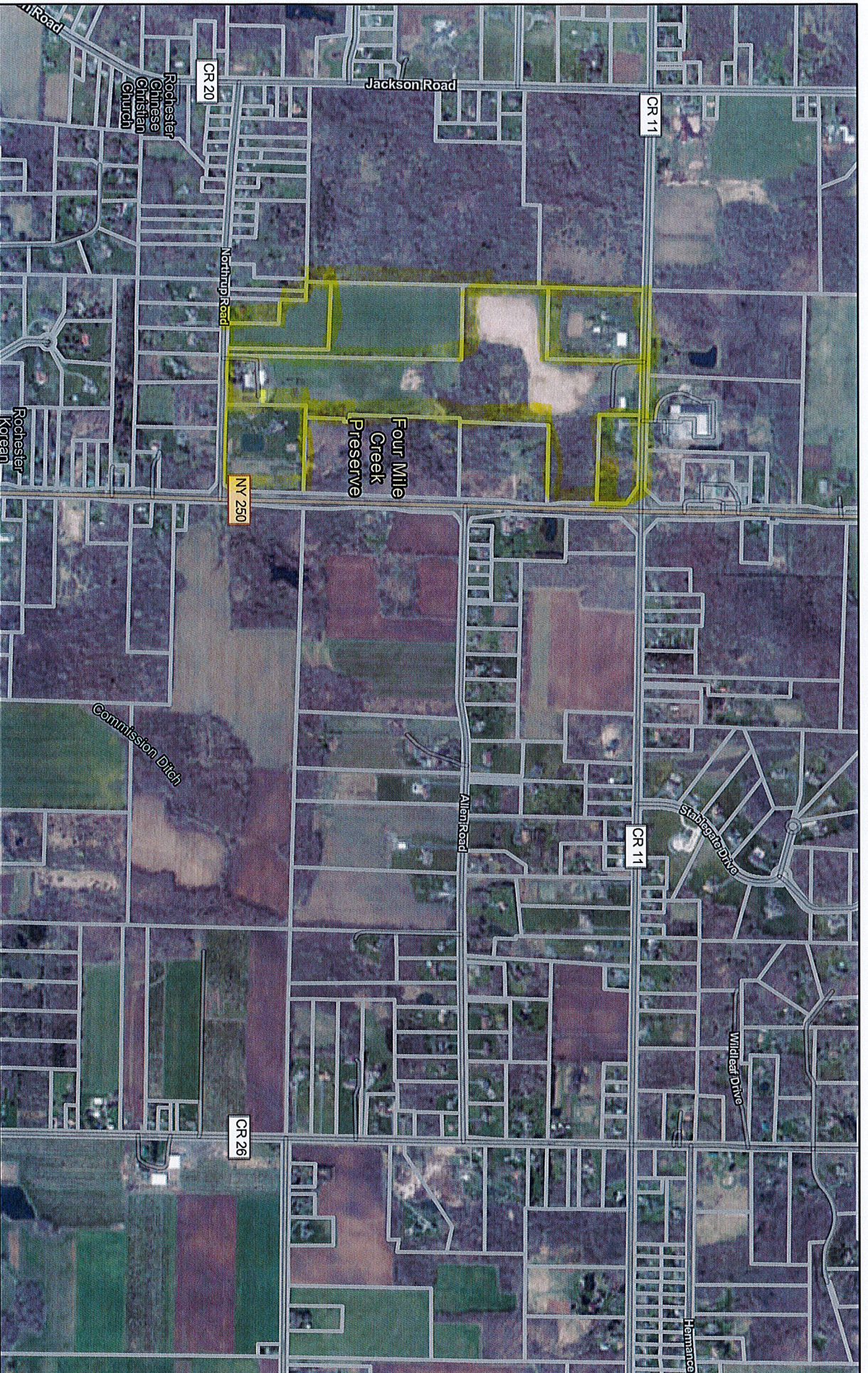
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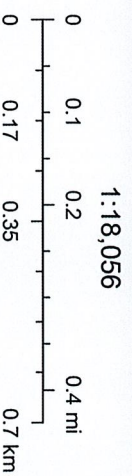
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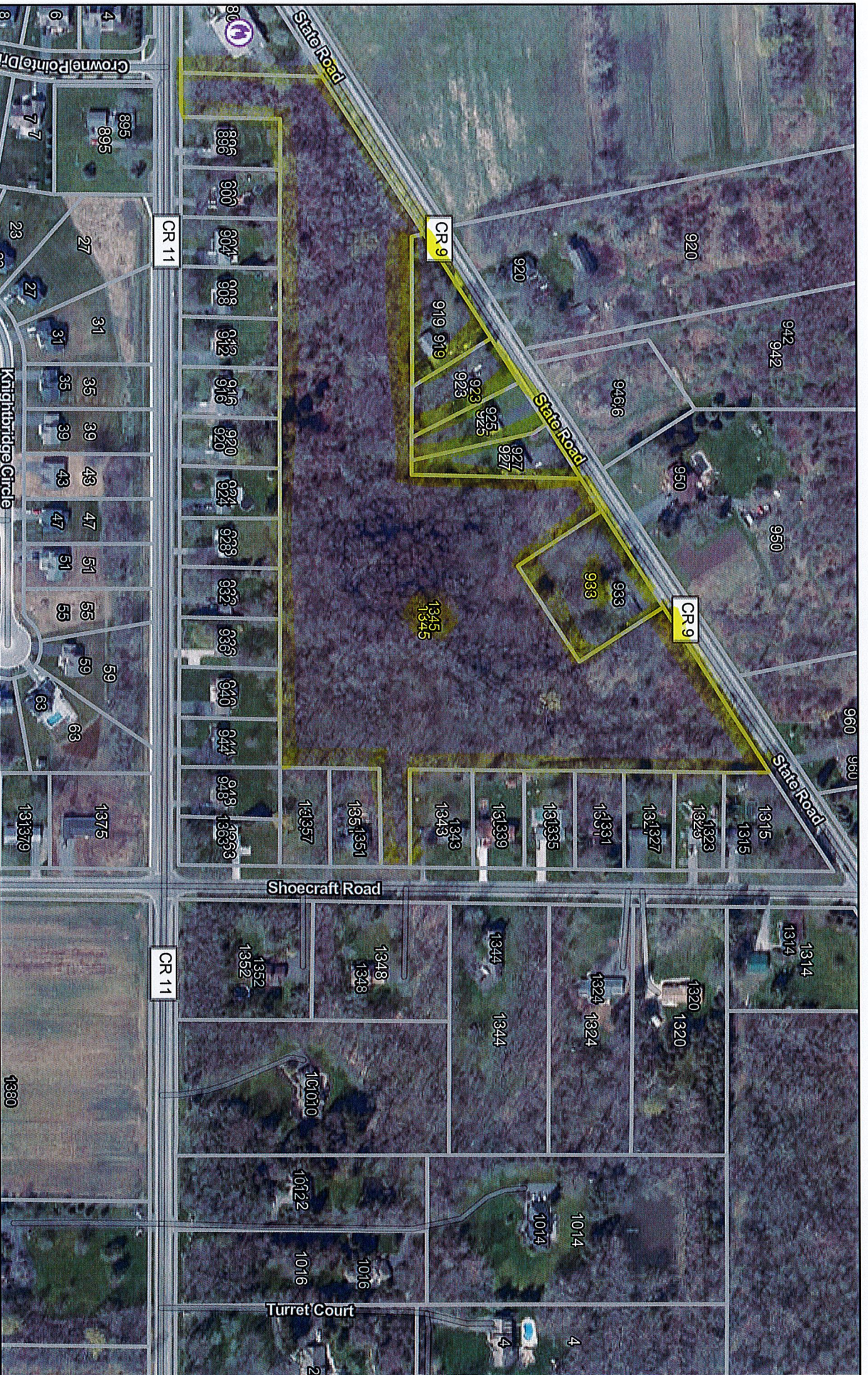
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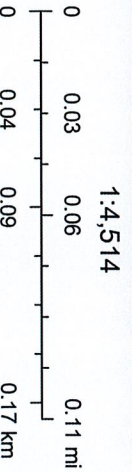
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# Appendix D – Key Issues

## Key Issues

At a public information meeting held in September 2019, residents were asked to share their issues and concerns. The results of this public engagement activity were evaluated in comparison with the issues outlined in the 2010 Plan. The list of strengths, weaknesses and opportunities reflects the compilation of the community's identified key issues.

### Strengths

- Close proximity between residential neighborhoods, parks, and rural areas;
- Upscale quality of living for families;
- Local businesses providing services to residents;
- Access to regional highway system;
- Abundance of parks, open space, and trails;
- Desirable and strong public education system;
- Close proximity to the City of Rochester;
- Valued agricultural community;
- Well managed and transparent government.

### Weaknesses:

- Rate of an aging population that outpaces the younger age ranges;
- The high cost of living is too expensive for younger persons to move into Penfield;
- Lack of residential housing diversity;
- Lack of town center and the impact to the Town's identity;
- Zoning that could limit development and the Town's tax base (**NOTE:** Approximately 8% of all lands in Penfield are zoned to allow for commercial and industrial business uses.);
- Limited employment opportunities;
- Future of Farming: significant decrease of active farmers down to the single digits; the few active farmers are a part of the aging population and few of their children are interested in farming;
- Need for language in the Penfield Zoning Ordinance to permit large scale renewable energy operations and other practices that support local sustainability efforts;



- Gaps in the pedestrian sidewalk and trails network;
- Traffic conditions on NYSDOT and MCDOT roadways;
- Rising infrastructure costs for municipalities to service a residential community;
- Ambulatory services, such as Penfield Volunteer Emergency Ambulance is limited to one location to service a large portion of the town and relies on shared service with West Webster FD Ambulance.

**Opportunities:**

- Improved residential housing diversity with mixed use developments, clustered subdivisions, and rezoning recommendations;
- Support local agriculture through changes to local ordinances and NYS Agriculture & Markets Law;
- Sidewalk connections, bike lanes, and trails linkages;
- Local shopping opportunities near residential neighborhoods;
- Creation of a new town center in the MUD;
- Improve the appearance of Four Corners area;
- Sound planning efforts for the future use of the Shadow Pines property;
- Creating a strong identity for the Town of Penfield and its residents through local businesses and programs;
- Civic engagement with residents and community groups.

